

Republic of Kenya

MINISTRY OF INTERIOR AND
COORDINATION OF NATIONAL GOVERNMENT

STATE DEPARTMENT FOR
CORRECTIONAL SERVICES

PROBATION AND
AFTER CARE SERVICE

Strategic Plan

2018-2022

KENYA
VISION **2030**

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Acknowledgement

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Our Vision

A just, secure and crime-free society

Our Mission

To promote and enhance the administration of justice, community safety and public protection through provision of social inquiry reports, supervision, rehabilitation and reintegration of non-custodial offenders, victim support and crime prevention

Our Core Values

Fairness
Reliability
Respect for human dignity
Confidentiality
Integrity
Professionalism

Our Standards

We are committed to the administration of justice,
national security and public safety

**PROBATION AND
AFTER CARE SERVICE**

Strategic Plan

2018-2022

Foreword



The State Department for Correctional Services provided leadership in the development of this strategic plan to guide the Probation and After Care Service for the plan period 2018-2022. The strategic plan is aligned to the Constitution of Kenya through the National Development Agenda as espoused in Vision 2030 under Medium-Term Plan Three (MTP III), His Excellency the President's development agenda under the "Big Four", the Sustainable Development Goals and African Union's Agenda 2063. In this regard, the strategic plan articulates the mandate of the Department as derived from the Executive Order No.1 of June, 2018 (Revised). It is informed by the legal mandate which provides for supervision

and rehabilitation of non-custodial offenders as well as reintegration of ex-offenders within the community. It also plays a critical role in the administration of criminal justice.

This plan will be implemented within a changing environment informed by the on-going reforms in both the correctional services and the criminal justice system. As such, strategic focus areas identified in this plan are expected to be responsive to institutional and interconnected criminal justice sector priorities, including the need to reduce prison incarceration through expansion of other alternatives to imprisonment and other programmes on crime prevention. The full realization of this plan will form part of the department's vision of a just, safe, secure and crime-free society.

The execution of this plan envisages a new correctional service framework that aims at aligning the department's operations to the constitution while establishing a seamless coordination and management structure. This will create an enabling environment for supervision, rehabilitation and treatment of offenders in the community through a developed case management system for standardization of best practices.

Probation and After Care Service performs many key functions within the criminal justice system which have no legislations. The State Department will ensure legislative amendments and enactment of laws are undertaken to incorporate these new mandate areas. Additionally, I will ensure that, the department undertakes its branding and develops a communication strategy for purposes of enhancing its visibility as well as awareness of our services.

This strategic plan therefore, provides a road map that will enable the department to have a well-coordinated set of prioritized activities, programmes and projects within the plan period for effective and efficient service delivery.

Zeinab A. Hussein, (Mrs.), CBS
Principal Secretary
State Department for Correctional Services

Preface



I am pleased to present the Probation and After Care Service Strategic Plan 2018-2022. This strategy is predicated upon the successes, achievements and lessons learnt from previous strategic plans. This plan therefore provides a pragmatic strategic focus for the department during the five-year period.

The strategies identified are aimed at enhancing the levels and extent of service delivery in the areas of administration of criminal justice and management of community-based offender corrections. Our strategic plan aims at improving existing programmes and services by coming up with innovative ways of deepening their levels of implementation. Key among these

innovative approaches is evidence-based offender rehabilitation, risk needs offender assessment and classification, and development of new programmes in the areas of alternative justice systems as well juvenile justice.

The plan also aims at introducing new systems and services that will bridge existing gaps in the management of offenders. These new systems include case management and an offender electronic supervision system for high risk offenders, among others.

Our motto that **"offenders can change"** embodies our commitment in promoting professionalism and enhancing the administration of justice and offender accountability, through provision of social inquiry reports, supervision, rehabilitation and reintegration of non-custodial offenders, victim support and crime prevention.

I wish to acknowledge the overwhelming leadership and support provided by our Principal Secretary, Zeinab. A. Hussein (Mrs.), CBS, throughout the development of this strategic plan. Sincere thanks too are extended to our development partners and stakeholders for their invaluable inputs towards the development of this plan. I singularly thank the European Union and UNODC through the PLEAD partnership for the financial and technical support accorded. To colleagues from my department who went out of their way in ensuring this plan was developed up to the current form I say thank you very much and may God bless you. Since I may not mention every contributor by name, may those who participated in one way or another note that I kindly acknowledge you all.

A handwritten signature in blue ink that reads "Mary W. Mbau". The signature is fluid and cursive, written in a professional style.

Mary. W. Mbau (Mrs.), HSC

Director

Probation and After Care Service

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Acronyms and Abbreviations

AD	Assistant Director
ADR	Alternative Dispute Resolution
AE	Actual Establishment
AU	African Union
AWPs	Annual Work Plans
GJLOS	Governance Justice Law and Order Sector
CARPS	Capacity Assessment and Rationalisation of the Public Service
CPO	Chief Probation Officer
CSO	Community Service Order
CUC	Court Users Committee
CVE	Countering Violent Extremism
DPSM	Director Public Service Management
GOK	Government of Kenya
ICT	Information Communication and Technology
JG	Job Group
KNAPO	Kenya National Association of Probation Officers
KRA	Key Result Area
M&E	Monitoring and Evaluation
MERL	Monitoring, Evaluation, Reporting and Learning
MOICNG	Ministry of Interior and Coordination of National Government
MOU	Memorandum of Understanding
MTEF	Medium Term Expenditure Framework
MTP	Medium Term Plan
NCAJ	National Council on the Administration of Justice
NCRC	National Crime Research Centre
NCTC	National Counter Terrorism Centre
NIMES	National Integrated Monitoring and Evaluation System

NGOs	Non-governmental Organizations
NHIF	National Hospital Insurance Fund
ORMS	Offenders Resources Management System
PACS	Probation and After Care Service
PATHS	Probation and After care Transition Houses
PBB	Program Based Budgeting
PESTEL	Political, Economic, Social, Technological, Environmental, Legal
PFMA	Public Finance Management Act
PO	Probation Officer
PPO	Principal Probation Officer
PLEAD	Programme for Legal Empowerment and Aid Delivery in Kenya
PSC	Public Service Commission
SAD	Senior Assistant Director
SDGs	Sustainable Development Goals
SNO	Special Needs Offender
SOP	Standard Operating Procedure
SPAS	Staff Performance Appraisal System
SPO	Senior Probation Officer
SRC	Salary Remuneration Commission
SWOT	Strengths, Weaknesses, Opportunities and Threats
UNODC	United Nations Office on Drugs and Crime
VPO	Volunteer Probation Officer

Definition of Terms

After care: refers to all services focused on persons held in, or released from, penal and authorized institutions for purposes of rehabilitation, empowerment, resettlement and reintegration in the community to reduce re-offending.

Halfway house: means a residential facility, located in the community, which provides services to ex-offenders, probationers, parolees, bailees and pre-sentence and pre-release persons (also known as a transitional house).

Offender: means any inmate, probationer, or parolee under the jurisdiction of Corrections.

Reintegration: the process aimed at disengaging offenders from institutions and re-uniting them with their families and communities through interventions, programmes and services designed to help them resettle into their families and communities.

Rehabilitation: refers to all actions and processes intended to assist the correction of offenders through the adoption of productive, law-abiding lifestyles within the community and provision of opportunities to address their offending behaviour and actively encourage them to access evidence-based intervention programmes such as education, vocational training, substance abuse prevention, living skills, family violence prevention and violence prevention, among others.

Resettlement: placing a released inmate or pardonee back into the community.

Victim(s): persons who, individually or collectively, have suffered harm, physical or mental injury, trauma, emotional suffering, death, economic loss or substantial impairment through acts or omissions that are in violation of the penal laws of Kenya, including violations of traffic laws resulting in personal injury.

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Executive Summary

This strategic plan provides the trajectory for our department's focus and direction for the five (5) year period from 2018 - 2022. It is anchored and aligned to the national, African and international development agendas. This plan seeks to enhance professionalism in the administration of justice, offender management, and to address gaps in the field of community corrections.

Chapter one provides a brief history of our department. It also enumerates the mandate, objectives and mission statement. The chapter outlines the global, regional and national developmental challenges which, if not addressed, may affect the effective implementation of this plan. The chapter further explains the departmental role in the context of the national development agenda as envisaged in the Kenya Vision 2030 and Third Medium Term Plan (MTP-III), as well as the international development agenda as enshrined in the Sustainable Development Goals (SDGs) and the Africa Agenda 2063.

Chapter Two presents the situational analysis, and commences by reviewing the previous strategic plan. It highlights the achievements, challenges and lessons learnt from the implementation of the previous strategic plan. The challenges identified include increased functions and work load, and lack of a legislative framework to support the department's new functions. The chapter also contains an analysis of strengths, weaknesses, opportunities and threats (SWOT). It provides an overview of the department's external environment within which the department operates as espoused through the PESTEL analysis. The chapter also examines the various stakeholders who work closely with the department and their specific roles and expectations as outlined in the stakeholder analysis, a crucial aspect for the department in service provision.

Chapter Three provides the strategic model. It explains the overall long-term goal of our department as outlined in the vision, and presents the mission and core values. The chapter then delves into the Strategic Focus Areas (SFAs) – or Key Result Areas (KRAs) – which are the thematic areas upon which the eight strategic objectives are anchored. It is from these strategic objectives that the strategies are drawn. The thematic focus areas identified in the plan are:

- Social inquiries and generation of reports
- Supervision of offenders serving non-custodial measures
- Rehabilitation of offenders serving non- custodial sentences
- Reintegration and resettlement of ex-offenders

- Crime prevention
- Administration
- Monitoring and evaluation (M&E), and
- Communication and reporting.

High level activities in these thematic areas are also identified to actualize the strategic objectives and their strategies.

Chapter Four situates the plan's implementation and coordination framework. The framework outlines the current human and financial resources. The chapter further presents the optimal resource requirements in line with the strategic focus areas highlights the resource gaps and provides the mobilization strategies. The chapter concludes by exploring the potential risks in the implementation of this plan. These risks are categorized into high, medium and low, from which the mitigation mechanisms are based.

Chapter Five presents the monitoring, evaluation and reporting framework, seen as a critical element for the successful implementation of the strategic plan. The framework links set goals with resources. This framework will help in measuring the outputs, outcomes and impacts over the plan period.

Chapter 1: Introduction

1.0 Overview

The development of this strategic plan for the Probation and After Care Service (PACS) takes cognizance of its mandate as stipulated in the Executive Order No. 1 of June 2018. This plan provides a roadmap for the department and is aligned to Kenya's national, regional and international obligations as envisaged in the Kenya Vision 2030 with specific reference to its Third Medium Term Plan 2018 – 2022 (MTP-III) and the Big Four Agenda. This plan also embraces other prevailing policy and legal documents, the universal SDGs, the Africa Agenda 2063 and the government manifesto with the theme "Continuing Kenya's Transformation Together".

This chapter presents the historical development of PACS. It also highlights the institution's framework which expounds on the mandate of the department anchored on its central role in enabling access to justice and management of non-custodial offenders. The chapter further outlines the role of the department in the realization of international, regional and national obligations.

1.1. Background

Probation work in Kenya can be traced back to 1941 when a committee appointed by the colonial government to consider the introduction of a probation system was formed to deal with the increasing prison and detention camp population. The following year, in 1942, a report was published recommending the institution of a Probation system in Kenya starting with the Nairobi region. In 1943, the first Probation Ordinance was promulgated, but it was not until 1946 that the Probation Service function commenced.

The development of probation work went through many phases as it was influenced by developments during the colonial and post-colonial period in Kenya. At first, the probation function supervised women and children who had been placed on probation for committing minor offences in the Nairobi region only. However, with time, the function of the Probation Service increased as extensive use of non-custodial measures were encouraged. Today, PACS has offices in all 47 counties and has its headquarters in downtown Nairobi.

Currently, PACS is a department under the State Department for Correctional Services (SDCS) within the Ministry of Interior and Coordination of National Government (MICNG). It is involved in the administration of criminal justice with responsibility for the management of community corrections. PACS is a member of the National Council on the Administration of Justice (NCAJ). As a member of NCAJ, our department conducts its duties through a collaborative approach that accelerates efficiency in the delivery of justice to Kenyans.

As stipulated above, the key objectives of our department therefore entail the following:

- a. To generate information for dispensation of criminal justice;**
- b. To supervise court orders, penal sanctions and rehabilitate offenders and ex-offenders;**
- c. To reintegrate and resettle offenders;**
- d. To participate in crime prevention and public safety; and**
- e. To promote, encourage and participate in the protection of victims' rights and welfare.**

The PACS objectives as mentioned are to be achieved through our department executing its main functions which are:

1. Conducting social inquiries of accused persons, offenders and petitioners for preparation of pre-bail, pre-trial, pre-sentence or pre-release reports;
2. Preparing and presenting reports to courts and other penal organs for decision making and dispensation of justice;
3. Supervising offenders on presidential pardon orders, non-custodial orders and release licenses;
4. Developing and implementing correctional programmes for offenders serving various non-custodial measures;
5. Reintegrating and resettling non-custodial offenders and those leaving correctional institutions back to the community;
6. Facilitating alternative dispute resolution mechanisms;
7. Providing services for the protection and promotion of human rights and welfare of victims and offenders;
8. Providing temporary accommodation to needy and deserving offenders in probation hostels and transitional houses; and
9. Promoting crime prevention activities to enhance public safety.

The above objectives and functions are implemented in the context of the underlying and shared responsibility of all criminal justice agencies for public protection and community safety.

In pursuit of its mandate, PACS has come up with its statement of purpose which states:

"We are committed to the administration of justice, national security and public safety".

1.2. Mandate

The department shall respect, uphold and defend the Constitution of Kenya through the programmes and services offered to its stakeholders. The Constitution of Kenya upon which numerous articles are relevant to PACS mandate and other legal statutes empower the department, among the criminal justice agencies, to participate in the implementation of criminal law and correctional services. The PACS mandate is derived from the Executive Order No. 1 of June, 2018 which outlines the function of the department as '**Probation Services**'.

Several legal and policy documents are relevant to the functions of PACS. As such the department derives its core mandate from a number of statutes as follows:

- a. **The Probation of Offenders Act, Cap 64**, Laws of Kenya which empowers the department to provide advisory reports to court for sentencing and making of a probation order, supervision of offenders placed on probation and other procedural issues thereto. It also establishes Probation Institutions and prescribes for the appointment of Probation Officers. It further describes the powers of the Cabinet Secretary and the functions of the Director of Probation. The Act also makes rules for committees it establishes.
- b. **The Community Services Orders Act, Cap 93**, Laws of Kenya makes provision for the court to make a Community Service Order (CSO) as an alternative to imprisonment and as a community pay-back mechanism for a select category of offenders. The Act also prescribes operational and procedural issues and appoints community service officers and supervisors. It prescribes the type of work offenders are supposed to be engaged in and the agencies that they can work at. It also establishes committees and the CSO secretariat responsible for running its affairs. Finally, it prescribes rules that govern the implementation of the Act.
- c. **The Power of Mercy Act, No. 21 of 2011**, Section 22(2) Laws of Kenya in relation to the release of long-term prisoners, including those serving life imprisonment and on death row and psychiatric (special category) offenders.
- d. **Prisons Act, Cap 90**, and Laws of Kenya in relation to custody of accused persons and prisoners in which section 31(2) probation officers are provided with access to them for purposes of court inquiries. Section 74 (k) also makes provision for the 'after care' of offenders exiting prison for purposes of reintegration and resettlement and which is a function of the department. It generally provides for custodial rehabilitation and the various prison regimes meant for better institutionalized offender management implementing custodial punishment.
- e. **The Borstal Institutions Act, Cap 92**, Laws of Kenya in relation to committal of youthful offenders to the institution, training, discharge and post penal supervision and the role of Probation Officers as fit persons to provide supervision and empowerment support.
- f. **Children's Act, No. 8 of 2001**, Laws of Kenya in relation to the treatment of all children in need of care and protection and those in conflict with the law. The role of Probation Officers is with regard to provision of social inquiry reports and in the procedural functions relating to treatment of children offenders including committal to rehabilitation schools and the post institutional through-care provided.

- g. **The Sexual Offences Act, No. 3 of 2006**, Laws of Kenya in relation to pre-sentence advisory reports on accused persons declared dangerous sex offenders. It further provides for the post penal five-year rehabilitative supervision to be undertaken by the department on declared dangerous sex offenders exiting prison.
- h. **Prevention of Terrorism Act, No. 30 of 2012**, Laws of Kenya in relation to the role the department is expected to play concertedly to protect commission of terrorist acts and in particular as a criminal justice agency and stakeholder. Increasingly, the role is also in relation to providing support to reintegration of returnees.
- i. **Victim Protection Act, No. 17 of 2014**, Laws of Kenya in relation to victim support services and other routine work undertaken by Probation Officers in court that concerns victims. These include preparation of bail information reports, victim impact statements, reconciliation and mediation and, consideration of other victim restitutive measures. It is also in relation to victim protection at the pre-release stage.
- j. **The Criminal Procedure Code, Cap 75**, Laws of Kenya in relation to general appreciation of the rule of law and access to justice procedures and specific probation functions including the department's role in bail decision making pursuant to Sec 123 and 123A, preparation of pre-sentence reports relating to procedures on plea agreement, provision of sentence review reports by the High Court and on the production of victim impact statements. Further relevant provision relates to application of warrant to arrests, procedures in case of insanity or other mental incapacity of an accused person (psychiatric criminals) and restitution measures as costs and compensation.
- k. **The Penal Code, Cap 63**, Laws of Kenya in relation to prescribed penal sanctions under section 24 and other specific penalties that may be meted out to an accused person. These include the death penalty, imprisonment, CSOs, compensations, forfeiture, fines, conditional and conational discharges, and suspended sentences, among others.

1.3. *Legal and Policy Documents*

In addition to the legal mandates enumerated, PACS also derives its functions from periodic policies as appropriate. Some of these policies and regulations are: the national Bail and Bond Policy Guidelines, Sentencing Policy, and Power of Mercy Regulations. Other documents relevant to the functions of PACS include:

- a. Kenya Vision 2030
- b. MTP III
- c. Big Four Agenda
- d. African Union Agenda 2063
- e. The universal SDGs
- f. Government Manifesto.

1.4. Rationale for Strategic Plan Development

The development of this strategic plan is necessitated by three broad factors, namely:

- a. The need to plan for the next period following the expiry of the PACS Strategic Plan 2013-2017;
- b. The need for a roadmap to outline the strategies to achieve the ever-expanding mandate of PACS; and
- c. The need to sustain the administration of justice gains made in the Second Medium Term Plan (MTP II). This will contribute to the PACS strategic direction with the national development agenda on MTP III in strengthening the administration of justice.

This third PACS Strategic Plan 2018-2022 has been prepared based on the government policy guidelines for preparation of Fourth Generation Strategic Plans (2018 – 2022).

1.5. Global, Regional and National Development Challenges

1.5.1. Global Challenges

Reflecting on contemporary correctional practices, it is now globally accepted that the premise of positive and constructive change is desirable. However, the potential for such change is coming at a time when externally rapid advancements evident with enhancements to information technology and use of evidence influenced practices are occurring routinely¹. These global changes, among others, thus raise concerns on certain global factors that may affect service delivery of PACS, namely:

- Changes in global technology trends and continuous sophistication leading to new crimes, such as cybercrime, could pose challenges in offender supervision and rehabilitation programmes.
- Increased global pressures on the need to establish a new and enabling culture that supports management of change.
- Effect of global economic recession which may occasion reduced economic opportunities in the country and thus catalyze criminal activities.
- Shrinking global borders of crime and rising global crime rates, especially as a result of new and emerging crime trends, such as terrorism, which are likely to challenge management of presenting issues.

¹ UNODC p.29 Strengthening the Administration of Justice and Operationalizing Alternatives to Imprisonment in Kenya The Programme for Legal Empowerment and Aid Delivery (PLEAD)

1.5.2. Regional Challenges

Due to increased emphasis on the regional integrations and trade blocks, many criminal activities have taken regional dimensions and require regional cooperation to address. Regional challenges likely to have an impact on the department's service provision are:

- Political instability resulting in civil strife in neighbouring countries which could result in infiltration of illicit firearms into Kenya, consequently increasing crime rates and offender caseload;
- Slow development of regional cooperation mechanisms may become an obstacle the exchange of offenders on correctional programmes; and
- Steady increase in the number of foreigners ending up in requiring probation services and yet have no foundation to support their cases.

1.5.3. National Challenges

At the national level, a number of challenges face the probation service provision. These include:

- Inadequate infrastructure and man-power resources mostly due to heavy reliance on government funding;
- Economic recession which leads to increased unemployment and poverty and translates to increased crime rates and to increased number of offenders in our caseload;
- Economic downturns likely to compel the government to divert resources to the provision of necessities, away from funding programmes contained in this strategic plan;
- Increasing cases of abuse of drugs and intoxicating substances could lead to several other attendant crimes and an influx of offenders. An increase in the number of offenders with drug complications could put pressure on the rehabilitation programmes in all the three streams of offender correction as they attempt to cater for offenders with such special needs;
- Inadequate budget allocation and financing could adversely affect the attainment of the objectives under this strategic plan. Therefore, the search for alternative sources of funding for the operations becomes a compelling need;
- Social strife resulting from natural disasters could produce social instability, especially dislocation of families; undermine earning ability, increased social vices such as prostitution, and crime in general. For PACS this translates to displacement of offenders under supervision in the community; and
- Managerial and institutional issues with respect to institutional reforms and ethical considerations around resource management.

1.6. The Department's Role in International, Regional and National Development Agendas

This section highlights how PACS will contribute to the realization of the national and international development agendas. In this regard, the department will contribute to the following key development agendas:

- Implementation of the SDGs;
- Implementation of Africa Agenda 2063;
- Implementation of the Vision 2030 (MTP-III 2018–2022);
- The “Big Four Agenda; and
- Implementation of the government manifesto.

The role of the department in realizing the SDGs, the Africa Agenda 2063, the Kenya Vision 2030, Medium Term Plan III and the Big Four Agenda is outlined below.

1.6.1. Sustainable Development Goals

The department's contribution is anchored towards the achievement of SDG 16: **“Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”** by continuing to play a crucial role in the administration of criminal justice.

In this respect, PACS will:

- *Promote the rule of law at the national and international levels and ensure equal access to justice for all* by ensuring social inquiry reports required by courts, statutory penal review government organs are prepared timely, in the prescribed formats and standards; and submitted as appropriate for speedy access to justice.
- *Substantially reduce corruption and bribery in all its forms* by implementing the Public Service Integrity Programme, adhering to the provisions of the Ethics and Anti-Corruption Commission Act and the Public Officers Ethics Act.
- *Develop effective, accountable and transparent institutions at all levels* by ensuring responsive, inclusive and participatory decision-making at all levels.
- *Ensure public access to information and protect fundamental freedoms in accordance with national legislation and international agreements* by complying with the Bill of Rights, Access to Information Act, Customer Service Charter, as well as apply relevant provisions in national and international instruments on treatment of offenders.
- *Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime* by collaborating with the National Counter Terrorism Centre (NCTC), National Crime Research Centre (NCRC), NCAJ, and relevant non-state actors.

PACS will also promote peaceful and inclusive societies for sustainable development by undertaking effective management of non-custodial offenders and ensuring that offenders placed under our custody are efficiently supervised, rehabilitated, reintegrated as law abiding citizens.

1.6.2. The Africa Agenda 2063

The aim of the Africa Agenda 2063 is to acknowledge the achievements and challenges, and to redirect to the spirit of the Pan African vision of *"an integrated, prosperous and peaceful Africa, driven by its own citizens and representing a dynamic force in the global arena."* The focal point of this agenda is Africa's transformation. The department's contribution in line with this agenda will be to:

1. Ensure that the universal principles of human rights, justice and the rule of law are adhered to at all times during the course of our operations, and also ensure reasonable and timely access to justice is provided to the Kenyan population. (*Aspiration No. 3 Africa of good governance, respect for Human Rights, Justice and the Rule of Law.*)
2. Ensure the culture of peace is entrenched, so that security and safety of all citizens is guaranteed by entrenching effective community correction management approaches. (*Aspiration No. 4 A peaceful and secure Africa*)
3. Endeavour to observe the provisions of the national gender policy, the youth strategy, and international and national instruments in the treatment of women and youthful and juvenile offenders. Ensure that women, youth and persons with disabilities have equal Access to Government Procurement Opportunities (AGPO) in line with the regional and international conventions, treaties and rules. (*Aspiration No. 6 Africa whose development is people driven especially relying on the potential offered by its women and youth.*)

1.6.3. Kenya Vision 2030

The Kenya Vision 2030 is the current blueprint which directs the aspirations of the country's National Development Agenda and the roadmap towards its achievement. It is anchored on three key pillars, namely: Economic, Social and Political. The realization of the National Development Agenda is premised on five-year successive plans referred to as the Medium-Term Plans (MTP). This strategic plan aligns to the Vision 2030 and in effect MTP-III.

The economic pillar aims to achieve an economic growth rate of 10% per annum and sustaining the same until 2030. The social pillar seeks to create just, cohesive and equitable social development in a clean and secure environment. The political pillar aims to realize an issue-based, people-centered, result-oriented and accountable democratic system as well as the transformation of the country's political governance system. Although the major contributions of PACS are in the social and political pillars, the department is an enabler in the economic pillar.

1.6.4. Third Medium Term Plan (MTP III) 2018-2022

The MTP-III theme *"Transforming Lives: Advancing Socio-economic development through the Big Four"* accords priority to governance and the rule of law. The department will in its contribution

to MTP III participate in areas of strengthening the criminal justice system including areas in the Governance, Justice, Law and Order Sector (GJLOS); and the Peace, Conflict and Security Sector. The latter sector aims at ensuring “A secure, just, cohesive, democratic, accountable, transparent and conducive environment for a prosperous Kenya”. The department’s contribution is elaborated as follows.

1.6.1.1. Contribution within the GJLOS Sector

In the GJLOS Sector our role is embedded in the objective of generation of information for dispensation of justice which is realized through the preparation of various advisory reports that assist the courts and other relevant government penal organs in making informed sentencing or release-on-license decisions. We also contribute to the sector through the supervision of offenders serving non-custodial sentences such as those under Probation Orders and CSOs. In so doing, our focus is to strengthen access to justice and promote the rule of law in line with the tenets of NCAJ.

Therefore, this plan strives to undertake the following:

- Strengthen victim crime support programmes;
- Enhance utilization of pre-trial/pre-bail programme within the criminal justice system with special focus on reconciliation and reintegration of offenders for harmonious co-existence;
- Introduce a parole system and halfway homes through policy and legislation;
- Reinforce programmes at the Probation Community Resource Centres and complete establishment of the infrastructural facilities;
- Launch and roll out the Post Graduate Diploma/Curriculum in Probation Practice and Correctional Studies;
- Review the Community Service Orders Act, Cap 93 Laws of Kenya;
- Review the Probation of Offenders Act Cap 64 Laws of Kenya;
- Review the institutional and administrative framework for Probation, After Care and CSOs programmes to enhance service delivery;
- Revise and develop guidelines and administrative procedures to guide probation practice;
- Review the Scheme of Service/ Career Guidelines for Probation Officers; and
- Enhance competences and skills among probation staff.

1.6.1.2. Contribution within the Peace, Conflict and Security Sector

Effective development of any government agenda is dependent on the type of security arrangements in place. This is because national security is a factor in the achievement of sustainable economic growth, for example, as envisioned in the Kenya Vision 2030. In this vein, PACS is committed to collaboration with other government agencies in the realization of a secure environment which is an important incentive for attracting economic investment within and outside the country.

It is for this reason that the government envisages a “*society free from danger and fear*” by the year 2030. Thus, the social pillar of Vision 2030 resonates with our vision of “*a just, safe, secure and crime-free society*”. Our role in the realization of a secure socio-economic and political environment will be seen through effective offender supervision, rehabilitation, reintegration and resettlement. In addition, PACS will participate actively in various crime prevention programmes in collaboration

with other crime prevention agencies such as NCTC, the National Police Service, and County Governments, among others.

In furtherance to management of security, during the life span of this plan, PACS will undertake the following initiatives to effectively address the issues of security:

- Finalize the draft National Correctional Policy;
- Strengthen alternatives to imprisonment and promote non-custodial sentences;
- Enhance measures for effective reintegration of offenders through establishment of halfway houses;
- Develop a legislative framework for bail advisory reports and supervision of bailees by probation officers;
- Develop a Reintegration Policy for the reintegration and resettlement of ex-offenders in the community;
- Develop institutional capacity for the department to effectively implement policy and legislation on alternative dispute resolution mechanisms;
- Introduce intensive supervision incorporating electronic offender surveillance system for dangerous offenders under community supervision;
- Introduce evidence-based offender correction programmes that are responsive to needs and risks posed by the offenders;
- Contribute to the development of a policy and legislation on diversion of offenders out of criminal justice system; and
- Develop a data and case management system.

1.6.5. Big Four Agenda

The government has prioritized policy objectives under the Big Four Agenda that will lead to accelerated growth of the economy. The Agenda targets to:

1. Support value addition and raise the manufacturing sector share of GDP to 15 per cent by 2022;
2. Provide Universal Health Coverage thereby guaranteeing quality and affordable healthcare to all Kenyans;
3. Focus on initiatives that guarantee food security and nutrition to all Kenyans by 2022; and
4. Provide housing to all Kenyans by targeting construction of at least 500,000 affordable houses by 2022.

As a key agency in the criminal justice system and in the security sector, the role of PACS as an enabler for the Big Four will be as follows.

- a. *In value addition and manufacturing undertake:*
 - i. Skills transfer, attachments, apprenticeship and internships by providing opportunities for attachments and internships to youths in various learning institutions, and to offenders in probation institutions for empowerment with requisite skills, knowledge and tools;

- ii. Decongestion of prisons by recommending alternative measures to imprisonment during sentence reviews to reduce prison population and make budgetary savings, which could be injected into the implementation of the Big Four development projects; and
 - iii. Reduction of prison remand population through the bail information and supervision programme, thus encouraging accused persons to be productive and contribute to national development while attending court.
- b. *In Universal Health Care Coverage:* create awareness among all offenders under non-custodial supervision of the importance of universal health care and how they can access it from the government. Emphasis will be on having them enroll as members of the National Health Insurance Fund (NHIF) scheme. During this plan period, the department intends to seek support for medical group cover for offenders in Probation Institutions.
 - c. *In Food and Nutrition Security:* endeavour to sensitize and empower offenders under non-custodial supervision on the importance of water harvesting for sustainable agricultural production by increasing agricultural productivity within Kimumu Probation Hostel in line with the government aspirations of tapping the potential of smallholder farmers for increased food production.
 - d. *In provision of Affordable Housing:* transfer vocational skills, such as masonry, plumbing, carpentry and electrical wiring, to offenders and enable them to contribute towards the achievement of this agenda.

1.6.6. Achievement of the Government Manifesto

The government is committed to upholding its development agenda whose ultimate goal is **“Continuing Kenya’s Transformation Together”**. Focus has been placed on transparency and accountability through digitization of all government procurement, expansion and delivery of e-government services; and transformation of society through good governance, justice and the fight against corruption by putting in place clear mechanisms and structures, and strengthening the existing institutions.

The department’s contribution towards the government manifesto will be, among other things, to roll out and continue displaying the Customer Service Charter for members of the public to know the services being offered. The department will also continue to play the crucial role of promoting the rule of law, good governance and increased access to justice as espoused in PACS contribution to the GJLOS Sector in line with the second pillar in the manifesto on transforming lives.

Chapter 2: Situational Analysis

2.0 Overview

The situational analysis chapter focuses on a review and assessment of key achievements (milestones), challenges and lessons learnt during the implementation of the PACS Strategic Plan 2013 – 2017. Further, it provides an appreciation of a strategic analysis of the internal capabilities of PACS and the external factors that affect it using a SWOT analysis.

An environmental analysis of the PESTEL factors was carried out. The outcome of PESTEL is an understanding of the overall picture surrounding our department. Finally, a stakeholder analysis was also undertaken for inclusion in order to be successful in the implementation of this plan.

2.1. Review of Implementation of the Second Strategic Plan (2013-2017)

Emerging crime trends and increased demand for PACS services significantly impacts on the management of offenders in the community. This has resulted in increased functions and work load, yet there is a lack of legislative framework to support the new functions. The department recognizes that effective management of non-custodial options requires new approaches, strategies and initiatives. This has necessitated the adoption of evidence-based practices as well as collaboration with stakeholders.

It is on this hindsight that an assessment on the implementation of the previous Strategic Plan 2013 – 2017 was undertaken. The exercise presented valuable lessons towards the development of this plan.

2.1.1. Key Achievements

Examples of the department's notable achievements during the 2013 - 2017 strategic plan period are set out in Table 2.1.

Table 2.1: Achievements 2013 -2017 Strategic Plan Period

Strategic Objective No. 1: Generation of Information for Dispensation of Justice		
No.	Strategy	Achievement
1.	Improve the quality and timeliness of social inquiry reports presented to courts and other penal organs	<ul style="list-style-type: none"> Standard inquiries and report writing guidelines developed Risk and needs assessment tools for offender classification developed Bail information reports' guidelines developed Standardized pre-release report tools developed
Strategic Objective No. 2: Enhancement of Offender Supervision		
No.	Strategy	Achievement
2.	Strengthen strategies for supervision to eliminate cases of absconding and re-offending	<ul style="list-style-type: none"> Increased the officer-offender contact level through opening of outreach reporting centres Revived Voluntary Probation Officers (VPOs) programme* Standardized the serialization of offender records Trained newly recruited Magistrates and CSO supervisors Developed periodic reporting tools for pardonees Established partnerships and engagements with County Governments through memorandums of understanding (MOUs) Integrated supervision guidelines developed Officer-offender supervision ratio increased
Strategic Objective No. 3: Improve the Correction and Reintegration of Offenders		
No.	Strategy	Achievement
3.	<p>Diversify Probation institutional rehabilitation programmes</p> <p>Diversify and sustain the acquisition of marketable/ appropriate skills for offenders</p>	<ul style="list-style-type: none"> Introduced evidence-based offender assessment programmes Diversified probation hostel correction programmes to include family group therapy and family conferencing Established Siaya Female Probation Hostel for female offenders with special needs Increased number of offenders empowered with various skills, tools and formal education
Strategic Objective No. 4: Crime Prevention		
No.	Strategy	Achievement
4.	Broaden the strategies on social crime prevention	<ul style="list-style-type: none"> Collaborated in crime prevention with other agencies Introduced new marketable courses in Probation Community Resource Centres, including computer proficiency courses, hairdressing, and culinary skills Developed Juvenile and Youth Justice Strategy to enhance youth justice programme

Strategic Objective No. 5: Administration, Human resource management and capacity development		
No.	Strategy	Achievement
5.	Provide administrative policy and logistical support	<ul style="list-style-type: none"> Recruited, inducted and deployed 305 Probation Officers Increased staff establishment to 10 Senior Assistant Directors (SADs), 47 Assistant Directors (ADs), 47 Principal Probation Officers (PPOs), 103 Chief Probation Officers (CPOs) Developed Quality Assurance Manual/ Standard Operating Procedures (SOPs) Constructed 25 new, modern Probation Offices Trained 456 staff members on various professional areas Established and operationalized 11 regional offices
Strategic Objective No. 6: Research and Information Management		
No.	Strategy	Achievement
6.	Strengthen research, data and information management	<ul style="list-style-type: none"> Conducted four monitoring and evaluation activities. Disseminated research findings and surveys NCRC, PRI, customers satisfaction, employee satisfaction 2 Innovations developed and applied – Electronic cases data base system in Bungoma county and Introduction of crime prevention through the formation of New Beginning Reintegration Group in Mombasa county
Strategic Objective No. 7: Inter-agency Collaboration, Communication and Visibility		
No.	Strategy	Achievement
7.		<ul style="list-style-type: none"> Improved formal networks and partnership procedures created where protocols and MOUs are entered into before engagement Published five Probation biannual reports and new set of information materials Established probation website Held media talk shows in five Counties Held open days in 145 Stations

*Since renamed Community Probation Volunteers (CPV) programme

2.1.2. Challenges and Interventions

During the plan period 2013 - 2017, PACS faced a number of challenges. As part of the measures to overcome the identified challenges and for our department to grow and remain relevant within its ever increasing mandate, as spelled out in various statutes, these challenges must be addressed. Therefore, this strategic plan is intended to guide our department in tackling these challenges as well as exploiting opportunities to achieve exemplary performance.

Table 2.2 outlines the key challenges that were faced during the previous plan period and, in response, the respective interventions which are proposed for in the current plan period:

Table 2.2: Challenges and Interventions

No.	Challenge	Proposed Intervention
1.	Limited funding levels and frequent financial austerity measures	<ul style="list-style-type: none"> • Lobby for increased funding from Government of Kenya (GOK) • Mapping of stakeholders and seek funding support • Diversify sources of funding including seeking donor support
2.	Inadequate legal mandates and provisions in some operational areas such as after care, bail information system, leniency and capability cases	<ul style="list-style-type: none"> • Lobby for review of legal mandate and develop relevant standards, guidelines and policies. • Develop an after care policy and lobby for passing of after care bill • Develop Bail and Bond Bill • Develop bail/assessment guidelines and SOPs
3.	Inadequate motor vehicles for service delivery	<ul style="list-style-type: none"> • Seek donor support to buy vehicles
4.	Inadequate personnel	<ul style="list-style-type: none"> • Enhance personnel requisition and seek authority to hire all cadres staff • Increase number of and train CPVs
5.	Inadequate supervision and rehabilitation programmes	<ul style="list-style-type: none"> • Increase supervision and rehabilitation programmes.
6.	Limited resources to undertake comprehensive training for Probation Officers to build competencies to address emerging demands in offender management	<ul style="list-style-type: none"> • Develop training curricula and training manuals for induction and refresher courses • Implement the post graduate diploma programme on probation and correctional service • Enhance HR capacity
7.	Limited internet connectivity to facilitate service delivery	<ul style="list-style-type: none"> • Increase internet connection in all Probation Offices
8.	Lack of an integrated case management system within the criminal justice system	<ul style="list-style-type: none"> • Develop and roll out an integrated data and case management system (Offender Resource Management System – ORMS)
9.	Inadequate ICT equipment to support service delivery	<ul style="list-style-type: none"> • Procure office computers and laptops
10.	Emerging new crimes such as terrorism and violent extremism and cybercrime	<ul style="list-style-type: none"> • Develop training manuals to address emerging new crimes
11.	Lack of forums to discuss review mechanisms for emerging cases and new programmes/ clients	<ul style="list-style-type: none"> • Gazette case committees • Hold case committees, case conferences, professional and management meetings • Undertake annual national Monitoring and performance improvement exercises
12.	Low public awareness of our department	<ul style="list-style-type: none"> • Strengthen stakeholder engagement • Enhance public awareness

2.1.3. Lessons Learnt

Several lessons have been drawn from the lapsed strategic plan that will greatly inform the successful implementation of the current plan. Based on lessons learnt, there is need to:

- a. **Ensure that there is legal backing for the expanded functions to facilitate service delivery and resource mobilization**
- b. **Undertake an organizational restructuring process to enhance operations**
- c. **Enhance the communication policy, strategy and guidelines**
- d. **Enforce implementation of all policies, guidelines and initiatives that have been developed**
- e. **Build capacity of officers in adopting evidence-based approaches on offender management**
- f. **Develop an offenders' data and case management system**
- g. **Develop a monitoring, reporting and evaluation tool for programmes and projects**
- h. **Diversify sources for funding and streamline funding procedures and collaboration with partners.**

2.2. Environmental Scan

Understanding the external environment is important in managing organizations. It is this environment that shapes the opportunities and challenges facing any organization. It forms the context in which organizations operate. Managers must listen to this environment and respond to changes that happen there.

An analysis of the department's internal and external environments was undertaken to provide information on how they impact our operations. This was conducted using two different strategic analysis approaches that are usually complimentary, as discussed below.

2.2.1. Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis

The internal environment has analyzed the strengths and weaknesses while the external environment has provided the opportunities that are available and the threats that may inhibit success.

This SWOT analysis has provided a basis for determining strategic issues and options to address the challenges identified. These provide a good indication of what the future strategies will be.

Table 2.3: Strengths and Weaknesses

No.	Strength	Strategic Response
Strengths		
1.	The Kenyan Constitution 2010 which forms the basis for operations	<ul style="list-style-type: none"> Comply with the legislative mandates
2.	Availability of legal and policy frameworks	<ul style="list-style-type: none"> Implement all legal and policy frameworks Sensitization of stakeholders on the provisions of the frameworks
3.	Existence of operational guidelines	<ul style="list-style-type: none"> Strengthen utilization of the SOPs
4.	Nationwide presence and decentralized services	<ul style="list-style-type: none"> Increase in access to departmental services by all customers and clients
5.	Personnel with relevant academic background and basic skills in probation work	<ul style="list-style-type: none"> Quality and professional services rendered
6.	Central role in the criminal justice system	<ul style="list-style-type: none"> Enhance and strengthen position in the criminal justice system
7.	Improved work environment	<ul style="list-style-type: none"> Maintain and strengthen existing work environments
8.	Existence of professional organization Kenya National Association of Probation Officers (KNAPO)	<ul style="list-style-type: none"> Proper placements of professional body and enhanced stakeholder engagement
9.	Strong organizational culture	<ul style="list-style-type: none"> Further enhance teamwork and work ethics
Weaknesses		
1.	Inadequate funding	<ul style="list-style-type: none"> Develop and implement a resource mobilization strategy
2.	Inadequate skilled personnel	<ul style="list-style-type: none"> Build skills capacity of personnel
3.	Inadequate operational equipment including vehicles	<ul style="list-style-type: none"> Procure office equipment and motor vehicles
4.	Limited visibility of probation services and alternative measures to imprisonment	<ul style="list-style-type: none"> Develop departmental publicity and communication strategy (rebranding)
5.	Outdated ICT equipment and limited internet connectivity	<ul style="list-style-type: none"> Replace the outdated equipment and expand the internet connectivity
6.	Non-existence of curriculum for Probation Officers	<ul style="list-style-type: none"> Finalize and implement the post graduate diploma on probation and correctional service

No.	Strength	Strategic Response
7.	Weak organizational system	<ul style="list-style-type: none"> Restructure the organization and review of organogram
8.	Outdated scheme of service for Probation Officers	<ul style="list-style-type: none"> Review the current scheme of service for Probation Officers
9.	Non - existence of departmental deployment plan, staff welfare programmes and succession management plan	<ul style="list-style-type: none"> Develop and implement staff wellness and psychosocial programmes Develop and implement a comprehensive staff succession management plan
10.	Lack of communication policy	<ul style="list-style-type: none"> Develop a departmental communication policy
11.	Ineffective supervision and rehabilitation programmes	<ul style="list-style-type: none"> Strengthen and expand Community Probation Volunteers (CPV) programme Develop and enforce utilization of supervision records Introduce electronic offender surveillance system for offenders Enforce the application of evidence-based practices Introduce programmes for bail, parole and Countering Violent Extremism (CVE) supervision
12.	Lack of documented research studies to support programme work	<ul style="list-style-type: none"> Adopt research and development as an integral process in probation work

Table 2.4: Opportunities and Threats

No.	Opportunities	Strategic Response
Opportunities		
1.	Benchmarking opportunities	<ul style="list-style-type: none"> Adopt best practices for improved service delivery
2.	Availability of print and electronic media	<ul style="list-style-type: none"> Increased public awareness of services offered
3.	Advancement of ICT	<ul style="list-style-type: none"> Strengthen use of ICT as a platform in delivering services
4.	Existence of national, regional and global development agendas	<ul style="list-style-type: none"> Align all operations to the GOK development agenda
5.	Expanded networks, collaborations and partnerships in offender management	<ul style="list-style-type: none"> Enhanced collaborations and partnerships in offender management
6.	Existence of strong criminal justice system	<ul style="list-style-type: none"> Leverage system to increase access to justice
7.	Existence of CSO labour that can be tapped to spur economic growth	<ul style="list-style-type: none"> Enhance use of CSO projects framework
8.	Increased demand for community corrections as an alternative to imprisonment	<ul style="list-style-type: none"> Increase utilization of non-custodial measures

No.	Opportunities	Strategic Response
Threats		
1.	Insufficient budgetary allocations	<ul style="list-style-type: none"> Diversify sources of revenue
2.	Complexity and emerging crime trends	<ul style="list-style-type: none"> Develop policy and strategy for dealing with emerging changes in crime
3.	Unpredictable socio-economic and political environment	<ul style="list-style-type: none"> Mitigate adverse effects through policy guidelines
4.	Complexity of Special Needs Offenders (SNOs)	<ul style="list-style-type: none"> Embrace affirmative action guidelines especially for SNOs and highly vulnerable offenders
5.	Corruption	<ul style="list-style-type: none"> Review of policy, procedures and legal frameworks
6.	Cultural practices that conflict with the law	<ul style="list-style-type: none"> Review of policy and legal frameworks
7.	Negative community attitudes towards offenders	<ul style="list-style-type: none"> Enhance engagement with community stakeholders
8.	Rise in radicalization and violent extremism	<ul style="list-style-type: none"> Review of policy and legal frameworks
9.	Risky working environment	<ul style="list-style-type: none"> Improve the work environment conditions
10.	Outdated legal mandates	<ul style="list-style-type: none"> Review the existing laws and legal framework
11.	Lack of legal mandates to support new operational functions	<ul style="list-style-type: none"> Enact legal mandates for the new operational areas

2.2.2. Political, Economic, Social, Technological, Environmental and Legal (PESTEL)

An environmental analysis (PESTEL) revealed trends, issues and other concerns that the department will watch and respond to over the plan period. This analysis presents the broad political, economic, social, technological, ecological and legal issues which may affect our implementation of this strategic plan. These trends provide the planning premises (assumptions) underlying the plan.

The following tables set out highlights of the PESTEL issues considered important for this plan.

Table 2.5: Political Factors

No.	Issue(s)	Strategic Implication (Description)
1.	Political goodwill	<ul style="list-style-type: none"> Assure support of GOK and development partners
2.	Political change	<ul style="list-style-type: none"> Realignment of programmes
3.	Devolution	<ul style="list-style-type: none"> Redistribution of resources to devolved functions
4.	Continuous electioneering process	<ul style="list-style-type: none"> Reorganization and restructuring of GOK Political anxiety
5.	Constitutional amendments	<ul style="list-style-type: none"> Review of affected statutes

No.	Issue(s)	Strategic Implication (Description)
6.	Government changes in development and fiscal policies	<ul style="list-style-type: none"> Budgetary cuts/increase
7.	Freedom of media	<ul style="list-style-type: none"> Increased or decreased visibility

Table 2.6: Economic Factors

No.	Issue(s)	Strategic Implication (Description)
1.	Corruption	<ul style="list-style-type: none"> Reduced funding Loss of confidence by development partners
2.	Regional economic integration	<ul style="list-style-type: none"> Competition of markets and jobs Increased crime rates
3.	Over-reliance on one source of funding	<ul style="list-style-type: none"> Stalled projects and programmes
4.	Foreign exchange fluctuations	<ul style="list-style-type: none"> Weakening currency
5.	National Budget Constraints	<ul style="list-style-type: none"> Low allocation of funds to PACS Disruption of planned activities

Table 2.7: Social Factors

No.	Issue(s)	Strategic Implication (Description)
1.	Changing social values	<ul style="list-style-type: none"> Breakdown in moral fabric
2.	Dysfunctional families	<ul style="list-style-type: none"> Increased crime rate
3.	High poverty levels	<ul style="list-style-type: none"> Increased health issues including mental health
4.	High unemployment rates	<ul style="list-style-type: none"> Reduced economic growth
5.	Organized criminal gangs, terrorism and radicalization	<ul style="list-style-type: none"> Political instability
6.	Drug and substance abuse	<ul style="list-style-type: none"> Breakdown in cohesion Reduced manpower
7.	Media influence	<ul style="list-style-type: none"> Distorted perceptions
8.	Gender issues	<ul style="list-style-type: none"> Increased disparities

Table 2.8: Technological Factors

No.	Issue(s)	Strategic Implication (Description)
1.	Cyber-crime	<ul style="list-style-type: none"> Increased crime complexities
2.	Economic crimes	<ul style="list-style-type: none"> Reduced economic growth

No.	Issue(s)	Strategic Implication (Description)
3.	Radicalization and violence extremism	<ul style="list-style-type: none"> Increased crime complexities Complexity in offender supervision and rehabilitation
4.	Data management, communication and reporting	<ul style="list-style-type: none"> Improved staff supervision Ease of communication and reporting Increased compliance and reduced crime

Table 2.9: Ecological Factors

No.	Issue(s)	Strategic Implication (Description)
1.	Climate change	<ul style="list-style-type: none"> Dynamic weather patterns affecting movement and offender management
2.	Resource-based conflicts	<ul style="list-style-type: none"> Increase in crime
3.	Proliferation of informal settlements	<ul style="list-style-type: none"> Security concerns Accessibility to offenders challenging
4.	Vast arid and semi-arid land	<ul style="list-style-type: none"> Traceability of offenders' challenges
5.	Nomadic lifestyle of some communities	<ul style="list-style-type: none"> Absconding by offenders
6.	Rugged terrain	<ul style="list-style-type: none"> Accessibility to offenders challenging Increased cost of offender management

Table 2.10: Legal Factors

No.	Issue(s)	Strategic Implication (Description)
1.	Violation of data sharing and protection rights	<ul style="list-style-type: none"> Loss of data Breach of confidentiality and trust
2.	Legislative amendments	<ul style="list-style-type: none"> Expanded mandate for the department
3.	Violation of law	<ul style="list-style-type: none"> Litigation against the department and its officers
4.	Human Rights	<ul style="list-style-type: none"> Fear by officers when implementing their mandate Increased threats to officers
5.	Conflict of interest	<ul style="list-style-type: none"> Predisposition of officers to risk and safety
6.	International and regional policies, treaties, Protocols, Conventions and legislation	<ul style="list-style-type: none"> Compliance with international obligations

2.2.3 Stakeholder Analysis

Stakeholders can support or impede the efforts of an organization to implement its strategic plan. To be successful in implementing this plan, PACS will require the goodwill, support and cooperation of all stakeholders and specific strategic partners.

The department recognizes the complementary role of stakeholders in its operations. For our 2018 – 2022 plan period, the department has identified various key stakeholders. This section highlights some of those seen as instrumental in the implementation of this plan. They have various interests (stakes) in PACS as outlined in Table 2.11.

Table 2.11: Stakeholder Analysis

No.	Stakeholder Name	Stakeholder's Expectation of PACS	PACS Expectation from Stakeholder
1.	National Government	<ul style="list-style-type: none"> Implement provisions of the operating statutes 	<ul style="list-style-type: none"> Facilitation
2.	Ministry of Interior and Coordination of National Government	<ul style="list-style-type: none"> Strengthen the position of the department in the Ministry Provide policy direction and leadership in relation to its mandate Chair Probation Case Users' Committees (CUCs) 	<ul style="list-style-type: none"> Provide adequate resources and approvals Coordinate resource mobilization and control Provide policy direction and oversight
3.	Parliament and County Assemblies	<ul style="list-style-type: none"> Support administration of justice Enhance national security and public safety 	<ul style="list-style-type: none"> Active role in Legislative enactment of bills and regulations relating to non-custodial sanctions Approve proposed budgets Provision of oversight legislative amendments Recommend work agencies for CSO offenders
4.	The Judiciary	<ul style="list-style-type: none"> PACS to fulfil its membership roles in the offender review committees e.g. Case Committees, CUCs, NCAJ Drive implementation of CSOs 	<ul style="list-style-type: none"> Increase the usage of non-custodial sentencing options Take a more proactive role as CSO chairman and as members of review committees Continual use of Probation Service programmes
5.	Attorney General's Office and Department of Justice	<ul style="list-style-type: none"> Continue with role in administration of justice, enhancement of national security and public safety 	<ul style="list-style-type: none"> Assist with provision of legal advice Draft bills and review memoranda Chair of Victim Protection Board Chair of Power of Mercy Advisory Committee

No.	Stakeholder Name	Stakeholder's Expectation of PACS	PACS Expectation from Stakeholder
6.	Office of the Director of Public Prosecution (ODPP)	<ul style="list-style-type: none"> Appointing of agencies to provide victim impact statements Sensitization on non- custodial sentences 	<ul style="list-style-type: none"> Prosecution of criminal cases Direct investigations Represented in the Probation Review Committees Joint trainings
7.	Other GOK Ministries, Departments and Agencies	<ul style="list-style-type: none"> Complimentary roles in offenders' management Provide technical support Undertake research Treatment of psychiatric criminals 	<ul style="list-style-type: none"> Broaden partnerships with clarity of roles and responsibilities Appreciate the benefits of supervised non-custodial sentences and departmental programmes Provide work agencies for CSO projects Membership in Probation Review committees PACS be considered for membership to National Crime Research Centre and other related boards
8.	National Council on the Administration of Justice (NCAJ)	<ul style="list-style-type: none"> Membership of the NCAJ PACS involvement in development and approval of policies Establishment of CUCs 	<ul style="list-style-type: none"> Provision of oversight and coordination of administration of justice Developing criminal justice policies Frequent engagement and continued support of the departmental agenda Make decisions on matters affecting probation
9.	Non-State Actors (private sector, NGOs, faith based organizations and professional societies)	<ul style="list-style-type: none"> Community sensitization Advocacy and awareness creation 	<ul style="list-style-type: none"> Structured collaboration and partnership established (MOUs and Memorandums of Agreement) Participation in offender review committees Increased offender empowerment Complementary in the welfare of offenders and ex-offenders There is no structured mechanism of engagement Offer support in terms of Psychosocial, and economic support/ empowerment Few engaged in offender rehabilitation
10.	Development Partners	<ul style="list-style-type: none"> Promotion of good governance, human rights, and information sharing Resources mobilization 	<ul style="list-style-type: none"> Continued provision of resources and technical support (material and non- material) Establish new partnerships Increased funding

No.	Stakeholder Name	Stakeholder's Expectation of PACS	PACS Expectation from Stakeholder
11.	The Community (public)	<ul style="list-style-type: none"> • Co-partners in social crime detection and prevention • Custodians of cultural norms and values • Ensure administration of justice, public safety and national security • Continue providing Alternative Dispute Resolution (ADR) and diversion mechanisms 	<ul style="list-style-type: none"> • Continuity of harmonious relationship • Clear understanding of roles, mandate and obligations of the department • Collaborate and embrace positive attitude towards supervised offender and correction programmes • Engaged in some aspects of probation services • Offer social support system where necessary • Provide CSO work sites • Communities to provide CPVs • Remain as a relevant source of vital information
12.	Offenders	<ul style="list-style-type: none"> • Compliance to the court orders and terms of supervision and rehabilitation - provide CSO labour • Offenders constantly engaged in community service work and correction programmes • Some offenders default on court orders • Role models and mentorship 	<ul style="list-style-type: none"> • Appreciate the benefits of non-custodial sentences • Improved compliance and adherence to court orders and terms of supervision and rehabilitation • Behaviour change
13.	Media	<ul style="list-style-type: none"> • Provide information and content for dissemination • Department to proactively engage the media • Hold periodic press briefings 	<ul style="list-style-type: none"> • Inform, educate and communicate benefits of supervised non-custodial sanctions • Partners in crime prevention • Publicize, inform and educate the public on the department's services • Responsible and responsive coverage of departmental activities and services • Support affirmative action on supervised non-custodial sanctions.
14.	Internal Stakeholders	<ul style="list-style-type: none"> • Conducive work environment • Progressive policies, guidelines and procedures • Support for staff to deliver the department's ever-expanding mandate 	<ul style="list-style-type: none"> • Commitment to service delivery

Chapter 3: Strategic Model

3.0 Overview

The strategic direction aims at providing structure, processes and outputs that facilitate an organization in fulfilling its mandate and justifying its existence, thereby supporting its continued contribution to economic and social development of the country.

The complexities surrounding the management of offenders coupled with our department's expanded mandate – not all aspects of which are anchored in law – has necessitated reconstitution of our departmental strategic themes. Our department needed a clearer strategic direction which required an articulation of its purpose, business and what it intended to accomplish. This was done by specifying its vision, mission and core values.

This chapter therefore focuses on functional analysis, strategic objectives, initiatives and high-level activities that define the strategic model of our department.

3.1. Vision Statement, Mission Statement and Core Values

Vision

“A just, safe, secure and crime-free society”

Mission

“To promote and enhance the administration of justice, community safety and public protection through provision of social inquiry reports, supervision, rehabilitation and reintegration of non-custodial offenders, victim support and crime prevention”

Core Values

The ideals by which our department strives to carry out its operations and conduct its business are embodied in its core values.

- **Fairness** : Impartial and just without favouritism or discrimination
- **Respect for human dignity** : Upholding of human rights
- **Reliability** : Trustworthy and performing consistently well
- **Confidentiality** : Maintaining high level of confidentiality in performing our duties
- **Integrity** : Uphold transparency, accountability, honest and ethical principles
- **Professionalism** : Competent, respectful and considerable work performance.

Statement of Purpose

"We are committed to the administration of justice, national security and public safety"

3.2. Key Result Areas (KRAs)

Key result areas have been identified which reflect our department's expanding mandate and functions within the criminal and justice system. The KRAs are in line with our department's vision and mission, as anchored on its core values as per the National Values and Principles of Governance as espoused in the Constitution.

The KRAs – also referred to as the Strategic Focus Areas – identified and targeted for achievement are:

1. Social inquiries and generation of reports
2. Supervision of offenders serving non-custodial measures
3. Rehabilitation of offenders serving non-custodial sentences
4. Reintegration and resettlement of ex-offenders
5. Crime prevention
6. Administration
7. Monitoring and evaluation
8. Communication and reporting.

These KRAs therefore form the pillars encapsulating the PACS Strategic Plan period 2018 – 2022.

Figure 3.1: Schematic Flow of PACS Key Result Areas (KRAs) 2018 – 2022



3.2.1. Strategic Themes

The strategic themes and issues encapsulated in the KRAs are central to the strategic planning process. The themes address both the core and support business of an organization. If these strategic themes are not addressed the organization can be adversely affected. It is around the strategic themes that the objectives and corresponding strategies are set.

3.2.2. Strategic Objectives

Objectives indicate what an organization sets out to accomplish. They are set around the strategic themes and are important in assessing performance. If objectives are not set it will be difficult to determine the progress an organization is making. By achieving these objectives, the projected performance will be achieved.

The strategic objectives, corresponding strategies and high-level activities were formulated for each strategic theme, or KRA, as outlined in Table 3.1.

Table 3.1: Key Result Areas, Strategic Objectives and Strategies

KRA No..	Key Result Area	Strategic Objective	Strategies and High-Level Activities
KRA 1	Social inquiries and generation of reports	To generate information for dispensation of justice	<i>Improve the quality and timeliness of social inquiry reports presented to courts and other penal organs</i>
			<ul style="list-style-type: none"> • Build capacity of officers and stakeholders • Revise, implement and strengthen the application of standardized tools for generation of pre-sentence, pre-bail and pre-release reports • Enhance the application of assessment instrument to inform the pre-bail reports, pre-sentence and pre-release reports on risk, needs and classification of offenders • Initiate the development of legislative and policy framework to support social inquiries reports
KRA 2	Supervision of non-custodial orders	To enhance offender supervision	<i>Revise and strengthen supervision processes to increase effectiveness and eliminate absconding and re-offending</i>
			<ul style="list-style-type: none"> • Build capacity of officers and stakeholders • Expand use of Probation reporting contact centres • Strengthen and expand CPV programme • Build the capacity of supervision stakeholders • Develop and enforce utilization of supervision records • Introduce electronic offender surveillance system for all offenders • Enforce the application of evidence-based practices • Introduce programmes for bail, parole and CVE supervision • Initiative legislative review to accommodate electronic monitoring and bail supervision • Develop effective case management scheme
			<i>Strengthen the implementation of the Community Service Orders Programme</i>
			<ul style="list-style-type: none"> • Strengthen capacity of CSO officers and other stakeholders • Implement various survey recommendations on CSO programme • Enhance community engagement in CSO supervision and identification of projects • Review and strengthen partnership and engagements with County Governments • Initiate legislative review for CSO • Re-engineer CSO programme • Identify community-based work agencies with potential to transfer relevant and marketable skills to offenders

KRA No..	Key Result Area	Strategic Objective	Strategies and High-Level Activities
KRA 3	Rehabilitation of offenders serving non- custodial sentences	To improve on rehabilitation of offenders	<p><i>Enhance the application of evidence-based offender rehabilitation approaches</i></p> <ul style="list-style-type: none"> Strengthen risks and needs assessment of offenders for classification and appropriate interventions Develop and implement cognitive behaviour change programmes that are responsive to specific offender needs Build capacity of officers and stakeholders on emerging crimes Procure specific treatment and rehabilitation programmes Review probation institutions' training and rehabilitation programmes Build the capacity of probation officers to assess and manage SNOs Strengthen community partnership in institutional management committees Construction of additional accommodation facilities for offenders
KRA 4	Reintegration and resettlement of ex-offenders	To enhance offender reintegration and resettlement	<p><i>Revise and implement after care programmes for effective offender reintegration and resettlement</i></p> <ul style="list-style-type: none"> Build capacity of officers and stakeholders Develop reintegration policy framework Strengthen offender empowerment programmes Propose the enactment of Reintegration Act Establish and operationalize Probation and After Care Transition Houses (PATHs)
KRA 5	Support services to victims of offences	To develop and implement integrated crime prevention programme	<p><i>Broaden the strategies on crime prevention and victim support services</i></p> <ul style="list-style-type: none"> Implement victim rights charter Strengthen restorative justice practice Develop departmental crime prevention strategy Develop and implement the juvenile and youth justice strategy Strengthen and expand community resource centres

KRA No..	Key Result Area	Strategic Objective	Strategies and High-Level Activities
KRA 6	Administration	To strengthen the administrative and support functions	<i>Improve administrative policy, legal and logistical support</i>
			<ul style="list-style-type: none"> • Implement sound government resource management policy • Maintain competent and specialized workforce • Improve work environment • Develop and implement staff wellness and psychosocial programmes • Develop and implement a comprehensive staff succession management plan • Review the organizational structure • Implement cross-cutting government policies • Review the departmental legal mandates • Review of departmental operational policies
KRA 7	Monitoring and Evaluation	To strengthen M&E of departmental programmes	<i>Strengthen research, data and information management</i>
			<ul style="list-style-type: none"> • Appraise the data management and information system • Develop an appropriate case management system • Conduct appraisals, surveys and research on programme performance • Develop a compendium of relevant research studies • Strengthen M&E and reporting and implementation of recommendations
KRA 8	Communication and reporting	To strengthen communication and reporting	<i>Increase departmental visibility and reporting</i>
			<ul style="list-style-type: none"> • Develop and implement departmental communication policy and guidelines • Develop and implement departmental communication strategy • Create a distinct brand and branding guidelines • Brand department for improved visibility • Strengthen departmental reporting systems
			<i>Strengthen collaboration and partnerships with stakeholders and development partners</i>
			<ul style="list-style-type: none"> • Develop and implement collaboration and partnership protocols • Develop and implement partnerships and resource mobilization strategy • Build capacity of officers on resource mobilization

Chapter 4: Implementation and Coordination Framework

4.0 Overview

The efficiency and effectiveness of any organization is dependent on the type and nature of its human, financial and material resources. This chapter therefore highlights our department's current organizational structure, staff establishment, human resource capacity and sustainability. It further explores the internal and external financial resource mobilization strategies for equitable and proportionate resource distribution and culminates with an examination of waste reduction and realization of savings.

PACS will put in place a coordination framework and strengthen its institutional capacity to be able to effectively deliver on its mandate.

4.1. Strategy Implementation

This strategic plan will deliver expected results if it is successfully implemented. This requires the department to carry out several related activities. These activities will need alignment of the organizational resources with efficient deployment, accountability and effective monitoring, proper evaluation and reporting of the entire process and purpose to the shared values.

The responsibilities for implementing this plan shall be cascaded by developing and implementing Annual Work Plans (AWPs) for all functional areas.

The various activities envisaged for successful implementation of this strategy are reviewed below.

4.1.1. Annual Work Plans

The department's AWP provides specific details about what will be done during a given year. It is more specific and detailed than the implementation matrix. In implementing our five-year strategic

plan, PACS will have to develop five annual work plans. The AWP are prepared every year on the basis of intended outcomes, strategies and budget in line with the GOK guidelines and must reflect achievements and lessons learnt in previous years.

The AWP for the first year of operation will be developed. Subsequent AWP will follow, being developed in the same manner.

4.1.2. Budget Alignment

The department will be expected to develop an annual budget which will be linked to this strategic plan and AWP. This means that the budget will be reviewed to fund the prioritized strategic initiatives. The AWP should ideally be completed before the budget for the year is drawn up. It is important in budgeting to ensure that there is an alignment between Corporate Budget and the Corporate AWP in the first year of the strategic plan. In subsequent years, the AWP should be developed ahead of the budgeting cycle so that the annual budgets are driven by the priorities in the strategy.

4.1.3. Communication of the Strategic Plan

All PACS staff are key in the effective implementation of this strategic plan. This therefore calls for sensitization of the key highlights. This plan shall be communicated to the accounting officer – the Principal Secretary of SDCS and all PACS staff. Through such proactive communication, everyone will be able to understand what is expected of them.

4.2. Structure of the Department

Our department is headed by a Director and is supported by two deputies and other officers at the national, regional, county and sub-county levels. At the national level, our headquarters has three divisions, namely: the Professional Division and Administration divisions, each headed by a Deputy Director; and the CSO Division, headed by the National Coordinator. Under these divisions are sections and units.

In the field there are 11 Regional Coordination Offices, 47 County Probation Offices and 130 Probation Stations. See Annex I for our current organogram.

PACS has been in the process of undertaking various human resource reforms. Part of the outputs for the reforms is a New Organizational Structure that is aligned to the strategic needs of our organization. The current organization structure, which is under review, is presented in Annex III. It remains critical that PACS reviews this organizational structure and aligns it to the strategic plan for increased implementation success. There is need to audit the current organization structure with a view of identifying issues with structural implications.

4.3. Staff Establishment

4.3.1. Staff Level

PACS is one of the technical departments of SDCS. It has a total authorized staff actual establishment (AE) of 1,931 with a proposed staff strength of 3,273. The in-post staff of our department is 1,261 with a negative variation of 342.

The department presents a significant staff variation and efforts have been made to address it through a staggered recruitment process to address the technical capacity. The department will also rely on volunteers to assist in the rehabilitation of offenders and bridge this shortage. The summary of the state departments' staff establishment is as detailed in Table 4.2.

Table 4.1: Summary of the PACS staff establishment (All Cadres)

Cadre	Current Establishment	In-post	Variance
Director	1	1	0
Deputy Director	2	2	0
Senior Assistant Director	10	8	(2)
Assistant Director	47	47	0
Principal Probation Officer	47	26	(22)
Chief Probation Officer	106	53	(75)
Senior Probation Officer	170	148	(103)
Probation Officer I	248	234	(12)
Probation Officer II	305	292	(13)
Records Management Officer	10	-	(10)
Assistant Accountant	3	-	(3)
Hospitality Officer	1	1	0
Head Housekeeper	4	4	0
House Keeping Assistant	15	15	0
Cook	10	10	0
Assistant Office Administrator	28	28	0
Artisan/Instructor	4	4	(1)
Procurement Officer II	1	1	0
Supplies Assistant	2	2	0

Cadre	Current Establishment	In-post	Variance
Clerical Officer II/I/Snr./Chief	141	141	0
Drivers III/II/I/Snr/II/I	34	34	0
Security Warden	24	21	(3)
Support Staff III/II/I/Snr	51	51	0
TOTAL	1,261	908	342

Table 4.2: PACS Staff Establishment (Probation Officers Only)

Cadre	Job Group (JG)	Actual Est. (AE)	In post	Variance
Director Probation	S	1	1	0
Deputy Director Probation	R	2	2	0
Assistant & Senior Assistant Director Probation	P & Q	57	52	(5)
Principal Probation Officer	N	47	76	29
Chief Probation Officers	M	106	0	(106)
Senior Probation Officer	L	170	150	(20)
Probation Officer I	K	248	519	271
Probation Officer II	J	1,300	30	(1,270)
Total		1,931	830	(1,101)

PACS has a current, total authorized staff establishment by Capacity Assessment and Rationalisation of the Public Service (CARPS) of 1,261 with a proposed staff strength of 4,214. With a negative variation of 2,935 staff, efforts will be undertaken to address the staffing capacity in order to effectively implement this strategic plan.

The present level of staffing varies among departments, although all show gaps in some critical professional fields and levels. The variance in the staffing levels and skills required will be bridged through intensive recruitment exercise that has been approved by Public Service Commission (PSC) and is to be staggered over a period of three years.

The proposed staffing level/establishment for the period within which the strategic plan period is to apply is provided in Table 4.3.

Table 4.3: Proposed Staffing Levels (Establishment)

Cadre	Proposed Staff Establishment CARPS	Current Staff Establishment	Variance
Director	1	1	0
Deputy Director	3	2	(1)
Senior Assistant Director	20	10	(10)
Assistant Director	76	47	(29)
Principal Probation Officer	197	47	(150)
Chief Probation Officer	326	106	(220)
Senior Probation Officer	650	170	(480)
Probation Officer I	1,000	248	(752)
Probation Officer II	1,000	305	(695)
Records Management Officer	21	10	(11)
Assistant Accountants	9	3	(7)
Hospitality Officer	10	1	(9)
Head Housekeeper	10	4	(6)
House Keeping Assistant	15	15	0
Cook	10	10	0
Office Administrative Assistants	130	28	(102)
Artisan/Instructors	130	4	(126)
Procurement Officer II	9	1	(8)
Supplies Assistant	9	2	(7)
Clerical Officer II/I/Snr. / Chief	150	141	(9)
Drivers III/II/I/ Senior /II/I	135	34	(101)
Security Warden	130	21	(109)
Support Staff III/II/I/ Senior	135	51	(84)
TOTAL	4,214	1,261	2,953

4.3.2 Human Resource Development Strategies

Human resource management and development will be aligned to our department's overall strategy by developing plans to support all the strategic objectives and the reform initiatives. Deploying staff in the right numbers with the right skills and in the right place is fundamental to success of this plan. Our department will undertake a comprehensive skills gap analysis and training needs assessment, not only to identify the skills required to meet our strategic objectives, but also to inform future staff recruitment, deployment, training and development programmes.

Human resource requirements will also be informed by the Capacity Assessment Rationalization Program Report (CARPS: 2015) and the Job Description for Probation Officers of the Salaries and Remuneration Commission (SRC: 2015).

Our department, in consultation with the Directorate of Public Service Management (DPSM), will revise the Scheme of Service for Probation Officers within the plan period to facilitate career progression. The scheme will provide Career Guidelines to meet both our KRAs and individual aspirations of staff.

Our department has embraced professionalism as a bedrock of a competent and successful organization. In this respect, we shall strive to improve and increase skills and competencies among our personnel through trainings and development. In particular, the Curriculum for the Post-Graduate Diploma in Probation Practice and Correctional Studies will be actualized so as to equip practitioners with skills and competences for effective service delivery. Similarly, talent management initiatives will be applied to manage the ability and competency of our staff. We will continuously explore the hidden and salient talents of our employees, and develop, nurture and harness them so as to achieve our desired organizational objectives.

Our department will achieve better results from each individual staff member by managing performance within the agreed framework of planned, strategic objectives, KRAs and standards. We will inculcate core values into officers' behaviours and beliefs through induction, orientation, training and sensitization programmes so as to strengthen our organizational culture which, in turn, will enhance public confidence and promote effective service delivery. Further, we will endeavour to promote staff wellness through the provision of psychosocial support and employee assistance programmes.

Our department shall implement the PSC Succession Management Strategy (2017) to address the challenges of an aging workforce. Mentorship and coaching programmes will be institutionalized to ensure adequate supply of competent and skilled officers to take over leadership positions.

The CARPS prepared by the Directorate of Personal management noted that Probation Officers in Kenya are handling more workload than the prescribed international standards. The report therefore recommended the optimal staffing levels to be 3,273 Probation Officers. It was proposed that there is need to have a gradual annual recruitment to meet the staffing gaps.

4.4 Financial Resources Implications

This plan takes cognizance of the importance of having adequate resources for efficient and effective service delivery. The KRAs identified will be accomplished through activities which shall be allocated resources through the Programme-Based Budgeting (PBB) which has been adopted by PACS as required by the Public Finance Management Act (PFMA) 2012.

4.4.1. Financial Resources Requirements

As stated above, for this plan to be successfully implemented, financial resources should be availed. The main resource base for our department is government funding which is currently inadequate to meet our needs. (See further discussion at 4.4.1.2).

In view of this, our department intends to enhance its resource base by exploring new areas of cooperation and by strengthening linkages with the current development partners and stakeholders. The projected resource requirements for implementation of this PACS Strategic Plan 2018 - 2022 is **Kshs 9,146.9 Million** for both recurrent and the development budget.

4.4.1.1 Projected Recurrent Expenditure Requirements

The planned strategic objectives which address our department's core mandate will be achieved majorly through activities falling under recurrent expenditure. The resources will cover personnel costs, administrative costs, operations and maintenance costs. The department will continue to rely on the GOK for financing of its recurrent expenditure while at the same time enhancing efforts to lobby for financial resource mobilization externally.

For effective implementation of this plan, a total of **Kshs 7,262.10 Million** is required. A breakdown of the resource requirements during this plan period 2018-2022 is tabulated in Table 4.4

Table 4.4: Resource Requirement for the Period 2018 - 2022

Key Result Area	Projected Estimates of Resource Requirements for Recurrent Expenditures (KSh Mn)																
	Sources of Funding																
	Baseline estimates (KSh Mn)	Year 1		Year 2		Year 3		Year 4		Year 5		GOK	DONOR	Total			
KRA 1: Social inquiries and generation of reports	96.0	312.7	64.3	248.4	278.4	66.7	246.0	307.2	59.1	219.3	316.7	63.6	253.1	348.1	71.1	277.0	1,563.1
KRA 2: Supervision of non-custodial orders	115.0	375.3	61.0	314.3	333.5	64.2	269.3	368.0	64.9	303.1	379.5	69.2	310.3	417.1	74.4	342.7	1,873.4
KRA 3: Rehabilitation of offenders serving non-custodial sentences	102.0	333.6	58.5	275.1	296.7	60.4	236.3	327.5	59.0	268.5	337.6	61.7	275.9	371.1	65.2	305.9	1,666.5
KRA 4: Reintegration and resettlement of ex-offenders	38.0	125.1	31.2	93.9	111.6	33.6	78	123.2	28.7	94.5	127.0	30.9	96.1	139.6	31	108.6	626.5
KRA 5: Support services to victim of offences	16.0	52.1	13.0	39.1	46.0	11.7	34.3	50.7	8.7	40.0	52.3	10.1	42.2	57.5	10.2	47.3	258.6
KRA 6: Administration	82.0	266.8	81.6	185.2	237.7	82.0	155.7	262.3	82.5	179.8	270.4	88.2	182.2	297.2	90.3	206.9	1,334.4
KRA 7: Monitoring and Evaluation	1.9	6.4	3.7	2.7	5.4	4.0	1.4	5.9	3.5	2.4	6.1	4.0	2.1	6.7	3.5	3.2	30.5
KRA 8: Communication and reporting	1.8	6.3	1.8	4.5	5.3	4.2	1.1	5.8	2.4	3.4	6.0	2.9	3.1	6.6	3.5	3.1	30.0
TOTAL	452.7	1,478.3	315.1	1,163.2	1,314.6	326.8	1,022.1	1,450.6	308.8	1,141.6	1,495.6	330.6	1,165.0	1,523.0	349.2	1,173.8	7,262.10

4.4.1.2. Resource Gaps for Recurrent Requirements

After reviewing the resource allocation from the GOK for the plan period, it has been observed that there is wide variance between the departmental resource requirement and the actual National Treasury allocations, suggesting a shortfall that will pose a challenge for the implementation of this strategic plan. Table 4.7 show the analysis of the identified resource gaps.

Table 4.5: Resource Gaps for Recurrent Expenditure

Analysis of the resource requirements and funding gaps (Amount in KSh. Mn)						
	Y 1	Y2	Y3	Y4	Y5	Total
Resources required	1,478.3	1314.6	1,450.6	1,495.6	1,523.0	7,262.10
Available Resources	315.1	326.8	308.8	330.6	349.2	1,630.50
Resource Deficits for mobilization	1163.2	987.8	1141.8	1,165.0	1,173.8	5,631.60

4.4.1.3 Projected Development Expenditure

The planned development expenditure during the strategic plan period includes:

- Construction of new offices
- Refurbishment and renovation of existing offices
- Civil and infrastructural works particularly sewerages, septic tanks and drainages systems
- Purchase of motor vehicles
- Procurement of ICT equipment
- Undertaking ICT infrastructural developments and
- Procurement of evidence-based rehabilitation and treatment programmes.

The actual development resources during this plan period is **KSh 1,860.8 billion**. The actual resources required, available resources through GOK funding and the identified funding gaps are illustrated in table 4.8.

Table 4.6: Development Resource Requirements verses available funds

Analysis of the resource requirements and funding gaps						
	Y1	Y2	Y3	Y4	Y5	TOTAL
Resources required	406.4	376.5	567.5	211.2	299.2	1860.8
Available Resources	97.8	87.3	116.1	24.3	59.4	384.9
Resource Deficits for mobilization	308.6	289.2	451.4	186.9	240.2	1476.3

4.4.2. Mobilization Strategies

Since heavy reliance on GOK funding will not be effective in ensuring full implementation of this plan, there is a compelling need for our department to explore other sources of funds, including from development partners. Our department will engage in robust resource mobilization both internally and externally.

We must also examine a fundamental transformation of production in limited departmental farms and small industries, as well as continue to utilize our available resources prudently.

Development partners and other stakeholders will be further mapped and analyzed to determine their level of appropriate collaboration with the department. This will inform continuous interaction and engagement for resource mobilization and support.

4.4.2.1. Stakeholder Mobilization and Collaboration

Stakeholders will play a critical and integral role in this plan's implementation since they bolster important strategic objectives and areas where our department may have little or no capacity. Our department will interact and engage stakeholders on a broader base while positively identifying and examining the significant position of each stakeholder. Thus, the functions of these stakeholders will require proper coordination to avoid conflict of interest.

In this respect, our department will continue updating and reviewing its stakeholder partnerships and hold frequent consultative and roundtable meetings. As a means of strengthening the collaboration, our department will continue appraising our partnership with each stakeholder in order to review the collaboration.

4.4.2.2. Lobby the government for additional funding

The department takes cognizance that much of its resources are provided by the national government. In this regard therefore, we will constantly lobby for additional funding from the National Treasury.

4.5. Risk Analysis, Category and Mitigation Measures

Table 4.7 provides the potential risks that are likely to hamper the successful implementation of the various programmes during the plan period.

Table 4.7: Risk Analysis

No..	Risks	Category	Mitigation Measures
1.0	Implementation risks		
	Inconsistent M&E of planned activities	High	<ul style="list-style-type: none"> Develop and enforce clear M&E framework for this strategic plan
	Resistant to change	High	<ul style="list-style-type: none"> Training staff on change management Sensitize relevant stakeholders and decision makers on the importance and role of the department
2.0	Financial risks		
	Inadequate budgetary allocations from National Treasury	High	<ul style="list-style-type: none"> Lobby for more funds from National Treasury Use external resource mobilization mechanisms Improved financial and material resources to cater for the expanded mandate
	Unpredictable austerity measures from the National Treasury		
	Delayed funds disbursement and austerity measures	High	<ul style="list-style-type: none"> Persuade Treasury for timely disbursement of Exchequer releases Use external resource mobilization mechanisms
3.0	Operational risks		
	Inadequate legal framework to support new operational areas	High	<ul style="list-style-type: none"> Make legislative proposal on new functions
	Work related stress	Medium	<ul style="list-style-type: none"> Develop staff wellness and assistance programmes Recruitment of additional officers to address the expanded mandate
	Security of officers working in hostile environments	High	<ul style="list-style-type: none"> Request for risk allowance for Probation Officers Train officers on dynamic security Train officers on professional and ethical conduct
4.0	Technological risks		
	Infiltration of systems by unauthorized users (hackers)	Medium	<ul style="list-style-type: none"> Ensure ICT Equipment Are appropriately secured All information communication to be signed off by the authorized persons
	Theft of hardware	Medium	<ul style="list-style-type: none"> Securing the servers Installing tracking devices in our computers

No..	Risks	Category	Mitigation Measures
5.0	Human resource risks		
	Lack of succession plan	Medium	<ul style="list-style-type: none"> • Develop and implement succession management plan • Recruitment of additional staff • Review of scheme of service to address issues of stagnation
	Staff turnover	Medium	<ul style="list-style-type: none"> • Provide staff incentives • Develop and implement succession plan
	Slow adoption to government transfer policy	Medium	<ul style="list-style-type: none"> • Domesticate government transfer policy
	Technological advancement	Low	<ul style="list-style-type: none"> • Train officers and acquire requisite equipment
6.0	Integrity risks		
	Corruption	High	<ul style="list-style-type: none"> • Enforce government policy on the fight against corruption

Chapter 5: Monitoring, Evaluation and Reporting

5.0 Overview

Monitoring, evaluation and reporting will form a critical component of this plan's successful implementation. It is meant to examine the link between the set strategic objectives and KRAs, corresponding budgetary provisions and the resultant outputs, outcomes and impacts over the plan period. It will provide the necessary feedback and enable our management team to make evidence-based decisions.

The overall goal of M&E in this plan's implementation is to provide quality performance information for decision-making. Our M&E will itself be based on a framework which consists of various components, including the definition of responsibilities, performance indicators and monitoring mechanisms as outlined below. See also Annex III.

5.1. Monitoring and Evaluation Framework

Monitoring can be defined as the process of continually tracking the implementation of planned programmes or activities to assess their progress and performance. It entails supervising activities in progress to ensure they are on track in meeting the objectives and performance targets. Evaluation is the determination of the extent to which set objectives have successfully been met.

MM&E provides regular and timely information in support of evidence-based decision-making, serving as a key driver towards the realization of an organization's goals. Hence, the information prepared includes progress made, challenges encountered and identified emerging issues. The information collected can be used to promote a culture of learning and application of lessons learned.

Institutionalizing our M&E Framework requires the establishment of a Strategic Plan Monitoring and Evaluation Committee within the Administration Division - Finance and Planning Section. This Committee will be responsible for coordinating, monitoring and reporting on PACS KRAs activities as outlined in this plan.

The Committee shall comprise of the following:

1. Deputy Director, Administration (Chairperson)
2. Assistant Director, In charge of Planning Section
3. Head of Research, Statistics and Development Section
4. Assistant in-charge of Performance Contracting
5. Any other member as appointed by the Director Probation.

The Committee shall:

1. Develop a Monitoring, Evaluation, Reporting and Learning (MERL) framework;
2. Establish necessary mechanisms to ensure AWP's are developed and cascaded to individual departments;
3. Generate, maintain and review the set of strategic objectives drawn from the MERL framework of the plan;
4. Undertake monitoring of programmes;
5. Coordinate meetings to evaluate progress; and
6. Provide relevant reports to management on the plan implementation status.

Our department will use the National Integrated Monitoring and Evaluation System (NIMES) whose objective is to improve the effectiveness and quality of tracking of the implementation of various development programmes and projects. Further, to ensure that there is a clear way of measuring performance, our department will institute a performance management plan that shows the performance reporting framework on the set indicators and annual targets. This will ensure that all commitments made in this plan are translated into service delivery to beneficiaries through performance contracting and annual work planning, both at the departmental and individual levels.

This PACS Strategic Plan 2018-2022 shall employ best practice principles that call for: use of indicator identification; frequency of data collection; responsibility of data collection; data analysis and use; reporting and dissemination to guide the monitoring process; assessment of progress towards achieving plan outcomes; evaluation focused on why results are being achieved, or not; clear logical pathways where results from one level flow towards the next level, and so on, leading to the achievement of our overall objectives.

Our M&E of the plan shall be integrated with our performance contracting process to eliminate duplication of effort and to make the process more effective. The integrated framework shall contain the following key elements

- i.* All divisions and sections of PACS shall be expected to set performance targets as part of their AWP's at the start of each year, derived from this plan and their cascaded division plans.
- ii.* On a regular basis, all divisions and sections shall monitor their performance to establish if performance targets are being met; to act as early warning system for detecting potential difficulties; to assist in addressing any difficulties during the plan implementation and to provide feedback for the next implementation phase.
- iii.* All divisions and sections shall monitor the implementation of their AWP's through regular meetings.

- iv. The evaluation of the division and sections plans shall be carried out quarterly and annually both at the division and/or head office level.

Details of the M&E process shall be developed and outlined in the M&E Plan 2018-2022, including templates for quarterly and annual performance evaluations.

5.2. Cascading Framework

This strategic plan shall be cascaded to all departmental staff to enable them to understand and plan for their respective roles. The performance of PACS will be because of the performance of all employees as everyone has a role to play. The desired strategic objectives will be realized only if they are translated to key results of divisions/sections within PACS and those of teams and individual staff members. There must be a focus across all levels of the department that is consistently aligned to our strategic objectives.

The AWP's will be the basis for the execution of this plan. Each division and section shall, thereafter, derive their activities as stipulated in the AWP which will then be cascaded downward to individual work plans. Ultimately, the individual work plans will be the basis for performance appraisal. This is depicted in Figure 5.1.

Figure 5.1: Monitoring Framework



Employee performance appraisal instruments, as embodied in our employees' personal objectives and defined by their job descriptions and work assignments, shall be clearly aligned both individually and collectively to each employee's respective division/section's plan.

As employees meet their personal objectives and perform their duties, their division/section performance targets and objectives shall equally be met. This shall ensure that our plan's overall strategic objectives and KRAs are realized.

Detailed work plans with clear performance indicators and responsibility for achievement shall be developed taking into consideration activities in the plan.

5.3. Reporting Progress

Reporting will be done in accordance with guidelines in the Standard Operating Procedures Manual (2014) while embracing appropriate feedback mechanisms. Table 5.1 below depicts the system for tracking and assessing the performance of projects on a continual basis. The system covers inputs (particularly financial and human resource inputs) as well as outputs and outcomes.

Actual results will continually be checked against planned results and variances investigated. If necessary, action plans will be changed so that they are brought in line with the budgeted results, or the budget will be amended to take into account new developments that require action.

Table 5.1: Reporting Framework

Type of Reports	Purpose	Frequency	Responsibility
Monthly Activities Reports	These will provide information with regard to activities undertaken during the month as per the work plan e.g. status reports. It should highlight the timelines met, challenges and possible recommendations	Monthly	Section Heads Deputy Directors
Quarterly Reports	Detail work plans with regard to achievement of the outputs providing opportunity for amendment and recommendations based on evaluation	Quarterly	Section heads Deputy Directors
Semi-Annual Reports	Provide mid-year evaluation of the Department's programmes	Bi-annual	Section Heads Directors
Annual Reports	Detail annual achievements of the department vis-à-vis the outcome/outputs; outlining the targets met, challenges faced and lessons learnt for the subsequent planning cycle	Annual	Section Heads Directors
Biennial Reports	Detail achievements of the department vis-à-vis the outcome/outputs; outlining the targets met, challenges and lessons learnt for the subsequent planning cycle. Share the report with key stakeholders.	Biennial	Section Heads Directors
End-Term Report	Detail annual achievements of the department vis-à-vis the outcome/outputs; outlining the targets met, challenges and lessons learnt for the subsequent cycle. Share the report with key stakeholders	End-Term	Section Heads Directors

5.4. Review of the Strategic Plan

In order to incorporate emerging issues and policies into this PACS Strategic Plan 2018 – 2022, a performance review shall be undertaken annually, mid-term and at the end of the plan period.

5.4.1. Annual Review

At the end of each financial year, a report will be produced giving details on the implementation of the plan and circulated to the stakeholders.

5.4.2. Mid-Term Review

A mid-term review will be undertaken after two-and-a-half years to give a status report on the plan's implementation which will be circulated to key stakeholders.

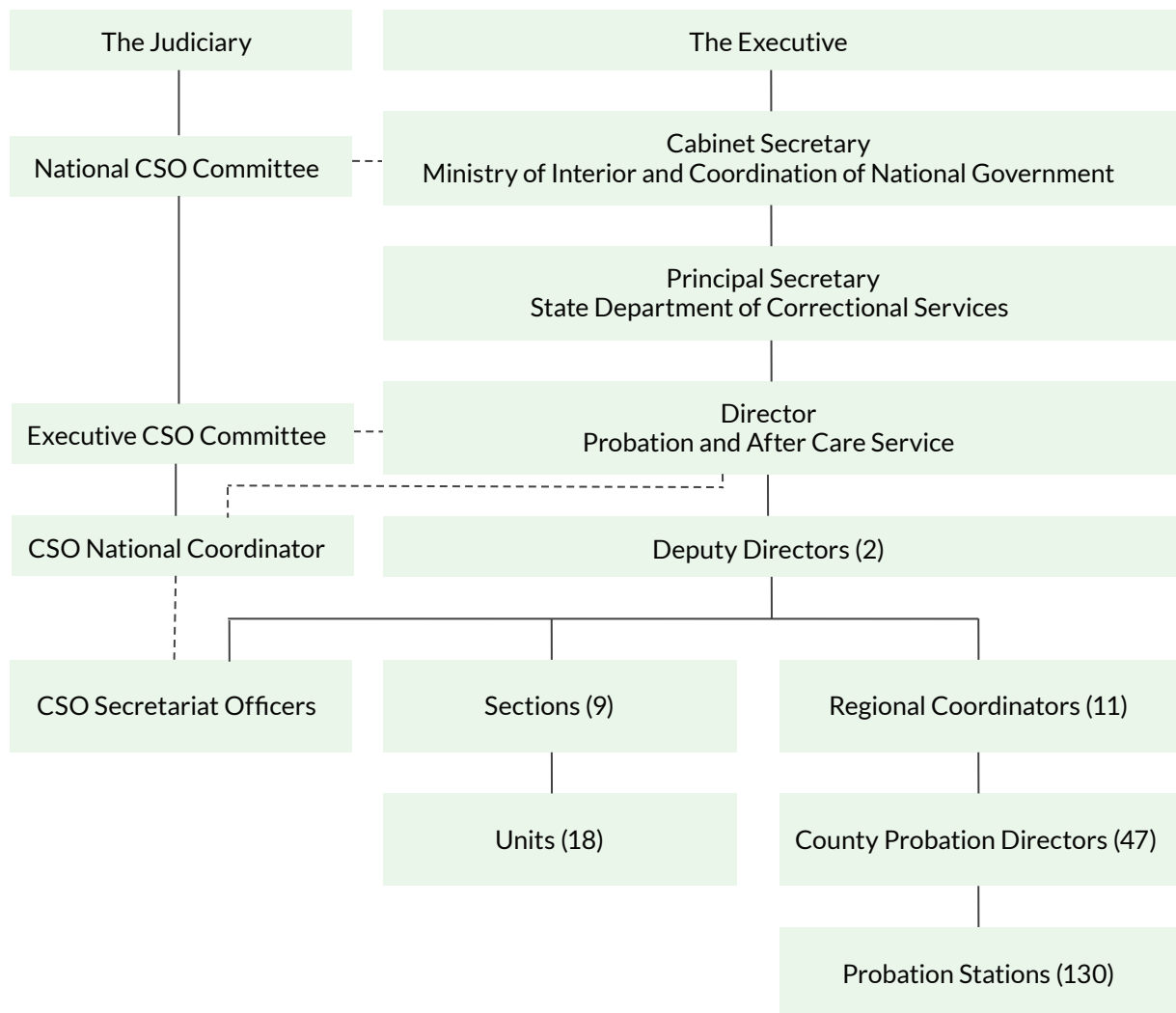
5.4.3. End of Term Review

The main purpose of the final evaluation for this plan, expected to be carried out at the end of June 2023, will be to determine:

- a. The extent to which the activities undertaken achieved the objectives
- b. Sustainability of the achievements made
- c. Challenges faced
- d. Lessons learnt
- e. Mitigation measures, and
- f. Terms of Reference for the subsequent strategic plan.

Annexes

Annex I: Current Organizational Structure



Annex II: Implementation Matrix

Result Area Key	Strategy	Expected Outcome	Expected Output	Output Indicators	Target for 5 years	Target1					Budget (Mn)	Who is in Charge			
						Y1	Y2	Y3	Y4	Y5					
KRA 1: Social inquiries and generation of reports Strategic Objective: To generate information for dispensation of justice	Improve the quality and timeliness of social inquiry reports presented to courts and other penal organs	Quality and timely reports prepared and presented to courts and other penal organs	Reports prepared and presented	No of quality reports	369,545	70,410	72,500	80,650	85,750	312.7	278.4	307.2	316.7	348.1	Court Services Section
						Y1	Y2	Y3	Y4	Y5	Y1	Y2	Y3	Y4	
KRA 2: Supervision of non-custodial orders Strategic Objective: To enhance offender supervision	1)Revise and strengthen supervision processes to increase effectiveness and eliminate absconding and re-offending 2)Strengthen the implementation of the CSO Programme	All non – custodial offenders successfully supervised	Compliance with courts orders	% of offender successfully supervised	100	100	100	100	100	375.3	333.5	368.0	379.5	417.1	Supervision & CSO sections
						Y1	Y2	Y3	Y4	Y5	Y1	Y2	Y3	Y4	
KRA 3: Rehabilitation of offenders serving non-custodial sentences Strategic Objective: To improve on rehabilitation of offenders	Enhance the application of evidence-based offender Rehabilitation approaches	Non – custodial offenders effectively rehabilitated	Complete application of evidence-based offender rehabilitation approaches	% of offender rehabilitated using evidence-based approaches	100	100	100	100	100	333.6	296.7	327.5	337.6	371.1	Rehabilitation & Institutions sections
						Y1	Y2	Y3	Y4	Y5	Y1	Y2	Y3	Y4	

Result Area Key	Strategy	Expected Outcome	Expected Output	Output Indicators	Target for 5 Years	Target1					Budget (Mn)					Who is in Charge
						Y1	Y2	Y3	Y4	Y5	Y1	Y2	Y3	Y4	Y5	
KRA 4: Reintegration and resettlement of ex-offenders Strategic Objective: To enhance offender reintegration and resettlement	Revise and implement after care programmes for effective offender reintegration and Resettlement.	Ex-offenders effectively reintegrated and resettled within the community	All ex-offenders reintegrated and resettled	All ex-offenders reintegrated and resettled	100	100	100	100	100	100	125.1	111.6	123.2	127.0	139.6	After care section
						Y1	Y2	Y3	Y4	Y5	Y1	Y2	Y3	Y4	Y5	
KRA 5: Support services to victim of offences Strategic Objective: To develop and implement integrated crime prevention programme	Broaden the strategies on crime prevention and victim support services	Victims of crime offered requisite support	All victims of crime supported	All victims of crime supported	100	100	100	100	100	100	52.1	46.0	50.7	52.3	57.5	Rehabilitation & Supervision sections
						Y1	Y2	Y3	Y4	Y5	Y1	Y2	Y3	Y4	Y5	
KRA 6: Administrative services Strategic Objective: To strengthen the administrative and support functions	Improve administrative policy, legal and logistical support	Policies, legal mandates reviewed and logistical support provided	All relevant policies and legal mandate reviewed /developed	No of policies and legal mandates	100	100	100	100	100	100	266.8	237.7	262.3	270.4	297.2	Administration division and Legal unit
						Y1	Y2	Y3	Y4	Y5	Y1	Y2	Y3	Y4	Y5	

Annex III: Monitoring and Evaluation Reporting Framework

Key Result Area	Outcome	Key Performance Indicator	Baseline	Target	Achievements	Variance	Comments
KRA 1: Social inquiries and generation of reports	Quality and timely reports prepared and presented to courts and other penal organs	No of social enquiries and reports generated	316,873	369,545			
KRA 2: Supervision of non-custodial orders	All non-custodial offenders successfully supervised	No of non-Custodial offenders supervised	308,007	350,000			
KRA 3: Rehabilitation of offenders serving non-custodial sentences	Non-custodial offenders effectively rehabilitated	No of non – Custodial offenders rehabilitated	96,899	97,715			
KRA 4: Reintegration and resettlement of ex-offenders	Ex – offenders effectively reintegrated and resettled within the community	No of ex-offenders reintegrated and resettled	4,676	5,700			
KRA 5: Support services to Victim of offences	Victims of crime offered requisite support	% of victims of crime supported	100	100			
KRA 6: Administrative services	Policies, legal mandates reviewed and logistical support provided	No of policies and legal mandates	2	6			
KRA 7: Monitoring and Evaluation	Accurate, timely and reliable data and information generated	% of reliable and accurate data generated	100	100			
KRA 8: Communication and reporting	Departmental brand visualized, communication and reporting provided, partnership with stakeholders and development partners strengthened	% level of branding, communication and reporting prepared, stakeholder and development partners forums held	100	100			



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