REPUBLIC OF KENYA

MINISTRY OF PUBLIC SERVICE, PERFORMANCE AND DELIVERY MANAGEMENT

DRAFT

PUBLIC SERVICE TRANSFORMATION POLICY

A Collaborative, Efficient, and Accountable Public Service

MARCH, 2024

A Collaborative, Efficient, and Accountable Public Service

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ABBREVIATIONS &ACRONYMS

BETA	-	Bottom-up Economic Transformation Agenda
CIMES	-	County Integrated Monitoring and Evaluation System
CoG	-	Council of Governors
CPMF	-	County Performance Management Framework
CPSB	-	County Public Service Board
EACC	-	Ethics and Anti-Corruption Commission
GDP	-	Gross Domestic Product
ICT	-	Information Communication Technology
KIPMP	-	Kenya Integrated Performance Management Policy
KPI	-	Key Performance Indicators
M, E&R	-	Monitoring Evaluation and Reporting
M, E,R&L	-	Monitoring, Evaluation, Reporting & Learning
MDAs	-	Ministries Departments and Agencies
MDACs	-	Ministries, Departments, Agencies and Counties
MSME	-	Micro, Small and Medium Enterprise
NIMES	-	National Integrated Monitoring and Evaluation System
NPMF	-	National Performance Management Framework
PC	-	Performance Contracting
PPBB	-	Performance and Program-Based Budgeting
RBM	-	Results-Based Management
RRI	-	Rapid Results Initiatives
SAP	-	Structural Adjustment Programmes
SPAS	-	Staff Performance Appraisal System

DEFINITION OF TERMS

Public Service Organizations: Institutions falling under the executive in the National and County Governments; State Agencies; Constitutional Commissions; and Independent Offices.

Public Services: This means services provided by Government to its citizens, directly, either through the Public Service or by financing private provisions of service.

Public Service Transformation Policy: A conceptual framework developed to set the direction for a public service transformation agenda.

Results-Based Management: An approach designed to achieve defined results by improving planning, programming, management efficiency, effectiveness, accountability and transparency. It is principled around outputs, which graduate to outcomes, which in turn graduate to impact.

Reforms: A process involving deliberate and planned change, innovation and improvement, need to cope with rapid changes, and application of a combination of strategies, some of which are highly technical.

Rapid Results Initiative: A planned effort designed to stimulate 'group adrenalin' by galvanizing a team around the achievement of meaningful, challenging results within a short period.

Transformation Framework: A set of broad ideas and principles taken from relevant fields of enquiry and used to structure a subsequent plan.

Transformational Leadership: A process which occurs when one or more persons engage with others in such a way that leaders and followers raise one another to higher levels of motivation and morality.

Transformation Process: Principles concerned with the transformation of inputs into outputs, outcomes and impact. The framework governing transformation comprises a range of institutions such as formal rules, standard operating procedures, legal covenants as well as norms, customs and unwritten codes of conduct.

Strategic Measures: Priorities that outline the strategic thrusts, which should be developed according to each organization's direction, vision, mission and values.

Quick Wins: Initiatives that can be implemented quickly and with immediate benefits to kick-start and sustain the momentum of transformation Initiative; planned activities or projects that would serve to transform public service delivery.

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STATEMENT BY THE HEAD OF PUBLIC SERVICE

As we stand at the intersection of technological advancements, societal shifts, and global challenges, it becomes imperative to reassess and transform the way our public services operate. The status quo is no longer sufficient, and our citizens rightfully expect a public service that is agile, responsive, and committed to their well-being. We find ourselves at a critical moment where the call for transformation is not merely a choice but a necessity.

Our vision is clear - to create a public service that understands the diverse and changing needs of our people and strives to meet those needs with effectiveness and efficiency, through a whole-of-government collaboration, while remaining accountable to the citizen.

Transforming the way our public services deliver will require fit-for-purpose institutions, equipped with competent skills, and optimal staffing. Our dedicated public servants will need to be continuously empowered to navigate the challenges of a dynamic world.

We recognize that technology is a powerful enabler of service delivery. Therefore, we are embarking on an ambitious journey of digital transformation. By harnessing the full potential of technology, we aim to make public services more accessible, responsive, and tailored to the needs of our citizens. Leveraging technology to continuously harness data for efficient and transparent governance and informed decision-making, will be critical for our transformation journey.

The key to successful transformation lies in collaboration. We are fostering partnerships between the Ministries, Counties, Departments and Agencies at both levels of government, private enterprises, and civil society. Together, we can address complex challenges in a coordinated manner, openly share information and data, find innovative solutions, and ensure that no Kenyan is left behind.

Even as we celebrate the strides we have made, we acknowledge that the journey of transformation is ongoing. We are committed to continuous improvement, open to feedback, and dedicated to adapting our strategies as needed, including on transformative leadership and good governance.

I call upon every Public Servant to join on this transformative journey. Our commitment to public service transformation is a testament to our dedication to the well-being and prosperity of our people.

Mr. Felix K. Koskei, EGH
Chief of Staff and Head of the Public Service

FOREWORD

For the last few decades, the Kenyan Public Service has undertaken tremendous reform of its institutions, people and processes. This has created demand for transformation of culture and the people who work in the Public Service. While these reforms have borne substantial results, the challenge of emerging environments and stakeholder elasticity have created demand for rethinking ways of doing business in the Public Service. The need for citizen-centric approaches and values is needed more than ever before.

This Public Service Transformation Policy aims at deepening and widening the transformation agenda and seeks to generate outputs and outcomes, that will impact the lives of Kenyan Citizens. The Policy advances a shift from traditional, bureaucratic models to dynamic and citizen-centric approaches. It involves a re-examination of how our institutions are structured and ready for service delivery, a departure from manual, paper-based processes towards streamlined, digital solutions, enabling greater efficiency, effectiveness and accessibility. It also provides for ensuring that there is value-for-money in the way we implement government programs. The Policy embraces collaboration and breaks down silos in government institutions, fostering a more agile and responsive governance. By adopting data-driven decision-making and cultivating a culture of innovation, governments aspire to proactively address citizens' evolving needs, marking a fundamental transition towards a more effective, adaptable, and forward-thinking public sector.

This Policy is governed by eight principles and values: Integrity; Collaboration and Partnerships; Innovation; Efficiency; Transparency; Customer experience; and Results. The Policy is premised on four key Statements: Fit-for-Purpose institutions with a high performance culture, and delivering efficiently and collaboratively; Service Delivery through Citizen-centricity and Open Government Partnership; Transformative Leadership and Governance, and Accountability for Results; and Delivering with Agility through Innovation and Technology.

Different players will be responsible for driving and implementing the transformation process. They fall into two broad categories under the Consolidation and Growth Model: Existing transformation structures and agencies, both existing, and newly created. An elaborate public sector transformation strategy will be developed to implement this Policy.

It is a commitment for all those of us in the Public Service to secure significant results in the transformation initiative. We seek to realize the constitutional ideals for the people of Kenya and contribute to the realization of Kenya Vision 2030, and the Bottom-up Economic Transformation Agenda (BETA).

I urge all stakeholders in the public service to join in this journey of transforming Kenya, and work toward delivering with a "sense of urgency" to the citizens of Kenya.

Hon. Moses Kuria, HSC
Cabinet Secretary Ministry of Public Service, Performance and Delivery Management

ACKNOWLEDGEMENT

The development of this Policy has been a concerted effort and brought together key persons and institutions. We take this opportunity to thank the Chief of Staff and Head of the Public Service Mr. Felix K. Koskei, EGH, for being at the forefront of the Transformation Agenda. We deeply acknowledge the Cabinet Secretary for the Ministry of Public Service, Performance and Delivery Management, Hon. Moses Kuria, HSC, for initiating and supporting its development.

We further take this opportunity to appreciate the role played by the inter-agency Technical Working Group comprising different key agencies representing both levels of government, that participated in the development of this Policy. There was critical input from key stakeholders such as the Ministries, Departments, Agencies and Counties (MDACs), Development Partners, and Non-state actors, whose opinions, insights and views formed the platform for the Policy. We acknowledge and appreciate all the participants who made the exercise a success.

Special thanks to the World Bank's Kenya Accountable Devolution Program - KADP (funded by Danish International Development Agency [DANIDA], and the Foreign, Commonwealth and Development Office - FCDO-UK) for their unreserved technical and financial support in the planning, preparation, and finalization of the Policy.

Finally, we thank the staff of the Ministry of Public Service, Performance and Delivery Management for leading the development of this Policy.

Different players will be responsible for driving and implementing the transformation process. We urge all the public service organizations to join hands in the implementation process to facilitate the transformation of this Country to a prosperous and modern nation for the benefit of all Kenyans.

Mr. Amos N. Gathecha, EBS, NDC (K)
Principal Secretary,
State Department for Public Service

CHAPTER ONE

TRANSFORMATION: BACKGROUND AND INTRODUCTION

1.1 Background

Public Service Transformation allows an opportunity for the Public Service to shift to a responsive, service-oriented, cost-effective and accountable Public Service for enhanced service delivery that transforms the lives of the citizens. It refers to the process of improving the operations and efficiency of government agencies and institutions. The goal of this transformation is to enhance the delivery of public services, carried out through effective use of government resources.

Drivers of Public Service Transformation include evolving needs of the citizens, changing demographics, stakeholder elasticity, and technological advancements. To achieve transformation in the public service, governments would need to adopt a range of strategies, including institutional transformation, human capital development, the use of digital technologies, data-driven decision-making, the adoption of new management practices, and the development of partnerships with citizens, private sector organizations and development partners.

1.2 The Transformation Journey

Reforms to address Public Service performance improvement in Kenya were instituted since the 1960s through several initiatives, most of which were introduced after 2002. The earlier reforms included the phased Public Service reforms carried out during the Structural Adjustment Programmes (SAPs) period in the 1980s and 1990s.

From 2002 to 2007, Results-Based Management (RBM) was introduced as part of the Public Service Reforms. The RBM components included initiatives such as the Performance Contracting (PC) System, Staff Performance Appraisal System (SPAS), Performance and Program-Based Budgeting (PPBB), Strategic Planning as well as service delivery innovations.

During this period, as reported in the 2008 Economic Survey, the country recorded robust economic growth, with Gross Domestic Product (GDP) increasing by 7.1 percent in 2007 compared to 0.6 percent in 2002. It therefore became evident that efficiency and productivity in the public service, backed by robust performance management approaches, had a significant positive impact not only on improved service delivery but also on the performance of the economy.

These reforms have however not fully achieved the anticipated benefits largely due to limited coordination in their introduction and implementation, and lack of an

effective sustainability Policy. Application of the performance management systems and practices across the public service, primarily PC, SPAS, and PPBB alongside others, have experienced a decline due to the challenging interaction between the political and administrative aspects, weak enforcement, insufficient incentives and sanctions, inadequate human and financial resources, lack of sufficient standards for service delivery and performance, absence of clear service delivery value chains, inadequate tracking of performance, and fragmentation in the application of tools and approaches. The transformation Policy provides an opportunity for tackling these challenges across the two levels of Government.

This entails a shift from traditional, bureaucratic models to dynamic, citizen-centric approaches. It involves a departure from manual, paper-based processes towards streamlined, digital solutions, enabling greater efficiency and improved access to services. The transformation embraces collaboration and breaks down silos across the public sector.

Transparency and accountability replace opaque practices, ensuring open communication with the public. By adopting data-driven decision-making and cultivating a culture of innovation, governments aspire to proactively address citizens' evolving needs, marking a fundamental transition towards a more effective, adaptable, and forward-thinking public sector.

1.3 The Rationale for the Policy

Previous reform initiatives such as the introduction of RBM have had remarkable impact on Public Service performance and working culture. This is in addition to the Civil Service Reform Programme of 1993, the defunct Local Government Reforms, the 'Dream Team' intervention, Public Expenditure Reforms, Parastatal Reforms, Judicial and Legal Sector Reforms, among others. Latest initiatives include re-engineering of government services on a pilot basis and launch of the Huduma Kenya Programme, which embraces the 'one-stop-shop' service delivery concept. Also in this category is the Kenya Integrated Performance Management Policy (KIPMP), which is a framework for integrated performance management in the two levels of government and three arms of government. There has been substantial investment in capacity building in human capital towards transformation of the mind and culture change, which has borne substantial fruits in terms of service delivery.

The foregoing notwithstanding, the Public Service is yet to effectively meet citizens' expectations and national development ideals of the Vision 2030. It cannot be gain said therefore, that the country needs a Public Service Transformation Policy to ensure that Public Service institutions are fit for operating and serving in the best interests of the public at all times. This is imperative for a citizen-centric government approach.

It is also imperative that the reform initiatives already put in place to address past challenges be further broadened and deepened through formulation of appropriate Policy.

This Transformation Policy seeks to achieve the aspirations of Kenya's National Agenda. It is anchored on appropriate Legislation, Treaties and Protocols- Constitution of Kenya and other relevant legislation, United Nations Sustainable Development Goals, Africa Agenda 2063, Kenya Vision 2030, and the Bottom-up Economic Transformation Agenda (BETA). The Policy also takes cognizance of the 4th Industrial Revolution.

1.3.1   The Bottom-up Economic Transformation Agenda (BETA)

The Government's BETA whose strategic pillars are on agricultural transformation and inclusive growth; micro and medium enterprise; housing and settlement; health care and digital superhighway and creative industry is geared towards rapid economic turnaround and inclusive growth. Special focus is on interventions that: reduce the cost of living; increase employment; incentivize investment and production; achieve more equitable distribution of income; enhance social security, expand tax base for more revenue; and increase foreign exchange earnings. The Agenda aims to increase investments in at least five sectors envisaged to have the largest impact and linkages to the economy as well as on household welfare. The effective delivery of BETA calls for institutional strengthening and the enhancement of Policy-development capacity, strengthening financial management for development, human resource development in the public sector and the development of administrative capacities to handle emerging challenges.

1.4 Policy Objectives

Overarching objective

The overarching objective of this Policy is to transform the Public Service into a collaborative, efficient and accountable institution.

Specific Objectives

The specific objectives are to:
a) Develop fit-for-purpose public institutions, which are open and highly capable, with efficient and sustainable structures for quality services to the citizenry.
b) Create a globally competitive, innovative and adaptive human resource base.
c) Promote strategies for ensuring value-for-money in the delivery of government programs.
d) Engender high performance culture and citizen-centered service delivery.
e) Create a whole-of-government paradigm to show significant growth in services and a revolutionized citizen experience.

f) Implement an open government partnership to foster collaboration between government agencies, civil society organizations, and citizens.
g) Inculcate a transformative, high performance and value-driven leadership culture in public service.
h) Leverage digital technologies for efficient and transparent governance, and informed decision-making.

1.5 Key Principles and values

The key principles and values that will guide the determination of this Public Service Transformation Policy are primarily derived from the Constitution Articles 10 and (232). The following key principles have been identified and elaborated below to guide the formulation and implementation of this Policy:

1) **Integrity:** High Standards of ethical behaviour at all times.
2) **Collaboration and Partnerships:** The power of working together with both internal and external stakeholders.
3) **Innovation:** Commitment to innovativeness, inventiveness, resourcefulness and visionary planning in service delivery.
4) **Efficiency:** Promote continuous improvement in productivity, competence and use of resources without wastage.
5) **Transparency**: All business and service delivery shall be undertaken in a transparent and accountable manner.
6) **Customer Experience**: Committed to uphold customer driven and focused Service delivery.
7) **Results:** An effective approach with outputs graduating to outcomes and outcomes translating to impacts.

1.6 The Scope of the Policy

The Policy covers the National and County Governments, including Ministries, Departments and Agencies, Constitutional Commissions and Independent Offices.

CHAPTER TWO

TRANSFORMATION: SITUATIONAL ANALYSIS

2.0 Introduction

The success of Public Service Transformation demands full commitment and active involvement of all stakeholders to create a growing and sustainable transformation momentum and innovation. The Policy serves as a guide for every public service organization to develop its own specific transformation plan to facilitate achievement of their goals from the existing state to the desired state. Public entities will use Result Based Management tools among them Strategic Plans, County Integrated Development Plan Performance Contracts, Service Charters and Staff Performance Appraisals as well as approaches like the Rapid Results Initiatives (RRI) and Business Process Re-engineering which will serve as key reference points in the development of the Policy.

2.1 Key milestones in the Transformation Agenda

Over the last few decades milestones have been made during the Kenyan Public Service Transformation journey. The listed outputs and outcomes have had an impact on public service transformation:

1) **Devolution**: The Kenyan Constitution of 2010 introduced a devolved system of government, allowing for the creation of 47 county governments. This move aimed to bring governance and decision-making closer to the people and promote local development.

2) **E-Government Services**: The Kenyan government has launched various e-government services under the Huduma Kenya Service Delivery Programme. This initiative aimed to provide citizens with a single point of access for government services through One-Stop Shop platform hence reducing cost of access of Government services, bureaucracy and streamlining service delivery. The One-Stop Platform has four service delivery channels that is Huduma Centres, Huduma Mashinani, Huduma Contact Centre and Huduma Electronic and Mobile Application.

3) **Open Data Initiative**: The Government launched an open data portal that provides access to a wide range of government data. This initiative aimed to enhance transparency, accountability, and citizen engagement.

4) **Anti-Corruption Efforts**: The government has shown commitment to fighting corruption through various initiatives, including the establishment of the Ethics and Anti-Corruption Commission (EACC) and other anti-graft agencies.

5) **Infrastructure Development**: Investments in critical infrastructure, such as roads, energy, and ICT, have been undertaken to support economic growth and development.

6) **Policy Reforms**: The Government has worked on various Policy reforms to create an enabling environment for economic growth, investment, and job creation.

7) **Public Finance Management Act 2012:** This is a robust legal and Regulatory instrument which has produced major transformative results in management of Public resource's and accountability.

8) **Public Financial Management Reform Strategy:** This was a major boost in accountability in the implementation of Vision 2030.

9) **Human Capital:** The Government has developed and implemented a number of Human resources management policies to guide recruitment, staff development, performance management and management of employee welfare.

2.2 Challenges/Lessons Learnt

The transformation initiative has experienced a number of challenges which include: (i) Capacity Constraints; (ii) Resistance to change; (iii) Inadequate Stakeholder engagement; (iv) Policy inconsistencies; (v) Fragmentation of initiatives; (vi) Ineffective co-ordination mechanism in Public Service; (vii) Weak monitoring and evaluation mechanisms; (viii) Inadequate or absence of appropriate management of information systems to promote information sharing and efficient monitoring, evaluation and reporting; (ix) Low adherence to Professional Ethos and Work Ethic; and (x) Limited financial resources.

Addressing these challenges requires a multi-faceted approach that includes strong leadership, capacity building, resource mobilization, political stability, anti-corruption measures and stakeholder engagement. Overcoming these obstacles is crucial to achieving meaningful Public Service Transformation and improving service delivery in Kenya.

2.3 Legislation, Regulations, Policies and Treaties

This Policy is anchored on appropriate Legislation, Treaties and Protocols. These include The Constitution of Kenya and other relevant legislation, UN Sustainable Development Goals, Africa Agenda 2063, Kenya Vision 2030 and the Bottom up economic Transformation Agenda (BETA). The Policy also takes cognizance of the 4th industrial revolution.

2.4 The Industrial Revolutions

The concept of industrial revolutions provides a framework for understanding the key transformative phases in the history of industrialization. The spirit of transformation has over the ages been ignited by the first, the second, the third, the fourth, and now the 5th industrial revolution.

Each industrial revolution brought about significant changes in the way societies produced goods, organized labor, and conducted business. The impact was not only economic but also extended to social structures, urbanization patterns, and the overall way of life. While these revolutions contributed to unprecedented economic growth and technological advancements, they also brought challenges such as labor exploitation, social inequalities, and environmental degradation. Of significant importance, the Fourth Industrial Revolution is reshaping economies, industries, and societies, creating new opportunities and challenges. While it offers the potential for increased productivity, efficiency, and improved quality of life, it also raises concerns about job displacement, data privacy, and ethical considerations surrounding the use of emerging technologies.

2.5 Public Service Reform Initiatives by other Countries

Efforts by other countries to transform their public service have revolved around:

(a) A move away from centralized planning approaches towards more pragmatic approaches based, in particular, upon the principles of sound management, enterprise and a clear sense of mission;

(b) A redefinition of the role of the state, from that of acting as the principal agent of social and economic development to that of guiding and facilitating development in ways which ensure effective integration with the world economy;

(c) Trimming state expenditure and the size of the Public Service as functions and services are sub-contracted out on a competitive basis to private sector and non-governmental agencies, either on fully privatized or partnership basis;

(d) A redefinition of the political-administrative relationship, designed to ensure greater accountability whilst at the same time promoting greater devolution of managerial autonomy and resource control aimed at increasing innovation, creativity and responsiveness to client needs;

(e) An increasing emphasis on quality, efficiency and cost-effectiveness;

(f) A change in organizational culture, designed to develop a more effective customer orientation and a stronger service ethos;

(g) An increasing emphasis on human resource planning development and management designed to promote participative management and innovation, to build capacity, and to reward individual and team performance;

(h) A move to improve financial planning and control systems, including reforming budgeting systems, with a view to make them more performance and output, outcome and output related;

(i) A greater reliance on information technology and computerized management information systems;

(j) Business re-engineering;

(k) Citizen centricity.

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The development of this Policy has followed with interest, and benchmarked with these public service transformation efforts (see annex).

CHAPTER THREE

TRANSFORMATION: POLICY STATEMENTS

3.0 Introduction

This Policy has Four Statements with corresponding commitments on the part of the Public Service. The issues represented by these Statements are developed on aspects that have been identified as key elements in the context of the Public Service transformation and enhanced service delivery. Although each statement refers to different dimensions, all are interrelated and geared towards Public Service Transformation. Strategies for implementing these Policy statements will be detailed separately in a Public Sector Transformation Strategy.

3.1 Fit-for-Purpose Institutions with a high-performance culture, and delivering efficiently and collaboratively

This Policy seeks to transform Public Sector Institutions with structures that are designed and equipped with requisite resources to fulfill the intended functions effectively and efficiently. It also emphasizes the need for a high-performance culture, and application of new models of inter-institutional and sectoral collaboration.

The Public Service will:

a) Re-align organizational structures and skill mix in all public service organizations with their institutional mandate, vision, and strategies; eliminate duplicity of functions; and reinforce strategies on competency-based human resource management.
b) Strengthen institutions responsible for specialized training of public servants.
c) Enhance implementation of integrated performance management frameworks across the entire public sector, with increased frequency of performance reporting, and implementation of rewards and sanctions systems.
d) Streamline business processes and systems to improve efficiency and effectiveness in service delivery.
e) Enhance government-wide sectoral and intergovernmental coordination including through joint frameworks and value chains for multi-sectoral and intergovernmental delivery of government programs.
f) Promote strategies for ensuring value-for-money in the delivery of government programs.

3.2 Service Delivery through Citizen-centricity and Open Government Partnership

This Policy calls for the public service to accommodate and adapt to changing needs of citizens with a sense of urgency. It also seeks to foster open government partnership with the civil society organizations, private sector organization, development partners, and citizens, for service delivery.

The Public Service will:

(a) Facilitate the building of holistic, citizen-centered organizational performance.
(b) Focus more on demand- rather than supply-driven service delivery, taking stock of citizens' satisfaction levels and feedback on quality and adequacy of services.
(c) Enhance collaboration with civil society organizations, academia and the private sector, and development partners to co-create and implement open government reforms, leveraging their expertise and resources.
(d) Establish legislation, regulations and policies that require government agencies to proactively release data in open formats, ensuring transparency, data-driven decision-making, and enabling innovation.
(e) Enhance mechanisms for engaging citizens up to the lowest level of governance, in decision-making processes such as planning, budgeting, monitoring and evaluation of programs, and make use of open data to enhance their participation.
(f) Facilitate whole of Government Customer Service Excellence Training and Transformation.

3.3 Transformative Leadership and Governance, and Accountability for Results

This Policy seeks to promote transformational leadership through good governance practices and accountability for results.

The Public Service will:

(a) Review existing Transformative Leadership frameworks and implement strategies for improvement.
(b) Align with the dynamic context of Government, and strengthen aspects on accountability for results.
(c) Expand the coverage for reporting of Article 10 and Article 232 of the Constitution on Values and Ethics to the entire public sector.
(d) Strengthen transformative leadership and good governance in the Public Service through enforcement of strict adherence to good governance principles.

3.4 Delivering with Agility through Innovation and Technology

This Policy seeks to promote innovation, automation of processes, leveraging digital tools and platforms, and enabling data-driven decision-making for enhanced service delivery.

The Public Service will:

(a)   Enhance strategies for implementing the Public service delivery innovation strategy, including on resourcing innovation, recognizing and rewarding innovation in the public service.

(b)   Increase the number of services that citizens access through digital platforms, while making provision for continued physical access for citizens who are less privileged to access the services digitally, including through the expansion of the One-stop-shop platforms to offer self-service, in-person and assisted services.

(c)   Invest in improving information systems, and building the capacity of staff across the public sector to effectively use technology and data for decision-making.

(d)   Improve strategies for sensitizing citizens on the use of digital platforms.

(e)   Leverage digital technologies for efficient and transparent governance, and informed decision-making.

CHAPTER FOUR

TRANSFORMATION: IMPLEMENTATION AND COORDINATION

4.1 Introduction

Implementation of the Public Service Transformation Policy will demand for administrative reforms, inter-agency coordination, and whole government approach, with clearly defined value chains for implementation of multisectoral policies. It will call for citizen centricity, citizen engagement and communication. Different players will be responsible for driving and implementing the transformation process. They fall into two broad categories under the Consolidation and Growth Model: Existing transformation structures and agencies, both existing and newly created.

4.2 Existing Structures and Agencies

A wide variety of existing structures and agencies, both political and administrative, will be involved in the transformation processes. These will include:
1. The National Executive (President, Deputy and Cabinet)
2. The office of the Prime Cabinet Secretary
3. The Ministry responsible for Public Service
4. The Parliamentary Committees
5. Council of County Governors
6. County Assemblies and Executive
7. County Executive Committee Members
8. The Public Service Commission
9. County Public Service Boards
10. The Inter-Governmental Relations Technical Committee
11. The National Treasury
12. The Commission for Administrative Justice (the Ombudsman)
13. The Office of the Auditor General
14. The Controller of Budget
15. The Salaries and Remuneration Commission
16. The Kenya School of Government
17. Other relevant Constitutional Offices.

The above agencies and others will have important roles to play in the transformation process, in one or more of the priority areas for transformation. At the more general level, however, it is anticipated that the key role-players will be the Ministry responsible for Public Service, the Public Service Commission, County Public Service Boards, Principal Secretaries, Chief Officers, relevant Constitutional and independent offices, responsible Parliamentary Committees and County Assembly Committees.

The Cabinet Secretary will present to the Cabinet, a Cabinet Memorandum to create a buy-in and a commitment within all the Government Ministries Departments and Agencies, and the County Governments.

Along the implementation track, the champions will undertake appropriate benchmarking with other jurisdictions, who have made good progress in transformation.

4.3 Coordination and Technical Support

Efficient and effective coordination of the Public Service Transformation Policy is crucial for achieving the intended goals. To realize this Public Service Transformation Directorate will be strengthened to coordinate, provide technical support and capacity building to public service organization to effectively implement the Policy.

The Ministry responsible for Public Service will have the principal responsibility for overseeing, driving and coordinating the transformation process. The Ministry will concentrate on the area of facilitating the transformation of the public service into one that will efficiently and effectively serve the new constitutional order. In discharging this role, the Ministry in the context of the Policy will have the following key responsibilities:

1. Developing a strategy to implement the Policy.
2. Translating the commitment into achievable Policy objectives, performance measures, targets and time frames by developing and adopting a Public Service Transformation Strategy.
3. Ensuring that the transformation process is based on effective consultation and liaison.
4. Developing an effective transformation communication strategy.
5. Developing a financial resource strategy to support the transformation process.
6. Establishing an effective research Strategy and structures to support the transformation process;
7. Ensuring there is adequate financial resources and the skills to deliver the agenda.

i) Principal Secretaries /Chief Executive Officers /Chief Officers

Principal Secretaries/Chief Executive Officers/Chief Officers as heads and Accounting officers will have a vital leadership role to play in translating the broad Policy objectives, performance measures, targets and time frames set into meaningful and achievable strategies for the transformation process.

ii) Public Service Organizations

Heads of Public Service organizations will be responsible for:
1. Carrying out organizational transformation reviews and audits;
2. Designing and implementing strategic plans for transformation;
3. Designing and implementing plans and programs of affirmative action designed to promote representativeness in the transformation process;
4. Establishing effective mechanisms for the co-ordination of transformation policies and programs;
5. Establishing effective mechanisms for internal monitoring and evaluation, as well as for feedback into the on-going planning and review process;
6. Ensuring effective opportunities for meaningful participation by staff and unions in the transformation process, particularly through the establishment of transformation units as well as for consultation and liaison with other reform agencies and stakeholders;
7. Designing and implementing effective programs of transformation;
8. Promoting effective financial management and budgetary control, to ensure adequate financial resources for the transformation process;
9. Promoting collaboration.

iii) Constitutional Commissions and Independent Offices
Constitutional and Independent Offices will have oversight roles to play in the transformation process. This does not exclude them from being subjects of transformation.

v) Huduma Kenya Programme
The Huduma Kenya programme is an interactive, integrated, vertical and horizontal point of public service delivery that brings on board services from different departments, ministries and agencies of both National and County governments providing citizens' access to various Public Services and information from One-Stop-Shop service centres. Huduma has also introduced Huduma Mashinani which is an Outreach Programme to remote areas, markets and sub-county areas targeting customers at the grassroot level. Huduma Kenya Programme will expand the reach, number and types of services provided to citizens.

vi) Council of County Governors (CoG)
The CoG will spearhead the transformation agenda across the 47 Counties. The Council will oversee, coordinate, and ensure that transformation is fully rolled out to all the counties. As the employer of county public servants, the CPSB's role will be critical in the coordination and supervision of the transformation agenda in conjunction with the department for the time being in charge public service.

4.4 Critical Success Factors for Implementation of the Policy

The following are the critical success factors that will guide the implementation and administration of this Policy:

(a) A whole-government approach with clearly defined value chains for delivery;
(b) Goodwill and commitment of political leaders and top executives/ administrators at both levels of Government and all arms of Government;
(c) Adequate financial and non-financial resources;
(d) Change in public service management culture to results orientation and observance of meritocratic principles;
(e) Citizen participation in assessments of development and service delivery;
(f) A uniform robust and fair rewards and sanctions framework;
(g) An effective framework for coordination and implementation of performance management;
(h) Stakeholder engagement for buy-in and ownership;
(i) Appropriate legislation and regulation;
(j) Good governance, national values and ethics.

4.5 Legislation

The transformation of the public service will need to be supported by appropriate enabling legislation and regulation, particularly to ensure that key role players have the necessary scope and legislative backing to carry out their functions effectively. To give full effect to the policies and proposals there will be need to amend existing relevant legislation and introduce new legislation where necessary. Responsibility for the drafting of new or amended legislation pertaining to the public service will rest primarily with the Cabinet Secretary responsible for Public Service, in consultation with the Attorney general, public service unions and employee organizations as well as the Public Service parliamentary and senate Committees.

4.6 Financial Implications and Resourcing the Transformation Process

The transformation of the public service and the implementation of the guidelines elaborated in this Policy will incur inevitable financial costs. Appropriate budget support will be sought for the implementation of the Public Sector Transformation Strategy.

Upon determination of the costs of the transformation programs, there will be three main ways in which they can be resourced: (i) additional claims against National and County budgets; (ii) raising of additional funds from external sources; (iii) and absorption of costs at National and County Governments through re-prioritizing budgets and efficiency savings.

In resourcing the transformation process, it will also be important to ensure an equitable allocation of resources at National and County levels.

4.6.1 External Sources of Funding
Additional funds will be raised, from both the private sector and international development partners, to support   planned transformation programs. In developing programs with external assistance, the National and County levels should pay particular attention to the question of longer-term sustainability.

4.6.2 Absorption of Costs
Given the need for fiscal restraint in National and County budgets, and the limited though useful assistance that can be expected from external development partners, it is inevitable that the majority of the costs of transformation will have to be absorbed within existing budgets, particularly through the re-prioritizing of expenditure and the achievement of efficiency savings. National and County governments will be encouraged to establish Key Performance Indicators (KPI), clear monitoring procedures and business plans.

4.7 Public Service Transformation Strategy

An elaborate Public Service Transformation Strategy complete with an implementation framework will be developed. This will be the instrument on how the transformation agenda as stated in this Policy will be achieved.

CHAPTER FIVE

TRANSFORMATION: MONITORING, EVALUATION, REPORTING AND LEARNING

5.1 Introduction

Implementation of the Policy will be mainstreamed in the two levels of government. Public service organization will be required to develop transformation plans that are aligned to the Policy. The Ministry responsible for Public Service will take leadership role in implementation of the Policy. It is imperative that the implementation framework is accompanied with a robust monitoring, evaluation, and reporting mechanisms.

5.2 Monitoring, Evaluation, Reporting and Learning

The government has already created a monitoring, evaluation, reporting and learning frameworks in both the national and county government. In the national government, the National Performance Management Framework (NPMF) an elaborate Monitoring, Evaluation, Reporting & Learning (M,E,R&L) is included and National Integrated Monitoring and Evaluation System (NIMES) addresses M,E&R comprehensively. At the County level, County Performance Management Framework (CPMF) takes care of implementation, and the County Integrated Monitoring and Evaluation System (CIMES) is the tool for monitoring, evaluation and reporting. There is also the monitoring of performance monitoring of Government Delivery Services by the State Department of performance Management, and the coordination of government services by the Office of the Prime Cabinet Secretary.

5.3 M, E&R Transformation Model

We will enhance the capacity to develop and implement a robust internal M,E&R framework at National and County levels. In the early stages of the implementation of the Policy, staff will be trained on M,E &R. Output and outcome indicators will also be developed in the initial stages of the Policy implementation. Upon determination of the indicators, an M,E&R model will be developed. The developed system will clearly show the data sources, data collection instruments and reporting frequency as well as feedback mechanism.

5.4 The process of Monitoring, Evaluation and Reporting (M, E&R)

The implementation of the Policy will be monitored, evaluated and reported to ensure that the intended outcomes are achieved. The M,E&R framework will monitor and evaluate the progress in the realization of outputs, outcomes and impact. Broad Policy objectives and targets will be implemented within Public Service organizations through:

1. Mainstreaming the Monitoring, Evaluation and Reporting;
2. Developing of appropriate M,E&R Tools;
3. The setting of appropriate, specific and measurable objectives;
4. The design and implementation of detailed strategies and action plans for their achievement;
5. The mobilization of the necessary resources and their effective utilization;
6. The identification of problems and constraints, and strategies for overcoming them;
7. The introduction of effective systems for internal monitoring and review.
8. Periodically evaluate the extent to which the Policy objectives and goals are being achieved, by using output and outcome indicators;
9. Routinely, consistently and continually monitor the short-term outputs through production of quarterly progress reports on achievement of activities;
10. Continually track the implementation of the Policy activities to enhance the achievement of the envisaged successes.

5.5 Annual Performance Review

A report will be produced at the end of each year, giving details on the implementation of the Policy and picking up issues, which may need to be addressed.

5.6 Policy Review

This Policy will be reviewed after (10) years or any other period as may be determined by the Ministry responsible for Public Service in conjunction with other stakeholders.

ANNEX

Benchmarking with other Countries and Jurisdictions

Public Sector Transformation is now mainstreamed globally in governments who seek to institutionalize the practice and ensure that it enables effective management of performance and service delivery that realizes impactful results. Below are some Good Examples. This Policy benchmarks with such Countries.

Singapore: Singapore has made significant progress in public sector transformation. The government has invested heavily in technology, and its public services are some of the most efficient and user-friendly in the World.

New Zealand: New Zealand has a long history of public sector reform, and its government is committed to delivering high-quality services to its citizens. The government has made use of a variety of tools and techniques to transform its public sector, including performance measurement, citizen engagement, and innovation.

United Kingdom: The UK government has been undergoing a major public sector transformation in recent years. The government has set ambitious targets for improving the efficiency and effectiveness of its public services, and it has made use of a variety of tools and techniques to achieve these goals.

Canada: Canada is making progress in public sector transformation. The government has set up a number of initiatives to improve the efficiency and effectiveness of its public services, and it is also working to make its government more transparent and accountable to its citizens.

In Malaysia, the key Centre of Government (CoG) institutions adapted a management consulting concept from the private sector to encourage collaboration, break down silos across ministries, When the group of institutions that provides support to the head of government and his/her cabinet is functioning well, collective expertise from across the public sector is mobilized and brought to bear on the most pressing decisions facing the country. Once decisions are taken and ministries move forward with clear objectives and adequate resources, a well-functioning Center of Government (CoG) creates incentives for implementation, such as a systematic monitoring and evaluation system to reinforce accountability to the chief executive. Unfortunately, many CoG institutions fall short of this ideal. Governments experience challenges upstream with flawed Policy development, and equally vexing challenges to assure effective implementation at the point of service delivery. There are often information asymmetries between Policy-makers and last-mile service providers, as well as differences in incentives that can impede the quality

and efficiency of services delivered to citizens. Departments and agencies (MDAs), find efficiency gains. Malaysia's case shows that it is possible to induce collaboration among MDAs to deliver services more efficiently and effectively.

The case of the Brazilian city of Manaus demonstrates that dramatic results can be achieved in terms of fiscal performance with the help of determined leadership, an overhaul of performance management systems, and enabling technology. Within a short time, Manaus went from being one of the worst performing to one of the best performing municipalities in Brazil in terms of fiscal management.

In the state of Madhya Pradesh (MP) in India, the government addressed severe and persistent service delivery challenges that could not be overcome through regulation of service providers. By adopting the Public Services Guarantee Act (PSGA) in 2010, MP legislated citizens' rights to a core 26 services. The legislation has helped create new norms for millions of day-to-day state– citizen interactions, inducing higher citizen expectations, and creating new standards of behaviour for government servants.

The Pakistani state of Punjab introduced a citizen feedback program to monitor the performance of civil servants, against petty corruption, and improve public services. Starting from a small pilot in one of its districts, the province now operates a wide-ranging monitoring program that leverages the ubiquity of cell phones to actively solicit feedback from users of public services. The national passport office has since taken the approach on board and attributes citizen feedback to helping them slash the processing time for passports from three weeks to ten days.