REPUBLIC OF KENYA

The National Treasury and Planning

Public
FINANCIAL
MANAGEMENT
REFORMS

Matumizi Bora ya Fedha, Wajibu wetu

Kisumu Port

THWAKE MULTI-PURPOSE WATER DEVELOPMENT PROGRAM
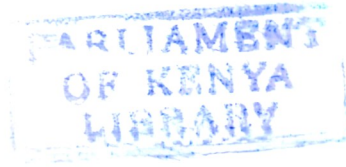
2nd Nyali Bridge Project

PUBLIC FINANCIAL MANAGEMENT
REFORMS SECRETARIAT
COMMUNICATION
STRATEGY

PUBLIC FINANCIAL MANAGEMENT REFORMS SECRETARIAT

COMMUNICATION STRATEGY

2018 – 2023

JUNE 2019

LIST OF COMMON ABBREVIATIONS

AfDB	African Development Bank
AFD	French Development Agency
CBK	Central Bank of Kenya
CIDA	Canadian International Development Agency
CoB	Controller of Budget
CRA	Commission on Revenue Allocation
CSOs	Civil Society Organizations
DANIDA	Danish International Development Agency
DPSM	Directorate of Public Service Management
FBOs	Faith Based Organizations
GIZ	German Development Agency
IBEC	Inter-governmental Budgetary and Economic Committee
ICPAK	Institute of Certified Public Accountants
IFMIS	Integrated Financial Management System
IGFRD	Inter-Governmental Fiscal Relations Department
IIA	Institute of Internal Auditors
KAP Survey	Knowledge, Awareness and Perception survey
KEPSA	Kenya Private Sector Alliance
KGSP	Kenya Government Support Programme
KRA	Kenya Revenue Authority
KSG	Kenya School of Government
MCK	Media Council of Kenya
MDAs	Ministries, Agencies and Departments
OAG	Office of the Auditor General
OCOB	Office of the Controller of Budget
PDMO	Public Debt Management Office
PEFA	Public Expenditure and Financial Accountability
PFM SC	PFM Steering Committee
PFM TC	PFM Technical Committee
PFM	Public Financial Management
PFMR	Public Financial Management Reform Programme
PPRA	Public Procurement Regulatory Authority
PPPU	Public Private Partnership Unit
PWDs	Persons with Disability
RMD	Resource Mobilisation Department
SIDA	Swedish International Development Agency
SRC	Salaries and Remuneration Commission
TSC	Teachers Service Commission
UCS	Use of Country Systems
USAID	United States Agency for International Development

The formulation of this communication strategy responds to the need to strengthen stakeholder engagement and articulation of the pertinent public financial management (PFM) reform issues, as identified in the review of the Public Financial Management Reforms (PFMR) strategy 2013-2018. The current PPMR Strategy 2018-2023 is the third since the Government rolled-out the first PFM reforms programme in 2006. The strategy's overall objective is to promote transparency, accountability, equity, fiscal discipline, and efficiency in managing and using public resources for improved service delivery and economic development. While significant progress has been made in implementing PFM reforms, communication gaps need to be addressed to increase stakeholders' ownership and support for reform implementation.

This strategy outlines the interventions that will guide the communication component of PFMR programme between 2018 and 2023. The key priorities include strengthening internal communication capacity, increasing awareness and information sharing among implementing ministries, counties, departments, and agencies (MCDAs) and other critical stakeholders, capacity building, and enhancing engagement with Development Partners to mobilize support for PFM reforms. These priorities were identified through a participatory and consultative process involving key stakeholders.

PPM reform experience demonstrates that communication can be a critical success factor for the implementation of reforms. Therefore, this strategy aims to support meaningful engagement with stakeholders in the reform process towards achieving the overall objective of the PFMR Strategy.

JULIUS MUTUA
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PFMR SECRETARIAT, NATIONAL TREASURY

Since its inception in 2006, the Public Financial Management Reforms (PFMR) programme has not had a communication strategy to guide stakeholders' engagement and support programme implementation. However, the PFMR Secretariat has implemented various communication activities in the past, including Information, Education, and Communication (IEC) materials, newsletters, stickers, and banners to create awareness. Some of the notable products include the quarterly newsletter (Wajibika) and project-based dissemination notes whose production and dissemination has since been discontinued.

The PFMR Secretariat continues to use the internet and social media channels to share information with stakeholders, including the website, Facebook, Twitter, and YouTube. However, the mid-term review of the PFMR strategy 2013-2018 identified the need for a communication strategy to support stakeholder engagement and articulation of the pertinent PFMR issues. Indeed, a Knowledge, Attitudes and Perceptions (KAP) survey conducted as part of the formulation of this strategy noted multiple communication gaps, key among them low awareness of what the PFMR programme entails and its impact since inception.

The Public Financial Management Reforms (PFMR) Programme Communication Strategy 2018-2023 outlines the measures to be implemented to increase stakeholders' ownership and support for PFM reform implementation. The strategy covers different communication dimensions, including streamlining internal communications and tools, media relations, fostering public engagements and partnerships, knowledge transfer & access to information, awareness of PFM reforms among strategic stakeholders, sustained development partners' support, and interactions among implementing ministries, counties, departments, and agencies (MCDAs).

The strategic priority interventions for the period 2018-2023 include strengthening the PFMR Secretariat's internal capacity, increasing awareness on PFM reforms among strategic stakeholders, facilitating continuous learning and information sharing among implementing MCDAs, promoting engagement and interaction among the key stakeholders to enhance ownership of the PFM reforms, and strengthening engagement with Development Partners to mobilize support for reforms.

1.1 Introduction

Origin of the Public Financial Management Reform Programme

The origin of the Public Financial Management Reforms (PFMR) programme can be traced to 2006 when the Government of Kenya launched the initiative to strengthen public financial management (PFM) systems in the country. The programme was developed to support reforms and capacity building in ministries, departments, and agencies (MDAs) central to implementation of PFM reforms in Kenya. This was critical given the country's history of governance challenges in the public sector which had for years affected the country's economic growth and development. Overall, the programme seeks to make public financial management more transparent, accountable, and responsive to policy priorities.

The government's first reform strategy covered the period between 2006 and 2011. However, the promulgation of a new constitution in 2010 would present new challenges necessitating major institutional and legal reforms in Public Finance Management (PFM) systems. This resulted in the Public Financial Management Act of 2012 whose objective is to provide a framework for effective management of public funds by national and county governments. Subsequently, this demanded the formulation of the PFM Reforms Strategy 2013-2018 to address the resulting changes[1]. The PFM Reforms Strategy 2018-2023 is anchored in the Medium-Term Plan (MTP) 2018-2022 towards delivering macroeconomic stability and improved service delivery.

Who is involved?

The Public Finance Management Reform Programme is funded by the National Treasury and various development partners including the Government of Denmark through the Royal Danish Embassy (RDE)/ (Danish International Development Agency - DANIDA), the Government of Sweden through the Swedish International Development Agency (SIDA), World Bank, African Development Bank (AfDB), United States Agency for International Development (USAID), German Development Agency (GIZ), Canadian International Development Agency (CIDA) and French Development Agency (AFD).The implementing Ministries, Counties, Departments and Agencies (MCDAs) include: Office of the Auditor General (O.A.G),Parliament, IFMIS, Kenya Revenue Authority (KRA), Teachers Service Commission (TSC), Commission on Revenue Allocation (CRA), Directorateof Budget, Fiscal and Economic Affairs, Inter-Governmental Fiscal Relations Department (IGFRD) and Resource Mobilisation Department (RMD).

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1 The National Treasury & the Public Financial Management Reforms Secretariat. The Strategy for PFM Reforms in Kenya 2013-2018. P. 2

Others are: Public Private Partnership Unit (PPPU), Public Debt Management Office (PDMO), Directorate of Accounting Services & Quality Assurance, Office of The Controller of Budget (COB), Public Procurement Regulatory Authority (PPRA), Directorate of Portfolio Management, Pensions Department, Directorate of Public Service Management (DPSM), and the Salaries and Remuneration Commission (SRC).

Milestones in the implementation of PFMR

The reforms have up to date yielded significant results amid numerous challenges, gaps and changes in governance in Kenya, including: (i) The establishment of a sound PFM legal and regulatory framework by the enactment of the Public Financial Management Act (2012); (ii) National level roll-out of IFMIS and adoption of a new Chart of Accounts; (iii) Roll-out of Program Based Budgeting; (iv) Use of Country Systems (UCS) study; (v) Strengthening of the Office of the Auditor General (OAG); and, (vii) development of the successor to PFMR Strategy (2013-2018)[3]. The PFM Reforms Strategy 2018-2023 outlines the Government's PFM reform agenda for the period 2018 to 2023.

Coordination of PFMR activities

Given the magnitude of the reforms in terms of the number of result areas as well asthe number of stakeholders involved in their implementation, a coordination structure is necessary. Consequently, a structure comprising stakeholders from both the national and county governments and development partners has been put in place. The framework of this coordinating structure is as below:

a. The PFM Sector Working Group (SWG): Provides a forum for dialogue and engagement with government leadership. It is chaired by the Cabinet Secretary, National Treasury.

b. The PFM Steering Committee (SC): This the key authorizing and decision-making organ for the PFMR strategy. The Steering Committee is mandated to provide strategic direction and provide oversight and guidance on PFMR activities.

c. The PFM Technical Committee (TC): This committee provides the technical guidance required in implementing the PFMR strategy. It also facilitates cooperation and collaboration among the implementing agencies and departments. TC is chaired by the head of the PFMR Secretariat.

d. The PFMR Secretariat: The Secretariat is responsible for coordinating strategy implementation. Essentially, it ensures that the strategy timelines are adhered to. Italso supports the results teams and implementing agencies. Besides, the Secretariat coordinates the reporting and verification of results. Most importantly, it communicates the results to implementing departments and makes public the achievement of those results.

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2 Kenya Good Governance Support Programme 2010-15: Public Finance Management Component. 2015, p.6

1.2 Rationale for a Communication Strategy

A critical success factor for implementation of reforms for any government is communication[5]. This is because strategic communication increases stakeholders' support for the programme and its implementation. It also influences opinion, attitudes and behaviour change while enhancing engagement of various actors including citizens, civil society organizations, media, private sector, and government institutions[6].

One of the major gaps identified by the Kenya Government Support Programme (KGSP) Programme completion report and the mid-term review of the PFMR strategy is lack of a communications plan which would support the communication and articulation of the pertinent issues[7]. The PFMR Secretariat has lacked a communication strategy to effectively support the PFM reforms[8]. Findings from a Knowledge, Attitudes and Perceptions (KAPs) survey[9] point to a myriad of communication gaps, key among them low awareness of what the Public Finance Management Reforms entail as well as the impact of their implementation since roll out in 2006. This scenario is witnessed among the public and in some cases county governments, which are themselves, involved in the implementation of the reforms.

In view of this, the value of a communication strategy that provides guidelines on how to communicate the reforms in their entirety cannot be emphasized enough.

1.3 Objective and Scope of the assignment

The objective of the PFM Reform strategy is to: create a public finance management system that promotes transparency, accountability, equity, fiscal discipline, and efficiency in the management and use of public resources for improved service delivery and economic development.[10]

The strategy adopts a results-based approach, which responds to the challenges presented by PFM systems. The success of this approach is dependent on several approaches and core principles among them, participation.

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5 The Commonwealth, 2016, Key Principles in Public Sector Reforms: Case Studies and Frameworks, P 198
6 Communication for Governance and Accountability Program (CommGap), 2009, Communication for Good Governance. P 4.
7 National Treasury, Public Financial Management Reforms Secretariat & DANIDA, March 2017, Kenya Governance Support Programme (KGSP): Programme Completion Report. P. 29
8 Ibid. P. 30
9 Knowledge, Attitudes and Perceptions survey carried out on implementing officers in the key implementing agencies
10 PFMR Secretariat, First Draft for Consultations after PFM Strategy Workshop, September 2015, p.15

> *PFM processes should involve meaningful, appropriate and cost-effective participation of stakeholders in policymaking, resource allocation decisions and accountability at both national and county level. This includes politicians, public officers, civil society and the general citizens, as well as balanced representation in terms of gender, minorities and marginalized groups. Ensuring that citizens are engaged in decision-making and accountability to ensure cost-effectiveness at the local level in relation to service delivery and public investments is particularly important.[11]*

To effectively integrate this principle in its operations, the PFMR Secretariat requires a communication strategy that will guide the nature of engagement with its range of stakeholders at all stages.

At the same time, the PFM Reform Strategy prescribes coordination across results team and implementing departments. It provides an institutional framework and specifies the roleof each team. The Secretariat in this context is tasked with the compilation of reports and preparation of annual progress reports. More importantly, it is required to communicate programmatic results with government and make public the achievements of the same results.[12]

The communication strategy therefore, will provide guidelines for dissemination of reports and other forms of communication to relevant stakeholders. In addition, it will guide efforts towards raising public awareness on the achievements of implementing the PFM reforms.

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11 Participation as a core principle of the new PFMR results-based strategy, Ibid. p. 32
12 Ibis. P. 40

2.1 Introduction

This chapter provides an overview of the approach adopted in the development of the PFMR Communication Strategy.

2.2 Overview of approach and methodology

The development of the PFMR Communication Strategy took a collaborative and participatory approach aimed at bringing on board all the relevant actors in PFM reforms in Kenya to enhance ownership and buy-in towards the whole process. The approach was grounded on formative research as well as the mapping and analysis of the key actors in the PFM reforms in Kenya.

A phased approach was used involving the following three phases: Situation Analysis, Stakeholders Consensus Workshop and Strategy Development. This approach involved auditing the current situation in relation to the desired position of PFMR to identify issues and communication gaps that need to be addressed. The gaps and issues were then further analysed and prioritized collaboratively with selected key stakeholders at a workshop. Based on the summary of issues provided at the workshop, communication objectives were developed, corresponding solutions designed and morphed into a comprehensive communication strategy. The figure below provides a summary of this process.
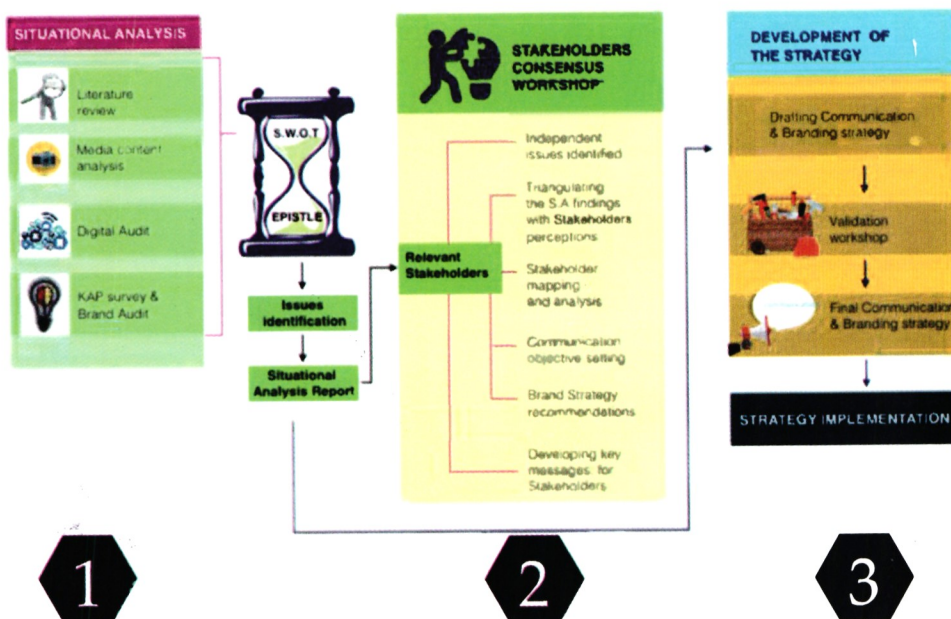

Figure 1: *Summary of the methodology used in developing the PFMR Communication Strategy*

The section below details the specific subset of activities that went into the development of this strategy:

2.2.1 Inception and planning
During the inception stage, planning meetings were held to agree on the scope of the assignment, timelines, and the overall approach in the strategy-development process. These meetings resulted in a consensus on the four-step methodology (refer to figure 1 above) namely; situational analysis, issue identification and prioritization (at a stakeholder workshop), and finally drafting and validation of the strategy.

The logistical arrangements regarding execution of the assignment; stakeholders to be consulted; work plan; tools for data collection; and the deliverables were also part of the items that were agreed upon.

2.2.2 Situational Analysis
This entailed collection and evaluation of data that would help in identification of internal and external forces that may influence PFMR's performance. The process also aimed at assessing PFMR's current and future strengths, weaknesses, opportunities and threats to obtain a full understanding of the successes, challenges encountered and more importantly to identify communication gaps that may be a hindrance to the effective implementation of the reforms as well as the Secretariat's coordinating mandate. The findings would then provide a basis upon which to formulate a comprehensive communication strategy.

The various forms of research undertaken included:

a. Desk Review
This involved the perusal of secondary data sources, including information in government departments and within the organization to understand the history of the PFMR reforms, the progress made in implementation as well as the challenges encountered. In addition, this exercise sought to identify potential areas of benchmarking, particularly in other African countries currently implementing the reforms. Several documents were reviewed at this stage including but not limited to: The Strategy for Public Financial Management Reforms in Kenya, 2013- 2018; The Public Financial Management Act, 2012 and; The Public Financial Management Regulations, 2015.

b. Knowledge, Attitudes and Perception study

The survey sought to assess the awareness, knowledge, attitudes, practices and perception levels of the various stakeholders on PFM reforms; determine the existing gaps in information dissemination and feedback and establish the current and preferred communication channels on PFM reforms.

The survey targeted key stakeholders in the implementation of the strategy ranging from county governments, national government ministries, agencies and departments, development partners and Civil Society Organizations (CSOs). A sample size of 80 institutions consisting of representatives from MDAs, CSOs, development partners, the Secretariat and county government, guided the data collection process.

The following data collection methods were used:

- **Interviews with Implementers:** Interviews targeting implementers –counties and MDAs were undertaken guided by a questionnaire containing open and closed ended questions. The questionnaire was uploaded onto mobile data collection application (SurveyToGo) for real-time data collection.
- **Key Informant Interviews:** People with experience and advanced knowledge on public finance were selected purposively. They were drawn from the development partners, PFMR Secretariat staff and the Civil Society Organizations involved in PFM reforms in Kenya. A Key Informant Interview guide guided the interviews.

The table below summarizes the number of target interviews vis-a-vis the number of interviews conducted.

STAKEHOLDER CATEGORY	TARGET SAMPLE	ACHIEVED	TARGET INTERVIEWS	ACHIEVED INTERVIEWS
County Government	25	24	100	94
National Government (Ministries, Departments and Agencies)	45	39	165	150
Development Partners (DANIDA, SIDA, CIDA, AfDB, World Bank etc)	8	7	8	7
PFMR Secretariat Project and Communications team	3	3	3	3
Private Sector and CSOs	14	8	14	8

Table 1: Sampling size for the Knowledge, Awareness and Perceptions Survey

c. Media and Digital Content Analysis

Media and digital content analyses involved extraction of data from the internet and assessing the Secretariat's digital media assets (website, Facebook, Twitter and YouTube) in order to obtain a better understanding on the extent of visibility and availability of relevant information. It is important to note that owing to the limitations of the software in use, the extraction of media stories was restricted to relevant stories that were published online. As such, TV and FM stories were not captured.

d. Stakeholder Workshop

A four-day stakeholder workshop was consisting of 35 stakeholder representatives (MDAs, CSOs, development agencies and county governments) was held. The objectives were:
- To build consensus and prioritize the issues identified in the situational analysis
- To map-out the key and relevant stakeholders involved in issues of PFMR implementation in Kenya
- To develop communication objectives

The process was useful in filling the gaps that remained outstanding after the completion of formative research as well as in providing expert information for the formulation of the communication strategy. The 4P Workshop Methodology (adapted from the World Conservation Union's methodology for strategy development) was used to design the workshop flow. As such, the workshop was pegged on the following components:
- Problem(s) – identifying issues surrounding the implementation of PFMR and the Secretariat
- People – identifying stakeholders involved in the implementation of PFMR and more importantly, in the dissemination of information on the programme
- Plan – developing communication objectives
- Products – identifying communication tactics and tools.

In view of the above, workshop participants identified issues surrounding the PFM Programme by undertaking SWOT analyses in groups. They later filtered the range of identified issues resulting in four priority areas, which form the basis of net map analysis and this communication strategy. To identify the individuals and institutions that are essential in resolving the prioritized issues, participants undertook the net map analysis exercise. Through the same exercise, participants identified the levels of influence and interest possessed by each individual/institution. The in-depth outcomes of this exercise are detailed in Chapter 4 of this document.

e. Development of the PFMR communication strategy

Using the insights drawn from the situational analysis and the stakeholder consensus workshop, a draft communication strategy was formulated and finalized following a stakeholder validation workshop.

3.1 Introduction

This chapter analyses the context within which PFMR Reforms are being implemented. It evaluates the continental landscape and juxtaposes Kenya's performance against that other countries. In doing so, it draws lessons that can be applied in the Kenyan context. The chapter also reviews the progress made in implementing the reforms in Kenya. It also looks the coordination structure of the PFM Reform programme and evaluates its potential impact on the effective implementation of this strategy.

Besides, the chapter evaluates communication and information gaps around the reforms and establishes the extent to which they are visible and understood by various implementing agencies as well as the public.

This information is organized into themes and forms the basis upon which this communication strategy is formulated. The findings detailed herein are drawn from various forms of research including literature review, media and digital content analysis and a Knowledge, Awareness and Perception (KAP) survey.

3.2 Overview of Africa's PFM landscape

The post-independence period was characterized by wars, conflict, mismanagement of public funds and poor delivery of public services in most African countries leading to sluggish economic growth.

However, the last two decades has seen progressive transformation in several countries key among them democracy and the growth of liberalized economies. In tandem, the economic outlook of these countries also changed as the citizens continued to agitate for improved service delivery as a result of these changes. Today, the citizens have taken lead in demanding better leadership, financial accountability and transparency and efficient delivery of public services.

Thus, the governments in Africa are increasingly adopting change driven mainly by peer pressure as well as pressure from the citizenry. They have adopted various mechanisms among them Public Financial Management (PFM) Reforms. And while Public Finance Management continue to take root some militating factors particularly in the core area of PFM Reforms have continued to weigh heavily leading on these government. Some of these factors include government debt holders' demand for transparency and; Africa's growth prospects.[13]

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13 Pan African Federation of Accountants, PFM in Africa: The Role of Accountancy Profession and Independent Oversight

A review of the trends in reforms reveals that African governments have adopted PFM Reforms at different timeframes and have taken different approaches to implementing them. At the same time, governments in the course of implementation have and continue to experience different challenges as well as nurture strengths and capabilities various areas of the reforms. For this reason, African states fall in different categories in as far as the effectiveness of the implementation of the reforms is concerned. World Bank PEFA ratings show that as of 2016, South Africa and Mauritius led in the implementation of the reforms. Figure 2 below, shows Kenya's rating in the continent wherein countries assigned a figure greater than three fare most favourably; the scores are arranged in descending order.
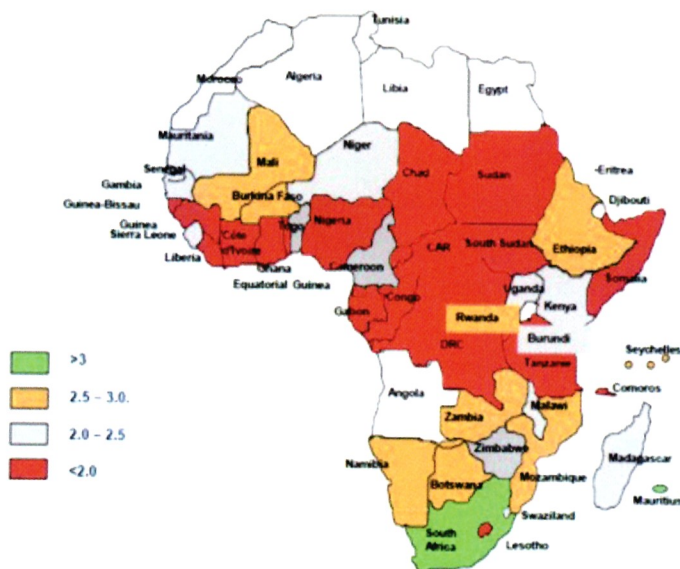
Figure 2: *World Bank PEFA Ratings in Africa*[1415]

Key to successful implementation of PFM programmes across Africa, and indeed the world, is communication. Transparency and public participation are key in providing access to information, improving effective coordination and collaboration among PFM implementers and improving the goodwill from political classes and the citizenry. PFM communication is expected to have both intrinsic and instrumental value. It has a role to play in ensuring fiscal discipline, managing fiscal risk and reducing opportunities for malfeasance and corruption, and yet also holds a transformative and empowering potential, putting information in the hands of people who can use it to break government secretiveness, monitor the use of public resources and hold public officials accountable for development results.

Institutions, 2016, Slide 6
14 Pan African Federation of Accountants, PFM in Africa: The Role of Accountancy Profession and Independent Oversight Institutions, 2016, Slide 8
15 Countries whose shading remains white are not part of the World Bank PEFA study

In Africa, despite increasing calls for more transparency and citizen participation and engagement in PFM, many governments are still able to hide public finances from public scrutiny. Additionally, intra-institutional communication is still not effective and ends up as mere routine checks on obligatory boxes and not effective actionable communication. This has led to many communication related challenges in the implementation of PFM projects including inadequate project design and planning, poor communication between implementers, donors and government, poorly implemented trainings, lack of high level commitment and institutional resistance to change. [16]

Improvement of PFM communications has become a key component of donor support across African countries and more and more countries are adopting transparency and pursuing visibility and communication actions related to PFM implementation projects. For example, some donor agencies have included transparency benchmarks in their budget support operations, while others have set up funds to support civil society organizations interested in monitoring the implementation of government programs. Different aspects of public financial management, from extractive revenues to procurement and contracting, now have dedicated international transparency initiatives.

Over the last decade, more and more actors have become involved in initiatives to promote transparency in public financial management, from international organisations to civil society groups, from private foundations to sector-specific initiatives. Despite all of this, strong evidence on the impact of transparency in PFM is still quite difficult to come by. Positive findings are often limited to specific instances or individual case studies, and cross-country evidence remains marred by statistical problems and data limitations. Communication efforts have yet to fully provide the link between transparency, public participation, citizen engagement and consequent government accountability. The pitfall has been a creation of an environment that is rich in data but poor in information.

3.3 Current Status of Communication in PFMR Secretariat

This section provides an overview of communication practices adopted by the PFMR Secretariat. It assesses their effectiveness and identifies gaps that inhibit effective communication. Internally, the PFMR Secretariat, as the overall coordinator of PFMR in Kenya, has made notable strides in project communication. Within the Secretariat there exists a communication department that manages programmatic communication. Such communication includes sensitization campaigns that the Secretariat ran on mass media and with the use of IEC materials.

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16 Transparency International, The Implementation of Integrated Financial Management Systems (IFMIS), 2009, pg. 11

Publications, newsletters, stickers and banners have all been used to create programme awareness among the implementing agencies and the public. This was done most prominently during the early phase of the 2013-2018 PFMR strategy implementation and was mainly donor-funded. However, the dwindling of funds, change in development partners and development partners priorities, led to a slowdown on communication activities.

In addition, the Secretariat has built the capacity of its communication personnel by training them on communication approaches to governance. This activity was undertaken in 2009. There is therefore need for the Secretariat to continually invest in enhancing the capacity of its staff.

From the communications channel perspective, the Secretariat has adopted several platforms for information dissemination. Their use has however not been consistent hence undermining the Secretariat's performance in communicating with its stakeholders. Cases in point are the quarterly newsletter (Wajibika) and project-based dissemination notes whose production and dissemination stopped over five years ago.

At the same time while the Secretariat has subscribed to various digital assets such as Facebook, Twitter and YouTube, the content published is wanting (e.g. quality of videos, posts and photographs).

Besides these platforms, the Secretariat owns a website (pfmr.go.ke). The site records an average bounce rate[17] (31.30%) and at least 3 daily page views per visitor who spend an average of 292 Seconds on the site. In addition, it has an appealing look and feel, and ranks first in Google Search indicating that it is optimized. Despite these attributes, there is roomfor improvement in that some of the web pages could be enhanced: for instance, the section that showcases the Secretariat's staffing requires a complete overhaul given the low qualityof photos used and their lack of uniformity. Additionally, the home page contains tabs on Latest News, Tenders and Events Calendar all of which are blank- hence the need to populate them.

Lastly, the website contains limited information, particularly on the publications section which only contains a copy of the Wajibika newsletter and one dissemination note both of which are extremely outdated. In view of this, it is important to populate the website with more resources in order to make it more useful to its visitors. In conclusion however, the volume of traffic to the website is below average hence the need to explore tactics that wouldtrigger and sustain stakeholder interest.

17 Bounce rate is defined as the percentage of people who land on one of your webpages and leave without clicking anywhere else on your site.

How engaged are visitors to pfmr.go.ke?

Bounce Rate
31.30%

Daily Pageviews per Visitor
3.70

Daily Time on Site
4:52

Figure 3: Sample Metrics of pfmr.go.ke - Source: Alexa18

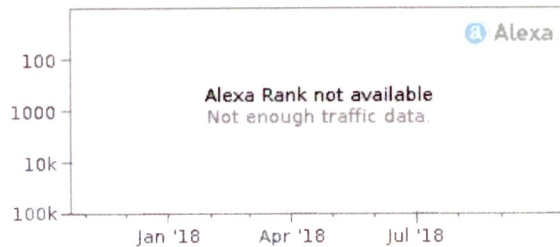How is this site ranked relative to other sites?

Figure 4: Demonstration of the low volume of traffic to pfmr.go.ke - Source: Alexa

The National Treasury website, Symposiums and workshops, Newspapers and magazines, implementing agencies' website, Television, Radio, implementing agencies' digital platforms (Facebook, Twitter) are most common information sources on the PFM Reforms. The figure below draws a comparison between these current sources of informationand the preferred sources of information and thus provides guidance on the communication channels that the Secretariat should consider adopting.

Current channels of information sharing on PFM reforms	Overall	Preferred channels of information sharing on PFM reforms	Overall
National Treasury Website	34%	National Treasury Website	23%
Symposiums and workshops	21%	Emails	17%
Newspapers and magazines	12%	Symposia and workshops	15%
Implementing agencies' website	7%	Newspapers and magazines	11%
Television	4%	Brochures, posters, banners etc.	9%
Radio	2%	Implementing agencies' website	6%
Implementing agencies' digital platforms (Facebook, twitter)	2%	Television	4%
Other sources	21%	Implementing agencies' digital platforms (Facebook, twitter)	2%
		Radio	1%
		Other sources	14%

Table 2: Current and preferred communication channels

18 Alexa is an analytics tool that provides the measure of website popularity based on the amount of traffic received.

The KAPS Survey sought to establish the current sources of information as well as the preferred sources. The results are as indicated above wherein 34%, 21% and 12 % of the respondents obtain information from the National Treasury website; symposia & workshops and; newspapers and magazines respectively. The trend in channel usage and preference is similar in both categories with the institutional websites, symposia and workshops and official print materials being mentioned as key preferences. Additional favoured channels mentioned included official emails and IEC materials as brochures, posters and banners. This implies that the trend in preference and current usage is similar with more emails and IEC materials recommended.

Staff capacity is another major impediment to the Secretariat's communication function. The institution has over time had two communication officers (see figure 3 below) who cannot adequately coordinate communication activities at the Secretariat. The impact is far reaching, as it is not feasible to have the two officers cover all activities for documentation and collect stories for various communication products.
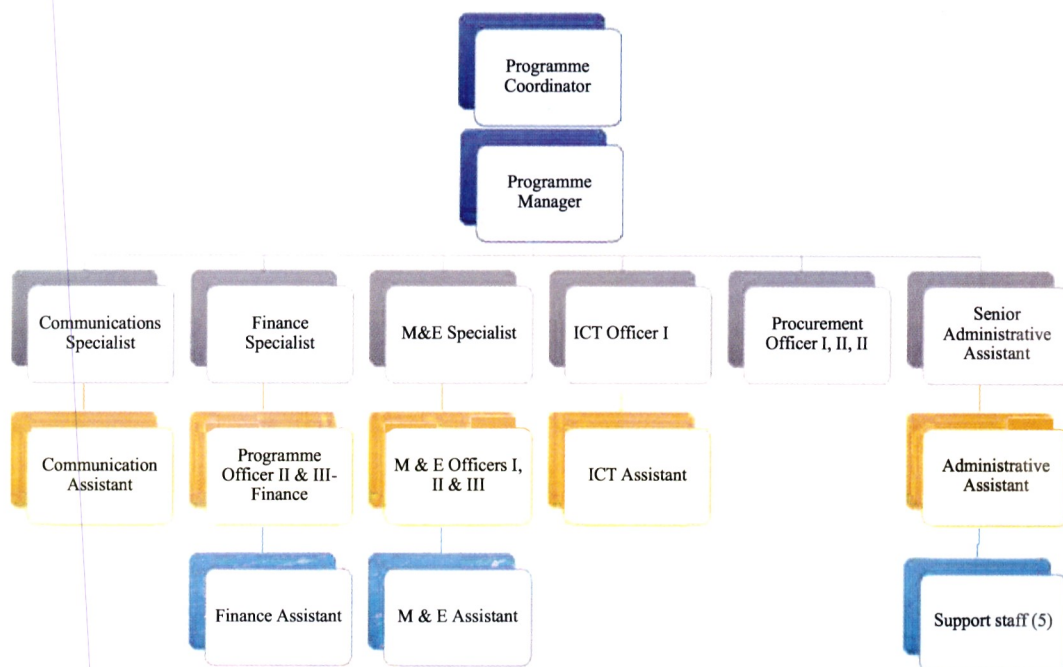
Figure 5: *PFMR Secretariat- organogram*

Inadequate funding and staffing for communication undermine the communication function at the Secretariat. This is primarily as a result of lack of development partners funding which initially supported activities under the communication division.

In terms of stakeholder engagement, current platforms include engagement meetings as the Joint Technical Committee meeting that is held monthly, a Steering Committee meeting held quarterly, and the PFM Sector Working Group held bi-annually. Such and other stakeholder engagement fora are attended by liaison persons from various implementing agencies. These liaisons are instituted to enhance collaboration between the PFMR Secretariat and implementing agencies and ensure that implementation of reforms is on course within the agencies.

Despite the above, the PFMR Secretariat and the PFM Reforms continue to suffer low levels of visibility and awareness even among implementing partners at the county level. This may be partly attributed to lack of adequate stakeholder engagement, which emerged as limiting factor among implementing agencies both at the national and the county levels. The media has also played a role in this by not giving the programme sufficient coverage. A review of content based on online news stories reveals that there were a total 31 stories on PFMR over duration of one-year (May 2017-May 2018) duration. Even so, most of this coverage focused on controversial areas around the PFM such as IFMIS.

Based on the above, the following communication gaps were identified:

i)   Inadequate awareness and visibility of PFMR programme - attributed to:
   • Limited PFMR programme branding.
   • Limited dissemination of reports and informational materials
   • Limited drives/campaigns to foster public understanding
   • High PFM staff turnover in county governments resulting in information gaps among new staff
ii)   Insufficient coordination, engagement and interaction with stakeholders
iii)   Limited resources and capacity in the communications division
iv)   Limited media coverage
v)   Negative media reporting
vi)   Limited digital presence

3.4 EPISTLE Analysis

This section highlights the Economic, Political, Informational, Social, Technological, Legal and Environmental factors that have an influence on activities around the Public Finance Management Reforms:

Economic

The Government of Kenya has made deliberate efforts to decentralize most of its development projects over the past ten years with the aim of establishing funding programmes that bring development closer to the people. This is expected to positively impact the country's economic growth.

At the same time, the PFM Act is clear on how resources need to be allocated at both levels of government. At the national level, the Central Government will generate revenue mainly from taxes, bonds, and loans (internally and externally). The act also highlights how counties are supposed to generate revenue from loans and grants and the taxes from property and entertainment.

Further legislation needs to be developed by county governments on how resources are to be divided within the county.[19]

With the slow progression of the country's economy, a number of priorities have been set by the National Government in a bid to boosting the country's progression. The new Constitutional Dispensation sets in motion "mini-governments" that require funding from the national government. This coupled with numerous government agenda and initiatives such as the Big 4, set precedence for prioritising economic growth over Public Financial Management activities that are deemed secondary.

Presently, there exists a total of 47 devolved units of Government in Kenya. With the core business of offering service delivery closer to the citizens, there is need for effective governance structures within these units. Therefore, majority of the resources dedicated to structure development overlook the need to streamlining their activities to the PFM Act until successful completion and operationalisation of such structures.

The government is mandated to provide effective and sustainable service delivery to its citizens. With the population growth experienced in the country, more and more resources are being directed towards enhancing government services to ensure accessibility by the public. As described in previous statements, this ignores the urgency of having Public Financial Management structures in place as basic requirements.

19 SID, Public Finance Reforms in Kenya Issue & Relevance Under the Context of Devolution, 2012, Pg. 11-12

Political

Politics is a crucial determinant in setting up the government of the day as well as the agenda that the government takes in its effort towards providing leadership and service delivery to citizens. Majority of the politicians in Kenya support the PFM Act as it seeks to eradicate among other ills, corruption which is rampant in the country's governance system. By providing civic education to the public, they are able to understand the importance of having PFM systems in place to support government services rendered on a daily basis. The media also provides a useful platform that can be leveraged on to educate the public about the reforms in the country.

The establishment of effective audit systems faces resistance and lack of implementation from various political posts hence undermining progress in achieving transparency and accountability in the use of national funds. It is critical that stakeholders have training opportunities to understand the reforms in depth. This will enable stakeholders to have an informed discussion both about how principles and standards should be adopted into national systems, as well as to judge whether applications once introduced are integrated appropriately. [20]

Informational

While technology and knowledge about proper management of public monies have come a long way, it is not always applied in local and national offices. There is slow adoption of better practices despite there being observable available capacity to do much better. [21] In addition, PFM reforms are typically not well known or of specific interest to citizens at large, and their specifics can be difficult to understand. Stakeholders implementing and supporting the reforms should encourage and stimulate citizen engagement. [22]

A key highlight however, is the incorporation of public participation in the budget making process thereby ensuring that the National Treasury gets public views for consideration during the budget planning process. [23] It is a right for all citizens to access information on matters that concern their welfare. This provides an opportunity for the PFM reforms to be extensively communicated to them in a bid to gain support as well as adequate oversight in services offered in line with the reforms. As part of enhancing awareness and knowledge about the PFM, Civic education to different stakeholders is crucial in order to elicit support for the reforms.

20 Page 93

21 Fritz V et al, Political Economy of Public Financial Management Reforms, The World Bank Group, 2014, Page 1

22 Fritz V et al, Political Economy of Public Financial Management Reforms, The World Bank Group, 2014, Page 87

23 ICPAK, iCPAK Public Financial Management (PFM) Conference, April 2017, https://www.icpak.com/wp-content/uploads/2017/04/8.-PFM-Reforms-in-Africa-CPA-Benson-Okundi.pdf accessed on 25th October 2018

Consistent dissemination of information to stakeholders creates a culture for information consumption. Through the provisions of the Public Communication Policy, there is an opportunity to provide the public with frequent information on PFM through the designated communication platforms. The Kenyan constitution makes it mandatory to engage the public in matters geared at enhancing service delivery towards them. With an effort towards enhancing support, buy in and oversight during service delivery, it is important to engage the citizens comprehensively.

Social

The social scene is characterized by numerous media reports on the misappropriation of national funds. This has attracted the interest of development partners and the public who continue to express concern over the trend on the country's economic growth. A number of the reports highlight some components of the Public Finance Management Reforms such as IFMIS. In the long run, this may have a negative implication on the national narrative on the reforms, hence the need to manage social narratives.

ICT surveys have established that majority of the Kenyan population can be accessed through digital and social media platforms. Therefore, social opinion about the future path of the country and especially government initiatives has highly been influenced by the idea of digitization and social media. These platforms have greatly improved the accessibility to knowledge, information and communication. While the private sector has to some extent leveraged positively on this influence, government communication in Kenya has a long way to go to improve public image and knowledge on initiatives. This is especially so in an era where fake news is rampant and negative social media can greatly hamper and deter public participation in government initiatives.[24]

The PFMR Programme communication will have to navigate delicately to balance the vagaries of social media and digitization to ensure that they create a positive image of the PFM reforms and their implementation while building the PFM programme's social reputation against negative and fake news.

Technological

The current government campaigned for election on a platform of the digitization of governance and social life in Kenya. The implementation of ICT strategies and digital ideas is key to the realization of their manifesto.

24 Johann Riess, How Digital Media are Influencing Politics and Political Discourses in Kenya, [Online], French Journal for Media Research.

There is the evident integration of IFMIS with other government systems such as i-TAX for the Kenya Revenue Authority (KRA) and internet banking by the Central Bank of Kenya (CBK).

- In addition, e-procurement has been integrated into IFMIS to allow for online procurement of public goods and services.[25] This is expected to reduce leakage of national funds and further enhance transparency and accountability in the usage of the same. Additionally, a new Single Chart of Accounts (SCOA) has been developed and mapped into IFMIS to facilitate the consolidation of both budget and financial information, and incorporated elements that would support programme based budgeting, and facilitate analysis of budgets and expenditure by geography, programmes, projects and development partners facilities.[26] To facilitate adoption of the new systems, an IFMIS Academy has been established to enhance capacity of IFMIS users both at the national and county governments.

Such technological advancements have not been leveraged upon to increase citizen participation and government communication. While the technological advancements are numerous, their communication and awareness creation has not been efficient. It is important that communication is closely integrated with all advancements to ensure that there is understanding on the initiatives, their workings and the inherent value they bring. An example for this is the IFMIS system. There have been deliberate efforts to communicate and build capacity on this initiative. The PFM programme should adopt this approach and ensure that advancements are well communicated on to increase citizen engagement.

Legal

The constitution of Kenya and the PFM ACT 2012 are on-going enactment and regulate the PFMR Secretariat's mandate. They provide the framework for enacting subsidiary legislations many of which were identified under the Fifth Schedule of the Constitution. Relevant legislations in the schedule cover public participation, revenue funds for counties, contingencies fund, loans guarantees, financial control, accounts and audit of public entities, and procurement of goods and services.

The legal framework in Kenya has additionally incorporated a new law governing procurement and assets disposal by public entities known as the Public Procurement and Asset Disposal Act (2015). This Act gives effect to article 227 of the Constitution which provides for a system that is fair, equitable, transparent, competitive and cost-effective.

25 ICPAK, ICPAK Public Financial Management (PFM) Conference, April 2017, https://www.icpak.com/wp-content/uploads/2017/04/8.-PFM-Reforms-in-Africa-CPA-Benson-Okundi.pdf accessed on 25th October 2018
26 Njiru J, Technology as a Conduit for Excellence in Public Financial Management, Kenya School of Government, Page 22.

It caters for both national and county governments and makes provisions for e-procurement. It was enacted as an improvement of the Public Procurement Disposal Act, 2005 and introduced new procurement methods and systems as part of the PFM reforms. It is one of the key governing frameworks of PFM Reform in Kenya. While the Act and PPADA 2016 have been a major milestone in PFM in Kenya, awareness creation has not created enough knowledge on the regulations. Legislations and policies are only effective when the citizens they are made for understand and comprehend what they mean for them and how they affect their workings and daily operations. It is important that the programme ramps up awareness creation initiatives on the Act and regulations, even beyond the implementing stakeholders as has been the norm. Professional institutions as ICPAK and IIA have proven to be a key dissemination and information hub for legislation guidelines and policies.

Additionally, the Constitution of Kenya has legal provision that obligates public entities to provide access to information and ensure that civic education and public participation is conducted in the implementation of government initiatives. The Act requires public entities to submit to the Office of the Ombudsman annual reports on or before 30th June a report covering the preceding year which shall include: the number of requests received by the entity and the number processed; number of determinations in which the public entity declined to release information and the main grounds for these determinations; average number of days taken by the public entity to process different types of requests; total amount of fees collected in processing requests; and number of full time staff in the public entity assigned to processing information requests and the total cost incurred by the entity for processing information requests.[27] Within the national legal scene, several cases touching on the misappropriation of funds by government employees from various Ministries, Departments and Agencies have been brought forward by the Director of Public Prosecutions (DPP). This is an indication of the government willingness to foster financial discipline in its operations.[28]

Environmental

The Kenyan environment has provided an abundance of communication channels that government initiatives can leverage on to ensure that their communication elicits engagement and participation. Under the legal obligation for citizen participation, it is important that PFM communication leverages on varied channels available that include formal channels, social and digital media, mass media, influencers and authoritative figures and other channels. This is key in providing access to information and for feedback. It is also especially important in this age of social misinformation and 'fake news'.

27 The Commission of Administrative Justice, Handbook on Best Practices on Implementation of Access to information in Kenya, page 17
28 Ibrahim O, we have filed over 500 cases on graft, says DPP Haji, Friday June 22, 2018

Anonymous sources spreading misinformation are injurious to government initiative and it is important to regulate. Some countries have began using the law to fight misinformation and Kenya signed into law in May 2018 a sweeping cyber-crimes act that criminalises online bullying but also aims to stop the spread of "fake news".

3.5 SWOT Analysis

A SWOT analysis was undertaken to identify the opportunities that PFMR Programme can take advantage of and the strengths to build on in order to mitigate the major weaknesses and threats to its success. The analysis, summarized in the table below, provides a broad overview of the various environmental factors surrounding the Secretariat:

Strengths	Weaknesses
• Budgetary support from national government	• Inadequate funding for reform activities against competing needs
• Political goodwill	• Resistance to adoption of PFM reforms e.g. e-procurement systems among some PFM implementing MDAs and Counties
• Existence of a legal and policy framework for management of public finances (PFM Act, 2012)	• Ineffective communication among implementers
• Drafting the gazette of PFM regulations 2015 to enable proper implementation of the PFM act 2012 by MDAs and counties	• Limited implementation strategies
• Existence of constitutional bodies and institutional structures with mandate on PFM reforms e.g. PFMR Secretariat and Office of the Controller of Budget	• Budgetary uncertainty - redistribution of funds to other priorities
• A well-structured PFMR strategy developed with extensive stakeholder consultation	• Limited feedback mechanisms
• Goodwill and support from development partners	• High PFM staff turnover in the counties resulting on knowledge gaps among new staff
• Implementing agencies are aware of the objectives of the programme	• Poor absorption of funding; caused by lengthy processes and delayed budgeting
• Trained and skilled personnel in implementing agencies	• Limited M&E framework - appraisal and assessment
• Involvement of the key implementing stakeholders	• Limited capacity in the communication function at the Secretariat
• Introduction and implementation of IFMIS	• Limited ICT infrastructure e.g. network challenges are common at the county level
• Establishment of the Public-Sector Accounting Standards Board (PSASB) and adoption of the standards	• Huge geographical spread and centralized coordination hence inability to control/ coordinate all the reforms in the public sector
• Statutory timelines are adhered to in reporting	• Limited publicity, knowledge and awareness of the PFM reforms and Secretariat
• Automation of in- year annual reporting templates Financial Statements	• Insufficient coordination among national & county governments in reforms implementation
• Availability of key manuals and softwareto aid reforms e.g. an internal audit manual, TEAMMATE and Computer Aided Audit Techniques (CAAT) to all MDAs	• Limited knowledge management
• Establishment of audit committees in government entities	• Limited skills transfer amongst implementing agencies
• Liaison officers from OAG have been posted to parliament	• Limited implementation of standardized PFM mechanisms- can be explained by the delayed establishment of audit committees in some counties.
• Government is currently implementing automated PFM systems such as IFMIS, I-tax, e-ProMIS among others	• PFM ICT systems are not fully integrated
	• Limited consolidated programme-wide reporting

Threats	Opportunities
• Limited political goodwill and legislative support by implementing agencies • Stringent conditions by development partners including delayed work plan approvals • Misuse of social media – often used to misrepresent facts • High staff turnover • Limited synergy among implementing MDAs and Counties which sometimes run programmes that aren't very different • Negative reporting by the media which affects implementing MDAs and Counties e.g. the case with IFMIS, KRA • Weak governance • Uncoordinated activities by various stakeholders leading to duplication of activities (e.g. Support for similar PFM reform activities by different development partners)	• Rapid technological advancements • Technical assistance through public private partnerships • Constitutional framework • Use of emerging information technology e.g. social media, in creating awareness, updated institutional websites • Existence of development partners providing both financial and technical support • Political goodwill and legislative support which enhances implementation • Existence of public participation guidelines • Integration of PFM ICT systems across the country • Use of diverse media platforms to create awareness and publicize the Secretariat's activities; digital media is increasingly becoming popular hence a fast way to reach target audiences • High literacy levels - people willing to learn • Development of the communication strategy • Automation of revenue collection systems

Table 3: SWOT Analysis

3.6 Summary of Prioritized Issues

The issues resulting from this situation analysis as summarised in the EPISTLE and SWOT analysis and within the preceding chapters formed the basis of the prioritization, wherein a tallying exercise resulted in a list of the most significant concerns. The table below summarizes this in a descending order.

Issue	Weight Scale
1. Lack of publicity & awareness on PFMR secretariat and the programme/reforms	20
2. Inadequate capacity in the coordination and implementation of reform programmes	17
3. Inadequate stakeholder engagement	13
4. Inadequate funding to cater for reform activities for MDAs and counties	11
5. Negative media publicity	10
6. Poor coordination and communication between implementing agencies and national and county governments (lack of synergy)	9
7. Government bureaucracies	8
8. Poor absorption of funds by agencies	8

Table 4: Summary of issues in order of prioritization

Issue	Weight Scale
9. Resistance to change	7
10. Inability to control all reforms in the public sector	6
11. Varying attitudes and perceptions	6
12. Lack of goodwill by top level management	5
13. Poor management of public resources	5
13. Lack of ownership	4
14. Lack of feedback mechanisms	4
15. Strengthen intergovernmental relations	4
16. Standardization of PFM reforms	4
17. Unpredictability/political interference	4
18. Lack of synergy among implementing agencies	3
19. Poor knowledge management	3
20. Lack of digital presence for PFMR Secretariat	3
21. IFMIS System	3
22. Inadequate supporting ICT	2
23. Conditions on external aid	1

4.1 Introduction

Stakeholder Mapping and Analysis is a modern scientific methodology that analyses social networks around specific issues, through a Net-Map Analysis. The approach involves a series of steps: First, issue identification and prioritization. The issues of concern here are mainly those that relate to the communication within a project. Secondly, identification of the project stakeholders who can best provide solutions to the issues identified and their specific roles. And third, analysis is conducted to examine stakeholder inter-relationships, their levels of influence and their individual goals and interests in relation to the issues at hand. This practical and participatory approach provides a strategic direction for stakeholder engagement for purposes of addressing specific issues challenging project performance.

4.2 PFM Reforms: Stakeholder Mapping and Analysis

The issue prioritization in the development of this strategy involved identification of the weightiest issues surrounding the reforms resulted in four key action areas: lack of publicity and awareness on PFMR programme and Secretariat; inadequate capacity in the coordination and implementation of reform programmes; inadequate stakeholder engagement and; inadequate funding to cater for reform activities for MDAs and counties. This formed the basis of net map questions, which were:

- **Question 1:** Who can influence publicity and awareness of the PFM Reforms and Secretariat?
- **Question 2:** Who can influence development of adequate capacity in coordination and implementation of the PFM reforms at the Secretariat and among implementing agencies?
- **Question 3:** Who can influence adequate stakeholder engagement in the Secretariat and among implementing agencies?
- **Question 4:** Who can influence adequate funding for PFMR activities in counties and MDAs?

Notes and Keywords:

- The bubbles represent the various actors identified as key stakeholders. The colour of the bubble represents the categories within which these actors are collectively grouped. The link arrows represent the various relationships among the various actors. These are also colour coded for distinction of the various link types. The categories and links are defined in the key legend at the bottom left of each map.
- The largest bubble represents the most influential actor(s) in a map. This implies that the size of the bubble increases with the increase in influence attached to the actor.
- Influence is defined as the amount of weight/power a particular actor has on an issue. The higher the influence an actor has the more attention and information required in engaging them as a strategic partner.

- Interest is defined as the inclination of an actor to an issue; an actor may have either a negative or positive effect on or contribution to the issue. Actors found to have neither negative nor positive interests are referred to as neutral.

Map 1: Who can influence publicity and awareness of the PFM Reforms and Secretariat?

Publicity and awareness of the PFM Reforms and Secretariat among various stakeholders, including the public and implementing agencies, was identified as the most pertinent issue that requires to be addressed for adequate communication to occur. This is important as it improves on the knowledge and attitudes of stakeholders, increases stakeholder buy-in and can create ownership of the reform agenda among stakeholders. This question aimed at identifying the actors involved in influencing publicity and awareness on the PFMR agenda in Kenya and establishing the various influence and interest levels that can be attached to the individual actors.

Figure 7: Who can influence publicity and awareness of the PFM Reforms and Secretariat?
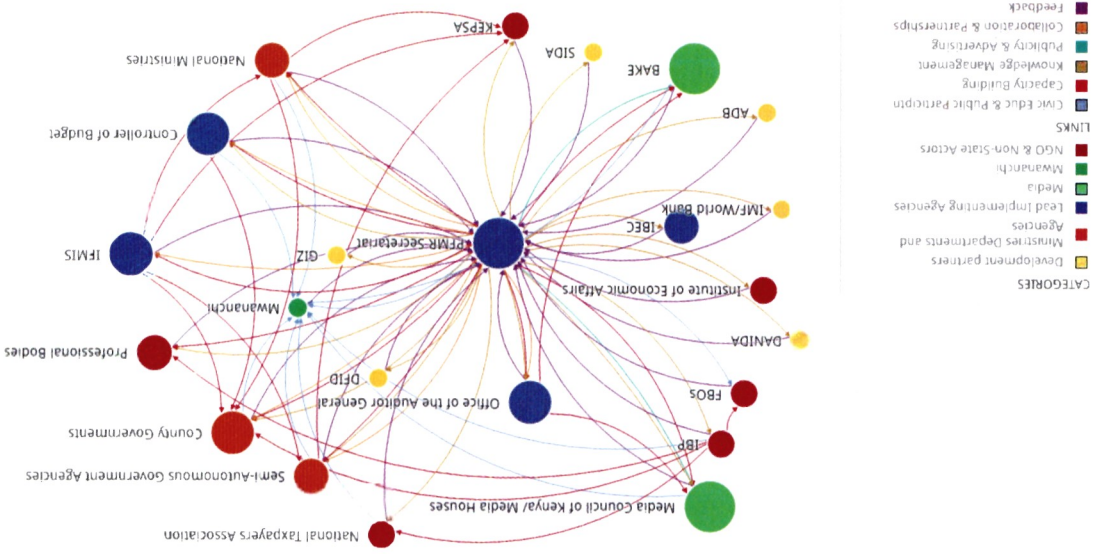
Based on the figure above, the most prominent stakeholder with regard to influence and interest is the PFMR Secretariat. They are central in the coordination of capacity building initiatives, civic education & public participation, and publicity of the reforms. They are also mandated to handle PFMR knowledge creation, storage and dissemination mechanisms as well as feedback mechanisms.

Furthermore, they have the requisite network to enable building of effective partnerships and collaboration for increased sensitization.

The Secretariat should liaise closely with the media and bloggers who are also largely influential on awareness matters. This relationship should mainly revolve around capacity building aimed at helping the media and bloggers report more accurately.

Other crucial stakeholders are implementing agencies and the county governments. Their various networks should be exploited as avenues of information dissemination and capacity building.

CSOs and FBOs can also be utilised more by the Secretariat and implementing agencies in public participation and raising awareness on the reforms.

The negative interests to manage are from the media, bloggers and KEPSA. It is important to have a media relations plan. The capacity of communication departments to handle media should also be enhanced for them upscale media relations for better and positive coverage, especially on the reforms. A mutual relationship between the media/bloggers and the implementing agencies and Secretariat will greatly improve positive publicity on the reforms.

For KEPSA, it was noted that some unscrupulous members involved in underhand dealings would not be agreeable to the reforms. Such interests can be handled by capacity building on the benefit and necessity of the reforms.

Map 2: Who can influence development of adequate capacity in coordination and implementation of the PFM reforms at the Secretariat and among implementing agencies?

Capacity in the coordination and implementation of the reforms was perceived as another key issue in the reforms programme. This affects both the coordinating body as well as the key agencies tasked with the implementation of the reforms.

The challenge lies in the inefficient diffusion of knowledge and skills to the institutions handling the reforms programme and the technical officers involved in the implementation. This can be explained by a number of factors including insufficient capacity building drives, low staff numbers within the coordinating agency and poor knowledge management especially in relation to staff turnover.

They are involved in the important role of policy formulation.

reforms. They are involved in the important role of policy formulation. Because of their ability to make the key decisions that can significantly affect the progress of such as the Intergovernmental Budget and Economic Council (IBEC) and National Assembly and thus their huge influence. Other bodies of note are the oversight and legislative bodies finance-intensive and require support. In Kenya, most of the implementation is donor-funded contributions to the success of the reforms. Coordination and implementation are all Development partners are also considered of high influence due to their financial

implementation.

process and lobbying for legislation and funding. They provide oversight for programme reforms. They are key players in communication and funding of project activities, reporting These are the constitutionally mandated bodies involved in the implementation of the high influence and high positive interest, are the PFM Secretariat and National Treasury. The key stakeholders in coordination and implementation of reform activities, who have both

Figure 8: Who can influence development of adequate capacity in coordination and implementation of the PFM reforms at the Secretariat and among implementing agencies?

Similarly, the county architecture that includes the county assemblies and Council of Governors are potential channels to leverage on in coordination and implementation ofreform activities. They can easily influence the public and county governance to promote buy-in and increased implementation, which aids coordination. Such influence over the public can also be sought through media houses. These institutions can be used to positively impact reforms. The Secretariat needs to create relationships with them. Nurturing the relationships would ensure mutual benefit between these organizations and the Secretariat.

Map 3: Who can influence adequate stakeholder engagement in the Secretariat and among implementing agencies?

Stakeholder engagement forms the backbone of any communication strategy. Communication activities rely on adequate stakeholder engagement and the existence of trustworthy relationships among the stakeholders involved. During the consensus workshop, it was agreed that the stakeholder engagement in PFMR so far has been inadequate and needs improvement.

Figure 9: Who can influence adequate stakeholder engagement in the Secretariat and among implementing agencies?

The key stakeholders, to consider in improving engagement, in terms of both interest and influence, **are the National Treasury and PFM Secretariat.** The constitutional mandate that **governs these agencies dictates their influence in stakeholder engagement.** They are **highly influential** institutions with liaison officers in the various stakeholder MDAs. **They are key players in** coordination of activities, resource mobilisation, policy formulation around **PFMR,** consultation on PFMR-related issues and information dissemination. They also have a role to play in legislation. The National Treasury has close networks with other influential agencies like the Office of the Auditor General (OAG) and the Office of Controller of Budget (OCOB). These networks can be exploited to enhance stakeholder engagement during the implementation of PFMR activities.

Other key stakeholders for stakeholder engagement include the institutions that coordinate county government matters. These include the Council of Governors, the Ministry of Devolution and the Summit. These institutions hold sway over the 47 counties nationwide and this is another important channel to leverage on. Counties can be engaged easily and effectively through collaboration with these institutions.

Funding partners can also be considered influential to some extent in stakeholder engagement. The various stakeholders routinely interact with development partners since they fund their activities. As such it is easier to mobilise stakeholders for a cause if in collaboration with such development partners.

While it was apparent that none of the stakeholders were completely against the reforms, their actions may impede the pace of the implementation of reforms. Such actions that may be considered of negative interest towards the reforms and to be guarded against are for example negative media coverage, bureaucracy in systems and development of inhibitive policies by county or national assemblies. The engagement with stakeholders should be participatory enough to accommodate all divergent opinions in consensus. This creates a trusting relationship that suffocates such negative interests and actions.

It is important to note that some of the institutions labelled as not-very influential can be **leveraged on further to improve stakeholder engagement,** for example, KRA that has a wide **network across the country.** This can be useful in engaging the public. Similarly, County assemblies are a good avenue to ensure grassroot participation in the reform process as are the various NGOs, FBOs, and CSOs. Finally, the MCK can be influenced through capacity building to improve quality reporting that greatly affects the positive view of PFMR among the public. This should improve buy-in and consequently engagement.

Figure 10: Who can influence adequate funding for PFMR activities in counties and MDAS?

The stakeholders with the highest influence over adequate funding are the National Treasury, PFMR Secretariat and the Development partners. They are key in funding, capacity building, lobbying and play critical roles in oversight and fostering collaboration. Communication towards improving funding should thus target these institutions. However, some other key influencers with high interest are the implementing MDAs.

Implementing MDAS have authority over their financial resources and dictate the spending. Additionally, they can negotiate for improved budgetary allocations as well as source for development partners funding. Institutions that provide oversight were also found to be relatively influential, especially in providing the necessary oversight over spending. This should be complemented by the enforcement agencies in cases of non-compliance. Training of public officials is also important in ensuring financial Training of public officials is also important in ensuring financial prudence and the role of ICPAK, IIA and KSG cannot be ignored.

Stakeholder	Current Position	Desired Position	Communication Gap	Information Required	Media profile/comments
Media & Bloggers	-Are primary disseminators of information on the reforms -Are critical enablers in creating awareness and publicity on reforms	-Provide favourable and factual coverage on the reforms	-Have a limited understanding of the reforms and interlinkage leading to inaccurate reporting	-Information on the dynamics of the reforms: what it entails, who is involved and how they interlink	-Can influence tone of coverage (positive/negative) -Need to be engaged frequently
Implementing agencies and counties	-Some MDAs do not provide goodwill and support for implementation of reforms -Linkage and coordination of PFMR activities is limited -County governments suffer high staff turn-over resulting in knowledge gaps among news staff -Meet news staff capacity needs through structured knowledge transfer programs	- Provide support for PFM reforms by adopting them, encouraging their use & showcasing their impact -Support in raising the profile of the coordinating agency	-limited coordination barring synergies in the implementation of reform activities -Limited knowledge transfer mechanisms	-Regular updates on inter-agency PFMR activities -Regular inter-agency forums to facilitate information exchange	-Can act as information hubs for improved knowledge management - Can enhance visibility of reforms and the Secretariat through individual platforms
PFMR Secretariat	-Holds the distinct mandate to coordinate all PFMR related activities -Knowledge and awareness on the Secretariat and the reforms is minimal among the public	-Visibility and awareness of the Secretariat and the reforms -Recognition of the impact of the implemented and on-going reforms	- Lean staffing capacity for the communications division to run communication activities -limited funds -Limited dissemination of information on PFMR activities - Limited clarity on the roles and functions within the communications division	- Documentation of PFMR success stories	- Negative and inaccurate media reporting -Limited media reporting -Media engagements coordinated by the mother ministry (National Treasury)

Stakeholder	Current Position	Desired Position	Communication Gap	Information Required	Media profile/comments
CoG	-Convenes all county government leadership	-Enhance cohesiveness in reform activities at county level -Influence goodwill and support from county governments for enhanced grass-root implementation	-Limited knowledge on the reforms -Change in leadership, slowing the progresses made by previous leadership	-Information on the benefits of reforms in growing county economies and revenues	-Are media savvy -Can benefit from consistent communication -Can raise the profile of the reforms by publicizing their impact on counties
Development partners and think tanks	-Contribute to the pool of knowledge on reforms through studies and publications	-Provide support for reform activities through financial and technical support -Continued support for reform activities -Increased support for reform activities	-Minimal engagement on the status of the reforms (primarily done through M&E reports)	-Information on future plans and strategies to enhance the outcome of the reforms	-Can be easily targeted through integrated communication channels
FBOs & CSOs	-Play a role in civic education as they educate publics on matters of national importance -Some of their projects/activities are uncoordinated leading to duplication	-Strong collaboration with MDAs and the Secretariat to raise the profile of reform activities in the country	-Absence of a common FBO & CSO group with a focus on reforms for coordination & synergies	-Understanding of the PFMR programme and actors involved -Information on peer group activities for efficiency	-Are vocal and enjoy the attention of the media and publics -Can influence national agenda on reforms
	-Often provide unfavourable coverage on reforms		-Are engaged sporadically (mostly in the event of crises)	-Information on the trajectory of the reforms since commencement in 2006	-Relationship building is necessary to obtain their buy-in

Table 5: Summary of prioritized stakeholders

Stakeholder	Current Position	Desired Position	Communication Gap	Information Required	Media profile/comments
Ministry of ICT & ICT Authority	-Mandated to leverage technology to help the county meet its development agenda -Provide infrastructure to national, county governments and MDAs	-Facilitate the effectiveness and reliability of infrastructure at county level	- Limited appreciation of the role of technology in effecting successful reform programs	- Information of the role of technology in the reform agenda - Information on the importance of reforms to the economy	-Could benefit from consistent communication-particular-ly on the impact of adopting digital systems
Mwananchi	-Is the beneficiary of the implementation of reforms -Is not adequately empowered with information on reforms	-Awareness on what the reforms entail and the ability to identify their direct impact of implementation on his socio-economic life	-Available information on reforms targeted with information is jargonized	-Information on what the reforms entail as well as their benefits	-Can be easily targeted through an integrated communication campaign
Professional Bodies (e.g. ICPAK)	-Undertake studies on the progress of reform implementation and provide recommendations on how to address emerging gaps and challenges -Engage the Secretariat through conference invitations	-Increased awareness on the reforms within academia and professional realms	-Minimal proactive engagement from MDAs and the Secretariat	-Milestones in the implementation of reforms	-Enjoy favourable relationships with the media - Can be leveraged to increase awareness around the reforms

CHAPTER 5: STRATEGIC INTERVENTIONS

5.1 Introduction

Public institutions play fundamental roles in a country's economy. Some of these are: implementation of public policy; sources of news and information for the media publicity and dissemination of government activities and; mobilizing support for themselves.[29] Stand-alone public institutions cannot achieve efficiency in policy implementation. There is therefore need for various institutions to cooperate and collaborate in the implementation of programmes. This can be achieved through exchange of information.[30]

This communication strategy is based on two essential tenets of public communication. First, recognition **of the following coexisting complementary microenvironments in government,** where managers share expertise and resources as well as coordinate communication:[31]

- **Multilevel,** where two or more levels of administration collaborate on a single issue,
- **Intra-governmental,** inside of an institution or agency,
- **Intergovernmental,** where cooperate units of the same governmental level,
- **External,** where stakeholders are involved especially private sector and NGOs
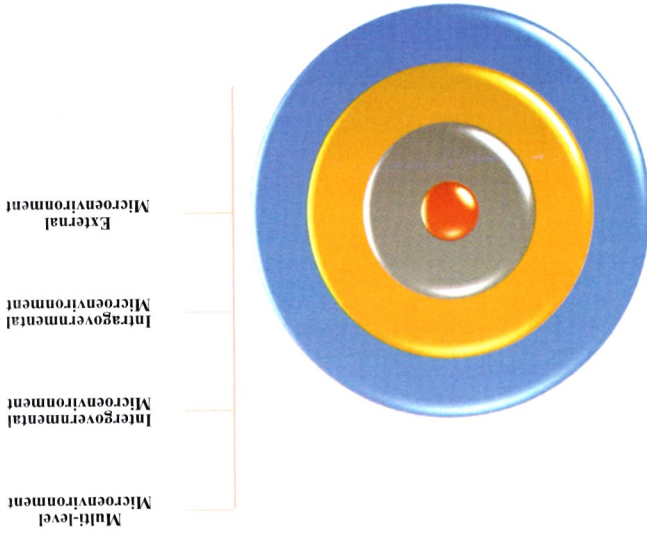
Figure 11: Public Sector Microenvironments

Multi-level Microenvironment

Intergovernmental Microenvironment

Intragovernmental Microenvironment

External Microenvironment

29 M.Bodgal, Communication Management in Public Sectors: The Case of the Polish Energy Sector, vol.8 n14, 2013, para 10. Available from Open edition, (accessed on 20 June 2018)

30 Ibid. para.11

31 Ibid. para.28

Secondly, the functions of government communication i.e., engaging, advocating and informing.[32] Efficiency of implementation of the PFM reforms is dependent on the cooperation between the PFMR Secretariat, PFM implementing stakeholders and the public. It is important that the PFMR Secretariat as well the public PFM implementing institutions become not only regulatory bodies but active participants of the reforms game. Such cooperation is best enhanced through efficient exchange of information.

While the end goal of any government communication is to engage the citizens, the first step towards this is to ensure effective exchange of information. The more complete information the citizen and implementing stakeholders have on the PFM reforms, the easier it is to behave according to the expectations of the PFMR programme strategy. This creation of awareness on the reforms is important, however, it is also critical to thereafter create an enabling environment for the implementation of the reforms. Advocacy and lobbying will facilitate the lowering of public resistance and improve ownership of initiatives and interventions prescribed in the reforms. The result is that citizens and implementing stakeholders are well informed about objectives and instruments of the PFM reforms and are willing to cooperate in implementation of the PFMR strategy.

Figure 12: Functions of Public Communication

In this regard, this strategy will consider the different stakeholders involved in the PFM reforms in Kenya and devise clear communication channels and tactics for the efficient implementation of the reforms.

5.2 Communication Objectives

The top four priority issues identified during the stakeholder consensus workshop formed the basis of the communication objectives. A fifth objective is nonetheless included to cater for internal communication within the PFMR Secretariat.

Table 6: Rationale of the communication objectives

Communication Objective	Rationale
Objective 1: To establish and entrench a culture of internal communication and information sharing for enhanced staff engagement and delivery.	Communication begins within an organization before moving on to the outside. Hence, this objective looks to ensure that the Secretariat's internal communication structures and procedures are coordinated and streamlined. This will enhance external communication, which is dependent on all the information that is generated internally.
Objective 2: To increase awareness on PFM reforms among strategic stakeholders for enhanced understanding and support for the programme.	Formative research including discussions during stakeholder consensus workshops revealed the limited level of awareness on the Secretariat and the PFM Reforms among the public as well as stakeholders involved in the implementation of the reforms, particularly county governments. This objective therefore seeks to raise the profile of the Secretariat as the co-ordinating institution as well enhance knowledge and understanding of the reforms among different categories of stakeholders.
Objective 3: To facilitate continuous learning and information sharing among implementing agencies for improved service delivery.	High staff turnover was cited as a primary contributor to low levels of awareness on the reforms especially among implementing agencies; this is explained by the fact that knowledgeable, experienced, and trained personnel often exit and are replaced by staff whose familiarity with the reforms is limited thus resulting in capacity gaps that impede the implementation of the reforms. In this regard, objective 3 looks to put in place mechanisms that allow for knowledge transfer among new personnel and further ensures consistent access to relevant information among all implementing agencies.
Objective 4: To create synergies among the different stakeholders to promote ownership of the PFMR	The PFM reforms are implemented within a range of sectors in Kenya and therefore constitute a broad range of actors and stakeholders. Given this scope maintaining consistent engagement and interactions among the different actors is a challenge. Consequently, this objective addresses issues around inadequate stakeholder engagement.
Objective 5: To strengthen engagement with development partners for enhanced focus towards achievement of common goals and results of the programme	The PFM reforms are integrated not only in county governments but also several MDAs. As such, the budgetary demands for their implementation are quite high and at the same time are in competition with other needs. As a result, there are inadequate funds to effectively and adequately implement activities under the reforms necessitating the need for more resources. This objective therefore looks at various ways to increase the pool of funds available for the implementation of the reforms.

5.3 Key Messages

5.3.1 Core Message

This serves as the foundation of the Secretariat's narrative and will be incorporated into all aspects of its communication.

Stakeholders must be constantly enabled to remember and relate to the message - Matumizi bora ya fedha, Wajibu wetu.

5.3.2 Supporting Messages

These are aimed at creating a common understanding on what the Public Finance Management Reforms entail, the outcomes of their implementation and a look towards the future that looks to help stakeholders visualize and appreciate the impact of the reforms over an extended period of time.

5.3.3 Values

In all its communication, the Secretariat will emphasize its commitment to:

- Collaboration with all stakeholders to enhance a sense of ownership and inclusion
- Open access to information for all stakeholders and its willingness to engage further
- Uphold transparency and accountability in its communication just as it looks to adhere to the same in its operations and work with implementing agencies

The table below details the Secretariat's message framework:

CORE MESSAGE	Matumizi bora ya fedha ni wajibu wetu		
MESSAGE FRAMEWORK	PFM, what is it all about?	What is there to show for it? – Demonstrating results	What's the big picture?
	Messages aim to create a common understanding on what the reforms entail and empower stakeholders to participate in conversations.	Messages help stakeholders witness first-hand the influence of the reforms in their day-to-day lives.	Messages help stakeholders see the long-term effect of implementing the reforms - emphasize the posterity of their impact
	It's about financial discipline: • How much money do we have? • How can we raise more? • How do we use it more efficiently? • How do we account for its use? • What are tangible results of its use?	Implementation of the reforms has led to: • Increased revenue collection allowing the government to allocate more funds to national development projects • Use of technology in financial processes- eliminated cash transaction hence shrinking opportunities for misuse of funds.	Effective management of funds leads to: →Conducive environment for investments→Job Creation→Poverty Reduction=Economic Growth →Increased tax revenue→More Public Facilities→Improved Quality of Public Facilities→Better Service Delivery=Improved Quality of Life →Participation on money matters that affect you→Accountability among public leaders→Transparency in use of public funds→Reduced misappropriation of funds=Availability of funds to do more...

VALUES

- Collaboration: It's a collective responsibility, let us work together...
- Open access to information: Our service is for the benefit of all, it's an open door...
- Transparency and accountability: Here's what has taken place, here's what is going on....

STAKE-HOLDERS	National Treasury	Development partners	Citizenry	County Governments	Implement-ing agencies	Media	CSOs & FBOs
CHAN-NELS	Meetings, memos, circulars, intranet	e-newsletters, reports, e-mails, website	Mass media, social media, IEC material, hand-books, website, events	Website, training, IEC material, Knowledge management system website	E-mails, meetings, training, workshops, IEC material, website	Media round-tables	Meetings, e-mails, IEC material media training, website

Table 7: Message Framework

5.3.4 Stakeholder Messaging

STAKEHOLDER	KEY MESSAGE
a. National Treasury	• We are striving to comply with international standards and legal requirements. • We are transparent and accountable. • We are enforcing professional standards and legal requirements. • The Public Financial Management Reforms have a responsibility to safeguard proper use of public funds. • Each stakeholder has a role to play towards ensuring proper use of public funds.
b. Development Partners	• There has been marked improvement in accountability and transparency in public spending due to the Public Financial Management Reforms. • The Secretariat is open to partnerships and collaboration to facilitate outreach and sustainability of its service to the Kenyan public.
c. Citizens	• PFM Reforms improve the delivery of public services. • PFM Reforms enhance transparency in the use of public funds. • The Public Financial Management Reforms refers to a set of laws, regulations, systems and processes that guide government efforts in handling of finances. • Public Participation in PFM Reforms is key towards enhancing economic growth of our communities.
d. County Governments	• PFMR improves county processes and in the process, raise the credibility of county governments. • Proper implementation of PFM Reforms ensures prudent management of public funds thereby facilitating effective allocation of resources for County development projects.
e. Implementing Agencies	• We need to work together to ensure that our service and responsibility in ensuring proper management of public resources is achieved for Kenyans.
f. Media	• The implementation of the PFM Reforms has led to improved transparency and accountability on public financial spending. • The Reforms are focused towards achieving transparent management of public funds among stakeholders for the common good of Kenyans.
g. CBOs and FBOs	• Community engagement in reform activities is important for enhanced transparency and accountability on the use of public funds. • Improved knowledge and understanding of PFM Reforms requires collaboration.

Table 8: Key Messages

5.4 Communication tactics

The following tactics will be applied for the realization of each of the communication objectives set out in this strategy.

The effectiveness of an organisation's external communications is directly dependent on its internal systems, culture and communication practices. For this reason, it is absolutely essential for the Secretariat to streamline its approach to communication for effective engagement with its external stakeholders.

This section therefore, sets out what the Secretariat should consider with a view to enhancing its internal communication and further provides guidelines to enhance performance in the same area. In this regard, the Secretariat's objective will be to establish and entrench a culture of internal communication and information sharing for enhanced staff engagement and delivery.

The figure below illustrates the activities that the Secretariat should implement to achieve effectiveness in internal communication.

Enhance employee engagement:
Communicate values
Listen to ideas, feedback & suggestions
Communicate plans & developments

Enhance departmental cohesiveness:
Hold regular meetings

Enhance staff morale & motivation:
Improve staff benefits
Provide equipment & tools of work
Build staff's professional capacity
Expand the communication division

Enhance access to information:
Knowledge management system
Internal communications tools

Figure 14: Approach to internal communication

1. **Acquire audio-visual equipment:** Items such as cameras and video recorders are essential for the documentation of reform activities and accomplishments. In addition, they are the primary tools of work for audio-visual content producer. The Secretariat will therefore purchase this to facilitate the communications division in undertaking its work.

2. **Hold regular staff meetings:** The Secretariat will cultivate a culture of bi-weekly staff meeting that will bring together all staff under the programme. The meetings will facilitate information sharing and promote understanding of the Secretariat's planned activities. In addition, the meetings will help the Secretariat to engage its staff more closely hence enhancing ownership and a feeling of ownership and involvement in day-to-day operations.

3. **Establish a knowledge management system:** Access to information is an important component of staff engagement. The Secretariat will therefore put in place a system that allows sharing of common documents and easy access to the same. One of the platforms that the Secretariat can adopt is Office 365, which comes with a variety of tools that ease collaboration and information sharing among staff.

4. **Office branding:** The Secretariat and implementing agencies staff are the lead ambassadors of PFM reforms. As such it is essential for the staff to internalize the programme's objectives and the reforms being undertaken. There, the Secretariat will brand its office and those of implementing MDAs with materials such a posters and banners for corporate identity purposes. Other materials that can enhance branding are notebooks, coasters and mugs, among others.

5. **Leverage on periodic joint meetings** to foster communication and the circulation of information between the secretariat and implementing agencies. These meetings include:

   - Steering Committee Meeting; held bi-annually
   - Joint Technical Committee Meeting; held quarterly
   - Sector Working Groups Meetings; held annually
   - Results Teams Meetings

Objective 2: To increase awareness on PFM reforms among strategic stakeholders for enhanced understanding and support for the programme.

This objective takes a two-pronged approach: first, raise the profile of the PFMR Secretariat and second, increase awareness on PFM reforms.

Raising the profile of the PFMR Secretariat

1. **Update and maintain the PFMR website:** According to primary research websites are the most preferred source of information on reforms. Currently, the National Treasury website acts as the primary online information hub and is much more recognized than the Secretariat's hence the need to upscale it for more use by target stakeholders. The Secretariat will achieve this by undertaking several structural adjustments that include: updating staff photos with professionally captured images; ensuring all sections of the website are populated with the appropriate information (this is seeing that some of them are blank); regularly updating the site with on-going news and populating it with the most recent reports and documentation on the reforms.

2. **Link website to other MDA sites:** To further enhance the robustness of its website, the Secretariat will link its website to those of implementing MDAs, county governments and the National Treasury. This will help establish the credibility of the Secretariat and enhance its recognition among different actors in the PFM reforms.

3. **Develop a brand manual:** The purpose of a brand is to help entities establish identities that are unique to themselves. Hence, the Secretariat will develop a brand manual with details on its logo, colour themes, fonts and other brand elements. The brand manual will guide the design of all publicity and information, education and communication (IEC) materials published by the Secretariat thereby making it easily recognizable in the public financial market place. It is important to note that the brand manual will not be designed to set the Secretariat apart from its mother Ministry, the National Treasury. Rather, its purpose is to draw attention to its corporate identity and mandate.

4. **Revamp social media channels:** The digital space is today considered almost mandatory for any public and private institution keen on pushing its messages to the public and engaging them. Thus, the Secretariat will revamp its social media channels (Facebook, YouTube and Twitter). To help make the best out of social media, a social media strategy will be developed for the Secretariat.

5. **Develop IEC materials:** These include brochures, leaflets, factsheets, backgrounders and visibility materials such as roll-up banners. They will be designed in line with the approved brand manual and will be disseminated at events, trainings and workshops to provide information about the Secretariat.

6. **Media relations:** The media provides an excellent opportunity for the Secretariat to increase its awareness and at the same time shape narratives around PFM reforms in Kenya. Hence, the Secretariat will utilize the media in the following ways:

   - **Op-eds-** The Secretariat will identify relevant topics around the reforms and use them as the basis for opinion articles. This will be pitched to various media houses.
   - Scheduled media interviews: The Secretariat will offer themselves as experts on reform issues for panel discussions and interviews on various media.
   - **Media invitations –** The Secretariat will invite the media to cover its events and functions.

7. **Media Training for communication personnel:** In order to effectively handle and direct media engagements, personnel from the Secretariat will undergo media training. This will help them understand how to frame and package their messages and effectively leverage the power of the media to reach its target audience and in so doing contribute to the achievement of PFMR objectives. The training will also help communication personnel understand the principles of journalistic work.

Increasing awareness on PFMR Reforms

1. **Radio talk shows:** To increase awareness of the reforms among the public, the Secretariat will secure slots on radio talk shows. These will be guided by various themes and topics surrounding the reforms. Some sessions will be themed around questions that elicit public participation and comments. A sample question is: "How many of you have participated in the budget prioritization process at the county level?" This should help provide an avenue to educate masses on public participation and county budget setting.

2. **Develop popular versions of documents on reforms:** The subject of reforms is technical. Hence, while documentation may be made available by the Secretariat and implementing agencies for public access, they may not be easily understood by thecommon Mwananchi and in some cases even to professionals with expertise in other areas. Hence, the Secretariat will develop guidelines for the development of popular versions of documents. This will be adopted by itself, implementing agencies and MDAs.

3. **Partner with FBOs and CSOs:** These institutions have for the longest time been involved in empowering the public on various governance issues. Given their number and their presence in almost all parts of the country, the Secretariat will identify specific institutions and develop a network of collaboration. This will help in coordinating their work and cut down on duplication of capacity building activities at the grass root.

4. **Develop a documentary to showcase the successes of implementing PFMR:** Several milestones have been achieved since the introduction of PFMR in 2006. Despite this, negative stories have taken precedence hence limiting public awareness of what has been achieved so far. To tackle this, the Secretariat, in collaboration with implementing agencies and county governments will produce and seek media broadcast of a documentary to showcase the impact of the reforms on the Kenyan economy.

5. **Publish PFMR status reports every 5 years-** Every five years, the Secretariat will publish a report detailing the achievements realized within that duration of time. This will be launched at high-profile media events hosting all actors involved in PFMR including development partners. This will help in shaping media and national narratives around the reforms.

6. **Facilitate training on the reforms:** Lack of adequate awareness on PFMR particularly among county governments and to a small extent, implementing agencies emerged as an issue during primary research. Thus, the Secretariat will organize training workshops to bring various actors together for training on reforms. This will be accomplished through several phases namely, MDAs training workshop; county government training workshop; CSO training workshop among other phases that may be found necessary.

7. **Publish and disseminate handbooks on reforms- PFM Reforms 101:** As part of ensuring that information on the reforms is not only accessible but also comprehensible, the Secretariat will commission the development of a reforms handbook titled- PFM Reforms 101. It will contain information on all issues related to the reforms, documented in an easy to read format and will also contain frequently asked questions on the reforms. The handbook will be made available to counties, MDAs, the private sector, CSOs, FBOs among other relevant stakeholders.

8. **Leverage on events held by implementing agencies:** Implementing agencies hold nation-wide events on annual basis. The Secretariat will leverage on such to raise awareness on the reforms by setting up its own booth and distributing IEC material. These events include:

Implementing Agency	Event
Public Service Commission	Public Service Week
Kenya Revenue Authority	Taxpayers week
Public Procurement Regulatory Authority (PPRA)	East African Procurement Forum
Institute of Certified Public Accountants of Kenya (ICPAK)	FiRE Awards

Table 9: Sample implementing agencies- annual events.

9. **Launch events –** As part of the publicity and awareness drive towards reform activities, the Secretariat and implementing agencies will co-organize launch events around new projects.

10. **Interaction with the County Government:** County Governments being major stakeholders, should be aware of all that is happening around the reforms. One way of raising awareness to them is by having frequent interactive forums at the County level. This will enable the different Counties to give feedback based on the needs of the County. Another way is by having a focal point person at the Counties. Through this focal point all emerging issues can be channelled to the relevant implementing units and communication can be made through this person. Another way of reaching the County Governments is by engaging with the Council of Governors which acts as the focal point for all the County Governments. The Council of Governors coordinates all the activities happening at the counties and so by partnering with them, the reforms can reach as many counties as possible. This is also possible because the Council of Governors has a measure of authority to the Counties.

11. **Public participation:** Feedback from the public is important for the reforms. One way of getting feedback from the public is by having frequent 'Barazas' at the County level. This will allow for feedback from the 'Mwananchi' and especially those who are not on Social Media, where they can express themselves. Another way of allowing feedbackis by Social Media communication. Social media will allow for an interactive platform between the public and the secretariat. This will help in raising awareness about the reforms.

12. **Conduct a media perception survey:** Findings from the media content analysis indicate a negative bias towards the coverage of stories around the reforms. To obtain a better understanding of the media position, the Secretariat will conduct a survey amongst top media houses in Kenya with the aim of assessing their level of understanding of the reforms, their perceptions towards the reforms, their top sources of information on the reforms and their requirements from the various implementing agencies for accurate reporting. The survey will not only provide insights on the actual position of the media but also provide direction on existing information gaps as well as various avenues for influencing support.

13. **Journalists' training on PFM:** Some of the reasons behind the inadequate coverage of the PFM reforms and the negative coverage on the same is lack of sufficient understanding of the reforms by the media fraternity. As such, the Secretariat will organize a series of training sessions aimed at helping journalists understand the various dimensions of the reforms and what they are collectively working towards.

14. **Hold periodic press briefings/media roundtables:** One of the principles of effective government communication is availability and responsiveness. In view of this, the Secretariat will organize press briefings on the status of the PFM reforms periodically. The briefings will bring together all stakeholders involved in implementing the reforms where they will each showcase the achievements gained as well as the way forward. Besides providing access to information, the briefings will demonstrate accountability in implementing the reforms and thereby contribute towards building broad support.

15. **Annual Wajibika Award:** As part of building media support for the reforms as well as transforming media perception, the Secretariat will in collaboration with the implementing agencies issue the annual Wajibika Award which will recognize journalists advancing public finance management in Kenya through accurate reporting. The announcement on the award and the criteria for shortlisting will be made in advance giving journalists time to time to build their profiles.

1. **Develop a standard induction program:** To enhance transfer of skills among incoming personnel, a PFMR induction programme will be developed and disseminated to all MDAs and County Governments. The programme will detail areas of training and will be accompanied by materials such as: the PFMR handbook, brochures/leaflets and the popular version of the PFM Act (2012).

2. **Improve ICT infrastructure:** One of the major challenges cited in the implementation of the reforms is the unavailability of adequate ICT infrastructure. To resolve this, the Secretariat will engage the ICT Authority and ICT managers in MDAs and county governments to install better ICT infrastructure for the enhanced implementation of the reforms.

3. **Partnership with academic institutions and think tanks:** To meet the demand for capacity building among implementers, the Secretariat will partner with institutions specializing in matters finance and economics.

4. **Develop and implement a knowledge management strategy:** Knowledge management serves to improve the flow of information within an organization and its stakeholders. It also makes available information when and where it is needed thus eliminating information gaps that impend effective delivery. In view of this, the Secretariat will with the direction of its communication division or consultant develop a knowledge management system that will continuously collate information from all implementing agencies and development partners and make it available at all times. The knowledge management strategy will help address knowledge transfer challenges that result from staff turnover particularly at the county level. As part of the knowledge management strategy the Secretariat will publish a lessons learnt booklet. Led by Monitoring and Evaluation specialists and supported by the communications division, this tactic will help pin-point common areas in projects that can be addressed, provide guidelines for future projects and most importantly facilitate cross-pollination of ideas among implementing agencies.

5. **Coordinate training for county government personnel:** Given the rapid change in staff composition at county levels particularly following electoral periods, the Secretariat will facilitate periodic training workshops for county staff for smooth transition.

Objective 4: To create synergies among the different stakeholders to promote ownership of the PFMR

1. **Quarterly intergovernmental e- newsletters:** Every three months, the Secretariat will publish a newsletter highlighting projects and activities being undertaken by various implementing agencies. This will be disseminated among the MDAs, county governments and development partners as source of regular updates on the reforms' progress. At the end of every year, the final newsletter will have the PFMR Coordinator's address to all implementing agencies recognizing their contribution to the reform agenda and pinpointing annual highlights and providing an overview on what to expect in the coming year.

2. **Increase the capacity of the Secretariat:** Part of this document analyses the Secretariat's staffing capacity vis a vis the scope of their work. From this, it is evidentthat the Secretariat will benefit from a bigger staff complement. Hence, in enhancing its capacity to coordinate activities by scores of actors, the Secretariat will recruit additional personnel and redistribute tasks for more efficient performance.

3. **Train communications personnel from implementing MDAs:** To facilitate the entrenchment of tenets surrounding the reforms among implementing agencies, the Secretariat will facilitate a communication workshop for communication personnel. The aim is to empower them on various approaches to adopt in fostering staff knowledge, understanding and appreciation of the reforms.

4. **Joint result team meetings-** to foster interaction and information exchange among implementing agencies, the secretariat will coordinate joint result team meetings. These will be held frequently- say once every quarter hence ensuring that implementing stakeholders are in the know about on-going projects and activities.

5. **Wajibika forum to bring together implementing stakeholders -** every year, the Secretariat with the support of implementing agencies will host a 2-3-day stakeholder engagement forum. The forum will provide an avenue to bring together various actors involved in the reforms and further enhance information exchange.

Objective 5: To strengthen engagement with development partners for enhanced focus towards achievement of common goals and results of the programme

1. **Share monitoring and evaluation reports:** M & E reports show the outputs of the investments made during the implementation of the reforms. This is information that both existing and potential development partners would be interested in. As such, the Secretariat will prepare and share project M&E reports with development partners. The reports will be accompanied by a clear rationale of the various indicators/metrics used. This will help build development partners' trust in the use of their resources and may consequently motivate them to keep supporting reform activities. The communication division will provide support in: editing, design and layout as well as dissemination.

2. **Communicate results:** different from the monitoring and evaluation reports, this aims to attract the interest of a wider audience. It involves disseminating project success stories and lessons learnt. The Secretariat will achieve this by:

   - **Publishing and disseminating quarterly e-newsletters:** (E) Newsletters help organizations to showcase the impact of their work in the form of visuals and story-telling. Given that development partners are interested in seeing the output, outcome and impact of their support, the Secretariat will produce and disseminate an e-newsletter in every quarter showcasing the progress of the projects being implemented by various MDAs and county governments.

   - **Publishing and disseminating annual reports:** Quarterly newsletters will be morphed in annual reports at the end of every year showcasing the work done over that period. Being a larger publication, the annual reports will include not only impact stories but also testimonials and reflections from development partners, CSOs/FBOs, county governments, MDAs and the common mwananchi-thus allowing it to communicate the progress of the reforms through the eyes of every stakeholder. In addition, the annual reports will include financial statements detailing how and where various funds were utilized.

   - **Develop before and after story features highlighting change**

   - **Develop a story bank on PFMR activities that includes visuals** (professional photographs, testimonials and videos) that emphasize results of implementing the reforms.

3. **Acknowledge partner support:** Thanking partners for their support is an essential part of maintaining good relations and securing future funding. As such the Secretariat will observe the following: incorporate partner logos on the PFMR website; insert partner logos on project documentation for example reports- the communications division will produce guidelines for purpose, review and update it regularly and; invited development partners representatives to programme activities.

4. **Develop advocacy tools: Separate from IEC material** developed to provide general information on the reforms, the secretariat will design and publish material for the sole purpose of mobilizing additional donor/partner support. This will include but will not be limited to brochures, concept notes and proposals that best provide an overview of PFMR programmes. Produced in appealing design, the material will further aim to introduce main challenges/ gaps or program needs.

5.5 PFMR Digital Media Strategy

The world of digital internet technology is fast evolving and is becoming the most sophisticated yet vital means of communication. Digital media is the use of web-based and mobile technologies to turn communication into interactive dialogue. With the availability and spread of internet across the globe, and the development of Facebook in 2003, there is an ever-increasing number of social media platforms. Millions of people around the world now interact with each other across politics, business, education and entertainment on social networking forums.

In Kenya, availability of internet has steadily increased over the last decade especially in the urban centers. This has enabled the growth and development of digital media presence in the country. Kenya has well-established infrastructure that is catalysed by high speed internet. In addition, mobile phones with internet applications are owned by majority of people, both in urban and rural settings. It therefore makes the platform accessible, usable and highly preferred by a population that is fast adapting to the digital age.

This strategy defines how the secretariat will use digital media to achieve its communications aims and identifies the supporting platform and tools it will use to achieve this.

Specific Objectives

1. To create awareness and disseminate information to the key stakeholders. This ensures understanding of PFMR's obligations, duties, functions and activities.
2. To drive stakeholder engagement: receive and respond to feedback from the stakeholders.
3. To increase PFMR's brand visibility and manage the organization's online brand reputation.

Priority Channels

Channel	Account	Purpose
Twitter	@PFMRKENYA https://twitter.com/PfmrsKenya	For stakeholder engagement and getting out PFMR messages on a regular basis in a concise format.
Facebook	PFMR Kenya https://www.facebook.com/pfmr.kenya	Important for PFMR brand building and also for running digital public participation campaigns.
YouTube	PFMR Kenya channel https://www.youtube.com/user/PFMKenya	For sharing information in video format, as well as campaigns related to the PFMR functions.
PFMR Website	http://pfmr.go.ke/	Main source of all authentic information on the PFMR secretariat – Counters misinformation by blogs

Tactics

Social media is a two-way interactive platform that thrives on continued engagement of people. The Matrix below outlines the engagement tactics, their importance and where they can be applied.

#	Tactic	Description & Relevance	Channels
1.	Participation in e-discussion forums	PFMR Social Media Accounts should be used join conversations rather than starting them. They should be used to drive conversations around the issues of PFMR and the concerns being raised by the public.	Twitter Facebook
2.	Holding Q&A session	Question and answer sessions will allow PFMR secretariat to have a conversation with the audience and to identify their views on different relevant matters. Replies to stakeholders' mentions and queries will spark more interest in engagement. The replies should be relevant to the query and be the very latest to grab people's attention.	Twitter Facebook
3.	Conducting polls and surveys	Polls and surveys are important ways to involve the public. They will allow PFMR secretariat to not only generate meaningful information but also to engage the stakeholders.	Twitter
4.	Posting frequently and consistently	Posting frequently and on a regular basis serves to draw the attention of followers. Additionally, Google considers the freshness score while ranking the websites and Social Media accounts. • Whenever content is published on the PFMR Website, such content/stories will be shared on social media.	Website Facebook Twitter YouTube

#	Tactic	Description & Relevance	Channels
5.	Responding Quickly and Thoroughly.	53% of social media users expect a response within 60 minutes. This will be done by using different social media tools, setting alerts, and continuous monitoring.	Facebook Twitter YouTube
6.	Making it Easy for People to Engage.	Posting high quality content and diplomatically asking PFMR followers to share their opinion. For Facebook, it is prudent to ask the audience to share informational posts made by PFMR. Such content will have an explanation of the reason of sharing, so that people will be interested to read.	Facebook Twitter YouTube
7.	Sharing other content and comments posted by others (re-tweeting).	As engagement works both ways, sharing followers' content or other stakeholders' post, will indulge the audience to share PFMR's posts in return. Also liking and sharing others' posts will help to grab attention and develop interest for other people on the PFMR brand. Sharing others' post will boost social media engagement.	Twitter Facebook
8.	Running public participation campaigns	Development projects that do not include a participatory element are frequently seen as unethical or invalid. And government projects are often seen as illegitimate if they do not include forms of citizen engagement such as consultations, surveys or citizen discussions. Engaging the public through social media can attract thousands of attentions. Such engagement may include testing the knowledge of the public on the mandates of the PFMR secretariat.	Facebook Twitter
9.	Add (#) hashtags in your post	#Hashtags help people to find the relevant content on social media platforms like Twitter, Facebook and YouTube. Appropriate hashtags will be used in posts to reach bigger numbers and generate discussions on particular topics.	Twitter
10.	Personalizing response	While responding to followers, personalize comments and address the audience by their names (first name) will help make them feel more appreciated and engaged	Twitter Facebook
11.	Answer private questions publicly.	Non-sensitive questions/enquiries received via inbox/direct message will be responded to publicly. This will help showcase PFMR's authority and knowledge in such issues raised. On the other hand, PFMR followers will see that the secretariat is keen on answering their questions and will keep coming back for more.	Facebook Twitter
12.	Diversifying digital content to satisfy all tastes.	While some people prefer visual content such as videos and images, others prefer reading and high-quality photos. Only high-quality images that are relevant to PFMR messages will grab attention of people and help easy and quick understanding. Posts with images have better social media engagement than those without images and videos. So, using high quality images will be the most preferred means to improve social media engagement.	Facebook Twitter YouTube