

#### **REPUBLIC OF KENYA**

# THE NATIONAL TREASURY AND ECONOMIC PLANNING STATE DEPARTMENT FOR ECONOMIC PLANNING

# REVISED GUIDELINES FOR PREPARATION OF FIFTH-GENERATION STRATEGIC PLANS, 2023 – 2027

June, 2023

#### **FOREWORD**

Strategic planning is a significant component of the results-based management framework. Its purpose is to ensure that public sector institutions deliberately and effectively define their strategic directions and make informed and appropriate decisions regarding resource allocation to implement priority policies and programmes. This significance is manifest in its catalytic role in ensuring that the entire results-based management ecosystem delivers the desired outcomes, viz: Prudent public finance management, effective performance management, citizen-centric service delivery, and integrated payroll and personnel database management.

In line with this imperative, I am pleased to issue the Guidelines for Preparation of the Fifth-Generation Strategic Plans for Ministries, Departments, Agencies, and Counties (MDACs) as well as Constitutional Commissions and Independent Offices. These Guidelines are in compliance with the Public Service Commission Performance Management Regulations, 2021, which stipulate that every public body should develop and implement a strategic plan following the guidelines issued by the Ministry responsible for Planning. In addition, the Guidelines conform to the provisions of the Public Finance Management Act, 2012, which require public sector entities at the national and county levels to prepare strategic plans.

These Guidelines reflect the evolving global, regional and national socio-economic, and political governance landscape. The Guidelines espouse the underlying mantra of 'Delivering as One' within the 'Perfect Storm'. Of significance, the Guidelines are in cognizance of the transformative government development aspirations as prescribed in the Bottom-Up Economic Transformation Agenda (BETA) and the Kenya Vision 2030 Fourth Medium Term Plan (MTP IV). The transformative agenda, which is envisaged in the BETA encompasses five core pillars of Agriculture; Micro, Small and Medium Enterprises (MSMEs); Universal Healthcare; Affordable Housing and Settlement; and Digital Superhighway & Creative economy. By aligning the Guidelines to the transformative development agenda, it is expected that the Government will address the high cost of living, food insecurity, rampant unemployment, exclusive growth, dwindling revenues, and unfavourable foreign exchange balance, as well as adverse effects of climate change.

I extend my deepest gratitude to His Excellency the President's Council of Economic Advisors for the technical support extended to the State Department for Economic Planning towards the development of the Guidelines. I also wish to appreciate the leadership of the Principal Secretary, State Department for Economic Planning in coordinating the preparation process. I call upon all stakeholders to join efforts towards realizing the transformative agenda as will be actualized in the strategic plans of MDACs, Constitutional Commissions and Independent Offices.

Prof. Njuguna Ndung'u, CBS

Cabinet Secretary,

The National Treasury and Economic Planning

#### **PREFACE**

The State Department for Economic Planning has the mandate to spearhead national and sectoral development planning. In fulfilling this mandate, the State Department has developed Guidelines for Preparation of Fifth-Generation Strategic Plans for Ministries, Departments, Agencies, Counties (MDACs), Constitutional Commissions, and Independent Offices.

The Guidelines prescribe the process of developing strategic plans which entails initiation, development, validation and finalization. At the core of the Guidelines is the outline of the structure of the strategic plans along the key components of strategy development, implementation, and monitoring & evaluation. The process infuses the principles of sequencing and value chain execution framework that are prescribed in the Bottom-Up Economic Transformation Agenda (BETA).

The process of developing the Guidelines was highly consultative with the involvement of key stakeholders who provided valuable input. A Taskforce was constituted to develop the Guidelines through a review of the Guidelines issued in August 2022. The Taskforce comprised a member of the President's Council of Economic Advisors and officers from the State Department of Economic Planning and representatives of the Central Planning and Project Monitoring Departments (CPPMDs) in Ministries.

I would like to express gratitude to the Taskforce members namely: Prof. Vincent Machuki, from the President's Council of Economic Advisors (Team Leader), Benson Kimani, Dr. John Nyangena, E.M. Nanzala, David Waga, Florence Were, Patricia Gachoki and Domnick Loriakwe for developing the Guidelines within the stipulated timelines. Further, I extend my appreciation to Mrs. Katherine Muoki, the Economic Planning Secretary, for coordinating and facilitating the taskforce. I sincerely appreciate the contributions of all Heads of Directorates in the State Department for Economic Planning, Heads of CPPMDs as well as other stakeholders who provided invaluable input.

Finally, we expect that all MDACs, Constitutional Commissions, and Independent Offices will utilize the Guidelines to develop high quality strategic plans aligned to BETA and MTP IV in order to realize the development aspirations of the Government.

James Muhati Principal Secretary

**State Department for Economic Planning** 

# **TABLE OF CONTENTS**

FOREWORD	i
PREFACE	ii
ACRONYMS AND ABBREVIATIONS	iv
KEY CONCEPTS AND TERMINOLOGIES	v
EXECUTIVE SUMMARY	vi
SECTION ONE: INTRODUCTION	1
1.1 Background	1
1.2 Purpose of the Guidelines	
1.3 Scope of the Guidelines	
1.4 Key Policy and Legal Documents	
SECTION TWO: STEPS IN PREPARATION OF THE STRATEGIC PLAN	
Step One: Initiation of the Strategic Planning Process	4
Step Two: Strategic Plan Development	
Step Three: Strategic Plan Validation	
Step Four: Finalization and Dissemination of the Strategic Plan	
SECTION THREE: OUTLINE OF THE STRATEGIC PLAN	7
Preliminaries	7
Chapter One: Introduction	8
Chapter Two: Strategic Direction	10
Chapter Three: Situational and Stakeholder Analyses	
Chapter Four: Strategic Issues, Goals and Key Result Areas	
Chapter Five: Strategic Objectives and Strategies	
Chapter Six: Implementation and Coordination Framework	17
Chapter Seven: Resource Requirements and Mobilization Strategies	22
Chapter Eight: Monitoring, Evaluation and Reporting Framework	

# **ACRONYMS AND ABBREVIATIONS**

AU

African Union

**BETA** 

Bottom-Up Economic Transformation Agenda

**CPPMD** 

Central Planning and Project Monitoring Department

**EAC** 

East African Community

**KRA** 

Key Results Area

**MDACs** 

Ministries, Departments, Agencies and Counties

Mn

Million

**MTEF** 

Medium-Term Expenditure Framework

MTP IV

Fourth Medium Term Plan

**SOEs** 

State Owned Enterprises

**ToRs** 

Terms of Reference

UN

**United Nations** 

# **KEY CONCEPTS AND TERMINOLOGIES**

**Key Activities:** Actions taken or work performed, through which inputs are mobilized to produce outputs.

**Baseline**: A description of the initial state of an indicator before the start of a project/programme, against which progress can be assessed or comparisons made.

**Commercial State-Owned Enterprises:** Legal entities created by Government to engage in commercial activities on its behalf.

**Indicator:** A means for measuring progress/change that results from an intervention. It measures a change in a situation or condition and confirms progress towards achievement of a specific result. It is used to measure a project impact, outcomes, outputs and inputs that are monitored during project implementation to assess progress.

**Key Results Areas**: They are the broad areas in which you are expected to deliver results. *Example: Food Production* 

**Outcome:** The intermediate results generated relative to the objective of the intervention. It describes the actual change in conditions/situation as a result of an intervention output(s) such as changed practices as a result of a programme or project.

**Output:** Products, services, or immediate results, tangible or intangible resulting directly from the implementation of activities or applying inputs.

**Strategies:** Broad abstractions which are descriptive of the means for achieving the strategic objectives.

**Strategic Issues**: These are problems or opportunities emanating from situational analysis that an organisation has to manage in order to be able to fulfil its mandate and mission. *Example: Food Security.* 

**Strategic Goal:** General qualitative statements on what an organisation is hoping to achieve in the long term. Each strategic goal is linked to a strategic issue. Goals are the foundations of your plan and need to be set at the start of the planning process. *Example: Improve food Security.* 

**Strategic Objectives**: These are what the organization commits itself to accomplish in order to achieve strategic goals. Strategic objectives should be SMART; they establish performance levels to be achieved on priority issues and measures of success in fulfilling critical mission statement elements. *Example: To increase acreage under crop production.* 

**Target:** A result to be achieved within a given time frame.

**Top Leadership**: Individuals or groups of people who carry the Vision of an organization and are responsible for achieving its mandate. For Ministries top leadership includes Cabinet Secretary and Principal Secretary, Board of Directors for State Corporations and Chairpersons or Heads of Commissions and Independent Offices, and respective CEOs.

**Value Chain**: A description of the production-to-market linkages, generating value to the customer through efficient processes and procedures. Value chains are about understanding how creation of value is distributed along the chain.

#### **EXECUTIVE SUMMARY**

The Guidelines for the preparation of the Fifth-Generation Strategic Plans (2023 - 2027) have been developed against the backdrop of the need to align the MDACs, Constitutional Commissions, and Independent Offices to the transformative national development aspirations as espoused in the Bottom-Up Economic Transformation Agenda (BETA) and the Kenya Vision 2030 Fourth Medium Term Plan (MTP IV) 2023 – 2027. Over and above this need, the Guidelines are meant to ensure uniformity in the preparation of the Strategic Plans across MDACs, Constitutional Commissions, and Independent Offices. The Guidelines have been prepared through reviewing the August 2022 issued guidelines.

The Guidelines, therefore, provide MDACs, Constitutional Commissions, and Independent Offices with a framework for the preparation of the strategic plans for the period 2023 - 2027; norms and standards to ensure uniformity in the development of strategic plans across public organizations; and alignment of strategic plans to the national development priorities, regional, and international development frameworks.

In preparing the Strategic Plans, the MDACs, Constitutional Commissions, and Independent Offices will be expected to follow four (4) key steps: Strategic Plan Initiation, Development, Validation, and, Finalization and Dissemination.

The strategic plans will be expected to be structured along eight (8) chapters: Chapter One sets the context for strategic planning; Chapter Two provides the Strategic Direction for the Organization; Chapter Three presents the Situational and Stakeholder Analyses; while Chapter Four covers the Strategic Issues, Goals and Key Result Areas (KRAs).

Chapter Five outlines the Strategic Objectives and Strategies; Chapter Six provides the Implementation and Coordination Framework; Chapter Seven presents Resource Requirements and Mobilization Strategies; while Chapter Eight describes the Monitoring, Evaluation and Reporting Framework. Relevant Annexures (Annex I - Action Plan Implementation Matrix, and Annex II - Outcome Performance Matrix) will be attached to the Strategic Plans.

# **SECTION ONE: INTRODUCTION**

#### 1.1 Background

Strategic Planning can be defined as the art and the science of formulating, implementing, and evaluating cross-functional decisions that enable an organization to achieve its ultimate objectives (David, 2009)¹. Strategic Planning can also be defined as the set of processes used by an organization to assess the strategic situation and develop a strategy for the future (Shafritz, 2005)². In 2001, the Government developed and launched a strategy for performance improvement in the Public Service, which sought to increase productivity and improve service delivery. A key aspect of the strategy was the Results Oriented Management approach, which culminated into the introduction of Results Based Management in 2004. This was a deliberate policy to improve performance, service delivery and governance. The key tenets of this policy included: Strategic plans, service delivery standards, citizen service delivery charters, annual work plans, performance contracts, and staff performance appraisal.

The Government has continued to use strategic planning as main tool for improving efficiency and effectiveness in public service delivery. Strategic plans help an organization to align strategies, activities and budgets with the national development priorities. The priorities are articulated in the Kenya Vision 2030 and its Medium-Term Plans; Bottom-Up Economic Transformation Agenda (BETA); East African Community Vision 2050; African Union Agenda 2063; the United Nations (UN) 2030 Agenda for Sustainable Development; and other international and regional treaties and conventions.

Strategic plans are linked to the Medium-Term Expenditure Framework (MTEF) budget process, and take into consideration national and international best practices as well as the linkages between the national and county governments levels. They are the basis of setting targets for the Performance Contracting and staff appraisal system.

The National Treasury and Economic Planning through the State Department for Economic Planning spearheads the development and issuance of guidelines for preparation of strategic plans for Ministries, Departments, Agencies and Counties (MDACs), Constitutional Commissions and Independent Offices. The Guidelines are aligned to the Public Service Commission Performance Management Regulations, 2021 which stipulate that every public body shall develop and implement a strategic plan in line with guidelines issued by the Ministry responsible for Planning. In addition, the Public Finance Management Act 2012 states that Accounting Officers at the national and county levels shall prepare strategic plans for their entities.

<sup>&</sup>lt;sup>1</sup> "Strategic Management Cases and Theories". Prentice Hall

<sup>&</sup>lt;sup>2</sup> "Classics of Organization Theory" (6th ed.). Belmont, CA: Wadsworth.

The Guidelines for the preparation of the Fifth-Generation Strategic Plans (2023 - 2027) have been developed in consideration and recognition of the prevailing macroeconomic exigencies and trends as well as the national transformative development agenda.

#### 1.2 Purpose of the Guidelines

The purpose of the Guidelines is to:

- i. Provide MDACs, Constitutional Commissions, and Independent Offices with a framework for the preparation of the strategic plans for the period 2023 2027;
- ii. Provide norms and standards to ensure uniformity in the development of strategic plans across MDACs, Constitutional Commissions, and Independent Offices; and
- iii. Ensure alignment of strategic plans for MDACs, Constitutional Commissions, and Independent Offices to the national development priorities, regional, and international development frameworks.

# 1.3 Scope of the Guidelines

MDACs as well as Constitutional Commissions and Independent Offices are required to use these Guidelines in the preparation of their strategic plans for the period 2023 - 2027. The State Department for Economic Planning will offer technical support (on demand basis) to enhance adherence to the Guidelines by MDACs, Constitutional Commissions, and Independent Offices.

For uniformity and standardization, the strategic plans should be structured along eight (8) chapters as depicted in Section Three of these Guidelines. The plans should also have the relevant annexures.

# 1.4 Key Policy and Legal Documents

During preparation of the strategic plans, MDACs, Constitutional Commissions, and Independent Offices should familiarise themselves with policies and enabling legislative and regulatory frameworks relevant to their mandates. Among the policy and legal documents that the institutions should also acquaint themselves with include the following:

- i. The Constitution of Kenya;
- ii. The Kenya Vision 2030;
- iii. Bottom-Up Economic Transformation Agenda (BETA) 2022 2027;
- iv. Fourth Medium Term Plan (MTP IV) 2023 2027 and its Sector Plans;
- v. Public Service Commission (Performance Management) Regulations, 2021;
- vi. Public Finance Management Act, 2012;
- vii. National Spatial Plan, 2015-2045;

- viii. The National Disaster Risk Management Policy, 2017;
- ix. MTEF Reports;
- x. Executive Order No. 1 of 2023 on Organization of the Government of the Republic of Kenya;
- xi. Various Executive Orders issued on Organization of the County Governments; and
- xii. Various Circulars issued from time to time.

Among the above documents, the following have specific sections on strategic planning:

Public Service Commission Performance Management Regulations, 2021: Part III of the Regulations on 'Planning for Efficient and Effective Delivery of Services' (Sections 11 and 12) stipulate that: Every public body shall develop and implement a strategic plan; the public body shall develop the strategic plan in a participatory manner; the programmes and activities included in the strategic plan shall be in line with the guidelines issued by the Ministry responsible for planning; and, the strategic plans shall be published and disseminated to stakeholders.

**Public Finance Management Act, 2012:** Section 68(2)(g) of the Act states that an Accounting Officer (for a national government entity, Parliamentary Service Commission and the Judiciary) shall prepare a strategic plan for the entity in conformity with the medium-term fiscal framework and fiscal policy objectives of the National Government. Section 149(2)(g) of the Act states that an Accounting Officer (designated for a county government entity) shall prepare a strategic plan for the entity in conformity with the medium-term fiscal framework and financial objectives of the county government.

Circular Letter No.1 of 2023 on Analysis and Interpretation of Mandates and Core Functions in MDAs following reorganization of Government contained in Executive Order No. 1 of 2023. Component 1A – Circular on Analysis and Interpretation of Mandates and Core Functions. Extract – In this regard, the Principal Secretaries/Accounting Officers are expected to carry out the following: (i) Analyze and interpret the Mandate and come up with the following: Vision, Mission, Core Functions, Goals, Policy Priorities, Strategic Objectives, Specific Tasks, SMART Targets and Work Plans (Specific, Measurable, Achievable, Realistic, Time bound) of MDAs.

#### SECTION TWO: STEPS IN PREPARATION OF THE STRATEGIC PLAN

During preparation of the strategic plan, each MDAC, Constitutional Commission, and Independent Office should be guided by the following steps:

#### Step One: Initiation of the Strategic Planning Process

- i. Top Leadership of the Organization initiates the strategic planning process by determining the rationale and scope of the review and/or development of the Strategic Plan;
- ii. Top Leadership develops Terms of Reference (ToRs) for the review and/or development of the Organization's Strategic Plan; and
- iii. Top Leadership forms and guides a technical committee to review and/or develop the Organization's Strategic Plan.

#### **Step Two: Strategic Plan Development**

- i. The Technical Committee interprets, reviews and adopts the ToRs issued by the Top Leadership on review and/or development of the organization's strategic plan;
- ii. Based on the ToRs, the Committee develops a costed roadmap and/or action plan for the review and/or development of the Strategic Plan for consideration and approval by the Top Leadership;
- iii. The Committee develops a Strategic Framework for the review and/or development of the Strategic Plan. The Framework shall entail the following:
  - a. Definition of the context of Strategic Planning by way of a comprehensive description of the relevant global, regional and national policy, legal and regulatory frameworks; clear demonstration of the organization's contribution towards the realization of the aspirations of such frameworks and their linkage with the National Development priorities. The frameworks include the UN 2030 Agenda for Sustainable Development, African Union's Agenda 2063, East Africa Community's Vision 2050, the Constitution of Kenya, Kenya Vision 2030, BETA, MTP IV, among others.
  - b. Determination of the organization's Strategic Direction which comprises of the Vision, Mission, Goals, Core Values and the Quality Policy Statement. These should be preceded by a statement of the organization's mandate.
  - c. A comprehensive analysis of the organization's external and internal contexts as well as its stakeholders. The analysis will entail the following:

- 1. External Analysis: An understanding of the developments in the organization's external environment with a view to appreciating their implications to the organization in terms of opportunities and/or threats and identification of the requisite strategic responses. The external environment shall constitute the following:
  - i. Macro Environment or Remote Environment: The factors which the MDAC, Constitutional Commission, and Independent Office does not have control over but have impact on its decision making and performance;
  - ii. Micro-Environment or Immediate Operating Environment: The factors which affect the MDAC, Constitutional Commission, and Independent Office in accessing resources for deployment in achieving its objectives;
  - iii. *Industry or Competitive Environment* (for commercial State-Owned Enterprises (SOEs) which compete in particular industries); and
  - iv. *Market analysis* (for commercial SOEs which compete in particular markets).
- 2. *Internal Analysis:* An appraisal of internal situation of the MDAC, Constitutional Commission, and Independent Office with a view to unearthing the strengths and/or weaknesses.
- 3. Analysis of Past Performance: A review based on the level or extent of achievement of the objectives in the previous strategic plan. Clarity on Key Result Areas (KRAs), the specific objectives, performance achievements, challenges and lessons learnt.
- 4. Stakeholder Analysis: Identification of the MDACs', Constitutional Commissions', and Independent Offices' key stakeholders; role and expectation of each stakeholder; and vice versa.
- 5. Identification of *strategic issues* emerging out of situational and stakeholder analyses.
- 6. Formulation of strategic goals and determination of KRAs to address the strategic issues.
- 7. Adoption and adaptation of the Sustainable Balance Scorecard in formulating *strategic objectives* to address the strategic goals.
- 8. Determination of the *strategies* to achieve the strategic objectives.

- 9. Development and description of the *Implementation and Coordination Framework* for the strategic plan through adoption and adaptation of appropriate institutionalization and operationalization frameworks as well as description of an effective coordination framework for the implementation and execution of the strategic plan.
- 10. Description of a comprehensive Risk Management Framework.
- 11. Description of the *Resource Requirements and Mobilization Strategies* for effective implementation of the Strategic Plan.
- 12. Description of the Strategic Plan's *Monitoring, Evaluation and Reporting Framework*.

**NB:** MDACs, Constitutional Commissions, and Independent Offices are advised to formally seek technical support on the interpretation of the Guidelines and the preparation of their specific strategic plans from the State Department for Economic Planning.

#### **Step Three: Strategic Plan Validation**

- i. The draft strategic plan should be shared with the internal and external stakeholders for validation and feedback; and
- ii. The validated draft strategic plan should be submitted to the State Department for Economic Planning for review and feedback to inform finalization of the Plan.

## Step Four: Finalization and Dissemination of the Strategic Plan

The strategic plan should be finalized and publicized in readiness for implementation at the beginning of the plan period.

# SECTION THREE: OUTLINE OF THE STRATEGIC PLAN

In preparing the strategic plans, the outline given below should be followed by the MDACs, Constitutional Commissions, and Independent Offices in order to ensure uniformity and standardization.

# **Preliminaries**

i. **Cover Page:** The Coat of Arms and organizational logo (if any), name of the organization, Strategic Plan Period (2023 – 2027), Kenya Vision 2030 logo, tagline/motto for the organization (if any).

## **Subsequent Pages**

- ii. Half Title Page: Vision, Mission, and Core Values (list without descriptions).
- iii. **Foreword:** The Foreword should include the organizational policy direction, rationale and commitment towards implementation of the plan. It should be signed by the Cabinet Secretary, Chairperson of a Constitutional Commission, Head of an Independent Office, Chairperson of a State Corporation, or County Executive Committee member (responsible for the Department in a County Government).
- iv. **Preface and Acknowledgement:** It should include a brief on the content of the strategic plan, the process followed in its development and acknowledgement of the key stakeholders (internal and external) involved in the preparation process. It should be signed by the Principal Secretary(ies), Chief Executive Officer or Chief Officer(s) [responsible for the Department(s) in a County Government].
- v. Table of Contents
- vi. List of Tables
- vii. List of Figures and Maps (If any)
- viii. Definition of Concepts and Terminologies this should include all the unique terms used in the strategic plan
- ix. Acronyms and Abbreviations
- x. Executive Summary

# **Chapter One: Introduction**

Overview (A brief on what the chapter entails – one paragraph).

# 1.1. Strategy as an imperative for Organizational Success

MDACs, Constitutional Commissions, and Independent Offices should describe the centrality of the strategic plan in achieving organizational success. This should focus on demonstration of commitment to achieve corporate objectives that are anchored on an organization's strategic issues and/or KRAs. Emphasis should be made on clear, proactive and well-thought-out strategies to steer the organization towards achieving its objectives, attaining high levels of performance, and realizing its vision.

Further, MDACs, Constitutional Commissions, and Independent Offices should describe the characteristics of carefully and appropriately chosen strategic choices, underscoring the need to articulate strategies through a deliberate and structured strategic planning process. In addition, the MDACs, Constitutional Commissions, and Independent Offices should provide a brief description of their background (inception, mandate, and growth trajectory) and the need for a brilliantly developed strategy that would guarantee sustained success within the context of a volatile, uncertain, complex and ambiguous environment. Such strategy should lead to robust outcomes as well as bring transformation to the organisation. (Maximum - 1 Page)

## 1.2. The Context of Strategic Planning

The strategic plan will be developed in consideration of national development priorities, regional and international development frameworks.

#### 1.2.1. United Nations 2030 Agenda for Sustainable Development

MDACs, Constitutional Commissions, and Independent Offices should clearly identify Sustainable Development Goals (SDGs) that relate to their mandates and describe how the strategic plan will contribute to the attainment of the Goals.

#### 1.2.2. African Union Agenda 2063

MDACs, Constitutional Commissions, and Independent Offices should clearly identify aspirations of the AU Agenda 2063 that relate to their mandates and describe how the strategic plan will contribute to the achievement of the Agenda.

# 1.2.3. East Africa Community Vision 2050

MDACs, Constitutional Commissions, and Independent Offices should clearly identify goals in the EAC Vision 2050 that relate to their mandates and describe how the strategic plan will contribute to the achievement of the Vision.

# 1.2.4. Constitution of Kenya

MDACs, Constitutional Commissions, and Independent Offices should state the provisions of the Constitution relevant to their mandate and how the strategic plan will help implementation of the provisions.

# 1.2.5 Kenya Vision 2030, Bottom-Up Economic Transformation Agenda and Fourth Medium Term Plan

MDACs, Constitutional Commissions, and Independent Offices should identify and describe their contribution to the implementation of the Kenya Vision 2030, BETA and the MTP IV through the strategic plan. This should include a clear description of how the MDAC, Constitutional Commission, and Independent Office integrates the value chain approach (end-to-end value generation to the customer through efficient processes and procedures) in BETA and MTP IV.

# 1.2.6 Sector Policies and Laws

MDACs, Constitutional Commissions, and Independent Offices should provide a clear description of how the strategic plans will integrate sector specific policies, laws and, international treaties and conventions.

# 1.3. History of the Organization (MDAC, Constitutional Commission, or Independent Office)

Provide a brief history of the organization (how it has evolved over time – for a new organization, indicate how the organization came into being). Functions of the organization: This should be as per the Executive Order No. 1 of 2023 on Organization of the Government of the Republic of Kenya, Legal Instruments, Constitution, Acts of Parliament and various Executive Orders on Organization of the County Governments.

# 1.4 Methodology of Developing the Strategic Plan

MDACs, Constitutional Commissions, and Independent Offices should provide a clear description of the methodology used in developing the strategic plan. This should include: Initiation of the process, development, validation and finalization.

# **Chapter Two: Strategic Direction**

(Overview; A brief on what the chapter entails – one paragraph).

#### 2.1 Mandate

MDACs, Constitutional Commissions, and Independent Offices should outline the legally prescribed mandates as provided for in the respective instruments.

#### 2.2 Vision Statement

MDACs, Constitutional Commissions, and Independent Offices should formulate a vivid, idealized, and succinct description of the desired state of affairs that they would wish to attain. A vision sets the ceiling for the highest level of an organization's achievement. Reference should be either the organization or the impact of its existence, that is, a description of what success would look like. The vision should be brief, precise and inspiring.

#### 2.3 Mission Statement

MDACs, Constitutional Commissions, and Independent Offices should formulate a general, comprehensive but short statement based on the organization mandate describing the purpose for which the organization exists. In formulating the mission statement, MDACs, Constitutional Commissions, and Independent Offices should describe what they offer, for whom and how.

#### 2.4 Strategic Goals

Strategic goals should be the desired outcomes in addressing strategic issues, that is, each goal should be a direct outcome of a strategic issue each of which is directly related to the Vision and Mission. MDACs, Constitutional Commissions, and Independent Offices should list the strategic goals formulated in Chapter Four of the Strategic Plan.

#### 2.5 Core Values

MDACs, Constitutional Commissions, and Independent Offices should articulate the guiding principles which underscore the core priorities in the organization's culture. These guiding principles should be anchored on ethical themes and good governance practices. MDACs, Constitutional Commissions, and Independent Offices should be guided by Articles 10 and 232 of the Constitution. The values should be an expression of what the organization stands for and how it should conduct itself. In articulating the guiding

principles, MDACs, Constitutional Commissions, and Independent Offices should provide a brief description of what the core values entail in guiding staff behaviour.

# 2.6 Quality Policy Statement

MDACs, Constitutional Commissions, and Independent Offices should make clear their commitment towards inculcating quality in all that they do. In making this commitment, they should draw from relevant acclaimed quality standards that meet applicable requirements regarding continuous improvement of their internal business processes and procedures as well as services and products offered.

# **Chapter Three: Situational and Stakeholder Analyses**

Overview (A brief on what the chapter entails – one paragraph).

# 3.1 Situational Analysis

#### 3.1.1 External Environment

MDACs, Constitutional Commissions, and Independent Offices should demonstrate an understanding of the developments in the external environment in order to appreciate the implications of such developments as manifested in opportunities and/or threats. The opportunities and/or threats should inform identification of appropriate strategic responses. The understanding of the developments should be informed by a comprehensive analysis of the various types of external environments. These include the macro-environment, micro-environment, industry/competitive environment and market environment.

#### 3.1.1.1 Macro-environment

The MDACs, Constitutional Commissions, and Independent Offices should describe the developments in major external factors which have both direct and indirect impacts on their decision making and performance. The Tool for use is PESTEL (Political, Economic, Social, Technological, Environmental, and Legal).

#### 3.1.1.2 Micro-environment

MDACs, Constitutional Commissions, and Independent Offices should analyse their immediate operating environment that affect access to resources which are necessary for the achievement of the strategic objectives. The key variables would be labour markets, trade unions, customer profiles, creditors, suppliers among others.

## 3.1.1.3 Industry Environment

Commercial SOEs should understand the industries in which they compete. The understanding of the industry should be by demonstration of knowledge of the degree of competition in the industry, the dominant economic features of the industry, the drivers of change in the industry, and the key success factors in the industry. The analysis should make use of the modified Porter's 5-Force Industry Analysis Model, Strategic Group Analysis, and Competitor Analysis.

#### 3.1.1.4 Market Analysis

Commercial SOEs should undertake market analysis with a view to understanding the composition of their customers, where they are located, any changes in customers, what the customers see as important, what the customers' preferences are, whether the customers can be segmented for targeting, and whether there are any unserved segments.

# 3.1.2 Summary of Opportunities and Threats

Based on the analysis of the external environment, MDACs, Constitutional Commissions, and Independent Offices should summarise emergent opportunities and/or threats as per Table 3.1.

**Table 3.1: Summary of Opportunities and Threats** 

<b>Environmental factor</b>	Opportunities	Threats
Political		
Economic		
Social		
Technological		
Legal		
Ecological		
Micro factors*		
Industry environment*		
Market environment*		

<sup>\*</sup> Applicable to commercial State-Owned Enterprises

#### 3.1.3 Internal Environment

Focus to be laid on the MDAC's, Constitutional Commission's, and Independent Office's internal variables such as the value chain activities, resource capabilities, skills, competences, structural design, and culture. It will also entail assessment of the various functional areas to determine their relative contribution to the MDAC's, Constitutional

Commission's, and Independent Office's overall performance. Further analysis entails making meaningful comparisons with MDAC's, Constitutional Commission's, and Independent Office's past performance, benchmarking, and comparison with key success factors in the industry (for commercial SOEs). Tools for internal analysis include Value Chain Analysis (VCA); Resource Based View (RBV); Functional Analysis (FA); and Comparative Analysis (CA).

#### 3.1.3.1 Governance and Administrative Structures

The MDAC, Constitutional Commission, and Independent Office should examine the various governance structures and mechanisms (internal policies, regulations, board composition and structures, etc) as well as the administrative structure which defines the decision-making arrangements as well as reporting relationships. By way of Functional Analysis, the MDAC, Constitutional Commission, and Independent Office should undertake analysis of the organizational structure by examining different functional areas (technical, finance, administration, Human Resource/Capacity, Information and Communication Technology, etc) as areas where core competencies reside in order to identify potential strengths or weaknesses.

#### 3.1.3.2 Internal Business Processes

Within the context of its governance and administrative structures and adoption of both functional and value chain analyses, the MDAC, Constitutional Commission, and Independent Office should undertake an incisive evaluation of its systems, processes, and standard operating procedures in order to determine the areas of strengths and weaknesses by identifying areas of cost and/or time efficiencies and/or inefficiencies that are responsible for either value-creation and enhancement or value-destruction.

# 3.1.3.3 Resources and Capabilities

By disaggregating the resources into tangible, intangible, and organizational capabilities; the MDAC, Constitutional Commission, and Independent Office should analyse and identify its strategic advantages based on examination of its distinct combination of the assets, skills, capabilities, and intangibles as an organization. Through Resource Based and Capabilities analysis as well as Functional and Value Chain analysis frameworks, the MDAC, Constitutional Commission, and Independent Office should determine the strategic characteristics of its resources and capabilities by examining them against the criteria of being Valuable, Rare/Scarce, Inimitable, Durable, and Unsubstitutable.

# 3.1.4 Summary of Strengths and Weaknesses

Based on the analysis of the internal environment, MDACs, Constitutional Commissions, and Independent Offices should summarise emergent strengths and/or weaknesses as per Table 3.2.

**Table 3.2: Summary of Strengths and Weaknesses** 

Factor	Strengths	Weaknesses
Governance	and	
Administrative Structures	S	
<b>Internal Business Process</b>	ses	
Resources and Capabiliti	es	

#### 3.1.5 Analysis of Past Performance

MDACs, Constitutional Commissions, and Independent Offices should undertake an evaluation of their past performance based on the level and/or extent of achievement of the previous strategic plan objectives. In doing this evaluation focus should be laid on KRAs, Specific Objectives, Performance Achievements, challenges and lessons learnt.

#### 3.1.5.1 Key Achievements

The level of achievement of set targets, by KRA – at outcome and output level in prose.

# 3.1.5.2 Challenges

Attendant and extraneous factors that hindered the achievement of the set targets during implementation of the previous strategic plan.

#### 3.1.5.3 Lessons Learnt

Indicate the knowledge gained during implementation of previous strategic plan which show how issues were addressed or should be addressed in the future for the purpose of improving future performance.

#### 3.2 Stakeholder Analysis

A stakeholder is an individual/group/entity with symbiotic relationship with the institution. MDACs, Constitutional Commissions, and Independent Offices should undertake stakeholder mapping and analysis in order to understand the role of the stakeholder, the expectation of the stakeholder and vice versa. The analysis should be presented in tabular form as shown in Table 3.3.

Table 3.3: Stakeholder Analysis

S/No.	Stakeholder	Role	Expectation of the Stakeholder	Expectation of the Organization

# Chapter Four: Strategic Issues, Goals and Key Result Areas

Overview (A brief on what the chapter entails – one paragraph).

## 4.1 Strategic issues

MDACs, Constitutional Commissions, and Independent Offices should identify the strategic issues that are as a result of situational and stakeholder analyses. Strategic Issues are fundamental challenges that would affect MDACs, Constitutional Commissions, and Independent Offices missions, products or services, clients or users, costs, financing or management. They should form the basis for the formulation of strategic goals for the MDACs, Constitutional Commissions, and Independent Offices. It is these issues that the MDACs, Constitutional Commissions, and Independent Offices should deal with expeditiously and effectively in order to achieve their mission and realize their vision. Underlying these issues are opportunities, threats, strengths and weaknesses that the MDACs, Constitutional Commissions, and Independent Offices have summarised in Chapter 3.

# 4.2 Strategic Goals

MDACs, Constitutional Commissions, and Independent Offices should formulate general and broad statements of the direction in which they plan to go. The goals should be qualitative in nature and realizable at the end of the Plan period. They are the desired outcomes in addressing strategic issues – each goal should be a direct outcome of a strategic issue each of which is directly related to the Vision and Mission.

### 4.3 Key Results Areas

MDACs, Constitutional Commissions, and Independent Offices should determine the KRAs that are linked to the attainment of strategic goals. Each strategic goal should be linked to at least a KRA.

Table 4.1: Strategic Issues, Goals and KRA

Strategic Issue	Goal	KRAs	
		KRA 1:	
		KRA 2:	
		KRA 3:	

# **Chapter Five: Strategic Objectives and Strategies**

Overview (A brief on what the chapter entails – one paragraph).

## **5.1 Strategic Objectives**

Guided by the strategic goals and KRAs, MDACs, Constitutional Commissions, and Independent Offices should set strategic objectives that meet the Specific, Measurable, Attainable, Realistic and Time-bound (SMART) criteria. In setting the objectives, MDACs, Constitutional Commissions, and Independent Offices should adopt the Sustainable Balance Scorecard (with six (6) or more perspectives as may be appropriate) and adapt it to the unique MDACs', Constitutional Commissions', and Independent Offices' circumstances. The Sustainable Balance Scorecard perspectives include financial performance, customer focus, internal business processes, learning and growth, social justice, and environmental performance.

MDACs, Constitutional Commissions, and Independent Offices should provide 5-year projections for the formulated strategic objectives. The projections should be informed by realistic achievements under the prevailing circumstances on a year-to-year basis (see Table 5.1).

**Table 5.1: Outcomes Annual Projections** 

KRA1:							
			Projec	ctions			
Strategic Objective	Outcome	Outcome Indicator	Year 1	Year 2	Year 3	Year 4	Year 5
SO1.1					-		
SO1.2							
KRA2:							
SO2.1							
SO2.2							

## **5.2 Strategic Choices**

MDACs, Constitutional Commissions, and Independent Offices should make choices of strategies that they will pursue to achieve strategic objectives. In making the choices, MDACs, Constitutional Commissions, and Independent Offices should come up with a number of feasible alternatives, evaluate those alternatives, and choose a specific course of action (strategy). Caution should be exercised to avoid confusing strategies with activities and vice versa. A strategic objective can be addressed by pursuing one (1) or more strategies (as depicted in Table 5.2).

**Table 5.2: Strategic Objectives and Strategies** 

KRA	Strategic Objective(s)	Strategies
KRA 1:	Objective 1:	S1
	2.	S2
		S3
	c c	S4
	Objective 2:	S1
		S2
		S3
		S4
***************************************		

# **Chapter Six: Implementation and Coordination Framework**

Overview (A brief on what the chapter entails – one paragraph).

#### **6.1 Implementation Plan**

MDACs, Constitutional Commissions, and Independent Offices should develop an Implementation Plan which describes how the Strategic Plan will be operationalised. They should provide an exhaustive description of the various components of the Implementation Plan. These include the action plan, budgeting, and performance contracting.

#### 6.1.1 Action Plan

MDACs, Constitutional Commissions, and Independent Offices should develop an elaborate Action Plan which constitutes the Strategic Issues, Strategic Goals, KRA,

Outcomes, Strategic Objectives, Strategies, Key Activities, Expected Outputs, Output Indicators, Annual Targets, Annual Budgets and Responsibility for execution of the activities. The Plan should be presented as Implementation Matrix, see Table 6.1.

Table 6.1: Implementation Matrix

ic Issue: ic Goal: ic Objective:	Strategy	Key	Expected	Output	Target	Targ	iet			Budg	et (KS	Budget (KSh. Mn)			Responsibility*	bility*
Strategic Issue: Strategic Goal: KRA: Outcome: Strategic Objective:		Activities	Output	Indicators	For 5 years	Y1	7	Y3	100 miles	Y1	Y2	Y3	¥4	<b>Y5</b>	Lead	Support
KRA: Outcome: Strategic Objective:	Strategic	Issue:														
KRA: Outcome: Strategic Objective:	Strategic	Goal:														4):
Outcome: Strategic Objective:	KRA:															
Strategic Objective:	Outcome															
	Strategic	Objective:														
		2 /2		2												

<sup>\*</sup>In the Context of Value Chain execution framework, there should be the Lead Actor for every activity and Support Actor(s)

## 6.1.2 Annual Workplan and Budget

MDACs, Constitutional Commissions, and Independent Offices should extract and cost the Annual Work Plans from the Action Plan Implementation Matrices of the respective Strategic Plans and demonstrate that the Annual Budgets are informed by the Annual Work Plans. The MDACs, Constitutional Commissions, and Independent Offices should extract their Annual Work Plan in time for the Annual Budgets. MDACs, Constitutional Commissions, and Independent Offices should adopt activity-based costing in the development of their Annual Budgets (Append a costed Annual Work Plan for the first year of implementation of the Strategic Plan).

## **6.1.3 Performance Contracting**

MDACs', Constitutional Commissions', and Independent Offices' costed Annual Work Plans in Section 6.1.2 should constitute the Annual Performance Contracts.

#### 6.2 Coordination Framework

MDACs, Constitutional Commissions, and Independent Offices should describe how the activities and programmes that are key in the implementation of the Strategic Plans will be coordinated. The description should be clear on the required institutional framework; staffing levels, skills set and competences; leadership; and systems and procedures.

#### 6.2.1 Institutional Framework

MDACs, Constitutional Commissions, and Independent Offices should describe the required organizational structure, policies, rules and regulations to support implementation of the strategic initiatives. This will require an evaluation of the existing structure, policies, rules and regulations to ascertain their appropriateness and adequacy towards the support of carrying out the strategy.

#### 6.2.2 Staff Establishment, Skills Set and Competence Development

MDACs, Constitutional Commissions, and Independent Offices should describe the staffing levels, skills sets and competences that will be required for effective and efficient implementation of the strategic plan. This will require an evaluation of existing staffing levels, skills sets and competences to ascertain their adequacy and relevance towards supporting implementation of the strategy. Therefore, MDACs, Constitutional Commissions, and Independent Offices should determine the optimal staff levels, relevance and appropriateness of the skills and competences required for the execution

of the Strategy and indicate how to bridge extant gaps in the format provided in Tables 6.2 and 6.3.

Table 6.2: Staff Establishment

Cadre	Approved Establishment (A)	Optimal Staffing Levels (B)	In-Post	Variance
			(C)	D = (B-C)

**Table 6.3: Skills Set and Competence Development** 

Cadre	Skills set	Skills Gap	Competence Development

Note. The skills set should be as per respective career progression guidelines

## 6.2.3 Leadership

MDACs, Constitutional Commissions, and Independent Offices should be deliberate on the leadership that will be responsible for the execution of the Strategic Plan. This deliberateness should be actualized through formation of Strategic Theme Teams. The Strategic Theme Teams should be aligned to the Strategic Issues for purposes of responsibility and accountability in leading and coordinating the execution of strategic activities relevant to the KRAs. MDACs, Constitutional Commissions, and Independent Offices should annexture to the Strategic Plan the Strategic Theme Teams with clear Terms of References.

# **6.2.4 Systems and Procedures**

MDACs, Constitutional Commissions, and Independent Offices should describe the required internal systems, processes, and standard operating procedures that will be required for effective and efficient implementation of the strategic plan. This will require an evaluation of the existing internal systems processes, and standard operating procedures to ascertain their appropriateness towards the support of carrying out the strategy. Towards this end, MDACs, Constitutional Commissions, and Independent Offices should demonstrate adoption of quality standards, digitalization, and value chain execution framework.

## **6.3 Risk Management Framework**

MDACs, Constitutional Commissions, and Independent Offices should identify, describe and categorize the risks that may hinder the realization of the strategic plan. Risks should be categorized and prioritised based on the likelihood of occurrence and expected impact with suggested actions for mitigation, monitoring and reporting of those risks. This information should be presented using the format provided in Table 6.4.

**Table 6.4: Risk Management Framework** 

S/No.	Risks	Risk Likelihood (L/M/H)	Severity (L/M/H)	Overall Risk Level (L/M/H)	Mitigation Measure(s)
			-		
	-				

# **Chapter Seven: Resource Requirements and Mobilization Strategies**

Overview (A brief on what the chapter entails – one paragraph).

# 7.1 Financial Requirements

Guided by annual workplan, MDACs, Constitutional Commissions, and Independent Offices should develop estimates of resource requirements and prepare a budget for the implementation of the action plan on Financial Year basis. The KRAs and administrative cost should inform the total annual budget as demonstrated in Table 7.1.

Table 7.1. Financial Requirements for Implementing the Strategic Plan

Cost Item	Proj	ected Res	source Re	quireme	nts (Ksh.	Mn)
	Year 1	Year 2	Year 3	Year 4	Year 5	Total
KRA1						
KRA2						
Administrative Cost						
Total						

MDACs, Constitutional Commissions, and Independent Offices should determine the resource gaps by demonstrating the variances between resource requirements versus available resources (Table 7.2). The resource gaps should inform resource mobilization strategies.

**Table 7.2: Resource Gaps** 

Financial Year	Estimated Financial Requirements (KSh. Mn)	Estimated Allocations (KSh. Mn)	Variance (KSh. Mn)
Year 1			
Year 2			
Year 3			
Year 4			
Year 5	-		
Total			

Resource allocations for the first three (3) years can be guided by the MTEF Budget estimates, while the two (2) outer years can be projected based on allocation trends.

## 7.2 Resource Mobilization Strategies

The MDACs, Constitutional Commissions, and Independent Offices should articulate resource mobilization strategies to bridge the determined resource gaps in section 7.1. As opposed to casual mention of potential sources of funding, the MDACs, Constitutional Commissions, and Independent Offices should outline practical, feasible and realistic strategies to finance the resource requirement gaps.

## 7.3 Resource Management

MDACs, Constitutional Commissions, and Independent Offices should demonstrate prudence and frugality in the management of resources under their purview through putting in place adequate mechanisms for the efficient, effective and economic utilization of resources. Adoption of value chain execution framework should go a long way in ensuring that resources are targeted on strategy critical activities. They should demonstrate adoption of the BETA principle of prioritisation and sequencing in the utilization of scarce resources on impactful value chain activities to achieve desired outcomes on quick wins, short-term, medium-term and long-term basis.

# **Chapter Eight: Monitoring, Evaluation and Reporting Framework**

Overview (A brief on what the chapter entails – one paragraph).

# 8.1 Monitoring Framework

MDACs, Constitutional Commissions, and Independent Offices should describe the basis for review of progress on implementation of the strategic plans. They should also indicate the methodology for the systematic collection of data on specified indicators to monitor the extent of progress and achievement of strategic plan objectives.

MDACs, Constitutional Commissions, and Independent Offices should continuously track outputs in the action plan implementation matrix. Towards tracking, MDACs, Constitutional Commissions, and Independent Offices should:

- i. Objectively determine key performance indicators from the action plan implementation matrix for tracking the outputs and outcomes;
- ii. Establish the baseline data on indicators to be monitored; and
- iii. Plan for continuous improvement on the targeted results for efficiency and effectiveness.

#### 8.2 Performance Standards

The monitoring and evaluation framework being used by the MDACs, Constitutional Commissions, and Independent Offices should be based on internationally accepted norms and standards and should include: relevance, efficiency, effectiveness, success and sustainability.

The MDACs, Constitutional Commissions, and Independent Offices are expected to outline the standards for tracking performance for the strategic plan. This includes defining the Key Performance Indicators identified at outcome, output and efficiency level. The Strategic Theme Teams, through the coordination of the Heads of the Central Planning and Project Monitoring Departments in the MDACs and equivalent Heads in Constitutional Commissions, and Independent Offices should be responsible for data collection for the respective KRAs.

#### 8.3 Evaluation Framework

MDACs, Constitutional Commissions, and Independent Offices should clearly describe the basis for assessing the level and extent of achievement of the objectives towards attainment of the strategic goals along respective KRAs. This should include clearly defined outcome indicators, baselines and targets as summarized in Table 8.1. KRAs and Outcomes should be drawn from the Action Plan Implementation matrix in Table 6.1.

Table 8.1: Outcome Performance Matrix

Outcome	Outcome	Base	line	Tar	get
in Province in the Control of the Co	Indicator	Value	Year	Mid-Term Period	End-Term Period
	Outcome				Indicator Value Year Mid-Term

NB: Evaluation of the Plan should be undertaken at least mid-term and end-term.

#### 8.3.1 Mid-Term Evaluation

MDACs, Constitutional Commissions, and Independent Offices should provide a clear description of how and when mid-term evaluation of the Strategic Plan will be undertaken. Reference should be made to the Kenya Evaluation Guidelines 2020 and the Kenya Norms and Standards for M&E available in <a href="https://www.planning.go.ke">www.planning.go.ke</a>.

#### 8.3.2 End-Term Evaluation

MDACs, Constitutional Commissions, and Independent Offices should provide a clear description of how and when end-term evaluation of the Strategic Plan will be undertaken. Reference should be made to the Kenya Evaluation Guidelines 2020 and the Kenya Norms and Standards for M&E available in <a href="https://www.planning.go.ke">www.planning.go.ke</a>.

# 8.4 Reporting Framework and Feedback Mechanism

MDACs, Constitutional Commissions, and Independent Offices should describe the mechanisms for reporting on implementation of the strategic plan interventions. This should include: Type of reports (Monitoring, Evaluation), frequency of reporting (quarterly or annual), the responsibility for monitoring and users of the reports. MDACs, Constitutional Commissions, and Independent Offices should use prescribed templates provided in Tables 8.2, 8.3 and 8.4.

MDACs, Constitutional Commissions, and Independent Offices should ensure that lessons learnt are captured and fed into a continual adjustment and improvement of the necessary corrective interventions in the strategy. Measurements of actual performance must be made at predetermined times and compared with the performance standards. If the actual results fall outside the desired tolerance range, action must be taken to correct the deviation. The action must not only correct the deviation but also prevent its recurrence.

Table 8.2: Quarterly Progress Reporting Template

Actual Variance Target Actual Variance Intervention (C) (C-B) (F) (F-E)

Table 8.3: Annual Progress Reporting Template

Expected	Output	Achiev	evement for Year	Year	Cumul	Cumulative to Date (Years)	(Years)	Remarks	Corrective
Output	Indicator	Target (A)	Actual (B)	Variance (B Target - C) (D)	Target (D)	Actual (E)	Variance (E - D)		Intervention

Table 8.4: Evaluation Reporting Template

Key Result	Outcome	Outcome Indicator	Base	aseline	Mid-Te	Mid-Term Evaluation	End o Ev	End of Plan Period Evaluation	Remarks	Corrective Intervention
rea			Value	Year	Target	Value Year Target Achievement Target Achievement	Target	Achievement		
RA 1										
RA 2										
RA 3										