



REPUBLIC OF KENYA

A POLICY AND STRATEGY FRAMEWORK

FOR

**BUILDING A GOVERNMENT PRESS
OF KENYA FOR THE FUTURE**

PUBLIC CONSULTATION DRAFT OF MONDAY, 16 OCTOBER 2023

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PUBLIC CONSULTATION DRAFT

FOREWORD

The Government Press has a storied history dating back to 1895 as the official printer and publisher for the Government. Yet, as evidenced in better-performing government presses globally, its full potential remains unrealised because of several challenges, including the lack of a facilitative legal framework as well as operational and managerial limitations. This situation has rendered the Government Press a net consumer of public resources when it could be adding much needed resources to the public purse. The Kenya Kwanza Administration seeks to change this narrative through the Bottom-Up Economic Transformation Agenda, by securing a public service that cost-effectively delivers for the people of Kenya.

It is thus with an immense sense of duty and responsibility that I present this ***Policy and Strategy Framework for Building a Government Press of Kenya for the Future***, which posits a blueprint for an exciting and transformative journey — *one that is set to revolutionise the way our Government Press operates and engages with but also leverages the opportunities for the benefit of our citizens*. In an era where information flows faster than ever, digital technologies reshape our lives daily, and where the expectations of our citizens evolve in tandem, we must not only keep pace but lead the way.

At the heart of this transformation lies the recognition that the Government Press not only has a pivotal role in shaping public discourse, disseminating crucial information, and fostering a deep sense of civic engagement but has been a sleeping commercial powerhouse. Envisioned as a strategic commercial enterprise, the Government Press should, therefore, be a dynamic force, not a relic of the past, adapting to the needs and preferences of the modern world. This framework encapsulates a bold and forward-looking vision that is firmly rooted in our commitment to transparency,

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responsiveness, and the highest standards of public service in a manner that secures economic growth, generates investment and economic opportunities, creates employment, increases foreign exchange inflow and overall enhances the productivity of the Kenyan economy.

As you delve into the details of this framework, I urge you to approach it with the same enthusiasm and commitment that has driven its creation. Indeed, every policy and strategy contained within these pages is not merely a guideline but a commitment to our nation's future, building the strength of our public institutions and the welfare of its citizens. I am deeply inspired by the dedication and vision that have shaped this framework. I call upon all of us to individually and severally embrace the vision set out in this blueprint and actively contribute to its realisation.

With this in mind, let us embark on this journey with a sense of purpose and anticipation, for the modernisation and transformation of the Government Press is not merely a necessity; it is an opportunity to redefine and fortify the way our public institutions are purposed and organised to meet the challenges of today and leverage the opportunities of tomorrow. Together, we can build more entrepreneurial institutions that support a more informed, engaged, and connected society enabling every citizen and ensuring a brighter, more prosperous future for all.

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Cabinet Secretary responsible for the Government Press of Kenya

PREFACE

This ***Policy and Strategy Framework for Building a Government Press of Kenya for the Future*** signifies a turning point in our commitment to align this crucial institution with the emerging demands of our country as well as changes in the contemporary world. The Government Press has long been a cornerstone of our nation’s information dissemination effort. But, in today’s fast-evolving landscape, it is imperative that we not only adapt but lead the charge in providing accessible, transparent, and secure public information resources. This framework is thus rooted in this practicality, but with a clear focus on actionable interventions, and it is underpinned by precise goals and timelines that will guide our path forward.

This blueprint aims to deliver to the people a Government Press of Kenya that is *a modernised and transformed secure source for the production, securing and distribution of all official documents and publications for the Government of Kenya*. This Government Press of Kenya will “provide her clients and the public reliable, convenient, cost competitive and secure printing and publishing services to support their operations in an ethical and commercially sustainable manner.” In doing so, the Government Press shall be guided by values of (1) integrity, (2) commitment to work, (3) quality services, (4) teamwork, (5) timely service delivery, as well as (6) transparency and accountability.

The modernisation and transformation of the Government Press of Kenya will be built around five pillars, namely (1) a clear statutory foundation and mandate; (2) the imperative of satisfying the needs of all her customers; (3) a focus on responsibly diversifying its menu of products and services; (4) securing a strong organisational foundation; and (5) building a capable and motivated workforce.

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The achievement of these goals and the successful execution of this framework depends on the unwavering commitment and collaborative efforts of all stakeholders, including our dedicated government workforce and all the stakeholders we proudly serve.

I extend our deepest gratitude to those who have dedicated their time, expertise, and passion to shaping this framework. Together, we envision a Government Press of Kenya that keeps pace with change and becomes a beacon of trust, innovation, and efficiency. Through our collective dedication, we are forging a Government Press of Kenya that will stand as a testament to our commitment to delivering excellence to our citizens for generations to come.

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Principal Secretary responsible for the Government Press of Kenya

EXECUTIVE SUMMARY

Purpose and Context

From ancient inscriptions to today’s digital landscape, the dissemination of official information has always been central to governance. This policy framework, titled **“Policy and Strategy Framework for Building a Government Press of Kenya for the Future,”** reflects on this evolution and its profound impact of government printing and publishing. Beyond recording historical events, printing and publishing remains a cornerstone, mirroring policy trends and providing vital information through official channels.

Indeed, in an age defined by the relentless march of progress, where information is the lifeblood of our society, the role of the Government Press has never been more pivotal. This Policy and Strategy Framework for Building a Government Press of Kenya for the Future dares to imagine a Government Press that transcends its traditional boundaries, boldly embracing the future – *strengthening its role as the printer and publisher of choice for Government and embracing the commercial opportunities available for it to exploit and create value for the people of Kenya.* It pictures the modernised and transformed Government Press as an authoritative and agile hub for government information resources. With the robust implementation of this blueprint, the Government Press of Kenya stands poised to navigate the uncharted waters of tomorrow as a strategic commercial enterprise, generating value as envisaged under the Bottom-Up Transformation Agenda.

This framework is organised in six main chapters that fundamentally develop the context, structure, business model, policies, strategies and interventions necessary for modernizing and transforming the Government Press of Kenya. The strategic modernisation and transformation framework for the

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Government Press is built on five pillars, articulated in nineteen interventions. Implementation of this framework will be through a corporatised Government Press of Kenya, with a forward-looking Board and a lean, flat management structure. It will also involve rollout of a well-structured Joint Venture with a reputable Global Security Printing entity for high end security printing. It is estimated that implementation of this process will cost **KShs. 18 billion.**

A Paradigm Shift Beckons

The world is evolving at an astonishing pace, reshaping the way we interact, consume information, and participate in governance. The Government Press, too, must evolve — a modernisation and transformation that goes beyond just adapting to the digital age but reinventing itself as a symbol of excellence and progress.

This framework learns from and respects the Government Press’ past and envisions a future that takes it away from having oversight that is not facilitative, lack of a clear and robust statutory foundation, inadequate institutional structures, a poor funding framework, absence of meaningful partnership inadequate resources management, lost institutional clout and market share to an invigorated, forward-looking Government Press ready to more effectively support Government in its traditional roles while capturing a significant position of the estimated KShs. 51.8 billion printing and publishing market, growing at 6 – 10% per annum. It envisions a Government Press of Kenya that is *a modernised and transformed secure source for the production, securing and distribution of all official documents and publications for the Government of Kenya.* This new Government Press will “provide her clients and the public reliable, convenient, cost competitive and secure printing and publishing services to support their operations in an ethical and commercially sustainable manner.” In doing so, the Government

Press of Kenya shall be guided by values of (1) integrity, (2) commitment to work, (3) quality services, (4) teamwork, (5) timely service delivery, as well as (6) transparency and accountability. This will pave the way for a future where the Government Press of Kenya enhances its role from simply being a passive service provider to a strategic commercial enterprise, visibly contributing to addressing the nation's needs for jobs, investment, and foreign exchange.

Navigating the Future with Purpose

The strategic modernisation and transformation framework for the Government Press of Kenya is built on five pillars, delivered through a transformational delivery structure. These pillars that will shape the Government Press of Kenya's journey into the future, include:

1. **A Clear Statutory Foundation and Mandate** – that will in the next 3 months, through a Legal Notice, see the Government Press corporatised into a strategic commercial state corporation. Its mandate will be strengthened to include making it the Official Printer and Publisher of the Government as well as the Government Advisor on all matters of printing and publishing. Further to this, provision has been made for a seamless transitioning of all existing Government Press Staff to the new state corporation as well as vesting of assets and liabilities to the new Government Press. Further, in the next 12 months, amendments will be made to Revision of Laws Act, Chapter 1 of the Laws of Kenya; the County Governments Act No. 17 of 2012 and Legal Notice No. 110 of 2019. It is further proposed that the Exchequer and Audit (Government Press Fund) Regulations, 1988 be revoked and the Government Press Fund be wound up. In addition, as part of the National Budgeting Cycle, all entities will be required to prepare Printing and Publishing Activity Plans, clearly showing that 40% of that will be delivered or sourced through Medium, Small and

Micro Enterprises (MSMEs). These MSMEs will have been identified and prequalified by the Government Press.

2. **Satisfying the Needs of all its Customers** – that will continuously seek to provide, consistently high quality, but cost-effective services to clients / customers of the Government Press of Kenya. This will be secured through the Government Press of Kenya (a) in the next 12 months reviewing and aligning all of its mission critical business processes with its technology, ICT, business support services and staff investment decisions all seeking to secure best-in-class service delivery to its clients; (b) conducting regular and comprehensive Customer Experience and Satisfaction Surveys; (c) in a cost effective manner, leveraging technology and responding to market demand, establish regional offices or enter into partnerships with public or private agencies; (d) will in the next 12 months rebrand and reposition itself to reflect its revitalised purpose as well as the expanded range of products and services, without losing its current enormous brand equity; (e) identify and enhance strategic partnerships, including Public Private Partnerships, to strengthen and grow identified business lines as well as enhance its market position; (f) immediately and in a sustained manner ensure open and transparent operations; and (g) secure standards in Government printing and publishing by developing and having approved the Kenya Government Identity System, as well as the Kenyan Government Printing and Publishing Style Manual.
3. **Diversifying its Menu of Products and Services** – that will see the Government Press more neatly define the business lines it will engage in to be (a) Gazette Services; (b) Digital Printing Services; (c) Security Printing Services; and (d) Commercial Printing Services. The

Government Press will ensure that all these services are delivered in a cost-effective manner and be of a consistently high quality. In addition, a comprehensive Government Publications Library shall be established as the primary source for all current and historical Government of Kenya documents. Further, the Government Press will establish **a land-based and online (virtual) National Printing and Publishing Museum** providing insights into the evolution and history of printing and publishing including saving and preserving the existing printing equipment and other materials of historical significance.

4. **Securing a Strong Organisational Foundation** – that will see (a) the establishment of a Fit for Purpose Asset Base that matches best in class standards for each business line and operational area in which the Government Press selects to engage; (b) audit all outstanding payments from MDAs and develop a collection plan for these funds estimated at **KShs. 1.15 billion**; (c) all services provided by the Government Press shall be based on full cost recovery or on commercial basis as appropriate for each business line; (d) engage a Global Player through an appropriate, mutually beneficial Public Private Partnership arrangement; (e) create, implement and maintain a Comprehensive Enterprise and Service Business Continuity Plan; (f) secure Environment, Social and Governance Compliance including minimising all types of waste, complying with the Sustainable Waste Management Act, 2022, the Environmental Management and Coordination Act, 2019, use Forest Stewardship Council Certified Paper; receive relevant accreditation and certification including for ISO 14001:15 (Environmental Management System), ISO 900:2015 (Quality Management System), ISO 12647 Standards as well as various product standards and certifications as appropriate; (g) comply with all Government of Kenya as well as other regional and

global occupational safety and health, ethics and anti-corruption standards; (h) commit to Annual Environment, Social and Governance Compliance Reporting in a manner that supports the achievement of its short to long term business objectives; and (i) immediately secure a comprehensive and continuing audit of its internal and external processes key to enhancing customer experience and securing its enterprise objectives.

5. **Building a Capable and Motivated Workforce** – that will see (a) a new lean, flat and fit-for-purpose organisational structure developed, (b) an appropriate incentive structure for attracting and retaining a skilled and motivated human resource; (c) operationalising of a conducive work environment aligned to the Occupational Safety and Health Act No. 15 of 2007 as well as attendant industry practices; and (d) implementation of a robust performance management framework.

These pillars will be delivered in a sustainable manner through a carefully choreographed phased approach that will seek to strengthen the foundations of the Government Press of Kenya, build its bottom-line from existing resources, lay the basis for sustained long term growth, all of these at all times ensuring maximum returns to the public. It will entail establishment of a robust forward-looking Board of Directors to carry the modernisation and transformation vision for the Government Press of Kenya. This Board will operate a lean, flat, and agile organisational structure that will be carefully staffed with the right skills. The rightsizing of the staff complement at the Government Press of Kenya will be done in a way that ensures performance, capacity, capability, and productivity are enhanced. More importantly, it will ensure that there are no job losses.

The Board of Directors and the Government Printer will be supported by a carefully formulated Transformation Management Office supported by 9 Modernisation and Transformation Teams. The Modernisation and Transformation Teams will cover the following areas including (1) Strategy & Planning, (2) Technology & Infrastructure, (3) Content Digitization (4) User Experience and Digital Platform Development, (5) Printing, Publishing & Distribution, (6) Human Resource, Training & Adoption, (7) Security & Quality Assurance Team, (8) Change Management, Communication & Outreach, and (9) Legal & Compliance. These will be carefully structured to incorporate both internal staff and external skills as required.

A Call to Shape the Future

This framework is therefore a call to action, an invitation to align the limited resources with the immense opportunities available to secure the shared vision of the modernised and transformed Government Press of Kenya that supports its clients, empowers Kenya's citizens, enriches society, and secures a brighter future for all its stakeholders. It is an embodiment of our commitment to not only adapt but thrive in the face of change.

Together, we will build a Government Press of Kenya that not only meets the challenges of the future but pioneers them — a Government Press of Kenya that informs, engages, inspires, and generates value for the investors and the people of Kenya, a Government Press of Kenya that weaves the threads of our democracy ever more tightly, ensuring a future of full of prosperity and unity.

With robust implementation of this ***Policy and Strategy Framework for Building a Government Press of Kenya for the Future***, the future is here, and together, we shall seize it.

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LIST OF ACRONYMS

AfCFTA	African Continental Free Trade Area
CCTV	Closed Circuit Television
COG	Council of Governors
CoK 2010	Constitution of Kenya 2010
COMESA	Common Market for Eastern and Southern Africa
CRM	Customer Relationship Management
CTP	Computer To Plate
EAC	East African Community
ERP	Enterprise Resource Planning
FY	Financial / Fiscal Year
GoK	Government of Kenya
GP	Government Press
GPO	Government Publishing Office
HR	Human Resource
ICT	Information and Communication Technology
ID	Identity Card
IFMIS	Integrated Financial Management Information System
IP	Internet Protocol
KG	Kenya Gazette
KICC	Kenyatta International Convention Centre
KIPI	Kenya Industrial Property Institute
KRA	Kenya Revenue Authority
KShs.	Kenya Shillings
LAN	Local Area Network

MDACs	Ministry, Department, Agency and Counties
MDAs	Ministries, Departments & Agencies
MOU	Memorandum of Understanding
NHIF	National Hospital Insurance Fund
OAG	Office of the Auditor General
OSHA	Occupational Safety and Health Act
PPP	Public Private Partnership
PSC	Public Service Commission
PSV	Public Service Vehicle
PWD	Persons with Disability
RTGS	Real Time Gross Settlement
SAGAs	Semi-Autonomous Government Agencies
SOP	Standard Operating Procedure
VAN	value-added network
WIBA	Work Injury Benefits Act

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1 THE PREAMBLE

1.1 *Evolution of Government Printing and Publishing*

The origins of government printing and publishing can be traced back to ancient times when rulers used inscriptions on stone tablets, clay tablets, and papyrus scrolls to disseminate information. Notable examples include Hammurabi's Code in Babylon and edicts issued by Emperor Ashoka in India. The invention of the Gutenberg Printing Press in the 15th Century revolutionized the printing and distribution of information, enabling governments to print official proclamations, laws, and administrative documents, thereby expanding the reach of their official communications.¹

During the 17th to 19th centuries, official gazettes and journals came into existence. The London Gazette, which was first published in 1665, is a notable example. It served as a collection of official information, such as proclamations from the monarchy and government notices. The Industrial Revolution and the development of mass communication brought about improvements in printing technology, making it possible to produce newspapers and pamphlets on a large scale. This period witnessed the emergence of political pamphlets and newspapers that disseminated government-related news and commentaries to a wider range of readers.²

In the 20th Century, governments started utilizing media like radio and television for communicating with the public. Radio broadcasts enabled direct communication between governments and citizens, while television expanded the visual representation of official information. The late 20th Century witnessed the emergence of the digital revolution and online

¹ Jiang, X., Wang, Y., Wang, P., & Xu, H. (2020) Control infectious diseases according to law of ancient China and enlightenment to modern times.

² Stezhenskaya, L.V. (2022) Józef Kowalewski's Diary Entry on Secret Societies in China in the Beginning of the 19th Century. *Vostok. Afro-aziatskie obshchestva: istoriia i sovremennost.*

publishing, which ushered in a new era of government publishing. Governments began digitizing records and establishing online platforms to facilitate the sharing of information, documents, and services. E-government initiatives have become more prevalent, aiming to enhance accessibility to government services and information through websites and online portals.^{3,4}

In the 21st Century, there has been a noticeable shift towards promoting open data and transparency in government publishing. Many governments have embraced open data policies, making datasets available for public use. Open government initiatives have also gained prominence, aiming to enhance accountability and public involvement through online transparency platforms. Additionally, the emergence of social media platforms such as Twitter, Facebook, and Instagram has presented governments with the challenge of effectively utilizing these channels to communicate directly with citizens, share real-time updates, and facilitate meaningful public discussions. Furthermore, the advent of artificial intelligence has disrupted content creation, reshaping platforms for citizen engagement, and delivering personalized information tailored to individual user preferences.^{5,6,7}

The evolution of government publishing reflects the dynamic shifts in governance, increased openness, and information availability globally and are an outcome of state entities' use of print technology. From a technology point

³ Magnus, R. P. (2019). [New Media in the Courtroom: Benefits and Challenges](https://web.archive.org/web/20210812105714/https://www.nomos-elibrary.de/10.5771/9783845297620-91.pdf). *Open Justice*. <https://web.archive.org/web/20210812105714/https://www.nomos-elibrary.de/10.5771/9783845297620-91.pdf> accessed on Monday, 25 September 2023

⁴ Tambini, Damian, Forgan, Liz, Verhulst, Stefaan and Hall, Clare (2001) *Communications, revolution and reform*. Institute for Public Policy Research (London, England), London, UK. ISBN 186030138X

⁵ Ariffin, A. & Aziz, M. A. S. B. A. (2022). [Public Servants' Perception Towards Publishing Quality and Impactful Open Data to Support Open Science Initiatives in Malaysia](#). *Journal of Science, Technology and Innovation Policy*.

⁶ Mustapa, M. N., Hamid, S., & Nasaruddin, F. H. M. (2022). [Factors influencing open government data post-adoption in the public sector: The perspective of data providers](https://doi.org/10.1371/journal.pone.0276860). *PLOS ONE*, 17. <https://doi.org/10.1371/journal.pone.0276860>

⁷ Bertot, J.C. (2019). Social Media, Open Platforms, and Democracy: Transparency Enabler, Slayer of Democracy, Both? In the Proceedings of the 52nd Hawaii International Conference on System Sciences.

of view, the shift from print to digital media and the advent and implications of artificial intelligence has been nothing short of a stupendous example of innovation and progress. Indeed most government press' are associated primarily with the emergence of the nation-state around the 17th Century, with many established in the 1800s. These entities play a key role in securing the place and role of governments. Most of them act as printing and publishing houses for the administrations in which they are set up. In this regard, there are three aspects to note: the governance context, the publishing (printing and dissemination) context, and the integrity of published content. These are strongly interrelated and engaged, influencing the nature and outcome of government publishing programs ^{8,9,10}.

1.2 Public Policy Significance of Government Printing and Publishing

Therefore, government printing and publishing is an essential service that allows access to data and information in support of informed governance choices. Kempeneer and Wolswinkel (2023) have argued that open government requires that government information and decision-making should be accessible and transparent to the public. This would allow citizens to participate effectively. For this to happen, citizens must have access to open government data, essential to holding the government accountable for its actions. Hernon and Relyea (1995) argued that, in reflecting on reforming government publication programs, they should be viewed in the context not of printing and disseminating print and electronic/digital information but rather from the broader context of managing the considerable information

⁸ Rajendran, R., Piali, B., Chandrakala, P., Gampala, V., & Majji, S. (2021). [Role of digital technologies to combat COVID-19 pandemic](#). *World Journal of Engineering*.

⁹ Tagarev, T. (2019). [DIGILIENCE - A Platform for Digital Transformation, Cyber Security and Resilience](#). *Information & Security: An International Journal*.

¹⁰ Jolls, T. (2015). [The New Curricula: How Media Literacy Education Transforms Teaching and Learning](#). *The journal of media literacy education*, 7, 65-71.

resources domiciled within government. An effective government printing and publishing operation is critical in this regard.

Government publications are generally the official and authoritative positions of government (Xu, 2013 and Latham, 2013). A review of the available literature reveals that government publishing is an essential component of modern governance for the following reasons that, it¹¹:

- a. provides an official record of official activity and the rationale thereof;
- b. reflects trends in policymaking as well as changes in governance.
- c. provides to the public information that can only be issued by the government, including statistical information on many vital activities;
- d. keeps the public informed continuously of changes informed by its activities or those of other entities; and
- e. is an important source of primary information crucial to various public decision-making.

The information in these publications is essential in enabling us to understand our societies and the various agendas obtaining therein, including the socioeconomic development priorities of the citizenry¹². Government publications reflect the powers of the multiple levels of government. They cover any subject, including those issued by the Executive, Legislative and Judicial arms of governments and related agencies. These documents can also either be publicly available or have a limited circulation. Therefore, the protocols for producing, collecting, circulating, accessing and storing these documents are a matter of significant public policy concern.

¹¹ https://libguides.wits.ac.za/government_publications accessed on Thursday, 27 July 2023

¹² <https://www.mdlib.org/files/docs/divisions/ifap/govtinfo.pdf> accessed on Thursday, 27 July 2023

1.3 The National Development Context

1.3.1 Growth Prospects of Kenya's Printing and Publishing Industry

The printing and publishing market is a diverse one comprising digital printing, security printing, book publishing, newspapers, magazines, packaging, and commercial printing services. It is vital in providing educational materials, disseminating information, and contributing to the country's economic development. While acknowledging differing assessments of the global printing market size, the Printing Global Market Report 2023, assesses that this market is expected to grow from US\$ 330.82 billion in 2022 to US\$ 344.19 billion in 2023 at a compound annual growth rate (CAGR) of 4.0%, to US\$ 388.33 billion. Further, according to data from SGI, Kenya's printing and publishing industry is reportedly the fourth largest after South Africa, Nigeria and Egypt, **in Africa's printing industry projected to reach a value of US\$ 235.3 million by the end of 2031**^{13,14}. This is a growing market driven by industrialisation, technological change (digital and colour printing revolution), a rising demand for security printing, demand for books, and sustainability concerns although affected by significant supply chain disruptions.

Kenya's printing and publishing market on the other hand is estimated to have a market valuation of approximately KShs. 51.8 billion in 2023 (around US\$ 356 million), up from KShs 10 billion (around US\$100 million) in 2019. Its comparatively small size notwithstanding, it is a growing market. The growth drivers for this industry include the government's emphasis on improving education through improving access to education and implementing the Competency-Based Curriculum (CBC), which will lead to sustained demand for educational materials. Additionally, there is a rising middle class,

¹³ <https://www.businessamlive.com/nigeria-south-africa-egypt-kenya-lead-africas-235m-printing-industry/> accessed on Monday, 25 September 2023

¹⁴ <https://venturesafrica.com/apostories/rise-of-the-printing-industry-in-africa-trends-to-watch/> accessed on Monday, 25 September 2023

increased internet penetration and utilisation, access to the internet, and rising potential for exports to other African countries. The Kenya Kwanza Administration's emphasis on exploiting local capacities and capabilities through enhanced Local Content Policy and the industrialisation drive provides further prospects for the local printing and publishing industry. The key challenge to the printing and publishing industry growth include the high cost of printing materials; inadequate skilled capacity; piracy or counterfeiting of printed materials; limited access to capital, and competition from digital publishing as well as international publishers¹⁵.

1.3.2 The Bottom-Up Economic Transformation Agenda's Aspirations

The Bottom-up Economic Transformation Agenda (BETA), encapsulated in The Plan, represents the Kenya Kwanza Administration's comprehensive policy agenda for the country to 2027. BETA's context is that of a country that 2014 transitioned from a low-income to a lower middle-income one, with per capita GDP rising from 1,430 in 2014 to 2,240 in 2022. This notwithstanding, Kenya is grappling with challenges of low productivity, inequalities and weak resilience; rising inflation and interest rates; as well as fiscal distress and structural weaknesses, all of which, if not addressed, could wreck Kenya's ambitions of transitioning into an upper middle-income country, consigned into the middle-income trap.

In this context, BETA seeks to secure an economic turnaround and inclusive growth. It is expected that the economy will grow from 4.8 percent in 2022 to 7.2 percent in 2027 on the back of rising agricultural productivity, increased investment in affordable housing, strengthened healthcare delivery through comprehensive Universal Healthcare (UHC); as well as investment in the digital superhighway and the creative economy.

¹⁵ Ruman, C. & Gillette, J. (2001). Distance Learning Software Usefulness and Usability: User-Centered Issues in Practical Deployment. <url>.

The Fourth Medium Term Plan, 2023 – 2027, which is implementing BETA, is underpinned by the imperative of strengthening public institutions to secure effective service delivery within the economy and to the citizenry. It seeks to ensure a public service that **Delivers as One**. This is particularly important in the significant inclusive transformation envisioned in the context of a constrained resource environment and a turbulent regional and global environment. In such circumstances, the public sector and the government must be able to optimise the existing resources to deliver significantly more for the people of Kenya. BETA envisages a highly skilled, agile and responsive public sector with a strategic foresight mechanism to anticipate and address changing workforce requirements intended to enhance delivery of Government services in an efficient and effective manner.

1.3.3 Implications for the Modernisation and Transformation of the Government Press

A review of the printing and publishing market in Africa and in Kenya identifies a number of growth drivers, namely population size, literacy levels, rising demand for educational materials, rising demand for packaging materials and a growing economy. All these demand drivers are in favour of the Kenyan printing and publishing industry, particularly in light of implementation of the BETA and the attendant initiatives that are expected to see a roll out of the Competency-Based Curriculum (CBC), strengthened industrialisation which is expected to see the sector grow to 15% of Gross Domestic Product and rising economic growth.^{16,17}

Therefore, a modernised and transformed Government Press could leverage its role in providing printing and publishing services for official documents, including passports, smart national IDs, and government publications, to

¹⁶ Ojwaka, A. S. & Deya, J. (2018). Effect Of Growth Strategies On Organizational Performance: A Survey Of Commercial Printing Firms In Nairobi, Kenya. *Strategic Journal of Business & Change Management*.

¹⁷ Owuor, G. (2021). Filling the Niche—A Synthesis of Financial Inclusion among Smallholder Farmers in Africa, the Case for Kenya. *Modern Economy*.

expand its offerings to the government and the private sector. Diversifying into the commercial printing sector, including packaging and promotional materials for businesses, presents a significant growth opportunity. The government press could also explore digital transformation to offer more efficient and cost-effective services. Collaboration with local publishers and participation in export initiatives under regional trade agreements like the East African Community (EAC) and African Continental Free Trade Area (AfCFTA) will enhance its market reach and revenue generation.^{18,19,20}

1.4 Summary

This context is vital for modernising and transforming the government press in Kenya, which seeks to build a Government Press that aligns itself with the Constitution of Kenya 2010 and can service the National Government and the County Governments as effectively and efficiently as other organs of governance in Kenya. This new arrangement is expected to favourably compare with other highly performing government presses, whose good practices have been incorporated in the modernisation and transformation of Kenya's Government Press. **Therefore, modernisation and transformation of the Government Press should be seen as an integral part of the effort to enhance public service delivery and improve productivity in public institutions as a means of strengthening government revenue, creating expanded job opportunities, generating foreign exchange and driving overall national growth and well-being.**

¹⁸ Sharif, M. S. A. M., Noor, A. M., & Abdullah, M. F. (2022). The History of Qalam Press Printing Companies, 1948-1969. *Jurnal Komunikasi: Malaysian Journal of Communication*.

¹⁹ Hassan, A. (2021). The Government of Egypt's Press (Matba'at Bûlâq): A Historical Analysis of Two Hundred Years of Performance. *Cogent Arts & Humanities*, 8.

²⁰ Lawrence, A. (2022). From Pamphlets to PDFs: The Shadow Histories of Research Publishing. *Pop! Public. Open. Participatory*.

2 THE CONTEXT AND POLICY CHALLENGE FOR THE GOVERNMENT PRESS IN KENYA

2.1 Introduction

The Government Press is one of the oldest printing establishments in the country, having been established in 1895 by the colonial administration. First set up in Mombasa to produce documents necessary for the smooth running of the then colonial government, it was later developed into a fully-fledged printing unit, creating materials for the Kenya-Uganda Railway and the East African and Uganda Protectorate. As depicted in Table 1, the first “Official Gazette” of the East African and Uganda Protectorate was published in 1899. The plant and staff were transferred to Nairobi on 15 January 1907, as the Uganda Railways Press. Its activities further expanded, and the unit produced the Official Gazette and the Minutes of the deliberations of the Colonial Legislative Council for the Colony and Protectorate of Kenya.

Table 1: Selected Milestones in the Government Press’ History

YEAR	MILESTONE
1895	Government Press was established by the colonial administration
1899	The first “Official Gazette” of the East African and Uganda Protectorate published
1907	Plant and staff were transferred to Nairobi on 15 January 1907, as the Uganda Railways press
1962	Name change to Printing and Stationery Department under the Ministry of Power and Communications
1965	The name changed to Government Press in 1965 under the Office of the President
1989	Exchequer and Audit (Government Press Fund) Regulations, 1988 published providing funding for consumables and those items to be delivered by the Government Press at no charge.
2014	Government Press revised its House Rules and Styles
2017	Last acquisition of new printing machines

The press changed its name in 1962 to the Printing and Stationery Department under the Ministry of Power and Communications and later to

the Government Press in 1965 under the Office of the President. It has continued to traditionally be domiciled in the Ministry of Interior and Coordination of National Government until the Executive Order No. 1 of 2023 transferred it to the Executive Office of the President. Some of its functions and mandate are articulated in the Exchequer and Audit (Government Press Fund) Regulations, 1988. Currently, the Chief Executive Officer of the Government Press is the Government Printer.

2.2 A Situational Analysis of the Government Press

2.2.1 Previous Efforts to Reform the Government Press

The need to reform the Government Press is not new. It has been recognised in previous Administrations as evidenced in two key reports, namely (1) *A Position Paper on Strategic Direction of Government Press* of June 2015 by the Ag. Government Printer to the late Maj. Gen. (Rtd.) Joseph Nkaissery, MBS then Cabinet Secretary for Interior and Coordination of National Government; and (2) *A Report on Modernisation and Commercialisation of Government Press* of September 2019 to Dr Fred Matiang'i, Ph.D., EGH the then Cabinet Secretary for Interior and Coordination of National Government. Unfortunately, both these reports were never adopted by the Government for implementation and remained in draft form. In addition to these documents, this review identified three draft Strategic Plans for the Government Press covering the periods 2005 – 2009; 2009/10 to 2014/15; 2023/24 to 2027/28, which were not fully implemented.

It is evident from these documents, that while the need to reform and revitalise the Government Press was recognised, the effort to carry through the needed reforms always faltered. The subsequent sections of this policy draw lessons from these reports, including identifying critical lessons as to why these very necessary reforms failed to take root.

2.2.2 The Constitutional and Statutory Foundations

2.2.2.1 Constitutional Basis

Article 10 of the Constitution of Kenya 2010 (CoK, 2010) mandates accountability, transparency and public participation in all governance processes. The bedrock for this is the availability of relevant, accurate and reliable information to inform discourse and decisions. In this regard, CoK 2010 requires at Article 35(3) that, *“The State shall publish and publicise any important information affecting the nation”*. It further mandates in Article 6(3) that *“A national State organ shall ensure reasonable access to its services in all parts of the Republic, so far as it is appropriate to do so having regard to the nature of the service”*.

2.2.2.2 Publishing National Government Documents

The Government Press has continued to play the critical role of printing and publishing most, if not all of the important national government documents despite bearing the brunt of not being properly anchored in law. It derives some of its mandate from the Exchequer and Audit (Government Press Fund) Regulations, 1988 which lay down the objects of the fund allocated to the Government Press.

Amongst the roles delegated to the Government Press, Section 3(d) of the regulations stipulates that it shall use the funds allocated to it to procure raw materials necessary to enable it to print and publish for the sale thereof to ministries and departments, state corporations or the General public; printed and bound publications like the Kenya Gazette, Kenya Gazette supplements, Chapters of the Laws of Kenya and official Government publications. Under Section 4 of the regulations, the Government Press is required to issue a list of items for free to Ministries, departments and state corporations. They include:

- a. Standard accounts forms and account registers and books.

- b. All revenue collection forms and documents, registers, books and accountable documents used in revenue collection as detailed in the Annual Printed Revenue Estimates.
- c. Accountable documents.
- d. Bills and Acts of Parliament.
- e. Hansard and other reports produced by the National Assembly.

In addition, several Articles of the Constitution encourage adherence to the right to information by the Government to its people. For example, Article 35 (1) (a) states that “Every citizen has the Right to information held by state” and a subsequent section to that, Article 35 (3) stipulates that, “The state shall publish and publicise any important information affecting the nation.” This necessitates the need for the Government to have an institution that helps it in the dissemination of country legislation and statistical information regarding the country including; annual reports by government bodies, reports of commissions of inquiry, budgets, economic surveys and other special reports. The Public Finance Management Act, 2012 Section 10 (1) (f) states that the Parliamentary Budget Office shall, subject to Article 35 of the Constitution, ensure that all reports and other documents produced by the Parliamentary Budget Office are prepared, published and publicised not later than 14 days after production.

Article 116 (1) of the Constitution, which explains the Coming into Force of Laws, provides for the need for a bill passed by Parliament and assented to by the President to be published in the Gazette as an Act of Parliament within seven days after assent. This process of publishing is handled by Government Press and thus this serves to show just how crucial a role GP plays in the legislative process. The GP is also responsible for the publication of bills in the Gazette 14 days after approval for discussion in Parliament except for a few like Consolidated Fund Bill, Division of Revenue Bill etc. which normally require 7 days to be published.

The Government Press is also responsible for the printing of security documents like official programmes and presidential speeches. It further prints Government-accountable documents for revenue collection like official receipts, Local Purchase Orders and Local Service Orders. The GP is the designated printer of all security-related documents including title deeds, log books, and birth and death certificates.

In its printing of the Kenya Gazette, the Government Press aids the Government in setting out various publications including; public appointments, special sittings of Parliament, enacted national and even county legislation, change of names for companies and individuals, disposal of uncollected goods, names of candidates vying in elections, Land notices, Treasury notices, Probate and Administration notices and many others.

Despite bearing such a heavy burden at the national front, GP continues to be plagued by a myriad of challenges including but not limited to delay in payments or accumulating bad debts by ministries and state agencies, lack of proper anchorage in law and inadequate funding to enable it to carry out its functions and fulfil its mandate as it should.

In light of the foregoing, it is clear as day that GP is instrumental in the daily running of the country at large and thus its modernization and transformation into an effective, efficient and commercially viable entity will consequently improve the lives of Kenyans in their quest to access basic and necessary information from their Government and help them to be well informed. There is potential for GP to print so much more for the National Government including passports, smart driving licences, smart cards, ballot papers and even money.

Section 6 of Revision of Laws Act, Cap. 1 (Revised 2012) provides that the Laws of Kenya shall be printed in the form of booklets; a separate booklet being printed for (a) the Constitution and any subsidiary legislation made thereunder; (b) Each Act and the subsidiary legislation made thereunder; and (c) Each piece of foreign legislation applied to Kenya. It allows the Attorney-General to authorise the printing of more than one booklet of the above where he deems it expedient. We note that while the Attorney General's power in paragraph 6(2) of the Revision of Laws Act relates to the printing and publishing of revised laws and this will not conflict in any way with the proposed mandate of Government Press, there is a need to incorporate an amendment to include the County Government Laws as Laws of Kenya.

2.2.2.3 Publishing County Government Documents

Although the Constitution and the County Government Act require county legislation to be published in the County Gazette and Kenya Gazette for it to take effect, the Government Press continues to experience several challenges in the process of publishing county legislation.

The CoK 2010 at Article 199(1) states that **“County legislation does not take effect unless published in the Gazette.”** Indeed, Section 23 as read with 25 of the County Government Act No. 82 of 2012 provides that, “a Bill shall be published by including the Bill as a supplement in the County Gazette and the Kenya Gazette”. This makes it mandatory to publish Bills in both gazettes. The same applies to Bills that have been assented to. Section 25 (1) provides thus: *“a Legislation passed by the county assembly and assented to by the governor shall be published in the county gazette and the Kenya Gazette within seven days after assent.”*

These challenges include a lack of governing legislation to support the publication of county laws, a lack of adequate quality control on the Bills at the County level and institutional wars between county assemblies and county executives on control over the publication process. Other challenges

include illegal changes to Bills on the way to the Government Printer from county governments, the variance between soft and hard copies of legislation submitted to the Government Printer and Bills signed by the wrong persons.

In seeking to remedy this, two Bills have in the recent past been placed before Parliament proposing the establishment of the Office of the County Printers. Titled, the Office of the County Printer Bill, it seeks to establish a county printer for printing and publication of a county gazette and authorised documents in each county. It proposes that the office of the county printer shall be domiciled in the office of the county executive committee member responsible for matters relating to information. The bill calls for the publication of a county gazette at least once per week and at other times that are permitted²¹. It further proposes to bar the publishing of documents for purposes of advertising or any other commercial gain.

The Bill has been passed by the Senate and referred to the National Assembly for discussion. It was further reported on 21 March 2023 that Governors rejected the bid by Senators to decentralise the functions of the Government Printer by establishing a printer in each of the 47 counties. The second attempt at passing the Office of the County Printer Bill (Senate Bills No. 10 of 2022), was withdrawn by the proponent under Standing Order No. 159, on 13 June 2023.

While publication in the County Gazette, is required by the County Governments Act, is not contemplated by the Constitution. In the spirit of optimising the scarce resources by avoiding the establishment of 47 county government printers, it is more cost-effective for a suitable and binding working arrangement to be developed between the Government Press and all the 47 County Governments for their printing and publishing needs to be met through the modernised and transformed Government Press.

²¹ (“KENYA GAZETTE SUPPLEMENT - 11th Parliament of Kenya”)

2.2.2.4 Other Laws and Regulations

There are many other laws and regulations that affect the current and possible future operations of the Government Press. These include the Kenya Information and Communication Act 1998, The Access to Information Act No.31 of 2016; and the Data Protection Act. No. 24 of 2019 amongst others.

Section 83 (T) of the Kenya Information and Communication Act 1998 provides that, *“Where any law provides that any rule, regulation, order, notification, or any other matter shall be published in the Gazette, then such requirement shall be deemed to have been satisfied if such rule, regulation, order, notification or any other matter is published in the electronic Gazette; Provided that where any rule, regulation, order, by-law, notification or any other matter is published both in the printed and electronic Gazettes, the date of publication shall be deemed to be the date of the Gazette which was first published in any form.”* It thus recognizes the printing and publication of the Kenya Gazette in either physical or electronic or both formats.

The right of citizens to access information, guaranteed by Article 35 of the Constitution, is put into practice by the Access to Information Act No. 31 of 2016. Section 4(1)(a) of the Act provides the right of every citizen to access information held by the state. Section 4(3) further provides that information held by a public entity or private body should be provided expeditiously and at a reasonable cost. Information held by the state and public bodies is primarily published by the Government Press through official gazette notices. The Government Press, therefore, has a critical role to play in ensuring this mandate is achieved cost-effectively for the government and the citizenry across the Republic of Kenya.

Therefore, it is clear that the Constitution of Kenya 2010 and the laws promulgated under it require that the various arms of government (including County Governments, Independent Offices and Constitutional Commissions)

not only publish the information within their areas of jurisdiction. These constitutional and statutory references to publishing and access to information anticipate that each arm of government would have reasonable knowledge of the activities and interests of each other. This is particularly critical if citizens are to receive the services, they deserve cost-effectively and with minimal disruption. More importantly, there are fundamental expectations regarding government accountability in providing this information to the public for them to not only be aware of them but also to allow them to exercise their legitimate rights, all while ensuring the legitimate national and public interests are protected. **The question then is whether this is currently the case.**

2.2.3 The Key Functions of Government Press

While there is no express law that assigns a mandate to the Government Press, this mandate is inferred from various documents, including the Constitution of Kenya 2010 (CoK, 2010) as discussed in the previous sections. A review of various documents including Strategic Plans of the Government Press, Public Accounts Committee Reports on the Government Press as well Legal Notice No. 33 of 29 January of 1989 on *The Exchequer and Audit (Government Press Fund) Regulations, 1988* variously indicate that the Government Press is charged with the responsibility of printing and publishing official Government documents, including those required for revenue collection. It also undertakes some commercial printing. The key functions of the Government Press include printing and publishing the following documents:

- Laws of Kenya and their revised editions.
- Kenya Gazette* and its subsidiary legislations, i.e. Kenya Gazette Supplements, Bills and Acts, Government Appointments, Probate and Administration notices, land notices, Treasury / Central Bank of Kenya notices, Kenya Power notices, General Notices: Companies, Change of Names, etc.
- Jobbings (General Printing), letterheads, business cards brochures

- Security documents for the Government e.g. official programmes, presidential speeches, etc.
- Government accountable documents for revenue collection e.g. official receipts, local purchase orders (LPOs,) and local service orders (LSOs).
- Standard stocks and forms, brochures, folders, posters, leaflets/flyers newsletters, magazines, and promotional items, just to mention a few.
- Government Annual Reports e.g. budget estimates both the recurrent and development, economic survey, statistical abstracts, auditor general reports etc., and other special reports.
- County jobs e.g. county development profiles (CDPs), Bills, Acts, accountable documents, County Calendar events, Hansards, Standing Orders and County Budget Estimates.
- Chief Advisor of the Government on all matters of Printing and Publishing.

A review of these functions shows no express mandate for the Government Press. This mandate has metamorphosed over time.

2.2.4 Government Spend on Printing and Publishing Services

Table 2 provides an overview of the Government Spend on printing and publishing services. It shows that the Government Press Voted Fund has progressively risen growing at a CAGR of 2.62% annually between FY 2014/15 and 2023/24. It has also grown when assessed as a portion of the Printing, Advertising and Information Supplies and Services (CAGR 3.02%) and Publishing & Printing Services (CAGR 4.71%).

Table 2: An Assessment of Government Press Share of Overall Government Spend On Printing & Publishing

Financial Year	Printing, Advertising and Information Supplies and Services	Publishing & Printing Services	Government Press (Government Printing Services)	Government Press Spend as % of:	
				Printing, Advertising and Information Supplies and Services	Publishing & Printing Services
2014/15	3,491,603,062	516,684,102	857,676,736	24.56	14.80
2015/16	2,760,582,555	604,543,603	817,592,247	29.62	21.90
2016/17	5,763,742,768	714,277,145	780,539,220	13.54	12.39
2017/18	2,251,132,639	626,846,200	920,983,833	40.91	27.85
2018/19	3,961,442,289	932,187,861	868,580,477	21.93	23.53
2019/20	3,166,992,633	1,581,901,304	774,763,063	24.46	49.95
2020/21	2,390,534,367	905,126,374	704,806,213	29.48	37.86
2021/22	2,886,435,514	651,376,310	546,954,612	18.95	22.57
2022/23	3,505,706,220	866,682,873	774,398,920	22.09	24.72
2023/24	3,358,563,122	787,213,709	1,111,083,901	33.08	23.44
CAGR (%)	(0.39)	4.30	2.62	3.02	4.71

Source: IFMIS Data

It clearly excludes items such as printing of passport booklets, national examinations, some election materials amongst others. Therefore, the actual spend on printing and publishing in Government is likely to be much higher given that other budget lines have also been applied to fund it.

2.2.5 Funding of the Government Press

The Government Press is funded primarily from two sources, namely (i) Voted Funds appropriated through the National Budget; and (ii) the Government Press Fund (GPF).

2.2.5.1 Voted Funds

Table 3 provides an overview of Voted Funds for the Government Press covering the period 2009/10 to 2023/2024. The Voted Funds cover the operations of the Government Press including personal emoluments, capital and recurrent expenditures. These data shows that, in nominal terms, Voted Funds have marginally increased by about 2.63% over the said period.

Table 3: Review of Government Press Budget, 2009/10 to 2023/24

Financial Year	Recurrent Budget	Development Budget	Total	Share of Total Budget (%)	
				Recurrent	Development
2009/10	580,124,374	225,415,000	805,539,374	72.02	27.98
2010/11	1,436,552,148	223,015,000	1,659,567,148	86.56	13.44
2011/12	663,728,568	232,585,000	896,313,568	74.05	25.95
2013/14	745,769,065	204,500,000	950,269,065	78.48	21.52
2014/15	777,676,736	80,000,000	857,676,736	90.67	9.33
2015/16	668,732,247	148,860,000	817,592,247	81.79	18.21
2016/17	716,439,220	64,000,000	780,439,220	91.80	8.20
2017/18	770,983,833	111,859,117	882,842,950	87.33	12.67
2018/19	718,580,477	150,000,000	868,580,477	82.73	17.27
2019/20	674,773,063	99,990,000	774,763,063	87.09	12.91
2020/21	679,821,213	24,985,000	704,806,213	96.46	3.54
2021/22	724,398,920	50,000,000	774,398,920	93.54	6.46
2022/23	727,383,901	300,000,000	1,027,383,901	70.80	29.20
2023/24	727,383,901	383,700,000	1,111,083,901	65.47	34.53
CAGR(%)	1.52	3.61	2.17	(0.63)	1.41

Source: IFMIS Data

Over the said period, in terms of composition as well, both recurrent and development budgets have also nominally increased by 1.52% and 3.61% respectively as demonstrated at Table 2. However, in terms of the overall

share, the recurrent budget has declined by 0.63%, while the development budget has increased by 1.41%. As observed in Table 2 and Table 3, the Government Press’ recurrent and development budget has indeed been growing in nominal terms. It is also clear that, in relative terms, the recurrent budget share has been declining, while the development budget has been growing. This state of affairs points to significant challenges, particularly when viewed against the poor state of the assets and equipment at the Government Press.

2.2.5.2 The Government Press Fund

Legal Notice No. 33 of 29 January 1989 published *The Exchequer and Audit (Government Press Fund) Regulations, 1988* (GPF) with an initial allocation of Kenya Pounds 1,000,0000 (KShs. 30,000,000) appropriated in the FY 1988/1989. The purposes of the GPF are to procure consumables (supplies of raw materials) for undertaking the production of various types of printing and publishing works obtainable from the GP. It further articulates some of the functions of the Government Press in Section 3 to include *printing and publishing works for Government ministries and departments, state corporations or the general public of artworks, designs, printed stationery and documents; printed and bound publications like the Kenya Gazette, Kenya Gazette Supplements; Chapters of the Laws of Kenya and official Government publications and any other specialised stationery and publications.* Section 4 lists the supplies to be issued free of charge.

Table 4: Status of the Government Press Fund (Available Funds)

Financial Year	Cash and Cash Equivalent	Receivables	Inventories	Total	Year-on-Year Change	
					In KShs	% Change
2017/18	195,348,690	205,512,610	812,855,549	1,213,716,849		
2018/19	315,681,999	243,073,219	767,679,605	1,326,434,823	112,717,974	9.29
2019/20	285,256,136	235,470,668	774,633,835	1,295,360,639	-31,074,184	(2.34)
2020/21	228,172,661	219,220,649	781,539,636	1,228,932,946	-66,427,693	(5.13)
2021/22	325,145,992	189,683,941	786,165,027	1,300,994,960	72,062,014	5.86
CAGR (%)	-0.39	4.3	2.62	3.02	4.71	

Source: Various Reports of the Auditor General

A key concern in the funding of its operations has been the cost of the various items it delivers, particularly those covered under *The Exchequer and Audit (Government Press Fund) Regulations, 1988*. The Auditor General in the Government Press Fund for the year ended June 30, 2019, observed that “**the non-chargeable jobs have had an upward trend constraining the Government Press finances**”. Further, they point to various governance challenges including notable cash management issues; inadequate debtors’ validation; old, depreciated equipment; poorly maintained stores; and lack of a procurement plan and a risk management policy amongst others.

2.2.5.3 Current Viability of the Government Press Fund

That there is great potential in the Government Press cannot be gainsaid. However, its current financial and operational viability is in question as summarised in **Table 5**.

Table 5: Status of the Government Press Fund (Budget)

Financial Year	Development Budget	Recurrent Budget	Total Budget	Total Revenue	Surplus / Deficit	Surplus / Deficit as a % of Total Budget
2017/18	150,000,000	718,580,477	868,580,477	460,000,000	-408,580,477	(47.04)
2018/19	99,999,000	674,773,063	774,772,063	480,000,000	-294,772,063	(38.05)
2019/20	24,995,000	679,821,213	704,816,213	505,000,000	-199,816,213	(28.35)
2020/21	50,000,000	724,398,920	774,398,920	220,000,000	-554,398,920	(71.59)
2021/22	11,138,370	714,423,646	725,562,016	485,000,000	-240,562,016	(33.16)

As shown in **Table 5**, the Government Press has been running deficits throughout. When compared against the receivables and inventories articulated in **Table 4**, it is evident there is a need for better financial management and operational control. Indeed, the evidence from the records available as of 30th June 2023 shows that the receivables are largely owed by two entities, namely the Ministry of Lands, Public Works, Housing and Urban Development and the Ministry of Interior and National Administration.

2.2.6 A Reflection on Funding for the Government Press Fund

A reflection on the funding for the Government Press Fund suggests that the Government has indeed continued to fund the Government Press with

substantial, if not adequate resources. The key emerging issue is how these funds have been deployed to enable the Government Press take advantage of the huge captive market at its disposal. Various reports, from the GP’s own strategic documents as well as various oversight reports point to an entity which has become hamstrung in its operations through various internal and external factors. The absence of and failure of properly operationalise key functions such as credit control, inventory management, document management systems, sales and marketing, point to an entity that has not kept up with the market available to it.

2.3 A Strategic Assessment of the Government Press

2.3.1 A Strengths, Weaknesses, Opportunities and Threat Review

The Government Press is potentially the largest printing and publishing house in Kenya, with a critical role to play in facilitating the socio-economic development goals of the government and the people of Kenya. However, a strengths, weaknesses, opportunities and threats assessment points to a sleeping giant, whose full potential remains unexploited.

Chart 1: A Strengths, Weaknesses, Opportunities and Threat Assessment of the Government Press



In terms of strengths, as shown in **Chart 1**, the Government Press has always been and continues to be the primary source of important official papers, and in this regard, it has the unmatched backing of the National Government. The GP strives to always ensure that the general public and its other clients receive accurate, authentic, and up-to-date papers while performing this function. However, it relies on the same clientele to what degree this occurs. Additionally, it is in a unique position to organise and provide crucial documents that the public and other institutions need because of its privileged access to a wealth of government data and information.

The Government Press is strategically situated next to other important government institutions, including government ministries, the Parliament, the Attorney General, and the Judiciary, which use the department's services. The Government Press is endowed with good infrastructure and land for expansion. Additionally, GP has the government's goodwill in its capacity as the Government's go-to expert on printing issues and as the custodian of official government information products printed at the department. Passports, birth certificates, property title documents, motor vehicle log books and licences, citizenship certificates, postal check books for the East African Community, and train tickets are just a few of the government security goods that Government Press has created over the years. However, some of the items are no longer printed in the Government Press due to the rapid advancement of technology and changes in policy.

Despite these advantages, the Government Press is susceptible to flaws. Numerous pieces of GP's current production equipment are no longer in use due to the industry's rapid technical advancements and insufficient investment in modernization. Due to outdated machinery and equipment with an average 71% obsolescence rate, the Government Press has substantial running costs. Its last equipment upgrade was in 2017, but this still did not completely enhance its operations, with a performance rate of

62.9%, which is way below the industry average of 80%. Due to GP's special operations and security-related nature, lengthy procurement processes frequently have a detrimental impact on the department because some raw materials and replacement parts are not readily available locally. Modernization has been slowed over the years due to the GP's constrained funding allocations.

The GP is unable to capitalise on new prospects or leverage new, more lucrative business lines due to the specialised nature of the requisite expertise and the inability to maintain or attract the required skill sets, such as upgraded passports and national identification documents. This slows down decision-making and severely mutes innovation and is a key reason why the GP is unable to provide its clients with quality services that are competitively priced and delivered on time, as shown in **Chart 1** and **Table 6**.

GP's operational environment has also been severely harmed as a result of failing to keep up with advancements in the printing and publishing business. For instance, the GP falls significantly short of its counterparts in the private sector when it comes to sales and marketing operations, sometimes doing neither very well nor at all. Last but not least, its inability to provide proper service to its clients is made worse by the company's excessive reliance on government funding through appropriations and revenues from the Government Press Fund as articulated in **Table 3**.

Despite these obstacles, as shown in **Chart 2**, there are huge chances that a redesigned, modernised, and transformed Government Press may cease to prosper. Among them are utilising the digital transformation opportunity to increase client reach and cut operational costs, attempting to give stakeholders more educational and informative content, entering potentially lucrative regional markets (*driven by regional economic integration through the EAC, COMESA, AfCFTA and others*), and forming targeted alliances and

partnerships to broaden reach, pool resources, and take advantage of new markets and business lines. The Government Press may be able to improve its policy significance as a result of Kenyan society's growing demands for accountability, openness, and public participation. The constitutional mandate to provide public papers in English and Kiswahili as official languages opens up yet another potential path for growth.

Nevertheless, potential threats exist, including changes in the political landscape that can affect policies, leadership, or funding that underpin the Government Press's operations. This is particularly prescient where the Government Press does not have a stable and robust statutory anchor. The availability of online e-documents has also led to less demand for printed products, driven by the changing demographic profiles of society and their information-consuming behaviours. The rapid technological change in the printing and publishing sector presents a double-edged sword — *as a driver for innovation and cost reduction, but also as an instrument through which work practices and assets are rapidly rendered obsolete*, necessitating continuous adaptability. Of increasing concern is the threat of cyber-crime, cyber-attacks and data breaches (client and personal data) is ever-present.

The funding challenge exacerbates the challenge of burdensome processes and procedures to the extent that these weaken the ability of the Government Press to effectively compete against more agile, user-friendly, and aggressive private printers and publishers, especially in the digital space. There is also the matter of the lack of a specific mandate for the Government Press to control the standards of documents supplied to the government which makes it difficult to authenticate official documents.

2.3.2 A Problem Tree Assessment

The inability to deliver quality, price competitive and promptly to her clients is the core problem with the Government Press as articulated at Tab16 and confirmed during interviews with her core government clients as well as

industry peers during the various benchmarking visits. Therefore, despite her clear strengths, this is a singular challenge the Government Press must overcome in the modernisation and transformation drive.

Table 6: A Problem Tree Assessment of the Government Press

THE ROOT CAUSES	THE CORE PROBLEM	THE EFFECTS	THE SOLUTION/S
<ul style="list-style-type: none"> • Lack of clarity in the constitutional, legal and regulatory framework • Antiquated and inefficient equipment and technology base • Poorly maintained buildings • Very poor occupational safety and health practices • Inadequately remunerated staff • Human resource skills deficit 	<ul style="list-style-type: none"> • Inability to deliver quality, price competitive and promptly to her clients 	<ul style="list-style-type: none"> • High delivery costs • Poor quality of outputs • Low productivity • Loss of business • Inability to exploit new opportunities • Loss of revenues • Loss of market share • Loss of clout and prestige • Inability to retain or develop mission-critical skills 	<ul style="list-style-type: none"> • Comprehensive Government Printing & Publishing Policy • Comprehensive Government Publishing Office Law • Establishing Government Press • Government Press is the Official Printer and Publisher of Government Model • Redefine its Business Model • Restructure the Government Press

The root causes for this failure are found in the Government Press’ antiquated equipment and technology bases and poor operating practices. These are compounded by the wanting occupational health and safety practices as well as the wanting human resource base. The net effect of these has been the loss of market share and business to competitors driven by high delivery costs, poor quality of outputs.

2.4 A Comparative Analysis of the Performance of Government Press’ Globally

2.4.1 A Review of the Selected Government Press’

Government presses play a pivotal role in shaping public communication, disseminating official information, and preserving the historical record of nations. The power of print has endured through centuries, bridging technological advancements and social changes. As the world transitions into an increasingly digital age, the continued significance of government presses as conduits of information deserves careful examination. This

detailed review of various government presses through a comprehensive desk review, and virtual and physical benchmarking exercise provides useful lessons for the success of the Kenyan Government Press. By analysing these countries' government presses, we sought to uncover the nuances of how these institutions operate within their distinct socio-political environments.

2.4.1.1 The Singapore Government Press

The Singapore Government Press was originally established as the Singapore Government Printing Office in 1867. Later, in 1973, it was privatised to become Singapore National Printers Pte. Ltd. Subsequently, in 2008 it transitioned into Toppan Leefung Pte. Ltd a wholly owned subsidiary of Toppan Inc²². Currently, the press is overseen by the Ministry of Communication and Information. As a company it has interests in commercial printing, legal publishing, packaging, security printing and security solutions and services. Its clientele comprises both government and private entities. For the Government of Singapore, it prints gazettes; government gazettes, subsidiary legislation, supplement, and statutes. revised subsidiary legislation, bills supplement, and industrial relations supplement²³. The company also undertakes the printing of security documents including passports, visas, certificates, vouchers, stamps, security seals, bank labels, chequebooks, bond certificates, lottery tickets, gaming products and travel documents²⁴. It also undertakes commercial printing activities for the private sector.

2.4.1.2 The Rwanda Government Printing & Publishing

Rwanda employs a three-pronged approach to its government printing and publishing. The first is the Quality Assurance & Official Gazette Directorate General, which is responsible for printing Rwanda's official Gazette. The second is Multicom Printing and Publishing Ltd, a company that was formerly

²² <https://www.toppanleefung.com/about-us/corporate-information/> retrieved on Monday, 14 August 2023

²³ <https://www.toppanleefung.com/our-keybrands/legal-printing/> retrieved on Monday, 14 August 2023

²⁴ <https://www.toppanleefung.com/our-keybrands/security-printing/> retrieved on Monday, 14 August 2023

the Rwanda Printing and Publishing Corporation. This company is now largely owned by Multi-Dimensional Print International Limited (MDPI) and undertakes commercial printing as well as printing the Kinyarwanda newspaper and French publication. The government exercises control over this company through the Ministry of Finance and Economic Planning. Lastly, the Rwanda Printery Company Ltd was established in 2013 by merging three independent printeries that were previously managed by government institutions. This company is owned by the government and undertakes various types of printing, including offset, digital, and screen printing. It provides printing services to both government and private entities. Overall, the government of Rwanda has established these entities to ensure efficient and effective printing and publishing services for both official documents and commercial materials.

2.4.1.3 The Security Printing and Minting Corporation of India Ltd

The Security Printing and Minting Corporation of India Ltd (SPMCIL) was established in 2006 by the Government of India. It is fully owned by the government and is controlled by the Department of Economic Affairs in the Ministry of Finance. SPMCIL consists of various security presses and mints that were previously formed at different times. It currently includes four mints, two currency presses, two security printing presses, and one security paper mill. SPMCIL is involved in the production of various security-related products such as currency and bank notes, security paper, non-judicial stamp papers, postal stamps, passports, visas, security certificates, cheques, bonds, warrants, special certificates with security features, security inks, coins, medallions, and the refining and assay of precious metals. The government exercises administrative control over SPMCIL through a Board of Directors, chaired by the Finance Ministry. The corporation plays a crucial role in ensuring the security and authenticity of official documents and financial instruments in India.

2.4.1.4 The Government Printing Works of South Africa

The South African Government Press, Government Printing Works (GPW), was established on 4th July 1888 upon authorization by the House of Assembly; and commenced official functions on 1st August 1888. In 1976, it was established as a trade account lasting until 2008. It was later restructured on 9th October 2009 and accordingly established as a government component²⁵ vide Government Gazette No. 32616. GPW is overseen by the Department of Home Affairs. There are ongoing efforts to transform the GPW into a State-Owned Company

GPW is involved in the delivery of security printing services to the government, printing government publications for example maps, logbooks, government gazettes *et. al.* It undertakes Passport as well as normal and specialised, high security rubber stamp production e.g. VISA stamps. It also develops card-type documents with integrated circuits such as identification cards, drivers' licences, as well as access control cards. Its services include document securitization i.e. embedding of security features for protection against criminal risks such as birth certificates. It further engages in procurement and distribution of government stationery including procurement of stock, warehousing and distribution of standard documents used across government departments, municipalities and other entities i.e. medicine registers for local clinics.

2.4.1.5 His Majesty's Stationery Office (HMSO), the United Kingdom

The United Kingdom's government press is referred to as His Majesty's Stationery Office (HMSO). The office was established as a Department of Her Majesty's Treasury on 5th April 1786. Majority of HMSO's publishing functions were privatised in 1996 leading to the creation of a publishing company, The Stationery Office (TSO). HMSO on the other hand, continued

²⁵ A Government Component is defined as "a national or provincial government component" as set out in section 7(1) and 7(2)(c) [column 1 of Part A of Schedule 3] of the **Public Service Act Nr 103 of 1994** (as substituted by the Proc 59 Government Gazette 32566, 11 September 2009).

as a separate part of the Cabinet. In 2006, TSO was later sold to Williams Lea, a business process outsourcing company.

TSO is a non-ministerial department of the Department of Culture, Media and Sport. Vide 1889, Letters of Patent HMSO was appointed as the printer to His Majesty of all Acts of Parliament. These also appointed the Controller of HMSO as administrator of the rights of Crown copyright. TSO carries out the following roles; it oversees the printing and publication of legislation, holds the crown's copyright and patent, manages the Crown and Parliamentary copyright, and coordinates office supplies for government departments.

Operations of HMSO are overseen by the Office of Public Centre Information (OPSI), a role it discharges from the structure of the National Archives. The Controller of HMSO is appointed by Letters Patent to the office of Queen/King's Printer of Acts of Parliament. The office is separate from the functions of OPSI. The Controller of HMSO is also the Director of OPSI. Thus, HMSO continues to operate from within the expanded remit of OPSI. ("Office of Public Sector Information - Wikipedia") The Controller also holds the offices of Kings' Printer of Acts of Parliament, King's Printer for Scotland and Government Printer for Northern Ireland.

2.4.1.6 The Federal Printing Office, Germany

The Bundesdruckerei Groupe GmbH, also known as the Federal Printing Office, is a state-owned enterprise in Germany. Its history dates back to 1763 when it was established as the Privy Court Printing Office. Over the years, it has evolved and merged with other printing offices to become the Bundesdruckerei in 1951. The main task of the Bundesdruckerei is to print banknotes, securities, and postage stamps. However, it has expanded its services to include digital solutions for the public sector. It focuses on protecting digital identities and sensitive data, securing personal data, protecting critical infrastructures against cyberattacks, and facilitating

digital administration. The company also engages in security printing and has partnerships with other companies for secure identification solutions and border control. The Bundesdruckerei operates as the parent company of a group structure, with five subsidiaries specializing in technology security, security of digital identities, IT network security, digital services, and secure communications. It is important to note that the publication of official legislative documents and legal notices is handled by the Bundesanzeiger Verlag GmbH, which operates under the Federal Ministry of Justice.

2.4.1.7 The Government Press' of the United Republic of Tanzania

Tanzania, being a unitary system of Government created after the unification of Tanganyika and Zanzibar, has separate presses for both Tanganyika and Zanzibar. In Zanzibar, the press is referred to as the Zanzibar Government Printing Press Agency and was established in 2018 through the Zanzibar Government Printing Press Agency Act of 2018 and falls under the Office of the Prime Minister. In Tanzania, the press is referred to as Idara ya Mpiga Chapa Mkuu wa Serikali and is under the Ministry of Communication, Tourism and Culture of Zanzibar.

The functions of Idara ya Mpiga Chapa Mkuu wa Serikali are as follows: to prepare for printing works; to print various documents; to bind documents; to control quality of the printing; to plan, install and maintain printing machines and equipment; to disseminate printing output to the public; to keep custody of the national emblem; to advise the Government on printing; and to prepare, and review and monitor implementation of printing policy and legislative strategies.

The functions of Zanzibar Government Printing Agency include providing the highest standards of printing services and produce a wide range of specialised printing solutions cost-effectively; providing a government central store for stationery and office equipment services to the public and private sectors; to

strengthen staff professional capacity to cope with the growth of modern printing technology; enhancing social and environmental impact assessment for protection and solutions to possible hazards to the factory and surrounding community; increasing the revenue of the Agency and Government in general through its services provided; and keeping government secrets and confidentiality from documents printed by it.

Idara ya Mpiga Chapa Mkuu wa Serikali is led by a Government Printer and has the following sections: Quality Assurance and Control Section; Production Section; Technical Services Section; Marketing Services and Government Bookshops Section; and Dodoma Branch. The ZGPA is however under a Board of Directors comprised of a chairperson, appointed by the President, an Executive Director and several other members.

2.4.1.8 The United States Government Publishing Office

The United States Government Publishing Office (GPO) domiciled at the Parliament operates with a mandate to produce and distribute information products and services for all three branches of the U.S. Federal Government. Established with historical significance, the GPO was founded as a response to the Congressional Joint Resolution of June 23, 1860, setting the groundwork for its role in disseminating official government information²⁶. Under the framework of Title 44 of the United States Code and further supported by an Omnibus Bill passed by Congress in 2014 and signed into law, the GPO's responsibilities include crafting U.S. passports for the Department of State and publishing official documents for Congress, the White House, and various Federal agencies. These publications are made available in both digital and print formats, ensuring broad accessibility. A core function of the GPO is the distribution of official government publications to Congress, federal agencies, federal depository libraries, and

²⁶ <https://www.gpo.gov/> see also <https://www.usa.gov/agencies/government-publishing-office> retrieved on Monday, 14 August 2023

the public, with federal depository libraries serving as vital access points for individuals seeking government resources.

2.4.1.9 The Federal Government Press of Nigeria

The Federal Government Press (FGP) in Nigeria holds a vital and extensive mandate to facilitate effective government operations, communication, education, and revenue generation. Anchored in the legal framework of the Constitution of the Federal Republic of Nigeria 1999, the FGP's responsibilities are broad and crucial for the nation's governance. It is primarily responsible for printing official publications of the federal government and various agencies, encompassing documents from reports to guidelines.

With a focus on confidentiality, it safeguards sensitive government documents, preserving their integrity. Revenue generation is achieved by distributing printed official documents, ensuring financial sustainability while providing information to the public. Additionally, the FGP prints educational materials for federal institutions and unity schools, aligning with its commitment to education. It conducts professional development programs in the printing profession and exclusively prints the Coat of Arms, emblematic of federal authority. The Constitution of Nigeria 1999 forms the basis for its mandate, referenced in articles such as 88, 128, 144, 189, 213, and 305, and its role in publishing official communication solidifies its role in governance.

2.4.1.10 The Ghana Publishing Company Limited

The Ghana Publishing Company Limited, originally known as Ghana Publishing Corporation, was established on March 9, 1965, through Legislative Instrument No. 413, and later amended by L.I. 672 of December 11, 1970, to assume the responsibilities of the former Government Printing Department. Its mandate encompasses the printing and publication of constitutional instruments and legislative instruments of Parliament, as well as the publication and gazetting of byelaws. Additionally, the company

produces high-quality books and stationery for Educational Institutions, Government Departments, and the General Public at competitive prices. It was converted into a Limited Liability Company under the Statutory Corporations (Conversion to Companies) Act 461 of 1993.²⁷

2.4.1.11 Percetakan Nasional Malaysia Berhad, Malaysia

Percetakan Nasional Malaysia Berhad (PNMB), formerly the Government Printing Department, holds a diverse range of responsibilities. Its mandate encompasses general printing for all government needs such as annual reports, gazettes, and legislations. Notably, PNMB specialises in security printing, including cheques, passports, postage stamps, identity cards, and security tapes. Additionally, the entity engages in education and publication by creating curriculum-based content aligned with Malaysia's framework for both print and online platforms. PNMB provides Lawnet, a comprehensive database for Malaysian laws, and manages digital imaging, archiving, and technology solutions. Its Smartcard Solutions include track and trace services, while PNMB2U serves as a digital marketing and branding platform for various goods. With a history of name changes, PNMB stands as a versatile institution that plays a pivotal role in Malaysia's printing and technological landscape.

2.4.1.12 The Uganda Printing & Publishing Corporation

The Uganda Printing & Publishing Corporation (UPPC) operates under a comprehensive mandate outlined in Section 5 of the Uganda Printing & Publishing Corporation (UPPC) Act, Cap 330. The UPPC provides printing and publishing services to government bodies, parastatal entities, private individuals, and organisations. It also functions as a training centre for apprentice printers, offers advisory services to the government on printing matters, and conducts a wide range of printing services for both the public and private sectors. The UPPC's activities encompass producing various

²⁷ <https://www.ghanapublishing.com/> retrieved on Monday, 14 August 2023

materials such as stationery, advertising items, packaging, technical drawings, architectural plans, books, exercise books, binding services, security printing, and more, in alignment with its role as a printing and publishing institution.

In 2018, the UPPC and Veridos, a German company that is a global leader in identity solutions, entered into a fifteen (15) year joint venture, Uganda Security Printing Company Ltd (USPCL). The shareholding in the USPCL has the UPPC holding 51% of the shares and Veridos owning 49% shares. Quite apart from seeking to improve efficiency and effectiveness in government operations, the USCL will now print and publish all sensitive material of the government. In the joint venture, Veridos will also deploy its trusted identity management system, IMAGO, as well as facilitate the construction of a modern security printing plant capable of creating ePassport's, polycarbonate ID Cards, and providing all related services, making Uganda one of the few African countries with a modern security printing company. Ground-breaking for the facility commenced in 2022 and initial operations are anticipated to commence at the end of 2023.

2.4.1.13 The National Printing Bureau, Japan

The National Printing Bureau (NPB), known as Kokuritsu Insatsu-Kyoku, operates under the Act on the National Printing Bureau; Incorporated Administrative Agency (Act No. 41 of 2002). Established within the legal framework of the Act on General Rules of Incorporated Administrative Agencies (Act No. 103 of July 16, 1999), the NPB is entrusted with a comprehensive mandate. This includes the printing and manufacturing of banknotes, currency, and security documents like passports, postage stamps, and certificates. Additionally, the NPB is responsible for printing and publishing all Government Publications such as the Official Gazette, Statute books, budgets, and financial statements. The entity also manages the Banknote and Postage Stamp Museum, showcasing its history and products like banknotes, stamps, and printing equipment. Utilising its technology and

designs, the NPB contributes to artwork and commemorative product production, while also offering essential information services to the public.

2.4.2 Lessons Learnt from The Review

A comprehensive comparative analysis of government presses across a diverse set of countries, aiming to shed light on their roles, structures, functions, and evolving relevance in the contemporary global context. The countries selected for this study - the United States of America, the United Kingdom, Germany, Japan, Singapore, Malaysia, Rwanda, Uganda, South Africa, Ghana, Tanzania, Nigeria, and India - encompass a spectrum of political, economic, cultural, and historical backgrounds. In summary, the following was noted:

- a. **ESTABLISHMENT:** The history of government presses dates back to the 18th century with the advent of most European government presses such as the United Kingdom and German government presses. This was followed by the Asian and American presses in the 19th century. African presses were mainly started in the wake of colonialism around the late 19th and early 20th centuries. These entities were often founded in response to the need for centralized, official printing services, which then evolved to encompass a broader range of functions.
- b. **OVERSIGHT:** Effective oversight is a cornerstone of the successful operation of government presses, ensuring transparency, adherence to regulations, and the fulfilment of their designated roles. Oversight mechanisms vary based on the legal, administrative, and political contexts of each country. These mechanisms play a pivotal role in maintaining the integrity, accountability, and efficiency of government presses. In the case of Singapore oversight is exercised through the Ministry of Communication and Information; in Rwanda and Germany primarily through the Ministry of Justice; in South Africa, akin to

Kenya, through the Department of Home Affairs; USA through Parliament; India through the Ministry of Finance; UK through Her Majesty's Treasury and Department of Culture, Media and Sport; and Tanzania through both the Office of the Prime Minister of Zanzibar and the Ministry of Communication, Tourism and Culture. Across these cases and others, effective oversight acts as a safeguard against misuse of authority, ensuring that government presses remain responsive to the needs of society, maintain ethical standards, and contribute to transparent governance. It is a vital component in building and sustaining public trust in the services provided by government presses, making them integral to the functioning of modern democracies and administrative systems.

- c. **CONSTITUTIONAL / LEGAL FOUNDATION:** The constitutional and legal foundations of government presses provide the framework within which they operate. These foundations vary based on a nation's legal architecture. In the majority of the jurisdictions, the legal anchor is found in Acts of Parliament and legislative instruments and regulations as is the case in Uganda, Tanzania, the USA, Ghana, and Japan. Uniquely, in Nigeria, the press derives its mandate directly from the constitution. In other jurisdictions such as Singapore, the press is established as a company owned by the State. In summary, the constitutional and legal foundations of government presses provide the overarching framework within which these institutions operate. These foundations establish the legitimacy of their roles, define their mandates, and set the standards for their interactions with governments, citizens, and other stakeholders.
- d. **MANDATE / FUNCTIONS / SERVICES OFFERED:** The mandates and functions of government presses are multi-faceted, encompassing a range of responsibilities that extend beyond mere printing. Despite

this multi-faceted nature, this comparison confirms that the bedrock mandate of all the presses is the dissemination of official government information. The diverse mandates are rooted in the historical significance of a particular jurisdiction and are tailored to address the evolving needs of modern governance, communication, and information dissemination unique to that particular jurisdiction. The functions performed by government presses are pivotal in preserving official records, ensuring security, and facilitating effective communication. Aside from the dissemination of official government information, some presses undertake unique roles. For instance, in Uganda, there is an explicit function of acting as an in-service school to train its own and other organisation's apprentice printers. In India, Germany and Japan, the press is the printer of the nation's currency. In Ghana, the press plays a critical role in the production and distribution of material for the nation's education sector. In Germany, India and Singapore the press undertakes the printing of travel documents such as passports and visa stamps.

Overall, these functions demonstrate that government presses extend their roles far beyond the traditional printing realm. They function as repositories of official information, contributors to national security, facilitators of communication, and partners in education. As custodians of information, they play a crucial role in maintaining the integrity and accessibility of official records while adapting to the challenges and opportunities presented by the digital age.

- e. **INSTITUTIONAL / OPERATIONAL STRUCTURES:** The institutional and operational structures of government presses are carefully designed to fulfil their multifaceted mandates and ensure accountability as per a nation's government organisation structure. Historically, the majority of the presses are established as

departments or branches of government entities. This is the case in Rwanda's Quality Assurance & Official Gazette Directorate General, Singapore's Government Printing Office established in 1867, UK's His Majesty's Stationery Office, Germany's Privy Court Printing Office established in 1763 (subsequently corporatized), and Malaysia's Government Printing Department. In other countries; the presses are established as corporate government entities as is the case in Uganda, the Rwanda Printery Company Ltd. and Multicom Printing and Publishing Ltd. both of Rwanda, the Security Printing and Minting Corporation of India Ltd (SPMCIL), the Government Printing Works of South Africa, the Federal Printing Office of Germany, Tanzania's Zanzibar Government Printing Agency, the Ghana Printing Company Limited, and the National Printing Bureau of Japan. Uniquely, in Singapore, the press is a publicly traded company largely owned by private sector players. In Rwanda's Multicom Printing and Publishing Ltd the press the government of Rwanda holds 30% of the shares while 70% of the shares are held by a private entity.

- f. **COPYRIGHTING CONTENT:** Copyright control is a means of ensuring that official versions of documents can be readily identified as authentic. In the United Kingdom, it was noted that organisations and individuals who wish to reproduce Crown copyright material apply to HMSO's Copyright Unit for an appropriate licence. The Controller grants exclusive permission to applicants to reproduce copyright material with conditions attached.
- g. **KEY PARTNERSHIPS:** In the majority of the African government presses reviewed, there were no obvious or stated partnerships outside government with private entities. Rwanda's Multicom Printing and Publishing Ltd is the only African government press with a private sector partnership. The government of Rwanda privatised the entity

and only retained 30% of the shares of the company. These African government presses remained largely owned public enterprises, wholly operated by the respective governments. The level of efficiency reflected the state of public sector performance in each jurisdiction. In the global context, there are clear partnerships between governments and the private sector in the ownership and management of government presses. In Singapore, the press is largely owned by a foreign, global Japanese printing and publishing enterprise. In the United Kingdom and Germany, a strong partnership exists between the government and the private sector in the management of the press evidenced in the UK's, The Stationery Office and Germany's Federal Printing Office.

In conclusion, the comparative analysis of government presses across various countries has illuminated a spectrum of best practices that can serve as valuable recommendations for improving the performance of government presses globally. These practices reflect the evolving role and significance of government presses in the modern world. From the analysis, several key recommendations emerge:

First, adaptation to technological changes. Government presses need to keep pace with technological advancements. Embracing digital formats, online accessibility, and secure electronic document management systems can enhance efficiency and broaden public access to official information. Second, diversification of services. Successful government presses offer a diverse range of services, from disseminating government information to undertaking security printing and supporting critical national sectors such as education.

Third, collaboration and partnerships. Establishing collaborations with private sector entities and other government agencies can lead to innovative solutions, as demonstrated by partnerships in security printing and

technology solutions. This fosters efficiency, knowledge sharing, and resource optimization.

Lastly, clear legislative anchoring. Having a clear legal framework that defines the role, responsibilities, and autonomy of government presses is essential for their effective operation. By implementing these recommendations, government presses can position themselves as efficient, adaptable, and crucial components of modern governance, ensuring the effective communication of official information, preserving historical records and supporting a transparent and informed society.

A transformed Government Press should embody these essential features while advancing transparency, accessibility, and innovation. Leveraging technological advancements, it should streamline printing, archiving, and distribution processes. Embracing digital platforms and interactive approaches, a forward-looking government press should adapt to evolving technologies. By integrating public engagement, educational support, and revenue generation, it can effectively serve the public interest while upholding high standards of professionalism and information security.

2.5 Emerging Strategic Issues in Reforming the Government Press

This review has identified the following trends and emerging strategic issues that present opportunities, but also are constraining the performance of the Government Press as currently constituted. These include:

- a. **INADEQUATE STATUTORY BASIS OF THE GOVERNMENT PRESS:**
While there is some clarity in what the Government Press should do, lacunas in the legal and regulatory framework have been exploited by various agencies to the detriment of the Government Press. In addition, the Government Press' mandate has failed to keep up with changes globally regarding the role of a modern publishing house in

facilitating and enabling operations of government, particularly concerning the management of government information resources in service of transparent and accountable governance.

- b. **LOSS OF INSTITUTIONAL CLOUT AND PRESTIGE:** Even though the Government Press retains strong goodwill within the government, failure to adequately make appropriate investments has caused the Government Press to abdicate its role to public agencies such as the Kenya Law Reform Commission and the National Council on Law Reporting and the private sector as well.
- c. **INABILITY TO ATTRACT AND RETAIN THE RIGHT SKILLS:** There is a clear deterioration in the Government Press's human capital base. This was observed in the ageing work profile, the unfilled staff positions and staffing gaps in critical work processes such as sales, marketing, finance, audit, IT and procurements amongst others.
- d. **DECLINING GOVERNMENT PRINTER OPERATIONS AND FINANCIAL PERFORMANCE:** Available data shows a declining operational and financial performance of the Government Press. From antiquated machines, inadequately facilitated staff, poor compliance with occupational safety and health requirements, and run-down buildings, the Government Press performance is sub-optimal, despite its immense possibilities. Failure to invest in technology and improve work processes has greatly contributed to its inability to be a competitive player in the printing and publishing space and consequently constrained its ability to effectively serve government.
- e. **FAILURE TO KEEP UP WITH AND LEVERAGE TRENDS:** While the Government Press' operating environment has shifted, its operations have failed to rise to the challenge. For instance with the promulgation

of the CoK 2010 the need for increased and improved interagency / intergovernmental cooperation as well as better engagement with civil society has emerged. This has further been accompanied by the establishment of more robust capacities and capabilities by entities taking advantage of GP's inadequacies. More significantly, the shift from a paper to an electronic/digital environment has undermined GP's overall performance.

- f. **LIMITED INNOVATION AND FAILURE TO EXPLOIT EMERGING MARKETS:** The evidence suggests that the Government Press has had very little incentive to innovate and adapt to new printing and publishing trends, including exploitation of existing and emerging business lines. Its marketing strategies have been non-existent when compared to private sector operators, leading to limited visibility and loss of clout and market share.
- g. **FAILURE TO COPYRIGHT GOVERNMENT DOCUMENTS:** It appears that the Government of Kenya does not copyright her documents, unlike other jurisdictions such as the United Kingdom. Indeed, the Government is no different from other content producers, therefore there is a need to copyright official government documents and other works. This is essential in guaranteeing the integrity of government information. There is a need to have a unit specifically mandated with controlling and administering government copyright. Also considering the effect of copyrighting on the question of public access vis a vis the imperative of availing authentic documents.
- h. **INSUFFICIENT POLICY SUPPORT:** From previous reports, some of which were never finalised, to the incomplete Security Printing facility, to the strategic plans that were never fully executed, it is evident that consistent, high-level policy support is a critical success factor to any

effort aimed at modernising and transforming the Government Press. Indeed, this history of false starts casts an ominous shadow and is evermore so prescient, given the ongoing efforts to attract private sector participation in delivery of key immigration, driving license and revenue stamp services in various government departments.

2.6 Summary

The foregoing chapter of this policy captures the context and policy challenge faced by the Government Press in Kenya, of which, if streamlined, will see the dream of a transformed, modernized, efficient and commercially viable Government Press come to fruition. The Government Press, since inception has played a pivotal role in shaping public communication, disseminating information to the public and preserving the historical records of our great nation. However, despite being mandated to perform some of the most crucial tasks in the nation, including but not limited to the printing and publishing of national documents and printing of security documents for the Government, it has continued to stand on shaky grounds with the hopelessness of imminent collapse due to factors like constrained funding allocations which arise from inadequate policy and legal framework that would give a firm backbone to the GP.

Services offered by the Government Press are important in ensuring Government accountability to its people, facilitate government operations and communication, education, revenue generation and to promote confidentiality as it safeguards sensitive Government documents by preserving their integrity. A comparative analysis of the performance of Government Presses globally, with keen interest on their establishment, oversight, legal foundation, functions, operational structures, copyrighting content and key partnerships indicate that the GP is indeed a sleeping giant with great potential but only if steps are taken in the right direction.

Having a proper legal foundation with policy support will enhance strong anchorage in law which will in return enable the GP to have; established legitimacy of its roles, a clearly defined mandate, a properly supported source of funding and effective oversight. With that, the new Government Press will be able to improve service delivery to its clients, capitalize on new prospects in technological advances, widen client reach and accessibility through both digital and print, recapture and even broaden its market share by tapping into the potentially lucrative regional markets like the EAC and COMESA.

Of key to note is that there have been previous attempts to reform the GP that ended in smoke. The current goodwill of the Executive towards GP will be a win-win situation for both as the transformation of the GP will level the playing field in print and publishing, allowing GP to form key partnerships and compete favourably with other players in the industry which aligns with the incumbent Government's BETA model.

3 STRATEGIC PRIORITIES FOR MODERNISING AND TRANSFORMING THE GOVERNMENT PRESS OF KENYA

3.1 Introduction

The Government Press is the designated printing press for production, standardization, dissemination, cataloguing, authenticating, and preserving of various public documents for the National and County Governments, Parliament, Judiciary, Parastatals and Semi-Autonomous Government Agencies (SAGAs). As observed, since its establishment in 1895, there have been various unsuccessful attempts at Ministerial level by previous administrations to modernise and transform the Government Press. It is also noted that there has been significant advancement in the methods, technology and infrastructure for production, standardization, dissemination, cataloguing, authenticating, and safeguarding various National documents. It is therefore imperative that the capacity, efficiency, effectiveness, security of Government documents, viability and sustainability of the Government Press is significantly augmented. The new re-engineered, modernised and transformed Government Press will be a vital component of the overall framework for gathering, preserving and disseminating vital information products and resources produced at the national and sub-national levels in Kenya.

3.2 Scope of the Policy Framework

This policy framework lays a basis for the sustained improvement in the commercial performance of the Government Press. It includes measures to secure an appropriate and facilitative enabling environment that brings the current government press in line with trends in the operations of similar enterprises globally.

The Vision of this framework is to have the Government Press of Kenya as a modernised and transformed secure source for the production, securing and distribution of all printing solutions. Its Mission is to be, “an efficient and highly performing commercially viable entity providing her clients and the public reliable, convenient, cost competitive and secure printing and publishing services to support their operations in an ethical and commercially sustainable manner.” In doing so, the Government Press of Kenya shall be guided by values of, (1) integrity; (2) commitment to work; (3) quality services; (4) teamwork; (5) timely service delivery; as well as (6) transparency and accountability.

Chart 2 illustrates the proposed modernisation and transformation framework for the Government Press of Kenya.

Chart 2: Proposed Modernisation and Transformation Framework for the Government Press of Kenya

THE VISION	A modernised and transformed secure source for production, securing and distribution all official documents and publications for the Government of Kenya.				
THE MISSION	Provide our clients and the public reliable, convenient, cost competitive and secure printing and publishing services to support their operations in an ethical and commercially sustainable manner.				
THE CORE VALUES	Integrity; Commitment to Work; Quality Services; Team Work; Timely Delivery Service; Transparency and Accountability				
THE STRATEGIC GOALS	I Clarify the Statutory Foundation and Mandate	II Satisfy the Needs of Customers / Clients	III Diversify the Products & Services	IV Strengthen the Organisational Foundation	V Build a Capable and Motivated Workforce
	<ul style="list-style-type: none"> A. Corporatise the Kenya Government Press B. Vest Assets and Liabilities to the Kenya Government Press 	<ul style="list-style-type: none"> A. Provide Best-in-Class Service to Clients B. Enhance Strategic Partnerships C. Open & Transparent Operations D. Rebrand and Reposition 	<ul style="list-style-type: none"> A. Provide Expanded Services B. National Plan for Access to Government of Kenya Information C. Establish Printing & Publishing Museum 	<ul style="list-style-type: none"> A. Build a Fit-for-Purpose Asset Base B. Maintain Fiscal Responsibility C. Secure Business Continuity D. Environmental Responsibility E. Expand Use of Improved Work Processes & Technology F. Strengthen Partnerships 	<ul style="list-style-type: none"> A. Formulate an Appropriate Organisational Structure B. Attract and retain skilled human resource C. Nurture a facilitative work environment D. Implement Strong Performance Management Framework
EXPECTED OUTCOME	A Kenya Government Press that is commercially sustainable; customer centric; technology driven, with secure operations in secure facilities; operating with best in class operational benchmarks; promotes access to public information and is an environmentally conscious printer and publisher				

3.3 The Strategic Policy Goals and Priorities

Adoption and implementation of the modernisation and transformation framework for the Government Press of Kenya with five key strategic objectives of seeking to satisfy customer needs, strengthening the organisational foundation; diversifying the products and services provided and securing a capable and motivated workforce for the Government Press of Kenya. This modernisation and transformation of the Government Press of Kenya will see it becoming the single secure source for the production, securing and distribution of all official documents and publications for the Government of Kenya, providing her clients and the public with reliable, convenient, competitive and secure printing and publishing services to support their operations in an ethical and commercially sustainable manner.

The strategic policy goals and objectives in the modernisation and transformation framework for the Government Press of Kenya will be to (1) clarify its statutory foundation and mandate; (2) satisfy the needs of all her customers; (3) diversify its menu of products and services; (4) strengthen its organisational foundation; and (4) build a capable and motivated workforce.

The Government Press of Kenya has experienced a declining operational performance and over time has lost its market share, even in areas where it has a monopoly of sorts, will be the Official Printer and Publisher for the Government of Kenya. It shall be commercially sustainable; customer centric; technology with secure operations in secure facilities; comply with the best-in-class operational benchmarks; secure standards in government printing & publishing; a key instrument for promoting access to public information; a continuously learning organisation; a place for skilling and reskilling in printing and publishing; and an environmentally conscious printer and publisher. More significantly, the modernised and transformed Government Press of Kenya should be a credible, impartial, and trusted operator.

3.4 Summary

Herein, the strategic priorities for modernizing and transforming Government Press are brought about. A basis is laid for the sustained improvement in the commercial performance of GP which include strategic measures to secure an appropriate and facilitative environment that will bring the current GP up to par with trends in the operations of similar enterprises globally. These measures will see the newly transformed and modernized GP align with its mission, vision and values.

The strategic policy goals aimed at including clarification of the statutory foundation and mandate, the satisfaction of the needs of clients, the diversification of products and services, the strengthening of the GP's organizational foundation and the building of a capable and motivated workforce. This chapter clearly lays out how all the aforementioned are achievable.

The attainment of the above will have the expected outcome of a robust Kenya Government Press that is commercially sustainable, customer centric, technologically driven with secure operations in secure facilities; operating with best in-class operational benchmarks; promotes access to public information and is an environmentally conscious printer and publisher. It will also escalate GP to the status of a credible, reliable, impartial and trusted operator.

4 BUILDING A GOVERNMENT PRESS FOR THE FUTURE

4.1 Introduction

Reform of the Government Press is a national development priority. This is particularly the case given the current imperative of optimising existing assets to create jobs, generate revenue and foreign exchange in the context of the immense business opportunity that is available to the Government Press. The following policy positions provide the building blocks that will inform this transition.

4.2 Strategic Goal 1: Clarifying the Statutory Foundation and Mandate of the Government Press

4.2.1 The Policy Issue

The constitutional and statutory requirements to print and publish for the Government Press are generally clear. However, the mandate and functions of the Government Press remain ambiguous and open to interpretation. The mandate of the Government Press is currently provided in different legal instruments, that is; the Exchequer and Audit (Government Press Fund) Regulations 1988, the Constitution of Kenya 2010, Executive Order No.1 of 2023, County Government Act, Revision of Laws Act and the Kenya Information and Communications Act. There is a variance in the mandate of the Government Press as provided for in all the above-mentioned legislations. A single piece of legislation would cure this problem and provide for a firm and concise legal foundation for the Government Press.

This is compounded by the neglect that the Government Press has suffered over the years leading to a clouding of its roles and allowing other players to take over its role, with disastrous consequences for its commercial viability and performance. The Government Press has over the years lost some major revenue streams due to the lack of capacity to deliver services such as the

printing of revenue stamps, exercise books, and driving licences among others. This has led to MDA's outsourcing the services to private providers. Further, the publishing role of Government Press is currently dormant, such that other entities have undertaken to perform such functions. The development of legislation clearly outlining the mandate of the Government Press would serve to protect the services it provides against encroachment by other bodies with printing and publishing roles, thereby protecting its revenue streams. This way, the Government Press can evolve into a profitable and commercially viable entity that is self-sustaining.

Oversight of the operations of the Government Press is currently inadequate. This has been variously and over many years been captured in the reports of the Auditor General. The incorporation of the Government Press would create a clear organisational structure that would facilitate an enhanced governance and oversight structure. This would steer the Government Press towards fulfilling its mandate, mission and vision and adherence to corporate responsibility. More importantly, as part of the overall effort to build an efficient and highly performing commercially viable entity, given the past poor performance of the Government Press, will require that the new entity can partner with credible and performing entities. Appropriate incorporation of the Government Press is essential in this regard.

The Government Press' position as a unit in a State Department has not enabled it to focus on its growth and performance imperatives such as investment in technology, in people, in products and in systems to serve its clients. While it has a clear strategic role to play, its commercial possibilities have been choked. Nowhere is this more evident than in the reports of the Auditor General as well as in the performance of its budget. Despite allocation of resources to acquire equipment or opportunities to service its customers, it has failed to do so.

4.2.2 Policy Proposition

Recognising that the Government Press is a strategic, commercial enterprise and further observing the significant brand equity in the name Government Press, it is proposed that the Government Press be corporatized into a state corporation and its current name be retained.

4.2.3 Key Strategies

4.2.3.1 Corporatise the Government Press

In the immediate term, promulgate a **Legal Notice establishing the Government Press** and transiting the existing Government Press into this new entity with a limited, but expanded mandate. It shall be a strategic, commercial corporation.

The name of the new corporate entity shall be the **Government Press of Kenya**.

Expand the **mandate of the Government Press to include that of being the Official Printer and Publisher of the Government** as well as **the Government Advisor on all matters of printing and publishing**.

Immediately **provide for a seamless transitioning** of all existing Staff at the Government Press to the Government Press of Kenya.

4.2.3.2 Vest Assets and Liabilities to the Government Press

Immediately **develop and gazette a Vesting Order** transitioning all land and assets in use by or purchased for use by the Government Press before commencements of the Government Press Order to the new Government Press. The Vesting Order shall also appropriately cover all liabilities related.

4.2.3.3 Amendments to Strengthen the Statutory Foundation of the Government Press

It is also proposed that **amendments be made to several laws and regulations** as follows:

- a. Amend Sections 6(2) and 6(3) of the Revision of Laws Act that relates to the printing and publishing of revised laws so that this will not conflict in any way with the proposed mandate of Government Press. It should also include county laws in the list of revised laws to be printed by the Government Press.
- b. **Review the** Exchequer and Audit (Government Press Fund) Regulations, 1998 to align them with the Public Finance and Management Act, 2012, wind up the Government Press Fund and provide for cost recovery for non-chargeable items, including replenishing the fund to cater for increases in costs of production.
- c. Amend the County Government Act 2012 and delete the word 'County Gazette' in Sections 23 and 25(1) of the Act because the Constitution of Kenya 2010 does not contemplate the publication of county laws in the county gazette. This will align it with the provision of Article 199 of the Constitution, and it will also avoid the expensive undertaking of establishing 47 county government printers.
- d. Review Clause 4 (c) of the Legal Notice No. 110 of 2019 on Kenya Export Promotion and Branding Agency Order, 2019 to remove any conflict between KEPROBA and the Government Press in their role as the custodian of the House Style Manual, which will be the official guide to the form and style of the Government of Kenya.

4.2.3.4 Facilitate Participation of Micro and Small-Scale Enterprises

As part of the overall National Budgeting Cycle, require all ministries, departments, agencies, independent offices and constitutional commissions to prepare **Printing and Publishing Activity Plans**, 40% of which will be designated for delivery by medium, small and micro-enterprises as advised by

the Government Press. In the alternative, suppliers should show that they have sourced at least 40% of their inputs from MSMEs.

Details of the **Printing & Publishing Activity Plans**, which will be aligned to each entity mandate, will specify the printing and publishing requirements, the information and information resource products to be generated, the portions to be covered by in-house printing and duplicating, what will be delivered by the private sector (including medium, small and micro-enterprises) and what will be undertaken by the Government Press.

4.3 Strategic Goal 2: Satisfy the Needs of Clients

4.3.1 The Policy Issue

In a commercial environment, the key to sustained growth and profitability as well as enhanced investor outcomes lies in ensuring clients are happy. In a world of many voices, the voice of government, past and present, is articulated through her publications and various products, this must resound clearly and unambiguously true. One of the key elements is being able to ensure that government documents are authentic, both in terms of the source and content. Indeed, reviews from a sample of possible clients for the Government Printer revealed that shortcomings in the cost of the product, speed of delivery and quality of the products were the prime reasons why the Government Press was haemorrhaging business. There is therefore a prescient need for the Government Press to prioritise measures responding to client concerns including delivery delays, invoicing delays, poor security at the Government Press facilities as well as poor packaging practices.

4.3.2 Policy Proposition

The Government Press shall continuously seek to provide high-quality services to its clients/customers.

4.3.3 Key Strategies

4.3.3.1 Provide Best in Class Service to Clients

The Government Press will review its business processes and align all of its technology, ICT and business support services investment decisions to support a new organisational culture that seeks to, at all times, provide exceptional, best-in-class service delivery to its clients and the public. It will work to understand, anticipate and meet the demands of its clients as a mechanism for securing enhanced customer satisfaction from users of its printing and publication products and services, including through capturing and implementing client feedback.

Pursuant to Article 6 of the CoK, 2010, the Government Press will, ***in a cost-effective manner, establish regional offices or enter into partnerships with public and private agencies*** to ensure easier and faster access to its services by Ministries, Departments, Agencies, the Judiciary, County Governments, the public as well as its other clients.

In engaging, the Government Press will optimise on delivery of printing products and services that deliver results for its clients and exceed their expectations. It will conduct regular ***Customer Experience and Satisfaction Surveys***, including reductions in customer complaints as well as clear product / service assessment parameters, as a mechanism for improving its processes.

4.3.3.2 Branding and Repositioning of the Government Press

The Government Press will rebrand and reposition itself in a manner that will more effectively communicate to its clients and the public its renewed and revitalised purpose as well as an expanded range of products and services. Without losing the enormous brand equity in the Government Press, this will include enhancing its visibility in practical and positive ways and

strengthening and streamlining its customer-facing processes to enhance their experience.

4.3.3.3 Enhancing Strategic Partnerships

The Government Press of Kenya will, to gain agility, optimise resource utilisation, enhance its in-country and external strategic partnerships through targeted and purpose-driven engagements to build effective networks that secure continuous organisational learning as well as effective delivery to its internal and external clients.

4.3.3.4 Ensuring Open and Transparent Operations at the Government Press of Kenya

The Government Press of Kenya will position itself to effectively support the Government's commitment to the constitutional as well as statutory expectation of open and transparent government by providing access to credible and continually updated and appropriately packaged public and government information resources.

4.3.3.5 Securing Standards in Government Printing and Publishing

As a mechanism for providing uniformity in language, enhancing operational efficiency, reducing errors and costs, ensuring regulatory compliance, reducing legal liability, promoting the security of documents, bolstering public trust, and improving brand identity, and ultimately contributing to economic prosperity, the Government Press of Kenya shall:

- a. Immediately update and have approved by the Cabinet the **Kenya Government Identity System**.
- b. In the short term, develop and have approved the **Kenyan Government Printing and Publishing Style Manual**. This will be a key instrument in the armoury or measures to secure the authenticity

of government documents as well as reducing the cost and turnaround times in delivery of government printed products.

- c. In the short term, the Chief of Staff and Head of the Public Service to cause a circular to be issued to all National Government entities requiring them to comply with the **Kenya Government Identity System** and the **Kenyan Government Printing and Publishing Style Manual**.
- d. In the short term, the Chief Registrar of the Judiciary will issue a circular to be issued to the Judiciary requiring them to comply with the **Kenya Government Identity System** and the **Kenyan Government Printing and Publishing Style Manual**.

To bring uniformity to government printing and publishing, it is proposed that the Kenyan Government Press shall be responsible for developing, and maintaining the **Kenya Government Identity System** and the **Kenyan Government Printing and Publishing Style Manual** which will be guides as to the style and form of government printing and publishing at all levels.

4.4 Strategic Goal 3: Diversifying the Products and Services Offering

4.4.1 The Policy Issue

The current Government Press plays host to a variety of equipment that has antique value. These equipment and assets represent and document Kenya's history, but also the evolution of print and publishing technology that should not be lost. They form critical instruments for wider education and learning as well as acting as place tourism magnets for the County of Nairobi, in which the printing press is located.

The Government Press as currently set up has a mandate of supplying the Government and its agencies with clearly specified printing services. It provides various non-chargeable and chargeable products in this regard. These include products, outsourced by various MDACs and SAGAs that ought to be printed at the Government Press. By law²⁸ the GP is mandated to undertake such security printing – hence a ready market for its services. However, in most instances, it has no or limited capacity to do so.

It also sees itself as being a key agency in providing security printing services for the government. In practice, however, this does not take place as evidenced by the outsourcing of the production of key products such as passports, national examinations, certificates and others to mention just a few. Of note is that a number of these are printed outside the country, with the attendant loss in scarce foreign exchange resources as well as much-needed employment opportunities.

Related to this is the failure of the Government Press to effectively operationalise its publishing function, leading to a quiet mandate loss as other government and non-governmental entities take up and operationalise these roles. Quite apart from the loss in revenues, real and potential, has been the loss in visibility for the Government Press.

4.4.2 Policy Proposition

The Government Press will adopt and utilise cost-effective approaches in identifying and implementing its mission-critical business processes to deliver customer-centric printing and publishing products and services. This will incorporate measures to optimise its existing and acquired physical spaces, cost reduction measures; controlling of operational overheads;

²⁸ The Constitution of Kenya - Article 199(1), Article 35(3), Article 6(3); Revision of Laws Act (Revised 2012), The County Governments Act

streamlining and simplifying processes; aggressively tracking performance and continually seeking improvements in its service delivery.

4.4.3 Key Strategies

4.4.3.1 *Providing Expanded and High-Quality Services at the Government Press*

The Government Press will be structured and capacitated to provide all general and security printing products and services for all arms of the National Government and County Governments. **Table 7** shows the new targeted business lines and the potential revenue streams that would accrue to the Government Press, estimated at KShs. 26 billion.

Table 7: Potential Revenue Streams for the Modernised and Transformed Government Press

#	Client	Tasking	Quantity	Potential Revenue (in KShs. Million)
1	Kenya National Examinations Council	Printing of National Examinations		15,000
2	State Department for Immigration and Citizen Services	Printing of Passports (booklets)	1,000,000	1,500
		Citizenship and Work Permits		500
3	National Transport Safety Authority	Driving License		1,670
4	Kenya Maritime Authority	Printing of Seafarer Identification Document; Seafarer Record Book; Medical Certificate; Basic STCW Certificate; Advanced STCW Certificate; Rating Certificate; Certificate of Competency	40,000	200
5	Independent Electoral and Boundaries Commission	Printing of Election Materials		4,200
6	Kenya Bureau of Standards	Printing of KEBS Standardisation Mark Stickers & Other Stamps		300
7	Kenya Revenue Authority	Printing of Excise and Other Revenue Stamps		2,000
8	All Government Agencies	Smart ID Documents		
9	Educational Institutions	Academic Certificates		
		Exercise Books		
10	County Governments	Printing of Revenue Stamps		
11	East and Central African Region Security Printing Market	Banknotes; Certificates; Cheques; Legal & government documents		121,213

It is estimated that, overall, Kenya's printing and publishing market stands at KShs. 190 billion and will be growing at a CAGR of 6% per annum to 2028. It is comprised of the commercial printing market with the largest share at 58.3 per cent, growing at a CAGR of 5%; followed by packaging printing at 25% growing at a CAGR of 5%; security printing and other at 8.3% each growing at a CAGR of 8% and 6% respectively. The security printing market is also a very lucrative prospect, with the East and Central African Region Security Printing Market valued at KShs. 121.2 trillion, with a CAGR of 7.5% to 2028²⁹. The modernised and transformed Government Press should be structured and prepared to leverage this security printing market.

4.4.3.2 Formulate and Implement a National Plan for Access to Government Information

The Government Press shall develop and implement a National Plan for Access to Government of Kenya Information that will include **Establishing a Government Publications Library** within the Government Press which shall be the primary source for all current and historical Government of Kenya documents issued by all entities at all levels from the National Government, the County Governments, Independent Offices and Constitutional Commissions as well as any other agencies of government. It shall encompass the existing bookshop and expand the publication of government information products through land-based, online and other mechanisms.

4.4.3.3 Establish a National Printing and Publishing Museum

The Cabinet Secretary responsible for the Government Press will set up a working party to establish the modalities and mechanisms for establishing **a land-based and online (virtual) National Printing and Publishing Museum** to provide insights into the evolution and history of printing and publishing in Kenya including saving and preserving the existing printing equipment and other materials of historical significance at the existing

²⁹ 6Wresearch: <https://www.6wresearch.com/industry-report/africa-security-printing-market-outlook> accessed on Friday, 8 September 2023

Government Press. This National Printing and Publishing Museum shall document the evolution of printing and publishing in Kenya and the region. It will act as a repository of the dramatic technological changes in the sector and act as a place for education and learning for the people of Kenya.

4.5 Strategic Goal 4: Strengthen the Organisational Foundation

4.5.1 The Policy Issue

The Government Press is currently funded from three sources, namely budget allocations, the Government Press Fund and Appropriations in Aid. The manner through which these resources are allocated, particularly concerning capital expenditure items, exposes the Government Press to financial challenges such as budgetary constraints and bureaucratic processes, which in the very competitive printing and publishing sector, has negatively impacted the viability of the Government Press. This in turn has led to reduced or inadequate capacity to offer certain key government printing services. Incorporation of the Government Press would open it to a wide variety of funding models such as Public-Private Partnerships and other forms of partnerships that would enable it to become self-sustaining. Adequate funding would enable the Government Press to become more commercially viable and in fast-tracking some of its goals to establish regional offices to enhance access to its services in counties.

A review of the operations of the government press shows that their services are security as chargeable and non-chargeable. Chargeable services are paid for by the clients directly to the Government Press. Non-chargeable services are paid for through funds provided by the Government Press Fund. So in effect, these are paid for. What is not clear in both instances is whether these items are paid for at full cost recovery. This lack of clarity could be a major reason contributing to the lack of financial sustainability in the operations of the Government Press.

Reports of the Auditor General and consultations with a sample of potential clients and stakeholders show that while the Government Press still retains a strong brand and goodwill, none of them trusted it enough to give them their work. Indeed a review of the operations of the Government Press points to clear inadequacies that compromise its current and future ability to meet the needs of its clients. For instance, in:

- a. **Pre-Press**, the qualitative analysis showed that there are instances of incompatibility between customers' software and the Government Press's software resulting in delays and compromising quality at the design process of production. At the same time, the computers and the computer-to-plate (CTP) machines currently in use are antiquated and misaligned with current technological trends.
- b. **Press**, the average production completion rate of 58.5% exhibited in production is attributed to technical obsolescence owing to the use of old machines and equipment that do not conform to best industry practices and international standards and commercially viable production.
- c. **Post-Press**, the low completion rate was attributed to the manual nature of work performed including packaging operations during dispatch. The number of machines and equipment in this unit is slow in operation and manual in nature and hence may not meet customers' demand. This further amplifies the need for new technologically advanced machines to cope with demand.

Further, in the conduct of its operations, there are observable, adverse environmental and social impacts. This can be noted from the high paper store inventory of KShs. 334.3 million, accounting for at least 40% of the

inventory held by the Government Press as of 30 June 2023. Not only the question of paper but also use of various printing ink chemicals as well as the metallic materials used to generate printing plates. Also observed were the adverse working conditions for the staff with the evident absence of personal protection equipment as well as other occupational safety challenges.

4.5.2 Policy Proposition

The Government Press, as part of Kenya’s Climate Change commitments will continuously seek to (a) lower its environmental impact by reducing Greenhouse Gas (GHG) from its operations; (b) trade with those who comply with certified sustainable use of paper and other printing and publishing inputs; (c) attract, nurture and develop a motivated, inclusive and diverse workforce; (d) improve the social outcomes in her areas of operation; and (e) manage successful and mutually prosperous stakeholder relationships.

4.5.3 Key Strategies

4.5.3.1 Build a Fit-for-Purpose Asset Base

The ability of the Government Press to deliver on her mandate is significantly hampered by a denuded asset base that is not fit for purpose. Therefore, as the Government Press seeks to progressively enhance its performance, this must be undertaken through a deliberate and careful assessment of its technology and infrastructure needs as shown in **Table 8**.

Table 8: A Framework for Developing a Fit-for-Purpose Asset, Technology and Infrastructure Base

Government Press Business Lines	Key Activities			
	(1) Pre-Press	(2) Press	(3) Post-Press	(4) Publication
1. Gazette Services <i>(Offset / Litho)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Security Printing <i>(Offset / Litho)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. General Printing <i>(Offset / Litho)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Government Press Business Lines	Key Activities
	(1) Pre-Press (2) Press (3) Post-Press (4) Publication
4. Business Support Services	<input type="checkbox"/> Biometric Access; Comprehensive CCTV Coverage; Access Protocols <input type="checkbox"/> Staffing & Reporting Requirements <input type="checkbox"/> KPIs

Recognising the vast changes in printing technology as well as user demands, this framework provides for a clear and informed assessment of what the actual asset needs of the Government Press will be. In getting into contracts, including service contracts for delivery, installation and operation of infrastructure, equipment and software, the Government Press shall ensure it receives the necessary warranties as well as commitments for regular and timeous support, including service support for the life of the relevant assets.

4.5.3.2 Maintain Fiscal Responsibility

Maintaining fiscal responsibility will be about ensuring an adequate and growing revenue base for the Government Press of Kenya. This will be undertaken in three phases of aimed at stabilising, securing recovery and ensuring sustained long-term growth of its revenue base.

Thus, the Government Press of Kenya, through a comprehensive value chain and activity analysis or any other appropriate approach and using appropriate benchmarks ***shall undertake a review of the costing of their various products and services and thereafter continuously update the same*** regularly and in line with its business objectives.

It is proposed that ***all services of the Government Press of Kenya shall be paid based on full cost recovery.***

Further, all orders from ministries, departments and agencies (MDAs) seeking the services of the Government Press of Kenya shall, accompanying their orders, provide a justification for the number of copies of documents to be printed or published.

The Government Press of Kenya will **undertake an audit to clarify and verify debts owed to it by various clients, including ministries, departments and agencies (MDAs) on which basis measures to recover will be instituted to clear** any outstanding debts in the short term.

4.5.3.3 Secure Business Continuity

The Government Press of Kenya shall create, implement, and maintain **a Comprehensive Enterprise and Service Business Continuity Plan** whose purpose will be to reduce or eliminate business losses brought on by decreased revenue, diminished reputation, decreased productivity, adherence to regulations, and decreased customer satisfaction.

4.5.3.4 Secure Environment, Social and Governance Responsibility

In line with the prevailing government policy of climate change mitigation, the Government Press of Kenya will adopt Environmental, Social and Governance Strategies that shall be a key pillar for the conduct of her business and her engagement with her mission-critical partners. It will be committed to high standards and sustainable practices across its entire product and service delivery value chain. At all times, it will seek to ensure that its internal and external stakeholders, carefully and practically consider the social, economic and environmental consequences of their activities. Therefore:

On Environment, the Government Press of Kenya, in the short to medium term, shall:

- a. Seek to **minimise all types of waste, including e-waste**, in its pre-press, press, post-press, distribution and other processes. It will **undertake regular waste audits** to guide all its mitigation interventions. It shall **maximise the advantages of modern printing processes**, including the use of environmentally friendly inks, and implementation of processes that reduce costs and have a low carbon

footprint. In doing this, it shall **fully comply with the Sustainable Waste Management Act 2022, Environmental Management and Coordination Act, 2019** including **the EMCA (Waste Management) Regulations 2006** and attendant amendments thereof.

- b. Commit to **using Forest Stewardship Council (FSC) Certified Paper, environmentally friendly paper or recycled paper** and **promote the use of green and environmentally friendly alternatives**.
- c. Seek **ISO 14001:2015 for Environmental Management System** accreditation and continuously comply with it in all of its operations.
- d. Seek **ISO 9001:2015 for Quality Management System** accreditation and continuously comply with the same in all of her work processes, systems and staff performance to ensure her clients receive the highest possible quality of service.
- e. Adhere to **ISO 12647 Standards** in her print flow processes to ensure that printed products match the original design and the customer's expectations, regardless of the printing method, location, or time.
- f. **Minimise her carbon footprint** by seeking to maximise the use of solar panels and other energy-efficient equipment and processes.

On Social, the Government Press of Kenya, in the short term, at the minimum, will comply with the Government of Kenya's policies concerning occupational safety and health, ethics and anti-corruption requirements; conflict of interest matters; data protection requirements; equal opportunity issues; as well as corporate social responsibility. Detailed policies shall be developed for implementation and compliance.

On Governance, the Government Press of Kenya, in the short to medium term, shall maximise returns to its shareholders, even as it keeps pace with the rapid changes in its operating environment.

It will further, immediately, commit to **Annual Environment, Social and Governance Reporting** in a manner that supports the achievement of its short to long-term business objectives.

4.5.3.5 Expand Use of Improved Work Processes & Technology

The Government Press of Kenya shall undertake a comprehensive audit of its internal and external facing processes, including customer experience systems to ensure that these are streamlined and re-engineered to ensure that they comply with applicable industry standards to secure its enterprise objectives as well as well as enhance customer experience and satisfaction. This audit will at all times appropriately seek to leverage technology to enhance responsiveness and agility in dealing with issues raised.

4.6 Policy Issue 5: Building a Capable and Motivated Workforce

4.6.1 The Policy Issue

The Government Press has 404 employees of which 343 are technical staff and 61 employees are support services staff. Around 99% of these employees are permanent and pensionable staff. Concerning the age distribution, 50% are aged 45 years and above, suggesting an ageing workforce. More significantly it points to weaknesses such as knowledge/skills gaps, possible resistance to change, and poor succession planning. This is reflected in the absence of monitoring of staff turnover rates, no staff security policy, long employee working hours without commensurate compensation, inadequate management control over personnel key to delivering on the Government Press' mandate as well as significant understaffing.

4.6.2 Policy Proposition

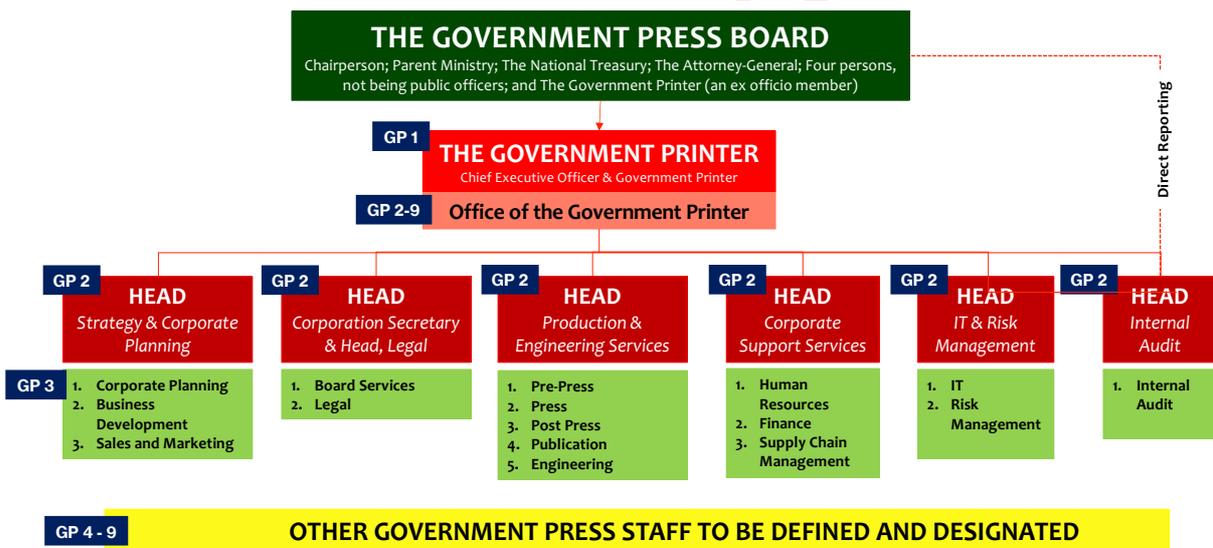
The modernisation and transformation of the Government Press will require a motivated workforce attuned to the work demands of their client base.

4.6.3 Key Strategies

4.6.3.1 *Formulate and Appropriate Organisational Structure*

The need for a fit-for-purpose organisational structure is essential to the modernisation and transformation of the Government Press into an efficient and highly performing commercially viable and sustainable entity demonstrating an overall increase in capacity, efficiency, effectiveness, facilitating security of Government documents. It is therefore proposed that as part of the proposed modernisation and transformation framework, **a new lean, flat and fit-for-purpose organisational structure** for the Government Press of Kenya shall be developed and approved as illustrated at **Chart 3**.

Chart 3: Proposed Organisational Structure for the Modernised and Transformed Government Press of Kenya



4.6.3.2 *Attract and Retain a Skilled and Motivated Human Resource*

Immediately and in liaison with the State Corporations Advisory Committee and the Public Service Commission, the Government Press of Kenya shall develop the necessary human resource instruments to secure and appropriate incentive structure to attract and retain an appropriately skilled and motivated human resource. This will not only involve appropriate and fiscally prudent pay levels, grades and bands, it will also appropriate titling

of positions, job descriptions facilitating enrichment and multi-skilling as well as career progression.

The Government Press of Kenya shall engage in the requisite interventions key to facilitating and enabling a new organisational culture aligned with its aspirations of being a vibrant, agile, socially responsible, environmentally and commercially focused enterprise.

In the immediate term and on a continuing basis, the Government Press of Kenya shall nurture a conducive working environment compliant with the Occupational Safety and Health Act No. 15 of 2007 as well as attendant industry practices.

4.6.3.3 Implement a Strong Performance Management Framework

The tasking of securing a modernised and transformed Government Press of Kenya requires an intensive, consistent and pervasive review and implementation of performance management within the new entity. The adopted performance management frameworks should align organisational performance and individual performance, with the desired organisation culture change. Operationalise a robust performance management framework aligned to securing delivery on the organisation's mandate. This framework will seek at all times to comply with the public sector requirements while complying with best industry practices.

4.7 Summary

Building an efficient, highly performing and commercially viable Government Press, is a national concern, given the crucial role that the entity plays in the dissemination of official government information. This can be done by identifying the gaps in the existing framework for government Press and curating strategic objectives that seek to address these needs. The following are identified as the strategic goals; (a) Clarifying the Statutory Foundations and Mandate of the Government Press; (b) Satisfy the Needs of Customers /

Clients; (c) Diversifying the Products and Services from the Government Press; (d) Strengthen the Organizational Foundation; and (e) Building a Capable and Motivated Workforce at the Government Press.

Some of the key strategic goals to achieve the modernization and transformation of the Government Press include corporatization of the Government Press, rebranding, enhancing strategic partnerships, expanding the Government Press' product portfolio, establishing a National Printing and Publishing Museum, and providing an elaborate corporate structure that reflects the strategic direction of the Government Press moving forward.

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5 SUSTAINABLY DELIVERING THE GOVERNMENT PRESS OF KENYA

5.1 Introduction

The key to effective modernisation and transformation of the Government Press of Kenya into the Government Press will be heavily reliant on effective timing and exploitation of current and emerging opportunities. This will require timely action by the Government as the principal shareholder in the Government Press of Kenya as well as in ensuring that the Government Press is transformed into a nimble and agile organisation, with a keen focus on client needs, cost and quality consciousness as well as a careful eye on trends in the market that it must leverage. The following sections highlight the proposed mechanisms for delivering the Government Press.

5.2 Phased Delivery of the Modernised and Transformed Government Press of Kenya

As illustrated in **Chart 4**, delivery of the Government Press of Kenya will be undertaken in four distinct, but interrelated phases. This approach is the most appropriate in ensuring that existing assets, strengths and opportunities are leveraged to *(1) strengthen the foundations; (2) build the bottom line from existing resources; (3) lay the basis for sustained long-term growth; and (4) ensure maximum returns to the public when a private sector partner is brought on board for the whole or part of the business.*

The key rationale in adopting this phased approach is the imperative of seeking to build value in the existing Government Press, with a view to in the medium term extracting maximum rent from invited strategic private sector partners. The history of public sector institutional reform suggests that these processes can take inordinately long periods, if inadequately shepherded or scheduled.

Chart 4: Phased Delivery of the Modernised and Transformed Government Press



5.2.1 Strengthen Foundations

Strengthening the foundations will entail defining very clearly what the modernisation and transformation objectives for the Government Press. It will also entail agreement on the new name for the Government Press as well as approval and commencement of implementation of its new legal form.

5.2.2 Build Bottom Line from Existing Resources

Arising from the resource constrained environment in the country, the first and most critical object of the Government Press modernisation and transformation journey will be administrative interventions to staunch the financial and opportunity haemorrhage afflicting the organisation. This is expected to yield KShs. 2.2 billion in immediate resources.

Any commercial organisation is as good as its human resources. The shift from a government department to a state corporation demands a review of the current organisational structure simultaneously as a determination is made of the human resource capacity and capability requirements.

Related to this will be a careful review existing technology and asset base vis a vis the needs aligned to the agreed modernisation and transformation objectives. It will further involve an estimate of and prioritisation of the costs of acquisition of the technology and assets.

5.2.3 Lay Basis for Sustained Long-Term Growth

Importantly, it is noted that the Government of Kenya through the National Treasury has existing investment in a security printing operation, with a regional and global reach, namely a 40% shareholding in the De La Rue Kenya EPZ Limited. The greatest advantage of this option is that it is quick and less controversial to operationalise and critically it offers the Government Press access to the necessary technology, market reach and reputational advantage to increase its domestic and regional market share. With this, the modernised and transformed Government Press can begin to build resources and add value to its printing and publishing enterprise.

5.2.4 Ensure Maximum Returns to the Public

With this in mind and a clear recognition that investors are interested in projects that are bankable and that ensure a return on investment, it will be important to commence the transformation and modernisation of the current Government Press by enhancing its value. This will include steps to change its current legal form, giving it a new name (brand), expanding the business lines it operates and integrating it into the currently non-operational assets at the De La Rue and Jomo Kenyatta Foundation. These steps are key to enhancing the bankability of the Government Press and making it more attractive to prospective investors. It is crucial to ensure that the new operation attracts sufficient capital to expand and generate optimal returns for the Government and prospective investors. Therefore, the phased approach seeks to streamline existing processes, people and products to turn it around into a going concern that can enter into partnerships with both the public and private sectors.

5.3 Execution, Delivery and Performance

5.3.1 Appointment of a Robust Board

The inaugural Board shall be the lynchpin around which the modernisation and transformation of the Government Press of Kenya shall flourish or flounder. It will be a forward-looking and strategic Board that demonstrates a clear and deep understanding of the printing and publishing industry, including familiarity with the impact of cutting-edge technologies, consumer information consumption patterns, content distribution channels, and other emerging trends in the industry. Such a board should focus on prioritizing investments in modern printing technologies, data management systems, and digital workflows to enhance efficiency and adaptability to changing market demands. More importantly, this strategic Board should foster a culture of innovation and positive within the Government Press of Kenya. In this regard, the Board should be one that is not afraid of actively seeking strategic partnerships and collaborations with experts and innovators to drive the Government Press of Kenya's modernization and transformation effort. ***Therefore its identification and appointment is one of the key tasks to be carefully undertaken.***

5.3.2 Establishment of a Transformation Management Office

As part of the restructuring effort, the Board of the Government Press of Kenya will establish a Transformation Management Office (TMO), for which it must secure senior management buy-in and support. The TMO will be staffed with skilled and experienced change management professionals who collaborate closely with the various Government Press of Kenya stakeholders. It will act as a central hub liaison with the Government Press of Kenya Chief Executive Officer to manage and coordinate the modernization and transformation efforts undertaken through the modernisation and transformation teams (Kotter, 1996; Khosla, 2017). To ensure conflicts are minimized and collaboration is fostered amongst all stakeholders, the TMO will, amongst other interventions, (1) establish harmonious and structured

governance links with the Board and the CEO; (2) foster transparent communication between the parties; (3) align interventions with agreed strategic modernization and transformation objectives articulated by the Board and CEO; (4) seek approval on significant transformation decisions; and (5) provide regular progress reports to those who must receive them (Kaptein & Beulen, 2016; Khosla, 2017 and McKinsey & Company, 2017).

5.3.3 Setting Up Multidisciplinary Modernisation and Transformation Teams

The task of ensuring the effective and efficient execution, delivery and performance of the Government Press of Kenya will be led by the Board and Chief Executive Officer of the Government Press. They will be supported in the transition exercise by various multi-disciplinary teams as articulated in Table 9.

Table 9: Proposed Government Press of Kenya Modernization and Transformation Teams

TEAM NAME	KEY RESPONSIBILITIES
1. Strategy & Planning Team	<ul style="list-style-type: none"> ● Overall coordination, planning, and progress ● Coordinate teams as well as manage budget and resources ● Communicate with stakeholders ● Implementing the comprehensive modernization and transformation strategy roadmap ● Conduct a thorough analysis of the current processes ● Track and report on key performance indicators ● Evaluate success against project goals and identify areas for improvement
2. Technology & Infrastructure Team	<ul style="list-style-type: none"> ● Oversee technology-related decisions and infrastructure updates ● Select and implement modern printing and publishing tools and technologies for adoption ● Upgrade Government Press technology and infrastructure base ● Ensure data security and accessibility ● Oversee the design of new technology architecture for printing and publishing. ● Ensure a secure and robust network for digital content distribution
3. Content Digitization Team	<ul style="list-style-type: none"> ● Act as the overall content curator ● Convert analogue content to digital formats including ensuring high-quality scanning and data conversion

TEAM NAME	KEY RESPONSIBILITIES
	<ul style="list-style-type: none"> Organise and manage metadata for easy content retrieval including implementing metadata standards Identify and prioritise content for digitization Oversee the scanning and digitization process
4. User Experience and Digital Platform Development Team	<ul style="list-style-type: none"> Design user-friendly and intuitive digital platforms Develop the user interfaces and interactions for digital platforms Build and maintain the backend systems for content management. Quality Assurance including testing and ensuring the functionality, security, and performance of platforms Enhance design and user experience Create visually appealing layouts and ensure user-friendly interfaces
5. Printing, Publishing & Distribution Team	<ul style="list-style-type: none"> Streamline content printing, publishing and distribution processes Develop a unified printing and publishing platform Establish efficient content review processes Optimise distribution channels
6. Human Resource, Training & Adoption Team	<ul style="list-style-type: none"> Identify and provide for all human resource requirements Develop IEC materials for employees on new systems Provide ongoing user support and assistance with the new technology platforms Be the Adoption Champion, promoting the adoption of new technologies and processes among staff Gather feedback from users and facilitate implementation of improvements accordingly
7. Security & Quality Assurance Team	<ul style="list-style-type: none"> Overall responsibility for the security of all facilities and operations Ensure quality and compliance with standards Perform content quality checks Test technology solutions Ensure adherence to accessibility standards Ensure systems and data security and compliance with relevant regulations Implement measures for handling all government and client data. Protect systems against cyber threats and vulnerabilities.
8. Change Management, Communication & Outreach Team	<ul style="list-style-type: none"> Design strategies for managing organisational change. Develop a communication and engagement strategy for internal and external stakeholders. Manage organisational change via a change management strategy

TEAM NAME	KEY RESPONSIBILITIES
	<ul style="list-style-type: none"> ● Handle external communication about the transformation project. ● Facilitate communication and collaboration between teams. ● Engage with relevant government bodies and partners. ● Train staff on new processes ● Address resistance and facilitate rapid adoption
9. Legal & Compliance Team	<ul style="list-style-type: none"> ● Ensure legal and regulatory compliance ● Review publishing content for legal and regulatory compliance ● Ensure adherence to copyright and intellectual property regulations ● Monitor and report on compliance with legal and regulatory requirements

The Government shall immediately on establishment of the Government Press of Kenya secure the appointment of an appropriate Board as well as a competent Interim Transition Executive Team. This Interim Transition Executive Team shall comprise the following key functions:

- Office of the Government Printer
- The Company Secretary and Head of Legal
- Corporate Planning and Strategy
- Internal Audit
- Production and Engineering Services
- Corporate Support Services

It is further proposed that nine (9) key implementation teams be developed namely the (1) Strategy & Planning Team; (2) Technology & Infrastructure Team; (3) Content Digitization Team; (4) User Experience and Digital Platform Development Team; (5) Printing, Publishing & Distribution Team; (6) Human Resource, Training & Adoption Team; (7) Security & Quality Assurance Team; (8) Change Management, Communication & Outreach Team; and the (9) Legal and Compliance Team. They will incorporate both internal and external actors, carefully chosen.

5.3.4 Risk Management Framework

The key risks that are likely to adversely affect the implementation towards the Kenya Government Press have been identified to include unclear project objectives; lack of stakeholder buy-in; scope or mission creep; inadequate funding; insufficient resource allocation; technology compatibility issues; lack of expertise; inadequate quality control; data security breaches; communication breakdown; vendor-related delays; regulatory non-compliance; resistance to change and project overruns. Table 10 provides a detailed risk management framework for delivering the Kenya Government Press.

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Table 10: A Detailed Risk Management Framework for the Modernisation and Transformation of the Government Press

Risk Description	Likelihood	Impact	Risk Level	Mitigation Strategies	Action Plan	Responsibility
Unclear Project Objectives	Medium	High	High	Clearly define project objectives and scope. Involve stakeholders in defining goals.	Develop a project charter. Facilitate workshops for objective definition.	Strategy & Planning Team
Scope Creep	High	High	High	Establish a formal change control process. Obtain approvals for scope changes.	Document and review change requests. Monitor scope throughout the project.	Strategy & Planning Team
Lack of Stakeholder Buy-In	High	High	High	Engage stakeholders early. Conduct awareness campaigns. Address concerns.	Identify key stakeholders. Develop a communication plan and stakeholder engagement policy	Strategy & Planning Team
Inadequate Funding	High	High	High	Conduct a thorough budget analysis. Seek additional funding sources.	Prepare a detailed budget. Seek recovery of pending receivables and explore partnerships.	Strategy & Planning Team
Insufficient Resource Allocation	Medium	High	High	Conduct resource planning and allocation. Regularly review resource needs.	Develop a resource management plan. Monitor resource utilisation.	Strategy & Planning Team
Technology Compatibility Issues	Medium	High	High	Perform thorough technology assessments. Choose compatible technologies.	Conduct thorough technology audits. Test compatibility before implementation. Partner with existing private printing & publishing houses, technology companies and educational institutions.	Technology & Infrastructure Team
Lack of Expertise	Medium	High	High	Identify skill gaps. Provide training opportunities. Consider hiring experts.	Develop a skills assessment plan. Partner with existing private printing & publishing houses, technology companies and educational institutions.	Human Resource, Training & Adoption Team
Inadequate Quality Control	Medium	High	High	Develop a quality assurance plan. Implement testing and reviews.	Perform regular quality checks. Conduct peer reviews.	Security & Quality Assurance Team

Risk Description	Likelihood	Impact	Risk Level	Mitigation Strategies	Action Plan	Responsibility
Data Security Breaches	Medium	High	High	Implement robust cybersecurity measures. Regularly update security protocols.	Conduct penetration testing. Train staff on security best practices.	Security & Quality Assurance Team
Communication Breakdown	Low	Medium	Medium	Establish clear communication channels. Hold regular status meetings.	Develop a communication plan and policy. Use collaboration tools for updates.	Change Management, Communication & Outreach Team
Vendor-related Delays	Medium	Medium	Medium	Choose reliable vendors. Clearly define expectations in contracts.	Establish vendor evaluation criteria. Monitor vendor progress closely.	Technology & Infrastructure Team
Regulatory Non-Compliance	Low	High	Medium	Stay updated on regulations. Consult legal experts. Train staff on legal and compliance matters.	Establish a compliance monitoring process. Regularly review legal and regulatory requirements. Conduct legal and compliance audits regularly.	Legal and Compliance Team
Resistance to Change	High	Medium	Medium	Implement change management strategies. Provide training and support.	Develop a change management plan. Communicate the benefits of Government Press modernisation and transformation.	Change Management, Communication & Outreach Team
Project Cost & Implementation Overruns	Medium	Medium	Medium	Regularly monitor project timelines and milestones. Adjust plans if needed.	Develop a project timeline with buffer periods. Review and adjust timelines as necessary.	Strategy & Planning Team

5.4 Policy Monitoring, Evaluation and Review

The Strategy & Planning Team shall be responsible for monitoring, evaluating and reviewing the implementation of this modernisation and transformation process. In, this respect it will be reporting to the Board of the Government Press and through them to the line Cabinet Secretary.

With respect to all business processes, the performance targets for the Government Press shall be derived from top quartile industry performers. The Results Framework articulated at Annex 1 will form the primary basis for policy monitoring, evaluation and review.

5.5 Summary

The delivery of the modernized and transformed Government Press will be done in a phased approach to ensure that the existing assets, strengths and opportunities are leveraged and to position the Government Press as a commercially viable entity that can explore new markets and strategic partnerships with both the public and private sectors. The four phases will be as follows; (a) strengthening the foundations; (b) building the bottom line from existing resources; (c) laying the basis for sustained long-term growth; and (d) ensuring maximum returns to the public.

Execution of the same will be through the following mechanisms; (a) appointing a robust Board to offer strategic guidance to the Government Press; (b) establishing a Transformation Management Office (TMO) to coordinate the modernization and transformation agenda; (c) setting up of Multi-disciplinary Modernization and Transformation teams to spearhead the effective and efficient execution, delivery and performance of the Government Press; and (d) a clear Risk Management Framework that identifies key risks likely to adversely affect the implementation of the set out objectives.

6 CONCLUSION

At the outset, it bears reiteration that the Government Press of Kenya will be rebuilt into a credible, impartial and cost-effective supplier of printing and publishing products and services for all her clients. This is key to ensuring that the modernisation and transformation of the Government Press of Kenya and the government printing and publishing function, which is part of the overall effort to re-engineer government to cost less and produce more, delivers on the expected outcomes as articulated in **Table 11**.

Table 11: Expected Outcomes of the Modernisation and Transformation of the Government Press

Performance Parameter	End of Period				
	Year 1	Year 2	Year 3	Year 4	Year 5
Turnover <i>(in KShs. Million)</i>	1,300	1,700	4,000	5,000	6,000
Production Output	TBD	TBD	TBD	TBD	TBD
Cost of Goods Sold <i>(%)</i>	below 25%	below 25%	below 25%	below 25%	below 25%
Employment <i>(in No. of Direct Staff)</i>	400	600	600	600	600
Production Facilities <i>(in No.)</i>	2	2	2	2	2
Return on Investment <i>(%)</i>	TBD	TBD	TBD	TBD	TBD
Profitability <i>(%)</i>	10	15	20	25	30
Production Capacity Utilisation <i>(%)</i>	30	50	65	75	80
Process Uptime <i>(%)</i>	40	45	55	65	80
Customer Satisfaction <i>(%)</i>	60	75	85	90	98

These outcomes will be secured on the back of a clear alignment of the Government Press operations with market demand and product /service diversification; a clear, technology driven marketing and sales strategy; a strong focus on cost containment and operational efficiency; strong financial management; and a robust focus on customer requirements.

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8 THE RESULTS FRAMEWORK

STRATEGIC ISSUE ONE: CLARIFY THE STATUTORY FOUNDATION AND MANDATE OF THE GOVERNMENT PRESS											
<i>Strategic Actions</i>	<i>Activities</i>	<i>Responsible Office</i>	<i>Budget</i>					<i>Indicators</i>	<i>Target</i>	<i>Source</i>	<i>Reporting</i>
			<i>FY 1</i>	<i>FY 2</i>	<i>FY 3</i>	<i>FY 4</i>	<i>FY 5</i>				
Corporatise the Government Press	Gazette a Legal Notice establishing the Government Press										
Vest Assets and Liabilities to the Government Press	Develop Vesting Order Gazette Vesting Order										
Amendments to Strengthen the Statutory Foundation of the Government Press	Amend Revision of Laws Act										
	Wind up the Exchequer and Audit (Government Press Fund) Regulations, 1998										
	Amend the County Government Act 2012										
	Review Clause 4 © of the Legal Notice No. 110 of 2019 on Kenya Export Promotion and Branding Agency Order, 2019										
Facilitate Participation of Micro and Small-Scale Enterprises	Develop a framework for Printing and Publishing Activity Plans facilitating sourcing of 40% of work MSMEs										

STRATEGIC ISSUE TWO: SATISFY THE NEEDS OF CUSTOMERS / CLIENTS											
<i>Strategic Actions</i>	<i>Activities</i>	<i>Responsible Office</i>	<i>Budget</i>					<i>Indicators</i>	<i>Target</i>	<i>Source</i>	<i>Reporting</i>
			<i>FY 1</i>	<i>FY 2</i>	<i>FY 3</i>	<i>FY 4</i>	<i>FY 5</i>				
Provide Best in Class Service to Clients											
Branding and Repositioning of the Government Press											
Enhancing Strategic Partnerships											
Ensuring Open and Transparent Operations at the Government Press											
Securing Standards in Government Printing and Publishing											

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STRATEGIC ISSUE THREE: DIVERSIFY THE PRODUCTS AND SERVICES											
<i>Strategic Actions</i>	<i>Activities</i>	<i>Responsible Office</i>	<i>Budget</i>					<i>Indicators</i>	<i>Target</i>	<i>Source</i>	<i>Reporting</i>
			<i>FY 1</i>	<i>FY 2</i>	<i>FY 3</i>	<i>FY 4</i>	<i>FY 5</i>				
Providing Expanded and High-Quality Services at the Government Press											
Formulate and Implement a National Plan for Access to Government Information											
Establish a National Printing and Publishing Museum											

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STRATEGIC ISSUE FOUR: STRENGTHEN THE ORGANISATIONAL FOUNDATION											
<i>Strategic Actions</i>	<i>Activities</i>	<i>Responsible Office</i>	<i>Budget</i>					<i>Indicators</i>	<i>Target</i>	<i>Source</i>	<i>Reporting</i>
			<i>FY 1</i>	<i>FY 2</i>	<i>FY 3</i>	<i>FY 4</i>	<i>FY 5</i>				
Build a Fit-for-Purpose Asset Base											
Maintain Fiscal Responsibility Secure Business Continuity											
Secure Environment, Social and Governance Responsibility											
Expand Use of Improved Work Processes & Technology											
Strengthen Strategic Partnerships											

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STRATEGIC ISSUE FIVE	BUILD A CAPABLE AND MOTIVATED WORKFORCE											
	<i>Strategic Actions</i>	<i>Activities</i>	<i>Responsible Office</i>	<i>Budget</i>					<i>Indicators</i>	<i>Target</i>	<i>Source</i>	<i>Reporting</i>
				<i>FY 1</i>	<i>FY 2</i>	<i>FY 3</i>	<i>FY 4</i>	<i>FY 5</i>				
Formulate and Appropriate Organisational Structure												
Attract and Retain a Skilled and Motivated Human Resource												
Implement a Strong Performance Management Framework												

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