

Public Sector Development under the New Constitutional Dispensation in Kenya

A Kinoti Meru

School of Business
Riara University
Nairobi, Kenya

M W Kinoti

Graduate Studies, School of Business
College of Humanities and Social Sciences
University of Nairobi, Kenya

ABSTRACT

This article sets out to investigate development-focused public leadership under the new Constitution of Kenya of 2010. The article aims to isolate development-focused public leadership on one hand, and shared national values and principles of good governance, as enshrined in the Constitution of 2010, on the other. The purpose of the article is to examine whether development-focused public leadership promotes national values and principles of good governance, as envisaged in the Constitution of Kenya of 2010. The study empirically examines the interplay between these leadership foci, the eight factors advancing national values and the principles of good governance, as enshrined in the Constitution of Kenya of 2010.

The article presents an overview of public leadership for development in Kenya, along with the research question and hypothesis. Hereafter, research method and data collection methods are presented. Both qualitative and quantitative data sources were deployed for the study. This is followed by the findings and discussion of the empirical studies. In conclusion, the implications of the studies on public leadership for development in Kenya are explored.

BACKGROUND, RATIONALE AND PROBLEM STATEMENT

Although public governance mechanisms play a key role in service delivery, there are limited empirical studies on public management (Anderson 2010), in terms of

good governance practices and public leadership (Van Wart 2013). Regardless of governance structures set by diverse government regimes, public leaders whether political, administrative, civil, judicial or military, pass through varying assessment criteria (Hart 2011). Both the public and private sectors are required to perform, develop, follow and align institutional goals (Van Wart 2003), as well as foster mutual development agendas. Leadership can be explained as a set of practices where the outcome is visible after some time (Chapman, Getha-Taylor, Holmes, Jacobson, Morse and Sowa 2015). However, measuring such outcomes longitudinally may be futile where data availability is unreliable, particularly in the public service sector.

As such, Hughes, Ginnett and Curphy (2015) note that leadership researchers have defined the concept in varying ways, owing to the complex phenomenon of the leader/agent (personality), followers/group members (cohesiveness) and situation/task (environment). Furthermore, most leadership studies have been conducted discretely (Chapman *et al.* 2015). For some countries like Kenya, there is a general lack of public leadership studies guiding research and practice. Public sector leadership (administrative/bureaucratic) or public service studies are commonly discerned in leadership studies (Van Wart 2013). In an evaluation of public leadership studies over the last 25 years, Chapman *et al.* (2015) found a dire need for studies addressing the relationship between public leadership and effective, equitable governance principles.

It remains challenging to interpret study findings that focus on the success or failure of public leadership. Wide-ranging evaluation methods and tools often lead to contradictory and unreliable findings (Hart 2011). Furthermore, public leadership is influenced by other factors (Hart 2011) such as the institutional and environmental context, governance systems, individualistic tendencies, information technology, networks and partnerships (Chapman *et al.* 2015), as well as multilateral agreements in donor-dependent countries.

Van Wart (2003) delineates 'epochs' of mainstream leadership theory and research into five categories. Prior to 1900, 'great' leaders like Martin Luther took centre stage. This was followed by trait theory (1900–1948), contingency theory (1948–1980), transformational leadership theory (from 1979 onwards), servant leadership (1977 to present) and multifaceted leadership theories (1990s onwards). Although certain leadership theories overlap, Van Wart (2003) presents a comprehensive and useful framework for mapping out studies on leadership theories. To date, leadership theorists and practitioners have focused on creating an inclusive leadership model that links transactional and transformation models (Van Wart 2003). Furthermore, theorists have tried to create a unified general theory that links numerous fragmented theories and diverse variables that underpin leadership studies. However, there are several reasons why developing such a unified theory can be challenging. In an assessment of leadership as an

organisational process, rather than a function from the supervisory to executive level, Van Wart (2013) observes that leadership theories are complex and difficult for practitioners to understand.

In an assessment of leadership studies from 1987 to 2012, Chapman *et al.* (2015) found that most studies focused on character, function (accountability, collaboration, entrepreneurial culture and strategic direction). Furthermore, different methodologies were used. Over 62% of research applied a quantitative approach, while qualitative methods were used in 50% of research. In turn, multiple methods were used to a lesser extent. Chapman *et al.* (2015) isolate administrative levels, suitable values for public leaders and leadership that cuts across jurisdictional situations as areas that affect leadership studies. Furthermore, Chapman *et al.* (2015) note that there is no single theoretical framework for defining and underpinning public leadership studies. Nonetheless, most studies are biased towards transformational and collaborative leadership, which both focus on leadership as a dependent variable. Chapman *et al.* (2015) also recommend that future research should focus on leadership outcomes to gain a deeper understanding of the public service.

This is further supported by Stone, Russell and Patterson (2004), who studied the differences and similarities between transformational leadership, which mainly focuses on task/organisational objectives/accomplishments, and servant leadership, which focuses on people/followers. It was observed that leadership encompasses influence, vision, trust, respect, credibility, risk sharing, delegation, integrity and modelling. Furthermore, Stone *et al.* (2004) observe that, although transformational leadership is widely researched, both transformative and servant leadership offer robust conceptual dimensions for examining leadership dynamics. Van Wart (2013) merged constructs of unified leadership variables, namely results (management theory), followers (transactional leadership theory), change (transformative leadership theory), systems (collaborative and horizontal leadership theory), and ethics (ethical leadership theory), as the key determinants of a leader's focus.

In Kenya, public leadership for development has been integrated in several semi-autonomous public institutions with diverse mandates, such as management development institutes, universities and education management institutes. Furthermore, public leadership for development is also prominent within training institutions for the judiciary, legislative, military, diplomatic corps and maritime staff. Over the last 50 years, these institutions have deployed different approaches to foster public leadership for development that are centred on management, transactional, transformative, collaborative and ethical leadership theories. Notably, the adopted models were dependent on the leader, situation and public-sector administrators (followers) of the day.

To further strengthen public-sector leadership, Articles 10, 73 and 232 of the Constitution of Kenya of 2010, enshrine the national values and principles of governance, leadership and integrity, as well as public service, respectively.

These values and principles bind all state organs, state officers and the citizenry to observe good governance or leadership. In line with this, the article empirically examines the interplay between public leadership's focus on results, followers, change, systems and ethics and the national values and principles enshrined in Kenya's new constitutional dispensation (governance, transparency and accountability; diversity leadership; fair competition; efficiency and effectiveness; sustainable development; responsive, prompt and equitable service; participation of the people and professionalism and ethics in public service).

PUBLIC LEADERSHIP FOR DEVELOPMENT IN KENYA

For the last five decades, Kenya has been under constant pressure to change its perspective of public service. As a result, one political regime after the other was forced to design, redesign or transform public leadership, albeit with minimal positive change. This resulted in a public outcry over a lack of essential public goods and services. Since its independence in 1964, major changes have taken place in Kenya, particularly in the public service sector. From the onset, the focus shifted from taking over public administration and management from the former colonial regime, to reforms geared towards enhancing efficiency, integrity and effectiveness in public service provision. Despite changes, public service delivery has been characterised by several challenges. After the country gained its independence, it became apparent that most public servants had developed personal interests in real estate, banking and farming. Undeniably, this compromised public service delivery and undermined government's goals and objectives. By the 1970s, public servants' personal interests were overshadowing their duties, which necessitated further training and a policy refocus (Kenya Investment Authority (KIA) 2011).

From the mid-1980s to the late-1990s, there was a focus on Structural Adjustment Programmes (SAPs), which emphasised private sector participation to ensure a leaner, efficient public service. From 2003, the government adopted several reform strategies to enhance public service delivery. This included institutional capacity building, values and ethics, rapid results initiative, performance contracting, service delivery charters and transformative leadership. In 2005, the government formulated a human resource development (HRD) training policy, whereby public servants are required to undergo intensive induction training, annual training, as well as policy formulation and project implementation training for managerial-level employees (The Newslink 2011).

As mentioned earlier in the article, several semi-autonomous government-owned training and management institutions have been involved in leadership development since the 1960s. However, the Kenya School of Government (KSG) (formerly KIA) is responsible for most leadership development initiatives. (See Table 1).

Table 1: Development of management training and development (1961–2012)

Name	Period	Gains/challenges in management and leadership development
Jeanes School	Prior to 1961	Training teachers as supervisors of rural schools, among others.
	1958–1960	Focused on training provincial administration officers and assistant secretaries in ministry as a prerequisite for advanced public administration courses.
Kenia Institute of Administration (KIA)	1961–1966	As a fully funded government department, KIA was responsible for training Africans as part of the Africanisation policy. District and labour officers from all professions had access to pilot training courses that would make them eligible for senior administrative and executive positions within the civil service.
	1966–1972	The mandate was expanded to incorporate training of lay district magistrates, including court officers. However, the initiative was terminated in 1973.
	1970–1972	By then, it had dawned on many that good governance did not merely entail a “changing of guards” but included numerous sacrifices, including HRD. The first Wamalwa Training Review Committee decried the poor quality of public service delivery due to low level entry grades to KIA programmes. By 1971, 6 577 public servants had benefited from various training initiatives. The Africanisation policy was hugely successful and most posts were filled by Africans.
	1979–1980	The second Wamalwa Committee assessed the role and future of KIA. In 1980, the Waruhiu Civil Service Review Committee was set up to provide clear guidelines for KIA by consolidating the two Wamalwa Committee reports.
	1985–1988	An attempt to make KIA part of the University of Nairobi (UON) is unsuccessful. The UON School of Business takes over part of KIA (previously Jeanes School).
	1996	The KIA Act of 1996 defines KIA as “a management development institute giving new impetus on institutional development (state of the art facilities) and capacity building”.
	1999 onwards	Performance contracting was officially introduced incrementally. KIA was mandated to train public servants on modalities of implementing the results-based management system (2003 onwards).
KSG	2012 onwards	KSG is established under Act No 9 of 2012 as a state corporation in line with the Constitution of Kenya of 2010 and Kenya’s Vision 2030.

Source: (Authors’ own compilation)

Table 1 highlights that the Jeanes School, a precursor to the KSG, was established to deal with low education standards in rural schools. The initiative transformed tremendously in July 1961 when KIA was set up as a fully funded government department to prepare Africans for self-governance. In 1996, through an Act of Parliament, it became a state corporation mandated with improving public service delivery and promoting national values of transparency, accountability, good governance and integrity. For instance, between 2006 and 2009, over 19 316 trainees had undergone training in various courses (The Newslink 2011; KIA 2011). Despite numerous policy changes and interventions over the years, few – if any – public leadership for development initiatives have been successful. The lean workforce is associated with negative attributes (ineptness, cronyism, corruption, indifference), deplorable working environments, limited positive change and stringent bureaucratic systems.

To build public confidence and spearhead growth and development in the country, the Constitution of Kenya of 2010 highlights that state public officers and leadership development programmes should subscribe to the national values and principles of good governance. Articles 10 and 232 of the Constitution of Kenya of 2010 focus on governance-related national values and principles, and public service values and principles, respectively. To substantiate the values and principles outlined by the Constitution of Kenya of 2010, the Public Officers and Ethics Act of 2003, the Leadership and Integrity Act of 2012 (Leadership and Integrity Regulations of 2015), Public Service Values and Principles Act of 2015 (Public Service Code of Ethics and Conduct) and the Fair Administrative Action Act of 2015 typify the model of public service leadership. Furthermore, the Code of Governance for State Corporations, commonly known as “*Mwongozo*” and County Public Service Boards (CPSBs) and County Assembly Service Boards (CASBs), among other guidelines, engendered the much needed public leadership transformation in Kenya.

The fundamental guiding principles of public leadership include personal integrity, competence, suitability, objectivity and impartiality in decision-making, selfless service, accountability, discipline and commitment. These principles are further outlined by the Leadership and Integrity Act of 2012. Due to changes brought about by the Constitution of Kenya of 2010, KIA was remodelled as the state corporation, KSG, in 2012. The former KIA, Kenya Development Learning Centre (KDLC) and four other campuses outside Nairobi City County were absorbed by KSG. Notably, the KSG is tasked with providing training and consultancy, as well as conducting research to inform and promote national development, competence and integrity in the public service. Furthermore, it is mandated with assessing how schools’ activities influence national leadership and development. Table 2 outlines the KSG’s 2016–2017 training calendar for selected leadership and governance courses.

Table 2: KSG’s training calendar 2016–2017 (selected courses)

Executive Leadership programmes	Duration
Master of Public Administration (MPA) in conjunction with UON	3–4 semesters
Strategic Leadership Development Programme	6 weeks
Innovative Leadership for Growth and Excellence Seminar	1 week
Leadership, Ethics and Integrity Course	3 weeks
The Women Executive Leadership Programme	1 week
Leading with Emotional Intelligence Seminar: From IQ to EQ for Effective Leadership	1 week
Senior Management Course	4 weeks
Corporate Governance Seminar	1 week
Institutional Re-engineering and Change Management Seminar	1 week
Strategic Planning and Management Seminar	1 week
Balanced Score Card Seminar	1 week
Policy Formulation, Implementation and Analysis Seminar	1 week
Strategic Negotiations Course	1 week

Source: (KSG 2016)

Table 2 highlights that the KSG offers a Master of Public Management (a requirement for being promoted to senior leadership and management levels) and one- to six-week short courses on leadership development and governance, among others, to a range of public service officials. The Public Service Commission (PSC) 2014/2015 Annual Report indicates that, of the 2 287 public officers who participated in leadership training, 64% were male and 36% female. Of the 4 608 public officers who took part in management training, 44% were female and 56% were male (PSC 2015). The KSG Strategic Plans for 2012/2013 to 2016/2017 isolate providing thought leadership in public sector leadership and governance as a key strategic objective (KSG 2012).

Visionary, transparent, innovative and results-driven public leadership incorporating national and local stakeholders/communities is a catalyst for socio-economic development. Kenya’s public service reforms have been geared towards shifting from process-based to results-based public leadership. Key aims are to enhance shared ethical values and competency, develop youth leadership and adopting a public service delivery model that follows a “red carpet” as opposed

to a “red tape” approach (KIA 2011). Thanks to greater access to the internet, social media, mobile phones, FM radio and TV stations, the general public has greater access to information on public leaders. This helps inform their judgement on public service delivery. According to Van Wart (2013), understanding the current leadership situation provides useful insights and the confidence required to champion effective development-focused public leadership in Kenya.

State officers, public officers and public entities are bound to the values and principles of good governance, integrity, transparency, accountability, sustainable development. This helps to ensure that Ministries, Departments and Agencies (MDAs) and public servants use public resources effectively and efficiently. The PSC 2014/2015 Evaluation Report of 242 MDAs classified under Ministries; State Corporations; Constitutional Commissions and Independent Offices; and Statutory Commissions and Authorities; with over 184 000 employees, shows significant progress in terms of compliance to national and public service values.

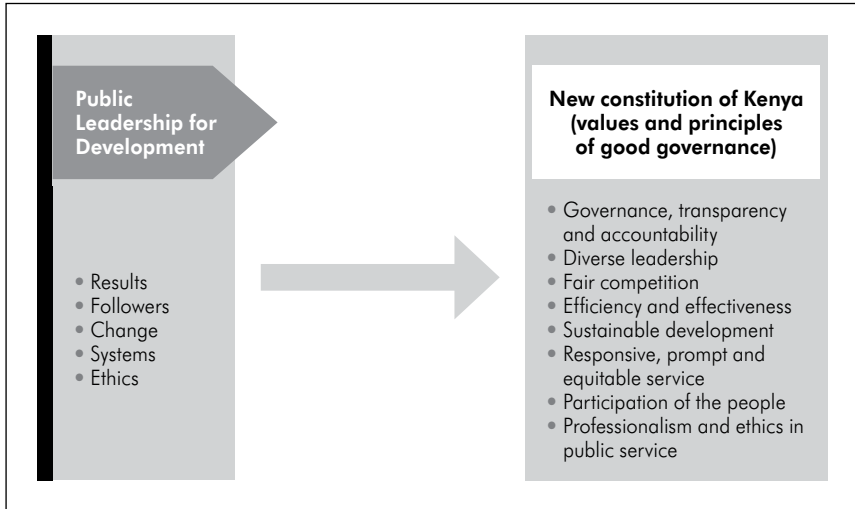
CONTEXUALISING THE RESEARCH PROBLEM

The article strives to determine whether public leadership focus areas for development focus on results, followers, change, systems, and ethics to promote national values and principles of good governance and whether it has a positive association with national values and principles of good governance. In a review of lessons from leadership theory and contemporary challenges of leaders, Van Wart (2013) focuses on public organisational leadership in terms of career administrative position instead of political or policy leadership. Public leadership at times focuses on political leadership and is broader than public service leadership (Chapman *et al.* 2015). However, for the purposes of this study, the two are used interchangeably.

Hart (2011) observes that leadership studies without leadership assessment are “leadership prescriptions without a diagnosis”. Although no uniform criteria are used, there is a need for well-grounded systematic leadership evaluation processes. According to Chapman *et al.* (2015), there is a need to deploy research instruments from the existing leadership research base to facilitate the widespread application of research findings. However, due to contextual differences, such studies would still yield different results. Most public leadership studies examine leadership as an independent variable (outcome) in the public sector by using survey data from individual respondents across administrative hierarchies, interviews and document analysis (Chapman *et al.* 2015). However, this is not the case with public leadership studies in Kenya. Thus, this study examines leadership as an outcome of suitable national values and principles of good governance in Kenya.

Chapman *et al.* (2015) note that research has assessed how public leadership influences performance management, organisational commitment, ethical

Figure 1: Public leadership for development under Kenya’s constitutional dispensation



Source: (Authors’ own construction)

decision-making, collaboration, crisis management, implementing change and administrative reforms. However, very few studies address the relationship between public leadership and principles of effective, equitable governance. To address this gap, this study utilises a survey-based research design to gather information from public servants occupying varying administrative levels and not from politicians. The aim is to empirically investigate how public leadership for development interplays with national values enshrined in the new constitutional dispensation in Kenya (see Figure 1).

As shown in Figure 1, public leadership for development (results, followers, change, systems and ethics) is the independent variable, while the Constitution of Kenya of 2010 and national values and principles of good governance constitute the dependent variable. To ensure uniformity, the study adopted an approach by Chapman *et al.* (2015), which summarises operationalisation of public leadership as follows:

- Results: The high expectations of leaders to get results and constantly upgrade skills.
- Followers: Providing direction and support; upgrading skills on a continuous basis; facilitating diversity; and ensuring inclusive decision-making processes.
- Change: A focus on managerial competencies; the ability to alter mission, vision, values and culture; and making strategic choices.

- Systems: Providing a high-quality professional environment; and delegation, empowerment and collaboration.
- Ethics: A focus on integrity; and leading through service, spirit, sacrifice and sustainability.

Similarly, the national values and principles of good governance, as enshrined in Articles 10 and 232 of the Constitution of Kenya of 2010 constitute the dependent variables. There are over 39 national values and principles of good governance. However, for the purposes of the study, the following eight values and principles were adopted from the PSC Evaluation Report of Kenya's Public Service (2015):

- Good governance, transparency and accountability: Current policies, laws, procedures and transparency in executing public services.
- Diversity leadership: Current guidelines on non-discrimination based on religion, sex, race, gender, disability in provision or access to public service.
- Fair competition and merit in appointments, training and promotion opportunities: Current public service recruitment and policy guidelines.
- Efficiency and effectiveness: Current policies on using minimal resources to attain optimal outputs and outcomes by using the right tools, skills and personnel.
- Sustainable development: Current measures on cost sharing and equitable distribution of public resources, including sustainability plans to reduce donor-dependency.
- Responsive, prompt and equitable service delivery: A commitment to providing prompt high-quality public services throughout the country.
- Public participation in policymaking and implementation: Current policies guiding public participation in policymaking.
- Professionalism and ethics: Current guidelines promoting professionalism and ethical standards in the public service (PSC 2015).

RESEARCH DESIGN AND METHODOLOGY

The study followed a survey-based research approach. The questionnaire consisted of four parts that sought background information; focus areas in public leadership training; awareness of national values and principles of good governance; and how the former promotes the latter. To measure each of the variables, a five-point Likert scale was used, where 5 reflects "to a large extent" and 1 "not at all".

Seasoned career civil servants working in Kenya's national or county governments, who were pursuing degree programmes at the UON's School of Business, College of Humanities and Social Sciences, were targeted. The specific study

population included students enrolled for Module 11 programmes in relevant disciplines during the May to August trimester of the 2015/2016 academic year. Sampled respondents were clustered based on the common core courses. Most respondents attended evening and weekend lectures from 4 to 9 July 2016.

To minimise bias in information gathering and government hierarchies, Chapman *et al.* (2015) reiterate the need for carefully selecting the unit of analysis in empirical public leadership studies. Initial analysis indicated that most of the participants had taken leadership and governance courses at KSG in recent years. Furthermore, student registration records indicated that a sizeable number of students worked as middle- to senior-level personnel within the Kenyan public service.

RESULTS AND DISCUSSION

The survey was administered to 125 public service employees studying at the School of Business on the UON's main campus. A total of 92 employees returned fully completed questionnaires, which constitutes a response rate of 73.6%. The surveys were completed by 51.7% male employees and 48.3% female employees. Of the respondents 97% worked within national government, while the remainder were from three different counties.

Concerning degree programmes, 39% of respondents were pursuing a Bachelor of Commerce (BCom) degree, 24% a PhD in Business Administration, 22% a Master's in Business Administration (MBA), while the remainder pursued other degrees. This infers that the respondents were well educated.

In terms of work experience, 37.4% had worked for less than four years at their current place of employment. This implies that 62.6% of respondents had witnessed changes in the public service after the Constitution of Kenya of 2010 was promulgated.

Interestingly, the Likert scale rating respondents' level of understanding of national values and principles of good governance in the public service shows that respondents "to some extent" understood these principles, with a cumulative mean score of 3.32. The national value of diversity in leadership (current guidelines on non-discrimination based on religion, sex, race, gender, disability in provision or access to public service) had the highest mean score of 3.59. This was followed closely by the value of professionalism and ethics in public service (current guidelines on promoting professionalism and ethical standards in the public service), with a mean score of 3.57.

The national value of good governance, transparency and accountability (current policies, laws, procedures and transparency in executing public services) had a mean score of 3.31, while the national value of enhancing efficiency and

effectiveness (current policies on using minimal resources to attain optimal outputs and outcomes by using the right tools, skills and personnel) had a mean score of 3.28. This was followed closely by the value of public participation in policymaking (current policies guiding public participation in policymaking), with a mean score of 3.25. The national values of sustainable development practices (current measures on cost sharing and equitable distribution of public resources, including sustainability plans to reduce donor-dependency), fair competition and merit in appointments, training and promotion opportunities (current public service-recruitment and policy guidelines) and responsive, prompt and equitable service (commitment to providing prompt high-quality public services throughout the country) had mean scores of 3.21, 3.20 and 3.19, respectively.

This correlates well with a cumulative mean score of 3.20 from the responses on the extent to which sampled public service employees had been trained on diverse focus areas of leadership, ranging from ethics (integrity and leading through service, spirit, sacrifice and sustainability), with a mean score of 3.46, to a mean score of 3.23 for both a focus on followers (providing direction and support; upgrading skills on a continuous basis; facilitating diversity; and ensuring inclusive decision-making processes) and a focus on systems (providing a high-quality professional environment; and delegation, empowerment and collaboration). A focus on change (managerial competencies; the ability to alter mission, vision, values and culture; and making strategic choices) and a focus on results (high expectations of leaders to get results and constantly upgrade their skills) had the lowest mean scores at 3.07 and 3.05, respectively.

Table 3 summarises the results on the extent to which focus areas of leadership (results, followers, change, systems and ethics) have promoted national values (good governance; transparency and accountability; diversity in leadership; fair competition and merit in appointments; enhancing efficiency and effectiveness; sustainable development practices; responsive, prompt and equitable service delivery; public participation in policymaking; and professionalism and ethics in the public service).

Table 3 highlights that all the focus areas of leadership “to some extent” promoted the national values and principles of good governance in the Kenyan public service, with overall mean scores of 3.33 and above. Ethics-focused leadership for development leads with a mean score of 3.43, followed by a focus on followers, at 3.40. Finally, a focus on systems, results and change showed mean scores of 3.36, 3.34 and 3.33, respectively.

All the focus areas of leadership “to some extent” promoted professionalism and ethics in the public service (current guidelines promoting professionalism and ethical standards in the public service). A focus on followers had the highest mean score at 3.68. This was followed by a focus on ethics at 3.64. A focus on results, systems and change had a mean score of 3.58, 3.51 and 3.41, respectively.

Table 3: Leadership foci and national values and principles of good governance

National values and principles of good governance	Focus areas of leadership				
	Results focused	Follower focused	Change focused	Systems focused	Ethics focused
Good governance, transparency and accountability (current policies, laws, procedures and transparency in executing public services).	3.13	3.23	3.16	3.15	3.31
Diversity in leadership (current guidelines on non-discrimination based on religion, sex, race, gender, disability in provision or access to public service).	3.31	3.26	3.39	3.40	3.35
Fair competition and merit in appointments, training and promotion opportunities (current public service recruitment and policy guidelines).	3.21	3.51	3.22	3.38	3.66
Enhancing efficiency and effectiveness (current policies on using minimal resources to attain optimal outputs and outcomes by using the right tools, skills and personnel).	3.42	3.44	3.42	3.43	3.19
Sustainable development practices (current measures on cost sharing and equitable distribution of public resources, including sustainability plans to reduce donor-dependency).	3.40	3.39	3.32	3.21	3.35
Responsive, prompt and equitable service (current service delivery statements committing to providing prompt high-quality public services throughout the country)	3.47	3.43	3.47	3.41	3.52
Public participation in policymaking (current policies guiding public participation in policymaking).	3.22	3.29	3.31	3.42	3.45
Professionalism and ethics in public service (current guidelines promoting professionalism and ethical standard in the public service).	3.58	3.68	3.41	3.51	3.64
Mean score	3.34	3.40	3.33	3.36	3.43

Source: (Authors' own compilation)

Surprisingly, although all focus areas of leadership “to some extent” promoted good governance, transparency and accountability (current policies, laws, procedures and transparency in executing public services) it was rated lowest among the eight factors investigated. A focus on ethics obtained a mean score of 3.31, followed by followers at 3.23, change at 3.16 and systems at 3.15. A focus on results obtained the lowest mean score at 3.13.

The findings of the current study corroborate the PSC’s evaluation of public service compliance with national values for the 2014/2015 fiscal year (PSC 2015). The report was compiled using both qualitative and quantitative data from 251 government ministries, departments and agencies, while 151 indicators were applied. Results showed good progress in promoting the national values, as enshrined in the Constitution of Kenya of 2010. Results confirm that despite numerous policy, constitution, and leadership training programmes; governance, transparency and accountability remain critical in public leadership for development in Kenya. The issues that dogged public service in the 1960s still challenge the sector today. Much effort is needed to change systemic corruption and the looting of government coffers.

Multivariate regression analysis was used to ascertain whether public leadership for development (results, followers, change, systems, and ethics) has a positive association with national values and principles of good governance, as hypothesised. The regression analysis results indicate that results-focused public leadership is positively correlated to national values and principles of good governance, with a beta coefficient of .414, followed by change-focused leadership, with a beta value of .168, while follower- and ethics-focused leadership rendered beta values of .129 and .121, respectively (see Table 4).

Table 4: Results of multivariate regression analysis of public leadership for development and principles of good governance

Model summary				
Model	R	R-square	Adjusted R-square	Std. Error of the estimate
1	.708 ^a	.501	.472	.51902

ANOVA ^b					
Model	Sum of Squares	df	Mean Square	F	Sig.
Regression	23.031	5	4.606	17.100	.000 ^a
Residual	22.897	85	.269		
Total	45.929	90			

Coefficients					
Model	Unstandardised Coefficients		Unstandardised Coefficients	t	Sig.
	B	Std. Error	Beta		
(Constant)	.831	.281		2.957	.004
A Focus on Results Focused	.393	.123	.414	3.198	.002
A Focus on Followers	.128	.138	.129	.928	.356
A Focus on Change	.159	.130	.168	1.223	.225
A Focus on Systems	-.050	.132	-.055	-.377	.707
A Focus on Ethics	.110	.128	.121	.858	.393

a. Predictors (Constant): A Focus on Results Followers, Change, Systems and Ethics
b. Dependent Variable: National Values

Source: (Authors' own compilation)

However, Table 4 highlights that systems-focused leadership is negatively correlated to national values. The R-square of the regression model is .472, which implies that 47.2% of change in national values can be explained by public leadership focused on results, followers, change, ethics and systems. The F-value is 17.100, with a significant value of $\alpha.000$. This implies that the relationship between public leadership for development (results, followers, change, ethics and systems) and national values is statistically significant.

Finally, Table 5 presents other measures that can greatly enhance public service delivery in Kenya.

The results from Table 5 reveal that greater emphasis should be placed on training, leadership and skills enhancement seminars (14.8%), followed by motivation of staff (11.9%) and better payment/remuneration policies/promotions (7.39%), as important measures for improving public service delivery in Kenya

CONCLUSIONS

It is encouraging to see that public service leaders “to some extent” understand the national values and principles of good governance (diversity in leadership; professionalism and ethics; good governance; transparency and accountability; efficiency and effectiveness; public participation policymaking; sustainable development; fair competition and merit in appointments; training and promotion opportunities; and responsive, prompt and equitable service delivery). Furthermore, results reveal that public service employees had “to some extent” been trained on the diverse leadership foci (ethics, followers, systems, change, and results).

Table 5: Measures that could greatly enhance public service delivery in Kenya

	Measure	Mentions	%
1	Training, leadership & skills enhancement seminars	26	14.77
2	Motivation of staff	21	11.93
3	Professionalism / right people for the right job	16	9.09
4	Better payments / remunerations policies/promotions	13	7.39
5	Integrity	12	6.82
6	Effective and use of advanced technology	8	4.55
7	Checking in public resources / training on corruption	8	4.55
8	Shunning tribalism	6	3.41
9	Good working tools and evaluation	6	3.41
10	Avoiding favouritism and nepotism	4	2.27
11	Performance measure control	4	2.27
12	Result-oriented	3	1.70
13	Responsibilities	3	1.70
14	Transparency in service delivery	3	1.70
15	Employee involvement	3	1.70
16	Enhancing public participation & forums	3	1.70
17	Clearing channel of communication	2	1.14
18	Maximum labour utilisation	2	1.14
19	Upholding merit	2	1.14
20	Merit-based appointments of parastatal boards	2	1.14
21	Gender equality & equity	2	1.14
22	Conducive working environment	2	1.14
23	Enforcement of the Constitution	2	1.14
24	Regular lifestyle audits	2	1.14
25	Job rotation and placement	2	1.14
26	Being eco-friendly and focused on cultural change	2	1.14
27	Empowering and proper orientation of employees	2	1.14
28–41	Providing overtime pay; adoption of rights policies; being responsive to customer complaints; adoption of right policies; enhanced paradigmatic practices; measurement of performance results; strategic performance; prosecution of economic crime offenders; entertaining ethical behaviour; entrepreneurship; offer departmental help; harmonisation of salaries; customer-supplier relationships; ethics and corporate governance; autonomy to perform; upholding social justice.	One each	0.57 each
Total		176	100.00

However, further measures should be taken to deepen the awareness of effective public leadership and national values.

Equally encouraging is that all the focus areas of leadership (ethics, followers, systems, change and results) have “to some extent” promoted national values and principles of good governance in Kenya’s public service. The leadership foci “to some extent” promoted professionalism and ethics in public service. This was followed by leadership focused on followers, results, systems and change, respectively. Surprisingly, although all leadership foci “to some extent” promoted good governance, transparency and accountability, it was the lowest-rated variable among the eight factors under investigation. This confirms the fear that governance, transparency and accountability remain a major challenge in public leadership for development in Kenya and tough measures should be developed to fully address them.

Findings reveal that government-led, results-based initiatives are yielding results, as the regression analysis indicated that results-focused public leadership is positively correlated to national values and principles of good governance. This is followed by leadership focused on change, followers and ethics, respectively. Notably, the ethical dimension is tied to the issue of good governance, transparency and accountability, which infers more interventions should be put in place to address the dual issues. In numerous instances, lack of proper systems or respect for systems are endemic to government circles. Bearing this in mind, it is unsurprising that leadership focused on systems is negatively correlated to national values. The system can be turned around through relevant training, leadership and skills enhancement, motivating public sector employees through better payment/remuneration, and clarifying promotion policies.

Nevertheless, overall results show a statistically significant relationship between public leadership for development and national values and principles of good governance. Although it is not a call for celebration it does highlight that the Constitution of Kenya of 2010, has helped create an enabling public leadership environment.

Future research should be conducted using these variables, but longitudinally to ascertain how the focus areas of public leadership for development promote the eight values discussed in the article, as well as the 31 additional national values.

REFERENCES

- Anderson, J.A. 2010. Public versus Private Managers: How Public and Private Managers Differ in Leadership Behavior. *Public Administration Review*. 70(1):31–141.
- Chapman, C., Getha-Taylor, H., Holmes, M.H., Jacobson, W.S. Morse, R.S. and Sowa, J.E. 2015. How public leadership is studied: an examination of a quarter century of scholarship. *Public Administration Journal*. 94:111–128.

- Gallop, G. 2011. New Development: Public Leadership: Public Value and the Public Interest. *Public Money & Management*. 31(5):371–376. DOI:10.1080/09540962.2011.598354.
- Government of Kenya. 1963. The Independent Constitution of Kenya, 1963. Nairobi: Government Printers.
- Government of Kenya. 1998. The Constitution of Kenya, 1998. Nairobi: Government Printers.
- Government of Kenya. 2008. Vision 2030. Nairobi: Government Printers.
- Government of Kenya. 2010. Constitution of Kenya, 2010. Nairobi: Government Printers.
- Government of Kenya. 2012. Kenya School of Government Act, 2012. Nairobi: Government Printers.
- Government of Kenya. 2012. The Leadership and Integrity Act, 2012. Nairobi: Government Printers.
- Government of Kenya. 2015. Public Services Values Act, 2015. Nairobi: Government Printers.
- Government of Kenya. 2015. Leadership and Integrity Act, 2012. Nairobi. Government Printers.
- Government of Kenya. 2015. Leadership and Integrity Regulations, 2015. Nairobi. Government Printers.
- Government of Kenya. 2015. The Fair Administrative Action, Act 2015. Nairobi: Government Printers.
- Hughes, R.L., Ginnett, R.G., and Curphy, G.J. 2015. *Leadership: Enhancing the lessons of experience*. New York: McGraw Hill.
- Lane, J.E. and Wallis, J. 2009. Strategic management and public leadership. *Public Management Review*, 11(1):101–120. DOI: 10.1080/14719030802494047
- Kenya Institute of Administration. 2011. Kenya Institute of Administration: 1961–2011: The journey and legacy. Nairobi: East African Education Publishers.
- Kenya School of Government (KSG). 2012. Strategic Plan 2012/13 to 2016/17. Nairobi: KSG
- KSG. 2016. Training calendar 2016–2017. Available at: http://ksg.ac.ke/index.php?option=com_wrapper&view=wrapper&Itemid=577. (Accessed on 27 June 2016).
- Moldogaziev, T.T. and Silvia, C. 2014. Fostering affective organizational commitment in public sector agencies: the significance of multifaceted leadership roles. *Public Administration*. 93(3):557–575.
- Public Service Commission of Kenya (PSC). 2015a. *Evaluation Report on Public Service Compliance with the Values and Principles in Articles 10 & 232 of the Constitution for the Year 2014/2015*. Nairobi: PSC.
- PSC. 2015b. Annual Report for the Financial Year 2014/2015. Nairobi: PSC.
- Stone, G., Russell, R. and Patterson. K. 2004. Transformational versus servant leadership: a difference in leader focus. *Leadership and Organization Development Journal*. 25(4):349- 361. Available at: <http://dx.doi.org/10.1108/01437730410538671>. (Accessed on 26 May 2016).
- Hart, P. 2011. Evaluating public leadership: towards an assessment framework. *Public Money & Management*. 31(5):323–330. DOI: 10.1080/09540962.2011.598338. (Accessed on 30 May 2016).
- The Newslink. 2011. *A KIA Journal on Management and Leadership*. 4. September–December.
- Van Wart, M. 2003. Public Sector Leadership Theory: An assessment. *Public Administration Review*. 63(2):214–228.
- Van Wart, M. 2013. Lessons from leadership theory and the contemporary challenges of leaders. *Public Administrative Review*. 73(4):553 -565. DOI: 10.1111/puar.12069.

AUTHOR'S CONTACT DETAILS

Prof Abel Kinoti Meru

Dean: School of Business

Riara University

P O Box 49940-00100

Nairobi, Kenya

Email: akinoti@riarauniversity.ac.ke

Cell: +254 733 722 479