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Influence of Transparency on Policy Implementation in Public Sector in Kenya

[1*] Tobias Otieno Konyango, [2] Dr. Patrick Karanja Ngugi, [3]Dr. Gladys Rotich & [4] Dr. George Orwa

[1*]PhD Candidate, Jomo Kenyatta University of Agriculture and Technology

[2]Lecturer, Jomo Kenyatta University of Agriculture and Technology

[3]Lecturer, Jomo Kenyatta University of Agriculture and Technology

[4]Lecturer, Jomo Kenyatta University of Agriculture and Technology

***E-mail of corresponding author: tkonyango@gmail.com**

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Abstract

Public policy is seen as the broad framework of ideas and values within which decisions are taken and actions, or inactions, are pursued by governments in addressing a given set of problems. Inherent in the public policy is the desire by the government to address specific problems. However, passing policies does not guarantee success on the ground if policies are not implemented well. Problems associated with policy implementation occur when the desired result on the target or beneficiaries are not achieved. The study sought to establish whether transparency has an influence on policy implementation in public sector in Kenya. A descriptive correlation research design was adopted and the target population included 20 ministries, 153 parastatals and government agencies. The study adopted a census technique with respect to the unit of analysis which is the public sector. Questionnaires were used as the main data collection instruments and were pretested and for validity and reliability. Data analysis was performed using descriptive and inferential statistics. Findings indicated that there was a linear positive relationship between Transparency and Public Policy Implementation which means that an increase in Transparency would lead to a linear increase in Public Policy Implementation. It was concluded that Transparency has a significant influence on Public Policy Implementation and that it governance factor that affected effective implementation of public policy in public institutions in Kenya. The study recommended that public sector should adopt good governance practices in order to improve on policy implementation.

Keywords: *Transparency, Governance, Public policy and Implementation*

1.0 Introduction

1.1 Background of the Study

Public policy is seen as the broad framework of ideas and values within which decisions are taken and actions, or inactions, are pursued by governments in addressing a given set of problems (May, 2014). Inherent in the public policy is the desire by the government to address specific problems. The implementation of a policy commences once goals and objectives have been established by policy decisions and funds committed (Kahara, Yegon & Okibo, 2014). Policy implementation therefore implies the processes and ability to convert policy into action by operationalizing the strategy in form of programmes. Matland (1995) observed that the field of policy implementation is split into two major models; top-down and bottom-up. Bottom-up theorists emphasize target groups and service providers, arguing that policy really is made at the local level. Studies about public policy by various scholars are implicit on the importance of governance in public policy implementation.

In Kenya public policies are part of the Ministry of Devolution and Planning which gives broad policy direction through coordination and writing of County Development Plans, National Development Plans and Sessional Papers. All Ministries and Government Agencies (MGA) have Planning Units which reports to Directorate of Economic Planning and coordinate economic development, planning, policy formulation, and budgeting and track implementation of projects and programmes for Kenya Vision 2030. They also have the duty to promote public ownership of development policies, programmes and projects, as well as coordinate regional and international economic cooperation (RoK, 2013). The critical issues or challenges with public policies in Kenya are not only the issues they address, but also found at the formulation and implementation stages of the policies (Amolo, 2013). For instance, Free Primary Education (FPE) was a policy that elicited a lot of excitement among the population, teachers included a policy that was meant to get all children, irrespective of their family circumstances, into school (Oketch & Somerset, 2010). The excitement was short lived for teachers because teachers were not getting the necessary support and guidance from local education officials to ensure that FPE succeeds (Abuya *et al*, 2015). Indicating that access to school does not translate into quality education if the teachers' effective control of the classroom is compromised (Abuya, Oketch, & Musyoka, 2013). Therefore, governments must not only provide information, but also ensure that as many citizens as possible have access to this information with the goal of increasing citizen participation. A lack of transparency creates opportunities for government corruption and reduces public sector efficiency. This can result to poor implementation of public policies.

1.2 Statement of the Problem

Passing policies does not guarantee success on the ground if policies are not implemented well (Cerna, 2013). Problems associated with policy implementation occur when the desired result on the target or beneficiaries are not achieved (Dziani, 2011). Reforms that seek to disconnect policy implementation from political matters may face a more difficult task than had been thought (Hicks, 2014). It is acknowledged that most of public policies in Africa are beclouded with politics and implementation bottlenecks (Imurana, Haruna, & Kofi, 2014). This is despite the outcome of public policy which is of a political process that shapes our daily lives and welfare of our societies and might lead to peace and harmony or lead to war and chaos with far reaching consequences (Ndah, 2010).

In Kenya, lack of good governance is considered to be one of the factors undermining policy implementation. For instance, in mid-1980s on, Kenya replaced the import-substitution policies it had pursued since independence with an open, liberalized trading regime. However, though the country enjoyed a few targeted successes in industries such as horticulture and apparel exports, overall Kenya's trade liberalization policies had little impact and failed to deliver broad macroeconomic success (Gertz, 2009). Strengthening of Science and Mathematics in Secondary Education (SSMASE) educational reform was also seen as a noble change in education to boost the teaching and learning of mathematics and sciences (MOE, 2007) but since it was implemented by top down strategy, it failed and has not worked because the teachers who were supposed to implement SSMASE were not involved in the planning to introduce and implement SSMASE which is a key area in relation to vision 2030 to prepare the country's National Industrial Development. SSMASE reform in education has failed to produce results in many schools in the country (Wanyama &Chang'ach, 2013). Empirical studies have provided the nexus between corporate governance and firm performance with Issarawornrawanich (2015) indicating that well-governed firms have higher firm performance. This informed the need to explore the effect of transparency on policy implementation.

1.3 Specific Objective

To establish influence of transparency on policy implementation in public sector in Kenya.

1.4 Research Hypothesis

H$_A$: Transparency has influence on policy implementation in public sector in Kenya.

2.0 Literature Review

2.1 Theoretical Review

2.1.1 Principal-agent Theory

Principal-agent theory focuses analysis on the interests, incentives, and information of policy authorizers and implementers (Milward & Provan, 1998). Core assumptions include hierarchical relationships, asymmetric information, and divergent interests between authorizers and implementers. These conditions appear between legislatures and administrative agencies, between managers and line staff within agencies, and between public agencies and outside contractors. Clear, top-down policy directives may redress some information asymmetries (Sabatier, 1983) but by themselves do not align incentives or interests (Matland, 1995).

Because the theory assumes the interests of authorizers and implementers diverge, authorizers must create incentives and monitor implementers to encourage pursuit of their directives, but information asymmetries that privilege agents make monitoring problematic. When implementers are accountable to multiple principals, moreover, different policy directives can create further conflict between authorizers' and implementers' incentives and information sources (Bertelli & Lynn, 2004). As a result, implementers have discretion to pursue their own interests within the constraints set by authorizers' policy directives, incentive schemes, and monitoring.

Similarly, in agency theory terms, the owners are principals and the managers are agents and there is an agency loss which is the extent to which returns to the residual claimants, the owners, fall below what they would be if the principals, the owners, exercised direct control of the corporation (Jensen and Meckling 1976). Agency theory specifies mechanisms which reduce agency loss (Eisenhardt 1989). These include incentive schemes for managers which reward them financially for maximising shareholder interests. Such schemes typically include plans whereby senior executives obtain shares, perhaps at a reduced price, thus aligning financial interests of executives with those of shareholders (Jensen & Meckling 1976).

2.1.2 Implementation Theory

Understanding who, how and why policy is put into effect can be conceptualized under the heading of implementation theory, a terminology initially used by Pressman and Wildavsky (1973) during their study of job creation programmes in Oakland, California. Fullan (2007) rightly notes that many change attempts fail because 'no distinction is made between theories of change (what causes change) and theories of changing (how to influence those causes)'. Therefore, it is important to point out that policy change goes hand in hand with policy implementation. Mazmanian and Sabatier (1983) define implementation as 'the carrying out of a basic policy decision, usually incorporated in a statute but which can also take the form of important executive orders or court decisions'.

2.2 Empirical Review

Gruen (2012) emphasize the importance of providing consumers with highly simplified information. Certainly the paradigm example of successful information policy dealt with by the authors is an example of simplicity and appears to have been a clear policy success. Another way that transparency may matter is by providing citizens with information on what they are entitled to. Providing one example along these lines, Reinikka and Svensson (2011) study showed how an information campaign to monitor spending by local officials can reduce corruption and also increase educational outputs. They exploited a newspaper campaign in Uganda aimed at reducing capture of public funds by providing students' parents and head teachers with information to monitor local officials' use of an education grant.

Their empirical strategy used distance to the nearest newspaper outlet as an instrument of school exposure to information, and they found that an increase in information resulted in an increase in the actual funds that reached the schools, or a decrease in corruption. Furthermore, they found that a one standard deviation increase in the share of funding reaching the schools is associated with .48 standard deviation increase in 7th grade enrollment and also has a positive, although weaker, impact on student learning. An important caveat is that distance to newspaper outlets may be non-randomly assigned, and may also have other, direct impacts on educational performance. Still, their results emphasize how innovations in governance can lead to cost-effective improvements in quality of social services in developing countries.

IMF (2014) on its 2014 Fiscal Transparency Code, found a positive view of the potential impact of transparency and participation in fiscal matters and which has in turn led to a growing set of international standards and norms. This is also supported by the study by Lee and Lim (2010) on Governance and Policy Performance in Korea which found that found out that governance eliminated the complexity and uncertainty in the policy-making and implementation processes by improving openness and transparency.

In 2011, CIPE and Global Integrity conducted an implementation gap study in select Kenyan cities: Kisumu, Nairobi, and Mombasa, using 177 indicators to better understand key governance issues and existing anti-corruption mechanisms. The research was led by Civil Society Organization Network, and Haki Jamii Haki Yetu. Implementation gaps in all three cities can be diminished by working with government officials to improve enforcement of existing laws, for instance by creating "one stop shops" for licenses and tax payments and increasing accountability of high-ranking civil servants through having them sign a voluntary code of ethics monitored by the public. (Nadgrodkiewicz, Nakagaki &Tomicic 2012).

2.3 Conceptual Framework

Young (2009), states that a conceptual framework is a diagrammatical representation that shows the relationship between dependent variable and independent variables. The conceptual framework of this study sought to demonstrate the relationship between transparency and policy implementation in Kenya. This is illustrated in figure 1.

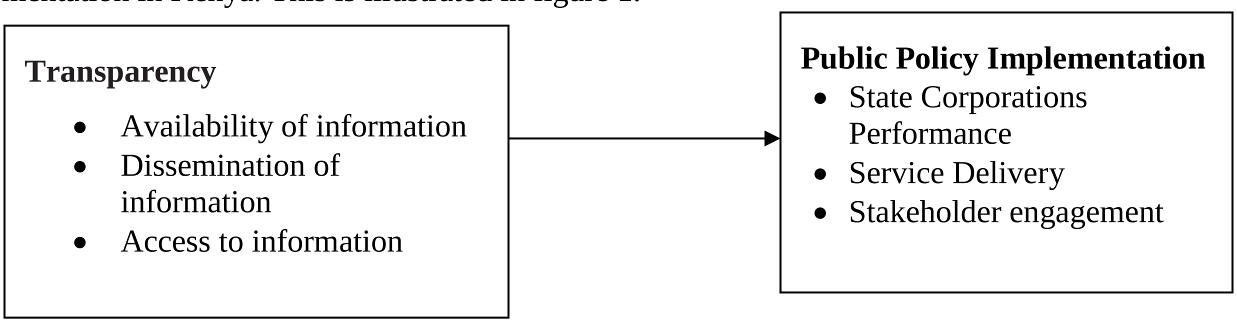

Figure 1: Conceptual Framework

2.3.1 Transparency

Transparency refers to the availability and clarity of information provided to the general public about government activity. Governments must not only provide information, but also ensure that as many citizens as possible have access to this information with the goal of increasing citizen participation. (UNDESA, 2007). This variable is important in explaining public policy implementation. To demonstrate that the Governments are acting in the public interest at all times and to maintain public trust and confidence, public sector entities should be as open as possible about all their decisions, actions, plans, resource use, forecasts, outputs, and outcomes. Ideally, this commitment should be documented through a formal policy on openness of information (IFAC, 2013).

2.3.2 Public Policy Implementation

Implementation implies processes and ability to convert policy into action by operationalizing the strategy in form of programmes. The poor implementation of laws and regulations can often be traced back to implementation gaps persisting in key areas of governance, such as government accountability, transparency, and citizen oversight (Nadgrodkiewicz *et al.* 2012). The independent variable has an independent effect on policy implementation (dependent) variable. This is why the study seeks to establish the influence of transparency on public policy implementation.

3.0 Research Methodology

The study applied descriptive correlational research design. The targeted population for this study constitutes all the institutions in public sector involved in public policy implementation. The targeted population included 20 ministries, 153 parastatals and government agencies. The study adopted a census technique with respect to the unit of analysis which is the public sector. Questionnaires were used to collect the data which was analyzed using descriptive and inferential statistics. Data was presented using frequency tables, pie charts and bar charts.

The regression model used in this research was:

$Y = \beta_0 + \beta_1 X + \varepsilon$

Y = Public Policy

X=Transparency

β_0 is the intercept

ε is the error term

4.0 Results and Discussion

4.1 Response Rate

Out of one hundred and seventy three questionnaires (173) which were distributed, only one hundred and forty two questionnaires (142) were completed and returned. This represented a response rate of 82.1% and none response rate of 17.9%. According to Mugenda and Mugenda (2008), a response rate of 50% is considered good and response rate greater than 70% is considered to be very good. This was in line with Orodho (2009) that a response rate above 50% contributes towards gathering of sufficient data that could be generalized to represent the opinions of respondents about the study problem in the target population. 82.1% response rate is therefore a good representative of respondents.

Table 1: Response Rate

Response rate	Sample size	Percentage (%)
Returned questionnaires	142	82.1
Un-returned questionnaires	31	17.9
Total	173	100

4.2 Reliability

Reliability is a measure which indicates the extent to which the research instrument is not biased (error free) thus ensuring consistent measurement across time and the various items in the instrument. Reliability of the instrument was conducted using Cronbach's alpha constant which is a measure of internal consistency and average correlation. According Zinbarg *et al*., (2005), an alpha coefficient of 0.70 or higher indicated it is reliable as it has a relatively high internal consistency and can be generalized to reflect opinions of all respondents in the target population. Higher alpha coefficient values mean there is consistency among items in measuring the concept of interest.

This also supports suggestion by Tabachnick and Fidell (2007) using more stringent cut-offs going from 0.32 (poor), 0.45 (fair), 0.55 (good), 0.63 (very good) or 0.71 (excellent). Based on the variable Transparency had 6 factors, reliability test was carried out on the instrument and Cronbach constant was 0.697 which was slightly below 0.7. After removing factor 6 the reliability increased to 0.734 which was above the threshold. The dependent (Public Policy Implementation) variable had alpha constant 0.726 so no factor was removed.

Table 2: Reliability of Instruments

Variables	Cronbach's Alpha before removing some items	Cronbach's Alpha after removing Some items	No of Items before removing some factors	No of Items after removing some factors
Transparency	0.697	0.734	9	9
Public policy implementation	0.726	0.726	4	4

4.3 Factor Analysis

Factor analysis is mainly concerned with internal-correlations among data to come up with internally consistent surrogates of the variable (Mugenda, 2010). The study adopted factor analysis to reduce the number of indicators which do not explain the effect of transparency on policy implementation in public service and retain the indicators which are capable of explaining the effect. Exploratory factor analysis was employed to assess construct one-dimensional scales and identify the structure of the measurement or outer model for the items in the study. This was performed purposefully to refine/retain the most important number of factors. In this case only factors with values 0.4 and above were used for further analysis as recommended by Tabachnick and Fidell (2007).

The findings presented in Table 3 shows that the overall factor analysis for all the variables that is the four factors measuring the independent variables and dependent variables. Transparency had nine items with factor loadings of 0.673. All the items were accepted based on the general rule of thumb for acceptable factor loading of 0.40 above. No item was removed or expunged. The dependent variable Public Policy Implementation was also subjected to factor analysis. All the factor loadings were above 0.558 which implies that all items fall within the acceptable threshold as no item was dropped. It indicates that all the factor loading of all the items were above 0.4 and thus all were considered for further statistical analysis.

Table 3: Summery of Factor Analysis

	Transparency	Number of Items	Factor Loadings
1	Transparency	9	.673
2	Public policy implementation	4	.558

4.4 Descriptive Statistics

Descriptive statistics are used to describe the basic features of the data in a study. The study used descriptive statistics to present the frequency and the percentages of the gathered data on transparency and implementation variables.

4.4.1 Transparency

The study sought to determine the influence of transparency on policy implementation in public sector in Kenya. The respondents were asked what they think are the main purposes of giving information on government activity to the public in the implementation of policy at their organizations. The findings were as follows: to meet statutory requirements was rated 29.9% most important, 33% very important, 20.3% moderately important, To increase public awareness was rated 31.0 moderately important 12.9% fairly important, 1.4% least important To increase public awareness was rated, 31.0% most important, 32.8% very important 15.9% moderately important, 6.6% fairly important and 13.7% least important. To gain information on public views was also rated as follows: 18.5% most important, 18.5% very important 28.0% moderately important, 21.0% fairly important while 14.0% least important the rest of the findings are shown in table 4a. These results are in line with Dieleman, *et al*., (2011) conducted a realist review to collate findings on factors that influence health workers to remain and work in rural and remote postings.

Table 4a: Transparency Descriptive Analysis

Statement	Most Important	Very Important	Moderately Important	Fairly Important	Least Important	Mean	Std. Deviation
To meet statutory requirements	29.9%	33.9%	20.3%	14.4%	1.4%	2.4	1.315
To increase public awareness	31.0%	32.8%	15.9%	6.6%	13.7 %	2.4	1.348
To gain information on public views	18.5%	18.5%	28.0%	21.0%	14.0 %	2.9	1.302
To decide between particular options	17.0%	12.5%	5.5%	21.0%	43.9 %	3.6	1.546
To empower the organization	11.1%	26.2%	12.5%	24.0%	26.2 %	3.3	1.386

Again the respondents were asked how they would rate the present level of availing information on government activity to the public in the implementation of public policy at their organization. The finding was as follows: Public often given information was rated as 31.4%% least important, 27.7% fairly important 10.3% moderately important, 22.0% very important 9.6% % most important. Similarly Public does not get informed also affects public in the implementation of public policy since 22.9% and 29.9% was rated least important and fairly important respectively. In addition to that, Public fairly informed also affect implementation of public policy as majority of the respondent rated them poorly. The details of the finding are shown in table 4b. These results corroborates with the findings of Fung, et al., (2012) which emphasize the importance of providing consumers with highly simplified information, and Reinikka & Svesson (2011) who showed how an information campaign to monitor spending by local officials can reduce corruption and also increase educational outputs. The findings are also similar to that of IMF (2014) on its 2014 Fiscal Transparency Code which found a positive view of the potential impact of transparency and participation in fiscal matters and which has in turn led to a growing set of international standards and norms.

Table 4b: Transparency Descriptive Statistics

Statement	Least Important	Fairly Important	Moderately Important	Very Important	Most Important	Mean	Std. Dev
Public often given information	31.4%	27.7%	10.3%	21.0%	9.6%	3.56	1.371
Public does not get informed	22.5%	29.9%	14.4%	11.1%	22.1%	2.89	1.472
Public fairly informed	36.9%	14.0%	27.7%	14.0%	7.4%	3.26	1.307
Public occasionally gets informed	34.3%	22.5%	18.6%	12.5%	13.2%	3.23	1.412

4.4.2 Information on Public Policy Implementation

The respondents were asked if their organization implement public policies. Majority (52.94%) disagreed that their organization does not implement public policies while 47.06% agreed that their organization do not implement public policies. Among those who agreed that their organizations implement public policies, majority said that they strictly follow organizations rules and regulations. Figure 2 below shows the result of the findings.

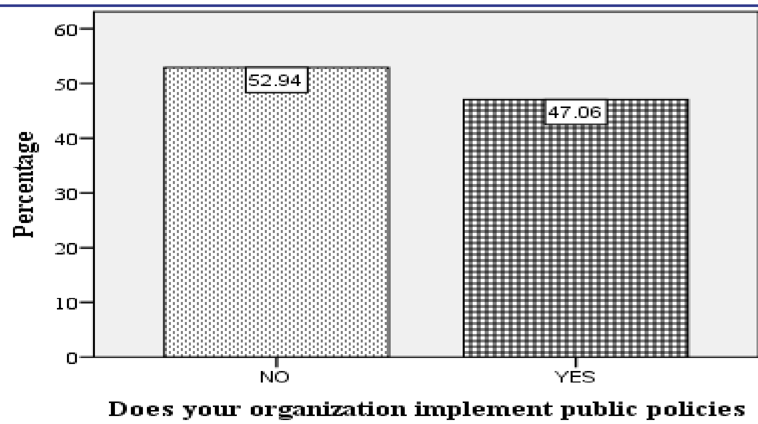

Figure 2: Implementation of Public Policy by Organization

The respondents were also asked to rate the performance of their organization during the last Performance Contracting (PC) as per the Evaluation done by the PC Board. The finding shows that many organizations are rated fairly in terms of performance. The results are displayed in table 4.86a and are validated by the findings of Hicks, (2014).

Table 5a: Public Policy Implementation Descriptive Statistics

Ratings	Percentage
Excellent	11.8
Very Good	11.8
Good	29.4
Fair	35.3
Poor	11.8
Total	100.0

Also the respondents were asked to state whether their organization comply with the requirements of National Cohesion and Integration Commission on Gender and Regional balance. The outcome suggests that many organizations do not comply with the requirements of National Cohesion and Integration Commission on Gender and Regional balance since majority at 76.32% said no while 23.7% said yes. These findings reveal National Cohesion and Integration Commission requirements are violated. For those who said yes many of them said they normally follow rules and guidelines based on constitution and other requirements. For those who said no, majority of the organizations said it is mainly due to nepotism, tribalism, and lack of good will to follow the constitution. In some cases some respondent said that they are willing to consider gender and regional balance but in many cases there are some professions which are less represented by members of marginalized communities thus making it difficult to have regional balance. The same argument applies for gender imbalance.

Again the respondents were asked to rate monitoring and evaluation of policy implementation in their organizations. The results were as follows: M&E indicates Organization implements policies according to plan were rated as 41.1% least common, 27.7% fairly common 10.3% moderately common, 16.3% very common 4.6% most common. M&E indicates that Organizations which do not implement policies according to plan were rated as 16.9% least common, 14.9% fairly common 19.4% moderately common, 21.1% very common 32.1% most common. M&E indicates that Organization which fairly implements policies according to plan were rated as 12.5% least common, 15.0% fairly common 17.7% moderately common, 34.0% very common 17.4% most common. M&E indicates that Organization which occasionally implements policies according to plan were rated as 12.5% least common, 15.0% fairly common 17.7% moderately common, 34.0% very common 17.4% most common the findings are shown in table 5b. These results corroborates with the findings of Fung, et al., (2012).

Table 5b: Public Policy Implementation Descriptive Statistics

Statement	Least common	Fairly common	Moderately Common	Very common	most common	Mean	Std. Deviation
M&E 1	41.1%	27.7%	10.3%	16.3%	4.6%	3.56	1.371
M&E 2	12.5%	14.9%	19.4%	21.1%	32.1%	2.89	1.472
M&E 3	16.9%	15.0%	17.7%	34.0%	17.4%	3.26	1.307
M&E 4	34.3%	22.5%	18.6%	12.5%	13.2%	3.23	1.412

4.5 Inferential Statistics

4.5.1 Transparency Linearity Test

To find out whether there was linear relationship between Transparency and Public Policy Implementation, Pearson moment's correlation coefficients was used as suggested by Cohen, West and Aiken, (2003). The result of the finding is presented on Table 6a. The results indicate that the variables Public Policy Implementation and Transparency had a strong positive relationship indicated by a correlation coefficient value of 0.633. This suggests that there was a linear positive relationship between Transparency and Public Policy Implementation which means that an increase in Transparency would lead to a linear increase in Public Policy Implementation. The current study results justify the results of the study conducted by Fung, *et al.,* (2012), and Reinikka and Svesson (2011).

Table 6a: Transparency Correlations Coefficients without Moderator Organization Structure

		Implementation policy	Transparency
Public policy Implementation	Pearson Correlation	1.000	.633**
	Sig. (2-tailed)		.000
	N	173	173
Transparency	Pearson Correlation	.633**	1.000
	Sig. (2-tailed)	.000	
	N	173	173

**. Correlation is significant at the 0.01 level (2-tailed).

Other than product moment correlation coefficient, linearity was also tested using scatter plot between Public Policy Implementation and Transparency and the result in figure 3 clearly indicates that there was linear relationship between Public Policy Implementation and Transparency.

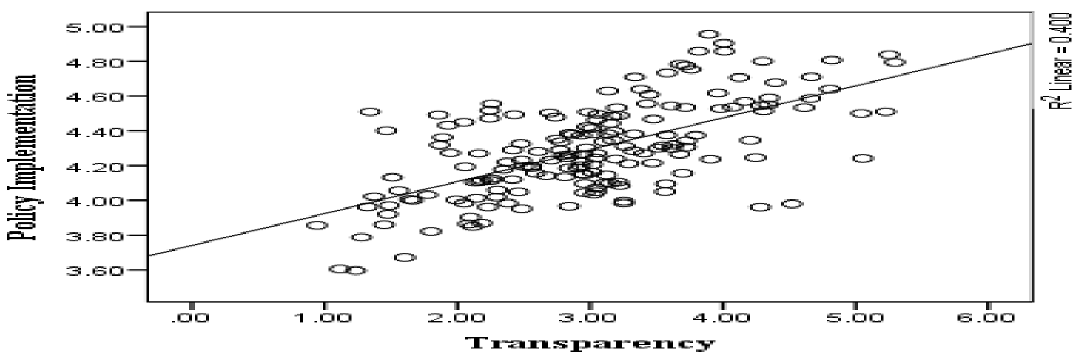

Figure 3: Scatter plot between Public Policy Implementation and T

4.5.2 Regression Analysis for Transparency

Table 7a indicates the model summary for the regression between Transparency and Public Policy Implementation. An R-squared of 0.400 indicates that 40.0% of Implementation policy is explained by changes in Transparency The results of IMF (2014) study on its 2014 Fiscal Transparency Code also found a positive view of the potential impact of transparency and participation in fiscal matters.

Table 7a: Model Summary Transparency

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.633	.400	.397	.20776

The ANOVA Table 7b shows that the regression model between Transparency and Implementation policy was significant (it indicates the goodness of fit for the regression model established between dependent variable and independent variable). F statistic of 114.074 indicated that the overall model was significant as this was further supported by a probability value of 0.000 which is less than 0.05 ($p=0.00<0.05$). The current study results justify the results of the study conducted by Fung, et al., (2012), and Reinikka & Svesson (2011). This is also supported by the study by Lee and Lim (2010) on Governance and Policy Performance in Korea which found out that governance eliminated the complexity and uncertainty in the policy-making and implementation processes by improving openness and transparency.

Table 7b: ANOVA

Model	Indicator	Sum of Squares	df	Mean Square	F	Sig.
	Regression	4.924	1	4.924	114.074	.000
1	Residual	7.381	171	.043		
	Total	12.304	172			

The regression coefficient table 7c shows that the regression model between Transparency and Public Policy Implementation was given as Y=3.741+.184X which indicate that there was a positive and significant relationship between Transparency and Public Policy Implementation. The regression coefficient of 0.184 indicates that for a unit increase of Transparency, an Implementation of public policy increases by 0.184.

Table 7c: Regression Coefficients – Transparency with and without moderator

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	3.741	.054		69.444	.000
	Transparency	.184	.017	.633	10.681	.000

Dependent Variable: Implementation policy

4.5.3 Hypothesis Testing

The hypothesis of the study was that transparency influences the policy implementation in public sector in Kenya. The acceptance/rejection criteria was that, if the p value is less than 0.05, the HA is rejected but if it's greater than 0.05, the HA fails to be rejected. Results in Table 7c above show that the calculated f-statistic of 114.074 was higher than the tabulated/critical f statistic ($F\ \alpha_{0.05} = 3.84$). The findings were further supported p-value of 0.000. This indicated that the alternative hypothesis was accepted hence transparency influenced on policy implementation in public sector in Kenya.

5.0 Conclusions

The study concluded that transparency was an important factor that affects effective public policy implementation in the public sector in Kenya. Transparency has a positive influence on effective public policy implementation. Transparency factors such as rate of availability of information, dissemination of information and access to information affects effective implementation of public policy in public sector in Kenya.

6.0 Recommendations

The study recommended that public institutions should ensure availability and clarity of information provided to the general public about government activity. Governments must not only provide information, but also ensure that as many citizens as possible have access to this information with the goal of increasing citizen participation.

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