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## **Influence of Equity on Policy Implementation in Kenya**

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# Influence of Public Participation on Policy Implementation in Kenya

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## Abstract

This study sought to influence of public participation on policy implementation in Kenya. The objective of this study was to confirm whether or not the gap between policy and practice is the governance gap. Prior studies on policy implementation problems have dwelt much more on top-down versus bottom-up approaches and paid little attention on the influence of governance on public policy implementation. A descriptive correlation research design was adopted and the target population comprised 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 using a pilot study for validity and reliability. Descriptive and inferential statistics data analysis results were used to reveal the influence of public participation on policy implementation in the public sector in Kenya. The results indicated that Public Participation influences success public policy implementation in the public sector in Kenya. It was concluded that public participation is a major determinants of public policy implementation in public institutions in Kenya.

**Keywords:** *Public participation, policy implementation, Kenya*

## **1.0 Introduction**

Public policy implementation is important since it 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). Torjman (2005) points out that policy is created in the context of perceived problems or needs in society, seeks to achieve goals that are considered to be in the best interest of the whole society and can therefore be preventative/proactive or reactive. 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.

Implementation is said to commence once goals and objectives have been established by policy decisions and funds committed (Meter & Horn, cited in Kahara, Yegon and Okibo, 2014). Implementation implies 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 (administrative) and bottom-up (participatory). 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.

An expanded view of implementation is recognition that governing entails far more than enacting policies and watching the chips fall as they may. Much rests after policy enactment on how policymakers and others advance the ideas that are central to a given policy approach, how institutional arrangements reinforce policy cohesion, and whether the approach engenders support or opposition among concerned interests (May, 2014). The presence of world-regional actors in spheres and practices of public policy-making and governance is taking hold as a vibrant subject of research and political agendas focused on on-going processes of restructuring of social policy-making and delivery (Riggirozzi, 2015).

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, budgeting and track implementation of projects and programmes for Kenya Vision 2030 and 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).

Participation is an essential element for an engaged civil society. The public sector can promote participation by enacting legislation that strengthens the freedom and plurality of media, establishing an independent electoral management body, and encouraging public input into decision making on government plans and budgeting. Participation requires enhanced capacity

and skills of stakeholders and sustainable policies supported by institutions of public administration.

The essential element of public participation is an engaged civil society which encourages public input into decision making on government plans and budgeting (UNDESA, 2007). This variable is important in explaining public policy implementation. For the purpose of this study inference was drawn from this to deduce that a key driver of policy implementation is that the change vision is accepted. Public participation is entrenched in Constitution of Kenya 2010 whose objects include: to give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them; and to recognize the right of communities to manage their own affairs and to further their development (Government of Kenya, 2010).

## **1.2 Statement of the Problem**

Public policy being the outcome of a political process 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). 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).

According to the World Bank's "Doing Business Indicators 2015" index, Kenya ranks 136 out of 189 countries, while Transparency International's index of corruption perceptions ranks Kenya at position 139 out of 168 countries near the tail end of the most corrupt. By 30<sup>th</sup> June 2013 status of outstanding Government of Kenya loans (lent and direct) to state corporations was Kshs 217 billion and outstanding publicly guaranteed debt Ksh 47 billion (RoK, 2013). The problem has been how to overcome perceived gap between policy formulation and implementation with a view to making policies more effective from a managerial and delivery point of view (Olukoshi, 2000; ECA, 2013). The study therefore sought to explore if public participation has an influence on policy implementation in public sector in Kenya.

### 1.3 Objective of the Study

To explore if public participation has an influence on policy implementation in public sector in Kenya.

## 2.0 Literature Review

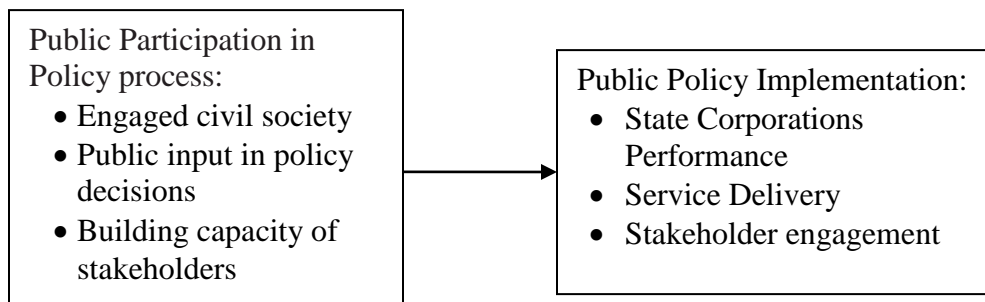
### 2.1 Theoretical Literature Review

#### 2.1.1 Elite Theoretic Model

Briefly stated, as per this model, public policy is the product of elites, reflecting their values and serving their-ends. Essentially what this model postulates is that the society is divided into the few who have power and the many that do not have it. Policy, in this social set-up, is not determined by the people or the masses. It is the ruling elite which decide public policy and which is then carried out by the bureaucracy. By implication, therefore, public policy tends to flow from the top, and generally does not move up from the bottom.

Also, changes in public policy are often incremental rather than revolutionary. As mentioned above public policy, examined from 'the dimensions of Elite theory, can be termed as the liking's and choices of a governing elite in a given politico administrative system. Elite theory is a body of thought aimed at explaining the nature and role of those groups in the society in which decision-making power is highly concentrated. Mosca (1939), in his book, *The Ruling Class*, has said that in all societies - from the meagrely developed having barely attained the drawings of civilisation to the most advanced and powerful societies- two classes of people appear a class that rules and a class that is being ruled.

### 2.3 Conceptual Framework



**Figure 1: Conceptual framework**

#### 2.3.1 Public Participation

Pradhan *et al.* (2013) conducted a randomized impact evaluation in Indonesia and found that certain approaches to strengthen school committees can actually improve learning outcomes. Conditional on receiving a grant, facilitating linkage between the school committee and the village council to increase the status of the school committee increases Indonesian scores by .17 standard deviations and girls' math scores by .11 standard deviations. The combined intervention

of this linkage plus having committee members democratically elected to allow representation of previously excluded groups has the largest impact, leading Indonesian test scores to increase by .22 standard deviations. Thus, community participation can be influential in public good outcomes, but in the case of school committees, the effectiveness is greatly enhanced by reaching out to stake-holders outside of the committee through elections and linkage.

Also in contrast to the results of Banerjee *et al.* (2010), Bjorkman and Svensson (2010) found that informing Ugandan citizens of the dismal state of local health service delivery and holding meetings between citizens and health workers to agree on “action plans” significantly reduced provider absenteeism, increased utilization, and improved health. In Kenya, community oversight went even further communities were given money to hire additional teachers on short term contracts (Duflo *et al.* 2013,a). In some ways these local teachers looked similar to the para-teachers for which VECs in India are nominally responsible. But in the Kenya program, power over the contract and money for the teachers clearly rested with the school committees and the NGO behind the program. These additional teachers performed much better than regular teachers showing up more and achieving higher test scores. Training of the school committees improved results further.

### **2.3.2 Policy Implementation**

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).

Studies of policy authorization informed by sociological institutionalism examine policy networks “patterns of social relations between interdependent actors, which take shape around policy problems and/or policy programmes” (Klijn, 1997, 6). These studies analyze the relationships and norms or shared beliefs, understandings, and “rules in use” (Ostrom, 1990) of the actors who seek to influence policy designs. Because their interests are interdependent though not all complementary, the actors in a policy network ally and compete with one another to influence policy decisions (Laumann, Knoke, & Kim, 1985; Rethemeyer & Hatmaker, 2008). The position, or centrality, of each actor in a network affects the information and influence available to it (Heymann, 1987; Klijn, 1997). The quality of the relationships among actors affects their abilities to exchange information and resources related to policy proposals (Hecl, 1978). Over time, common beliefs and exchanges among sub-groups of actors in a network give rise to coalitions that advocate attention and solutions to particular policy dilemmas. Bound by shared norms and values, these advocacy coalitions tend to be fairly stable and slow to change (Sabatier, 1988), though the broader issue networks or policy communities from which they

draw may feature more fluid memberships (Hecló, 1978; Kingdon, 1984). Efficient exchanges of information within and across coalitions lead to policy decisions that tend toward incremental change; radical departures from prior policies are relatively rare (Baumgartner & Jones, 1993; Kingdon, 1984).

### 3.0 Research Methodology

The study applied descriptive correlational research design. The total population of this study consisted of public institutions involved in implementing public policy. 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. The study collected both primary and secondary data. Descriptive analysis, correlation analysis and regression analysis were conducted. The simple regression model used in this research was:

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

Where;

Y = Policy Implementation

X = Public participation

$\beta_i$  (i=1) is the parameter associated with the corresponding independent variable

$\beta_0$  is the intercept

$\varepsilon$  is the error term

### 4.0 Results and Discussions

#### 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 (2003), a response rate of 50% is considered good and response rate greater than 70% is considered to be very good.

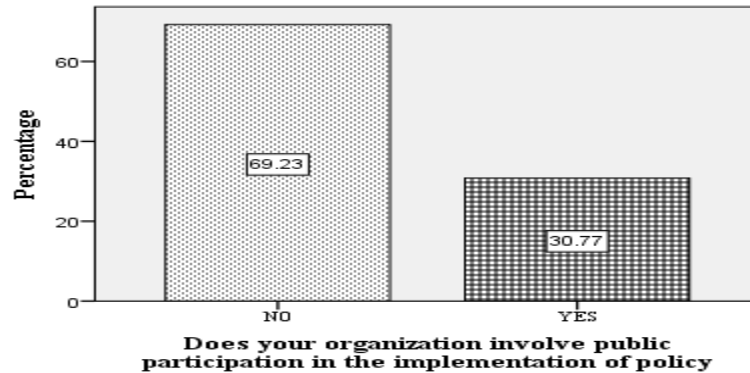
**Table 1: Response Rate**

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

#### 4.2 Public participation Descriptive Statistics

The study sought to determine the influence of Public Participation on policy implementation in public sector in Kenya. The respondents were asked if they think their organization involve public participation in the implementation of policy. Majority (69.23%) disagreed that their

organization involves public participation in the implementation of policy. while 30.77% agreed. Figure 2 shows the result of the finding. Among those who responded and disagreed that their organization involves public participation in the policy implementation processes, majority listed a number of issues that constitute the empowerment plans in the organization and they include lack of: information decentralization, staff involvement in decision making, staff recognition, good work environment, and others.



**Figure 2: Public participation in Policy implementation**

The respondents were asked what they think are the main purposes of public participation in the implementation of policy at their organization. The findings were as follows: to meet statutory requirements was rated 39.4% most important, 24.4% very important, 19.3% moderately important, 15.4% fairly important and 1.4% least important. To increase public awareness was rated as 26.0% most important, 30.8% very important 20.9% moderately important, 8.6% fairly important and 13.7% least important.

**Table 2: Public participation Descriptive Analysis**

Statement	most important	Very important	Moderately important	fairly important	Least important	Mean	Std. Deviation
To meet statutory requirements	39.4%	24.4%	19.3%	15.4%	1.4%	2.4	1.315
To increase public awareness	26.0%	30.8%	20.9%	8.6%	13.7%	2.4	1.348
To gain information on public views	18.5%	20.5%	26.0%	25.0%	10.0%	2.9	1.302
To decide between particular options	27.0%	32.5%	15.5%	11.0%	13.9%	3.6	1.546
To empower the organization	21.3%	26.2%	32.2%	14.0%	6.2%	3.3	1.386



To gain information on public views was also rated as follows: 18.5% most important, 20.5% very important 26.0% moderately important, 25.0% fairly important while 10.0% least important. To decide between particular options was rated as follows: 27.0% most important, 32.5% very important 15.5% moderately important, 11.0% fairly important while 13.9% least important. To empower the organization was rated as follows: 21.3% most important, 26.2% very important 32.2% moderately important, 14.0% fairly important while 6.2% least important. Table 2 presents the details of the findings.

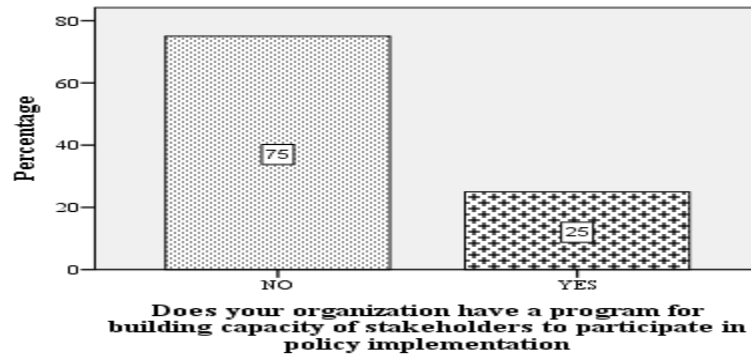
Again the respondents were asked how they would rate public input in policy decisions of their organization. The results were as follows: Public input is included in policy decisions were rated as 41.1% least common, 27.7% fairly common 10.3% moderately common, 16.3% very common 4.6% most common. Public input is not included in policy decisions were rated as 16.9% least common, 14.9% fairly common 19.4% moderately common, 21.1% very common 32.1% most common. Public input is fairly included in policy decisions were rated as 12.5% least common, 15.0% fairly common 17.7% moderately common, 34.0% very common 17.4% most common. The rest of the findings are shown in table 4. The results of the current study are validated by the results of Pradhan et al., (2013) and Banerjee *et al.*, (2010).

**Table 3: Public Participation Descriptive Statistics**

Statement	Least common	Fairly common	Moderately common	Very common	most common	Mean	Std. Deviation
Public input is included in policy decisions	41.1%	27.7%	10.3%	16.3%	4.6%	3.56	1.371
Public input is not included in policy decisions	12.5%	14.9%	19.4%	21.1%	32.1%	2.89	1.472
Public input is fairly included in policy decisions	16.9%	15.0%	17.7%	34.0%	17.4%	3.26	1.307
Public input occasionally included in policy decisions	34.3%	22.5%	18.6%	12.5%	13.2%	3.23	1.412

The respondents were asked if their organization have a program for building capacity of stakeholders to participate in policy implementation. Majority (75%) disagreed that their organization have program for building capacity of stakeholders while 25% agreed. Figure 3 below shows the result of the finding. Among those who agreed that their organization have a program for building capacity of stakeholders to participate in policy implementation, majority

listed training as one of the ways in which stakeholders capacity building programs is enhanced in their organization.



**Figure 3: Stakeholder Capacity Building**

The respondents were asked what they think are the main benefits that public participation brings in implementation of policy at their organization. According to the findings, some of the benefits which were listed were rated as follows: Better making and implementation of policy was rated 39.4% most important, 34.4% very important, 9.3% moderately important, 12.4% fairly important and 4.4% least important.

**Table 4: Public participation Descriptive Analysis**

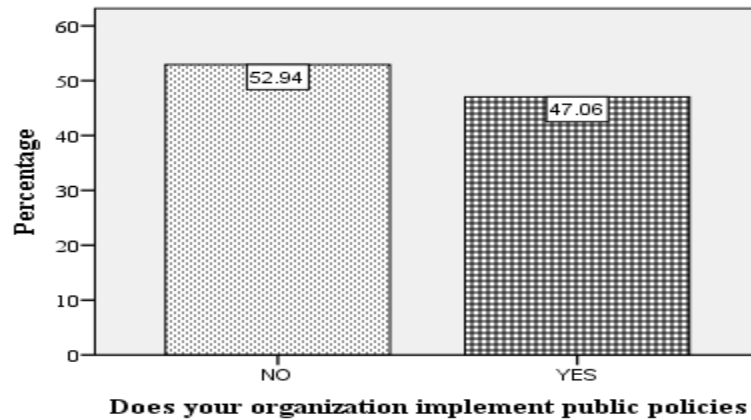
Statement	most important	Very important	Moderately important	fairly important	Least important	Mean	Std. Deviation
Better making and implementation of policy	39.4%	34.4%	9.3%	12.4%	4.4%	2.4	1.315
Better policy-making on specific points	34.0%	31.8%	15.9%	5.6%	13.7%	2.4	1.348
Improvements in public service	17.4%	19.9%	28.0%	25.0%	9.1%	2.9	1.302
Create public awareness	27.0%	32.5%	15.5%	11.0%	13.9%	3.6	1.546
Community empowerment	23.3%	36.2%	22.2%	16.0%	6.2%	3.3	1.386

Better policy-making on specific points was rated as 34.0% most important, 31.8% very important 15.9% moderately important, 5.6% fairly important and 11.7% least important. Improvements in public service was also rated as; 17.9% most important, 19.9% very important 28.0% moderately important, 25.0% fairly important while 9.1% least important. To create

public awareness was rated as; 27.0% most important, 32.5% very important 15.5% moderately important, 11.0% fairly important while 13.9% least important. Community empowerment was rated as follows: 23.3% most important, 36.2% very important 22.2% moderately important, 16.0% fairly important while 6.2% least important. Table 5 gives the details of the findings. These results corroborates with the findings of Fung, *et al.*, (2012), and Reinikka & Svesson (2011).

### 4.3 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 4 shows the result of the findings.



**Figure 4: 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 5 and are validated by the findings of Hicks, (2014).

**Table 5: 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 6. These results corroborates with the findings of Fung, *et al.*, (2012).

**Table 6: 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

#### 4.4 Linearity Test for Public Participation in Policy process

Linearity of variables was tested using correlation coefficients as suggested by Cohen, West and Aiken, (2003). To establish whether there is a linear relationship, the study adopted the Pearson

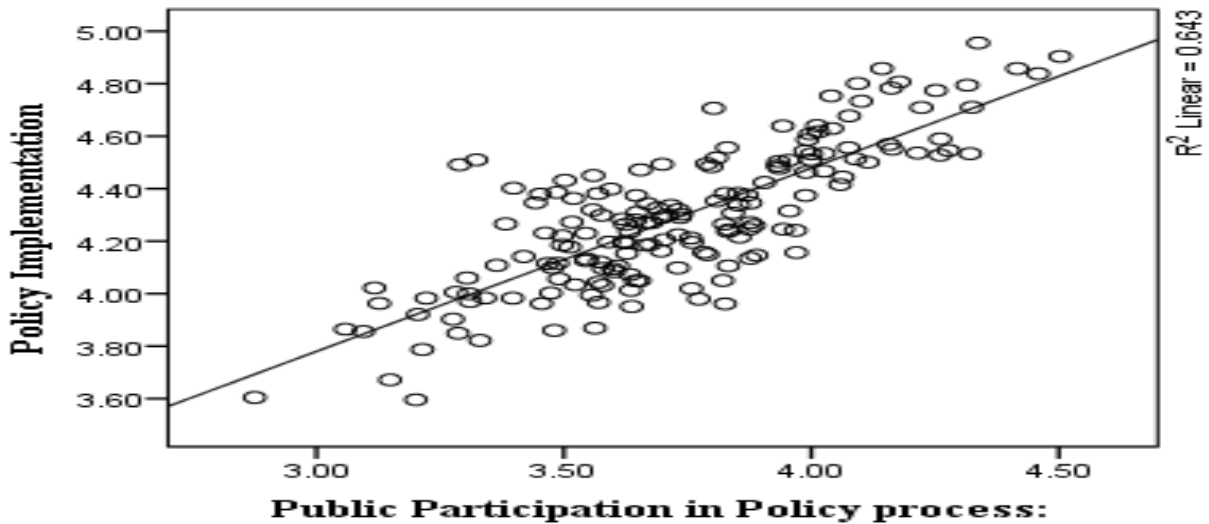
moment’s correlation coefficients and the result presented in table 7. The results indicate that the variables Public Policy Implementation and Public Participation in Policy process had a strong positive relationship as indicated by a correlation coefficient of 0.802. These results confirm the findings of the study conducted by Pradhan *et al.*, (2013), Banerjee, *et al.*, (2010), and Duflo, *et al.*, (2013).

**Table 7: Public Participation in Policy process: Correlations Coefficients**

		Public Policy Implementation	Public Participation in Policy process:
Public Policy Implementation	Pearson Correlation	1	.802**
	Sig. (2-tailed)		.000
	N	173	173
Public Participation in Policy process:	Pearson Correlation	.802**	1
	Sig. (2-tailed)	.000	
	N	173	173

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

Scatter plot between Public Policy Implementation and Public Participation in Policy process: shown in Figure 5. Shows clearly that there was linear relationship between Public Policy Implementation and Public Participation in Policy process.



**Figure 5 Scatter Plot between Public Policy Implementation and Public Participation**

**4.5 Regression Analysis for Public Participation in Policy process:**

A simple regression analysis was conducted to establish the relationship between the Public Participation in Policy process: and Public Policy Implementation. An R-square value of 0.643

indicated that 64.3% of Public Policy Implementation is explained by Public Participation in Policy process. The F statistic presented in table 9 indicates that the model was significant with p-value being less than 0.05 which confirms the findings of the study conducted by Pradhan et al., (2013), Banerjee, et al., (2010), and Duflo, *et al.*, (2013).

**Table 9: Model Summary and ANOVA for Public Participation in Policy process**

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.802 <sup>a</sup>	.643	.641	.16028
2	.812 <sup>a</sup>	.659	.646	.16324

**ANOVA Public Participation in Policy process:**

Model		Sum of Squares	Df	Mean Square	F	Sig.
	Regression	7.911	1	7.911	307.951	.000 <sup>b</sup>
1	Residual	4.393	171	.026		
	Total	12.304	172			

a. Dependent Variable: Implementation policy

b. Predictors: (Constant), Public Participation in Policy process:

The regression results after adjusting for the heterogeneity of variances indicated in table 10 suggests further that there was a positive and significant relationship between Public Participation in Policy process and Public Policy Implementation. The model is given as  $Y=1.684+0.699X$ . From the regression model every unit change in Public Participation in Policy process, Public Policy Implementation changes by 0.699. The findings of the study conducted by Pradhan et al., (2013), Banerjee, et al., (2010), and Duflo, *et al.*, (2013).

**Table 10: Regression - Coefficient for Public Participation in Policy process:**

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
	(Constant)	1.684	.149		11.299	.000
1	Public Participation in Policy process:	.699	.040	.802	17.549	.000

a. Dependent Variable: Implementation policy

## 5.0 Conclusion

Public participation is important factor that affects effective public policy implementation in the public sector. This shows that public participation has a positive influence on effective public policy implementation. According to the study findings, public participation factors such as engaged civil society, public input in policy decisions and building capacity of stakeholders to a large extent affect effective policy implementation in public sector in Kenya.

## 6.0 Recommendations

The study recommends that the government should ensure that there is an engaged civil society which encourages public input into decision making on government plans and budgeting and build capacity of stakeholders for effective participation in the policy process. The government ought to adhere to the provisions of Kenya Constitution 2010 whose object for public participation is to give powers of self governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them; and to recognize the right of communities to manage their own affairs and to further their development (Government of Kenya, 2010).

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