Influence of Equity on Policy Implementation in Kenya

Tobias Otieno Konyango, Patrick Karanja Ngugi, Gladys Rotich and George Orwa

Influence of Equity on Policy Implementation in Kenya

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

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

[2]**Jomo Kenyatta University of Agriculture and Technology, Kenya.**

[3]**Jomo Kenyatta University of Agriculture and Technology, Kenya.**

[4]**Jomo Kenyatta University of Agriculture and Technology, Kenya.**

*Corresponding email: tkonyango@gmail.com

Abstract

This study sought to influence of equity on policy implementation in Kenya. The thesis 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 equity influences success public policy implementation in the public sector in Kenya. It was concluded that equity is a major determinants of public policy implementation in public institutions in Kenya.

Keywords: *Equity, 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. Itseeks to achieve goals that are considered to be in the best interest of the whole society and can therefore be preventative/proactive or reactive.

Policy 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).

Equity refers to fairness and derives from a concept of social justice. It represents a belief that there are some things which people should have, that there are basic needs that should be fulfilled, that burdens and rewards should not be spread too divergently across the community, and that policy should be directed with impartiality, fairness and justice towards these ends." (Falk *et al.*, 1993). Differences in the diverse ethnic and cultural background of communities can easily influence bias in public policy implementation. Africa alone has over 1000 language groups, each with its own cultural beliefs and practices (Gichinga, 2007). Equity is therefore an important variable in assessing public policy implementation to ascertain whether the policies benefit those targeted. Article 27(4) of the Kenyan Constitution states that "The State shall not discriminate directly or indirectly against any person on any ground, including race, sex, pregnancy, marital status, health status, ethnic or social origin, colour, age, disability, religion, conscience, belief, culture, dress, language or birth" (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). The study therefore sought to determine if equity has an influence on policy implementation in public sector in Kenya.

1.3 Objective of the Study

To determine if equity has an influence on policy implementation in public sector in Kenya.

2.0 Literature Review

2.1 Theoretical Literature Review

2.1.1 Public Choice Theory

Public choice theory examines actors' interests and the institutions that mediate and aggregate them, paying particular attention to collective decision-making and coalitions (Callahan, 2007; Ostrom, 1990). Public choice theory is well suited to explaining how coalitions take shape, evolve, and interact during policy debates. Its fundamental assumptions are that actors' interests diverge and that dominant actors design policies and governing institutions to favour their own interests. If a coalition can consolidate power or actors can agree on credible commitments, procedures to resolve conflicts, and effective monitoring and enforcement arrangements, coherent policies are possible (Ostrom, 1990; Shepsle & Weingast, 1995).

Because actors' interests diverge, however, such coalitions, agreements, and stable policies are difficult to sustain. In consequence, debates about institutional structures and policy designs are frequently contested and difficult to resolve. Even dominant actors have difficulty imposing the policies and institutional arrangements they prefer, leading to compromised policy designs and implementation (McCubbins, Noll, & Weingast, 1987; Moe, 1989). To minimize side payments and other transaction costs, moreover, winning coalitions are likely to be only as large as is necessary to secure victory (Riker, 1962), making them politically fragile.
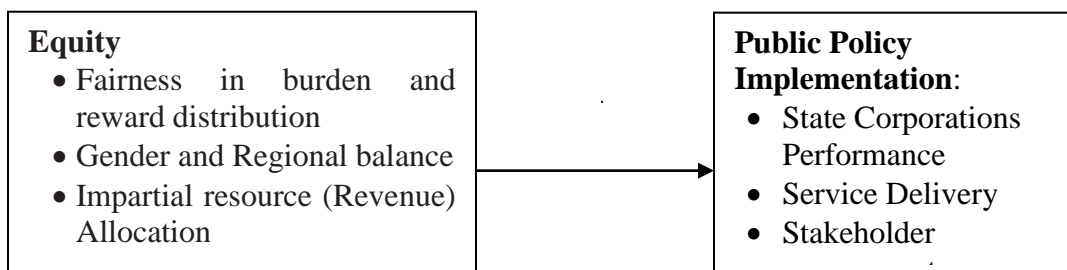
2.3 Conceptual Framework

Equity		Public Policy Implementation:
• Fairness in burden and reward distribution • Gender and Regional balance • Impartial resource (Revenue) Allocation	→	• State Corporations Performance • Service Delivery • Stakeholder

Figure 1: Conceptual Framework

2.3.1 Equity

Equity refers to fairness and derives from a concept of social justice. It represents a belief that there are some things which people should have, that there are basic needs that should be fulfilled, that burdens and rewards should not be spread too divergently across the community,

and that policy should be directed with impartiality, fairness and justice towards these ends." (Falk *et al*., 1993). Differences in the diverse ethnic and cultural background of communities can easily influence bias in public policy implementation. Africa alone has over 1000 language groups, each with its own cultural beliefs and practices (Gichinga, 2007). Equity is therefore an important variable in assessing public policy implementation to ascertain whether the policies benefit those targeted. Article 27(4) of the Kenyan Constitution states that "The State shall not discriminate directly or indirectly against any person on any ground, including race, sex, pregnancy, marital status, health status, ethnic or social origin, colour, age, disability, religion, conscience, belief, culture, dress, language or birth" (Government of Kenya, 2010).

Stewart (2010) claims that disparities across culturally-defined groups within society – horizontal inequalities – can fuel resentment and violent conflict. Her argument is supported by empirical evidence. She analyzes nine country cases and found that when "ethnic identities coincide with economic/social ones, social instability of one sort of another is likely" (Stewart, 2002). According to Kaplan (2009), "unstable environments encourage polities to split along the most profound cleavages. He thus notes studies showing that racial and ethnic divisions reduce incentives for people to be generous to others through social welfare, and undermine support for government spending on all types of public goods. For example, he observes that in sub-Saharan Africa, the least ethnically divided societies spend five times more per capita than the most divided societies on HIV prevention and treatment. On the other hand, the study by Lee and Lim (2010) on Governance and Policy Performance in Korea found that establishing fair rules of the game and trust between participants helped reduce transaction costs in the policy making and implementation process.

2.3.1 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 and 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 (Heclo,

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 (Heclo, 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:

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

Y = Policy Implementation

X = Equity

βi (i=1) is the parameter associated with the corresponding independent variable

β_o is the intercept

ε 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 Equity Descriptive Statistics

The respondents were asked if their organization practice impartiality, fairness and justice in the implementation of policy. Majority (56.25%) disagreed that their organization practice impartiality, fairness and justice in the implementation of policy while 43.73% agreed. Among those who agreed that their organization practice impartiality, fairness and justice in the implementation of policy majority of them said that they strictly follow organization rules and regulations which eventually lead to impartiality, fairness and justice. On the other hand those who disagreed listed vices such as nepotism, tribalism, corruption, and vested personal interest of an individual as their main challenges towards achieving impartiality, fairness and justice in many organizations. Figure 2 shows the result of the finding.
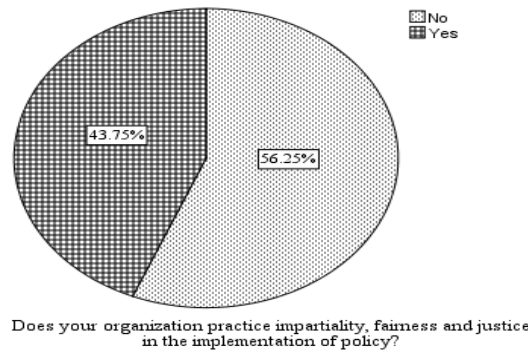
Figure 2: Impartiality, fairness and Justice in Policy Implementation

Further analysis reveals that many organizations do not practice fairness in burden and reward distribution as 63.7% said NO while 34.3% said YES. For those who said yes, motivation based on individual performance was listed as the main reward among the employees coupled with working in unity in cases where challenges exist to ease the burden. Table 2 shows the result of the finding and is validated by the findings of Ndah, (2010).

Table 2: Equity Descriptive Analysis

	Percentage
YES	34.3
NO	63.8
Total	100.0

The respondents were also asked if their organization practice Gender and Regional balance. The results reveals that many organizations do not practice gender and regional balance as 73.2% of the respondent disagreed while 26.8 agreed. For those who agreed majority of the respondents

indicated that their organizations normally follow rules and regulations of the organization. Those who disagreed highlighted poor leadership within their organization, outdated cultural practices amongst some leaders which do give room for gender equity, corruption, as the main challenges toward achieving Gender regional balance. Table 3 shows the rest of the findings.

Table 3: Equity Descriptive Analysis

	Percentage
YES	26.8
NO	73.3
Total	100.0

The respondents were asked what they think are the main purposes of impartiality, fairness and justice in the implementation of policy in their organization. The findings were as follows: to meet statutory requirements was rated 40.4% most important, 34.6% very important, 11.3% moderately important, 10.7% fairly important and 3% least important. To increase public awareness was rated as 32.0% most important, 25.5% very important 17.3% moderately important, 18.6% fairly important and 7.0% least important. To gain information on public views was also rated as follows: 24.5% most important, 26.5% very important 26.0% moderately important, 19.0% fairly important while 4.0% least important. To decide between particular options was rated as follows: 27.0% most important, 37.5% very important 25.7% moderately important, 5.3% fairly important while 4.5% least important. To empower the organization was rated as follows: 31.3% most important, 31.2% very important 27.2% moderately important, 9.0% fairly important while 1.3% least important. Table 4 presents the details of the findings. These results corroborates with the findings of Fung, et al., (2012), and Reinikka & Svesson (2011).

Table 4: Equity Descriptive Analysis

Statement	most important	Very important	Moderately important	fairly important	Least important	Mean	Std. Deviation
To meet statutory requirements	40.4%	34.6%	11.3%	10.7%	3.0%	2.4	1.315
To increase public awareness	32.0%	25.5%	17.3%	18.2%	7.0%	2.4	1.348
To gain information on public views	24.5%	26.5%	26.0%	19.0%	4.0%	2.9	1.302
To decide between particular options	27.0%	37.5%	25.7%	5.3%	4.5%	3.6	1.546
To empower the organization	31.3%	31.2%	27.2%	9.0%	1.3%	3.3	1.386

The respondents were also asked to rate the present level of impartiality, fairness and justice in the implementation of public policy at their organization. The findings were as follows: Organization is impartial, fair and just in its operations was rated as 12.5% least important, 17.6% fairly important 20.3% moderately important, 21.1% very important 12.1 most important. Organization is partial, unfair and unjust in its operations was rated as; 31.4 least important, 29.9% fairly important 24.4% moderately important, 22.0% very important 12.5% most important. Organization is fairly impartial, fair and just in its operations was rated as 31.9% least important, 27.5% fairly important 27.7% moderately important, 27.7% very important 16.3 % most important. The details of the finding are shown in table 5 and from the reviewed literature, the findings for the study agree with the findings of Cerna, (2013).

Table 5: Equity Descriptive Statistics

| Statement	Least important	fairly important	Moderately important	Very important	most important	Mean	Std. De
Organization is impartial, fair and just in its operations	11.4%	17.6%	20.3%	21.1%	29.6%	3.56	1.371
Organization is partial, unfair and unjust in its operations	12.5%	29.9%	24.4%	21.1%	12.1%	2.89	1.472
Organization is fairly impartial, fair and just in its operations	31.9%	10.0%	27.7%	27.7%	16.4%	3.26	1.307
Organization is occasionally impartial, fair and just in its operations	34.3%	27.5%	18.6%	12.5%	13.2%	3.23	1.412

4.3 Linearity Test for Equity

To establish whether there is a linear relationship, the study adopted the Pearson moment's correlation coefficients and the result presented in table 6. The results indicate that the variables Public Policy Implementation and Equity had a strong positive relationship as indicated by a correlation coefficient of 0.492. The results of the current study are in line with Folk *et al.*, (1993), Gichinga (2007), Stewart, (2010), and Kaplan, (2009).

Table 6: Equity Correlations Coefficients

		Implementation policy	Equity
	Pearson Correlation	1	.492**
	Sig. (2-tailed)		.000
Implementation policy	N	173	173
	Pearson Correlation	.492**	1
	Sig. (2-tailed)	.000	
Equity	N	173	173
**. Correlation is significant at the 0.01 level (2-tailed).			

Scatter plot between Public Policy Implementation and Equity as shown in figure 3 clearly shows that there is linear relationship between Public Policy Implementation and Equity.
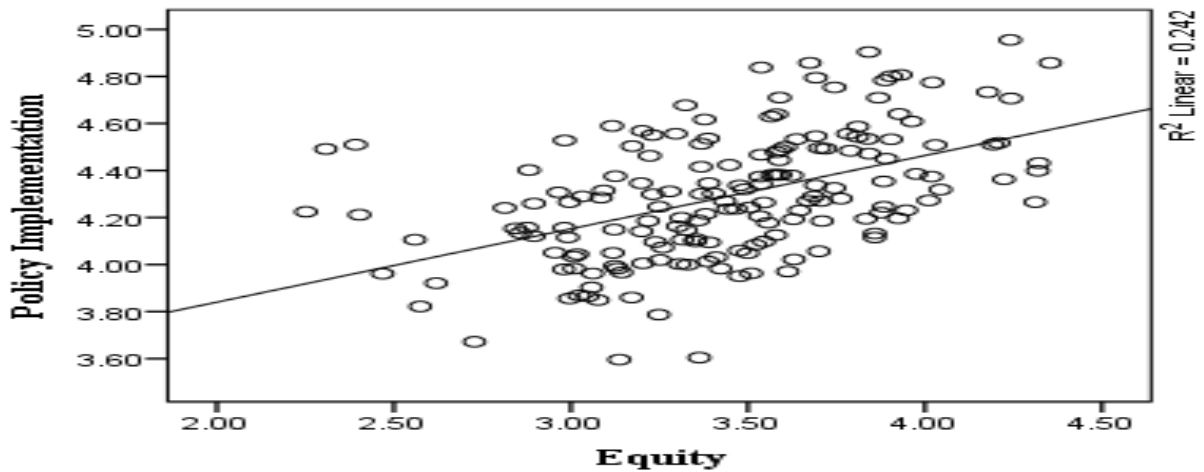
Figure 3: Scatter Plot between Public Policy Implementation and Equity

4.4 Regression Analysis for Equity.

From the Table 7, the value of R-square was 0.242. This implies that 24.2% of Public Policy Implementation of could be explained by Equity. The F-statistic presented in table 9 indicates that the model was significant with p-value being less than 0.05

Table 7: Model Summary and ANOVA for Equity

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.492[a]	.242	.237	.23360

ANOVA Equity

Model		Sum of Squares	Df	Mean Square	F	Sig.
	Regression	2.973	1	2.973	54.487	.000[b]
1	Residual	9.331	171	.055		
	Total	12.304	172			

a. Dependent Variable: Implementation policy

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

The regression results indicated in table 8 suggest further that there was a positive and significant relationship between Public Policy Implementation and Equity. From the regression model every unit change in Equity, Public Policy Implementation changes by 312 units. The model is expressed as Y=3.217+0.312X. The results of the current study are in line with Folk, et al., (1993), Gichinga (2007), Stewart, (2010), and Kaplan, (2009). The results are also supported by the study of Lee and Lin (2010) on Governance and Policy Performance in Korea which found that establishing fair rules of the game and trust between participants helped reduce transaction costs in the policy making and implementation process.

Table 8: Regression-Coefficient for Equity

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	3.217	.146		21.962	.000
	Equity	.312	.042	.492	7.382	.000

a. Dependent Variable: Implementation policy

5.0 Conclusion

The study concludes that equity is an important factor that affects effective public policy implementation in the public sector in Kenya. This shows that equity has a positive influence on effective public policy implementation. Equity factors such as Fairness in burden and reward distribution, gender and Regional balance and impartial resource (Revenue) allocation affects effective implementation of public policy in public sector in Kenya.

6.0 Recommendations

The study recommends that the government should ensure that basic needs are provided to all citizenry and that burdens and rewards should not be divergent across the community, and that policy should be directed with impartiality, fairness and justice. In this regard public institutions should enforce the provisions of Article 27(4) of the Kenyan Constitution which states that the State shall not discriminate directly or indirectly against any person on any ground, including race, sex, pregnancy, marital status, health status, ethnic or social origin, colour, age, disability, religion, conscience, belief, culture, dress, language or birth.

7.0 References

Baumgartner, F., & Bryan D. J. (1993). *Agendas and Instability in American Politics*. Chicago, IL: University of Chicago Press.

Callahan, R. (2007). "Governance: The Collision of Politics and Cooperation." *Public Administration Review* 67 (2): 290–301.

Cerna L. (2013) The Nature of Policy Change and Implementation: A Review of Different Theoretical Approaches. OECD

Dziani, F., (2011). *The Effects of Bureaucracy on Policy Implementation in the Public Sector "A Case Study of Ghana Audit Service, Ashanti Region*" A Thesis submitted to the Institute of Distance Learning Kwame Nkrumah University of Science and Technology

Fung, A., Graham, M. & Weil, D., (2007). *Full Disclosure: The Perils and Promise of Transparency*. Cambridge University Press, New York.

Gichinga, E. (2007) *Counselling in the African Context.* Nairobi: Don Bosco Printing Press,

Government of Kenya. (2010). Constitution of Kenya. Nairobi: The Government Printer.

Heclo, H. (1978). "Issue Networks and the Executive Establishment." In *The New American Political System*, ed. Anthony King. Washington, DC: American Enterprise Institute, 87–124.

Heymann, P. B. (1987). *The Politics of Public Management*. New Haven, CT: Yale University Press.

Hicks T. (2014). Partisan Governance And Policy Implementation: The Politics Of Academy Conversion Amongst English Schools. *Journal of Public Administration* Vol. 92, No. 4, 2014 (995–1016)

Imurana B., Haruna R., and Kofi A., (2014) The Politics of Public Policy and Problems of Implementation in Africa: An Appraisal of Ghana's National Health Insurance Scheme in Ga East District *International Journal of Humanities and Social Science Vol. 4 No. 4 [Special Issue – February 2014]*

Kaplan, S. (2009). Identity in Fragile States: Social Cohesion and State Building. *Development, 52(4),* 466-472.

Kingdon, J. W. (1984). *Agendas, Alternatives, and Public Policies*. Boston, MA: Little Brown.

Klijn, E.H. (1997). "Policy Networks: An Overview." In *Managing Complex Networks: Strategies for the Public Sector*, eds. Walter J. M. Kickert, Erik-Hans Klijn, and Joop F. M. Koppenjan. London: Sage, 14–34.

Laumann, E. O., Knoke, D. & Yong-Hak K. 1985. "An Organizational Approach to State Policy Formation: A Comparative Study of Energy and Health Domains." *American Sociological Review* 50 (1): 1–19.

Lee, Y. and Lim, Y. (2010). *Governance and Policy Performance in Korea*. Asian Perspective, Vol. 34,N o. 3, 2010,p p. 137-163

Matland, R. E. (1995). "Synthesizing the Implementation Literature: The Ambiguity-Conflict Model of Policy Implementation." *Journal of Public Administration Research and Theory* 5 (2): (April 1995) 145–74.

May P.J. (2014). Implementation failures revisited: Policy regime perspectives *journal of Public Policy and Administration*

McCubbins, M., r Noll, R. & Weingast, B. (1987). "Administrative Procedures As Instruments of Political Control." *Journal of Law, Economics, and Organization* 3: 243–77.

Mugenda & Mugenda (2003).*Research methodology*. (2nd Ed). Research Methods; Quantitative and Qualitative Approaches. Nairobi Acts Press.

Nadgrodkiewicz A., Nakagaki M., & Tomicic M. (2012 Improving Public Governance: Closing the Implementation Gap Between Law and Practice by the Center for International Private Enterprise and Global Integrity

Nda, A.B.,(2010*). Public policy and policy inappropriateness in Africa*: Causes, consequences and the way forward. Coastal and Ocean Management Institute. Xiamen University

Ostrom, E. (1990). *Governing the Commons*. Cambridge, MA: Cambridge University Press.

Reinikka, R. & Svensson, J. (2011). "The power of information in public services: Evidence from education in Uganda." Journal of Public Economics 95(7-8): 956-966.

Rethemeyer, R. K., & Hatmaker. D. M. (2008). "Network Management Reconsidered: An Inquiry into Management of Network Structures in Public Sector Service Provision." *Journal of Public Administration Research and Theory* 18 (4): 617–46.

Riggirozzi, P., (2015). Locating Regional Health Policy: Institutions, Politics, and Practices. *Global Social Policy 2015, Vol. 15(3) 212–228* Downloaded from gsp.sagepub.com by guest on April 30, 2016

Riker, W. H. (1962). *The Theory of Political Coalitions*. New Haven, CT: Yale University Press.

Shepsle, K. A., & Weingast, B. M. (1995. *Positive Theories of Congressional Institutions*. Ann Arbor, MI: University of Michigan Press.

Stewart, F. (2002). Horizontal Inequalities: A Neglected Dimension of Development (Working Paper No. *81*).

Stewart, F. (2010). *Horizontal inequalities as a cause of conflict*: A review of CRISE findings. Background Paper for the World Bank's World Development Report 2011, Centre for Research on Inequality, Human Security and Ethnicity (CRISE), Oxford University.

Torjman, S. 2005. *What Is Policy?* Ottawa: Caledon Institute of Social Policy. Retrieved from: http://www.caledoninst.org/Publications/PDF/544ENG.pdf