

**EFFECTS OF IMPLEMENTATION OF PUBLIC POLICY ON SERVICE  
DELIVERY IN WAJIR COUNTY, KENYA**

**SADAM HUSSEIN YUSSUF**




**A RESEARCH PROPOSAL SUBMITTED IN PARTIAL FULFILMENT OF  
THE REQUIREMENT FOR AWARD OF MASTER OF PUBLIC  
ADMINISTRATION AND MANAGEMENT DEGREE OF  
MOUNT KENYA UNIVERSITY**

**NOVEMBER 2024**

## DECLARATION AND APPROVAL

### Declaration by the Student

This proposal is my original work and has not been presented for a degree in any other University or for any other award .


Signature.......... Date 4-11-2024.....

**SADAM HUSSEIN YUSSUF**

**MPAM/2016/58357**

### Approval by the Supervisor

I confirm that the work reported in this project was carried out by the candidate under my supervision as the university supervisor

Signature.......... Date: 4<sup>th</sup> /11/2024.....

**DR. FRANCIS KIJOGI MUTEGI**

**MOUT KENYA UNIVERSITY**

## DEDICATION

I dedicate this project to my family and friends for their support, and encouragement I am truly grateful unwavering support and guidance throughout my journey.



## ACKNOWLEDGMENT

I would like to thank Almighty God for giving me strength to counter the challenges I experienced during my academic pursuit. I also extend my thanks to my supervisor Dr. Francis Mutegi for his invaluable guidance and advice that took me through every stage of this proposal. His expertise was instrumental in making this work possible, and I am truly grateful for his support. I am also grateful to Mount Kenya University for providing me with the opportunity to pursue masters degree in public administration and management. The knowledge and skills I acquired during my studies will undoubtedly shape my future endeavors. Thank you all for being an integral part of my success.



## ABSTRACT

This study assesses the effect of public policy implementation on service delivery in Wajir County. The statement of the problem is lack of effective policy implementation mechanism at the county government level that affects service delivery. The purpose of the study is to assess the effects of public policy implementation on service delivery in Wajir County. The main objective is public policy implementation on service delivery in Wajir County. Three theories have been used in the study which are Agency Theory, Institutional Theory, and Goal Setting Theory. The conceptual framework is adapted from Safari and Mbirithi and has independent variables consisting of policy planning, stakeholder engagement, monitoring and evaluation, and management team while dependent consists of service delivery. The research used mixed methods to collect qualitative and quantitative data. The tools used were key informant interviews (KIIs) conducted with 6 senior county government officers, focus group discussions held with 3 groups (consisting of 151 community members), and questionnaire interviews administered to 79 middle level county government officers at sub-county and ward levels. The return rate of research tools was over 95%. Findings indicate that policy implementation in the county does not involve public participation, that there is no robust policy implementation framework, and the evaluation plan is neither functional nor well understood at the sub-county and ward levels. Policy implementation is top-town and does involve the community However; other stakeholders such as non-state actors were involved in policy implementation. Members of the County Assembly demanded bribes to develop policies that favoured the government rather than development oriented. The main challenges encountered when implementing policies in the county were delay of funds from National Treasury, lack of political goodwill from the Governor, and lack of cooperation from departments implementing a policy. The community blamed county government officers for inefficiency, corruption, mismanagement of resources, and aloofness. Correlational analysis show there is significant relationship between independent variables (i.e. policy planning, Stakeholder engagement, monitoring and evaluation, and management team) and dependent variable (i.e. service delivery). The study concluded that the community is hardly involved or allowed to participate in decision making including policy implementation yet they are the beneficiaries of government interventions. Policies are top down with hardly any community input and where there is, only gatekeepers are allowed to provide it. The study recommended that Relevant departments and the County Executive in collaboration with County Assembly should ensure only relevant policies are formulated and implemented. There should be adequate public participation to ensure real issues on the ground are captured instead of developing policies that have no clear goals. It is good idea to engage of idle youth on volunteer basis to assist the government where there are inadequate personnel. This is a good suggestion that should be followed up.

## TABLE OF CONTENTS

<b>DECLARATION AND APPROVAL .....</b>	<b>ii</b>
<b>DEDICATION .....</b>	<b>iii</b>
<b>ACKNOWLEDGMENT.....</b>	<b>iv</b>
<b>ABSTRACT .....</b>	<b>v</b>
<b>TABLE OF CONTENTS.....</b>	<b>vi</b>
<b>LIST OF TABLES.....</b>	<b>ix</b>
<b>TABLE OF FIGURES .....</b>	<b>x</b>
<b>CHAPTER ONE.....</b>	<b>1</b>
<b>INTRODUCTION .....</b>	<b>1</b>
1.1. Background of the study .....	1
1.2. Statement of the problem.....	2
1.3 Purpose of the study .....	4
1.4 Objectives of the study .....	4
1.5 Specific Objectives .....	5
1.6 Research questions .....	5
1.7 Significance of the study .....	5
1.8 Scope of the study .....	5
1.9 Study limitations.....	6
1.10 Delimitations .....	6
1.11 Assumptions of the study .....	6
1.12 Operation Definition of key terms.....	7
<b>CHAPTER TWO.....</b>	<b>8</b>
<b>LITERATURE REVIEW .....</b>	<b>8</b>
2.1 Introduction .....	8
2.2 Theoretical literature .....	8
2.2.1 Agency theory .....	8
2.2.2 Institutional theory.....	12
2.2.3 Goal setting theory .....	13
2.2.4 Conceptual framework .....	15
2.3 Empirical literature .....	16
2.3.1 Public policy implementation and service delivery.....	16
2.3.2 Stakeholder engagement and service delivery .....	21

2.3.3 Monitoring and Evaluation of effects on service delivery .....	24
2.3.4 Contribution of county management team in public policy implementation .....	27
2.4 Research gaps in the literature .....	30
2.5 Recap of literature review .....	31
<b>CHAPTER THREE.....</b>	<b>33</b>
<b>RESEARCH METHODOLOGY.....</b>	<b>33</b>
3.1 Introduction .....	33
3.2 Research methodology .....	33
3.3 Research design .....	34
3.4 Location of the study .....	34
3.5 Target population.....	35
3.6 Sampling procedures .....	36
3.7 Sample population .....	37
3.8 Construction research instruments .....	37
3.9 Testing of validity and reliability .....	37
3.10 Proposed data collection methods and procedures .....	38
3.11 Proposed data analysis techniques.....	38
3.12 Ethical considerations.....	38
<b>CHAPTER FOUR .....</b>	<b>39</b>
<b>RESEARCH FINDINGS AND DISCUSIONS .....</b>	<b>39</b>
4.0 Introduction .....	39
4.1 Demogrphics Analysis.....	39
4.1.1 Distribution of respondents .....	39
4.1.2 Respondents by gender and total number.....	40
4.1.3 Age of respondents (years) and years they have been in employment.....	40
4.2 Number of policies made and implemented by county government over the last 2 years.....	41
4.3 Relationship of county government and county assembly in policy making and implementation .....	41
4.4 Community involvement or participation in decision making and/or implementation of county policies .....	42
4.5 Involvement of stakeholders in policy implementation .....	44
4.6 Whether county government has M&E framework to ensure policy implementation and service delivery .....	45

4.6.1 The effects of public policy implementation .....	45
4.6.2 Challenges and obstacles encountered in policy implementation .....	45
4.6.3 Suggestions for improving policy implementation and service delivery .....	46
4.6.4 How community members view service delivery by county government .....	46
4.7 Scoring of county officials on service delivery by community members using a scale of 1 to 10 (where 1 is the lowest and 10 the highest) .....	47
4.7.1 Satisfaction with policy implementation .....	48
4.15 Quantitative Analysis of Key Variables From Interviews with senior (middle level) Officers at the Sub-county and Ward Levels .....	50
4.16 Discussion of individual objective results (This is guided by the research objectives and research questions).....	53
<b>CHAPTER FIVE .....</b>	<b>58</b>
<b>SUMMARY, CONCLUSIONS AND RECOMMENDATIONS.....</b>	<b>58</b>
5.1 Introduction .....	58
5.2 Summary of the result findings .....	58
5.3 Conclusions .....	61
5.4 Recommendations for practice to:.....	62
5.5 Recommendations for further research in this field of study .....	65
<b>REFERENCES .....</b>	<b>66</b>
<b>APPENDICES.....</b>	<b>70</b>
Appendix I: Informed Consent Form .....	70
Appendix II: Tools (data collection instruments).....	72
Appendix III: ERC certificate from MKU .....	75
Appendix IV: Introduction Letter from MKU .....	76
Appendix V: Approval Letter from MKU.....	77
Appendix VI: Approval Letter from.....	78
<b>Appendix VII: Similarity Index .....</b>	<b>79</b>
Appendix VIII: Map of Wajir County .....	81

## LIST OF TABLES

Table 1: Respondents by gender.....	36
Table 2: Distribution of respondents .....	39
Table 3: Respondents by gender.....	40
Table 4: Age of respondents and years of employment .....	41
Table 5: Reason for lack of community participation policy implementation .....	44
Table 6: Main reason for poor rating of service delivery .....	47
Table 7: Scoring of county government officials on service delivery.....	48
Table 8: Satisfaction with policy implementation.....	49
Table 9: Rating of ability of senior county officers to implement policies.....	50
Table 10: Frequency of policy implantation variables .....	51
Table 11: Frequency of service delivery factors (sub-variables) .....	52
Table 12: Correlational analysis .....	53



Mount Kenya University

## TABLE OF FIGURES

Figure 1: Conceptual Framework.....	16
-------------------------------------	----



# CHAPTER ONE

## INTRODUCTION

This chapter includes background of the study, problem statement, purpose of the study, study objectives, research questions, significance of the study, and limitations and delimitations as well as assumptions and definition of terms.

### 1.1. Background of the study

Many scholars have examined the role of public policy in enhancing service delivery in developing countries. For instance, Cheema and Rondinelli (2007) highlighted the importance of governance reforms in promoting effective public service delivery in developing regions. Similarly, Hope (2013) emphasized that public sector reforms are critical for enhancing accountability and improving service quality in sub-Saharan Africa. The Kenyan government has, over the past decade, implemented various public policy reforms, particularly under its devolution framework, which aims to decentralize decision-making and improve service delivery (Muriu, 2013).

Devolution, as argued by Ndegwa and Levy (2018), was introduced to address historical disparities in resource distribution and to enhance localized service provision, especially in marginalized counties such as Wajir. Policy implementation faces significant challenges, including limited resources, political interference, and inadequate stakeholder engagement. According to Barasa et al. (2017), these challenges often hinder the intended outcomes of policy reforms, particularly in the healthcare sector. Furthermore, Kimenyi and Meagher (2004) noted that weak institutional capacity frequently hampers the effective implementation of policies aimed at service delivery improvements in Kenya's rural counties.

**Impact of Public Policy on Service Quality and Accessibility:** Effective public policy implementation can significantly enhance both the quality and accessibility of essential services, as argued by Rauch and Evans (2000). In the context of Kenya, Onyango et al. (2021) highlighted that implementing policies that focus on community engagement and resource allocation can lead to substantial improvements in service delivery outcomes, especially in health and education sectors.

Public policy implementation plays a pivotal role in determining the success or failure of governmental interventions that aim at improving service delivery to beneficiaries. The process of policy implementation involves translating policy goals into practical actions and ensuring effective service delivery a government or government agency.

Brusca, Manes, Rossi and Aversano (2018) assert that reforms could be accomplished by improving standards of openness, encouraging efficiency, and effectiveness, and streamlining government processes. Government departments and agencies can be successful in implementing policies if they are customer-focused and allow public to participate in making decisions. Study by Lufunyo (2013) found that policy reforms enhance accountability, proper use of information communication technology (ICT), as well as administrative and financial systems. Njunwa (2015) argues that adoption and implementation of reforms in the public sector is perceived as a focus shift after formalized procedure that emphasizes resource allocation and achievement of goals. The reforms focus on the contemporary ideas regarding public sector management among African countries like Tanzania and Ethiopia (Mushi, 2016). In Kenya, a study by Mwangi and Kimuyu (2016) examined the challenges faced by county governments in implementing health policies and devolved governance. Wajir County faces numerous development challenges of service delivery and it is important to understand the relationship between the public policy implementation processes and county government performance in service delivery.

The lessons learned from this study will inform public policy implementation strategies in Wajir and other counties that face similar challenges. The study findings will bridge the gap between public policy implementation and its effects on service delivery. The research aims to contribute to the improving service delivery and overall development of Wajir County.

## **1.2. Statement of the problem**

In Wajir County, Kenya, the implementation of public policies aimed at improving service delivery has encountered numerous challenges, resulting in suboptimal outcomes that hinder socio-economic development. Despite efforts through Kenya's devolved

governance structure, intended to bring services closer to citizens in marginalized counties like Wajir, significant gaps persist in essential services, including healthcare, education, water, and sanitation (Mutie & Wanjala, 2019). These challenges are compounded by factors such as limited infrastructure, scarce resources, and socio-cultural barriers, which further obstruct effective policy implementation (Barasa et al., 2017).

A critical issue is the lack of effective stakeholder engagement and community participation in policy design and implementation. The top-down approach often taken in policy development has led to a disconnect between government intentions and local needs, resulting in policies that are either inappropriate for the local context or fail to address the primary challenges faced by Wajir residents (Ndegwa & Levy, 2018). Additionally, political interference and inadequate coordination among government agencies at the national and county levels have led to inconsistencies in policy application and resource allocation, reducing the impact of public policies on service delivery (Cheema & Rondinelli, 2007).

Another significant problem is the scarcity of financial and human resources allocated to Wajir County for public service delivery. Due to limited budget allocations and difficulties in attracting and retaining skilled personnel in this remote area, public services in Wajir are often understaffed and poorly equipped, diminishing the quality and accessibility of essential services (Kimenyi & Meagher, 2004). These limitations have led to widespread dissatisfaction among residents and have hampered the county's ability to achieve sustainable development goals.

Wajir like many counties in Kenya is faced with policy implementation challenges leading to poor service delivery. This is a serious governance problem that has retarded development in most counties in Kenya which is caused by inefficiency, corruption, and mismanagement of public resources entrusted to the county administration lead by the Governor. As a consequence, devolution has not benefited Kenyan counties as much as it should have done. Wajir continues to grapple with various challenges such as lack of educational and health facilities, water scarcity, poor sanitation, and high levels of poverty (Wajir County Integrated Development Plan, 1998).

Review of Controller of Budget County Governments Budget Implementation Report for First Half 2021/22 show that Wajir receives massive resources from the National Treasury and development partners. This is despite the county lagging behind in development and being counted among the least undeveloped county in Kenya. The Controller of Budget Report show Wajir's approved budget for FY 2021/2022 was Ksh 11.5 billion comprising Ksh 4.24 billion and Ksh 7.34 allocation for development and recurrent expenditure, respectively. To finance its budget, the county expected to receive Ksh 9.47 billion (81.8%) as equitable share of revenue raised nationally and generate its own revenue of Ksh 100 million (0.9%). During the financial year, the county expected to receive Ksh 1.51 billion (13.0%) as conditional grants, which consisted of Ksh 33.85 million for transforming the health systems by the World Bank, Ksh 18.93 million as DANIDA grants, Ksh 346.04 million as Kenya Climate Smart Agricultural Projects, 15.63 as European Union grants, Ksh 40.58 million as ASDSP, Ksh 600 million as water and sanitation, Ksh 88.55 million as Emergency Response Project, Ksh 43 million as County Programme Implementation, Ksh 90.84 million as Kenya Urban Support Program amount brought forward from FY 2020/21, Ksh 127.35 million as Kenya Road Maintenance Levy brought forward from FY 2020/21 and 95 million as Kenya Devolution Support Program brought forward from FY 2020/2021.

There is a need for a comprehensive assessment of the dynamics at play with regard to policy implementation and use of public resources in the Kenyan counties. The relationship between the quality of policy implementation processes and the county's overall performance in service delivery remains inadequately explored. The study aims to bridge the gap by examining the factors that contribute to effective public policy implementation and effects on service delivery in Wajir County.

### **1.3 Purpose of the study**

The purpose of the study is to assess the effects public policy implementation on service delivery in Wajir County in Kenya.

### **1.4 Objectives of the study**

The main objective of the study is to improve the effectiveness of public policy implementation on service delivery in Wajir County in Kenya.

### **1.5 Specific Objectives**

- i) To assess the effects of implementation public policy on service delivery in Wajir County.
- ii) To examine the role of stakeholder engagement on service delivery in Wajir County.
- iii) To assess the effects of monitoring and evaluation (M&E) on service delivery in Wajir County.
- iv) To document the contribution of county management team in public policy implementation on service delivery in Wajir County in Kenya.

### **1.6 Research questions**

The following are the main research questions which will be expanded to captures insights from county government officers and members of the community.

- i) How does public policy implementation influence service delivery in Wajir County?
- ii) How does stakeholder engagement contribute to service delivery in Wajir County in Kenya?
- iii) How does monitoring and evaluation contribute to service delivery in Wajir County?
- iv) How does involvement of county management team in public policy implementation affect service delivery in Wajir County?

### **1.7 Significance of the study**

The study findings will be useful for public policy implementation and delivery of services to people of Wajir County. The study aims to provide valuable insights for improving governance and overall well-being of Wajir community as well as raise pertinent issues on public policy implementation and delivery of services at the county government level. The study will also be useful to policy makers and development partners. It will also contribute to knowledge in public administration and public policy discourses as well as become a reference tool to scholars in this academic area.

### **1.8 Scope of the study**

The study will be conducted in Wajir County and will cover County Government of Wajir. The county has a population of 781,263 people and an area of 55,840.6 km<sup>2</sup> (i.e. 21,560.2 square miles). According to CIDP (2018), Wajir County consists of 6 sub-

counties namely Wajir East, Tarbaj, Wajir West, Eldas, Wajir South, and Wajir North. In total the county has 30 wards.

Wajir County is located in northeastern Kenya and consists of a featureless plain that rises from around 150 metres (492 ft) above sea level in the south and east to 400 metres (1312 ft) in the north. The county is bordered to the north by Ethiopia, to the northeast by Mandera. This study will focus Wajir County located in the northeastern part of Kenya. The study will cover both urban and rural areas within the county with aim of unveiling potential disparities in service accessibility.

### **1.9 Study limitations**

The study had notable limitations; firstly, there was fear that county employees might not share some information although this did not happen. To avoid this, the researcher sought authorization from the County Secretary of Wajir to interview county employees at all levels. So they were aware that they would be visited by the researcher and his team. Secondly, financial constraint limited the number of researcher participants in each target group. Moreover, there was insecurity some areas of county which slowed down fieldwork but the work was eventually completed. The researcher utilized knowledge of the local context, conducted risk assessment, and collaborated with national and county government employees on the ground especially departments of administration (Chiefs, Ward/Sub-County Administration) who mobilized the respondents. The researcher had an added advantage because he comes from the area and so moving within the county was not a big problem.

### **1.10 Delimitations**

The study targeted county government employees in a few selected departments and not all of them. It also did not cover stakeholders such as Members of County Assembly (MCA) and civil society who provide oversight on policy implementation. The reason for this was mainly financial constraint.

### **1.11 Assumptions of the study**

There were certain assumptions that guided the research process. Firstly, it was assumed that the information would be provided by research participants would be honest and

truthful. This assumption was realistic. Secondly, the research assumed that the implementation of policies by Wajir County Government uniformly distributed across all sub-counties and wards. This assumption was not realistic as policy implementation was not uniformly distributed across the all sub-county and wards. There were some sub-counties and wards which benefitted more from policy implementation than others. Lastly, the study assumed that policies that were formulated by the county government were the ones that were being implemented. This assumption was realistic although some policies were just on paper and were never implemented.

### 1.12 Operation Definition of key terms

**Public Policy Implementation:** Public policy implementations refer to the actual execution and application of governmental decisions, plans, and actions by the Wajir County Government. This includes the translation of policy intentions into practical measures and the subsequent delivery of services to the public.

**Service Delivery:** Service delivery means provision and distribution of public services by the Wajir County Government to its people. This encompasses a range of services such as healthcare, education, infrastructure, water and sanitation, and other essential public services.

**Wajir County Government:** specifically denotes the administrative body responsible for governance, decision-making, and service provision within the geographical boundaries of Wajir County, Kenya.

**Impact:** the implementation of public policy on delivery of services refers to the discernible effects and outcomes resulting from the execution of

governmental policies by the Wajir County Government. This includes both positive and negative consequences on the quality, accessibility, and effectiveness of public services.

**Stakeholders:** in this study encompass individuals or groups directly involved or affected by public policy implementations and service delivery in Wajir County. This includes government officials, administrators, service providers, and the general public.

**Documentation:** refers to official records, reports, policies, and other written or recorded materials produced by the Wajir County Government. This includes documents that outline policy intentions, official communications, and reports on service delivery.

## CHAPTER TWO

### LITERATURE REVIEW

#### 2.1 Introduction

This literature review aims at examining the effectiveness of implementation of public policy on service delivery in Wajir County in Kenya by focusing on three theoretical frameworks: agency theory, institutional theory, and goal setting theory.

#### 2.2 Theoretical literature

##### 2.2.1 Agency theory

Agency Theory which was initially proposed by Jensen and Meckling (1976) explains dynamics between principals and agents. In the context of public policy implementation, this theory sheds light on the inherent challenges and dynamics involved in delegating tasks and responsibilities. A study by Verhoest et al., (2010) examined perceived policy autonomy in agencies across Flanders, Ireland, and Norway and found relatively high perceived policy autonomy, particularly among older agencies. Egeberg (1995) compares the role of two agencies in transportation policy in Norway and found

substantial policy formulation occurring at the agency level with variations across agencies that are attributable to organizational factors at both the ministry and agency levels. Maggetti (2009) analyzed the centrality of regulatory agencies in specific policy processes and suggests that regulatory agencies generally hold central positions in those processes. Substantial policy-making activities among agencies are also noted in the Netherlands (Yesilkagit and Van Thiel, 2008) and Germany (Bach, 2010).

In the UK, agencies differ in their formal roles of policy implementation which range from executive tasks and sharing of functions with parental department (Talbot, 2004). Such variety is present in formal mandates and the de facto involvement of agencies in formulation of policies (see Gains, 2003). Elder and Page (1998) compares agency policy roles in Sweden and Germany and found more extensive policy-making roles of Swedish agencies.

A study by Pierre (2004) found that several Swedish agencies that have become sources of policy, and advanced policy proposals or formulating programs independently. In public policy, this theory suggests there is need for policymakers to design mechanisms that align the interests of those responsible for implementation public interest.

Agency Theory, proposed by Jensen and Meckling (1976), offers a comprehensive framework to understand the relationship between principals (those who delegate tasks) and agents (those who carry them out). In the context of public policy implementation, this theory is particularly relevant as it highlights the inherent challenges and complexities involved in delegating authority and responsibilities to different entities. The core premise of Agency Theory is that principals, often government bodies or higher-level decision-makers, delegate authority to agents, typically public agencies or civil servants, to implement policies and deliver public services. However, this relationship is often fraught with challenges, primarily due to information asymmetry and differing motivations between the two parties.

In the public policy context, the principal-agent problem manifests when agents, entrusted with implementing policies, have more information than the principals, which can lead to a divergence in their actions from the principals' goals. This challenge is amplified when agents have considerable autonomy, leading to potential inefficiencies, goal misalignment, or even neglect of public interest in favor of their own priorities.

Studies have shown how this dynamic unfolds in various public sector settings across different countries and sectors, shedding light on the complexities of policy implementation.

Verhoest et al. (2010) conducted a comparative study examining perceived policy autonomy in agencies across Flanders, Ireland, and Norway. Their findings indicate relatively high perceived policy autonomy, particularly in older agencies. This suggests that, over time, as agencies establish themselves, they tend to gain more independence in formulating and executing policies. This autonomy can be advantageous, allowing agencies to tailor their approaches to the specific challenges they face. However, it also poses a potential risk, as agents may prioritize their own objectives over the broader policy goals set by the principals, leading to deviations in the intended outcomes of public policies.

Egeberg (1995), in his comparative study of two agencies in transportation policy in Norway, explored the role of these agencies in policy formulation. He found substantial policy-making activity at the agency level, but also noted significant variations across different agencies. These variations were largely attributable to organizational factors at both the ministry and agency levels. Egeberg's study underscores the importance of organizational structure in shaping the level of autonomy and policy-making capacity of public agencies. In Norway, as in many other countries, agencies tasked with implementing policies are not passive executors of ministerial decisions. Rather, they play an active role in shaping and modifying policies based on their expertise, resources, and the specific contexts in which they operate.

The findings of Egeberg (1995) align with the broader literature on Agency Theory, which posits that agents, due to their proximity to the operational realities of policy implementation, often have more information than principals. This information asymmetry can give agents considerable influence over the policy-making process, potentially leading to deviations from the original intent of the principals. This phenomenon is not unique to Norway but is observed in many other countries and sectors, as evidenced by studies on regulatory agencies.

Maggetti (2009) analyzed the centrality of regulatory agencies in specific policy processes and found that regulatory agencies generally hold central positions in those

processes. Regulatory agencies, by design, are granted a degree of autonomy to ensure that they can operate without undue political interference. However, this autonomy also means that these agencies have significant discretion in how they interpret and implement policies. Maggetti's analysis suggests that regulatory agencies are not just passive instruments of government policy; they actively shape and influence the policy landscape. This finding is consistent with the idea that agents, once given autonomy, can become central actors in the policy-making process, potentially shaping policy outcomes in ways that may not fully align with the intentions of the principals.

The Netherlands and Germany also provide examples of the active role played by agencies in public policy-making. Yesilkagit and Van Thiel (2008) noted substantial policy-making activities among agencies in the Netherlands. Similarly, Bach (2010) observed similar trends in Germany, where agencies are often deeply involved in the policy-making process. In both countries, the role of agencies extends beyond mere implementation; they are key players in shaping policy decisions, reflecting the broader trends identified in Agency Theory. The significant policy-making roles assumed by agencies in these countries demonstrate the centrality of agents in the public policy process, particularly when they are granted autonomy by the principals.

Agency Theory provides a valuable framework for understanding these dynamics, particularly in the public policy arena. The theory highlights the risks and opportunities that arise when principals delegate authority to agents. On the one hand, granting autonomy to agencies can lead to more effective and context-specific policy implementation. Agencies, given their expertise and proximity to the issues at hand, can adjust policies to better fit local conditions and challenges. On the other hand, this autonomy can also lead to goal misalignment, where agents pursue their own objectives, potentially at the expense of the principals' broader policy goals.

One of the key insights from Agency Theory is the importance of mechanisms to mitigate the principal-agent problem. These mechanisms can include monitoring systems, performance-based incentives, and clear accountability frameworks to ensure that agents act in accordance with the principals' goals. In the context of public policy, this might involve regular reporting requirements, audits, and performance evaluations to ensure that agencies remain aligned with the overarching policy objectives set by the government.

Agency Theory provides a useful lens through which to examine the dynamics of public policy implementation. The delegation of authority to agencies, while necessary for efficient policy implementation, introduces potential challenges related to autonomy, information asymmetry, and goal misalignment. Studies from Flanders, Ireland, Norway, the Netherlands, and Germany highlight the active role played by agencies in the policy-making process and the potential for these agents to shape policy outcomes. As public agencies continue to play a central role in implementing policies, it is crucial to develop mechanisms that ensure accountability and alignment with the broader public interest. This ongoing balance between autonomy and control remains a key challenge for public policy-makers worldwide.

### **2.2.2 Institutional theory**

Institutional Theory, as articulated by DiMaggio and Powell (1983), emphasizes that organizations and individuals tend to conform to the established norms, values, and practices within their institutional environments. In the context of public policy, this theory provides insights into how policies are shaped by the broader institutional context, which can both constrain and empower human behavior. It suggests that policy actors, including public agencies and government institutions, are not only influenced by rational decision-making but are also shaped by the cultural, political, and social norms prevalent in their environment.

According to Knill and Tosun (2012), there is no single way to define institutions. One widely accepted definition views institutions as sets of formal legal rules that can be enforced by state actors, which are often referred to as the "rules of the political game" (North, 1990; Immergut, 1992, as cited in Knill & Tosun, 2012). This perspective highlights the role of formalized rules and regulations that structure behavior within public institutions. In this context, public policies are shaped by legal frameworks that provide guidelines for their formulation, implementation, and enforcement. The focus is on how legal and political institutions create the parameters within which public policies operate.

On the other hand, a sociological perspective on institutions expands this understanding by incorporating both formal rules and informal cultural practices. Hall and Taylor (1996, as cited in Knill & Tosun, 2012) argue that institutions are not just legal frameworks but also social constructs that include cultural norms, shared beliefs, and practices. This

perspective underscores how public policies are influenced by societal expectations and the cultural environment in which institutions operate. Policies, therefore, are not only products of rational planning but also reflect the informal norms and values of the society they serve.

March and Olsen (1984) also contributed to this understanding by emphasizing the "logic of appropriateness," where behavior is guided not solely by the pursuit of efficiency or economic gain but by adherence to institutional norms and expectations. In public policy, this means that institutions shape the decisions and actions of policy-makers by defining what is considered acceptable or legitimate behavior within a given context. Institutional Theory thus provides a comprehensive framework for understanding how formal and informal rules, norms, and values shape the policy-making process and influence the behavior of public actors.

Institutional Theory, as outlined by DiMaggio and Powell (1983) posits that organizations and individuals conform to established norms, values, and practices in their institutional environment. In the context of public policy, Institutional Theory offers insights into how policies are shaped and influenced by the broader institutional context. It shows the role of institutions which constrain and empower human behaviour. According to Knill and Tosun (2012), there is no one single way of defining institutions. One way of understanding institutions is as set of legal rules that can be enforced by state actors and as termed, they are the 'rules of political game' (North, 1990; Immergut 1992, cited in Knill and Tosun (2012)). This definition differs from sociological perspective which understands institutions as incorporation of informal cultural practices and formal rules (Hall and Taylor, 1996, cited in Knill and Tosun, (2012). March and Olsen (1984).

### **2.2.3 Goal setting theory**

Goal Setting Theory, introduced by Latham and Locke (1990), has become a central framework in understanding human motivation and behavior. The theory is grounded in the notion that human behavior is intentional and purposeful, offering valuable insights into how deliberate actions can be harnessed for effective policy implementation and service delivery. It operates on the assumption that individuals engage in actions that are directed toward achieving specific, well-defined objectives (Ryan, 1970). This makes it

highly applicable in contexts where clear goals and objectives are critical, such as public policy and service delivery.

According to Latham and Locke (1990), goal intensity plays a key role in shaping human behavior. The process of setting and pursuing goals involves both creating actionable objectives and achieving them. The theory emphasizes the cognitive processes that underlie goal-setting and accomplishment, highlighting the importance of goal clarity, commitment, and feedback in achieving desired outcomes. Locke (1968) posits that goal-directedness is a fundamental aspect of human behavior, noting that the pursuit of objectives is a key characteristic shared by all individuals, regardless of their context.

In the realm of public service delivery, Goal Setting Theory stresses the need for clear, well-defined objectives to guide the actions of individuals and organizational units. Locke and Latham (1990) argue that well-articulated goals provide a direction for effort, focus, and persistence, enabling individuals and teams to work toward specific outcomes. This is particularly relevant in the public sector, where policy implementation often involves multiple actors working within complex organizational structures. By setting clear goals, public organizations can improve coordination, enhance accountability, and ensure that resources are directed toward achieving desired policy outcomes.

Moreover, the theory asserts that individuals will generally act in the best interests of their organizations when faced with unplanned or unexpected events. This adaptability is crucial in the public sector, where unanticipated challenges such as budget constraints, changing political priorities, or unforeseen crises can disrupt policy implementation. Goal Setting Theory suggests that by establishing clear and flexible goals, public organizations can navigate such challenges more effectively, ensuring that policy objectives remain on track even in the face of adversity.

When applied to public policy and service delivery, Goal Setting Theory underscores the importance of setting explicit, measurable, and time-bound goals. By providing a clear sense of direction, these goals motivate individuals to focus their efforts, monitor their progress, and make necessary adjustments to achieve the intended outcomes. In this way, Goal Setting Theory serves as a valuable framework for enhancing both individual and organizational performance in the public sector.

## 2.2.4 Conceptual framework

Figure 1 shows the conceptual framework illustrating relationship between the independent variable (i.e. policy implementation) and dependent variable (i.e. service delivery). The relationship of these variables will be tested with empirical data which will be collected from the field.

### Independent variable

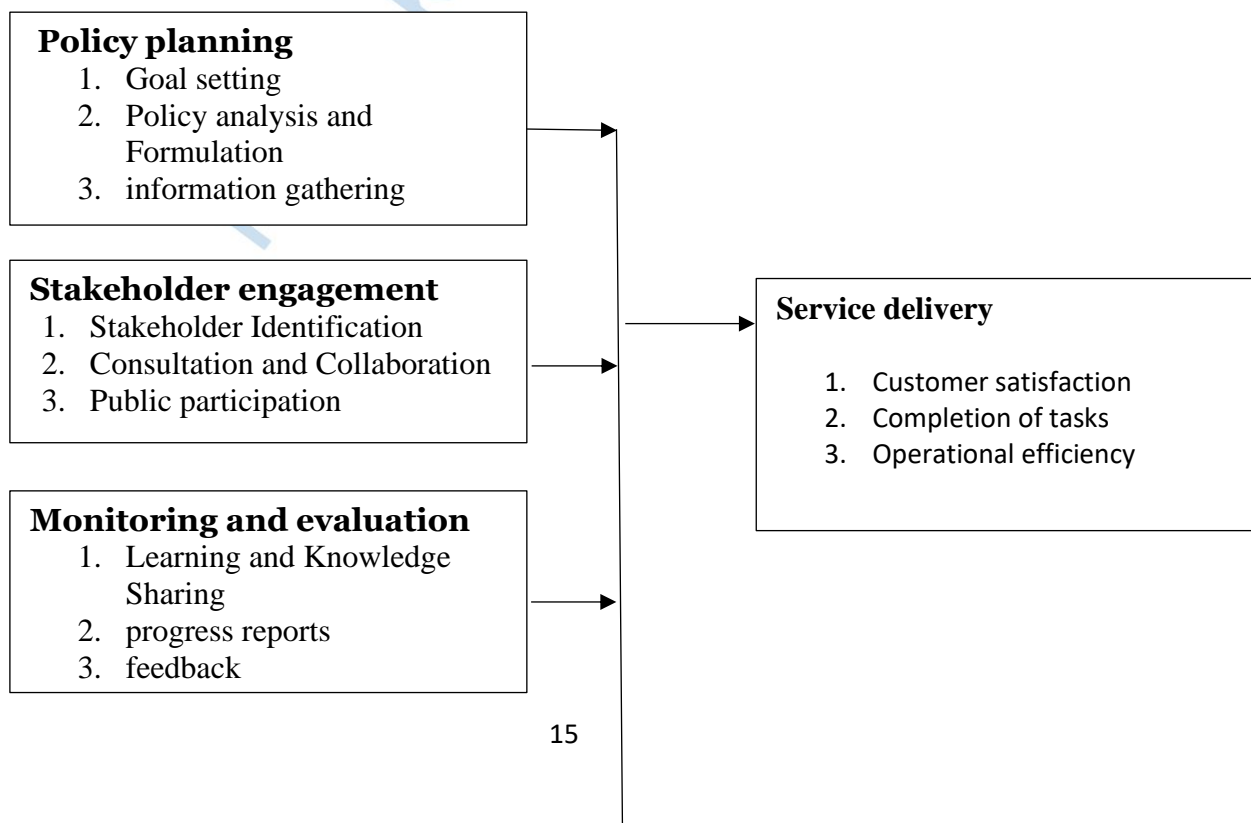
### Dependent variable

Below is a graphical representation of conceptual framework represented by independent and dependent variables.

### Independent Variables

### Dependent

### Variable





**Figure 1: Conceptual Framework**

Source: Adopted from Safari et al. (2022).

## **2.3 Empirical literature**

### **2.3.1 Public policy implementation and service delivery**

According to Groenewald and Smith (2017), public participation is paramount since it forms a new form of governance which requires participation from general public in all procedures of formulation of public policy. The process of policy implementation is the most practical component of policy making process, and continues to be an essential component in ensuring effective services to the underprivileged. Ansell Srensen and Torfing (2017) assert that the formulation of policies and their significant application will occur during its implementation when the objectives of policy makers are examined. The same authors say that it is the responsibility of different authorities, legal entities, community groups, and other interest groups to carry out the implementation of the policy.

Public policy implementation process involves public investment which includes the public participation of groups or individuals that creates openness and efficient communication (Larsen, 2008). Stakeholder and public participation continues to ensure the objectives are well developed and achieved (Lodge, 2015). One of the obstacles that prevent successful implementation of a program for rural development is lack of coordination of national and county governments (OECD, 2017a). Policy formulation

involves a process by which governments transform long-term as well as short-term goals into courses of action (OECD, 2017b).

In the United Kingdom, devolution was viewed as a strategy that placed an emphasis on public participation in the policy implementation process, and this became widespread in the 1970's. However, numerous groups made demands for control of their own affairs in order to facilitate the delivery of public services in an efficient and effective manner (Scott, 2019). This process did not go down well with the general public, as many individuals felt that they were excluded from the process of decision-making. This created a hiccup in the process of service delivery given the fact that policy did not cover the key areas of the economy. This fact was in tandem with that by Thanappan (2019), which shows that the ranking of citizen participation is described as non-participation. This leaves a hole in the law about how citizens can take part, which leads to bad service delivery. According to Groenewald and Smith (2017), public participation is paramount since it forms a new form of governance which requires participation from the general public in all procedures relating to the formulation of public policy. For instance, in South Africa, public participation forms the basis of achieving goals through proper public participation in the policy implementation process. This necessitated new methods of development planning for the various levels of local government, which ultimately resulted in the formulation of Integrated Development Plans (IDP) in the year 1996. In this regard, people were given the opportunity to identify their critical necessities, identify available resources from their communities, and participate in the development referred to as Integrated Development Planning (IDP) (OECD, 2017b).

In Uganda, since the time of the colonials, the devolution process has been ongoing. In order to carry out their policy of indirect rule, the British colonial authorities designed and established a fusion system of administration. This administration structure restricted the residents' freedoms of contact (Ochieng', 2016). Under this arrangement, the local leaders were only given limited authority, whereas the colonial government retained its preeminent position in authority. Uganda is under pressure to start embracing public participation as a form of democratic governance that is based on transparency and accountability. This puts it in the position of being one of the countries that are under the most scrutiny in Africa (Sisilana, 2019).

In Kenya, meaningful service delivery can be achieved through proper policy implementation. Proper public participation in governance is an essential part of the policy implementation process of various public policies as stipulated in the Constitution of Kenya (GoK) 2010. Article 1 (1) of the Constitution gives the people of Kenya full and complete control of sovereign power. This authority can be exercised either directly by participating in the democratic process or indirectly by electing representatives to serve on one's behalf. Participation on the part of citizens is recognized as one of the nation's core values and guiding principles of public service, as outlined in the Constitution in Articles 10 (2, a) and 232 (1) (Constitution of Kenya, 2010). In accordance with Article 10 (2) of the Constitution, public engagement is a fundamental value and a guiding principle of democratic government. The idea that members of the public should have a voice in government is embedded throughout the Constitution. The Constitution places a significant responsibility on both Parliament and the County Assemblies to create frameworks for public participation.

Public policy implementation involves putting into action the decisions made by governmental or organizational authorities to achieve intended outcomes. It represents a critical phase where policies are translated from intentions into tangible services and results (Hill & Hupe, 2020). The success or failure of a policy is often judged at this stage, as it involves interactions among various stakeholders, including government agencies, non-governmental organizations (NGOs), and communities (Matland, 2020).

Implementation is influenced by factors such as the clarity of policy goals, resources, administrative capacity, and the political environment (Sabatier & Weible, 2018). Understanding how these factors affect policy execution is crucial in determining whether services reach the intended population, especially in marginalized regions like Wajir County, where public service delivery remains a significant challenge (Cheema & Rondinelli, 2021).

The ultimate aim of public policy, particularly in the developing world, is to enhance the quality of services provided to citizens. Effective implementation of policies results in improved access to basic services like healthcare, education, water, and sanitation (World Bank, 2019). Public service delivery is inherently tied to government accountability, efficiency, and the responsiveness of policy frameworks to the needs of the population (Bardach, 2018).

In Kenya, public service delivery has often been hindered by bureaucratic inefficiencies, corruption, and insufficient resources, especially in remote areas like Wajir County (Wanyama & Okibo, 2019). According to Kamau (2021), successful policy implementation in these regions requires a multi-stakeholder approach that includes local communities, the government, and non-state actors. Furthermore, enhancing transparency and accountability is essential to improving service delivery outcomes (Gatheca & Muriuki, 2020).

Challenges related to public policy implementation often stem from poor planning, inadequate resources, and lack of political will. One common challenge is the “implementation gap,” where the intentions of policy-makers do not match the actual outcomes (Mthethwa, 2019). In Wajir County, issues such as limited infrastructure, low literacy rates, and inadequate financial resources pose significant obstacles to the successful execution of policies (Kariuki & Muthama, 2020).

Additionally, the geographical isolation of Wajir County limits access to essential services and skilled personnel necessary for implementing policy frameworks. According to Njeru (2019), counties like Wajir face high levels of political instability and insecurity, which further complicates the execution of public policies aimed at improving service delivery.

The effects of public policy implementation on service delivery vary depending on several factors, including the local context, governance structures, and the type of services being delivered. In Kenya, the devolution of government functions to county governments was intended to enhance service delivery by bringing decision-making closer to the people (Chege & Njenga, 2021). However, the effectiveness of devolved governments in delivering services remains mixed, with some counties showing improvements while others, like Wajir, continue to face challenges (Mbugua & Muiruri, 2020).

For instance, in the healthcare sector, well-implemented policies have led to increased access to healthcare services in counties like Kisumu and Mombasa. However, in Wajir, healthcare delivery remains constrained by inadequate infrastructure, understaffing, and limited financial resources (Ong'era & Ochieng, 2022). Policies aimed at improving

maternal healthcare, for example, have had limited success due to the unique challenges faced by pastoralist communities in Wajir (Njoka & Musyoki, 2021).

Globally, studies from other developing regions show that successful policy implementation significantly improves public service delivery. In Uganda, for example, decentralization policies have led to improved delivery of services such as water and sanitation in rural areas (Tumwebaze, 2020). Similarly, in India, the implementation of social protection policies has enhanced food security and healthcare access in marginalized communities (Babu & Jeyakumar, 2021).

Several theoretical frameworks help in understanding the relationship between public policy implementation and service delivery. One key theory is the Top-Down and Bottom-Up Approach to policy implementation. The Top-Down model emphasizes the role of central authorities in ensuring policy compliance and accountability (Sabatier & Mazmanian, 2019). In contrast, the Bottom-Up model stresses the role of local actors, such as frontline service providers and local governments, in shaping policy outcomes (Hupe & Hill, 2019).

In the context of Wajir County, both approaches are relevant. The Top-Down approach is often challenged by the geographical and infrastructural limitations, while the Bottom-Up approach may offer solutions by involving local communities and traditional leadership structures in policy execution (Abdi & Ali, 2020). Moreover, Institutional Theory posits that the effectiveness of policy implementation is determined by the formal and informal institutions governing the policy process, which are influenced by political, social, and economic factors (Peters, 2021).

While there is considerable literature on public policy implementation and its effects on service delivery, several gaps remain, particularly in the context of marginalized counties like Wajir. First, there is a lack of comprehensive studies focusing on the specific challenges of policy implementation in arid and semi-arid lands (ASALs). Existing studies tend to generalize findings from more urbanized counties, which may not accurately reflect the realities in Wajir (Ahmed & Noor, 2021).

Secondly, most studies focus on policy formulation rather than the implementation phase. There is a need for more research on how policies are executed at the local level

and the specific factors that hinder or facilitate their success in delivering services (Muriithi & Wanjiku, 2021). Lastly, more empirical studies are needed to understand the role of local actors, such as community leaders and NGOs, in bridging the gap between policy and service delivery outcomes (Otieno, 2022).

The literature suggests that public policy implementation is a crucial determinant of service delivery outcomes. In Wajir County, the success of public policy depends on addressing unique challenges such as geographical isolation, infrastructural limitations, and political instability. While some policies, particularly those related to devolution, have improved service delivery in Kenya, marginalized regions like Wajir still face significant challenges. Future research should focus on addressing these gaps by examining the role of local actors in policy implementation and exploring innovative strategies to improve service delivery in marginalized counties.

In Kenya, County Government Act 2012 provides for public participation in project identification, budgeting, and other development processes implemented by the county governments.

### **2.3.2 Stakeholder engagement and service delivery**

Fonvielle and Carr (2001) and Labovitz (2004) stress the importance of aligning business units, activities, and motivated employees for organizational effectiveness. The study's findings highlight a positive connection between effective stakeholder engagement and improved service delivery outcomes, reflecting broader dynamics in the service delivery of Kenyan county governments as explored by Blick (2016).

Studies have linked poor service delivery by county governments to different issues such as excessive fraud and misappropriation of funds (Kaunya et al., 2015). According to Helmsing (2015), service delivery is essential arrangement designed to deliver goods and services to the recipients. According to Ansell et al (2014), policy formulation and implementation are inextricably linked and comparable importance. Implementation of a policy is the second most significant essential programme characteristic that influenced outcomes. This is supported by Durlak and DuPre (2016) who discovered several significant results in meta-analysis that indicated that monitoring the implementation of a program led to threefold increase in its effects. A study by Ikilege (2015) concluded

that the effectiveness of intervention would be 12 times more effective if it was monitored closely during its implementation.

Stakeholder engagement refers to the process of involving individuals, groups, or organizations that have an interest or stake in the outcomes of a policy or project. It is a vital aspect of public policy implementation, particularly in enhancing the effectiveness and efficiency of service delivery (Bryson et al., 2020). In the context of Wajir County, stakeholder engagement is critical due to the unique social, economic, and political challenges that characterize the region (Abdirahman & Ahmed, 2021).

Engaging local communities, civil society organizations, and governmental agencies in the process of policy implementation can foster trust, transparency, and collaboration, ultimately improving the quality of public services provided (Ndungu & Mwangi, 2019). Stakeholder engagement is particularly important in remote counties like Wajir, where the effectiveness of policy implementation relies on the active participation and support of the local population (Mwangi, 2022).

Effective stakeholder engagement allows for the integration of diverse perspectives, ensuring that public policies address the real needs and concerns of the population (Agyeman & Angwenyi, 2021). When key stakeholders, including community leaders, local government officials, non-governmental organizations (NGOs), and private sector actors, are involved in the policy process, it is more likely to result in successful outcomes (Maina & Mungai, 2020).

In the context of service delivery, engaging stakeholders ensures that the voices of marginalized and underserved communities are heard and that policies are tailored to meet their specific needs (Kariuki & Mwita, 2020). Stakeholders play a crucial role in advocating for the allocation of resources, monitoring service delivery, and ensuring that services are delivered equitably (Mohamed & Abdi, 2022).

Despite the potential benefits, engaging stakeholders in the policy process presents several challenges. In counties like Wajir, where political and social dynamics are complex, involving all relevant stakeholders can be difficult. According to Mohamed (2021), power imbalances, political interference, and a lack of trust between local communities and government authorities often hinder effective stakeholder engagement.

In some cases, stakeholders may feel excluded from decision-making processes, leading to resistance or apathy towards policy implementation (Ahmed, 2021).

Additionally, in marginalized regions, logistical challenges such as poor infrastructure, low levels of education, and limited access to information further complicate stakeholder engagement efforts (Ndungu, 2022). In Wajir, traditional leadership structures play a significant role in shaping local governance and decision-making, yet these structures are often overlooked in formal stakeholder engagement processes (Ali & Abdalla, 2020).

Stakeholder engagement is not only beneficial for improving service delivery but also for ensuring accountability in the implementation of public policies. When stakeholders are actively involved in monitoring and evaluating policy outcomes, it enhances the transparency and accountability of government actions (Kipchumba & Kamau, 2020). In Wajir, stakeholder engagement can help to mitigate issues such as corruption, resource mismanagement, and the marginalization of vulnerable groups (Abdirahman, 2021).

Empirical evidence from other parts of Kenya and similar regions suggests that stakeholder engagement can have a positive impact on service delivery outcomes. In Turkana County, for example, the involvement of community leaders and local NGOs in the planning and implementation of healthcare policies has significantly improved access to maternal and child health services (Mwangi & Omondi, 2021). Similarly, in Garissa County, engaging stakeholders in water resource management has led to better water access for rural communities (Hassan & Mohamed, 2020).

Internationally, the benefits of stakeholder engagement have been documented in various contexts. In India, for instance, involving local communities in the design and implementation of education policies has improved school attendance and learning outcomes in rural areas (Basu & Jeyakumar, 2020). Similarly, in South Africa, the active participation of civil society organizations in monitoring service delivery has led to improvements in the provision of basic services such as water, sanitation, and healthcare (Nkosi & Nkomo, 2021).

Despite the growing body of evidence on the importance of stakeholder engagement, there are still significant gaps in the literature, particularly in the context of Wajir County. Many studies focus on stakeholder engagement in urban areas or more developed

counties, while the unique challenges faced by counties in arid and semi-arid lands (ASALs) like Wajir are often overlooked (Mohamed & Abdirizak, 2022). Additionally, there is limited research on the role of traditional leadership structures in stakeholder engagement, despite their significant influence in pastoralist communities (Ali, 2021).

Stakeholder engagement is a critical factor in the successful implementation of public policies and the improvement of service delivery. However, in marginalized regions like Wajir, the process of engaging stakeholders faces numerous challenges, including political interference, logistical constraints, and social dynamics. Addressing these challenges requires a more inclusive and participatory approach to policy-making, one that recognizes the importance of involving all relevant stakeholders, including traditional leaders, in the process. Further research is needed to explore the specific factors that influence stakeholder engagement in Wajir and other similar counties, as well as to identify strategies for enhancing the role of stakeholders in improving service delivery outcomes.

### **2.3.3 Monitoring and Evaluation of effects on service delivery**

The role of monitoring and evaluation (M&E) in influencing service delivery outcomes is a crucial aspect of effective governance. Scholars have increasingly recognized the importance of robust M&E systems in shaping and enhancing the delivery of public services (Savedoff et al., 2006). M&E goes beyond mere data collection and involves systematic processes of assessing the implementation of policies, programs, and projects to determine their effectiveness and impact on the intended beneficiaries.

Research indicates that a well-established M&E framework significantly contributes to improving service delivery (Boyne, 2002). By systematically assessing the performance of initiatives, governments and organizations can identify areas for improvement, allocate resources more efficiently, and ensure accountability to the public (Cloete, 2009). The continuous feedback loop provided by M&E mechanisms allows for timely adjustments, leading to more responsive and citizen-centric service delivery models.

Moreover, M&E contributes to evidence-based decision-making, offering policymakers valuable insights into the effectiveness of various interventions. Through rigorous evaluation, policymakers can identify best practices, learn from failures, and refine

strategies to achieve optimal service delivery outcomes (Bamberger, as cited in Cloete, 2009). The impact of M&E on service delivery is not only limited to efficiency gains but also extends to fostering a culture of transparency, accountability, and adaptive governance. Although not county-specific, these findings enrich the understanding of the broader impact of monitoring and evaluation practices on service delivery within the context of county governments in Kenya. Overall the findings indicate M&E is essential program and policy implementation tool that improves interventions' progress and impact.

Monitoring and evaluation (M&E) refer to systematic processes of tracking and assessing the implementation and outcomes of projects, programs, or policies. M&E plays a crucial role in ensuring that public policies are executed effectively and achieve their intended objectives (Kusek & Rist, 2020). The success of public policy implementation heavily depends on the continuous assessment of progress, identification of gaps, and timely adjustments to strategies. In Wajir County, where public service delivery is hampered by various socio-economic and political challenges, M&E can serve as a critical tool for improving outcomes (Omondi & Abdi, 2021).

M&E is essential in ensuring that resources are used efficiently and that public policies deliver the desired impact on the ground. By continuously tracking progress, M&E helps policy-makers and implementers identify and address emerging issues in service delivery (Mwangi, 2019). In marginalized regions like Wajir, where resources are often scarce, M&E can provide vital insights into how effectively those resources are being utilized to benefit local communities (Gatete & Mugo, 2022).

Effective M&E frameworks enhance transparency and accountability in public service delivery. Through regular monitoring, stakeholders can gain insight into how policies are being implemented and whether the services provided meet the needs of the target population (Muriithi & Wambugu, 2020). In Wajir County, for example, M&E systems can help ensure that policies aimed at improving access to healthcare, education, and clean water are delivered equitably and efficiently (Mohamed & Ali, 2021).

One of the key roles of M&E in service delivery is its ability to inform decision-making and policy adjustments. By collecting data on the implementation process, M&E enables policy-makers to make evidence-based decisions that improve service delivery outcomes

(Bamberger et al., 2021). In Wajir, where public services are often hampered by logistical challenges, M&E can provide valuable insights into how policies are functioning in practice and what improvements are necessary to overcome obstacles (Ndungu & Kilonzo, 2020).

Despite the importance of M&E, several challenges hinder its effectiveness, particularly in marginalized regions like Wajir. One of the main challenges is the lack of capacity and resources for conducting comprehensive M&E activities. According to Kariuki (2021), M&E systems in counties like Wajir are often underfunded and understaffed, making it difficult to collect and analyze data effectively. Furthermore, the geographical isolation of Wajir County and its poor infrastructure make it challenging for M&E teams to access remote areas and monitor service delivery (Wanyama & Otieno, 2021).

Another significant challenge is the lack of coordination among different stakeholders involved in M&E processes. In many cases, M&E activities are fragmented and lack a unified approach, which can lead to inconsistencies in data collection and reporting (Kamau & Mutua, 2020). In Wajir, where multiple actors—ranging from local government officials to NGOs and international donors—are involved in service delivery, the absence of a coordinated M&E framework can undermine efforts to improve public services (Ochieng, 2022).

In addition to logistical and coordination challenges, political interference is another obstacle to effective M&E in Wajir County. Political interests often influence the allocation of resources for M&E activities, and in some cases, local leaders may resist M&E efforts if they perceive them as a threat to their authority (Ahmed & Hussein, 2020). As a result, M&E data may be manipulated or underreported, leading to inaccurate assessments of service delivery outcomes (Mwangi & Mugo, 2020).

Despite these challenges, several case studies demonstrate the positive impact of M&E on service delivery in marginalized regions. For instance, in Turkana County, the introduction of a robust M&E framework for healthcare services led to significant improvements in maternal and child health outcomes (Ngugi & Mutiso, 2021). By regularly monitoring healthcare delivery, local authorities were able to identify gaps in service provision and allocate resources more effectively. Similarly, in Garissa County,

M&E systems for water and sanitation services helped to improve access to clean water for rural communities (Mohamed, 2021).

Internationally, M&E has also been shown to enhance service delivery in various contexts. In Uganda, for example, the implementation of M&E frameworks for education policies has improved school attendance and learning outcomes in rural areas (Tumwebaze, 2021). In India, the use of M&E in social protection programs has led to better targeting of resources and improved access to essential services for marginalized populations (Babu & Prakash, 2020).

Despite the growing recognition of the importance of M&E, there are still significant gaps in the literature, particularly concerning its application in arid and semi-arid lands (ASALs) like Wajir County. Most studies on M&E focus on more developed or urbanized regions, with limited attention to the unique challenges faced by marginalized counties (Ahmed & Abdirahman, 2021). Furthermore, there is a need for more research on how M&E can be adapted to the specific socio-political and economic conditions of counties like Wajir, where public services are often delivered in highly challenging environments (Kariuki, 2022).

M&E plays a vital role in improving public service delivery by providing continuous feedback on policy implementation and informing evidence-based decision-making. However, in marginalized regions like Wajir County, the effectiveness of M&E is hindered by challenges such as limited resources, poor coordination, and political interference. Addressing these challenges requires a concerted effort to build local capacity, enhance stakeholder coordination, and ensure that M&E frameworks are adapted to the specific needs of the region. Further research is needed to explore the role of M&E in improving service delivery in Wajir and other similar counties, as well as to identify strategies for overcoming the challenges associated with conducting M&E in marginalized regions.

#### **2.3.4 Contribution of county management team in public policy implementation**

County management teams play a critical role in the implementation of public policy, as they are tasked with ensuring that national and local policies are translated into action on the ground. Effective management is essential to coordinating resources, personnel, and

activities to achieve policy goals, especially in service delivery (Mutua & Omondi, 2020). In Wajir County, where infrastructure and resources are limited, the county management team has a significant influence on the success of public policy initiatives and the quality of services provided to local communities (Ahmed & Abdirahman, 2021).

One of the primary responsibilities of county management teams is to oversee the allocation and use of resources for public service delivery. This includes financial resources, human capital, and logistical support. Proper management of these resources is essential to ensuring that public policies, such as those related to healthcare, education, and water access, are successfully implemented and have the desired impact on the population (Kamau & Mwangi, 2020). In Wajir, where resources are often stretched thin, the efficiency and effectiveness of the county management team are crucial determinants of service delivery outcomes (Ochieng & Omondi, 2022).

The success of public policy implementation in service delivery is also closely tied to the leadership and decision-making capacity of county management teams. Strong leadership is essential for coordinating the activities of various departments, setting priorities, and ensuring that policy goals are aligned with the needs of the local population (Gathecha & Mugo, 2021). In Wajir, where the local government must address unique challenges such as drought, food insecurity, and high levels of poverty, the county management team's ability to make timely and effective decisions is critical to improving service delivery (Abdi & Ali, 2020).

Despite the importance of county management teams, they face several challenges that can hinder their effectiveness. One of the key challenges is the lack of capacity and resources. Many county governments in Kenya, including Wajir, struggle with limited budgets, understaffing, and inadequate infrastructure, which can undermine the ability of management teams to implement policies effectively (Kariuki & Njeru, 2021). This is particularly true in marginalized counties, where the cost of delivering services is often higher due to the remoteness of the region and the lack of basic infrastructure (Omondi & Hussein, 2020).

Another challenge is the political interference that county management teams often face. Political interests can influence decision-making processes, leading to the misallocation of resources or the prioritization of certain projects over others based on political

considerations rather than public need (Mwangi & Gachoka, 2021). In Wajir, political interference has been cited as a significant barrier to effective service delivery, with management teams sometimes pressured to align their decisions with the interests of local political leaders (Mohamed & Abdirizak, 2021).

Coordination within and between different levels of government is another challenge for county management teams. Effective public policy implementation requires collaboration between national and county governments, as well as between various county departments and external partners such as NGOs and donors (Ndungu & Mugo, 2020). In Wajir, the lack of coordination between these entities has been identified as a major barrier to improving service delivery, particularly in sectors such as healthcare and education (Ochieng & Ndungu, 2021).

Despite these challenges, there is evidence to suggest that strong county management can significantly improve service delivery outcomes. For example, in Machakos County, effective management has led to improvements in healthcare delivery, with the county government successfully implementing policies aimed at increasing access to healthcare services for rural populations (Muthoni & Kamau, 2020). Similarly, in Turkana County, strong leadership and management have been credited with improving access to clean water and sanitation services, despite the region's challenging environment (Mutiso & Mwangi, 2021).

In Wajir County, the county management team's role in coordinating service delivery efforts is particularly important in areas such as disaster management and response to droughts. According to Mohamed (2021), the county government has been able to mobilize resources and coordinate with external partners to provide relief and essential services to affected communities. However, the effectiveness of these efforts is often limited by the challenges mentioned earlier, particularly the lack of resources and political interference.

Internationally, the role of local management teams in improving service delivery has been studied in various contexts. In Uganda, for example, local government management teams have been credited with improving the implementation of education policies, leading to increased school attendance and better learning outcomes in rural areas (Tumwebaze, 2021). Similarly, in South Africa, strong local management has been

associated with improvements in the provision of basic services such as water and sanitation in low-income communities (Nkosi & Nkomo, 2020).

Despite the growing body of evidence on the importance of county management in service delivery, there are still significant gaps in the literature, particularly in relation to marginalized regions like Wajir. Many studies focus on more urbanized or developed counties, while the unique challenges and dynamics of counties in arid and semi-arid lands (ASALs) are often overlooked (Mohamed & Ali, 2022). Furthermore, there is limited research on the specific strategies that county management teams in marginalized regions can use to overcome the challenges they face, such as political interference and resource constraints (Kariuki & Mwangi, 2021).

County management teams play a crucial role in the implementation of public policies and the delivery of services to local communities. In Wajir County, the effectiveness of the county management team is a key determinant of service delivery outcomes, particularly in sectors such as healthcare, education, and water access. However, county management teams face several challenges, including limited resources, political interference, and coordination issues, which can hinder their ability to implement policies effectively. Addressing these challenges requires a concerted effort to build capacity, enhance coordination, and strengthen leadership within county management teams. Further research is needed to explore the role of county management in improving service delivery in Wajir and other marginalized counties, as well as to identify strategies for overcoming the challenges associated with public policy implementation in these regions.

#### **2.4 Research gaps in the literature**

The existing body of literature provides valuable insights into the dynamics of public policy implementation and the impact it can have on service delivery. However, there one gap that lies in the limited focus on context-specific challenges concerning in-depth analysis concerning the unique socio-economic, political, and cultural factors influencing policy implementation, especially in the Kenya context.

Another noteworthy gap pertains to the inadequate examination of stakeholder dynamics. While some research touches upon stakeholder engagement, a comprehensive

understanding of how different stakeholders including local communities influence and are impacted by policy implementation in Wajir County remains under explored. Additionally, there is a research void regarding the specific monitoring and evaluation practices employed in Kenyan county governments. Further research should aim to evaluate the effectiveness of existing monitoring and evaluation mechanisms in Wajir County and explore their impact on service delivery outcomes.

Furthermore, the literature lacks comparative studies between Wajir County and other counties facing similar challenges. Such comparative analyses could offer valuable benchmarks and lessons learned, contributing to a more comprehensive understanding of Wajir County's unique policy implementation landscape. Lastly, there is a notable gap in the integration of practical recommendations. There is often a lack of concrete and actionable recommendations for policymakers and administrators. Future studies should aim to bridge this gap by not only identifying challenges but also providing practical recommendations for improving policy implementation and, consequently, enhancing service delivery outcomes in Wajir County.

There is a significant geographical gap in the current body of literature on how geographical factors such as the distribution of resources, accessibility, and regional disparities can profoundly influence policy implementation and as experienced by different communities in the county.

## **2.5 Recap of literature review**

In summary, the literature review provides a comprehensive exploration of the complex interplay between public policy implementation and service delivery in Wajir County, Kenya. The existing literature underscores the pivotal role of effective policy implementation in shaping service delivery outcomes. Literature emphasizes that the success of public policies is contingent on their adept execution at the county level.

Two prominent theoretical frameworks, namely Institutional Theory and Goal Setting Theory, offer lenses through which to analyze and understand the dynamics of the budget process in faith-based hospitals. These frameworks, with their foundations in organizational behavior and management, contribute valuable insights into how these

hospitals can optimize their budgeting processes to align with organizational goals. The two frameworks are relevant for analyzing the scenarios in the current study.

The review also identifies research gaps that warrant further exploration. These gaps include the need for more context-specific analyses, a deeper examination of stakeholder dynamics, an evaluation of monitoring and evaluation practices in Kenyan county governments, and call for comparative studies between Wajir County and similar regions in Kenya. Additionally, literature often falls short in providing actionable recommendations for policymakers and administrators.

Addressing these gaps in future research endeavors will be crucial for advancing understanding of implementation of public policy and delivery of services in the Kenyan counties. This synthesis of existing literature lays the foundation for the empirical phase of this study, contributing to a more nuanced comprehension of the challenges and opportunities in the realm of public administration and governance within the Kenyan county contexts.



Mount Kenya University

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter discusses the methodology or procedures followed when conducting the study. It covers research methodology, research design, location of the study, target population, sampling procedures and techniques, sample population, construction of research instruments, testing of validity and reliability of instruments, data collection methods and procedures, proposed data analysis techniques and procedures, and ethical considerations.

#### **3.2 Research methodology**

Research methodology is described as steps that a researcher used to embark on a research work (Leedy and Ormrod 2001). The research methodology to be used in this research will be both quantitative and qualitative methods. Specifically, quantitative methodologies will involve collecting data through questionnaires while qualitative ones will involve capturing data by use of key informant interviews and focus group discussions. Combining both methodologies will provide researcher with data from various sources and methods to triangulate.

The main purpose of quantitative research is the detection of causal relationships between variables (Borg and Gall, 1989). Quantitative research is concerned with the objectivity and the validity of what has been observed. The sample size involved in quantitative research is usually large (see Babbie, 1989). The aim of most quantitative research is to test hypotheses and theory. On the other hand, qualitative research is, "multimethod in its focus involving an interpretative, naturalistic approach to its subject matter" (Denzin

and Lincoln, 1994). This means that the qualitative researcher studies things in their natural settings and attempts to make sense of, or interpret the phenomena in terms of the meaning people bring to them.

### **3.3 Research design**

According to Creswell (2009), research designs are plans and the procedures for research that span the decisions from broad assumptions to detailed methods of data collection and analysis. Creswell identifies 3 types research design – quantitative, qualitative and mixed research designs. The study will utilize mixed methods of data collection and analysis which will involve collecting both quantitative and qualitative data. Different methods of data collection will be applied including desk review of relevant literature, survey (interviews using questionnaires), focus group discussions (FGDs), and key informant interviews (KIIs). There are three types of research designs which include quantitative, qualitative and mixed methods which will all be applied in this study.

The study has 2 main variables consisting of sub-variables which will be used to guide in data collection and analysis. The independent variable is “policy implementation” consisting of the following sub-variables: stakeholder engagement, public participation, implementation framework, and evaluation plan. The dependent variable is “service delivery” comprising of the following sub-variables: customer satisfaction, transparency, accountability, efficiency, accessibility of services, and quality service. The independent variable(s) will be compared with dependent variable(s) to find out if there is any relationship and if the relationship is significant or not. The researcher will also generate inferential statistics (i.e. statistical tests to describe the relationship between the independent and dependent variables).

### **3.4 Location of the study**

The study location in Wajir County is highly justified given its distinct and challenging context, which highlights the critical need to assess the impact of public policy on service delivery. As a border county, Wajir's unique geographic and strategic position brings inherent challenges and risks, including insecurity due to Al-Shabaab incursions, internal banditry, and threats from neighboring countries. These security issues complicate

service delivery and require tailored policy interventions that address both local and cross-border dynamics.

Moreover, Wajir County faces significant infrastructural underdevelopment, with poor road networks that impede accessibility and the efficient delivery of essential services such as healthcare, education, and water supply. These infrastructural challenges, alongside the county's vast terrain and geographical spread, underscore the logistical and resource-based barriers that local governance structures must navigate to meet public needs effectively.

The socio-economic conditions in Wajir further justify its selection as the study location. Historically marginalized, Wajir has endured decades of economic neglect since before Kenya's independence in 1963, resulting in high poverty and illiteracy rates. These socio-economic indicators reflect the broader developmental challenges that persist due to inadequate policy focus and ineffective policy implementation. Additionally, recurring droughts intensify the county's vulnerability, threatening food security and limiting access to clean water, which are essential to the population's well-being and resilience.

Conducting the study in Wajir County offers a crucial opportunity to examine the extent to which public policy has succeeded in addressing these multifaceted issues. By focusing on Wajir, the study aims to provide insights into how public policies can be better tailored to the specific needs of marginalized and high-risk areas, contributing to improved service delivery outcomes in similarly underdeveloped and strategically significant regions across Kenya and beyond.

### **3.5 Target population**

The term "population" describes complete set of individuals, cases, or elements that share common characteristics and constitute the focus of the investigation (see Creswell, 2009).

The target population comprises individuals directly involved in the policy making process within the Wajir County Government who includes County Executive Committee Members or their representatives (i.e. Chief Officers or Directors); Sub-

county, Ward Administrators and Market Administrators, Agricultural Officers, Medical Superintendents, Public Health Officers, Revenue Officers, Works Officers, Road Engineers, Water Officers...), and community members (households) who are engaged in various activities (agriculture, trade, formal employment, casual labour, etc.). The number of participants in each category is shown in Table 1. Their perspectives will be vital in understanding the effects of public policy implementation on service delivery in the county.

**Table 1: Respondents by gender**

Respondent category	Male	Female	Total achieved
1. Senior county officials (key informant interviews)	4	2	6
2. Sub-county and ward officials (questionnaire interviews)	34	43	79
3. Community (focus group discussions)	31	38	69
Total	69	83	154

### 3.6 Sampling procedures

The study applied both purposive and random sampling methods to come with study participants. The researcher will purposively sample 3 out of 6 sub-counties in the county where the data were collected. The 3 sub-counties chosen were those with diversity in climatic conditions, infrastructure development, security situation, and culture. The researcher also purposively sampled county government officers at both the sub-county and ward levels with whom questionnaires were administered. The same procedure was applied when selecting the CECMs or their representatives (i.e. Chief Officers or Directors) at the county level with who key informant interviews were conducted. At community level, the researcher used random sampling method to select households to conduct focus group discussions with. In every household selected, one person who is either the head of household or his/her spouse was interviewed. In their absence, the elder child or the next on the line was interviewed provided he/she was 18 years or above.

### **3.7 Sample population**

As shown in Table 1 above, the study reached 79 officers county government officers at sub-county and ward levels who were in various departments such as health services, agriculture, livestock, public administration, cooperatives, roads, public works, finance and planning, water and sanitation services, education, culture, and social services, among others. At the county level the study reached 6 County Committee Members (CEC) or Chief Officers/Directors in various departments. The study also collected data from communities at the household level and manned to 69 community members in 3 focus group discussions. The household (community) sample size in each sub-county selected and the sampling procedure was done according to the Kenya National Bureau of statistics (KNBS) Master Sample Frame as shown in Progress Report. Kenya Household Master Sample Frame. January 2024.

### **3.8 Construction research instruments**

The researcher developed tools which were used to collect the data in each category of respondents. As shown in the Appendix of this proposal, there are 3 different tools consisting of key informant interview guide, focus group discussion guide, and the questionnaire. Key informant interview guide targeted senior county government officers at the county level while focus group discussion guide was used to collect data from senior staff at sub-county and ward levels. The questionnaire targeted community members at the household level.

### **3.9 Testing of validity and reliability**

Reliability and validity of tools was tested by pre-testing them in the field and role playing (mock-interviewing) where the researcher and his assistants became the interviewers and respondents, respectively. Triangulation of data improved the reliability and validity of tools. Care was exercised in the field when collecting data and analyzing data which minimized errors as much as possible. Research Assistants were trained on research methodology and data collection tools which enhanced their understanding of the research.

### **3.10 Proposed data collection methods and procedures**

The data were collected by the researcher and his two who were recruited from Wajir County because of their understanding of the local context. Quality was observed in data collection by ensuring the right questions were asked and all answers were properly captured. The research team also ensured gaps in data were fully filled before the team left the field. The research team travelled on foot and motor bikes when collecting data. There were no incentives offered to research participants like lunch or transport especially to community members who took part in focus group discussions because the budget was low. The research team also collected relevant reading materials from county offices which were used to supplement literature review. The research team also used observation method to record notes about the study area. Every day the research team met in the evening to review progress and plan for the next day.

### **3.11 Proposed data analysis techniques**

Data from questionnaires were analyzed using SPSS software to generate descriptive statistics such as frequencies and measures of central tendency (i.e. mean, median, and standard deviation), correlational statistics, and statistical tests. Qualitative data from key informant interviews and focus group discussions were synthesized using thematic content analysis (TCA) to generate categories, themes, and patterns. The analyses from all the sources were triangulated to generate concrete findings and recommendations for the study.

### **3.12 Ethical considerations**

The researcher and his team observed and respected the local culture including religion. They also respected and protect the rights of participants. Interviews were conducted in open spaces or in public offices/halls and not in private places. All interviews were voluntary and informed consent was sought for every interview. Each participant was required to sign or thumbprint consent forms before commencement of the interview. The benefits and any possible harm of research were explained to participants before an interview began. The anonymity and confidentiality of research participants were protected throughout the interview process (see Creswell 2009 for further information on ethics of research).

**CHAPTER FOUR**  
**RESEARCH FINDINGS AND DISCUSSIONS**

**4.0 Introduction**

This chapter contains the research findings from empirical data, and interpretation and presentation of results. It contains quantitative and qualitative analyses from questionnaires interviews, key informant interviews and focus group discussions.

**4.1 Demographics Analysis**

**4.1.1 Distribution of respondents**

Table 2 shows distribution of respondents by sub-county and type of tools used to collect the data. The sub-counties where data were collected included Wajir East (sub-county level, Township, and Khorof Harara Wards), Eldas (sub-county level, Eldas and Della Wards), and Wajir North (sub-county level, Bute and Daanba Wards). Data were also collected at the headquarters of county.

**Table 2: Distribution of respondents**

<b>Sub-county</b>	<b>Key informant interviews (KIIs)</b>	<b>Questionnaire interviews</b>	<b>Focus group discussions (FGDs)</b>
Wajir East	-	27	2 (Township and Khorof Harara wards)
Eldas	-	26	2 (Eldas and Della Wards)
Wajir North	-	26	2 (Bute and Daanaba wards)
County headquarters	6	-	-

#### 4.1.2 Respondents by gender and total number

As shown in Table 3, 6 senior county management team members who consisted of 4 male and 2 female were interviewed as key informants at the county level. They included 3 County Executive Committee Members (CECMs), 2 Chief Officers (COs), and 1 Director who were drawn from various departments. The total number of respondents targeted in this category was 5 but the total achieved was more by 1 respondent.

At sub-county and ward levels, 34 male and 43 female senior county officers were interviewed as mid-level cadres. The total targeted for this category was 75 but total achieved went beyond by 2 respondents. At community level, 6 focus group discussions (FGDs) were held and consisted of 31 male and 38 female. The total targeted was 72 but the number achieved was 69 respondents. The total number of respondents achieved was 154 and the survey return rate was more than 95%.

**Table 3: Respondents by gender**

<b>Respondent category</b>	<b>Male</b>	<b>Female</b>	<b>Total achieved</b>
1. Senior county officers (key informant interviews)	4	2	6
2. senior sub-county and ward officers (questionnaire interviews)	34	43	79
3. Community (focus group discussions)	31	38	69
Total	69	83	154

#### 4.1.3 Age of respondents (years) and years they have been in employment

As shown by Table 4, the minimum and maximum ages of senior county management team were 27 and 60 years respectively, with an average of 45 years. The minimum and maximum ages of senior sub-county and ward officers were 22 and 62 years old respectively, with an average of 45 years. Similarly, the minimum and maximum ages of community members were 19 and 62 years respectively, with an average of 37 years.

Senior county management team members were in employment for a period ranging from 3 year (minimum) to 12 years (maximum). On average, they have been in employment for 5 years. Similarly, middle level officers at county sub-county and ward officers have been in employment for a period ranging from 1 year (minimum) to 15 years (maximum). On average they have been in employment for 3 years (Table 4).

**Table 4: Age of respondents and years of employment**

Respondent category	Age of respondent (years)			Years been in employment		
	Minimum	Maximum	Mean	Minimum	Maximum	Mean
Senior county management team	27	62	45	3	12	5
Senior sub-county and ward officers	22	60	37	1	15	3
Community members	19	62	45	-	-	-

#### **4.2 Number of policies made and implemented by county government over the last 2 years**

According to senior county management team, the county has made over 30 policies since the formation of the current government which cover sectors such as roads, public works, water, sanitation, human health, animal health, pre-primary education, vocational education, agriculture, etc. These policies are at various stages of implementation.

#### **4.3 Relationship of county government and county assembly in policy making and implementation**

The relationship between the two arms of county government (executive and county assembly) have been working cooperatively, although ‘minor’ conflicts. Similar to other county assemblies in Kenya, Members of County Assembly (MCAs) have been demanding facilitation from executive to pass bills and policies that favour the

government rather than development. They have such as foreign trips and expensive treatments in posh hotels and game parks. Additionally, they have also been demanding vacancies in the government to employ people from their own people and not represent community interests. This was revealed by CECMs who felt that the demands were unwarranted given the current state of economy. MCAs were also remunerated with salaries and hefty allowances. As one CECMs said, “MCAs are gluttonous animals they only want to satisfy their personal interests and not serve *wananchi* they represent”. “They fail to provide meaningful oversight in implementation of policies and programs even after an outing with the Governor”, said one of the Directors. There was feeling across all county government officers interviewed that MCAs needed to tone down their demands and work for the electorates otherwise they will be kicked out come next general elections.

#### **4.4 Community involvement or participation in decision making and/or implementation of county policies**

There was consensus by county officers interviewed at all levels that there was hardly any or no community participation in decision making processes of the county government let alone involvement in policy implementation. This was reported by about 85% of county government officials at both the sub-county and ward level officials. Only about 15% felt otherwise. When senior government officials at county headquarters were asked to explain why there was little or no community participation in government affairs including policy implementation, they said governments all over the world work with policies that are formulated at higher levels and implemented through a “top-down” process which does not take into account what the beneficiary community will think or react.

The “use of force not negotiations is how communities come to appreciate the government policies and programs”, commented a CECM. And as a Chief Officer asserted, “*shirikali ni siri kali*”, which literally translates to mean a “government is top secret”, hence community members have no business in getting involved and knowing how it operates. Most of the county officers interviewed were of the view that being close to community members might cause government downfall or interfere with its policies and programs. “Ordinary community members are hard to understand issues, they misinterpret everything we do... we prefer working with handpicked representatives,”

commented mid-level county officer. “Involving community members is expensive, they demand payments which are not provided in law”, commented another mid-level county officer.

Despite county officials’ views, most of the participants in community FGDs felt there was need to involve ordinary members of the community as they are beneficiaries of government interventions. “They do their things up there and when they bring them down here they expect us to agree with something we don’t know anything about. We ask ourselves, why do we get raw deal yet we pay taxes!” FGD participant in Eldas. “County government hardly fulfills its part of bargain, this town is full of garbage yet we have a department dealing with garbage collection. There is also a department dealing with public health, yet nobody cares about the health of the residents especially children”, FGD participant in Township ward in Wajir East. Most participants in community FGDs felt that the community is only involved when there is need to sanitize an on-going flawed process and as asserted by one FGD participant in Buute in Wajir North, “they call people the last minute to thumbprint a document or a process they have already agreed upon... this is common when passing annual budgets, CIDPs and other policy documents. They involve only gate-keepers who don’t represent community interests”. “In virtually all county forums, the representatives are gate-keepers who survive by running after every opportunity that comes to the county”, FGD participant, Della in Eldas Sub-county. There was feeling across all FGDs that community is used only as a voting tool and dumped after elections and that the Governor and his people are only interested in satisfying personal interests (see Table 5).

**Table 5: Reason for lack of community participation policy implementation**

<b>Serial number</b>	<b>Reason for lack of community participation in policy implementation</b>
1.	Decisions are top-down without community/public participation
2.	They only involve gate-keepers who don't represent community interest
3.	Community members are only invited to rubber stamp a flawed process that is already underway
4.	Everything in the county is kept secret from ordinary community members who are regarded as less useful
5.	Community is only used as a voting tool
6.	Community is ignored due to illiteracy and high level of poverty
7.	Community is made to believe policy issue is not their domain
8.	Governor is only interested in personal interests
9.	Involving community members is expensive as they demand payment

#### **4.5 Involvement of stakeholders in policy implementation**

Other stakeholders apart from community members were involved to a great extent in decision making processes of the county including policy making and policy implementation. This was agreed by 80% of mid-level county officers interviewed and supported by their senior officers at county level. In Wajir there are many non-profit organizations operating in the county who contribute or influence government policies in one way or another. When community members were asked if they felt their interests were represented by those NGOs and CBOs, most of FGD participants were of the contrary opinion as expressed by one FGD participant in Dadaab ward in Wajir North, “yes, NGOs bring money, food, water and create other opportunities for us, but they use our poverty to exploit and milk us dry... their interest is not to eliminate poverty but to create opportunities for themselves”.

#### **4.6 Whether county government has M&E framework to ensure policy implementation and service delivery**

According to senior county officers there is comprehensive M&E framework including an evaluation which is operated from County Department of Finance and Planning which collects and analyzes data on the implementation (i.e. progress) and outcomes of government policies and programs. This framework feeds into the national electronic M&E framework of the national government which is coordinated from National Treasury in the Ministry of Finance and Planning. It is also not well understood by senior county officers at sub-county and ward levels.

##### **4.6.1 The effects of public policy implementation**

It is evident from all interviews that a policy is only useful when it is implemented and translated into goods (projects and programs) and/or services. The effects of public policy implementation mentioned by county officials included improved quality of services or goods delivered, attitude and behaviour change of service providers, improvement of infrastructure (e.g. roads, bridges water, sanitation, schools, and healthcare facilities, etc.), improved household or community welfare (i.e. fulfillment basic needs such food, nutrition, security, clothing, shelter, etc.), etc. Community FGDs felt a policy implementation has effects when it is coupled with the service providers' integrity, commitment, and dedication to duty, and selflessness. They felt these virtues are terribly lacking in county leadership and that is why there is a vicious cycle of corruption, mismanagement of resources, and inefficiency.

##### **4.6.2 Challenges and obstacles encountered in policy implementation**

County officials both at the county headquarters, sub-county, and ward levels were in agreement that the main challenge or obstacle encountered in policy implementation was delay of funds from National Treasury to meet development and recurrent expenditures. The delay of funds tended to ground almost everything including payment salaries and fuel vehicles. This has been forcing many government officials to operate from their homes for lack of transport. Lack of political goodwill from the Governor and low cooperation from departments implementing a policy were other reasons cited across categories of county officers. Other reasons cited by county officers were lack of

habitable offices forcing them to operate from collapsing buildings, working with machines or equipments that break down often, and implementing policies that lack clear outcomes and goals. Corruption, inefficiency, and mismanagement of resources were mentioned by community FGDs who also complained of inefficiency of county officers who are hardly seen at their work stations. Aloofness of county officers when implementing policies was also mentioned.

#### **4.6.3 Suggestions for improving policy implementation and service delivery**

County officers at all levels were in agreement that if funds are released on time by the national government policy implementation would be faster and service delivery would be improved. A sizable number of county officers especially those at sub-county and ward levels felt there was need to build better offices, repair or replace broken down and obsolete machineries or equipments, and involve all stakeholders in policy formulation and implementation. On the contrary community members felt there was need to fight corruption and mismanagement of resources at all levels of county government. They also felt there was need to engage on youth on volunteer basis to assist in delivery of services in areas where there is inadequate personnel. Community members also felt that there was need to recall the Governor and entire MCA brigade who have failed their electorates.

#### **4.6.4 How community members view service delivery by county government**

Majority of community members in FGDs viewed service delivery by county government as being low and unsatisfactory. The main reasons mentioned includes: lack of essential drugs and other medicaments in government health facilities, inefficient workforce, unavailable ambulance services; lack of fire engines to fight fire outbreaks, lack of proper disaster preparedness plan, poor infrastructure including roads, bridges and sanitation, and high taxation by county government. Table 6 lists the main reasons mentioned by community members for poor service delivery.

**Table 6: Main reason for poor rating of service delivery**

<b>Serial</b>	<b>Main reasons of poor rating of service delivery</b>
<b>Number</b>	
1.	Health facilities lack essential drugs and other medicaments (e.g. laboratory reagents)
2.	Inefficient worker force
3.	No ambulance and other emergency operation services
4.	No fire engines, poor disaster preparedness
5.	Poor roads, bridges, and sewer lines, etc.
6.	High taxation
7.	No market to sell products or farm produce, harassment by county <i>askaris</i>
8.	Inadequate or poor ECD classrooms and other infrastructure (e.g. toilets)
9.	Garbage is hardly collected
10.	Community members in rural areas don't get services they require

When asked why there was poor service delivery by the county government, county officers at all levels mentioned a number of reasons the main ones included the following: delay of salaries which discouraged employees, poor leadership by senior officials, delay in delivery of drugs and medical assortments by KEMSA, lack of office space and up-to-date working tools, delayed disbursement from National Treasury, lack of cooperation between county and national government departments and agencies, unclear responsibilities between the county and national government, and traders being reluctant to pay taxes.

#### **4.7 Scoring of county officials on service delivery by community members using a scale of 1 to 10 (where 1 is the lowest and 10 the highest)**

Community members gave scores for 7 senior and middle level county officers and the following were the scores: Governor 2, CEMs=2, Chief Officer=3, Director=3, Ward Administrator 6, and Sub-county Administrator=5 and Town Administrator=4. On average they scored 3.6 out of 10 which is a considerably a low score given that county

government is a devolved unit which is meant to bring development and government services close to people. The following are the reasons given for the low scores: Governor is not accessible to community members, CECs only appears in function or seen running in big vehicles, Chief Officers and Directors are rarely seen spearheading development programs, Ward and Sub-county Administrator are only seen in their offices while Town Administrators are rarely available and less known to traders. In comparison, MCA scored 5 and was said to appear only in functions such as funerals. Chiefs scored 7 out of 10 which is a high score and was said to be ready to serve people despite their demand for “*kitu kidogo*”. The scores and the mains reasons are summarized in Table 7.

**Table 7: Scoring of county government officials on service delivery**

Serial number	Designation of county official	Score	Main comments
1.	Governor	2	Not accessible to <i>wananchi</i> and doesn't respond to issues that personally require his attention
2.	County Executive Committee Member (CECM)	2	Only appear in function or seen running in big vehicles
3.	Chief Officer	3	Rarely available
4.	Director	3	Rarely available
5.	Ward Administrator	6	Seen only in ward offices
6.	Sub-county Administrator	5	Seen only in sub-county offices
7.	Town Administrator	4	Rarely seen and is less known by traders in town
8.	Member of County Assembly (MCAs)	5	Seen only functions
9.	Chief/Assistant Chief	7	Easily accessible and ready to serve all despite demands for “ <i>kitu kidogo</i> ”

#### 4.7.1 Satisfaction with policy implementation

Majority (66%) of middle level county management team said they felt they were either highly dissatisfied or dissatisfied with the manner in which policy implementation was

being done in the county. This is against 34% who felt either highly satisfied or a bit satisfied. Over 80% of the reasons mentioned why the middle level management why policy implementation was not being done in the right manner were not favourable as shown in Table 8

**Table 8: Satisfaction with policy implementation**

Reason for being satisfied or dissatisfied with policy implementation in the county	N	Perc. (%)
1. Policies are top down and don't involve public participation	13	17
2. Some policies are not implementable and thus don't contribute service delivery	12	15
3. No proper coordination and cooperation among departments to implement policies	6	8
4. Policies don't contribute to service delivery in the county	12	15
5. County Assembly is bribed to pass unfavorable policies	11	14
6. Policies are good and among the best in Kenya	5	6
7. Some senior county management team members are inefficient and are not in touch with the community	13	16
8. Other	7	9

As shown in Table 9, ability to implement policies by senior county management was rated as either low or very low by majority of respondents (55%) against 28% who felt the ability of the officers was either high or very high with 17% whose rating was average. This was a complete opposite for middle level officers who's ability to implement policies which was rated either high or very high by 50% of respondents and low or very low by 17%. A huge number of respondents said they rated the ability of the officers as average (33%).

**Table 9: Rating of ability of senior county officers to implement policies**

Level of management	Rating of ability to implement policies											
	Very low		Low		Average		High		Very high		Total	
	N	Perc. (%)	N	Perc. (%)	N	Perc. (%)	N	Perc. (%)	N	Perc. (%)	N	Perc. (%)
Senior management	16	20	28	35	13	17	13	17	9	11	79	100
Middle level officers (at sub-county and Ward levels)	10	13	3	4	26	33	23	29	17	21	79	100

**4.15 Quantitative Analysis of Key Variables From Interviews with senior (middle level) Officers at the Sub-county and Ward Levels**

- *Policy implementation (independent variables)*

Over 65% of middle level county officers disagreed or strongly disagreed that there was public participation in the county as opposed to 10% who felt otherwise; 24% were undecided. There was no robust policy implementation framework in the county as mentioned by majority of respondents (59%) who either disagreed or strongly disagreed that there was. Those who thought otherwise (either agreed or strongly agreed) that there was a robust policy implementation framework were 22%; 19% were undecided. Majority of middle level officers also either disagreed or strongly disagreed that there a functional evaluation plan in the county as mentioned by 52% against 40%; 8% were undecided. With regard to if there was stakeholder involvement in policy implementation, majority of the middle level officers (67%) agreed or strongly agreed it was there. Those who thought otherwise (disagreed or strongly disagreed) that there was stakeholder engagement were 23% (Table 10).

**Table 10: Frequency of policy implantation variables**

Level of agreement with the following factors of policy implementation	Strongly disagree		Disagree		Undecided		Agree		Strongly agree		Total	
	N	Perc. (%)	N	Perc. (%)	N	Perc. (%)	N	Perc. (%)	N	Perc. (%)	N	Perc. (%)
1. Public participation on policy issues is conducted regularly in the county	27	34	25	32	19	24	2	3	6	7	79	100
2. There is a robust policy implementation framework	24	30	23	29	15	19	8	10	9	12	79	100
3. There is an effective p valuation plan	7	9	34	43	6	8	13	17	19	25	79	100
4. There is Stakeholder engagement in policy implementation	11	14	7	9	8	10	30	38	23	29	79	100

- *Service delivery (dependent variables)*

The factors of service delivery that majority of middle level county officers agreed were evident in the county were customer satisfaction, accessibility, and quality of service as mentioned by 62%, 67% and 68% of respondents, respectively. However, majority of the respondents disagreed that there was transparency, accountability, and efficiency as mentioned by 56%, 56%, and 56% respectively (Table 10).

**Table 11: Frequency of service delivery factors (sub-variables)**

Level of agreement with the following factors of service delivery	Strongly disagree		Disagree		Neutral		Agree		Strongly agree			
	N	Perc. (%)	N	Perc. (%)	N	Perc. (%)	N	Perc. (%)	N	Perc. (%)	N	Perc. (%)
1. Customer satisfaction	11	14	11	14	8	10	23	29	26	33	79	100
2. Transparency	26	33	28	36	12	15	1	1	12	15	79	100
3. Accountability	14	18	30	38	9	11	21	27	5	6	79	100
4. Efficiency	13	17	31	39	11	14	10	13	14	17	79	100
5. Accessibility	4	5	13	17	9	11	31	39	22	28	79	100
6. Quality of service	4	5	11	14	10	13	44	55	10	13	79	100

- *Correctional Analysis*

Table 11 shows correction coefficients (r) between key variables of the study which explains how strong or weak the relationship is and its direction (positive or negative). This is useful to determine to the effect of key variables on service delivery in Wajir County. As shown in the table, there is a strong and positive significant relationship ( $r=.678$ ,  $pvalue=.001$ ) between policy evaluation plan and service delivery, and a weak but significant positive relationship ( $r=.575$ ,  $pvalue=.002$ ) between public participation and service delivery. Additionally, there is a strong though negative significant relationship ( $r=-.598$ ,  $pvalue=.003$ ) between implementation framework and service delivery, and a weak though positive significant relationship between stakeholder engagement and service delivery. The correctional results of other key variables (dependent variables) are also shown on the table how they relate between themselves.

**Table 12: Correlational analysis**

Variable	Correlation results	Policy evaluation plan	Public participation	Implementation framework	Stakeholder engagement	Service delivery
Policy evaluation plan	Person correlation Sig. (2 tailed) N	1 79	.512*** 79	.451*** 79	.567 79	.678*** 79
Public participation	Person correlation Sig. (2 tailed) N	.372 .001 79	1 0 79	.354*** 0 79	.358 .001 79	.579*** .002 79
Implementation framework	Person correlation Sig. (2 tailed) N	.498 0 79	.542*** .002 79	1 0 79	.767 .012 79	- .003 79
Stakeholder engagement	Person correlation Sig. (2 tailed) N	.579 .013 79	.685*** .012 79	.679*** .005 79	1 0 79	.452*** .010 79
Service delivery	Person correlation Sig. (2 tailed) N	.677 .019 79	.464*** 0 79	.572*** .015 79	.572 0 79	1 79

**4.16 Discussion of individual objective results (This is guided by the research objectives and research questions)**

i) *To assess the effects of implementation public policy on service delivery in Wajir County*

County government officials interviewed agreed that a policy is only useful when it is implemented and delivers goods (programs) and services to the intended beneficiaries.

The effects of an implementing public policy to deliver services are wide ranging and include ....

County government officials agreed that the main challenge or obstacle in policy implementation to deliver services is delay of funds from National Treasury to meet development and recurrent expenditures. They also cited lack of political will from the Governor when implementing certain policies and lack of adequate cooperation from departments and units implementing a policy. Other reasons mentioned includes lack of habitable or inadequate office space, obsolete and broken down machineries or equipments, implementing policies that lack clear outcomes and goals. Community FGDs however mentioned high level of corruption and mismanagement of resources, inefficiency, and aloofness of some government county when delivering services. They also mentioned favoritism when sharing resources which benefits some areas more than others. Majority of community FGD participants complained that some county officials lack important virtues such as integrity, commitment, and dedication to duty leading to vicious cycle of corruption, mismanagement of resources, and inefficiency in government.

County officials suggested measures for improving policy implementation leading to delivery of quality services which included timely release of funds from National Treasury, building of better offices or expanding office space, repairing or replacing obsolete or broken down machineries and equipment. However, community members felt there need to fight corruption, mismanagement of resources and inefficiency in government, engage idle youth as volunteers to help in implementing policies or programs and delivering services where there inadequate staff. Additional community FGDs suggested recalling of Governor and the entire MCA brigade whom they said their performance was questionable.

Majority of community members in FGDs viewed implementation most policies and service delivery in the county as being unsatisfactory given the massive resources allocated to the county. Wanting areas or depart mentioned they mentioned included health sector where there is continued lack of essential drugs and other medicaments and lack of ambulances services to render emergency services, and human resources where there is inefficiency. Other areas they mentioned included infrastructure such as roads which was in dire need of improvement, and tax which was high especially for traders.

The reasons mentioned by county officials for poor implementation of policies and service delivery included prolonged delay of county employees' salaries which demoralized them, poor leaders by some senior officials, delay by KEMSA to supply essential drugs and other medicaments, and lack of habitable or adequate office spaces which forces some employees to operate from their homes. They also mentioned delay of funds from National Treasury to funds both recurrent and development expenditures, poor working tools such as machineries and equipments, and traders being reluctant to pay taxes.

Frequency analysis from data collected from middle level county officers at the sub-county and ward levels on policy implementation variables reveal that there is no public participation, no robust policy implementation framework, and there was no functional evaluation plan in the county. The officers otherwise said there was stakeholder engagement in the county. On service delivery, the officers said they agreed there evidence of customer satisfaction, accessibility, and quality of service. The officers however disagreed there was transparency, accountability, and efficiency in service delivery in the county.

ii) *To examine the role of stakeholder engagement in service delivery in Wajir County*

The community is hardly involved in or allowed to participate in decision making processes of the county in policy implementation and service delivery in the county. This was a unanimous response from county government officials who were interviewed and community FGDs. County government officials felt it was the work of government to formulate policies and implement them through a “top-down” process without what community members say or react. They said involving community members in policy issues is like sharing government secrets with them fearing that they might be a threat to the government. And as a Chief Officer said, “sherikali ni siri kali”, translated to mean a government is top secret which needs not be shared somebody outside it let alone community members.

County government officials said they like working with gate-keepers or hand-picked representatives because community members are hard to understand issues and when involved they demand payments which are not provided for in law. Community FGDs however felt there was need to involve them in all decision making processes of the county as they were beneficiaries of government interventions. Community members felt projects are never implemented the way they should. County government only involves community members to sanitize an already flawed process which is already underway. The government likes working with gatekeepers who don't represent community interests.

Community FGDs expressed various concerns with less or no involvement in policy implementation and policy delivery. This can be better summed up by the words FGD participant in Eldas who said: "why do they do things up there and when they bring them to us they expect us to agree with them... why do we get a raw deal yet we pay taxes!" Community members felt they are used as voting tools and dumped after elections, and that the Governor and his staff are only interested in satisfying their own personal interests.

Other stakeholders apart from community members such civil society are involved to a great extent in decision making including policy making, implementation, and service delivery as mentioned by 80% of county government officials interviewed. Community members however felt civil society hardly represent their interests and as expressed by FGD participant in Danaabu: "NGOs use our poverty to exploit and milk us dry... their interest is not to eliminate poverty but to create opportunity for themselves". Frequency analysis reveals that there is stakeholder involvement in policy implementation at the county level.

*iii) To assess the effects of monitoring and evaluation (M&E) on service delivery in Wajir County*

There is a comprehensive monitoring and evaluation (M&E) framework which includes policy evaluation plan for evaluation government policies and programs. It is operated from Department of Finance and Planning of the county and coordinated from the National Treasury in the Ministry of Finance and Planning. Frequency analysis reveal

that here is no functional evaluation plan while qualitative analysis show that the M&E framework that is available is well understood by middle county officials at the sub-county and ward levels.

*iv) To document the contribution of county management team in implementation of public policy on service delivery in Wajir County in Kenya*

The performance of county management team did not excite the community and mid-level county staff as there were complaints of weakness in senior top leadership, lack of goodwill from the Governor to implement certain policies, implementation of policies that did have not clear outcomes and goals, absence of senior leaders from the community, favouritism by the Governor when allocating resources, and inability to fight endemic corruption, mismanagement of resources, and inefficiency in government.

As presented earlier, community members awarded scores to 7 select officials and the following were the results: Governor 2, CEMs=2, Chief Officer=3, Director=3, Ward Administrator 6, and Sub-county Administrator=5 and Town Administrator=4. On average they scored 3.6 out of 10 which is considerably a low score. Individual scores ranged from 2 to 6. Reasons given for each official included: The Governor is not accessible to community members, CECs only appears in functions or seen running in big vehicles, Chief Officers and Directors are rarely available, Ward and Sub-county Administrator are only seen in offices while Town Administrator is rarely seen and is less known to traders.

Further analysis reveals that the ability of senior county officers to implement policies was rated by middle level county officers as either low or very low as mentioned by 55% of respondents. In comparison, the ability of middle level officers (at the sub-county and ward levels) was rated as either high or very high by majority of respondents (50%).

## CHAPTER FIVE

### SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

#### 5.1 Introduction

This chapter includes the summary of findings from the data collected from Wajir County Government, conclusions which are based strictly on research findings; recommendations to i) authorities for action ii) service users/beneficiaries and especially community members iii) and other stakeholders such as civil society, NGOs, CBOs and special interest groups; and recommendations for further study in this field.

#### 5.2 Summary of the result findings

The research collected field data from 79 county government officials consisting of 6 senior and 73 mi-level employees and 151 community members who participated in FGDs. The return rate was almost 100%. Many policies have been formulated since the formation of Wajir County Government. But more 30 have been formulated and implemented by the current government. They fall under wide range of areas or sectors such as health, education, livestock, agriculture, infrastructure, etc.

The relationship between the county government (executive) and county assembly has been fairly okay although there have been sad moments. Senior government officials interviewed revealed that MCAs keep often demand money, special favours, and expensive treatments such as overseas trips and outing to posh hotels to pass bills and policies that favour the government instead of actual situation on the ground.

There is hardly any community participation or involvement in decision making of the county let alone policy implementation as reported by 85% of county government officials and supported by community members who participated FGDs. Senior county government officials interviewed felt that policies should be formulated at higher level and pushed into the community through a “push down” process without regard what communities thinks or reacts. This process makes community members fear and respect the government. The government was regarded as “siri kali” or “top” secret meaning outsiders should be allowed to know its secrets otherwise they might turn out to be threat

to the government. It was reported that involving ordinary community members might cause government downfall or even interfere with its policies and programs.

Despite the above discussion, community members there was needed to involve them in decision making and implementation of policies as they are the beneficiaries of government interventions. They felt lack of community involvement prevented projects from being owned by the community. They also said it was wrong to involve community members when a policy or program is underway, a process they regarded as “sanitizing a flawed process which is underway”. They wondered why the government involves gatekeepers who don’t represent community interest. They also felt community members are only used voting tools and that the Governor and his staff were there to serve selfish interests and not communities’.

It revealed by over 80% of government officials interviewed that other stakeholders apart from community members are involved to great extent in decision making of the county including policy implementation. However, community members felt civil society or NGOs don’t represent community but selfish interests as summed up by FGD participant in Dannab: “they use our poverty to exploit us and milk dry... their interest is not to eliminate poverty but create opportunities for themselves”.

There is an elaborate M&E framework or system which includes policy evaluation plan which is operated from County Department of Finance and Planning and which is linked to County Treasury. It collects and analyzes data but it has not been very effective due to implementation issues. The framework is also not well understood especially at sub-county and ward levels where most policies are implemented.

There was consensus among county officials that a policy is only useful when it is implemented and it’s translated into goods and services. Community members felt county officials lacked important virtues that would enable policy implementation such as integrity, commitment, and dedication to duty. This they said was the cause of the vicious cycle of poverty, mismanagement of resources and inefficiency county government.

County government officials agreed that the main challenges or obstacle in policy implementation was delay of funds from National Treasury to meet development and recurrent expenditures. They also cited lack political goodwill from the Governor and

low cooperation from departments implementing a policy. Other reasons mentioned include lack of habitable offices, obsolete or broken down work tools such as machines and equipments, and implementing policies with no clear outcomes and goals. However, the community mentioned issues such as run off corruption, mismanagement of resources, inefficient workers, and aloofness of some officials when implementing policies and rendering services. They also mentioned favouritism in sharing resources.

The suggestions provided by the government side for improving policy implementation and service delivery included: timely release of funds from National Treasury, building of better offices or expanding existing one, replacing or replacing broken down or obsolete machines and equipments. However, community members felt the solutions were to fight corruption, inefficiency and mismanagement of government resources, engage idle youth to assist where there inadequate personnel, and recalling the Governor and the entire MCA brigade for giving their electorate raw deal.

Majority of community members viewed service delivery as being unsatisfactory. They mentioned reasons such as lack of essential drugs and other medicaments in government health facilities as well lack of ambulances to provide emergency services, lack of fire engines to fight fire, poor disaster preparedness, poor infrastructure such as roads and bridges, and high taxation especially targeting traders. However, the government said the reasons for poor service delivery were prolonged delay of employees' salaries which curtailed their efforts, poor leadership by some senior officials, delay by KEMSA to deliver essential drugs and medicaments on time, and lack of office forcing some of them to operate from home. They also mentioned obsolete or lack of functional work tools such as machines and equipments, delay of disbursement of funds from National Treasury which grounded most government activities, and traders being reluctant to pay taxes, among others.

Community members were asked to use scale 1 to 10 (1 representing the lowest and 10 the highest) to score the select 6 county government officials (Governor, CECMs, MCAs, Sub-county Administrator, Ward Administrator, and Town Administrator) who scored an average of 3 out of 10 scores which is considerably a low score. Reasons provided for their scores were that the officials were not accessible to people they serve and that some

them only stay in offices and lack touch with the ground. MCAs in particular were accused of appearing on functions.

Senior county management team ability to implement policies was rated either low or very low by their majority (55%) of junior counterparts at the sub-county and ward levels who participated in the study. Over 65% of middle level county officers said they were dissatisfied or highly dissatisfied in the manner in which policy implementation was being conducted in the county. They mentioned the main reasons such as top down policies that don't have the input of community members, implementable policies, policies that don't contribute to service delivery, and some county officials being inefficient and not being in touch with the community.

Correlational analysis of key variables reveal that there strong and positive relationship ( $r=.678$ ,  $pvalue=.001$ ) between policy evaluation plan and service delivery, and weak though significant positive relationship ( $r=.575$ ,  $pvalue=.002$ ) between public participation and service delivery. Additionally, there is strong though negative significant relationship ( $r=-.598$ ,  $pvalue=.003$ ) between implementation framework and service delivery, and a weak but positive significant relationship ( $r=.452$ ,  $pvalue=.010$ ) between stakeholder engagement and service delivery. Overall, there is significant relationship between each of dependent variables and independent variable.

### 5.3 Conclusions

- The community is hardly involved or allowed to participate in decision making including policy implementation yet they are the beneficiaries of government interventions. Policies are top down with hardly any community input and where there is, only gatekeepers are allowed to provide it.
- Other stakeholders such civil society/NGOs were involved to a great extent in decision making including policy implementation although the community complained that they don't wholly champion community interests. Participants of community FGDs complained that civil society/NGO's interest is not to eliminate poverty from the community but use it to create opportunities for themselves.

- There is prolonged delay in release of funds allocated to the county by the National Treasury which affects implementation of county activities including inability to pay salaries or fuel vehicles which ground county government operations.
- Though there is M&E framework but there no robust functional policy evaluation plan. County officials especially those at sub-county and ward levels were not aware M&E framework or evaluation plan.
- MCAs often demand favours from the Governor to pass bills and policies favourable to the government and not those that are meant to solve issues on the ground. Favours included money, overseas trips, and treatment in posh hotels. They were however rated highly by community members than other county officials as the make appearances especially in funerals.
- Despite delay in release of county allocation from National Treasury which is common in all counties, Wajir benefits from other government sources as well as development partners.
- The county management team performance was not commended by the community and mid-level county officers as there were complaints of weak senior top leadership, lack of goodwill from the Governor to implement certain policies, implementation of policies that have not clear outcomes and goals, absence of senior leaders from the community, favouritism by the Governor when allocating resources, and inability to fight endemic corruption, mismanagement of resources, and inefficiency in government.
- Analysis of policy implementation variables reveal there is non-availability of public participation, robust policy implementation framework, and functional evaluation plan in the county. There was however, stakeholder involvement in policy implementation.

#### **5.4 Recommendations for practice to:**

##### i) The authorities for implementation

- In collaboration with relevant national government agencies, come up with a multisectoral plan to fight endemic corruption, mismanagement of resources, and inefficiency in the county government.

- The community is the beneficiary of government policies and programs, hence there need allow public participation in every stage of policy development and implementation. The failure of most government policies and programs emanates from lack of ownership when the beneficiaries have not been fully involved from the inception.
- Other key areas of policy implementation such as having a robust implantation framework and functional evaluation plan need to be looked at and given due consideration.
- The county management team should establish the source of weak leadership within the government and solve it. The Governor, relevant departments and the County Service Board should dismiss or suspend those found derailing implementation of county policies and programs. The Governor should improve on his weakness if he is the source of weak leadership. This should solve the issue of weak leadership identified at senior levels which tends to derail implementation of policies and programs at all levels.
- The county management team in collaboration with County Service Board needs to establish a robust system to monitor performance of each department or agency/unit in county government to ensure staff members performs their duties as required. This should solve the issue of aloofness of staff, improve daily attendance as well as efficiency, and pull service providers to the people they serve.
- CECs, Chief Officers and heads of departments and agencies in the county should be held accountable for non-implementation of a policy or program. This should solve the problem lack of cooperation among departments or agencies when implementing a policy or program.
- Delay in release of funds from National Treasury is national issue and should be handled by the Council of Governors in collaboration relevant organs of national government. However, prudent management of any funds received by the county government should ensure provision of essential services is grounded. Wajir should also negotiate with banks to pay employees in advance as the county awaits its rightful share of allocation from National Treasure. This has been the practice with most counties in Kenya.

- Relevant departments and the County Executive in collaboration with County Assembly should ensure only relevant policies are formulated and implemented. There should be adequate public participation to ensure real issues on the ground are captured instead of developing policies that have no clear goals.
- It is good idea to engage of idle youth on volunteer basis to assist the government where there are inadequate personnel. This is a good suggestion that should be followed up.

#### ii) Service users/ beneficiaries

- The community should review their voting pattern so that they elect capable people who have community interest at heart and who value and understand problems that affect the people on the ground.
- The community should advocate for recognition of their own capable representatives in decision making forums of the county government. These representatives will be the community's 'ear and eye' when the larger community is not invited to participate in such forums. This should do away with hand-picked representatives or gatekeepers who don't represent community interests.
- The community should establish a robust movement or system that will ensure there is transparency and accountability in use and management of county resources. This can be done in collaboration with the local civil society, NGO, CBOs and other special interest groups.

#### iii) Other stakeholders

- Civil society, NGOs, CBOs and special interest groups should represent community interests when they are invited to participate in decision making forums of county government. There is need for all non-profit organizations operating in the county to employ or incorporate in their board of management one or more local personnel to champion community interests.
- Civil society, NGOs, CBOs and special interest groups should provide civic education with regard to people's rights as enshrined in the Bill of Rights of the Kenyan Constitution.

- Civil society, NGOs, CBOs and other special interest groups should play an advocacy role for recognition of community representatives in decision making forums of county government where the larger community is not represented. They should also advocacy for the larger communities' participation in decision making forums as required by the Constitution and County Government Act, 2012. Advocacy should also include opening up space for involvement or participation of community members in implementation and evaluation of county policies and programs.

### **5.5 Recommendations for further research in this field of study**

The next research should establish the extent to which the above recommendations have been implemented instead of conducting more studies which don't add value to the county.

## REFERENCES

- Ansell, C., Sørensen, E., and Torfing, J. (2017). Improving policy implementation through collaborative policymaking. *Policy & Politics*.
- Borg, R.W., and M.D. Gall. (1989). *Education Research: An Introduction*. 2nd Ed. New York: Longman.
- Babbie, E., and A. Rubin. (1989). *Research Methods for Special Work*. California: Wadsworth.
- Brusca, I., F. Manes Rossi., and Aversano, N. (2018). Accountability and transparency to fight against corruption: an international comparative analysis. *Journal of Comparative Policy Analysis: Research and Practice*, 20(5), 486-504.
- Blick, A. (2016). The controversy over civil service accountability is symptomatic of an unstable constitution. London School of Economics.
- Babbie, E. and Rubin, A. (1989) *Research Methods for Social Work*. California: Wadsworth.
- Bogdan, R. C. and Biklen, S. K. (1982) *Qualitative Research for Education: An Introduction to Theory and Methods*. Boston: Allyn and Bacon.
- Borg, W. R. and Gall, M. D. (1989) *Educational Research: An Introduction* 5th. edn. New York: Longman.
- Boyne, G. (2002). Public and Private Management: What's the difference? *Journal of Management Studies*.
- Burns, D., Hambleton, R., and Hoggett, P. (1994). *The Politics of Decentralisation: Revitalising Local Democracy*.
- Bach, T. (2012) *The Involvement of Agencies in Policy Formulation: Explaining Variation in Policy Autonomy of Federal Agencies in Germany*. *Policy and Society*.
- County Government of Wajir. (2018). *COUNTY Integrated Development Plan (CIDP) 2018-2022*.
- Creswell, John W. (2009). *Research Design. Qualitative and Quantitative Approaches*.
- DiMaggio, Paul J., and Walter W. Powell. (1983). The Iron Cage Revisited: Institutional Isomorphism and Collective Rationality in Organizational Fields. *American Sociological Review*.

- Durlak S., and H. DuPre. (2016). Public-value failure: when efficient markets may not do, *Public Administration Review*.
- Denzin and Lincoln (1994) In Gall, M. D. et al. (1996) *Educational Research: An Introduction*. New York: Longman.
- Eneanya, A.N. (2014). *Theory and practice of public administration*. Ibadan University Printery.
- Gay, L., G. Mills, G., & Airasian, P. (2006). *Educational research: Competencies for analysis and applications*.
- Gboyega, B. (2004). *First-class public servant: the myths, characteristics, dos and don'ts*.
- Groenewald, C. and Smith, A. (2017). *Public Participation and Integrated Development Planning in Decentralized Local Government: A Case Study of Democratic Transition in South Africa*. In *Public Participation and Innovations in Community Governance*.
- Helmsing, A. B. (2015). *Conditions for social entrepreneurship*. *The International Journal of Social Quality*.
- Heskett, J. (2016). *Creating economic value by design*. *International Journal of Design*.
- Ikelegbe, A.O. (2015). *Public Policy Analysis. Concepts, Issues and Cases*.
- Jensen, Michel and H. Heckling. (1976). *Theory of the Firm Managerial Behavior, Agency Costs and Ownership Structure*. *Journal of Financial Economics*.
- Khaunya, M.F., Wawire, B. and Chepng'eno, V. (2015). *Devolved Governance in Kenya; Is it a False Start in Democratic Decentralization for Development? International Journal of Economics, Finance and Management*.
- Leedy P.D. and Ormrod J.E. (2010) *Practical Research: Planning and Design*. (9th ed). Pearson Educational International, Boston
- Locke and Latham. (1990). *Goal Setting Theory*.
- Locke (1968). *Goal Setting Theory*, Harvard University Press, Cambridge, MA
- Leedy P.D. & Ormrod J.E. (2010) *Practical Research: Planning and Design*. (9th ed). Pearson Educational International, Boston
- Lufunyo H. (2013). *Impact of public sector reforms on service delivery in Tanzania*. *Journal of Public Administration and Policy Research*.
- Lodge F. (2015). *Women's Political Participation: Issues and Challenges Retrieved from [Http://Www.Eisa.Org.Za](http://www.eisa.org.za)*

- Maggetti M. (2009). The Role of Independent Regulatory Agencies in Policy-Making: A Comparative Analysis. *Journal of European Public Policy* 16 (3): 445–465.
- Mushi S. S. (2016). Privatization and the Fate of Public Sector in Tanzania. Occasional Paper (Redet UDSM)
- Njunwa P. (2015). Public Sector Reforms in Tanzania. Mzumbe University.
- Newman, I., and Benz, C.R. (1998). *Qualitative-quantitative research methodology: Exploring the interactive continuum*. Carbondale and Edwardsville: Southern Illinois University Press.
- Ochieng', M. (2016). Corporate governance practices in developing countries: The case for Kenya. *International Journal of Business Administration*, Vol. 2, No. 1, February 2011.
- OECD (2017a). *Preventing Policy Capture: Integrity in Public Decision Making*. OECD Public Governance Reviews, OECD Publishing: Paris. <http://dx.doi.org/10.1787/9789264065239-en>
- OECD (2017b), *Policy Advisory Systems: Supporting Good Governance and Sound Public Decision Making*, OECD Public Governance Reviews, OECD Publishing: Paris, <https://doi.org/10.1787/9789264283664-en>.
- Olsen N., & Edie, K. (2015). *Responsible Government: Clarifying Essentials, Dispelling Myths and Exploring Changes*, Canada School of Public Service (formerly CCMD), Ottawa
- Verhoest, K., P. Roness, G., Verschuere, B. Rubecksen, K. & MacCarthaigh, M. (2010). *Autonomy and Control of State Agencies*. London: Palgrave Macmillan.
- Ryan, R. (1970). How to do more with less, *Financial Executive*, Vol. 9(2), pp.41-45.
- Safari, D.R., and Mbirithi, D.M. Implications of Public Policy Implementation on Service Delivery in Kilifi Kenya. *International Journal of Current Aspect*, Vol. 6, Issue 3, 2022, P.134-151, ISSN 2707-8035.
- Scott, G. K. (2019). Effects of public expenditure management practices on service delivery in the public sector: The case of district assemblies in Ghana. *Journal of Public Administration and Governance*.
- Sisilana, M. (2019). Public participation and environmental law: A South African perspective.

Thanappan, S. (2019). Public Participation and Community Engagement as a part of EIA–A review. Int. J. of Recent Engg. Res. And Dev.



## APPENDICES

### Appendix I: Informed Consent Form

#### MOUNT KENYATTA UNIVERSITY

##### **Informed Consent**

My name is Sadam Hussein Yussuf who is masters degree student from Mount Kenya University). I am conducting a study titled “Effects of Implementation of Public Policy on Service Delivery in Wajir County”

The information will be used to improve public policy implementation on service delivery in the County Government of Wajir.

##### **Procedures to be followed**

Participation in this study will require that I ask you some questions and will record the information you provide in a questionnaire/notebook.

##### **Voluntarism**

You have the right to refuse participation in this research. Participation in this research is voluntarily. You may refuse to respond to some questions and you may stop an interview at any time.

##### **Discomforts and Risks**

Some of the questions I will ask you are on intimate subject and may make you uncomfortable. If this happens, you may refuse to answer these questions if you choose to do so. The interview will take approximately about half an hour to 40 minutes. I will ask for your tolerance during the interview process.

##### **Benefits**

If you participate in this study you will help me to document how to provide effective implementation of public policy especially with regard to service delivery in this county.

##### **Reward**

No reward will be provided for participating in the study but you will be rewarded indirectly when there is improvement on service delivery by County Government of Wajir.

##### **Confidentiality**

The interviews or discussions will be conducted in a private setting. Your name will not be recorded on the questionnaire or note books. The information or data recoded in the questionnaires and/or notebooks will be used for the purpose for which they are meant and will not be shared with anybody. Everything will be kept private and only shared with the study team.

**Contact Information**

If you have questions about the study call Coordinator of Postgraduate Studies of Mount Kenya University Dr. \_\_\_\_\_ 07 \_\_\_\_\_ or my Supervisor Dr. Francis Mutegi 0722756811.

**Participant's statement**

The above information regarding my participation in the study is clear to me. The study has been explained to me. My participation in this study is entirely voluntary. I understand that my records will be kept private and that I can leave the study at any time.

Name \_\_\_\_\_ of \_\_\_\_\_ Participant:

\_\_\_\_\_  
\_\_\_\_\_

Signature or Thumbprint \_\_\_\_\_ Date \_\_\_\_\_

\_\_\_\_\_

Name of Representative/Witness (where necessary) \_\_\_\_\_ Relationship to Subject \_\_\_\_\_

**Investigators statement**

I, the undersigned, have explained to the volunteer in a language s/he understands, the procedures to be followed in the study and the risks and benefits involved

\_\_\_\_\_  
Name of Interviewer

\_\_\_\_\_

Signature \_\_\_\_\_ Date \_\_\_\_\_

## **Appendix II: Tools (data collection instruments)**

### **KEY INFORMANT INTERVIEW (KII) GUIDE FOR SENIOR COUNTY GOVERNMENT OFFICIALS**

1. How many policies has your government made and implemented over the last 2 years?
2. How effective have these policies been on improving the lives of residents in this county?
3. Please describe the relationship between the county executive and county assembly when it comes to policy making and implementation?
4. Does your government involve the community and other stakeholders in policy making and implementation? Please explain
5. How does the stakeholder involvement in implementation of policies contribute to effective and efficient service delivery?
6. Does your government have monitoring and evaluation system to ensure policies are delivered effectively and efficiently? Please explain
7. What challenges do you encounter in implementation of policies and delivery of services?
8. How does involvement of senior county government officials in implementation of policies affect service delivery?
9. What do you recommend to improve policy implementation and service delivery in the county?

### **QUESTIONNAIRE FOR SUB-COUNTY AND WARD COUNTY OFFICIALS**

1. What is your role in implementation of county policies?

---

---

---

---

---

2. How would you describe policy implementation and service delivery at the sub-county and/or ward level(s)?

---

---

---

---

---

3. How does implementation of policies influence service delivery at sub-county and/or ward level(s)?

---

---

---

---

4. Do you involve the community and other stakeholders in policy making and implementation?

---

---

---

5. Do you have monitoring and evaluation system to ensure effective implementation of policies and service delivery?

---

---

---

---

6. How does M&E contribute to effective and efficient policy implementation and service delivery at the sub-county and/or ward level?

---

---

---

7. How does the involvement of senior county officials in policy implementation affect service delivery in this county?

---

---

---

---

8. What measures would you recommend to County Government of Wajir for improving policy implementation and service delivery in the county?

---

---

---


### **FOCUS GROUP DISCUSSION (FGD) GUIDE FOR COMMUNITY MEMBERS**

1. What do you understand by the word policy?
2. Does county government involve this community in policy making and implementation? Please explain
3. Are senior county government officials involved in implementation of county policies?  
If yes, how does their involvement in implementation of county policies influence service delivery? Please explain
4. Do you as a community have any role in monitoring and evaluation of implementation of county policies and service delivery? Please explain
5. How often do you interact with senior county government officials in implementation of county policies and service delivery? Please explain
6. Do you think the involvement of senior county officials in implementation of policies affects service delivery? Please explain

7. What measures would you recommend to County Government of Wajir for improving implementation of policies and delivery of services at the sub-county and/or ward level(s)?



### Appendix III: ERC certificate from MKU

  
**Mount Kenya University**

REF: MKU/ISERC/4398  
TO: SADAM HUSSEIN YUSSUF  
REG: MPAM/2016/58357

Date: 16 September 2024

Dear Sir/Madam,

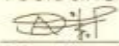
**RE: EFFECTS OF IMPLEMENTATION OF PUBLIC POLICY ON SERVICE DELIVERY IN WAJIR COUNTY, KENYA**

This is to inform you that **Mount Kenya University** has reviewed and approved your above research proposal. Your application approval number is **3118**. The approval period is **16/09/2024 - 15/09/2025**.

This approval is subject to compliance with the following requirements:

- i. Only approved documents including informed consents, study instruments, MTA will be used
- ii. All changes including amendments, deviations and violations are submitted for review and approval by **Mount Kenya University**
- iii. Death and life-threatening problems and serious adverse events or unexpected adverse events whether related or unrelated to the study must be reported to **Mount Kenya University** within 72 hours of notification
- iv. Any changes, anticipated or otherwise that may increase the risks or affect the safety or welfare of study participants and others or affect the integrity of the research must be reported to **Mount Kenya University** within 72 hours
- v. Clearance for export of biological specimens must be obtained from relevant institutions
- vi. Submission of a request for renewal of approval at least 60 days prior to expiry of the approval period. Attach a comprehensive progress report to support the renewal
- vii. Submission of an executive summary report within 90 days upon completion of the study to **Mount Kenya University**

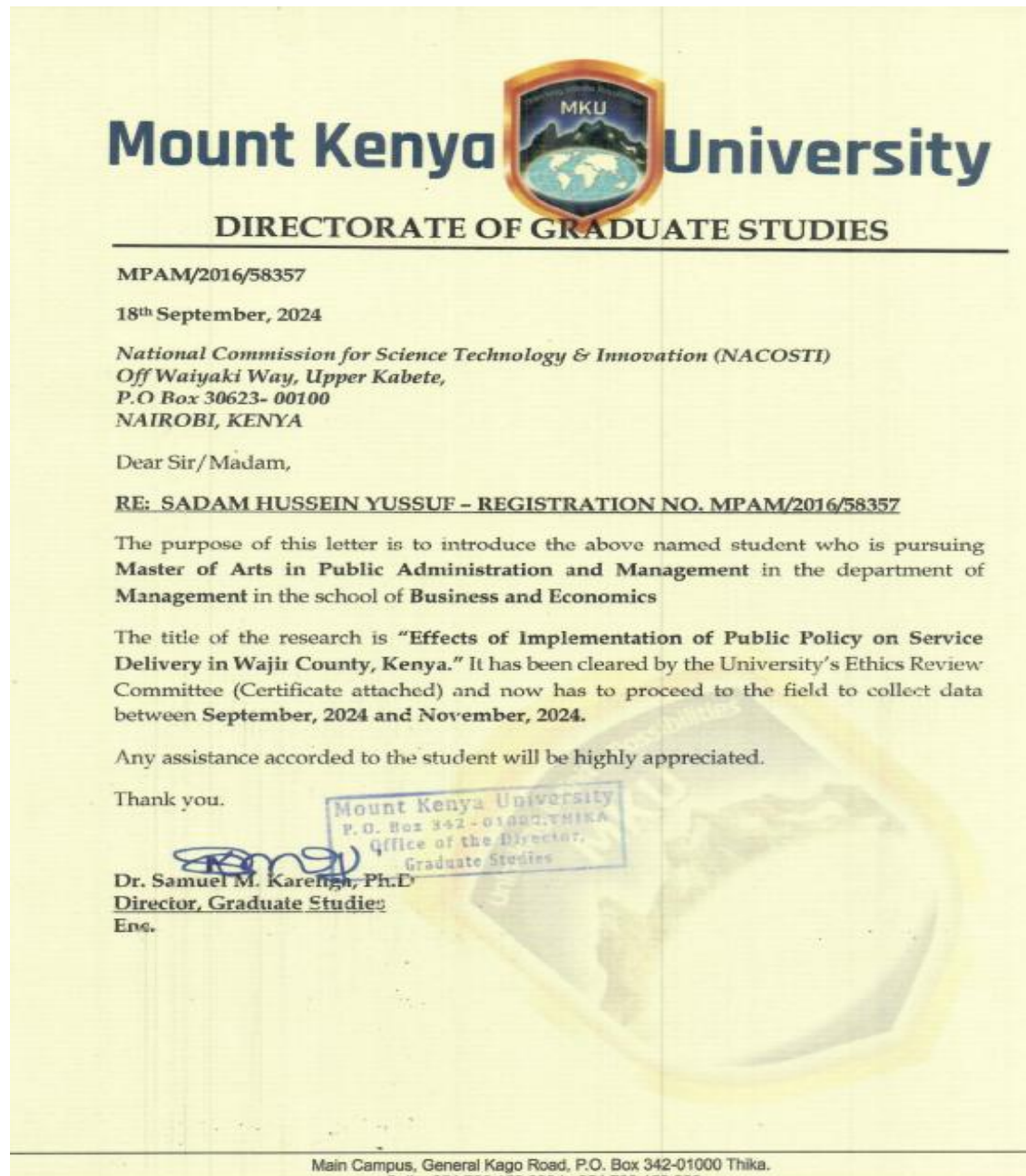
Prior to commencing your study, you will be expected to obtain a research license from National Commission for Science, Technology and Innovation (NACOSTI) <https://research-portal.nacosti.go.ke> and also obtain other clearances needed.

Yours sincerely,  
  
\_\_\_\_\_  
**Dr. Alfred Owino, PhD**  
Chairman, Mount Kenya University ISERC

**MOUNT KENYA UNIVERSITY**  
**ETHICS REVIEW COMMITTEE**  
P. O. Box 342 - 01000,  
THIKA

Main Campus, General Kago Road, P.O. Box 342-01000 Thika.  
Cell: +254 709 153 000 / +254 709 153 200

## Appendix IV: Introduction Letter from MKU



## Appendix V: Approval Letter from MKU

 <b>REPUBLIC OF KENYA</b>	 <b>NATIONAL COMMISSION FOR SCIENCE, TECHNOLOGY &amp; INNOVATION.</b>
Ref No: <b>616054</b>	Date of Issue: <b>28/September/2024</b>
<b>RESEARCH LICENSE</b>	
	
<b>This is to Certify that Mr.. sadam Hussein YUSSUF of Mount Kenya University, has been licensed to conduct research as per the provision of the Science, Technology and Innovation Act, 2013 (Rev.2014) in Wajir on the topic: EFFECTS OF IMPLEMENTATION OF PUBLIC POLICY ON SERVICE DELIVERY IN WAJIR COUNTY, KENYA for the period ending : 28/September/2025.</b>	
License No: <b>NACOSTI/P/24/40535</b>	
<b>616054</b> Applicant Identification Number	
 Director General <b>NATIONAL COMMISSION FOR SCIENCE, TECHNOLOGY &amp; INNOVATION</b>	
Verification QR Code	
	
<b>NOTE: This is a computer generated License. To verify the authenticity of this document, Scan the QR Code using QR scanner application.</b>	
<b>See overleaf for conditions</b>	

**Appendix VI: Approval Letter from**

**OFFICE OF THE PRESIDENT**



**MINISTRY OF INTERIOR AND NATIONAL ADMINISTRATION**

Telegraphic Address: "County"  
Email: [ccwajircounty@yahoo.com](mailto:ccwajircounty@yahoo.com)  
When replying please quote

Ref No: F50/VOL.1/241

The County Commissioner  
Wajir County  
Private Bag  
**WAJIR**

**30<sup>th</sup> September 2024**


All Deputy County Commissioners  
**WAJIR COUNTY**

**RE: RESEARCH AUTHORIZATION**

Reference is made to a research license from National Commission for Science, Technology & Innovation license no. NACOSTI/P/24/40535 dated 28<sup>th</sup> September, 2024 on the above subject matter.

Mr. Sadam Hussein Yussuf is hereby authorized to conduct research on the topic "**Effects of Implementation of Public Policy on Service Delivery in Wajir County, Kenya**" for the period ending **28<sup>th</sup> September 2025**.

This is therefore to request you to give him the necessary assistance to enable him conduct the research within your Sub-Counties.

  
K. J. Ngumo  
County Commissioner  
**WAJIR COUNTY**






**cc**

Sadam Hussein Yussuf

## Appendix VII: Similarity Index

# SADAM HUSSEIN YUSSUF

## EFFECTS OF IMPLEMENTATION OF PUBLIC POLICY ON SERVICE DELIVERY IN WAJIR COUNTY, KENYA

 PROJECT  
 MASTERS  
 Mount Kenya University

### Document Details

Submission ID

trn:oid:::1:3043883697

Submission Date

Oct 16, 2024, 5:47 PM GMT+3

Download Date

Oct 16, 2024, 5:49 PM GMT+3

File Name

SADAM\_THESIS\_-\_14-10-2024\_-\_CLEAN\_COPY\_2.docx

File Size

1.4 MB

84 Pages

21,020 Words

124,605 Characters

Mount Kenya

## 16% Overall Similarity

The combined total of all matches, including overlapping sources, for each database.

### Exclusions

- ▶ 1 Excluded Source

### Match Groups

- 210** Not Cited or Quoted 13%  
Matches with neither in-text citation nor quotation marks
- 52** Missing Quotations 3%  
Matches that are still very similar to source material
- 2** Missing Citation 0%  
Matches that have quotation marks, but no in-text citation
- 0** Cited and Quoted 0%  
Matches with in-text citation present, but no quotation marks

### Top Sources

- 14% Internet sources
- 7% Publications
- 8% Submitted works (Student Papers)

### Integrity Flags

#### 0 Integrity Flags for Review

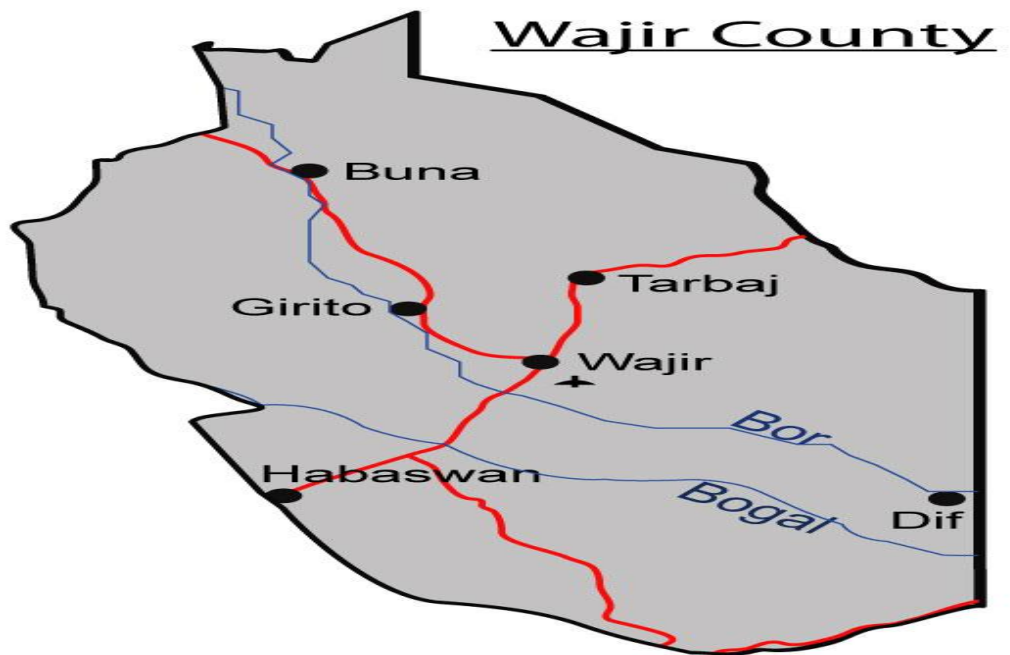
No suspicious text manipulations found.

Our system's algorithms look deeply at a document for any inconsistencies that would set it apart from a normal submission. If we notice something strange, we flag it for you to review.

A Flag is not necessarily an indicator of a problem. However, we'd recommend you focus your attention there for further review.

Mount KE

**Appendix VIII: Map of Wajir County**



Mount Ke