

FACTORS INFLUENCING PERFORMANCE OF PUBLIC-PRIVATE PARTNERSHIPS IN HEALTHCARE PROVISION IN KENYA; THE CASE OF NYAMIRA COUNTY

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Abstract: Huduma Public-Private-Partnerships programs are one way a country can accelerate development especially in the provision of healthcare to the citizens. Studies conducted in Kenya indicate that Nyamira County is poorly ranked in healthcare provision. This indicates inefficient Public-Private-Partnerships. The main objective of this study was to analyse factors influencing performance of public-private partnerships in healthcare provision in Kenya, using the case study of Nyamira County guided by the following specific objectives; to establish the influence of governance structures on performance of Public-Private Partnerships in healthcare in Nyamira County; assess the influence of the regulatory framework on performance of Public-Private Partnerships in healthcare in Nyamira County; and analyse the influence of socio-cultural environment on performance of Public-Private Partnerships in healthcare in Nyamira County. The research was underpinned on the Team Development Model, Agency Theory, Stakeholders Theory and Relationalbureaucratic Theory. The descriptive research design was employed in the study. The population of the study was drawn from the 64 senior top managers of the partnering organizations in the area where the 32 health facilities are located. Questionnaires with five-point Likert scale supplemented with interviews were conducted to collect primary data. Multiple regression analysis with the aid of a computer programme, SPSS was used to establish the influence of Public-Private Partnerships in healthcare provision in Nyamira County. The study findings established that governance systems had the highest positive influence to public private partnership on healthcare provision, followed by regulatory factors and socio-cultural factors respectively. The study then suggested that similar studies be conducted across the other counties to establish the generality and therefore enable uniform policy formulation on matters to do with the performance of Public-Private Partnerships in the country.

Keywords: Public Private Partnerships, Healthcare Provision, Governance Structures

Introduction

Different scientists and theorists have coined the definition of Public-private partnerships (PPPs) differently since its evolution. For instance, the World Economic Forum (2005), defined PPP as a form of agreement made with a joint responsibility for designing and executing projects with a reciprocal obligation to mutually be accountable, create voluntary or contractual relationships to share investment returns and reputational risks. Elsewhere, the Global Health Initiative (2013) defines PPPs as a plan between two or more groups or parties engaging to realize a mutual objective by amalgamating a set of agreeable assets. The public and private entities realized the need to work together in order to achieve project objectives that would not otherwise be achieved

if parties are not in union and this necessitated the idea of PPPs. In recent times, the idea of PPPs has proved to be a preferred public procurement paradigm worldwide and its popularity is rapidly rising. According to Blagescu and Young (2005), the parties involved in the partnership must have their roles well set out on the mechanisms of the implementation of the projects and they need to agree to work together during the entire period of the partnership.

Developing countries such as Kenya are facing notable financial challenges especially health infrastructure and other utilities a phenomenal that hinders the country from realizing her vision 2030. As reported by Ruthia (2010) utilities such as electricity have a gap of 4% between what is generated and required for consumption, on the other hand transport infrastructure has financing deficit of US dollars 0.14 billion per annum. Elsewhere, healthcare has a financing gap of US\$ 0.72. This has forced the government to cut down resources allocated to crucial ministries and departments such as health, Interior and National coordination and Education. Another factor promoting the performance of Public-Private-Partnership is the huge burden that lies on the state corporations whereby they are expected to function with meager resources'. All these have fostered and promoted Public-Private-Partnership hence enabling the private sector to effectively work with the Public sector in providing social services (Ruitha, 2010).

1. Statement of the Problem

Public-Private-Partnerships are meant to speed up growth of infrastructure so that citizens get important and basic services which could not possibly be done by the government alone. This is by bringing in resources from the private sector to huge-resource requiring area such as education, housing, provision of clean water, sanitation, transport, electricity and healthcare provision. However, evidence by KNBS indicates that in Nyamira County PPPs have not effectively addressed health care challenges.

The empirical and theoretical studies have indicated that PPPs facilitates provision of services to the citizens through establishment of good governance, sound legal framework, sustainable economic policy, prudent financial management and favorable socio-economic environment. Other studies have come up with models for efficient management of PPPs and project governance with a critical focus on project completion. However, there has not been a conclusive study conducted to establish why PPPs have not effectively influenced the performance of healthcare provision in Kenya and specifically in Nyamira County. This research sought to lessen the gap through assessing some factors that influence performance of Public-Private-Partnerships in healthcare provision in Kenya using Nyamira County as the case study.

2. Objectives of the Study

The specific objectives were to:

- i. Establish the influence of governance structures on performance of Public Private Partnerships in healthcare provision in Nyamira County;
- ii. Assess the influence of regulatory framework on performance of Public-Private Partnerships in healthcare provision in Nyamira County;
- iii. Analyse the influence of socio-cultural environment and performance of Public Private Partnerships in healthcare provision in Nyamira County.

Empirical Literature Review

3. Governance Structures

According to Zadek and Radovich (2006), organizational structures should demonstrate good governance based on sound pillars, rules and cultures especially in decision making processes with ultimate aim of achieving transparency and accountability. Governance as depicted is an instrumental indicator for it shows organizational functions that enhances accountability. Rules concerning governance demands; management teams should understand its responsibilities, focus on the mission of the organization, embrace teamwork with consideration to individual input, put in place control measures, be open and maintain high degrees of accountability and integrity in order to achieve effective and efficient governance and leadership.

Minjire and Waiganjo (2015) assert that a PPP project management structure carries the responsibility of administration of the functions of such arrangements and hence responsible for its actions. Global Health Initiative (2013) affirms governance structure has to be geared towards achieving the goals and mission of the organisation. Leadership blended with good governance results in good atmosphere for group members to operate (Brinkerhoff 2002). To guarantee the success of the PPPs projects, organizations' top managers must be willing to involve in sound decision making. Best processes to be deployed during employment of new personnel taking into account qualifications and experiences. These practices facilitates identification of exemplary talents hence sustainable productivity and teams retention.

Abednego and Ogunlana (2006) assessed influence of governance in PPPs in Nigeria and concluded that for proper management of projects there should be immediate and seasoned strategies. Impact of immediate strategies is to enable clear allocation of tasks, ensure that clients are satisfied while looking at organizational goals. When projects are well governed, issues of risk allocation are directed to the party that is well placed to handle that risk thus, great project performance. Mechanisms required to realize good governance and projects are; openness, efficiency, equality and effectiveness. The World Economic Forum (2005) describes effective governance of public private partnerships as very complex venture. Governments look down upon private entities as partners who have hidden agenda in PPPs, a scenario that escalates the costs of transactions involving PPPs. The way principles of governance are structured further complicates the real meaning of effective PPPs governance. That is; accountable leadership, acceptable leadership, communication, transparency, inclusivity, decision-making, grievance handling and evaluation.

4. Regulatory Framework

According to the World Bank (2006), the rules that govern public private partnership need to be properly designed to help deliver projects successfully. Rules and regulations must be affirmed by certainty with regard to socio-economic changes in the external environment so to achieve intended results. On other hand, Mukulu (2013) argues that public private partnerships regulatory layout forms the basis of success of institutional programs. Whereas Thai (2001) says that away from supply chain rules and regulations the legal framework in a wide perspective affects all processes concerning PPPs.

According to Mukulu (2013), a feeble national policy is a big threat and hindrance to organizations and businesses in public procurement. He emphasizes on a proper legal procedure that promotes transparency in public procurement act. A friendly regulatory framework promotes healthcare provision. Regulations are aimed at protecting individuals and enabling them access services and reduction of costs. The primary objective of regulations is to initiate standard practice as a measure of quality.

Good policies facilitate effective and efficient working of PPPs by making sure they work within the stated rules, free of interference from the political elite. Consequently, it ensures the PPPs are properly financed and beefed with openness and effective processes in coming up with decisions (OECD, 2012). In a monopoly set up, private organizations seek to exploit the consumers if the regulators don't institute proper control measures to protect them. PPPs come in to prepare the design and organizations play the role of protecting users of facilities and the consumers while securing the value for money gotten from the public sector. All stakeholders should be aware of this role and the regulator need to, with regular consultation, come up with the project design and establish the monitoring and evaluation system to ensure compliance with the regulated service standards.

According to a report by the IMF (2008), a good legal framework helps set the indicators for tackling partnership projects and necessitating progress for individual entities whose agreement is honored. When policies are open and free from any interference, there is minimal risk for the private investors in PPPs (IMF, 2008). A PPP project is a contract requiring a legal focus. This is necessary because trade unions sometimes oppose PPP arrangements since they fear for their members losing initial terms of contract or being laid off. Dispute resolution mechanisms are equally covered under regulatory framework.

5. Socio-Cultural Environment

The World Economic Forum (2005) notes that PPP patterns are today a preferred contracting method for governments and private entities. Working with the private entity can yield significant results such as improved access to healthcare services. In the modern world today PPPs have been used prevent challenges of health concerns for example HIV/AIDS pandemic. Also many governments in Africa have incorporated PPP pattern to improve on availability of prescribed medicine relevant in managing prevalence diseases.

Ismail & Ajija (2003) conducted a study that highlighted success of key parameters on PPPs practices in Malaysia. Study found out that the best practices of these variables are; adherence to the principles of good governance, supportive legal framework, sustainable economic policy, technical knowledge, open supply chain management and socio-economic environment.

Zhang (2005) while investigating PPP projects implementation identified important factors of success and gave classifications in five categories as follows; supportive environment for investment, economic strength, reliable technical knowledge and sharing of a problem to a group well equipped to handle it. The study notes that efficient communication, openness and effective planning are features of a prosperous endeavor. Similarly, Lambert *et al.*, (2006) identifies collective planning and operational functions, total belief and sacrifice, appreciation and participation as pillars of success. Musyoka (2012) notes that the health sector in Kenya consist various players with varying interests and needs.

6. Conceptual Framework

Figure 1 describes conceptual framework of correlation between factors likely to influence performance ofPPPandthelikelyoutcomemeasuredbydesiredresults.

INDEPENDENT VARIABLES



Figure 1: Conceptual Framework

Conceptual framework depicted figure 1 above, the socio-cultural environment, governance environment and regulatory environments affect the overall performance. The present study proposes a model that predicts the governance environment, regulatory environment and socio-cultural environment are likely to influence performance of PPPs in Nyamira County. According to the study, independent variables influence PPP which are operationalized by the governance structures, regulatory framework and socio-cultural environment. The dependent variable is performance of Public-Private Partnerships measuring client satisfaction, meeting of budget targets and time schedules.

7. Research Gaps

From the literature reviewed, it is evident that there has not been a conclusive study done on governance structures, regulatory framework and socio-cultural environment as factors influencing the performance of Public-Private Partnerships in Kenya. Some studies have focused on other factors such as the procurement procedures, financing of the PPPs government policies, decision making processes and the conflict resolution mechanisms. These studies, however, fail to address the influence of the factors that are of focus in this study. There have been related studies carried out, but they have been done in countries far away from the African setup. The economies in those studies are developed and they use more advanced mechanisms of managing the PPPs in their countries. In Kenya, more has been done in relation to the mission and scope of the PPPs with specific insight on the management structures, the supply chain rules and regulations and the transparency in the implementation of projects. There have been researches carried out on the components of PPPs which highlight on the various stakeholders in the Partnerships, the legal aspects in relation to cohesion, financial

status, integrity and organizational capacity. These studies have always focused on the optimal achievement of organizational goals, meeting the project timelines and also the interplay of the implementation groups in achievement of these goals. It is thus evident that little has been done to address the influence of governance structures, regulatory framework and socio-cultural environment factors on the performance of PPPs, which therefore presents a study gap that this research endeavored to fill.

RESEARCH METHODOLOGY

Descriptive survey design was adopted because this study sought to examine attitudes and opinions of respondents in relation to factors influencing Public-Private-Partnerships in Nyamira County in Kenya. Study population included top management in health facilities sponsored and managed by religious organizations, NGO's and other private organizations. The top management of the partnering organizations was targeted. To cater for the requirements of the study, two managers were selected from each facility. It implies that 64 respondents were selected. This study constitutes a small population hence census was carried out. The scholar utilized semi-structured instruments in form of questionnaires. Data was analyzed descriptively using percentages, means, standard deviations and frequencies. To help assess the relationship between the parameters, a correlation analysis was undertaken.

RESEARCH FINDINGS AND DISCUSSION

8. Influence of Governance Structures on Performance of PPPs in Healthcare Provision

Researcher sought influence of governance systems on performance of Public-Private Partnerships in healthcare provision. Before establishing this influence, it was necessary to establish the descriptive statistics on governance structures. Analysis results are tabulated below.

Table 1: Influence of Governance Structures on Performance of Public-Private Partnerships in Healthcare Provision.

Factor	Mean	ST.D
Governance structures are strong and support the partnerships	3.7	0.129
The composition of the committees concerned with Private-Private Partnerships are balanced	4.8	0.134
The committees carry out their monitoring and control tasks effectively	4.6	0.457
There is efficient review of the partnerships by the leadership in the area	4.1	0.121
There are constant performance reviews by the leaders in the area on matters relating to healthcare provision in the area	3.9	0.655

On the governance systems, the study revealed that Governance structures are strong and support the partnerships was indicated to have a mean of 3.7, the composition of the committees concerned with public private partnership are balanced was found to have a mean of 4.8, the committee perform monitoring and control tasks effectively as indicated by a mean of 4.6, on the factor that there is efficient review of the partnerships by the leadership in the area was found to have a mean of 4.1 and finally, there are constant performance reviews by the leaders in the area on matters relating to healthcare provision which was revealed

to have a mean of 3.9. This implies that governance systems played a big role on performance of PPP in healthcare in Nyamira County.

9. Influence of Regulatory Framework on Performance of PPPs in Healthcare Provision.

Researcher investigated influence of regulatory framework on performance of public-private partnerships for healthcare provision and the findings are as presented below; -

Table 2: Influence of Regulatory Framework on Performance of PPPs on healthcare Provision.

Factors	Mean	Std. Dev
The rules in the area concerning PPPs are supportive	4.2	0.541
Implementation of the rules and guidelines is done effectively	3.9	0.312
Conflict resolution mechanism relating to PPPs are effectively instituted	4.4	0.341
The rules and regulations relating to the PPPs are clear and easily interpretable	4.7	0.114

On the regulatory plan, it was established that the rules concerning Public Private Partnerships are supportive as indicated with a mean of 4.2, implementation of the rules and guidelines was done effectively was noted with a mean of 3.9, Conflict resolution mechanism relating to PPPs are effectively instituted as indicated with a mean of 4.4 and the rules and regulations relating to the PPPs are clear and easily interpretable factor was indicated to have a mean of 4.7. This implies that regulatory framework provided quality guidelines that facilitate in the performance of PPPs in Nyamira County.

10. Influence of Social-Cultural Environment on Performance of PPPs in Healthcare Provision

The researcher sought to find out the influence of social-cultural environment on the performance of publicprivate partnerships in healthcare provision and the results are as shown below;-

Table 3: Influence of Social-Cultural Environment Factors on the Performance of PPPs in Heal	thcare
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Factor	Mean	Std. Dev
The traditions of the people support PPPs in Nyamira County	4.8	0.114
The believes of the citizens in the area strongly supplement implementation of PPPs.	4.6	0.727
The culture is supportive of PPPs	4.1	0.331

On socio-cultural environment factors, the study revealed that traditions of people support PPPs in Nyamira County with a mean of 4.8 and standard deviation of 0.114. Citizens believes strongly supplement implementation of PPPs as indicated by respondents to have a mean 4.6 and standard deviation of 0.727 and the factor that culture is supportive of public procurement partnership with a mean of 4.1 and a standard deviation of 0.331. It shows that socio-economic environment factor supported PPPs in performing the Healthcare provision functions.

11. Coefficients

This particular study involved Statistical package for social sciences (SPSS) to code, to enter and to calculate measurements in Multiple Regression Analysis of this study. Results are tabulated below; -

Table 4: Summary

Model	R	R ²	Adjusted Square	R. Std. Error of the Estimate
1	. 918a	.843	.805	.51038

Predictors: (Constant), Governance structures, regulatory framework and Socio-cultural environment factors **Dependent Variable:** Performance of Public and Private Sector Partnership

From the model summary above it can be noted that the change between dependent and independent variables has been explained by all the three variables that is governance structures, regulatory framework and sociocultural environment factors. The independent variables used in this study provided 84.3% (R²) of the variance on public and private partnership influence while the other factors not used in this study formed 15.7% of the variance.

Table 5: ANOVA (Analysis of Variance)

Mode	el	Sum of Squ	uares df	Mean Square	F	Sig.
1	Regression	1.214	22	.114	11.833	.000a
	Residual	5.045	40	.200		
	Total	6.259	62			

The analysis of variance (ANOVA) comprises calculations with information variability levels in the regression model and tends to form the basis for tests of significance. The 'F' column is constituted of values testing the independent variables. The F critical at 5% level of significance was 3.23. Since F calculated is greater than the F critical (value = 11.833), this shows that the overall model was significant

Table 6: Multiple Regression Analysis

Model	Unstandardized Coefficients		Standardized Coefficients	Т	Sig.
	В	Std Error	Beta	В	
(Constant)	0.374	.142		2.634	.000
Governance structures	0.442	.146	0.430	3.027	.001
Regulatory framework	0.352	.169	0.367	2.083	.0015
Socio-cultural environment	0.251	.065	0.254	3.862	.0022

The results indicated that all independent variables; Governance Structures (t=3.027, p=0.001), Regulatory Framework (t=2.083, p=0.0015) and Socio-cultural Environment (t=3.862, p=0.0022), produced a positive and statistically significant effect on the dependent variable; performance of Public Private Partnerships. In this case Y is the dependent variable; that is performance of public and private sector partnership and the X1 is the governance structures, X2 is the regulatory framework and X3 is the socio-cultural environment factor variables. The constant value of 0.374 in the analytical model indicates that if the selected dependent variables (governance structures, regulatory framework and socio-cultural environment) were rated zero, the

performance of Public Private Partnerships in Kenya would be 0.374. This means, therefore, that the base performance of the PPPs in Nyamira County would be 37.4%. From the findings it is revealed that a unit increase in governance structures will result to 44.2% increase in performance of public and private sector partnership. A unit add-up in the regulatory framework leads to an increase of 35.2% in performance of PPPs. Likewise, a unit increase in socio-cultural environment factor leads to 25.1% improvement of public -private sector partnership. This implies that the governance structures form the variable with the highest positive significance, followed by regulatory framework and socio-cultural environment factors respectively.

The general regression equation anchored on findings from present study is therefore:

 $Y = 0.374 + 0.442X1 + 0.352X2 + 0.251X_3$

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

12. Summary of Findings

On governance structures, the study revealed that Governance structures are strong and support the partnerships and was indicated to have a mean of 3.7, the composition of the committees concerned with Public-Private Partnerships are balanced was found to have a mean of 4.8, the committee perform monitoring and control tasks effectively as indicated by a mean of 4.6, on the factor that here is efficient review of the partnerships by the leadership in the area was found to have a mean of 4.1 and finally, there are constant performance reviews by the leaders in the area on matters relating to healthcare provision in the area which was revealed to have a mean of 3.9. This implies that governance structures played a big role on public private partnerships in healthcare provision in Nyamira County.

On the regulatory plan, research found that the rules concerning PPPs were supportive as indicated with a mean of 4.2, implementation of the rules and guidelines was done effectively was noted with a mean of 3.9, Conflict resolution mechanism relating to PPPs are effectively instituted as indicated with a mean of 4.4 and the rules and regulations relating to the PPPs are clear and easily interpretable factor was indicated to have a mean of 4.7. This implies that regulatory factors provided quality guidelines in Public-Private Partnerships in healthcare provision in Nyamira County.

On socio-cultural environment factors, the study found out that the tradition of the people supports public - private partnerships in Nyamira County with a mean of 4.8 and standard deviation of 0.114. The beliefs of the citizens in Nyamira County strongly supplement implementation of PPPs was indicated by respondents to have a mean 4.6 and standard deviation of 0.727 and the factor that culture is supportive of Public -Private Partnerships with a mean of 4.1 and a standard deviation of 0.331. This implies that socio-economic environment factor supported the PPPs in Healthcare in Nyamira County.

13. Conclusions

As a result of the foregoing study findings, the following conclusions can be drawn; Public-Private Partnerships in healthcare provision in Nyamira County have succeeded in improving the healthcare provision; however, the implementation of the PPPs in the provision of healthcare was found to be ineffective. The study focused on three major factors; governance structures, regulatory framework and social cultural environment that were deemed to have caused the ineffectiveness. Governance structures affect the success of PPPs as they create both political and technological goodwill for the survival of the Public-Private Partnerships. These structures provide the framework which helps in the composition of committees, provides the tools that are useful in

monitoring and evaluation, institute the control measures and aid in constant reviews of the performance of the organizations under PPPs. The regulatory framework was found to greatly influence the performance of PPPs by providing the legal environment that builds strong institutions relationships and framework. The rules and guidelines relating to PPPs outline the memoranda to be used in the case of PPP relationships. This framework is also concerned with the formulation of the conflict resolution mechanisms in case there may be a conflict of interest between the parties involved in the PPPs. When coming up with this framework, the implementation process is made clear and easy to follow by both partners; which is a recipe for smooth running of the PPPs. Socio-cultural affects the performance of PPPs; traditions of people play significant role in shaping the environment in which PPPs are based. This is because; these cultural tenets determine the engagements of the citizenry to the organizations that operate in their locality. When the government wants to institute the implementation of the PPPs, public participation is called for in order to determine the engagement conditions that will not interfere with the norms and cultural beliefs of the people. When this is adhered to, the PPPs will then automatically survive and perform in an environment backed by the Socio-Cultural support systems. It is however crucial to note that there are other more factors that could also enhance the performance of PPPs which have not been handled by this study. From the analysis, a 15.7% variance indicated that there was a gap to be filled by other factors not identified in this study. This suffice to say that on top of the three factors of governance structures, regulatory framework and socio-cultural environment, there needs to be carried a full PESTEL audit so to determine influence of economic, technological and ecological factors on performance of PPPs.

14. Recommendations

Public-Private Partnerships operate in a dynamic environment which determines the survival and general performance of its implementation projects. In this regard, the government needs to embrace this study to create a working relationship with public and private players in order to achieve water tight relationships that will protect the interests of partners in the PPPs. The policies created by the government in connection to the establishment, management and regulation of PPPs, are meant to help the private sector raise the revenue required while protecting the public from exploitation by the providers of the products and services. The formation of governance structures of the partnerships must be done according to the framework provided with strict conformity with the rules and regulations as set out by the regulatory authority so that proper checks and balances can be instituted to take cognizance of the interests of the parties involved in the formation of PPPs. While doing this, consideration of the socio-cultural standards and beliefs need to be considered so that the PPPs don't breach the codes of conduct in the environment which they are meant to operate in. These dynamics are necessary for the long term survival and reasonable performance of PPPs because research has shown that they greatly influence performance of these institutions.

15. Suggestions for Further Research

First, this study only focused on the healthcare sector in Nyamira County which means that the influence of Public-Private Partnerships on healthcare provision for other counties is unknown. The study therefore recommends that further research to be conducted across the country in order to prove or disapprove the findings of this study.

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