

**CHALLENGES OF PUBLIC PRIVATE PARTNERSHIP- STRATEGY  
IMPLEMENTATION IN MANAGEMENT OF WEIGHBRIDGES BY KENYA  
NATIONAL HIGHWAYS AUTHORITY**

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**A RESEARCH PROJECT SUBMITTED IN PARTIAL FULFILLMENT OF  
THE REQUIREMENTS FOR THE AWARD OF THE DEGREE OF MASTER  
OF BUSINESS ADMINISTRATION, SCHOOL OF BUSINESS, UNIVERSITY  
OF NAIROBI**

**DECEMBER, 2019**

## DECLARATION

This research project is my original work and has not been submitted to any other university for award of a degree.

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## **DEDICATION**

This project is dedicated to my Late father, Mohamed Iqbal Jin and my mother, Roshanbanu without whose support and wisdom I will not have made it. It is also dedicated to my loving wife, Tasnim and children Fatima, Iqbal and Asiya for their encouragement. I also wish to dedicate this project to my siblings, Khatija, Amna, Noormohamed and Aisha for their encouragement.

## **ACKNOWLEDGEMENT**

First and foremost my gratitude to the Almighty God for His grace upon me to undertake and complete my studies. To Him I give glory and thanks.

My special thanks to Dr Kennedy Ogollah for his guidance and mentorship that helped shape this project. I also wish to thank Dr Stephen Odock for who really supported me during with this project.

I also wish to thank the leadership at the Kenya Highways Authority for their assistance during data collection and last but not the least to my company leadership at SGS Kenya Limited for their sponsorship and support for this course.

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## **ABBREVIATIONS AND ACRONYMS**

<b>EACC</b>	Ethics and Anti-corruption Commission
<b>IMF</b>	International Monetary Fund
<b>KENHA</b>	Kenya National Highways Authority
<b>MMC</b>	Mombasa Municipal Council
<b>PPP</b>	Public Private Partnership
<b>NPM</b>	New Public Management

## **ABSTRACT**

Strategic management is the organization of a company's resources in order to meet its objectives. By extension, strategy implementation is thus putting this organization into action. The strategy implementation is very important for the success of public private partnerships (PPP). A public private partnership is the coming together of public sector companies with private sector agencies through a contractual agreement to achieve a commonly shared goal at the same time achieving their individual objectives. The implementation of these public private partnership strategies is complicated since partners must achieve a shared objective as they are achieving their own business objective. The objective of this study was therefore to determine the challenges that were faced during public private partnership strategy implementation of the weighbridge management by Kenya National Highways Authority. The researcher adopted a case study research design. The study targeted senior managers within Kenya National Highways Authority and their private partners. The research instrument was an interview guide administered in a face-to-face meeting with the study's key respondents. Primary data was analyzed by content analysis technique. The study revealed that the challenges of strategy implementation of PPP strategy in weighbridge management were resistance to change by transporters, lack of support from implementing partners, violence meted by the transporters and in-adequate equipment and technology. The study therefore suggests that further research should be carried out to determine the key success factors that made this strategy implementation a success and further research be carried out on the challenges of the formulation of PPP strategy for other projects in Kenya.



# **CHAPTER ONE**

## **INTRODUCTION**

### **1.1 Background of the Study**

According to Hodge and Greve (2018), different countries have different versions of what constitutes a Public Private Partnership (PPP), even countries leading in PPP such as Canada and Australia themselves do not have a unified national PPP template or model. In the Kenya Public Private Partnerships Act 15 of 2013, PPP is defined as an arrangement between a Government agency and a private company to provide a public function or perform a service on behalf of the Government agency. Weighbridges according to the Kenya National Highways Authority (KenHA, 2019), are fixed, mobile or virtual truck weighing stations that filter and identify trucks that have surpassed the load on each axle. Challenges in implementing public private partnership strategy from previous studies have mostly stemmed out of inappropriate risk sharing mechanisms between partners, incomplete legal contracts, political interference affecting the performance of the partners and supervision and governance in-adequacy on behalf of the Government partners (Hodge & Greve, 2005). Most of this research has been conducted on PPP's that relate to infrastructure provision by the private sector on behalf of the Government.

This study will be anchored by the following theories; the Game theory, transaction cost economics theory, the agency theory, and the social exchange theory. According to Axelrod (1984), Game theory can be used to illustrate why individuals pursuing their own self-interest will have incentives for cooperation much larger than for selfish behaviour. In our study, this theory is relevant to demonstrate why both partners would give up their selfish interests to make the PPP venture successful. Transaction cost

economics theory explains which and why a structured control is the most efficient, cost wise for a contractual relationship by examining the appropriate dependent factors. (Appuhami, Perera & Perera, 2011). According to Helgesson, (2010), the agency theory can be used to illustrate that the partners have a particular form of base identity; and would be looking after their own interests. The new public management theory provides the incentive of bringing in the private sector approach into public administration in order to improve service delivery and push innovation. (Anthopoulos & Reddick, 2014)

The operation of weighbridges in Kenya was being managed by The Government of Kenya through the Ministry of Roads until 2008. According to International Monetary Fund (2007), the corruption and inefficiency at the weighbridges was cited as a major challenge to Trade and recommendations of regular audits and privatization of these weighbridges recommended. This culminated into a policy by the Ministry of Transport, in its Integrated Transport Policy, 2009 that lead to the operation of weighbridges to be managed by private companies through a contracting mechanism similar to a Public Private Partnership venture.

The motivation of this study is drawn from several studies that have been undertaken in the areas of PPP's locally and abroad. A lot of these have been focused on PPPs that involve construction projects or in the health sector and the main reason for the partnership being access to finance from the private sector. At the project delivery level, PPPs have often been examined from the government's viewpoint (Hodge & Greve, 2018). The motivation of this study is the unique circumstances of the area of study. The reasons for entering a PPP in all previous studies has never been the reduction of corruption and increasing efficiency. This study provides a totally new reason of entry

into a PPP contract by a Government Agency with a private entity and examine the challenges both partners have faced during the execution of the PPP strategy. The study will provide addition to knowledge in the field of PPP by providing a totally new motivation of entry into PPP.

### **1.1.1 Strategy Implementation**

Strategy implementation is defined by Gabrielsson and Huse (2004) as the approaches by which strategies are executed or operationalized within the organization; it is focused on the steps by which strategies are actualised. Strategy implementation according to Walker and Ruekert (2010), is the course of apportioning resources to support the selected strategies. It addresses the who, where, when, and how to carry out the strategy implementation process successfully (Kotler, Brown, Adam, & Armstrong, 2001). Pride & Ferrell (2003) define strategy implementation as the accomplishment of defined strategies in the organisation. In this paper we therefore understand strategy implementation as a methodical flow of a set of logically interconnected actions that aid an organisation to operationalise a strategy.

It involves the development and utilization of various organizational elements including people, structures, processes, resources and systems to achieve its desired goals. Strategy Implementation has received very little interest and research compared to formulation and decision-making parts of the process. This is mainly attributed to multiple levels of analysis required which obstructs the development of tight frameworks and sensible streams of research (Lehner, 2004). One key item that determines an organisations effectiveness to implement a specific strategy is its strategy orientation.

### **1.1.2 Challenges of Strategy Implementation**

It is difficult for many organizations to implement their strategies. Past researches point to several difficulties that organisations face when implementing strategies. Some of these are; a lack of communication protocol, weak management roles during implementation, lack of commitment, unfamiliarity and confusion, poor coordination and sharing of responsibilities, misalignment of firm's systems and resources, insufficient abilities, uncontrollable environmental factors and competing activities (Huse & Gabrielsson 2004). Shah (1996) argues that the reason why implementation fails for some strategies is because the senior managers do not give the focus and attention to implementation as much as they do when crafting them.

The other main aspect that affects the successful implementation of strategy is the difference of goals between the middle management that is mostly tasked with implementing strategy to the overall goals that are desired by the organisation. Motivation of middle managers is driven towards their self-interest than the interest of the organisation, unless they coincide (Guth & Macmillan, 1986). Effective leadership is also a critical factor that is required during the implementation of the strategy. The two most important components of the effective leadership are the development of a successful implementation approach and communication of the implementation guidelines Shah (1996). Effective risk management is also important during the implementation of the strategy and if not properly can lead to unforeseen hurdles that could derail the implementation process (Verweire & Van Den Berghe, 2004)

### **1.1.3 Public-Private Partnership Strategy**

Public private partnership projects are quite old and date as far as the 1600s (Grimsey & Lewis, 2004). It was only until the 1990's during the introduction of private finance initiative in the UK, that the PPP gained worldwide recognition as an alternate way of delivering competitive and economical public infrastructure and services. (Cheung, Chan & Kajewski, 2010). The simple main argument used in support of the adoption of PPP's is that it will minimise the load on citizens when finance intensive assets and long-term services need to be delivered. The private sector would provide finance, expertise and competitive business practices in the provision of public services and assets that are required to grow the economy. Some common services include transportation, health care, housing, education and other services that are normally provided by the public sector (Grimsey & Lewis, 2002).

An additional essential and arguable point made in favour of PPP is that the private sector can deliver services more effectively and efficiently than the public sector which is typically mired by its administrative, politicized and mechanistic modus operandi. Thus, introducing a private sector philosophy into delivery of public assets and services at a reduced cost offering better value for money for the tax payer (Adams, Young & Zhihong, 2006). These assumptions are however made under the foundation that the private sector is able to deliver good quality assets and services to the public. However, if the private sector provides inferior assets and services to the public in order to make higher profits by reducing asset maintenance costs and ignoring and abusing the Environment protection standards, this would cause bad social influence and damage the public interests.

Literature on general management informs us on how Governments are increasingly teaming up with the private sector to combine their capacities in order to attend to the society's needs (Panda, 2016). Although studies in the past have hyped how effective PPPs' generally are, their impact on the public and creation of overall positive value is often quizzed (Reynaers, 2013). Those in support of public private partnership ignore objectives of the public and private sectors. This is to say, that Private Sector Organisations are driven by maximising profit, which is primarily opposite to the Tenet of the public sector. (Smith, 2012).

Research in attempting to 'Benchmark' comparison between an outsourced supply of Asset or service by a Public Sector organization to that of supplying in-house is very difficult. Comparison processes that intend to compare the direct and the indirect benefits and costs of between traditional public procurement and PPP arrangements could be powerfully biased by the local values and customs (Deakin & Walsh, 1996).

In this study, the intent is to determine the challenges that are faced during the PPP strategy implementation in the management of the weighbridges. The management of all weighbridges is a Public Private partnership between the Government Agency, Kenya National Highways Authority and the private sector partners that were competitively contracted through International Tender processes.

#### **1.1.4 Weighbridges Management by Kenya National Highways Authority**

A weighbridge according to the Kenya National Highways Authority, is a station where trucks are individually weighed to determine the loading on each axle set. Axle load weighbridges are located at various major roads in Kenya to monitor and control overloaded trucks using the road. Each truck using the road is flagged into the

weighbridge station and weighed for compliance. A non-compliance truck is segregated and charged as per the Traffic Act. These weighbridges were being managed by The Government of Kenya through the Ministry of Roads until the year 2008. The responsibility of the management of these weighbridges fell on Kenya National Highways Authority once these road authorities were formed.

Roads are the most expensive public asset in many countries. These roads are designed optimally in consideration to the loading of the heaviest traffic. The cost of operating the road transport system, entails two main factors; the fleet operating cost mostly borne by the transporters and the cost of constructing, maintaining and repairing the road network whose cost is borne by KENHA and by extension by the taxpayers (Liech, 2012). Odula (2016) identified a number of problems associated with the operations of the Gilgil weighbridge which is one of the weighbridges managed by KENHA through a private contractor. These problems include the in-appropriate and ageing weighing assets and a lack of physical controls at the site. The International Monetary Fund (2007), recommended the privatization of these weighbridges to solve corruption and inefficiency at the weighbridges which was cited as major hinderance to trade.

## **1.2 Research Problem**

Governments are increasingly using Public-private partnerships (PPP) as a machinery in a number of areas including international commerce and trade (Schuster & Lundstrom 2002). PPPs are long-term contractual long-term agreements between the public and private sector for providing public infrastructure and services using the expertise and resources of the private sector. According to Iossa and Saussier (2018), there is new interest in PPP's only partially led by efficiency consideration: PPPs are often regarded to concentrate the role of governments as supervisors instead of

providers of infrastructure and as a way to foster competition. There are plenty of cases in which PPP projects have either stopped or failed and sometimes costed the public immensely while benefiting the private company. There have also been cases where the asset supposed to be provided by the private sector was either never provided or did not work satisfactorily arising from the public side not meeting the obligations initially made or due to the bankruptcy by private companies (Pratap & Chakrabarti, 2017). Many reasons have been identified as possible causes to challenge the implementation of Public Private Partnerships.

Weighbridges in Kenya were managed by the Ministry of Roads until 2008. The International Monetary Fund (2007) recommended that these weighbridges be managed by the private sector to address the issues around corruption and efficiency. A tender was later floated to identify private sector enterprises interested to venture into this partnership with the Government. The partnership is a pure provision of service where the private sector provides the management services and used the assets of the public sector.

A number of research studies have been conducted in this PPP area such as Villani Greco and Phillips (2017) conducted a deep comparative study of two healthcare PPPs in Italy to investigate value creation and success factors. Their findings recommend that the PPP are designed to set up proper governance structure, this would effectively reduce conflict and uncertainty between partners. Tati (2005) conducted a study on an early Public Private Partnership implementation in Congo for provision of water. The PPP venture had ultimately failed to be implemented and the main cause identified to be in appropriate risk transfer to the Private partner.



Ahenkan (2018) examined the enabling environment and challenges for PPP prioritising the development agenda for Ghana. He identified the following challenges that could lead to the failure of PPP's in Ghana; bureaucracy, regulatory frameworks, poor technical knowhow, weak institutions, lacking political drive, corruption, poor maintenance culture, in-appropriate risk sharing and challenges during negotiation. In Kenya a number of researchers have attempted to study this area such as Muasya (2014) studied the implementation of PPP's by the Ministry of Transport and Infrastructure and found out that there are challenges affecting the PPP implementation in the Ministry and this is mostly in the infrastructure development area. Mwaengo (2012) conducted a study on the PPP strategic implementation inventiveness at the Mombasa Municipal Council (MMC). The study discovered that MMC has chosen PPP as a strategy to deliver four of its main directives and discovered that even though the PPP strategy had improved delivery of service, the execution confronted plenty of challenges. Musyoka, (2012) looked at the issues that influence the fulfilment of PPPs' in the Kenyan sector for housing and revealed that several factors influence PPPs.

Most past PPP studies have been focused on challenges that affect Infrastructure PPP's. Service management PPP's have not had any reasonable interest and provide a knowledge gap that needs to be filled. This research would then attempt to close this gap by answering a question: what are the challenges of public private partnership strategy implementation in weighbridge management in Kenya?

### **1.3 Research Objectives**

To determine the challenges of public private partnership, strategy implementation in management of weighbridges by Kenya National Highways Authority.

#### **1.4 Value of the Study**

Public Private Partnership is a heavily studied area as PPP arrangements evolve continuously into newer forms through innovation. This study will be useful for researchers and academicians as reference material with additional knowledge on Management contracting PPP and likely obstacles and challenges both partners faced during the implementation. It will also provide them with further areas of research. This study also enriches the application of the relevant theories applied in this study.

Further, the study enables policy makers in the government and those responsible to drive the PPP agenda to take necessary measures to avoid likely pitfalls when writing policies. It will also assist Government stakeholders and PPP supervisors with a guide when signing up new PPP contracts. The findings will also assist policy makers to refine contracting regulations when sourcing for new possible private sector partners. The current study will offer additional insights to the existing body of academic knowledge on strategic management especially those that study Government contracting. The study findings will help scholars further study areas in Government outsourcing of Public services.

The study will equip private entities and Government entities intending to enter into PPP arrangements with awareness on how to enter to such contracts. It will also provide the Government partners with tools that will enhance the Governance function. To the private partner willing to enter into such arrangements, the awareness of what are some of the factors necessary to be considered during proposal making.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter discusses the theoretical foundation on which this study was based on which include the Game theory, transaction cost economics theory, the agency theory, and the social exchange theory. It gives a critique of previous studies done on challenges facing the Public Private partnership implementation. Lastly it gives the empirical assessment and a summary of the literature review and knowledge gap which this study will attempt to fill.

#### **2.2 Theoretical Foundation**

This research is based on four main strategic management theories; Game theory, transaction cost economics theory, agency theory and the social exchange theory. This part discusses those theories and how they link to public private partnerships. The relevance of the theories to the current study will also be highlighted in this section.

##### **2.2.1 Game Theory**

Game theory is defined as ‘the study of scientific models of cooperation and conflict between rational intellectual decision-makers’ (Myerson, 1991). The basic idea that motivates game theory has much older intellectual roots in the work of philosophers such as Hobbes (1651). Formal game theory is a product of the twentieth century established by John von Neumann as an important new branch of social science. In this study we will make use of a subset of the Game Theory called the Prisoners’ Dilemma. Axelrod (1984) uses this theory to reason that for individuals pursuing their own self-regard, incentives to cooperate will be greater than for selfish actions under a wide variety of instances, including where the ‘partners’ are antagonistic. Once this cooperation is established this can protect itself from less cooperative strategies and

survive many different strategies used by the individuals. It is also argued that the same theory can be used to explain the incentives of both partners either to manipulate a game by forming or dissolving the partnership. It is therefore interesting to explore allocation rules that distributes the worth of this partnership. This rule is also called partnership formation-proof and it ensures that it is never jointly profitable to go into or leave a partnership.

In a Public Private partnership, we have two organisations with divergent goals agreeing to cooperate. Characteristically, all the project risks are allocated and shared to the two partners (Al-Saadi & Abdou, 2016). This implies that the government agency can convert a few risks to the private company that it feels it is able to oversee them. As an example, technical risk, demand risk, and monetary risk are handled by the private partner, while legal risk and political risk are managed by the public partner (Medda, 2007). By sharing the risk in this manner, government is able to manage the project professionally and the private sector partner has ample incentives to provide innovations during service provision.

### **2.2.2 Transaction Cost Economics Theory**

Transaction Cost Economics (TCE) is one of the main theories used to analyse and characterise governance, accountability, and control mechanisms in PPPs between the partners in the Public private partnership. It was initially established by Ronald Coase (1960) and more recently considerably advanced by Oliver Williamson (2007) and has progressed to a significant path in the area of behavioural and organisational science.

To explain the basis of this theory, the parties that are transacting start earning Transaction Costs, which are equivalent to losses created by these frictions, problems and difficulties and to the funds expended in order to mitigate, reduce and prevent those costs due to this loss (Konrad, 2018). Transaction cost will thus arise if the value of the goods and service to provide are difficult to gauge or there is a mistrust between the partners. This mostly affects first-time PPP arrangements. This theory is relevant to our study since it will also help understand the challenges faced during the initial engagement of the partners.

### **2.2.3 Agency Theory**

The other important aspect to consider is the Agency theory. Agency theory goes to describe the relationship that exists between two parties, a principal and an agent where the agent has been delegated work by the principal and has to perform that work under a contract. The theory originated from corporate structures in organisations describing the relationship of the board to the company ownership. In agency theory, the agent seeks to maximize a seemingly known benefit while we can generally assume that the principal is seeking to maximise his profit (Vetschera, 1998).

One principle of agency theory is that agents have a form of base identity; that they are intrinsically opportunistic. In this respect they are like principals who are expected to look after their own interests (Helgesson, 2010). The principal expects the agent, in this case the Private Sector partner to look after his own interest. It is therefore important for the PPP agreement to have clear Governance structures to control the performance of the agents, in this case the private sector. It is also necessary to include appropriate confidentiality clauses to ensure the obligations information obtained by the agent during the performance of the work is not misused.

#### **2.2.4 New Public Management Theory**

New public management theory can be used as an administrative argument or philosophy that emanate from values that prioritize efficiency, honesty and fairness and lastly robustness and adaptability of systems (Kalimullah, Alam & Nur, 2012). The NPM is used to leverage management of public sector through two key principles. One is the separation of policy formation from operations and secondly, management inspired by private sector management ethos. Governments are increasingly giving the public administrators more authority to improve the performance of their organisations and require them to measure the outputs from the changes that they make (Behn, 2001)

The second principle thus provides the relevance of this theory to our subject of study. Governments are continuously looking at private sector not only for access to finance but also to ape the management methods from them. In our case, Kenha contracted the private sector to manage through a public private partnership, the weighbridges on their behalf.

#### **2.3 Empirical Review**

An earlier research conducted by Collin (1989) attempted to find the reason behind Government wanting to enter into a Public Private Partnership and identifying conditions that promote PPP's. 64 municipalities in Sweden were selected for the study and the ones selected had a reasonable sized population of greater than fifty thousand residents. The results indicated that PPPs are used as a strategy to attract scarce resources, be it money or competency. When there was no scarcity, that is, when the public sector had enough resources, the propensity toward the use of PPPs decreases.

Boyer et al (2015) investigated the role and impact of Public participation in Public Private partnerships. A number of infrastructure PPP projects in USA were selected for this exercise. The findings are suggestive that even though public participation can augment political leaders and citizens support for PPPs and make the customisation of project designs to local conditions better, the participation have minimal effect on accelerating the project or in correcting power asymmetry between private and public sectors. In Kenya, Muasya (2014) investigated the implementation of Public Private Partnerships (PPPs) by the Ministry of Transport on road construction projects and to extract key learning points from this process. Senior executives were interviewed within the Ministry to share the learning from implementation of several projects. The findings revealed improper vetting procedures, political interests and interference, political and socio –economic environment factors and internal vested interests are some of the challenges encountered by the Ministry in the Implementation process.

Bosire (2015) sought to establish the determinants of success of urban infrastructure projects financed by public private partnerships in Kenyan counties this was after the devolution process. A survey was conducted across the 47 counties among County employees in charge of PPP project implementation. The findings showed statistically convincing relationship between government guarantees and success of the projects and these are positively correlated and recommended a good level Central Government guarantee as an important determinant of success of the PPP project.

Villani et al (2017) ran a deep comparative study of two Italian healthcare PPPs to investigate value creation and success factors. They investigated the assets, the processes, the Governance structure and the business model of the two PPP's under study. Their findings indicated that the successful PPPs relied on the capability of the

government to consolidate of a co-ordinated framework among partner organisations. This outcome is derived by the precursor assets quality mainly composed of networking and complementing basic expertise that are used by the Government partner in the preparatory stages of the PPP process. It was also found important to establish proper control structures, that help reduce any potential conflict between the partners and uncertainties.

Panda (2016) investigated the definition of value and how it is created among Public Private Partnerships in India and how trust and coordination is built between these PPP's. Three Public Private Partnership companies were selected among different sectors. The study realised the significance of confidence and trust between the partnership. It also realised that the relationship between the partnership is heavily influenced by the system, structure and style of partner organizations.

Reeves (2008) explored the how public private partnerships (PPP) are procured and how this affects the performance of the PPP. He focused on some earlier PPP's in Ireland that provided secondary schooling, the study drew on perspectives from socio-legal theory and transaction cost economics. Five secondary school PPP's in Ireland were taken in the study. The study examined the PPP project in terms of how they related and the nature of contractual governance indicated that the public-private partner relationship is largely based on the transaction, furthermore, the degree of fulfilment from these aspects that are mostly transactional, on the part of both parties, highlight the complicated essence of governing contracts under PPP.



Yeboah-Assiamah et al (2015) examined empirical studies on solid waste management (SWM) and public-private partnerships (PPPs) in India and Ghana to come up with key learning points for policy makers and urban managers in developing countries. The research evaluated research learning from several PPP's in Ghana and India. It was realised that in the two countries, the PPP process was deficient of transparency, were not appropriately open and had insufficient engagements with key stakeholders. In the cases in Ghana, the Government contracting entities ignore monitoring of private partners and did not attend partnership agreement details.

Tati (2005) conducted a study on an early Public Private Partnership implementation for provision of water in Congo. The PPP had failed to establish and ran out of funds in the early partnership implementation. His findings led to the conclusion that risk transfer to the private partner was barely present in the partnership agreement and this is main cause of the failure of this partnership venture.

Ameyaw and Chan (2013) examined risk sharing in some selected PPP water projects in Ghana. A rank order survey was carried out with a panel of experts on some selected projects. The study identified twenty important risk items in this study. These include water theft, foreign exchange fluctuation, corruption, political interference and un-paid bills among the main ones that were not factored in the contract. While Ahenkan (2018) examined the enabling environment and the challenges for PPP adoption in Ghana's development agenda. He reviewed serious literature relating to challenges and prospects of PPPs across the world and challenges and critical success factors in addition to interviewing experts in Ghana within the PPP sector. The study revealed that implementation of PPPs in Ghana could be troubled with plenty challenges, some

of these include weak institutions, no appropriate regulations, absence of political intention, weak technical expertise, non-existent preventive maintenance norms, risk allocation, bureaucracy, contracting negotiation hurdles, and corruption.

Marson and Maggi (2016) analysed some forms of Public–Private Partnership (PPP), namely service and management contracts, in the sectors for water supply in sub-Saharan Africa. This was based on a review of five new case studies in addition to the original research in Malawi. They analysed six case studies since 2013 of PPP projects implemented in some sample sub-saharan African countries. Their findings suggest that after the projects overcame the resistances of utilities, governments and civil societies against private operators, the projects were characterized by high costs, difficult collaboration, and poor performance.

Musyoka (2012) examined the factors that influence the success of PPPs' in the Kenyan Housing sector. Relevant actors in the housing sector, the Ministry in charge and the PPP unit at National Treasury were interviewed during this study. The results further showed that risk mitigation aspects including type of contract deeds, appropriate risk allocation, and Governments security affected the performance of PPPs'. Mwaengo (2012) examined the challenges of implementation of public private partnership as well as the strategy implementation process of as well at the Mombasa Municipal Council. Top level directors at the Municipal Council of Mombasa was interviewed to find out their feedback on implementation of previous projects at the Council. The study revealed that although the implementation faced many challenges, the PPP strategy had improved deliver of service.

Okello (2013) sought to identify the approaches or criteria used and the factors that influence performance measures within PPP projects in Kenya. This was a multi sector census across different sectors in Kenya. The study identified hardship in specifying performance outcome, varied expectations from various stakeholders, political influence, inadequate measurement of the benefits against the costs of projects, and lack of appropriate communication as the main factors that affected performance measurement.

#### **2.4 Summary of Literature Review and Knowledge Gap**

Past studies, Boyer et al (2015), Bosire (2015) and Muasya (2014) have mainly concentrated in the infrastructure areas of Public Private partnerships, these were related to mainly provision of roads infrastructure. Yeboah-Assiamah et al (2015), Ahenkan (2018), Marson and Maggi (2016) and Ameyaw and Chan (2013) have studies various PPP infrastructure projects that relate to water and management of solid waste in urban areas. The creation of value and how this value can be sustained are also areas that have been determined. Musyoka (2012) and Okello (2013) have examined the challenges that have faced implementation of PPP projects in the areas of housing and Roads infrastructure projects respectively in Kenya. These studies again study the PPP projects that are related to infrastructure and contextually different to Management of service PPP.

The research gap open for study is this area of Management of a Service PPP also known as outsourcing of service. The service in question used to be provided by the Government of Kenya and was outsourced. This provides a research gap into trying to find out, what were the initial challenges during the implementation of this PPP and how did the partners respond to these challenges?

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter describes the research design that was used, population of study, data collection instruments and procedures, and the techniques for data analysis. It outlines the how the research was carried out. This section defines the technique that was used to collect, process and analyse the data.

#### **3.2 Research Design**

The research design to be used was a case study. A case study is a powerful form of qualitative analysis that involves a complete and careful observation of a social unit, irrespective of what type of unit is under study. Kothari (2014) describes case study as a detailed study of a social unit. This unit can be composed of a person, a social institution, a group, a community or a district.

In this study, the unit was the partnership as a weighbridge between Kenya National Highways Authority (KENHA) and the private sector partners. All the private sector partners are registered entities that were operating in Kenya. Although the partners have been changed over time through a competitive bidding process, the study revealed the data on partnerships over time by interviewing the senior management of KENHA and the current weighbridge managers at each weighbridge station.

#### **3.3 Data Collection**

An interview guide was used to collect the study data. Interviews are a common way of collecting data in a research. The data collected using interviews and the forms that they can potentially take are limited only by the requirements of the related research design and the research questions (Marczyk et al, 2005). The interview guide consisted of

open-ended questions developed in line with the purposes of the research. The answers and any further questions were asked to clarify a certain point and also be noted down for analysis. The interviews targeted two senior managers in charge of Strategy implementation at Kenya National Highways Authority from the Public sector side and weighbridge managers at each of the eleven weighbridge stations. A total of ten respondents were targeted for data collection in this study.

There are eleven weighbridges in Kenya, and they are all managed under the supervision of KENHA; the Public sector partner. The objective of the study was to determine what challenges were faced during the Strategic implementation of the PPP, from both sides of the partnership, the possible causes of these challenges and the guiding principal used to overcome these challenges.

### **3.3 Data Analysis**

All the filled interview sheets were collected and treated confidentially. The data was first sorted out around key central questions and used in pattern matching and explanation building. This was done to establish whether it would fit or fail the research questions. This is known as the data preparation stage.

The data collected was then analysed and presented qualitatively using content analysis. Content analysis helps to determine the presence of key words or concepts within text. This tool helps researchers analyse and quantify the presence, make inference about messages and the meaning and relationships of such words and concepts. This method further enables the investigator to include large volumes of information and analytically identify its attributes.

## **CHAPTER FOUR**

### **DATA ANALYSIS, FINDINGS AND DISCUSSION**

#### **4.1 Introduction**

This chapter presents the research findings, analysis of the collected data and the discussion of results. The study had one main objective; to determine the challenges of public private partnership, strategy implementation in management of weighbridges by Kenya National Highways Authority. The data collection was done by way of writing responses from the selected six senior staff from Kenya National Highways Authority and the private sector partners.

#### **4.2 Response Rate and Profile of the Respondents**

A total of 10 interview guides were sent to collect data for this research. Six filled interview guides were received forming a response rate of 60%. This provides a satisfactory representation of data for the purpose of this study. The response received was 50% from the Kenya National Highways Authority and 50% from the private sector partners providing a good balance for the purposes of this study.

All respondents were senior members of their respective organisations and have the responsibility of strategy implementation especially for this public private partnership project of the managing the weighbridges. The number of years of experience of respondents working for their respective firms was between 5 years and 35 years. The number of years of experience in the current role of strategy implementation was between 4 years and 9 years. The respondents experience in number of years working in the current roles gives confidence of results on this study.

### **4.3 Alignment of Company Resources to PPP Strategy**

The study sought to understand the preparedness of the different firms interviewed to the PPP culture and strategy. This means that the organisation structure and resources alignment to the strategy. All respondents agreed that their firm was properly aligned to the PPP strategy and that this aspect was important for the proper implementation of strategy. Kenya National Highways Authority has implemented a strategy implementation team that oversees the monitoring and control of the private sector. They also have resources that are able to regularly audit the operations of each of the weighbridges to ensure operations are as per contractual requirements.

The private sector partners have implemented a structure that provides autonomy and authority to the strategy implementation manager to make faster decisions during the implementation and operations of the weighbridges. The human and physical resources are properly matched as required by the contract. The strategy implementation team structure is lean enabling efficiency in the process.

### **4.4 Challenges Faced in the PPP Implementation of Weighbridge Management**

This was the main item of interest in this study. The challenges that managers in charge of strategy implementation for public and private partners of strategy faced during implementation forms the main topic of interest. The interview guide asked for a list of all challenges that were faced during implementation.

The Kenya National Highways Authority list corruption as the main challenge that was faced. This was one the main objectives of entering the partnership and during the first few months, the corruption at the weighbridges was cited as a challenge that was being faced by the private sector. There was rampant collusion between transporters,

weighbridge staff and the police. The second challenge that was faced according to KENHA was new ways developed by transporters to circumvent the weighbridges. Transporters found alternate routes around the weighbridges thus avoided weighing at these weighbridges. The third challenge faced by KENHA during strategy implementation was limited resources available at the weighbridges to action seasonal activities required at the weighbridge stations. The private sector partners were maintaining a lean team that would impede execution of some critical activities which are required seasonally.

The fourth challenge faced by KENHA during strategy implementation was the forming of unions or partnership among transporters to work against the working of the weighbridges. The transporters formed unions to challenge the implementation of the weighbridge operation by the private sector partners. In one case in point, the transporters came together to cause a traffic jam that spanned many kilometres. This created a situation which caused a threat to national security and a panic situation within the PPP. The lens from the private sector provides similar challenges but interesting view-points. The main challenge faced was the resistance by transporters to the idea of privatisation. The transporters were used to the rampant corruption at the weighbridges and saw the PPP as a threat to their normal operations.

The second main challenge faced was a total lack of support by other implementing partners that were necessary for the proper operations of the weighbridges. These implementing partners were the police posted at the weighbridges and the courts, setup at the weighbridge stations to charge transporters with overloaded trucks. The third challenge faced by the private sector was the violence meted to the weighbridge staff



by the transporters. The private sector staff are not protected by the state protection that public sector staff enjoy when delivering their duties. This situation thus put the personal security of the private sector staff at risk. This was a challenge that was mentioned by a number of respondents from different private sector partners.

The fourth main challenge faced by the private sector was the poorly maintained and inadequate equipment and technology that was provided to the private sector companies to operate with according to the contract. According to the replies, this equipment contained old technology and did not meet the requirements for modern weighbridge stations. This was a major impediment for the private sector to meet their contractual objectives.

#### **4.5 Root Cause of the Challenges Faced During the Strategy Implementation**

The causes of the challenges according to KENHA is greed on the part of the transporters that caused initial resistance. The resistance according to KENHA was as a direct result of greed by rogue transporters who only consider their benefits to carry heavy loads and break the overloading rules. The other cause that lead to challenges was limited funding from the National Treasury to enable a proper PPP venture and agreement with the private sector partners. This limited funding therefore did not allow for innovative solutions and variations to the contract.

The other causes were ignorance of the transporters and disregard of the law on the part of the transporters. These factors also contributed to the initial resistance and reaction by transporters to the PPP strategy implementation. The transporters did not therefore have any buy-in towards the new weighbridge management.

The causes of these challenges according to the private sector resulted primarily by the fear of the unknown and normal resistance to change on the part of all stakeholders. Another important factor that contributed to the challenge was corruption culture and lack of knowledge regarding the key objectives of this initiative. The culture of corruption was a norm in the management of the weighbridges and this new venture would have to embrace it according to the transporters and key stakeholders. The other major cause was that overloading of the trucks was a culture and a way of transporters to maximise their profits, this venture would be an impediment to this culture. Finally, the other factor was thought to be the limitation of public procurement process and lack of knowledge of better technologies available during the procurement process.

#### **4.6 Resolution of Challenges and Principals that Guided the Resolution**

The main solution that is believed to have resolved most of the challenges was stakeholder awareness and sensitization. This was the main resolution that was indicated by all respondents in this study. According to the respondents, both partners held the awareness sessions that helped reduce resistance meted by transporters. Once the transporters became aware that the PPP strategy for weighbridge management would bring gains to service delivery, their resistance slowly melted away.

The second method used to resolve the challenges was by encouraging transporters to self-regulate within their industry. The transporters were additionally advised to establish societies or associations that would assist in promoting best practice within them. These associations were used to share and picket with their clients to assist them not to overload trucks. The effect this had was better prices for cargo and a conscious understanding that overloading did not help anyone. To solve the challenge of corruption at the weighbridges the private sector partners involved the Ethics and Anti-

corruption Commission (EACC). The EACC agents ran swoops at the weighbridges at odd times and these actions instilled fear onto the weighbridge staff and the transporter agents and the cases of bribery and corruption reduced significantly and increased the performance of the weighbridges.

The fourth method used to solve and resolve challenges at the weighbridges was to install best-in-class technology at the weighbridges. KENHA and the private sector partners worked on an incremental plan to gradually upgrade technology at the weighbridges that would increase efficiency and control at weighbridges stations that were within the budgetary constraints of the weighbridge allocation. Most of the solutions to the challenges were guided by the PPP and stakeholder engagements.

#### **4.7 Private Sector Organisational Structure to Contractual Agreement**

It was an objective of the study to determine whether the private sector met the contractual requirement as far as the organisation structure and resources were concerned. The PPP agreement would have provided for a minimum requirement of the quantity and quality of labour provided for the management of the weighbridges. The importance of this is to determine whether this aspect was part of the deliverable of the project, was this achieved and whether the non-delivery of this aspect would cause any challenges in the implementation of the PPP strategy.

The public partner respondents accept that there was a gap in knowledge and that some private sector partners needed to still improve on the organisational structure to meet the contractual requirements. This in their opinion would assist in reducing challenges. On the contrary, the private sector management respondents believe that they met the contractual requirements as far as the organisational structure is concerned.

#### **4.8 Risk Allocation**

Public private partnership projects are complicated and do have several risks associated with them that can derail or bring about failure. According to Boothroyd and Emmet (1996), a risk can occur where the consequence, decision or result of an activity is uncertain. PPP projects are full of risks since most of the activities and actions are uncertain. The appropriate sharing of these risks between the partners is an important ingredient that help encounter any unforeseen challenges that the project would encounter. The purpose of the study was thus to evaluate from the management of both partners whether they thought the risks were shared appropriately.

The study revealed an agreement from both partners that the risks allocation was not balanced. Both partners agree that the private sector partner was asked to bear all the risks of this project. The contract provided for all risks including counter-party, operational, availability and demand risks to be borne by the private sector partner and thus instituted penalties to the private sector partner for the occurrence of these situations. Both partners saw the need of the public partner taking some of the risks for activities that are within the control of the public partner.

#### **4.9 Existence of Effective Communication**

Effective communication is a very important requirement especially between the public and private sector partner. According to Heath and Johansen (2018), effective communication comes as a crucial strategic competence when faced with forces and challenges from the external environment in the form of society changes, volatile markets and technology changes. It was thus important for the study to derive if the respondents thought there was effective communication between them and their partners.

All respondents in the study acknowledged that there was indeed effective communication between the partners. According to the respondents the communication channel and protocols were well established within partners and was found to be effective when required. This seemed to be an important strategic competence in resolving many of the challenges that the partners faced during the strategic implementation of the project.

#### **4.10 Project Complexity**

The study wanted to also reveal from the respondents the complexity of the project that the partners were dealing with and what they thought increased the complexity. Implementing PPP strategy is complex because of the need to combine the objectives of the large number of parties involved, this includes the general public whom the PPP provides service to (Yescombe & Farquharson, 2018). Complexity is directly correlated to challenges during strategic implementation. The complexity comes from increased collaboration requirements and these then contribute to challenges that are normally inherent to these collaborations (Keast, Mandell & Agranoff, 2014).

According to all the respondents, the project was very complex. The execution of the contract in managing a 24-hour, 365 days operation is not the only complicated part of the contract. The project involved working and communicating with the transporters, police and the prosecution teams. The alignment of the objectives of all these parties was complicated and the partnership was tested.

#### **4.11 Discussion of Results**

The objective of the study was to determine the challenges that both partners faced during the implementation of the PPP strategy in the management of weighbridges. The objective was also to determine the factors that caused these challenges and how the

partners managed to resolve these challenges. The objective was also to determine how risk were allocated between the partners and if these were appropriately shared out between the partners. The other goal of the study was to determine the adherence of the private partner to the contractual requirements of the PPP agreement and the degree of complexity of the project.

The report of findings indicated several challenges that the partners faced during the implementation of the PPP strategy. The main challenge being resistance from transporters who are the main receivers of the service that the weighbridge was to provide. The transporters went as far as meting violence against the weighbridge staff. The other challenge was the lack of support and cooperation from other implementing partners such as the police and court prosecutors. A challenge worth mentioning was inadequate equipment and technology.

The report of findings indicated that primary cause of these challenges was the resistance to change. The users of the service and the implementing partners were used to the modus operandi of the service provided by the public sector partner, this privatisation was a change and it was not welcome. The second factor causing the challenge was the inherent culture of impunity and corruption within the wider users of the services before they were privatised. The lack of appropriate technology and equipment and technology to provide a good service and control against circumventing procedures was also factor that caused challenges during implementation of the PPP strategy. There was also a culture or section of transporters who did business by overloading their trucks in order to maximise profits. It was part of their business to overload trucks and this PPP approach was threatening their business model.

The study found a few ways both partners managed to resolve the challenges. The main solution was holding numerous awareness workshops to create awareness within the wider users of the service including transporters. These workshops helped in reducing the resistance to change by creating awareness among transporters. The transporters were also encouraged to form associations that would indeed assist them in picketing their customers for appropriate pricing and thereby help with self-regulation of their industry. The other solution was to involve EACC in all cases of reported bribery cases which helped reduce corruption at the weighbridges. And finally, the gradual introduction of appropriate technology and equipment into the weighbridges helped in reducing challenges faced during the implementation of PPP strategy.

The findings also revealed the relationship of other interconnected variables closely linked to Public private partnership and their roles in causing challenges during implementation of the PPP strategy. These variables are the risk allocation and the complexity of the project due to the number of concerned parties. The study findings indicated that if the risks are allocated appropriately, there would be fewer challenges. The findings also indicated that the project was complex and thereby bringing about the challenges.

## **CHAPTER FIVE**

### **SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

#### **5.1 Introduction**

This chapter presents a summary of the study findings, conclusions and recommendations. It also gives the limitations of the study and suggests areas for further research. The summary of findings is in line with the objective of the study which was to determine the challenges of public private partnership, strategy implementation in management of weighbridges by Kenya National Highways Authority.

#### **5.2 Summary of Findings**

The results of the study indicated the challenges that the public and private partners faced was the resistance to change by various stakeholders, lack of support from the other implementing partners including the police and the courts. The other challenges that were encountered was the violence meted by transporters and the poor and inadequate equipment and technology

The report of findings indicated that primary cause of these challenges was the fear of the unknown and the normal resistance to change. The second factor causing the challenge was the inherent culture of impunity and corruption within the wider users of the services before they were privatised. The lack of appropriate technology and equipment and technology to provide a good service and control against circumventing procedures was also factor that caused challenges during implementation of the PPP strategy.



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### **5.3 Conclusions**

Based on the findings of this study and the analysis of the information collected, the researcher concludes that the challenges that the partners faced during implementation of the PPP strategy mostly relate to transporter resistance to change and lack of support from the implementing partners. Poor and adequate equipment also contributed to challenges faced. These challenges were resolved by the partners through awareness sessions with transporters and all stakeholders at large. Effective communication between the partners greatly assisted the resolution of these challenges.

The study also revealed that risk allocation was balanced among the public and private partners of the project. Most of the risks were being borne by the private partner. This was also a contributor and cause of the challenges that were faced in the project.

### **5.4 Recommendations**

The study recommends that for a PPP to have fewer challenges during implementation, stakeholder engagements are vital. These engagements must be initiated jointly by the public and the private partners. This is especially important for projects that are

complicated. Most of the challenges that the project would face would be caused by the lack of these engagement. During these engagements, it is necessary for the public sector partner to clarify that although the private sector is handling the project, the responsibility still lies with the public sector partner.

The study also recommends that for future PPP projects, the risk should be allocated to both partners equitably. This is because there are some risks in PPP projects that can best be borne by the public sector partner and would be very expensive or impossible in some cases to be borne by the private sector partner. Appropriate risk sharing will contribute to fewer challenges in projects.

### **5.5 Suggestions for Further Study**

The study focused on the challenges faced by KENHA and their private sector partners during the implementation of the PPP strategy for weighbridge management and how these were resolved. A similar study could be done to investigate the key factors that lead to successful implementation of this strategy at the weighbridges. This study also revealed that risk allocation was not balanced, since risk allocation is a key area in PPP's, a study could be done to evaluate a balanced risk sharing matrix for this project.

This study was focused on the weighbridge, which is a purely management subcontract PPP arrangement. PPP's are a growing area for the Government of Kenya and therefore similar studies can be carried out in different PPP's that have been initiated to understand if they are facing challenges and how would these be resolved. Studies can also be done on risk allocation for other construction related PPP's to understand what risk sharing mechanisms can be used for such projects.

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## APPENDICES

### Appendix I: The Introduction Letter



**UNIVERSITY OF NAIROBI  
COLLEGE OF HUMANITIES AND SOCIAL SCIENCES  
SCHOOL OF BUSINESS-MOMBASA CAMPUS**

Telephone: 020 2059161  
Telegrams: "Varsity", Nairobi  
Our Ref: D61/P/8002/2004

P.O. Box 30197 – 00100, G.P.O  
Nairobi, Kenya

8<sup>th</sup> November 2019

**TO WHOM IT MAY CONCERN**

Dear Sir/Madam,

**REF: REQUEST TO COLLECT DATA FOR MANAGEMENT RESEARCH REPORT**

The bearer of this letter, Jin Moh'd Yusuf Iqbal of Registration Number D61/P/8002/2004 is a Master of Business Administration student of the University of Nairobi, Mombasa Campus.

He is required to submit as part of his coursework assessment a research project report. We would like the student to do his project on *Challenges of Public Private Partnership Strategy Implementation in Management of Weighbridges by Kenya National Highways Authority*. We would, therefore, appreciate if you assist him by allowing him to collect data within your organization for the research.

The results of the report will be used solely for academic purposes and a copy of the same will be availed to the interviewed organization on request.

Thank you.

A handwritten signature in black ink, appearing to be 'Zephaniah Ogero Nyagwoka'.



**Zephaniah Ogero Nyagwoka**

Administrative Assistant, School of Business-Mombasa Campus

## Appendix II: Interview Guide

**Introduction:** This study aims to explore challenges of Public Private Partnerships (PPP) strategy implementation for Weighbridge Management in Kenya. Your responses are accepted in strict confidence and shall only be used for the purposes of the study. The result of the study may be availed to your organization on request.

### PART A: BACKGROUND INFORMATION

1. What is your designation in the company?

.....

2. What is your highest level of education?

.....

3. What is your work experience in years?

.....

4. How many years have you worked with the company in your current position?

.....

### PART B: PUBLIC PRIVATE PARTNERSHIP STRATEGY IMPLEMENTATION

6. How would you describe the realignment of company resources with the public private partnership strategy?

.....

.....

7. What challenges have your organization faced in the strategy implementation of the Weighbridge management (during the first 6 months, after the six months)?

- I. ....
- II. ....
- III. ....
- IV. ....

8. The challenge mentioned above, what do you think caused it?

- I. ....
- II. ....
- III. ....
- IV. ....

9. How was this challenge resolved and what principal guided the resolution?

.....

.....

10. How would you describe the level of organization of the private sector partner(s) to the contractual agreement?

.....

.....



11. Did the agreement consider appropriate risk allocation between the partners?

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12. Describe the effectiveness of communication with the private party with your organization.

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13. Describe the importance of a stable macro- economic environment to the strategy implementation of the agreement?

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14. How would you describe the complexity of the project under the agreement?

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