Public Policy Implementation and Healthcare Service Delivery Outcomes in Mubi-North Local Government Area of Adamawa State

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Abstract
This study examined the public policy implementation and healthcare service delivery outcomes in Mubi-North Local Government Area of Adamawa State. The study's objective is to examine the effectiveness of the healthcare policies implemented on healthcare delivery outcomes in Mubi North Local Government Area. The study adopts Top-Down and Bottom-Up Implementation Theories. Descriptive survey design was used for the study. The data was purposively obtained through administered questionnaires to the sample healthcare Centre/Clinics in Mubi-North whereas, simple random sampling was used to select respondents obtained from the sample size. The sample size of 399 was obtained from Yamane's fomular and administered to the respondents, 315 responses were retrieved and used for analysis. The data was analyzed using descriptive and inferential statistics. The results of hypothesis ($H_0$1) revealed that healthcare policies implementation has a positive but non-significant effect (α=0.014, p= 0.381). The hypothesis ($H_0$2) shows the effectiveness of healthcare policies significantly and positively impacts service outcomes (α= 0.094, p = 0.000). Hypothesis ($H_0$3) challenges of healthcare policies negatively affect outcomes (α= -0.020, p = 0.017). The Hypothesis ($H_0$4) shows policy measures significantly improve service outcomes (α = 0.066, p = 0.000). The correlation analysis observed among the variables that healthcare policies implementation is highly correlated with effectiveness of healthcare policies (r = 0.982) and challenges of healthcare policies strongly correlated with policy measures (r = 0.965). The findings indicate that effective public policy implementation significantly improves healthcare service delivery outcomes. The study concludes that effective public policy implementation has a significant positive influence on healthcare service delivery in Mubi North Local Government Area. The study recommended that government should strengthen the implementation of existing healthcare policies, to ensure that policies are effectively translated into practical healthcare services.

Keywords: *Public Policy, Public Health Policy, Implementation, Healthcare Policy, Service Delivery and Outcomes*

Introduction

One of the primary responsibilities of governments worldwide is to enhance their capacity to address social issues and meet the needs of their citizens. This responsibility is evident in public

policies. Accordingly, public policy is "the art of creating and solving problems worth solving" (Akdoğan, 2015). As societies grow and evolve, increasingly diverse and complex. As a result, public policy studies gained new directions intersecting with different disciplines that include politics, law, economics, health care and most obviously the discipline of public administration (Bekir & Kadir, 2022). The healthcare sector in Adamawa state, like many other healthcare sectors significantly influenced by public policies that seek to enhance service delivery, infrastructure, and equitable access to quality healthcare. In recent years, challenges such as inadequate funding, infrastructural deficits, and a shortage of medical personnel have hindered the sector's capacity to meet the growing needs of its population. Policymakers have responded to these challenges through a series of targeted reforms and interventions designed to improve both the efficiency and effectiveness of healthcare services. The formulation and implementation of these policies involve a complex interplay among various stakeholders, government agencies, healthcare professionals, and community representatives all of whom contribute to shaping outcomes in the healthcare sector (Kraft & Furlong, 2018). The healthcare sector reforms aimed at improving service delivery, including the National Health Policy and the establishment of the National Health Policy (NHP), National Health Insurance Scheme (NHIS) and National Primary Health Care Development Agency (NPHCDA). Despite these efforts, healthcare delivery remains inadequate due to poor policy implementation, funding constraints, and uneven distribution of healthcare facilities (Federal Ministry of Health [FMOH], 2021). The National Health Insurance Scheme (NHIS), introduced to increase healthcare access, has not fully achieved its objectives, with a significant portion of the population still relying on due payments (World Bank, 2022). At the local level, Primary Healthcare Centers (PHCs) in Mubi North LGA are crucial for delivering basic health services like immunization, maternal healthcare, and treatment of common illnesses. However, many of these centers lack proper facilities, essential medical supplies, and trained staff, which makes it difficult for residents to access quality healthcare (NPHCDA, 2022). Thus, effective policy implementation at the grassroots level is vital for enhancing healthcare outcomes and achieving scholarly gap both national and global health objectives. The study seeks to investigate the impact of public policy implementation on delivery Adamawa State's healthcare sector in Mubi North Local Government area.

Statement of Problem

Public healthcare policies are designed to improve access to quality healthcare services and strengthen healthcare delivery systems. In Nigeria, policies such as the National Health Policy, the National Health Act, the Basic Health Care Provision Fund (BHCPF), and the Primary Health Care Under One Roof (PHCUOR) were introduced to enhance primary healthcare services. However, Aregbeshola and Khan (2023) indicates that the implementation of these policies remains weak, particularly in rural local government areas, resulting in inadequate healthcare service delivery, poor health outcomes, and persistent access to healthcare. The situation is evident in Mubi North Local Government Area, where public healthcare facilities continue to face inadequate healthcare personnel, insufficient medical equipment, irregular supply of essential medicines, poor infrastructure, and weak supervision of healthcare programmes. The healthcare system has also come under increasing pressure due to rapid population growth and the influx of internally displaced persons (IDPs) resulting from insurgency in other local governments. Although studies have shown that weak implementation of public healthcare policies adversely affects healthcare service delivery through inadequate financing, poor accountability, and ineffective monitoring and evaluation systems (Uzochukwu *et al.*, 2022; Abimbola *et al.*, 2023), most of these studies focused

on national or state-level healthcare systems. This gap makes it difficult for policymakers and healthcare administrators to formulate evidence-based interventions that address the peculiar implementation challenges with the study area. Therefore, this study examines the effect of public policy implementation on healthcare service delivery outcomes in Mubi North Local Government Area of Adamawa State with a view to providing empirical evidence for improving policy implementation and healthcare service delivery.

Objectives of the Study

The general objectives are to examine public policy implementation and healthcare service delivery outcomes. The specific objectives of the study are to;

i. Identify the healthcare policies implemented in Mubi North Local Government area, Adamawa State.
ii. Identify the challenges associated with implementing healthcare policies in Mubi North Local Government area, Adamawa State.
iii. Proffer policy measures necessary for implementing future healthcare policies in Mubi North Local Government area, Adamawa State.

Research Questions:

i. What are the healthcare policies implemented in Mubi North Local Government area, Adamawa State?
ii. What are the challenges associated with implementing healthcare policies in Mubi North Local Government area, Adamawa State?
iii. What are the policy measures necessary for implementing future healthcare policies in Mubi North Local Government area, Adamawa State?

Hypotheses of the Study;

$H_0$1: Healthcare policies implementation have no significant effect in Mubi North Local Government area.
$H_0$2: Challenges of healthcare policies implementing have no significant effect in Mubi North Local Government area.
$H_0$3: Policy measures does not have significant effect for implementing future healthcare policies in Mubi North Local Government area.

Literature Review and Theoretical Framework

Public Policy

Policy as a concept, has attracted various explanations. A policy is a response to the problems of people and society. The word "policy" emerges from the Greek "polis" (city- state), the ancient Sanskrit "pur" (city), and the Latin "politia" (state) words. These words eventually evolved from the medieval English word "policie" meaning "actualization of public activities" or "administration of government" (Altınok & Gedikkaya, 2016). According to Birkland (2019) defines policy as "a statement by government at whatever level of what it intends to do about a public problem," emphasizing both the intention and the direction behind government actions. Cairney (2020) explains that policy involves not just the outcome a rule, law, or directive but also the intricate processes of development, negotiation, and implementation.

de-Wee (2025) posits that public policy should be understood as a coordinated system of interrelated decisions and actions that cut across sectors and levels of governance, thereby

requiring policy integration and institutional collaboration. Similarly, Mbah Enjei and Chi Valery (2025) emphasize that public policy serves as a strategic instrument for socio-economic development, particularly in developing contexts where effective policy frameworks are essential for addressing issues such as poverty, inequality, and service delivery. This broader conceptualization reflects the shift from a state-centric model to a governance-oriented approach in public policy studies.

Benefits of Public Policy on the Healthcare Sector in Adamawa State

Public policy plays a critical role in shaping the healthcare sector in Adamawa State, Nigeria. Through effective policy implementation, the government ensures improved access to healthcare services, better infrastructure, and enhanced quality of medical care. The Nigeria State Health Investment Project (NSHIP), implemented with support from the World Bank. NSHIP introduced Performance-Based Financing (PBF), which links health facility funding to service delivery performance. A study by Mohammed *et al.* (2021) in Health Economics found that the PBF approach significantly improved maternal and child health indicators in Adamawa State, such as antenatal care attendance, institutional deliveries, and skilled birth attendance. These improvements are attributed to increased accountability, better resource allocation, and stronger health worker motivation, which the policy framework helped institutionalize (Mohammed *et al.*, 2021). One of the primary benefits of public policy in the healthcare sector is the expansion of healthcare facilities across urban and rural areas. Government policies, such as the National Health Insurance Scheme (NHIS) and Basic Healthcare Provision Fund (BHCPF), have significantly increased access to affordable healthcare, particularly for low-income earners (Adepoju, 2020). Public health policies focused on immunization, maternal and child health, and disease control have led to a decrease in infant and maternal mortality rates in Adamawa State. For instance, the implementation of vaccination programs for diseases such as polio and measles has contributed to improved child survival rates (WHO, 2022). Further, policies promoting sanitation and hygiene have helped to curb the spread of communicable diseases (Eze *et al.*, 2021). Studies indicate that well-implemented health policies contribute to strengthening healthcare systems by improving institutional coordination, resource allocation, and service efficiency (Etiaba *et al.*, 2025).

Therefore, in collaboration between the Federal Government and Adamawa State Government in 2024 to convert General Hospital Mubi and Cottage Hospital Hong into Federal Medical Centres is another noteworthy outcome of health sector policy. According to the Voice of Nigeria (2024), this policy-driven initiative is aimed at expanding tertiary healthcare services in underserved regions. The policy's benefits are multifaceted: it boosts healthcare infrastructure, reduces referral stress on urban centers, and creates employment opportunities for health professionals in the state. Studies by study by Effiong *et al.* (2025) reveals that state-supported health insurance schemes in Nigeria have contributed to improved access to healthcare services and financial protection for citizens, thereby strengthening the sustainability of the health system.

Another significant benefit of public policy in Adamawa's healthcare sector is the implementation of the Revised National Health Promotion Policy (2019). This policy provides a strategic framework for improving health literacy and promoting healthy behaviors through education and community engagement. In Adamawa State, the policy has supported programs focused on hygiene promotion, disease prevention, and reproductive health awareness, especially during outbreaks such as cholera and Lassa fever. According to the World Health Organization (2023), these interventions have improved community responsiveness to health campaigns and reduced the spread of communicable diseases such as Cholera and Malaria fever.

Despite these achievements, challenges remain. Issues such as inadequate human resources, insufficient funding, and security concerns in certain areas of Adamawa State continue to hinder the full realization of public policy benefits. A study by Ibrahim and Musa (2024) published in the Journal of Public Administration and Social Welfare Research highlighted that staff shortages negatively impact health service quality and utilization, calling for more robust workforce policies.

Challenges Associated with Implementing Healthcare Policies

The challenges associated with implementing healthcare policies remain a critical concern in public policy and health systems research, particularly in developing countries including Nigeria. While healthcare policies are often well-designed with clear objectives, their successful implementation is frequently hindered by structural, institutional, and socio-economic constraints. According to (Onyeka *et al.*, 2025; Nwokedi *et al.*, 2025) emphasizes that the gap between policy formulation and implementation significantly affects the achievement of desired healthcare delivery outcomes. One of the most prominent challenges is inadequate funding and poor resource allocation. In Adamawa, health facilities in rural LGAs often lack adequate laboratory services, maternity wards, and cold-chain systems for vaccine storage, thereby limiting their capacity to deliver essential services like immunization, maternal care, and emergency response (Yakubu & Iliya, 2022). This shortage leads to diminished service quality, longer waiting times, and reduced patient satisfaction, thereby undermining public confidence in the healthcare system (Adebayo & Yusuf, 2021). Furthermore, road networks and transportation systems linking health facilities are often poor, especially during the rainy season, making it difficult for patients to access timely care and for health officials to supervise or monitor policy implementation (Zira & Nuhu, 2023).

Financial constraints present another substantial barrier to effective public policy implementation. Despite government efforts to allocate sufficient funds to the healthcare sector, mismanagement and corruption often divert these resources away from where they are needed most. Consequently, many facilities in Adamawa State struggle to meet the basic healthcare needs of their communities, perpetuating a cycle of underperformance and limited access to care (World Bank, 2022). Hence, insufficient budgetary allocation and delays in fund disbursement often lead to incomplete or poorly executed health programs. This financial constraint directly affects the availability of essential drugs, maintenance of facilities, and overall service delivery (Familusi *et al.*, 2025).

Moreover, the shortage of skilled human resources and weak capacity for policy monitoring and evaluation remain persistent setbacks. Health workers in Adamawa often operate under poor working conditions, with limited training and career advancement opportunities, affecting service delivery and implementation fidelity (Adamu & Solomon, 2023). Another significant challenge is political interference and lack of continuity in health programs, especially when new administrations disregard existing policies for political reasons. Further, there is limited community participation in the design and monitoring of healthcare policies, resulting in poor ownership and low compliance among beneficiaries (Zira & Nuhu, 2023).

Policy Measures/Strategies for Effective Implementation of Future Healthcare

The measures necessary for implementing future healthcare policies require a more strategic, evidence-based, and system-oriented approach, particularly in Nigeria. According to Onyeka *et al.*, (2025) healthcare policies risk remaining theoretical rather than producing tangible improvements in healthcare delivery outcomes. A fundamental measure is strengthening policy-implementation alignment and bridging the implementation gap. Contemporary research highlights that many healthcare policies in Nigeria fail not due to poor design but because of weak

translation into practice. Onyeka *et al.* (2025) argue that improving collaboration between policymakers, researchers, and frontline implementers is essential for ensuring that policies are context-sensitive and operationally feasible. Similarly, recent studies on digital health readiness reveal that policy frameworks may appear robust, there is often a mismatch between policy intentions and actual system capacity, leading to ineffective outcomes (Ogunleye, 2025).

The integration of digital health technologies and innovation is also a vital measure for enhancing policy implementation. However, their successful implementation requires adequate infrastructure, technical expertise, and supportive regulatory frameworks. Egwudo *et al.* (2025) note that while digital health technologies offer significant potential, their adoption in Nigeria is constrained by infrastructural deficits, limited digital literacy, and regulatory challenges. Therefore, future policies must include investments in digital infrastructure and capacity building to fully harness technological innovations.

The following strategies for effective healthcare policy implementation are as follows:

i. Strengthening Institutional Capacity/ Capacity Building for Health Personnel
ii. Adequate Funding and Financial Sustainability
iii. Stakeholder Engagement and Public Participation
iv. Robust Monitoring and Evaluation Mechanisms
v. Legislative and Regulatory Support
vi. Adoption of Technology and Innovation
vii. Addressing Socioeconomic and Cultural Barriers

Theoretical Framework

The Top-Down Implementation Theory was developed by Pressman and Wildavsky (1973) in their seminal book Implementation: How Great Expectations in Washington Are Dashed in Oakland. Their work focused on why well-designed policies often fail in implementation due to bureaucratic inefficiencies, lack of coordination, and unforeseen obstacles at the local level. The theory was later expanded by Daniel Mazmanian and Paul Sabatier (1983), who refined the idea by identifying key variables affecting policy success, including policy clarity, financial resources, and institutional structures (Mazmanian & Sabatier, 1983). In contrast, the Bottom-Up Implementation Theory was introduced by Michael Lipsky (1980) in his book Street-Level Bureaucracy: Dilemmas of the Individual in Public Services. Lipsky argued that the real policy implementers are not top-level decision-makers but frontline workers, such as doctors, nurses, social workers, and police officers, who interact directly with citizens (Lipsky, 1980). Based on this theory, successful policy implementation depends on the discretion and actions of these "street-level bureaucrats", who often modify policies to fit local circumstances.

Methodology

Research Design

The study adopted descriptive survey design with a mixed-methods approach. This design allows for both quantitative and qualitative data collection to provide a comprehensive understanding of the impact of public policy implementation on the healthcare sector.

The study was conducted in Mubi-North Local Government of Adamawa State. Mubi-North is located between 9°50' and l0°50'N and longitude 10°10' and 13°50'E. (Adebayo, 2004). It has boundaries with Cameroon in the East, Maiha Local Government area in the South and Michika to the North and Hong Local Government area to the West. Mubi-Local Government area has four

(4) districts, namely; Mubi North, Mayo-Bani, Muchalla and Bahuli. The major tribes are Fali, Higgi, Margi and Fulani, it covers about 2,864.24 km of its estimated area. Mubi town which is second most populated region in Adamawa State has a projected population of 233,600 with density of 160.5 persons per square kilometer (National Bureau of Statistics [NBS] (web), 2022). The population of this study comprised the entire population of Mubi North Local Government area. Therefore, the total population of 236, 216 people projected from 233,600 projection for 2022 National Bureau of Statistics (NBS, 2022). The projected population is from a Population Increase Index (PII) of 2.28% (Projected, 2025). Therefore, the projected population of the study was 236,216. The sample size of this study is 399 obtained through Taro Yamane (1967) formular.

A multi-stage sampling technique were employed. Purposive sampling was used to select purposively the sample healthcare centre/clinics in Mubi-North. Then, simple random sampling was used to select respondents obtained from the sample size. The sample size was determined using the Taro Yamane (1967) formula:

$$n = \frac{N}{1 + N\,(e^2)}$$

Where:

$n =$ Sample Size

$N =$ Population Size (236,216)

$e =$ Margin of error (commonly 5% or 0.05)

$$n = \frac{236216}{1 + 236216\,(0.05^2)}$$

$$n = \frac{236216}{1 + 236216\,(0.0025)}$$

$$n = \frac{236216}{1 + 590.54}$$

$$n = \frac{236216}{591.54}$$

$$n = 399.3237 \approx 399$$

The data collected from respondents were analyzed using quantitative analysis such as; frequency distribution, percentages, mean ($\bar{x}$) and standard deviation. Regression analysis was used to determine the effect of public policy implementation on healthcare service delivery. Correlation analysis also applied to measure the strength and direction of relationships among variables. The data was entered into Statistical Package Social Sciences (SPSS ver. 23.0) software package at 0.05 level of significance.

Results and Discussion of Findings

The paper presents and analyzes the data collected from the respondents. The hypotheses of the study were tested and summary of findings presented.

Regression Analysis

Table 1: Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.983[a]	.966	.965	.258

a. Predictors: (Constant), Healthcare policies implementation, Effectiveness of healthcare
b. policies implemented, Challenges of Healthcare policies, Policy measure

The multiple regression coefficient (R = 0.983) indicates a very strong positive relationship between the predictors and healthcare delivery outcomes. The R Square (R^2) value (0.966) reveals that 96.6% of the variance in healthcare delivery outcomes is explained by the independent variables, while the Adjusted R Square (0.965) confirms the model's robustness after adjusting for the number of predictors.

Table 2: ANOVA[a]

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	578.109	4	144.527	2177.435	.000[b]
	Residual	20.576	310	.066		
	Total	598.686	314			

a. Dependent Variable: Healthcare Service Outcome
b. Predictors: (Constant), Healthcare policies implementation, Effectiveness of healthcare policies, Challenges of Healthcare policies, Policy measure

Table 2 presents the ANOVA results for the regression model predicting healthcare service outcomes. The model shows a regression sum of squares of 578.109, mean square of 144.527, F-value of 2177.435, and a significance level of 0.000. This indicates that healthcare policies implementation, effectiveness, challenges, and policy measures collectively have a significant effect on healthcare service outcomes in Mubi North LGA.

Table 3: Coefficients[a]

Model		Unstandardized Coefficients B	Unstandardized Coefficients Std. Error	Standardized Coefficients Beta	T	Sig.
1	(Constant)	-.302	.035		-8.565	.000
	Healthcare policies implementation	.014	.016	.072	.877	.381
	Effectiveness of healthcare policies	.094	.013	.549	7.389	.000
	Challenges of Healthcare policies	-.020	.008	-.126	-2.400	.017
	Policy measure	.066	.011	.487	6.102	.000

a. Dependent Variable: Healthcare Service Outcome

Table 3 presents the regression coefficients for factors influencing healthcare service outcomes in Mubi North LGA. The results indicate that healthcare policies implementation has a small positive but non-significant effect (α = 0.014, Beta (β) = 0.072, p = 0.381), suggesting that merely having

policies in place does not automatically improve service delivery. In contrast, the effectiveness of healthcare policies significantly and positively impacts service outcomes (α = 0.094, β = 0.549, p = 0.000), showing that well-implemented and functional policies substantially enhance healthcare delivery. Challenges of healthcare policies negatively affect outcomes (α = -0.020, β = -0.126, p = 0.017), indicating that issues such as inadequate funding, personnel shortages, and poor infrastructure hinder performance. Policy measures significantly improve service outcomes (α = 0.066, β = 0.487, p = 0.000), highlighting the importance of targeted strategies within policy frameworks. The study suggests that, effectiveness of policies and the adoption of appropriate measures improved healthcare outcomes, whereas challenges impede progress. This finding aligns with the study of Oladipo (2022) that strategic implementation and overcoming barriers are critical to healthcare service outcome.

Discussion of Findings

The findings on healthcare policies implemented in Mubi North LGA indicate that key policies such as immunization, NHIS, and maternal and child health programmes are widely implemented, as reflected by low mean scores and high levels of agreement among respondents. However, policies related to free or subsidized healthcare services and drug supply recorded relatively higher mean scores, suggesting weaker implementation in these areas. This implies that while core public health interventions are functional, equity-based policies targeting vulnerable populations are less effective. This result supports the findings of Adebayo (2022), who observed that although primary healthcare policies are often implemented in Nigeria, challenges remain in ensuring equitable access to healthcare services. The study also identified major challenges affecting healthcare policy implementation including inadequate funding, shortage of qualified personnel, poor infrastructure, weak monitoring and evaluation systems, corruption, and security challenges. These challenges recorded strong agreement among respondents, indicating their severity and widespread impact on healthcare delivery. Political interference and poor intergovernmental coordination were also noted as significant barriers. These findings corroborate the work of Oladipo (2022), who emphasized that structural and institutional challenges significantly hinder effective policy implementation in Nigeria's healthcare sector. The regression analysis (Table 3) further deepens the discussion by showing that while healthcare policy implementation alone has a positive but insignificant effect on healthcare service outcomes, the effectiveness of those policies has a strong and significant positive influence. This indicates that the mere presence of policies is not sufficient; rather, the quality of implementation determines outcomes. Additionally, policy measures such as proper planning, monitoring, and stakeholder involvement significantly improve healthcare service delivery, while challenges exert a negative and significant effect. This suggests that addressing implementation barriers and strengthening policy frameworks are critical for achieving better healthcare outcomes. These findings are in line with Oladipo (2022) and similar studies, which argue that effective implementation, rather than policy formulation alone, is the key driver of improved public service delivery.

Conclusion and Recommendations

The study concludes that effective public policy implementation has a significant positive influence on healthcare service delivery in Mubi North Local Government Area of Adamawa State. Effective implementation enhances access to healthcare services, improves the quality of care, and increases the responsiveness of health institutions to the healthcare needs of the population. Government should strengthen the implementation of existing healthcare policies.

This can be achieved by establishing clear guidelines, timelines, and accountability mechanisms to ensure that policies are effectively translated into practical healthcare services. Also, adequate and sustainable funding should be provided for healthcare facilities to address challenges such as poor infrastructure, shortage of medical equipment, and limited availability of essential drugs. Increased financial allocation will support effective service delivery and improve policy outcomes.

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