

# Perception towards the Policy Implementation Practices in Institutional Performance of Public Enterprises: A Case of Gorkhapatra Corporation

<sup>1</sup>Shreeram Phuyal\* and <sup>2</sup>Amin Palikhe\*\*

<sup>1</sup>Deputy Manager, Employees Provident Fund, Nepal

<sup>2</sup>Lecturer, Tribhuvan University, Prithvi Narayan Campus

Corresponding Author: Amin Palikhe

**Email :** bibek1008@gmail.com, amin@pncampus.edu.np

<https://doi.org/10.3126/kanyaj.v6io1.87700>

## Abstract

The purpose of this article is to examine the perception towards the policy implementation practices in institutional performance of public enterprises with reference to Gorkhapatra Corporation that assess the requirement of the major dimensions of policy implementation practices in institutional performance. This study tries to the possible reform measures regarding effective implementation of major dimensions of policy implementation. An exploratory case research design was adopted with applying thematic analysis. The nine key informant interviews had been taken to suggest the best dimensions of policy implementation practices for enhancing the institutional performance of public enterprises. The study found that partial control is essential with complete autonomy. The public accountability and responsibility are necessary where policy innovation and institutional capacity can minimize the policy implementation. It is essential for better institutional performance. The finding from the key informant interview can be instrumental to the other similar types of governmental enterprises. Therefore, it has managerial, policy level, methodological and theoretical implication, can act as a limelight for future research perspective. The comprehensive study could be done on dimensions of policy implementation practices for institutional performance.

**Keywords:** Autonomy, institutional performance, perception, policy implementation, public enterprises

## Introduction

Policy is a guide to action. It is related to broader framework of governmental program. It involves an operational philosophy, principle, vision and decision making of the government that translated into the various actionable programs, activities and projects. It is broad statement of future plan, goals, actions and express the means of achieving those plans and objectives. It is a framework of governmental intervention, program and activities. It is a propose full course of action of government that deals with a problem and concern to solve the problem (Anderson, 2010). The implementation is that how to put the policy program and activities put it into practices or a guideline (Khan & Khandakar, 2016). Where, implantation requires proper attention of the

internal (organizational structure, resources, capacity, leadership, organizational culture, information) and external (political support, stability, economic condition, social norms, values, technology and innovation (Martinez et al., 2022; Fan et al., 2022; Bruno et al., 2022).

Policy implementation is understood as involving a process in the execution of a government policy and it has been formulated in the political process, often as the process and effort of acquisition of institutional capacity. Public policy implementation is continuing of an existing policy or new initiative work, which requires proper resources and institutional structural arrangement (Wang et al., 2024). It takes place with the organizational setting and structure (Peters, 2014; Imperial, 2021) and these two are known as the term implementation arrangement (Sager & Gofen, 2022). Effective implementing public policy for the social well-being of the people requires continuous monitoring and evaluation to ensure that such policies achieve their objective effectively and the resources and time allocated for implementation are sufficient (Alcock, 2022). It is designed to improve the quality of life and well-being of citizens and it covers various aspects such as health, employment, housing, education and social protection. It creates the conditions that enable to fully utilize each individual in vulnerable conditions (Ginting et al., 2023) but the biggest challenges are resource constraints, different interest groups in the society and need to adopt and implement such policies to changing socio-economic conditions (Sjoberg & Turunen, 2022; Judijanto et al., 2024). Therefore, public enterprises are, hybrid and governmental entities with having various aspects of purpose to work together towards common goals. However, the success of such governmental public enterprises heavily depends on effective implementation strategies. So that, goals must be clear otherwise weak performance and inefficiency differentiate between excellent and weak performance of the public enterprises (Jones, 1991).

When the economic crises and over nationalization occurred, the privatization of public corporations has been emerged but failed with privatized of many corporations, again public enterprises came as a better solution that ensure to serve better goals other than commercial one. But, government control, resources constraints, vast control structure, being too bureaucratic and proper supervision, the entrepreneurial capacity was constrained to perform their corporation roles (Bernier, 2011). Besides the institutional strength affects by policy implementation in the public corporations (Del Bo & Florio, 2012). If the government have policy objective like offer goods and service to the general public at a reasonable price than governance systems ensure that public enterprises may be a best alternative to overcome such conditions. Public corporation can have interesting policy instruments as well as entrepreneurial management team rather than governmental control and ownership. The good public policy instruments that make corporation effective and efficient (Bernier, 2014). This can be developed through several stages that convert policy into action, as a policy implementation (Ladner, 2016) and institutional performance is measured to determine how well they

are implementing their policies to achieve desired outcomes. The theory of social welfare explains the various aspects of purpose of public corporations and provide more comprehensive framework for understanding and dealing with social and public welfare issues (Andres et al., 2023; Gho, 2023).

Through a planned process, public enterprises (PEs), PEs has created, existed and promoted to establish a welfare activity with ensuring easy access the essential goods and services, employment opportunities, to frame for physical infrastructure and development, self-reliant and good governance as well as sustainable economic development in the countries (K.C, 2019; Shrestha & Pokharel, 2021). Therefore, public enterprises as a new instrument for fulfilling the gap between different policies and role of economic policy and social welfare in the countries. Therefore, Gorkhapatra Corporation is taken as a unit of analysis to evaluate the effectiveness of policy implementation and its practices. It was incorporated and enacted under the Gorkhapatra corporation Act (2019), Corporation Act (2021), Gorkhapatra Corporation Bylaws (2020) and Communication Act (2021) for their implementation.

Therefore, the focus of the study is to evaluate the policy implementation practices in institutional performance of Gorkhapatra Corporation. In this study, the research parameters considered are the enterprise autonomy and control, public and corporate entrepreneurship and policy innovation and institutional capacity as independent variables under policy implementation practices and institutional performance as dependent variable. Since there are not many researches of this kind in Public Enterprises of Nepal, it can be an exploratory and can be instrumental for other types of Public enterprises as well. It may be helpful for public policy making, policy implementation and Policy evaluation. It can improve policy and governance approaches in Public enterprises to supplement the welfare rationale and social accountability through enhanced institutional performance

### **Literature Review**

Public policy is a philosophy, principle, visions and decision making of government that translate into various projects, programs and activities to achieve broad and future goals and actions. It is a means of attaining governmental goals. The public policy must be properly and effectively implemented to achieve broad governmental goals and benefits for the citizen. It is the series of process that a government's activities or decision to remedy social problems (Anderson, 2010; Khan & Khandaker, 2016; Stewart et al., 2008). For that, effective policy implementation is essential in developing nation like Nepal. Therefore, the successful implementation depends upon the resources, clear structure of roles, and hierarchical control to monitor the implementers' actions (Ladner, 2016). Even the good policy is worthy if it is properly impended so that the good direction is supposed to be drive from the various theories of policy implementation. It refers to the execution of governmental law where various stakeholders and organization work together with the use of techniques and procedures to put public policies into actionable attainment of goals (Stewart et al., 2008). It is system process and involves

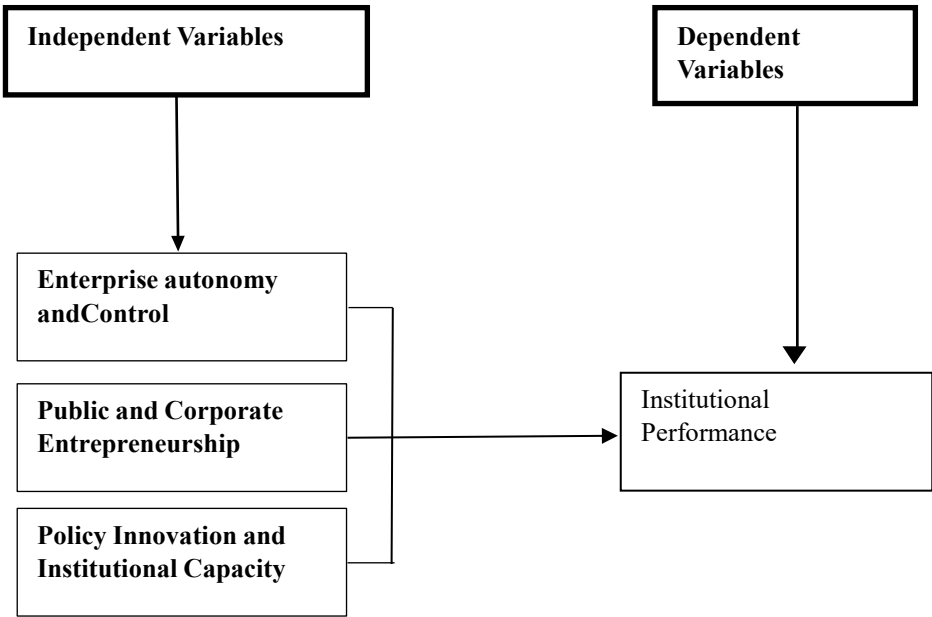
some actors, organization and techniques for control and the actions directed towards attainment of those goals (Pressman & Wildavsky, 1973).

The different factors play a vital role in implementing the policies effectively. Among various factors enterprise autonomy and control (Puranik, 1978; Lioukas et al., 1993; Legreid et al., 2006), public and corporate entrepreneurship (Miragaia et al., 2015; Kearney & Meynhardt, 2016; Amanati, 2017; Chang et al., 2019) and policy innovation and institutional capacity (Batterbury, 2002; Pezzini et al., 2010; Zhu & Xiao, 2015; Karo & Kattel, 2018) are taken as the important factors that affect the effective policy implementation for institutional performance (Shibru, 2017; El Araby & Ayaad, 2020; Hanan & Obeed, 2021) of public enterprises where the performance of policy implementation is categorized to three areas namely: outputs and outcomes of policy, impact of policy and assessment of policy leads to development of a country or society. These achievements are successful policy outcomes that depends upon not only on designing effective system but also depends upon the management of their policy implementation (Brinkerhoff & Crosby, 2002). Implementing policies is not solely the responsibility of one individual; instead, it is a collective priority involving all sectors of government, participants, experts, levels of governance, and stakeholders. Public policies cannot be effectively executed through a single approach—whether institutional, top-down, or bottom-up. Rather, a combination of all these strategies is necessary, with shared accountability among all involved parties (Shahi, 2024).

In order to ensure that policies achieve the impact that their designers intend, it is important to learn from the implementation challenges that were faced. Studies on implementation have focused on offering guidance to decision-makers on how to set up programs to maximize the possibility of successful implementation. Therefore, the policy implementation discusses top-down or bottom-up and hybrid implementation designs (Birkland, 2013). The top-down method of policy implementation emphasizes central actors who concentrate on a central implementation strategy, such as the national government and bureaucracy. Target groups and service providers are emphasized as crucial players who must be included in the policy-making process as per the bottom-up approach of policy implementation (Pradhan et al., 2017). The gap between the model of top-down and bottom-up approach if can be coordinated by hybrid approach to the policy implementation practices, it could be an overwhelming milestone in reinventing public enterprises (Hottenstein, 2017). The empirical evidence supports that the conceptual framework incorporates hybrid form of top-down and bottom-up approach of policy implementation. The major focus is on relating dimensions of policy implementation practices in institutional performance.

**Figure 1**

*Conceptual Framework of Policy Implementation Practices in Institutional Performance*



This conceptual framework emphasizes the effects of important variables like enterprise autonomy and control, public and corporate entrepreneurship and policy innovation and institutional capacity on institutional performance for the evaluation of policy implementation practices in qualitative manner. The indicators of effective policy implementation may vary for enhancing institutional performance of Gorkhapatra Corporation (specific for this case study) depending on the perceptions of the concerned stakeholders.

**Research Methodology**

Under the Philosophical foundation, the ontological foundation of this study is subjectivism. This epistemological study is mainly based on interpretivism mode of research paradigm. The methodological aspects of the study must align with ontological and epistemological perspectives. This foundation consists of an inductive approach and qualitative in nature. The research design was adopted for the study to address the explanatory design of the research study. in-depth analysis of key informant interviews in qualitative data analysis. To evaluate the policy implementation practices, a case study of Gorkhapatra Corporation was considered. The total population under study area was 180 staffs including two political appointees and 178 permanent staffs working under the Corporation. Among them, 10 samples were selected for purposive sampling method. The sample size is sufficient and sample range should be 10 to 50 persons for inclusive and fair consideration, said by Creswell et al. (2018). In Gorkhapatra Corporation, five levels of Key Informant Interviews were done that provided an

understanding of the policy implementation practices in the corporation and the involvement of the employee in the decision making for policy implementation. The key informants were one-one executive chairman, general manager and chief editor, two-two departmental chiefs among different departments, and officers and three non-officers. Primary data were collected through key informant interviews and it was taken for the respondents as per necessary for the study. Key informant interviews were taken upon the consent of individual respondent. The interview schedule for key informant interviews was taken during lunch time at the premises of corporation. The key informant interview was covered the questions regarding study variables such as enterprise autonomy and control (EAC), public and corporate entrepreneurship (PAC), policy innovation and institutional capacity (PIIC), overall policy implementation and institutional performance. Manual coding was used for analyzing the collected data under qualitative data analysis. The Key Informants Interviews were coded, schematized and analyzed in in-depth manner for data analysis. Before the study could begin, permission was obtained from the Gorkhapatra Corporation administration in the form of an ethical clearance.

### **Results and Discussion**

The questions were asked to measure the opinion regarding the policy implementation for institutional performance through study variables. Here, all the opinion of key informant interview group is processed manually by following verbatim, transcription, coding and thematizing and presented as follows.

#### **Analyzing Enterprise Autonomy and Control Practices (EAC)**

For the implementation of enterprise autonomy and control side by side in the Gorkhapatra Corporation, the respondents of key informant interviews have responded as following:

**Level of Autonomy:** Complete autonomy should be given to enterprises for implementing policies, plans and programs. Some of the respondents opined for partial autonomy. Public enterprises should be autonomous to implement policies, plan, programs and other daily activities. Complete autonomy should be in other areas than policy issues and largescale economic decisions. As per the Gorkhapatra Corporation act, 2019, we can release the share for exercising the enterprise autonomy placed under legislation and operationalized. For example: BBC model. If only given autonomy, the management of corporation may go beyond control and do arbitrary acts, so to control arbitrariness, control is necessary. Autonomy is vital for writing news and its publication. Control should be there in order to protect and conserve national pride broadsheet. The corporation should be given independency without control so that it can accomplish its tasks to meet the targeted goals in time. Autonomy in publication, the practical and legal provisions that create problems in completing economically for enterprise should be removed. Corporation can be given autonomy removing its control from Nepal government and planning it under federal parliament or parliament or other legally established independent body or committee. Control should only be done

in policy, regulations and laws. Besides, autonomy should be given in economic and administrative operation.

**Performance Appraisal:** Reward and Punishment should be the judging factor for work appraisal in corporation by fully obeying the law. There should be impartiality in recruiting managerial leadership based on meritocracy. Appraisal should be based on performance, policies and programs addressing public opinion. Impartial performance appraisal is mandatory for growth of organization. All the manpower of office should be treated equally. Corporation should always try to take benefit from all the staffs properly as much as possible.

**Capacity Accretion and Skill:** Top managerial leadership with high level of understanding about public and corporate entrepreneurship leads capacity accretion of enterprises. They should be impartial to political parties, ethical with government as a policy formulator, regulator and controller of public enterprises. Their interest should be centrally focused in enterprise welfare. Capacity accretion is solely based on human resources of the enterprise. Feeling of ownership in human resources of organization plays prominent role in capacity accretion. By developing skilled manpower relative to time is vital. By recruiting the skillful and efficient top managerial leadership who can coordinate between public and corporate entrepreneurship, the capacity of enterprise can be accreted. Leadership should focus strongly to implement policies and regulations while human resources (manpower) should obey the acts, bylaws, rules and regulations.

**Effective Coordination:** Effective coordination should be maintained between Enterprise autonomy and control. The appointment or recruitment of managerial leadership who has ability to coordinate between public entrepreneurship and corporate entrepreneurship can be the changing milestone to rediscover public enterprises.

**Political Clarity and Non-intervention:** Political clarity should be maintained between enterprise autonomy and control. Public enterprise should be salvaged from politics i.e. nonpolitical intervention or political clarity. Due to absence of political and economic stability, it leads to variance and reshuffling of government or even top management of corporation.

**Public Accountability:** Public accountability and control should be maintained. Human resources (manpower) should obey the acts, bylaws, rules and regulations. If we do so, then institutional accountability and transparency will be increased. Truth based and impartial news will be communicated. As it helps to increase ethics, virtue, transparency and accountability, public accountability can be justified. Public enterprise is essential to work as a bridge between Government and people. They provide quality service to people in fewer prices. If we leave all the things to market following the concept of limited government then backward community cannot be uplifted. On the other hand, Government wants to escape from public accountability. That's why; the corporation should grow forward by coordinated role between Government and Business entrepreneurship.

### **Public and Corporate Entrepreneurship Practices (PCE)**

For the effective implementation of public and corporate entrepreneurship in order to make public enterprise adapt to excessive dynamic environment of market, the respondents of key informant interviews have responded as following:

**Increasing Competitiveness:** Strong and meaningful representation of public enterprises is deemed to be essential in current competitive environment of market. Public and corporate entrepreneurship is essential for increasing competitiveness of corporation in dynamic environment of current market. For this purpose, skillful managerial leadership is necessary. The public enterprise should be made highly competitive and IT-friendly in order to adapt the environment of market which is highly dynamic and for that public and corporate entrepreneurship is essential. Since the adaptation towards dynamic environment is itself effective implementation of policy, public and corporate entrepreneurship helps in making public corporation competent in the market.

**Organizational Interest:** Subordination of individual interest to general interest of organization is vital. Public and corporate entrepreneurship is essential for organizational interest of corporation. Public and corporate entrepreneurship is essential for quality management of the corporation.

**Re-discovering Public Enterprises:** we have to rediscover public enterprise by the coordinate use of public and corporate entrepreneurship. If policy scientists agree that one of the major reasons for the economic crisis is the inadequate regulation of the private sector, public enterprises could be a renewed alternative and rediscovering of public enterprises is mandatory via proper implementation of public and corporate entrepreneurship.

**Managerial Professionalism:** The professionalism of management of corporation should be increased by increasing public and corporate entrepreneurship. Development of efficient manpower relative to time is mandatory. Recruiting skilled and persevering managerial leadership can increase institutional performance of organization. Necessary knowledge increment to managerial leadership from policy innovation eventually leads to increment in institutional performance of the corporation.

**Citizen Satisfaction:** The ultimate goal of public enterprises is citizen satisfaction through public service delivery. For that reason, public and corporate entrepreneurship are needed in public enterprises.

**Economical Sustainability:** Public enterprise should sustain economically along with its motive of welfare rationale. Employment creation by it is praiseworthy. Nepal has adopted mixed economy till date. Hence, such corporation should be given autonomy and operated by Government.

**Quality Management:** Quality management plays an important role for market accessibility and internal control. The publication, news communication, reform in production and distribution process leads to quality management of corporation. For this purpose, public and corporate entrepreneurship is necessary.



**Welfare Rationale and Continuity:** Each and every government should have its own mouthpiece. Gorkhapatra Corporation is a mouthpiece of government of Nepal that's why it is needed in order to make the society feeling pride for the nation, national interests and national integrity. Gorkhapatra Corporation is an excellence hub for fostering education and consciousness. It is a historical heritage. It should be conserved and regulated by state for its sustainable existence and continuity. Feeling of an obligation being an ideal citizen and to contribute on nation building, there is necessity of Government media like Gorkhapatra Corporation. It is vital to take policy, planning and programs of state to the doorstep of people which is the main aim of New Public Governance paradigm in public administration. To provide truth, factual news and information to the people, this sort of entity is necessary. But it should be made more professional and efficient one. Gorkhapatra Corporation is not just for business purpose; it has more social obligations towards people on behalf of government so it is essential. It is necessary since it takes the honorary presence of government to the citizens. It has role in communicating truth and impartial news and knowledge accretion. Its role is important. It is a communicating medium of government with the citizens. It speaks the voice of Government. It fills the gap between haves not and haves. It alerts the government. It is also the provider of truth and impartial news to the government on behalf of its citizen. This eventually helps in policy formulation to the government.

In many countries of the world, it is evident that public media are under the control and supervision of Government. The Gorkhapatra Corporation of Nepal is one of the examples. It has become a paramount and trustworthy medium to bring news of government to its citizens. It has been publishing continuously since 122 years which carries historical and antiquarian importance of nation as well. Despite different added challenges, it should run continuously. It is one of the oldest news media in south Asia. We should enhance its performance and operate it. It is necessary and an essential enterprise.

**Return on Investment:** To secure profit from its investment government should focus on vitality of corporate entrepreneurship. To achieve the best result, coordination between public and corporate entrepreneurship is of utmost importance.

### **Policy Innovation and Institutional Capacity Practices (PII)**

For the effective implementation of policy innovation to increase institutional capacity of the corporation, the respondents of key informant interviews have responded as following:

**Enhancement of Institutional Capacity:** Policy innovation sets vision, mission, goal, objective, strategy and program which can assist to enhance the institutional capacity of public enterprises. Through knowledge transfer, Policy Innovation leads to reform in performance ability increasing the morale of human resources. If the corporation can run according to the changing environment and necessity of market, then policy innovation can bring increment in institutional capacity of Corporation. Policy innovation leads to recruitment of skillful and capable human resources that leads to

constructive reform in corporation due to which institutional capacity gets increased. Proper utilization of economic and social resources and efficient management of skillful human resources leads to increment in institutional capacity. Innovative training and policy education, ethics and values can enhance the institutional capacity.

**Innovative Managerial Leadership:** Formulating and implementing timely programs and policies is the prime functions of managerial leadership. Policy innovation helps in management of best and efficient manpower. By policy innovation, innovative managerial leadership can be recruited based on meritocracy and impartial competition. Policy innovation means recognizing the varied time and changed market. If the corporation can give what the current time and market demands, then institutional capacity gets itself enhanced. The managerial leadership should have the capability of changing policy relative to time. Policy innovation can increase the efficiency to some extent. But we should give emphasis to appoint the managerial leadership having corporate entrepreneurship.

**Effective Implementation and Balance:** Effective implementation is essential alongwith policy innovation. The available human resources should be made skillful, capable, good and properly utilized. By creating balance between publication and administration of corporation, the set objectives and goals of Gorkhapatra Corporation can be achieved.

**Reform by Innovation:** Policy innovation increases the qualitative production of corporation. Likewise, it leads to increase in income and make healthy and fit to action. Policy innovation of organization emphasize on legal control thus giving complete autonomy on administrative and economic areas. Policy innovation should leads to strong policy. Its effective implementation is vital in every aspect. Policy innovation admits the relativeness to timely change in competitive market. The drawbacks and weaknesses in old policies get corrected and new policies get implemented through policy innovation. Policy innovation neglects the old-fashion and interrupts in its continuity. Policy innovation helps in fighting with current and long term problems so that new policies are innovated to enhance institutional capacity.

### **Policy Implementation and Institutional Performance**

To evaluate institutional performance, the respondents of key informant interviews have responded as following:

**Single Umbrella Policy:** Although Gorkhapatra Corporation is an entity being fully owned and controlled by Nepal government, no single sample policy to measure it's institutional performance has been made and used. The condition of every public enterprise is same like a barrier or to block heads and legs and compel to do the assigned task. In order to get rid of this, the government should formulate and implement a single umbrella policy. There is no single guideline in operating public corporation by government. The public enterprises are facing more problems in policy implementation than in innovative policy formulation due to higher intervention of politics and by political parties.

**Policy Hindrance:** Political change brings change in government that result into changes of managerial leadership. As well, that creates hindrance to policy formulation and implementation. The variance in government formation in short span of time leads to change in management of enterprises with different logic, ideology and experience so that a single sample policy formulation and implementation is not feasible. Those who formulate policy, his or her tenure will be completed before the implementation of policy.

**Infeasible Policy:** There is congruence in between political instability and infeasible policy. Instability in government and top administration of corporation has direct effect on improper policy implementation.

**Ownership:** The Corporation should govern ownership upon its task accomplishment and policy implementation. There should not be any political influence or intervention in management of corporation and policy implementation. Whatever government comes, they should not influence so that ownership in decision making, formulation and implementation of policy becomes feasible.

**Dual Nature of Service Delivery:** Gorkhapatra Corporation has to deliver dual nature service acting itself as an entrepreneur and public service deliverer. It should be process-oriented to do its regular work. It provides major fundamental rights like right to information and communication to citizens in order to help them and advocate logic for welfare rationale. That's why it has poor institutional performance rather than expected one.

**Political Clientelism:** Poor institutional performance is evident due to political appointment of unskilled and inexperienced managerial leadership, lack of clarity in government policy, lack of skillful manpower in corporation. The political appointee by government is not working in the institutional interests rather they are focused only in their own interests and interests of political parties on which they belong. Managerial leadership coming from political appointment is a major hindrance in fulfilling the great purpose of corporation.

**Lack of Morale:** The working manpower in corporation has fewer interests in learning work and innovating new ways of working. Political influence and Clientelism is very high in corporation. Performance appraisal of workforce is not impartial. This results in degradation of morale of work force of corporation as well. Research survey should be done to measure this approach from public satisfaction or customer satisfaction so that morale among the service provider and receiver is increased and overall institutional performance of organization gets increased objectively.

Three dimensions of policy implementation practices for measuring the institutional performance in Gorkhapatra Corporation are similar to the study done by (Shi, 2007; Kearney et al., 2008; Amanati, 2017; K.C, 2019). The findings from qualitative analysis, the respondents of Key Informant Interview have explored some other factors responsible for better implementation of enterprise autonomy and control in order to enhance institutional performance further in public enterprises like Gorkhapatra

Corporation. Performance appraisal, capacity accretion and skill, effective coordination, political clarity and public accountability also play a significant role in effectively implementing the policies for institutional performance. It is possible to implement autonomy and control either total or partial control as well as autonomous entity should not be controlled for effective institutional performance of those public corporations. It can be done through coordinating, maintaining public accountability and transparency. The study finding is similar to the study done by K.C (2019). Gorkhapatra Corporation can address welfare rational logic and delivery of fundamental right of citizens like right to information and communication by making enterprises autonomy and control. Side by side going of enterprise autonomy and control can create problem in operationalization of resources because of unnecessary intervention by Nepal government. Therefore, complete autonomy and control determine independence in administration, working procedures and automatic control on act, rules and bylaws as well as independence on other acts beside control on welfare benefits logic of general citizen. Therefore, control should be made more flexible and transparent to show better institutional performance of public enterprises. A study done by Amanati (2017) addresses the importance of autonomy in an entrepreneurial perspective. Managers who encourage autonomy show their confidence in their staff's talents by pressuring them to operate effectively outside the boundaries of the company. Public and corporate entrepreneurship demonstrated the necessity of corporate entrepreneurship and effective evaluation for institutional success. Government has tried to implement public and corporate entrepreneurship in Gorkhapatra Corporation by appointing skillful manpower on the basis of meritocracy, investigation of current market situation, ending political intervention and clientelism and providing training and policy education for effective policy implementation. Policy making procedures and work experience of leadership influences the institutional performance. It is based on the reform of internal operation, its administrative system, production, control, service delivery system, single umbrella policy, no policy hindrance, and feasible policy, feeling ownership, removal of political clientelism and high morale of employees.

Public and corporate entrepreneurship is necessary to adapt the public corporation in the dynamic market situation. Therefore, it requires increasing competitiveness, working for organizational interest, managerial professionalism, citizen's satisfaction, economical sustainability, quality management system, welfare rationale motive for continuity and effective return of investment in order to rediscover public enterprises. The result is similar by the study done by Kearney et. al. (2008), had developed a conceptual model of public sector corporate entrepreneurship. Likewise, a study done by Amanati (2017) explained that the corporation behaves more entrepreneurially following privatization. The most important aspect is its intense competition, which it exhibits by entering crowded markets and taking greater risks to create novel services, goods, and procedures. This study suggests that in order to improve institutional performance, corporate entrepreneurship is essential. In order to develop new competencies, reinvigorate operations, achieve

rejuvenation, and create values for stakeholders, the study done by Kearney and Meynhardt (2016) has used corporate entrepreneurship.

Policy innovation and institutional capacity building requires innovative managerial leadership, effective implementation of policy and policy balance between publication and administration of corporation, reform in policy and soon. There is huge gap between the nature of governance, government and political ideologies with the policies behind the concept of limited government and re-innovation of public enterprises should be addressed by policy scientists and policy implementers timely for better institutional performance. Better institutional performance requires single umbrella policy, no policy hindrance, feasible policy, feeling of ownership, and precise nature of service delivery system, removal of political clientelism and high morale of employees. Potentiality, effectiveness and efficiency are required to build innovative policy. Policy entrepreneurs can innovate new policies to enhance institutional capacity because of their continuous engagement in policy innovation. High quality and excellent human resource management is essential for increment and development of institutional capacity in public corporation. The study was done by Shi (2007) regarding policy innovation and institutional capacity building for market-based policy instruments. An overview of policy instruments and typical expectations for the instrument selection when governments are faced with policy implementation were presented in that study. The study's tools contributed to the development of institutional performance capacity. It is argued by Kearney et. al. (2008) that innovation is the single most common theme underlying all forms of corporate entrepreneurship. It is best suited to the public corporation that employs innovation as a tool to boost productivity. To create innovative policies for any entity, multiple resources are therefore needed. This was similar to the study done by Shi (2007). A study done by Amanati (2017) explained about the innovation and opined that privatization increases the innovation and finally corporate entrepreneurship leads to institutional performance. A study done by Wicaksono (2019) explained that capability building is essential for enhancing public enterprise management. The public service should focus on developing its technical, policy-making, administrative, and management capabilities. While it is important for management to foster leadership and a deeper understanding of the process, relevant training opportunities must be made available to all ranks and categories, including administrative support employees. Training methods should be flexible to accommodate changes in environment, methodology, and material.

Evaluation of Institutional Performance is measured with respect to the degree of policy implementation practices. This study is similar to the study done by K.C (2019) and contextually different study was done by Marshal and Spiegelhalter (1999) about institutional performance of health service in New York. Overall, the dimensions of policy implementation practices affect the institutional performance. A study done by (Kearney & Meynhardt, 2016) showed that performance in the private and public sectors is what corporate entrepreneurship defines and measures. It makes measuring

performance in the public sector more difficult than in the private sector, where outcomes include: higher levels of financial performance, the development of new businesses or creative project teams within well-established corporations, the expansion of new businesses, product innovation, higher levels of innovation, public welfare and social legitimacy, or even just personal satisfaction. A study of Aharoni (1981) on institutional performance explained changes in an enterprise's structure, function, and authority, as well as involvement and interaction in the decision-making process, can be used to modify behavior and performance. The responsibility of corporation is to implement the policy. Actually, policy implementer should be the one who formulates the policy but that may be improper and non-result-oriented policy implementation. Inadequacy in efficient and transformative leadership, inadequate human resources to convert policy into operational framework leads to poor policy implementation and its operationalization since the establishment of Gorkhapatra Corporation. A different study regarding to policy implementation of media policies in Nepal has been done by Acharya (2013) which assess how media policies were formulated and implemented in Nepal during its transition to democracy. By critically assessing Nepal's media policy processes that paper has put forth the problems and challenges that exist in the policymaking domain. However, the paper suggested that despite the positive policy outputs, the entire policy making process, including improved stakeholder participation and completion of the policy cycle is yet to be fully realized if the policymaking domain in the media sector is to undergo a complete structural and procedural change.

A study by Ajulor (2018) examined the difficulties in implementing policy in Africa with a special focus on Nigeria. The study found that policy execution issues such as unattainable goals, political favoritism, disregard for target beneficiaries, and a failure to take the policy context into account led to economic recessions in Nigeria and the majority of African nations. A study by Bertucci (2007) explored that reforms in governance and management are required if public corporation are to pursue efficiency while keeping welfare in mind. Reforms to management are the only way to address many of the flaws in public organizations. The majority of internal challenges are administrative and human resource-related. A study of Aharoni (1981) has done research on performance evaluation of state own public enterprises and their salient problems. The research stated the multiple goals of enterprises as well as lacking of theoretical understanding of performance evaluation techniques. Particularly, enterprise autonomy and control, public and corporate entrepreneurship and policy innovation and institutional capacity have not been properly used therefore, overall reform is necessary for effective and efficient institutional performance in Gorkhapatra Corporation. A study by Wicaksono (2019) was similar to initiate academic administrative entrepreneurs, who are university professors hired into public office because of their expertise in particular policy areas and their access to various forms of knowledge, social capital, and political capital, to advance the reform agendas of Indonesia's administrative office. A different study regarding to policy implementation of media

policies in Nepal has been done by Acharya (2013) which assess how media policies were formulated and implemented in Nepal during its transition to democracy. By critically assessing Nepal's media policy processes that paper has put forth the problems and challenges that exist in the policymaking domain. The issues noted and discussed affect the entire policy cycle and the paper has highlighted them by relying on invaluable information collected from some of the key stakeholders involved in the media sector and in the policymaking mechanism in Nepal. However, the paper suggested that despite the positive policy outputs, the entire policy making process, including improved stakeholder participation and completion of the policy cycle is yet to be fully realized if the policymaking domain in the media sector is to undergo a complete structural and procedural change.

### **Conclusion**

The policy implementation plays an important role in the institutional performance that helps to improving the well-being of people by using right method. However, to the successful policy implementation, policy implementation faces various challenges, complex process as well need strong dedications. Regarding to perception about policy implementation practice s in Gorkhapatra Corporation was found that partial control is also necessary with complete autonomy. Since, complete autonomy discards political clientelism, political intervention, diminished policy accretion and ambiguity in policy and constraints in policy innovation. Partial control discards arbitrariness in the managerial leadership of public enterprise. It was found that public accountability and transparency can lead to effective policy implementation. Welfare rational logic concept regarding delivery of major fundamental rights of citizen like right to information and communication has been prime objective of social enterprises like Gorkhapatra Corporation. Since, public service delivery should be the major focus of government owned entity. it was found that for the better institutional performance of Gorkhapatra Corporation, skillful manpower based on meritocracy, policy innovation on current market situation that can end political intervention and clientelism is necessary to enhance public and corporate entrepreneurship. Since, dynamic market opportunities can be investigated and operationalized by managerial professionalism, quality management system and building competency by working under organizational interest and return of investment module so that public enterprise can be rediscovered. it was found that for the better institutional performance of Gorkhapatra Corporation, negotiating skills between concerned stakeholders, innovative policy building ability with the policy entrepreneurs, qualitative and excellent human resource management and timely reformatory measures in policy is essential. Since the policy innovation and institutional capacity can lessen the constraints of policy implementation, it can mitigate the contemporary threats and catch up the development trends. This study can broaden other researcher's insight into the different issues underlying the phenomena of policy implementation practices in institutional performance of public enterprises. For the better institutional performance, effective policy implementation is necessary. This research has various implications. No

doubt it studies a case of Gorkhapatra Corporation, which is a government owned public enterprise having multiple objectives. Therefore, it has multiple implication like managerial, policy level, methodological and theoretical perspective can act as a limelight for future research perspective. Future research perspective, comprehensive study could be done on dimensions of policy implementation practices for further betterment of institutional performance that can have positive influence on the policy implementation for institutional performance of public enterprises of Nepal.

### Acknowledgement

We heartily acknowledge the member of Gorkhapatra Corporation for providing valuable information regarding practices of policy implementation as a case study in Gorkhapatra Corporation.

### References

- Acharya, P. (2013). *The making and implementation of media policies in Nepal: experiences of an emerging democracy*. Internal-pdf://0533917999/The-Making-and-Implementation-of-Media-Policie.pdf%0Ahttp://asd.org.np/wp-content/uploads/2015/07/
- Aharoni, Y. (1981). Note-performance evaluation of state-owned enterprises: A process perspective. *Institute for Operations Research and the Management Sciences*, 27(11), 1340–1347.
- Ajolor, O. V. (2018). The challenges of policy implementation in africa and sustainable development goals. *PEOPLE: International Journal of Social Sciences*, 3(3), 1497– 1518.
- Alcock, P. (2022). What is social policy? The Student's Companion to Social Policy, 5-10.
- Amanati, B. Z. F. A. K. (2017). Privatization and corporate entrepreneurship in telecommunication companies. *Journal of Entrepreneurship and Public Policy*, 6(1).
- Anderson, J. E. 2010. *Public policy making-An introduction*. Boston MA: Wadsworth.
- Andrés, J., Bandrés, E., Doménech, R., & Gadea, L. (2023). Social Welfare and Government Size. Salamanca.
- Batterbury, S. C. E. (2002). Evaluating policy implementation: The European Union's small and medium sized enterprise policies in Galicia and Sardinia. *Regional Studies*, 36(8), 861–876. <https://doi.org/10.1080/0034340022000012306>
- Bernier, L. (2011). The future of public enterprises: Perspectives from the Canadian experience. *Annals of Public and Cooperative Economics*, 82(4), 399–419. <https://doi.org/10.1111/j.1467-8292.2011.00443.x>
- Bernier, L. (2014). Public enterprises as policy instruments: the importance of public entrepreneurship. *Journal of Economic Policy Reform*, 17(3), 253–266. <https://doi.org/10.1080/17487870.2014.909312>
- Bertucci, M. G. (2007). Public enterprises: Unresolved challenges and new opportunities. *Economy & Social Affairs*, 265–295



- Birkland, T. A. (2013). An Introduction to the policy process - theories, concepts, models of PPM. In *Journal of Chemical Information and Modeling*, 53(9).
- Brinkerhoff, D. W., & Crosby, B. L. 2002. *Managing policy reform*. Bloomfield: Kumarian Press.
- Bruno, J. M., Bianchi, E. C., & Sánchez, C. (2022). Determinants of household recycling intention: The acceptance of public policy moderated by habits, social influence, and perceived time risk. *Environmental Science & Policy*, 136, 1-8.
- Chang, Y. Y., Liu, Y. P., & Chang, C. Y. (2019). A multilevel examination of entrepreneurial orientation and corporate entrepreneurship: The joint impact of unit- level social capital and firm-level transformational leadership. *Entrepreneurship Research Journal*, 1–19. <https://doi.org/10.1515/erj-2018-0130>
- Corporations Act (2021). <https://www.lawcommission.gov.np/>
- Creswell, J. W., Frost, D. M., Josselson, R., & Suárez-Orozco, C., Levitt, H. M., Bamberg, M. (2018). Journal article reporting standards for qualitative primary, qualitative meta-analytic, and mixed methods research in psychology: American Psychologist. *APA Publications and Communications Board Task Force Report*, 73(1), 26.
- Del Bo, C., & Florio, M. (2012). Public enterprises, planning and policy adoption: three welfare propositions. *Journal of Economic Policy Reform*, 15(4), 263–279. <http://doi.org/10.1080/17487870.2012.722846>
- El Araby M.A., & Ayaad, N. E. D. S. (2020), "Dilemma of institutional performance assessment in governmental sector: A proposed KPIs model". *Journal of Humanities and Applied Social Sciences*, 2(2), 115–139. <https://doi.org/10.1108/JHASS-08-2019-0026>
- Fan, R., Wang, Y., Chen, F., Du, K., & Wang, Y. (2022). How do government policies affect the diffusion of green innovation among peer enterprises? An evolutionary-game model in complex networks. *Journal of Cleaner Production*, 364, 132711.
- Gho, G. (2023). A study of strategies for promoting public welfare activities. *National Research Council for Economics, Humanities and Social Sciences*, 444.
- Ginting, Y. P., Indradewi, A. A., Kartiko, N. D., & Hanunisa, S. Z. (2023). Implementing sustainable development goals to achieve community welfare: Optimising Presidential Decree 111/2022. *LEGAL BRIEF*, 12(4), 417-425.
- Gorkhapatra Corporation Act (2019). <https://www.lawcommission.gov.np/>
- Hanan, D., & Obeed, A. (2021). *The quality of institutional performance according to the entrepreneurial management Applied research in the Municipality of Baghdad*. 27(2).
- Hottenstein, K. N. (2017). Protecting the teaching and learning environment: A hybrid model for human subject research public policy implementation. *Journal of Research Administration*, 48(2), 26–36.
- Jones, L. P. (1991). Performance evaluation for public enterprises. In *World Bank Discussion Papers*, 122, (April).

- Judijanto, L., Yumame, J., & Pugu, M. R. (2024). Implementation of public policy in improving public welfare. *Journal Administrasi Negara*, 2(3), 125-133.
- K.C., D. F. B. (2019). Performance of public enterprises in Nepal. *Economic Review, Occasional Paper*, 7(3), 65–69.
- Kearney, C., Hisrich, R., & Roche, F. (2008). A conceptual model of public sector corporate entrepreneurship. *International Entrepreneurship and Management Journal*, 4(3), 295–313. <https://doi.org/10.1007/s11365-007-0048-x>
- Kearney, C., & Meynhardt, T. (2016). directing corporate entrepreneurship strategy in the public sector to public value: Antecedents, components, and outcomes. *International Public Management Journal*, 19(4), 543–572. <https://doi.org/10.1080/10967494.2016.1160013>
- Imperial, M. T. (2021). *Implementation structures: The use of top-down and bottom-up approaches to policy implementation*. In Oxford Research Encyclopedia of Politics. Oxford University Press. <https://doi.org/10.1093/acrefore/9780190228637.013.1750>
- Ladner, J. (2016). Policy implementation in the public sector: A comparison of two methods of evaluating the impact of government interventions. *Journal of Organizational Ethnography*, 5(3), 317–332. <https://doi.org/10.1108/JOE-07-2016-0014>
- Lægreid, P., Roness, P. G., & Rubecksen, K. (2006). Autonomy and control in the Norwegian civil service: Does agency form matter. *Autonomy and Regulation. Cheltenham: Edward Elgar*, 235–267.
- Lioukas, S., Bourantas, D., & Papadakis, V. (1993). Managerial Autonomy of State-Owned Enterprises: Determining Factors. *Organization Science*, 4(4), 645–666. <https://doi.org/10.1287/orsc.4.4.645>
- Marshall, E. Claren & Spiegelhalter, D. J. (1999). *Institutional performance*. 74(1934), 535–546.
- Martínez-Rodríguez, I., Quintana-Rojo, C., Gento, P., & Callejas-Albinana, F. E. (2022). Public policy recommendations for promoting female entrepreneurship in Europe. *International Entrepreneurship and Management Journal*, 18(3), 1235-1262.
- Miragaia, D. A. M., Martins, C. I. N., Kluka, D. A., & Havens, A. (2015). Corporate social responsibility, social entrepreneurship and sport programs to develop social capital at community level. *International Review on Public and Nonprofit Marketing*, 12(2), 141–154. <https://doi.org/10.1007/s12208-015-0131-x>
- Peters, B. G., Pierre, J., & King, D. S. (2005). The politics of path dependency: Political conflict in historical institutionalism. *The Journal of Politics*, 67(4), 1275–1300.
- Pezzini, M., Painter, F., Llisterri, J. J., Guinet, J., Icaza Lara, C., Casaburi, G., & Larsson, M. (2010). *Strengthening institutional capacities for innovation policy design and implementation in chile*. March, 46.

- Pradhan, N. S., Su, Y., Fu, Y., Zhang, L., & Yang, Y. (2017). Analyzing the effectiveness of policy implementation at the local level: A case study of management of the 2009–2010 Drought in Yunnan Province, China. *International Journal of Disaster Risk Science*, 8(1), 64–77. <https://doi.org/10.1007/s13753-017-0118-9>
- Pressman, J. L., & Wildavsky, A. 1973. *Implementation: How great expectations in Washington are dashed in Oakland*. Berkley. University of California Press.
- Puranik, S. N. (1978). The Problem of Autonomy and Control in Public Enterprises in India\*. *Indian Journal of Public Administration*, 24(4), 1044–1059. <https://doi.org/10.1177/0019556119780407>
- Sager, F. & Gofen, A. (2022). The polity of implementation: Organizational and institutional arrangements in policy implementation. *Governance (Special Issue Article)*, 35(3), 1-18. DOI:10.1111/gove.12677
- Shahi, H. B. (2024). Public policy implementation: Mix of all approaches. *Indian Journal of Modern Research and Reviews*, 2(1), 29-33.
- Shi, T. (2007). Policy innovation and institutional capacity building: Putting market-based. *Australian Agricultural and Resource Economics Society*, 1–8.
- Shibru, S. M. K. (2017). Assessment of Factor Affecting Institutional Performance: The Case of Wolaita Sodo University. *Journal of Education and Practice*, 8(7), 60–66. [www.iiste.org](http://www.iiste.org)
- Shrestha, R. K., & Pokharel, S. P. (2021). Financial performance of public enterprises of Nepal. *Patan Pragma*, 8(01), 163–173. <https://doi.org/10.3126/pragma.v8i01.42431>
- Sjöberg, S., & Turunen, P. (2022). Community work in Nordic welfare states in transformation: Directions, conditions and dilemmas. *Nordic Social Work Research*, 12(2), 209-216.
- Stewart, J. J., Hedge, D. M., & Lester, J. P. (2008). *Public policy: An evolutionary approach*. Boston: Thomson Wordsworth.
- Wang, X., Jing, Y., Xu, J., Cui, J., Du, J., Guo, J., Guo, L., Hsieh, C., Liu, P., Tong, Y., Tu, W., Yang, F., Yang, L. Zaang, L., & Zang P. (2024). Understanding policy implementation capacity in China. *Global Public Policy Governance (GPPG)* 4, 105–112. <https://doi.org/10.1007/s43508-024-00095-4>
- Wicaksono, A. (2019). Academics in public office as policy entrepreneurs: their important role in Indonesia’s administrative reform. *Journal of Asian Public Policy*, 13(1), 94–112.
- William, L., & Douglas, S. (2017). *Communications Act 2021: 28th European Regional ITS Conference*. Passau, International Telecommunications Society (ITS).
- Zhu, Y., & Xiao, D. (2015). Policy entrepreneur and social policy innovation in China. *Journal of Chinese Sociology*, 2(1).

**Appendix**

**Key Informant Interview Questions**

1. What can be done for implementing corporation’s autonomy and control side by side?  
.....  
.....
  
2. If the public enterprises can be adapted in excessive dynamic environment of market then there will be effective implementation of policy and for that it is said that public and corporate entrepreneurship is essential. What is your views regarding this opinion?  
.....  
.....
  
3. In one hand, it is said that the public corporation should be re-discovered by increasingthe institutional performance by coordinated use of public and corporate entrepreneurship while on the other hand the concept of limited government opined that the government should not sit by running public corporation. What is your opinion regarding the necessity of Gorkhapatra corporation in this context?  
.....  
.....
  
4. How is the institutional capacity of corporation increased by policy innovation?  
.....  
.....
  
5. Due to absence of political and economic stability, it leads to variance and reshuffling of government or even top management of corporation. Although Gorkhapatra Corporation is an entity being fully owned and controlled by Nepal government, no single umbrella policy to measure the institutional performance of Gorkhapatra Corporation can be made and used? Do you support this opinion? If so justify it.  
.....  
.....
  
6. Gorkhapatra Corporation has to deliver dual nature service acting itself as an entrepreneur and public service deliverer. It should be process-oriented to do its regular work. It provides major fundamental rights like right to information and communication to citizens in order to help them and advocate logic for welfare rationale. That's why it has been said that it has poor institutional performance rather than expected one. What is your opinion regarding this view?  
.....  
.....