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An Appraisal of the Implementation Process of Sport Policy in Ghana

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AN APPRAISAL OF THE IMPLEMENTATION PROCESS OF SPORT POLICY IN GHANA

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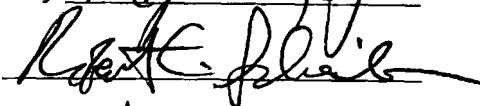
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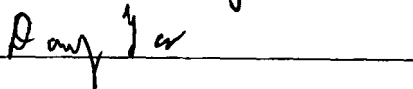
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                                     and Sport

To Mariana & Carlos Baba, and Shirley Ababio
for the love, challenges and opportunities
that they offered me

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Abstract

To implement policy, the local implementers must find a way to make sense of the goals, assumptions, and expectations associated with the policy and to reconcile them with their own organizational culture. In doing this, problems and conflicts may arise as a result of several factors that seem unavoidable and desirable from the bottom-up perspective. Several policy reforms and reorganization of administrative departments of sport in Ghana have not succeeded to arrest the rate of performance decline. It appears that the implementation process is much more complex than the introduction of a few administrative adjustments.

The focus of this study was to identify the strategies and problems of the implementation process of current sport policy in Ghana. The results will contribute to a better understanding of the phenomenon and help implementers modify their strategies as well as develop their own coping mechanisms to survive the tide of the decline in sport performance.

The principal data collection technique was the administration of a structured questionnaire to 40 subjects purposively selected for their key role in the implementation process in Ghana. Data obtained was augmented with the review of available documents deemed relevant to the study. The qualitative method of analysis was used because it was deemed more relevant in understanding the phenomenon under investigation.

An analysis of the data identified several problems and challenges. Some of the major problems were the acute financial constraints that implementers encounter, over-dependence on meager grants from the government, differential government treatment of sport agencies, and over-centralized management control. The study also identified some of the challenges that the implementation process faces such as: the lack of discretionary powers to allow decentralized

agencies to make decisions based on existing constraints, the lack of motivation and commitment by implementers to compete for private sector resources, and absence of authority and/or commitment by implementers to employ other strategies in the acquisition of resources beyond current traditional sources.

CHAPTER 1

INTRODUCTION

In recent years in Ghana, there has been a growing interest in the implementation of an Economic Recovery Program instituted by the government to introduce fundamental reforms and to improve and strengthen the macro-economic framework of the country. One of the pre-conditions for achieving accelerated growth and equitable social development in any developing country is the ability of the public sector to formulate sound and effective policies in a governance environment that encourages popular grassroots participation and improves investor confidence.

In order to achieve the above goal, the government continues to assist public sector institutions to strengthen their existing arrangements for monitoring the effectiveness of their policies, to make productive gains (even with little resources), to improve their organizational capacity to deliver reliable services, and to identify outmoded practices and replace them with more result-oriented ones.

Within the sport sector, this new orientation has resulted in the formulation of new policies with the aim of meeting the Constitutional Provisions on Sports as stipulated in Article 37, sub-section 5, of the Fourth Republican Constitution (Republic of Ghana, 1992). It is acknowledged that the impact of policy changes on the local delivery of sport services in Ghana has been overlooked in several decades of largely unsuccessful efforts to reform sport. Until 1952 when the first legal sport policy document was enacted, "sport was organized and supported in the then Gold Coast principally by interested and enthusiastic individuals" (National Sports Policy, 1994, p. 3). Admittedly, the National Sports Policy (1994, p. 5) acknowledges the fact that previous sport policies had failed in the recent past to yield the desired results because "no laid-down administrative procedure was established for succeeding administrations to follow or work with."

The failure to fully implement government sport policies in the years past, has had grave implications for the achievement of policy objectives and for equity in service provision. One possible reason for the poor results is that, despite the many new and more complex problems now facing the government, the strategies used by public bureaucrats for seeking solutions have hardly changed or do not simply match the increasing complexity of public policy issues. Another reason is that policies are seldom designed the way analysts think they should be and, once designed, seldom work as they are supposed to. Consequently, implementation issues have even greater urgency as policy now devolves from state to local governments through decentralization, because the new decentralized planning system involves grassroots participation in setting priorities, providing the means to implement them and ensuring the economic empowerment of communities (NDC, 1996). Decentralization therefore involves transferring the functions and resources from central to local government units (District Assemblies) with the aim of soliciting grassroots participation in the decision-making process and tapping local resources to sustain local development programs. Admittedly, as in any Third World nation, an invitation for grassroots participation in policy formulation and implementation must consider the basic cultural and social lifestyles at the village level as an environmental constraint of great magnitude (Smith, 1973).

With the establishment of District Assemblies, there certainly is a great need to monitor policy implementation so that the cycle of great expectations and priorities in sport reforms is reflected in policy implementation and organizational reforms at the grassroots level. While some people within any industry find virtue in the centralized management of policy and employ a "top-down" perspective that values implementers' compliance more than their discretion, others support local dynamics and project their viewpoint from the "bottom" of the service delivery system (Bardach & Kagan, 1982; Lipsky, 1980). The former view the relationship between the policy

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implementer and policy maker as the basis for policy reforms, while the latter focuses on the preferences and operating patterns of policy implementers and their clients.

This study provides a feedback of strategic choices to both decision-makers and local bureaucrats because the researcher believes that opportunity costs can be lower when more choices are available. One important area of inquiry was to identify the implementation strategies adopted currently by policy implementers for achieving policy goals, analyze the data collected and provide other alternative choices to strategic implementation of sport policy in the country. It was further hoped that the results obtained would serve as positive feedback to decision-makers and policy implementers concerning the effectiveness of recent policy reforms in meeting the challenges of sport development and promotion in Ghana.

Background Information on Ghana

Historical background

The Republic of Ghana is named after the medieval Ghana Empire of West Africa. Before March 1957, Ghana was called the Gold Coast because of the abundance of its gold deposits and natural wealth. The Portuguese, Dutch, Danes, Swedes, and English came to the Gold Coast to trade in gold, ivory, and slaves. In 1874, Britain made the Gold Coast a crown colony.

Ghana is located on West Africa's Gulf of Guinea, having a coastline 334 miles long and bordered to the East by Togo, to the West by La Cote d'Ivoire, to the North by Burkina Faso, and to the South by the North Atlantic Ocean. It became an independent state in March 1957 and a republic in July 1961. The population of the country is currently estimated at 20 million people spread in an area that is slightly smaller than the State of Oregon (USA). Composed of a society of several heterogeneous cultures with many powerful tribal Chiefs (Kings) who still wield considerable

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political authority over their subjects, culture in this context may be considered either a close collaborator or a constraint of great magnitude to modern democratic governance.

Since independence, the country has 'enjoyed' 16 years of multiparty democracy, 6 years of one-party dictatorship, and 21 years of military rule. From 1984, the government embarked on an Economic Recovery Program, introduced a free market system, privatized several state-owned enterprises and restructured the entire economic environment with intent to attracting private sector participation in national development initiatives.

Sport background

Before 1952, sports in Ghana was organized and supported "principally by interested and enthusiastic individuals" (National Sports Policy, 1994, p.3). The first legal effort to promote, develop, and control sports in the country was made in 1952 with the enactment of the Gold Coast Amateur Sports Council Ordinance No. 14. The Ordinance became the main controlling and funding body for all the then existing sports associations.

The period of the first republic (1961 - 1966) is generally regarded as the period of sport renaissance that brought several international successes especially in soccer, track and field, boxing and table tennis. It was during this period that the Central Organization of Sports was established with a chief executive officer who had wide statutory powers and substantial funding from the central government. "The socialist philosophy of Democratic Centralism for Mass Participation in sports" was adopted that met with several international successes, in Africa and at the global level, in four sport disciplines (National Sports Policy, 1994, p. 5).

The spirit of volunteerism is phenomenal in Ghana sport administration in which financial and managerial support from individuals and companies in both the public and private sectors is noticeable. Several enterprises have adopted and sponsored some sport clubs and national sports

federations. Despite this support from the private sector, the success of the country's sport industry began from 1980 to decline although several attempts were made by succeeding governments to curb the trend of decline.

The current National Sports Policy (1994) is one of such attempts to help in the development and promotion of sport in the country and to arrest the declining fortunes of this industry.

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                    ┌─────────────────────────────────┐
                    │  POLITICAL DECISION-MAKING      │
                    │  GOV'T  ⟺  PARLIAMENT           │
                    └─────────────────────────────────┘
                                  ↓
                    ┌─────────────────────────────────┐
                    │  DIRECT SPORT ADMINISTRATION    │
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PUBLIC SPORTS
Schools
Universities
Education
Interior
Defense
Local Gov't

Ministry of Youth & Sports

National Sports Council → National Sports College → Ghana Olympic Committee

Sport Organizations

INDIRECT SPORT ADMINISTRATION

Office of Government
Ministry of Interior
Ministry of Defense
Ministry of Educ.
Ministry of Finance
Min. of Ext. Affairs
Ministry of Trade
Min. of Information
Min. of Local Gov't.
Min. of Labor, etc.

GHANA SPORT POLITICS

Figure 1: Central Administration of Sport in Ghana

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Administratively the Ministry of Youth & Sports is responsible for the development and promotion of sport in the country (Fig. 1). However, there exist some issues that also concern other ministries, e.g. Ministry of Education, Ministry of Interior, Ministry of Local Government, etc. but the Ministry of Youth & Sports bears the main responsibility while the Ghana Olympic Committee is mostly concerned with the participation of Ghana in the Olympic, All African, Commonwealth Games, and other International Olympic Committee approved sporting events. The National Sports Council takes care of the general line of development of sports and physical activity and assigned the role of supervising the implementation of government policy on sport. Its role also includes the coordination of financial aid from government to national sport federations, construction of municipal sports facilities, supervision of regional and district sport departments, international relations, etc. The task of the National Sports College is to promote research in physical activity and provide educational opportunities for all technical personnel. The latter role is performed in collaboration with the Ghana Olympic Committee that is an autonomous administrative department.

Although most Ghanaians place the problem of the decline in sport at the doorstep of the government, yet, no one has produced any substantial evidence to prove that either the government, on one hand, or the administrative bureaucrats, on the other hand, should take responsibility for the decline. The politicians are equally guilty of placing the blame on the general apathy of street-level bureaucrats and the inertia of the public to accept the status quo.

Research shows that in most African countries there are scarcely any consistent measures of public sector performance (Olowu, 1998). In Ghana the decline in sport performance was manifested in the past in terms of the inability of the sport sector organs to deliver services and consequently the inability of sport teams to achieve successes in international competitions. It appears that the most symptomatic indicator of decline has been the loss of the capacity by most

sport sector organs to measure performance and to self-regulate or self-correct, on one hand, and the inability of the sport sector to attract qualified, dedicated, and business-oriented personnel to management positions, on the other hand. Evidence has to be adduced to identify the real causal agents of the decline and this study represents a preliminary search in that direction.

Statement of the Problem

The primary area of inquiry in this study was to identify the organizational strategies and problems of sport policy implementation in achieving the goals identified by the National Sports Policy of 1994.

Significance of the Study

The hope of politicians and policy-makers has sometimes been ruined by an inadequate understanding of the specific steps necessary to convert some of their expectations into reality. Case studies of specific social programs have revealed a multiplicity of implementation obstacles, e.g. policies requiring complex joint actions, inadequate incentives for local-level compliance, a mismatch between bureaucratic resources and policy tasks, and inadequate upper-level control over lower-level discretion (Pressman & Wildavsky, 1984; Bardach, 1977; Weiss, 1987). Problems with the formulation side rest neither with the implementing agency nor its prospective clients; it is concentrated around the choice of policy instruments and the subsequent fit of instruments to the policy context (McDonnell & Elmore, 1987).

Of major significance in this study was whether street-level bureaucratic practices were the cause or the consequence of failure in policy implementation and sport performance decline. While policy itself is predictive, the policy of implementation is highly subjective and dependent on the ability, skill, and perseverance of grassroots implementers. Similarly, it may be that a policy's

ambiguity defies consensus on a workable solution and therefore, implementers cannot be held liable for any failures in the process of its implementation.

This study would serve as a significant tool in understanding the phenomenon of policy implementation in Ghana since it sought to identify the major obstacles confronting the implementation of the current sport policy. The feedback would help to remove the barriers obstructing the policy implementation process and to provide the impetus for administrative and program changes needed to improve sport performances or remove the causal agents of current performance decline in sport. To the sport policy implementers in Ghana, therefore, the results of this study would serve as a catalyst to influence their administrative decisions concerning current services or programs that have to be eliminated, implemented, or de-emphasized for the communities or sectors they serve.

The results of the analysis of data could also serve as feedback to sport policy formulators concerning the effectiveness of their policies so that they can continue to provide the type of leadership that is not only well-informed but also guides and motivates subordinates to strive to attain policy goals.

Research Questions

The following research questions were developed as a guide to completing this research:

1. What are the major successes or achievements in the implementation of current national sport policy?

2. What are the major obstacles encountered in the implementation of the sport policy?

3. What are the major strategies adopted in the current sport policy towards the achievement of desired policy objectives?

.4. What changes to current policy strategies and objectives are needed to improve on the management and delivery of sport in Ghana?

Assumptions

For this study the following have been assumed to be true and pertinent:

1. The National Sports Policy of 1994 has eliminated the inadequacies identified in previous policies and adequately addresses the major concerns and expectations of policy implementing agencies.

2. The concepts developed principally for this study represent the major implementation outcomes envisaged in the National Sports Policy of 1994.

Delimitations

1. A major delimitation of this study was the choice of instruments used to gather data that constituted the basis of analysis and interpretation. The investigation was delimited by the use of a self-constructed survey questionnaire to gather data.

2. Of the over 15 categories of sport policy implementing institutions or agencies within the sport sector in Ghana, this study was delimited to only those that receive direct funding from the government through the Ministry of Youth & Sports.

Limitations

1. The fact that this research is a 'case study' would be considered by some critics to be a limitation to the generalization of the findings. It is important to explain however, that the choice to study this single phenomenon was made on the basis of the demands of policy objectives spelt out by the current sport policy document in Ghana and, therefore, the data collected and analyzed meet the criteria for analytical generalization.

2. The delimitation of this study to the mission and objectives of only the National Sports Policy (1994) has imposed some limitation to the results of the study and compromised the ability to conceptualize and theorize about the policy implementation phenomenon in Ghana, in an absolute manner.

3. The use of the criterion-based selection procedure in determining the subjects for the study constitutes a limiting factor to the validity and reliability of the data collected. An effort has been made to minimize this effect by selecting, as subjects, only those deemed to represent the core implementation agents of sport policy in the country and are therefore considered key decision-makers at the grassroots level.

4. There are logistical limitations associated with conducting an investigation with a single researcher. Bias is more likely to occur which can pose subsequent challenges to the validity of the data and their interpretation. However, a critical assessment of the research instrument used and the subsequent evaluation of the data and analysis by independent experts was adopted to eliminate this negative effect.

Definition of Terms

1. **Policy:** The articulation of strategies rooted in values and vision to accomplish the intended outcome.

2. **Strategy:** The positioning of an organization in its struggle to survive and grow or the means through which an implementing agency seeks to attain policy goals; it is a plan, course of action, or an attempt to give direction to an organization.

3. **Implementation:** The application of strategies to attain the goals of a vision or a mission; the carrying out of a basic policy decision.

4. **Performance appraisal:** The evaluation of the extent·to which the objectives of a program have been attained.

5. **Performance decline:** The manifestation of the sinking image of sports in Ghana following remarkable performance successes in track and field athletics, boxing, soccer, and table tennis within the African continent, especially, and at the global level, between 1960 and 1980.

6. **District Assembly:** A system of local·government in Ghana that operates at the district (county) level to provide opportunities for grassroots participation in the decision-making process.

CHAPTER II

REVIEW OF LITERATURE

Many policy impact and implementation studies have been done worldwide, although very few have been conducted in the area of sport specifically. While there is abundant literature on the policy implementation process in politics, economics, agriculture, environment, labor, etc. none was found in the area of sports. There is widespread concern, however, that policies are not succeeding, and current national politics seem unlikely to produce policy initiatives that will reverse this judgment. It is necessary that readers must understand the culture and social lifestyles of most Third World nations to appreciate the magnitude of the problems of policy implementation. The brief background perspective of Ghana in the previous chapter was intended to provide this insight.

The review of literature has been broken down into 4 sub-headings as follows: (1) Policy Implementation Review; (2) Top-Down Approach to Policy Implementation; (3) Bottom-up Approach to Policy Implementation; (4) Politics of Policy Implementation.

Policy Implementation Review

Substantial research in policy formulation and implementation has been done worldwide and sufficient data have been gathered as feedback to build and improve public policy. However, with policy, none of the research findings have been validated for implementation elsewhere because what may seem workable in one setting will not necessarily work in a different one (Bolman & Deal, 1991; Ingram & Mann, 1980). Some of the important factors required for comparison, validation, and generalization would include population dynamics, political orientation, tradition, culture, environment, economics, and the organizational structure of implementing agencies.

In an environment where there exist contradictory role-play tendencies and where the motivation for decision-making is based on a combination of "credit-seeking motives" and "blame-

avoiding motives" (Lee, 1994, p. 90), people are more likely to refrain from exercising whatever discretionary powers are given to them by policy. It would require people with strong leadership qualities to function effectively in both the decision-making and implementation phases of policy at all levels. Mier (1993) concludes that a new "entrepreneurial leadership" in which cooperation and collaboration with diverse groups is broadened can survive in such an unpredictable environment. He admits that professional leadership may, however, undermine grassroots action, and cooperative leadership may be co-opted by centralized top-down approaches that ignore re-distributive issues. It does seem that the only guarantee for success of cooperative leadership would be the organization, participation, and support of a majority of grassroots participants in the policy implementation process.

The creative thinking of academics and politicians that shaped social policies have too often neglected the practical realities of local-level politics and a decentralized policy delivery system. Palumbo (1987) and Chelinsky (1987) suggest therefore that any attempt to attain policy objectives must first enlist the support of program clients, who eventually would benefit by such policies. This, however, must not be seen as a constraint on the policy maker's and implementer's freedom to act because no amount of empirical data or policy analysis can substitute for political judgment (Nathan, 1988), since accountability is subject to a number of interpretations, with significant differences, for example, between political accountability and administrative accountability (Doig & Wilson, 1998).

The concept of policy and strategy

The concept of policy and strategy has both a general and a specific meaning. In the general sense, policy normally refers to a wide array of decisions, or courses of action or inaction that give direction, coherence, and continuity. Greer & Hoggett (1999) refer to policy as a collection of decisions grounded in public values. In general usage it is used interchangeably with strategy.

Specifically, policy incorporates both means and ends with the selection of goals and the means of achieving them.

Policy is therefore concerned with means and values. Values, however, are usually ambiguous and imprecise because every generation of society gives them different meanings (Vickers, 1973). It is the public that gives these values their roles and clarifies them. Public policy is therefore an attempt or a strategy to give values substance and to ensure that they reform social life. It is only in the analysis of both concepts (policy and strategy) that a distinction between the top-down and bottom-up approaches or between formulation and implementation is made.

It is pertinent to argue however that except in the most general sense, policy and strategy are not the same thing but are conceptually distinct. Academic literature confirms the view that while policy is located within the domain of political science and social studies, strategy is based firmly within the confines of business, sport, and management studies. The differences between the means and the ends distinguish policy from strategy. Organizations do not engage in one or the other but in both at the same time, and this is what gives the semblance of interchangeability. For example, the provision of tax abatement to private sector institutions that support the government's sport development and promotion effort is a policy of public tax redistribution of resources grounded on some value judgment. As a strategy, the provision of such tax relief can be interpreted as an attempt by government to position itself strategically to gain or retain political power.

Policy-making and implementation

Pressman & Wildavsky (1984) and Quade & Carter (1989) are of the view that policies that are less incremental in nature would normally run into a lot of resistance because bureaucracies may sometimes find it difficult to implement them. The implementation of any extensive public policy usually requires a program and the collective action of many people. However, not all these people

will favor the goals of the policy, and the self-interest of some may call for a return to the previous policy or at least solicit extensive modifications to the new policy. Bardach (1977) and Quade and Carter (1989) attribute many of the difficulties to the domination of the implementation process by several bureaucrats maneuvering with or against each other for the end results and strategic advantages. Bardach (1977) refers to these maneuvers as games. The "pork barrel" game in which an attempt is made to divert resources that ought to be used to enhance a program's objective to other purposes is one such maneuver (Bardach & Kagan, 1982).

In their definition of effective implementation, Levin and Ferman (1985) underline cost attainment, avoidance of delay, and achievement of a project's original objectives as some of the most important variables. By classifying the components of effective implementation into two categories they conclude that effective implementation on the "structural side" requires: (a) positive benefits to the major institutional participants, (b) active cultivation of private interests by administrators, (c) a well-developed network of organizations spread around the problem, (d) a simple program design, and (e) a predisposition among program implementers to anticipate pitfalls. The "behavioral side" requires: (a) the presence of high-level executives willing to get themselves involved in a program in order to solve operating problems and (b) the presence of people willing to work the boundaries among key actors. They argue that implementation "gives us the opportunity to make errors, which is the most realistic way to detect weaknesses in our policy ideas" (p. 14).

Sport policy makers and implementers must be wary of considering themselves as master technocrats in their domain of influence but they can use the information they command and their political and administrative power to raise key questions publicly, command and organize attention, and raise issues with respect to the future of the industry (Williams, 1998; Neumann, 1996; Mier, Moe, & Sherr, 1987). In some respect, this procedure has been adopted in private sector enterprises

by chief executive officers to build team confidence and creativity, and increase productivity. In the public sector however, the decision maker has to contend with a workforce that is beset with red tape, poor communication, low morale, inadequate staff and management expertise, inaccurate records and pressure from special interest groups (Quade & Carter, 1989). One possible reason for poor results, as distinctly observed, is that despite the many new and complex problems facing governments, the methods used by bureaucrats for seeking solutions hardly change or do not match the increasing complexity of policy issues.

Policy and public opinion

In recent years, however, there has been increasing criticism of the lack of openness by the Ministry of Youth & Sports, with claims that a more open and transparent process would improve the quality of the process of policy implementation, facilitate more informed debate locally and increase private sector support for sport. The bureaucrats and the public claim that they are not involved in the goal-setting process and blame policy makers for being marginalized in the decision-making process. They claim they ought to play a significant role in evaluating or influencing the program because they are the major beneficiaries of program outcomes. Studies on the relationship between public opinion and policy making can give rise to several questions including the degree, underlying conditions, and the processes involved in the interaction between public opinion and policy.

Palumbo (1987), however, disagrees that the clients of a program are usually a part of the goal-setting process. He argues that public scrutiny of program goals takes place during the implementation process where those that are politically objectionable and practically unachievable are eliminated. Abundant evidence has been produced to demonstrate substantial empirical relationships between public opinion and public policy (Page, 1994).

One major limitation to program implementation is the reluctance or unwillingness among policy makers and local bureaucrats to share their power (Rosener, 1978; Etheridge, 1980). In another respect, some artificial socio-cultural barriers are created to make participation inaccessible to large segments of the community leaving policy makers and bureaucrats to over-rely on superficial opinion surveys (Rosener, 1978; Verba, 1961). Although a citizen participation component is included in major local government planning and policy initiatives, their participation has been judged to be "less than adequate tools for informing policy makers about the people's will" (Lyn & Martin, 1991, p. 46).

While debate still continues over empirical and methodological emphasis on the best judgmental model to be used in the appraisal of public sector governance, some authors and researchers tend to support central management of policy and recommend a top-down approach that involves implementers "compliance with directives" (Schneider & Ingram, 1987, p. 85), and others admire local dynamics and project their view upward from the bottom of the service delivery system. For some people, the necessary conditions for policy success reside in implementation (Bardach, 1977) while others find implementation success a sufficient condition for overall success (Browne & Mildavsky, 1987).

Top-Down Approach to Policy Implementation

The hope of policy-makers is that policy implementers would understand the specific steps necessary to convert their expectations into reality. It is always essential for governments to plan ahead to deliver solutions to issues of national importance while determining the options on which to base policy decisions.

The aim of every government is to be accountable to its people (Williams, 1998; NDC, 1996). To do this, the government in Ghana has sought to improve the efficiency of the civil service

both as policy advisers and managers. This current approach in Ghana, however, contradicts the findings of Williams (1998) that civil servants in Britain have been given greater role as managers rather than as policy advisers. Whereas in Ghana the civil service has become both advisers and managers of public policy, it has tended to leave those outside of government no other option than to constitute themselves into lobby or "pressure" groups aimed at influencing policy options conducive to their particular aims and interests. Williams (1998) is skeptical about this type of approach because it may lead to opposing influences which would be difficult to determine; for example: Will current procedure lead to a more open and accessible policy making process or to an unreasonable influence by several interest groups with all the resources to dominate policy debate? ; Will current procedure improve accountability or distort it? These are daunting questions that the top-down approach to policy implementation must face.

Generally, scholars have used theories from their studies to explain the degree of success in implementing large-scale programs adopted by legislative statute such as the United States' Federal Economic Development Program in Oakland (Pressman & Wildavsky, 1984). It is believed that these implementation theories can also explain the success in implementing more discrete reforms in an administrative setting (Berry, Berry & Foster, 1998). Mazmanian and Sabatier (1983, p. 21) maintain that the degree of success in implementing a policy is determined by three broad categories of variables: "(1) the tractability of the problem (s) being addressed, (2) the ability of the [legislative] statute [establishing the policy] to structure favorably the implementation process and (3) the net effect of a variety of political variables on the balance of support for statutory objectives".

This approach structures the implementation process based on six variables that an enabling legislation must provide necessary for the attainment of statutory objectives as follows: (a) policy objectives which are clear and consistent, (b) sound theory identifying the principal factors and

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causal linkages which also provide officials with sufficient jurisdiction over target groups, (c) sound implementation structures that would maximize performance, (d) procedure for identifying leaders with managerial and political skill who would be committed to statutory goals, (e) procedure for identifying organized constituency groups that would support the implementation process, and (f) instruments that would control the emergence and influence of conflicting public policies in the future (Mazmanian & Sabatier, 1983, p. 268-269). The top-down approach that is based on the hierarchical control of the implementation process tends to consider any deviation from policy requirements and intentions as corruption of the policy process that needs to be controlled.

Bottom-up Approach to Policy Implementation

Implementation research has often focused on the gap between legislative intent and bureaucratic action. The hopes of policy makers have been ruined because of inadequate understanding of the specific steps necessary to convert their expectations into reality. Case studies of specific programs have revealed a multiplicity of implementation obstacles (Pressman & Wildavsky, 1984; Bardach, 1977; Van Meter & Van Horn, 1976). The implementation of any new social policy is complicated further by the dependence of policy makers on the front-line workers of social programs who must interact with citizens, as clients, to produce the changes desired by policy (Lynn, 1993).

What policy makers must understand is that the accomplishment of goals for which a program has been set up is usually not the most immediate of the concerns of program administrators. The vulnerability of the organization becomes the dominant factor and the need to build and maintain support may overwhelm the organization to achieve program goals (Weiss, 1987). Lee (1994) observes that the objectives of bureaucratic decision-making is based on a combination of credit-seeking and blame-avoiding motives - credit-seeking denotes the desire to

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claim credit for popular decisions while blame-avoidance signifies the desire to avoid blame for unpopular decisions. While credit-seeking motivation leads to the exercise of substantial discretion, blame-avoiding motivation limits the exercise of discretion. Of these two, bureaucrats are affected more by blame-avoiding because of the tendency of people to perceive more quickly and complain more strongly about unsatisfactory situations than about satisfactory ones, and also because negative response from consumers of decision outcomes to unacceptable decisions can lead to lack of support for program objects.

The actions of "street-level bureaucrats", or program administrators as described by Lipsky (1980) and Weiss (1987), constitute the services delivered by government. Lawmakers must rely on state and local, and public and private authorities to achieve policy objectives. Policies adopted in this context usually contain some challenge to the perspectives, interests, or priorities of other intergovernmental entities that are key to implementation success (Ferman, 1990; Pressman & Wildavsky, 1984). The challenge becomes one of gaining the cooperation of what Stoker & Norman (1991) regard as the enjoyment of substantial autonomy by implementation participants. When implementation involves the substantial exercise of discretion by street-level bureaucrats, then they actually make policy by giving it concrete meaning through their actions (Lipsky, 1980), and by making sure that the public derives satisfaction from these actions. Indeed clientele satisfaction and responsiveness to policy actions have often been included among the criteria for evaluating policies (Nakamura & Smallwood, 1980).

In Britain, one of the ways in which the government seeks to maintain the quality of advice for policy reforms is through the bottom-up approach: that is, through a series of progressively more senior civil servants, so that by the time a submission reaches ministers, it has been scrutinized by a network of officials proportional to its importance (Williams, 1998). The role of public opinion and

the opinion of bureaucrats must be defined in the policy making process in order to produce community-responsive policies. This should not be seen as a substitute for the policy maker's role in making political judgments. In the bottom-up view of implementation, it is those at the bottom (the street-level bureaucrats) who are the principal policy makers because they are in regular contact with program clients, have knowledge of what is workable, and make decisions about how to implement a program (Lipsky, 1980; Elmore, 1982; Palumbo, 1987). Viewing implementation from the bottom-up perspective means recognizing the complexity of social problems and local conditions that engulf the implementer.

Since bureaucracies do not enjoy complete autonomy, they are under incessant pressure from citizens, interest groups, politicians, and elected officials when making decisions. In this respect they must exercise discretion in order to be responsive to these external influences. They are therefore in a dilemma stemming from the contradiction between the necessity to exercise discretion and the motivation to resist exercising discretion in order to avoid potential blame. The magnitude of the blame potential is so high with the increase in external influence over bureaucratic decision-making that, rather than be a motivator it can be a de-motivator in an area considered "high and comprehensive" service priority that affect citizen sensitivity and that are considered a major responsibility of the government (Lee, 1994).

In Ghana, this notion of blame-avoidance sensitivity is more likely to be exhibited through bureaucratic decisions at the organizational level with street-level bureaucrats more likely to refrain from exercising discretion in order to avoid blame than to seek credit, unless the incentives for discretionary behavior far exceed the risk of suffering blame. It is only by analyzing the mechanism of policy formulation, rather than policy itself, that one can understand the policy process. Though central government has demonstrated a tendency toward power decentralization, ministers still

continue to wield complete control over decentralized departments. The institutional structures which might allow social interests to be projected up the policy making ladder have simply not been established allowing the government to develop privileged relationships with favored groups. This has turned these decentralized public services into what Olowu (1998, p.615) terms "patrimonial systems" because they are "managed on ascriptive rather than meritocratic criteria". This argument is being used only to explain why, in the past, the concentration of power in Ghana left considerable autonomy over the formulation and implementation of policy in the hands of a few individuals who were reluctant to cede part of this power to decentralized political structures.

Politics of Policy Implementation

The first step in handling any problem is to determine what we want to do. For example, before the government allocates funds to sports, it needs to decide whether to take a "health", an "entertainment", a "political", or an "educational" approach, or a combination of any of these. Several choice alternatives have to be generated such as: citizen participation, strategies to use in introducing modern management approaches, how to restructure departments or organizations, which sport disciplines and departments must be given priority attention, which groups must policy initiative target, and so on. Questions of equity must also be answered because taking funds from on program and adding to another means taking money from one set of people and giving to another. All these involve the political decision-making process.

The influence of politics in policy matters suggests that evaluators must incorporate political factors in their design and dissemination so that their evaluations will help build or improve public policy (Palumbo, 1987; Weiss, 1987). In this context Palumbo (1987, p.35) suggests an expansion to the definition of politics to include "the interactions of various actors within and among bureaucracies, clients, interest groups, private organizations and legislatures as they relate to each

other from different positions of power, influence, and authority". Admittedly, it must be acknowledged that politics does not stop when implementation begins but rather some goals are redefined as a result of political forces.
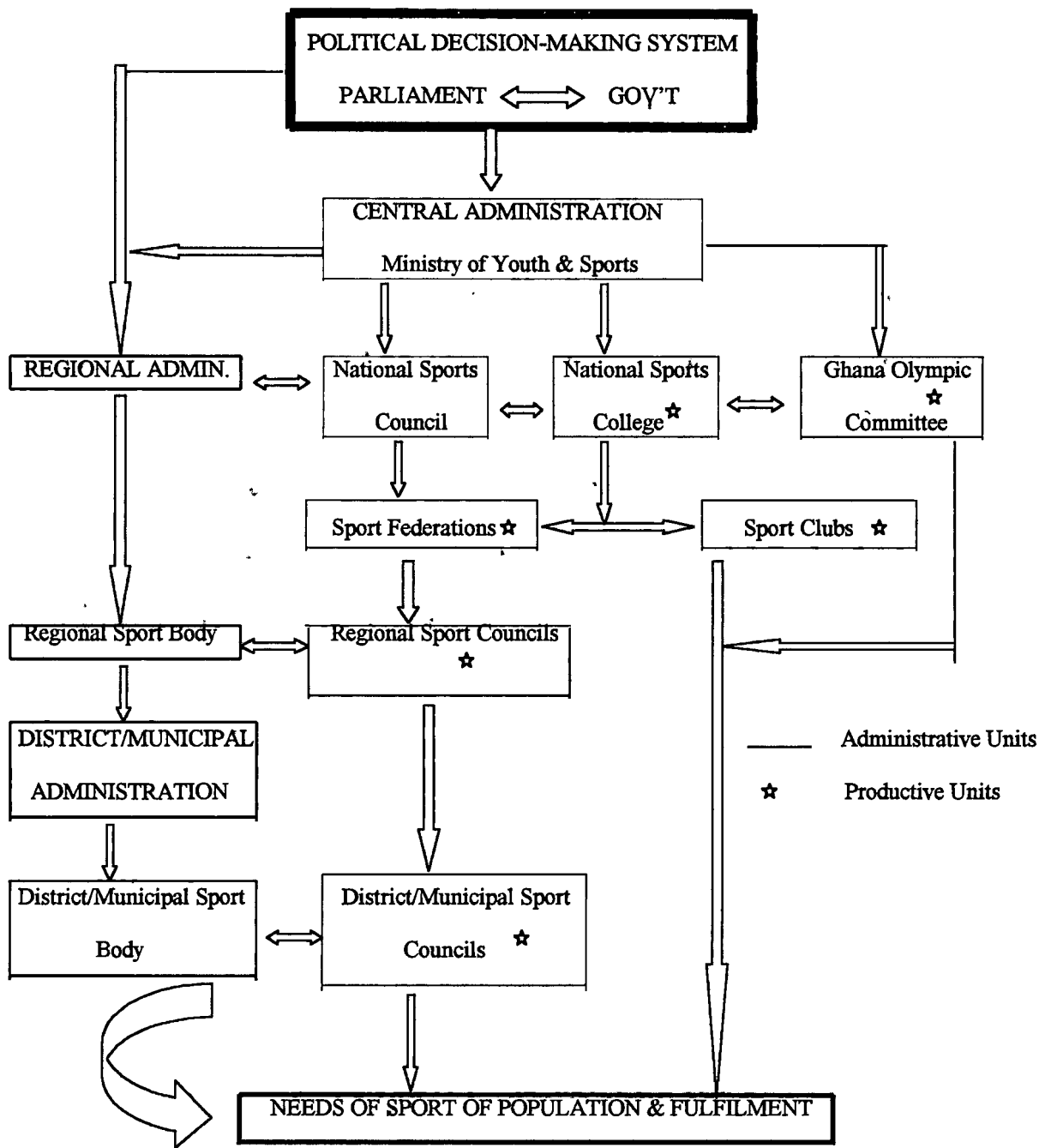
FIG. 2: Ghana's Decentralized Sport Administration Structure

The decentralization process of governance in Ghana, supported by the Fourth Republican Constitution of 1992 and the Manifesto (of the National Democratic Congress) of 1996, has naturally given rise to a host of local level politicians seeking to maximize their power base. The policy of decentralization is therefore difficult to view from a top-down or a bottom-up perspective. The rise in the regionalized management of sport policy (Fig. 2) is very noticeable at the district level where local level politicians and bureaucrats desperately seek to compartmentalize public policy and institutionalize it through collective action to meet the specific needs of grassroots program consumers. Consequently, the relationship between central government and local government (Fig. 2) has been significantly modified with the former relinquishing some of its authority to the latter while the latter depends on the former to interpret national guidelines on policy issues (NDC, 1996).

Successful decision-makers are those who manage to combine a clear vision of what they want an agency, department, or organization to do with the ability to communicate that vision effectively and to motivate the key bureaucrats to act on it (Wilson, 1989). They project a compelling vision of the tasks, culture and importance of this agency and infuse it with useful and convincing values. Policy reforms are possible only when political players are open-minded on the larger issues and somewhat undecided on the specifics. This leaves some amount of discretion for lower-level bureaucrats to make substantial contribution to the implementation process (Nathan, 1988; Lipsky, 1980; Palumbo, 1987).

Williams (1998) makes a distinction between policy outputs (the goods and services provided by public bodies) and policy outcomes (the impacts on, or consequences for the community as a result of the actions of government). This political model recognizes that decision-making is subject to the electoral interests of elected officials. As the primary goal of elected officials is electoral victory, they are sensitive to voting patterns and attentive to the political implications for electoral outcomes of their decisions regarding service distribution. Since bureaucracies are under the control of elected officials then they should distribute services according to the dictates of these officials. As a result services are strategically distributed according to the importance of electoral success of the incumbent. This model has been applied in the United Kingdom and New Zealand to allow politicians to determine policy outcomes and use policy advice based on the relationship of outputs to outcomes. It also defines the "contractual" relationship between ministers and the departments under their ministries thus making the ministers "purchasers" of outputs as well as "owners" of their departments (Williams, 1998). Potentially, it opens up the policy implementation process to political and ministerial control and moves the focus on the determination of the desired outcomes and the selection of appropriate outputs to the doorsteps of the minister and/or elected officials.

This process makes "no attempt either to introduce real competition into the provision of policy advice or to decentralize it" (Williams, 1998), rather it lends itself to supporting the concentration of policy work in the hands of a few political heads as the "ideal" solution. Where the government enjoys extensive room for maneuver over legislation because of its absolute majority advantage in parliament, it gives politicians absolute control over policy-making, implementation, and the tendency to explain policy guidelines coated with political rhetoric and partisanship.

Summary of Review

There has been considerable debate over the reasons why sports in Ghana is at an increased risk of developing symptoms of decline despite evidence of the enactment of several legislative instruments soon after the promulgation of the National Sports Decree (SMCD 54) of 1976. Despite several successes in soccer, track and field, table tennis and boxing in international competitions there are ongoing debates bordered on the general public's dissatisfaction over the administration, development, and promotion of sports programs in the country. The public's dissatisfaction has oftentimes been directed at government policies on sports.

The government is equally convinced that once implementation is properly orchestrated, policy is unlikely to fail. By implication, according to Wildavsky and May (1978), policy failure becomes synonymous with a failure to accommodate implementation issues properly. This form of analysis ignores the possibility that policies also fail because of fundamental errors that have nothing to do with implementability, or that ambiguity in some problems defies consensus on a workable solution (Matland, 1995). As valuable as these debates seem to be, there are serious gaps in our knowledge about the processes involved in linking public policy with implementation in a decentralized governance and no systematic qualitative, field-based research to probe this intricate linkage has been undertaken.

Meanwhile, the creative thinking of policy makers has too often neglected the practical realities of local-level politics in a decentralized policy delivery system. Lipsky (1980), Elmore (1982), Palumbo (1987), and Nathan (1988) argue that under certain circumstances, lower-level bureaucrats actually make policy by giving it concrete meaning through their actions. This is most likely to occur when implementation involves the substantial exercise of discretion by these street-level bureaucrats. However, bureaucratic motivation is hampered by a combination of credit-seeking

motives, blame-avoiding motives and the external influences of politicians that conspire to minimize the exercise of substantial discretion by bureaucracies.

The top-down approach to policy implementation places emphasis on the role of policy formulators as key players in the implementation process. It emphasizes on cooperation and collaboration between policy making principals and multiple policy implementing agents but ignores re-distributive issues while favoring bureaucratic compliance over discretion in the implementation process. The bottom-up approach however recognizes the important role of policy implementers in achieving policy objectives and endorses the need for these implementers to have substantial autonomy and discretion to dictate how policy can be implemented. It therefore challenges policy makers to plan policies that meet the interests, perspectives, or priorities of organizational entities that are key to implementation success.

Since no amount of empirical data or policy analysis can substitute for political judgment, policy implementation studies cannot ignore the role of politics in policy-making and implementation. The decision maker is the individual who will take responsibility for choosing among alternative solutions to the decision problem and therefore the potential user of an evaluation. According to political scientists, the policy maker or politician is a key figure in the policy implementation process. The bottom-up approach is however an effective counterweight to the top-down view of the role of politics in implementation. Conversely, the limitations of the bottom-up approach appear largely as by-products of its focus on the periphery rather than at the center of the policy delivery system. For policies to be deemed implementable at the decentralized level especially in a Third World nation such as Ghana, the culture and social life-styles of all the citizens at the grassroots level, who are the eventual consumers of policy outcomes, must be recognized and taken into consideration.

A variety of empirical studies have been conducted to test the validity of these competing theoretical models, but with no consistent results. These models have gathered substantial support from past research, but it is difficult to maintain that one model is superior to the other. This situation suggests that it is necessary to develop a theoretical model that can resolve the conflicts amongst existing models rather than to continue to argue about the relative superiority of any one of them. While much of the implementation literature has shifted attention to the bottom of the implementation ladder in studying the factors affecting target-group actions (Palumbo & Calista, 1990), there is still a need for more systematic investigation of assumptions about the ways in which the policy design shapes implementation. It is further suggested that continuous investigation of the factors that affect implementation need to be done by researchers to provide adequate insight into this phenomenon. In this study, however, these social and political perspectives of policy implementation are viewed as providing a way of looking critically at the process rather than providing choice propositions.

CHAPTER III

METHODS AND PROCEDURES

The major focus of this study was to explore the process of policy implementation within the sport sector in Ghana with the aim to identify the organizational strategies and problems of implementation in achieving the goals identified by the National Sports Policy of 1994.

This study can perhaps be characterized as a case study in that it has as its focus the experiences of a certain category of sport policy implementers in Ghana (those who work in organizations that are directly funded by the government through the Ministry of Youth & Sports). According to Thomas & Nelson (1996), a case study constitutes the best method in dealing with critical problems of practice. The study relied on the following sources of evidence to address the research problems identified as relevant:

(i) Documentation: National Sport Policy (1994), Income Tax (Amendment) Law (1991), Sports Regulations (1976).

(ii) A survey questionnaire.

The main objective of this chapter is therefore to present the methods and procedures used in the data collection process. It is divided into five sections: subjects, questionnaire design, test administration procedures, reliability and validity, and organization of data.

Subjects

A sample of 40 persons, made up of Executive Board Members, Executive Secretaries, and Heads of Sport Associations or Departments were selected to constitute the study sample as in Table 1 below.

Thirty members of the sample were civil servants purposively selected because of the key role they play in sport policy implementation process within the departments, associations, or

organizations they represent. The rest of the members of the study sample are classified as volunteers operating as executive board members of the various agencies selected for the study.

A random selection of 5 Executive Board members and 15 Executive Secretaries of the various national sports associations was made among the 27 officially recognized national sport

Title/Position of Subject	No. of subjects selected
1. Directors of sport development programs	1
2. Regional Sport Development Officers	7
3. District Sport Development Officers	4
4. Executive Members of National Sports Associations	5
5. Executive Secretaries of National Sports Associations	15
6. Executive Officers of the Ghana Olympic Committee	5
7. Heads of Department at National Sports Council	3
Total Number of Subjects	40

Table 1: Selection of Subjects for the Study

associations. One condition for selection was that once a board member of an association was selected, its Executive Secretary was excluded since the data would be similar in content. Soccer and boxing associations were selected because of their professional status in the country and also because they are the most patronized in terms of resources. The only two specialized associations established by law - the Women's Sports Association and the Association of Sport for the Disabled - were purposively selected because of their special policy implementation focus and also because

data obtained from these two associations would be used as reliability checks over some aspects of data obtained from the other sport associations.

Questionnaire Design

A comprehensive review of existing literature on policy analysis and management was made including an in-depth study of the current sport policy document that constitutes the major focus for study. The major concepts of the sport policy document were identified from which several questionnaire items were constructed.

The choice of methodology to be used in this study was determined by two criteria: the need to use a methodology which was appropriate for the research questions stated at the beginning of the study, and to recognize the major methodological approaches used in a majority of research studies in policy implementation. Most research efforts in implementation research embrace one or two dominant research paradigms - qualitative and quantitative. The choice of the case study for this research was essentially based upon the need for descriptive data. Given the nature of the concepts identified from the National Sports Policy of 1994, data had to be of a descriptive form in order to adequately capture the perspectives and perceptions of the subjects of the study. It was recognized that some concepts might have different meanings for different subjects. Such differences would be most readily captured by qualitative data.

The majority of the questionnaire items were derived from the policy document under study. A 50-item questionnaire was constituted. After several item audits were made by independent experts (members of the dissertation committee), a review was made to the items of the questionnaire then re-audited and presented again to these experts for final validation and approval. Response formats included multiple choice and open-ended questions with the precise format determined by the range of responses expected and the level of specificity required for subsequent

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analysis. A few test items required only a categorical response that had the intent to restrict subjects to variables of specificity.

Test Administration Procedures

All 40 questionnaires were mailed out to two research assistants in Ghana who had been previously briefed on the questionnaire administration procedures. About 90 percent of all questionnaires were delivered by hand through the research assistants. A cover letter was attached to each questionnaire and subjects were requested to read and sign them as acknowledgment of receipt of documents and willingness to participate in the study. To ensure anonymity the cover letter included a statement ensuring the privacy of the research subjects and confidentiality of information gathered.

Subjects were requested to spend not more than 30 minutes to complete the questionnaire and were advised to exercise their right not to answer questions they felt uncomfortable to deal with. They were required to keep the documents for ten days and have them ready for collection by the research assistants. Due to a major uncontrollable constraint, time was extended by three weeks for those who did not have them completed by the collection date.

The last 10 percent of the questionnaires were mailed out to those subjects living outside a radius of 120 miles from the research assistants. Subjects were requested to complete the questionnaires and sign the cover letter and have them retrieved by the research assistants after two weeks from the date of mailing these documents to them. These subjects were reminded by phone on the due date to have them ready for collection two weeks later by the research assistants

Test Reliability and Validity

The researcher attempted to closely identify the critical elements or characteristics of policy objectives as stated in the National Sports Policy of 1994. Expert advice was sought to evaluate the

research instrument to identify broad and vague variables and to eliminate researcher's biases. Repeated auditing of the variables and test items by members of the dissertation committee was done to determine the validity and reliability of each item. To increase the reliability of the questionnaire, the researcher performed four actions recommended by Boddens & Abbot (1996): a) increased the number of test items on the questionnaire; b) standardized the administration procedure such that all participants were treated alike in the administration of the questionnaire; c) made sure that the test items were clear and appropriate for the sample through reliability audits performed by members of the dissertation committee; d) made sure that scoring was done carefully to minimize errors.

Regular interaction with members of the dissertation committee and fellow graduate students provided opportunities to acquire more insight into the phenomenon under investigation. The triangulation procedure, which employs a variety of sources of literature and previous research findings on similar problems, was used to cross check on the validity and reliability of both the data collection process and the items of the questionnaire. For instance, content validity was done through validity audits to assess whether the test items covered the range of variables identified in the policy under focus (e. g. resource mobilization, decentralization, equity, etc.), construct validity was established by showing that the questionnaire results agreed with predictions based on previous findings by Van Meter & Van Horn (1976), while criterion-related validity was done through the establishment of predictive validity (Boddens & Abbot, 1996) by comparing the results of this study to results of previous studies by Van Meter & Van Horn (1976), Lipsky (1980), and McKay (1983).

Organization of Data

Data for this study was collected principally from two main sources: (a) current policy documents - National Sports Policy of 1994, Income Tax (Amendment) Law (1991), and Sports Regulations, 1976 (L. I. 1088); (b) survey questionnaire.

A study of the policy documents was done to identify their major focus and the strategies to be adopted to attain the objectives stated in each document. Data obtained from the questionnaire were also analyzed to determine those variables in the policy implementation process that accelerate or obstruct the development and promotion of sport in the country. A qualitative analysis procedure was employed to present the data. Generally a holistic approach was adopted to answer the research questions identified for the study in Chapter 4 because it was realized that a conceptual understanding of the phenomenon under investigation would be enhanced using this approach.

Summary

The major purpose of the study was to identify the strategies and problems within the policy implementation process in Ghana that are critical (or obstructive) to the attainment of policy objectives within the context of the government's vision of providing sport for all citizens. This chapter was structured to identify those methods and procedures of research that were used to collect data.

A study of current policy documents on sports in Ghana was done after which a 50-item survey questionnaire was constructed and administered to 40 subjects. These subjects had been selected using the criterion-based selection procedure because of their high-ranking status within the sport departments or associations they represent and also because of the key role they play in the policy implementation process. The research procedure employed was validated by members of the dissertation committee while the reliability and validity of the test instrument was done using the criteria suggested by Boddens & Abbot (1996) by employing a series of validity and reliability auditing techniques. Generally, the qualitative analysis procedure was considered especially good for implementation analysis (Mohr, 1995) because this procedure is considered to be more relevant in understanding most implementation phenomena under investigation.

CHAPTER IV

RESULTS AND DISCUSSION

This chapter has been divided into two parts. The first part identifies the range of choice of some concepts and characteristics merely for illustrative purposes. Where appropriate a cluster of concepts has been used to identify and describe specific concepts. Data was studied and categorized for analysis across sport categories as part of the inductive process and have finally been merged into a holistic portrayal of the phenomenon under investigation in the second part Graphs and tables have been used to show the distribution of some variables in order to present a graphic picture of some data or to make comparative statements.

Title/Position of Subject	Subjects Selected	Respondents
1. Directors of sport development programs	1	1
2. Regional Sport Development Officers	7	7
3. District Sport Development Officers	4	4
4. Executive Members of National Sports Associations	5	3
5. Executive Secretaries of National Sports Associations	15	15
6. Executive Officers of the Ghana Olympic Committee	5	2
7. Heads of Department at National Sports Council	3	0
TOTALS	40	32

Table 2: Returns from the distribution of questionnaires.

Out of the 40 questionnaires sent out to subjects 33 were returned but one was rejected because it did not meet the conditions for delimitation of this research. The rest of the respondents

(see Table 2), constituting an 80% return rate, were used as the subjects for the study. Only four respondents were non-paid officials of the agencies they represented. Except for the two persons who answered the questionnaires on behalf of the Ghana Olympic Committee, all other respondents had been serving the agencies they represented for an average of 4 years and are assumed to have adequate knowledge of the administrative strategies and programs of these institutions. All three of the management personnel of the National Sports Council (see Table 2) who are the main policy implementation supervisors failed to respond, which would have been ideal for this research if they had participated. This would not, however, constitute a sufficient limitation to the analysis of the data obtained from the other sources.

Data indicate that, in 1999, there was a general emphasis by most sport associations on participation in international competitions. Although this is an important factor to measure improvement or decline in performance, yet this objective was pursued to the detriment of sport

District	Regional	Friendly Int.	West African	African	World
Baseball Basketball	Baseball Basketball Disabled Sport Netball	Baseball Basketball Judo Taekwondo Track & Field Soccer	Baseball Taekwondo Tennis Track & Field Volleyball	Badminton Basketball Boxing Field Hockey Judo Soccer Taekwondo Team Handball Tennis Track & Field Volleyball	Boxing Disabled Sport Table Tennis Track & Field

Table 3: Competitions in 1999 and participation by sport associations

development at the grassroots level. The difference in emphasis, as shown in Table 3, would result in the creation of a lack of opportunities for those developing athletes without the potential for current

international competitions but whose development is a major policy objective (Section 3 of National Sports Policy, 1994).

Participation in these competitions notwithstanding, almost all the associations are plagued with financial difficulties. Table 4 below shows the budgetary requirements of the various sports disciplines in the four categories and the amounts generated (from both the government and private sector sponsorship). With only an average of 34.85% of their financial requirements being met, it is a miracle that the management of these sport associations were able to work towards the

Sport Federation	Required Funds (000 cedis)	Amount Acquired (000 cedis)	% of Funds acquired
Category A			
Soccer	3,000,000	1,620,000	
Table Tennis	1,000,000	250,000	
Tennis	2,000,000	900,000	
Track & Field	500,000	300,000	47.23
Category B			
Basketball	500,000	200,000	
Field Hockey	700,000	233,310	
Team Handball	357,000	128,520	
Volleyball	875,000	350,000	
Swimming	2,000,000	10,000	29.96
Category C			
Badminton	525,000	157,000	
Taekwondo	1,000,000	250,000	
Judo	10,000	500	26.55
Category D			
Baseball	50,000	12,500	
Sport for Disabled	200,000	20,000	13.0
TOTALS	12,717,000	4,431,830	34.85

Table 4: Average Annual Funding of Sport Associations (1997 - 1999)

achievement of their program goals. The worst affected are agencies in Category D who, by policy, have to acquire their funds solely through sponsorship which provided only an average of 13% of their financial requirements between 1997 and 1999.

The second part of this section focuses on answering the questions outlined in Chapter I.

Three sampling and non-sampling errors were discovered which necessitated the adoption of a different analytical approach. While several errors of reporting and biases by respondents were discovered, it must be admitted that some errors may also have arisen during the processing of the data for which the researcher accepts full responsibility. On the basis of these errors, the research questions were not answered in sequential order but globally because it has been assumed that a conceptual understanding of the phenomena under investigation would be enhanced by a more holistic presentation. An attempt was made in the first part of this chapter to identify and confirm the presence of a few concepts. Where there were insufficient factors of any phenomenon under focus to make provisional judgment then that phenomenon was not considered subject for confirmation or disconfirmation. It was also considered necessary to look out for response ambiguity and then determine whether or not they occurred as a result of incomplete specifications, ambiguity of test items or the unwillingness of respondents to reveal details.

Data showed that in majority of cases appointment to membership of sport associations at the national level is the prerogative of policy makers (78.7% of respondents) except at the regional and district levels and the Ghana Olympic Committee where it is done by the agencies themselves. With the tendency of policy makers and politicians to lean on individuals who are sympathetic to their cause and obviously who are party affiliates, this compares with the responses of only 21.9% of respondents who acknowledged that appointments are made with reference to a person's political affiliation.

With over 40% of its manpower requirement working as volunteers on part-time basis it would seem apparent that some of these personnel could have been appointed using some highly subjective criteria. This is confirmed by the observation of 22 respondents who noted that the goals

and policies of their departments' volunteer programs are neither stated in writing nor planned, organized, or revised by them. Since in 51.6% of cases these volunteers are neither given any form of training when recruited nor individual performance evaluations, their continued membership of these agencies is dependent on whoever appointed them. Surprisingly, a refund by the government of the transportation and accommodation expenditures incurred by volunteers while performing their duties (only in 62.5% of cases) is considered a form of "recognition" or "compensation" by 22 respondents.

There seems to be no fixed period for tenure of office in membership of sport agencies. While in general a 4-year term seems to be the surety for members (28% of respondents), the fact that policy makers in over 75% of cases retain the power to appoint and fire members of agencies supports the view of 6 respondents that there seems to be no specified period of membership to these agencies as this is left to the discretion of the Ministry of Youth & Sports. One respondent added a post-script, that Ministers commission "friends and associates to prepare policies which they think could work for them while they are in office." Generally, data indicates a three-pronged criteria used to appoint members to serve in these agencies - experience, academic qualification, and ability to achieve results (however that is measured).

The lack of consideration to appoint people who are financially endowed or are centers of influence in society confirms the negative effect this has had on the ability of sport agencies to attract supplementary funds from the private sector. Without value placed on this factor, persons with "asking power" cannot be recruited to help sustain the drive to attract private sector financing of the sport industry. Only 25% of respondents claim that local communities have been involved in policy planning and development programs of their departments. As a consequence, the Fundraising Sub-committees and Publicity/Public Relations Sub-committees established by over 71% of these

agencies exist merely as "white elephants" that were able to provide less than 29% of the funds

acquired between 1997 and 1999.

Figure 3: Public Relations Activities Undertaken by Sport Agencies in 1998/99

	Advertising (Print Media)	Promotional Activities	Game Packaging	Direct Mail	Personal Contacts	Publications	Presentations
Series1	18	23	6	2	16	11	1
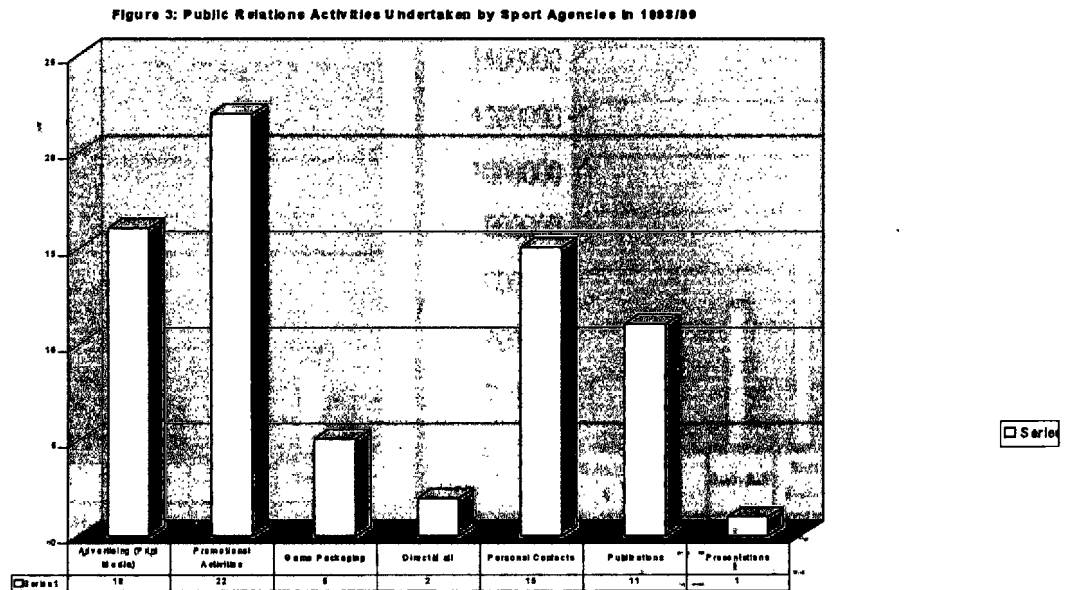
The lack of appreciation of the role of members of the private sector in helping to raise

private funds for the policy implementation process is also manifested by only a few of the agencies

that have established Sponsorship, Fundraising, and/or Publicity/Public Relations sub-committees

involving members from the private sector. With little or no expertise, therefore, these sub-

committees have resorted to very minimal promotional activities (Fig. 3). One-half the number of

respondents recognized the need for the expertise of members of the private sector in the

implementation process. Only two agencies identified the need for legal experts as a critical human

resource requirement needed for the efficient management of their agencies.

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Figure 4 a: Average Annual Funding of Sport Associations - 1997-99 (Categories A - C)

Category C			Badminton	Taekwondo	Judo
Required Funds			525,000	1,000,000	10,000
Acquired Funds			157,000	250,000	500

41
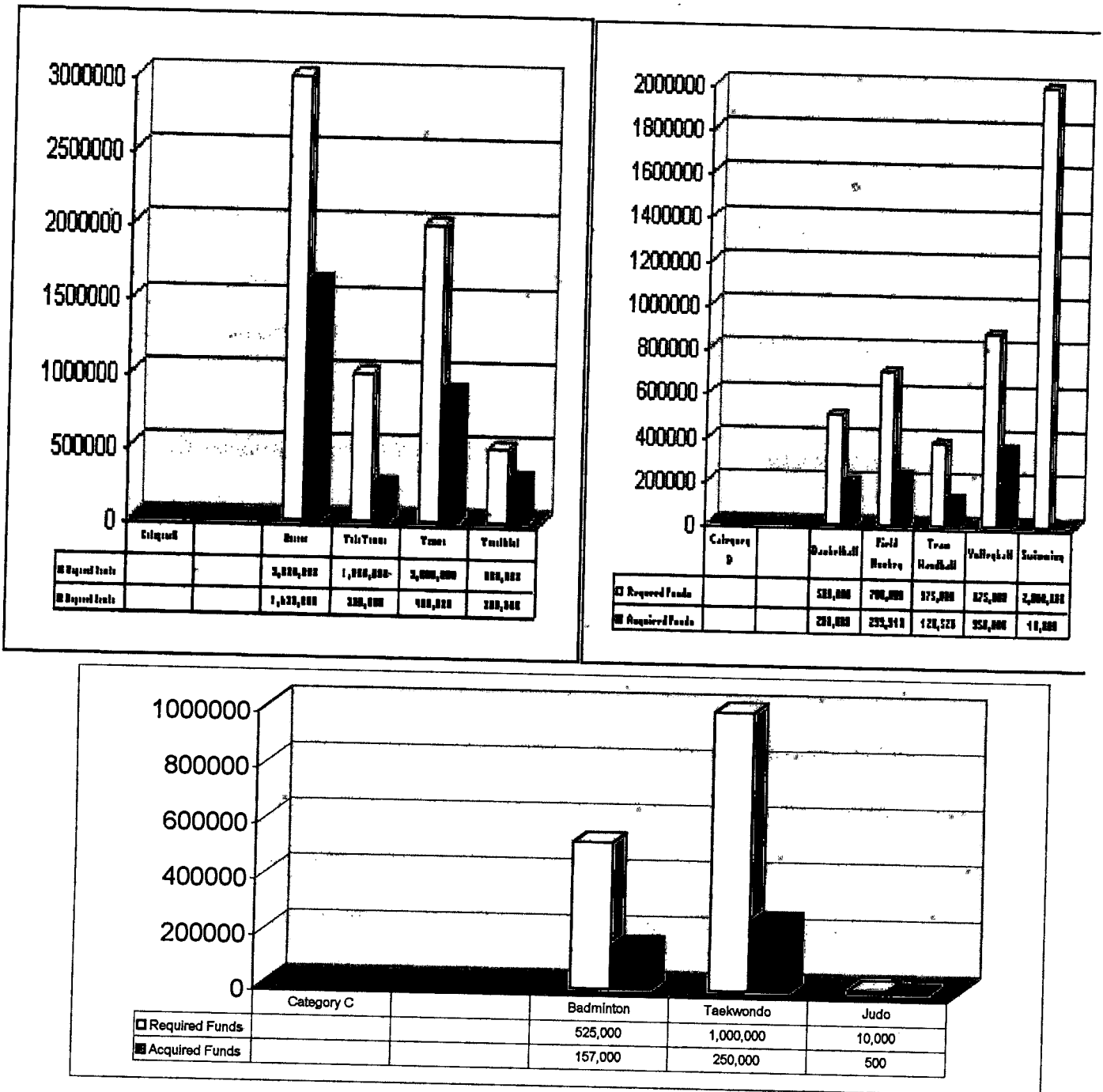
The fear of some private sector cultural practices such as management control, performance rewards, strong commercial attitudes, supervision, and accountability are always considered by public service administrators as unnecessary constraints on leadership. Of course the introduction of private sector competitive behavior in management of these agencies does not mean the total emulation of private sector culture. This fear is also heightened by the fact that 87.5% of respondent agencies lack technical personnel while 56.3% lack administrative personnel and therefore the introduction of private sector management practices may expose their lack of confidence in the management of funds that 76% of respondents agreed need to be generated from the private sector.

This attitude confirms Lee's (1994) finding that in such situations bureaucratic decisions are affected more by blame-avoiding than by credit-seeking motives and bureaucrats are more likely to either refrain from exercising discretion or advocate for maintaining the status quo by depending solely on government for financing and other administrative support.

It was observed that the general pattern of financial resource allocation was not consistent with policy guidelines on categorization or prioritization of sport disciplines. Evidence of inter-sport and intra-sport expenditure patterns (Fig. 4a, b) is incompatible with the spirit and content of any sport policy. According to this policy, the basis for categorization of sport in Ghana is purposely to delimit the extent to which the government would allocate funds as well as provide assistance to any sport on the basis of an assumed "competitive advantage" criterion derived from some purported "scientific evidence" (National Sport Policy, 1994, p. 13). Although research evidence on this supposition was unavailable for this study, a majority of the respondents (64.7%) resented this particular policy guideline on categorization and selectivity in funding and other forms of support.

The financial problem is further compounded by current legislation that makes

it difficult for administrators to approach large organizations for funding. The Income Tax
(Amendment) Law of 1991 (L. I. 1511) empowers the Minister of Youth & Sports to
approve sponsorship donations from companies and individuals for purposes of tax
abatements to such sponsors. According to Mills (1993) the rationale for this law was to
give the Minister the right to decide into which areas and for what purposes resources could
be channeled, so that if it was realized that too much funding was being channeled to only
some particular aspect of sport development and promotion then the ministry would advice
donors on which areas to make their donations.

Figure 4 b: Inter-sport Group Funding Inequity (in million cedis) - 1997- 99
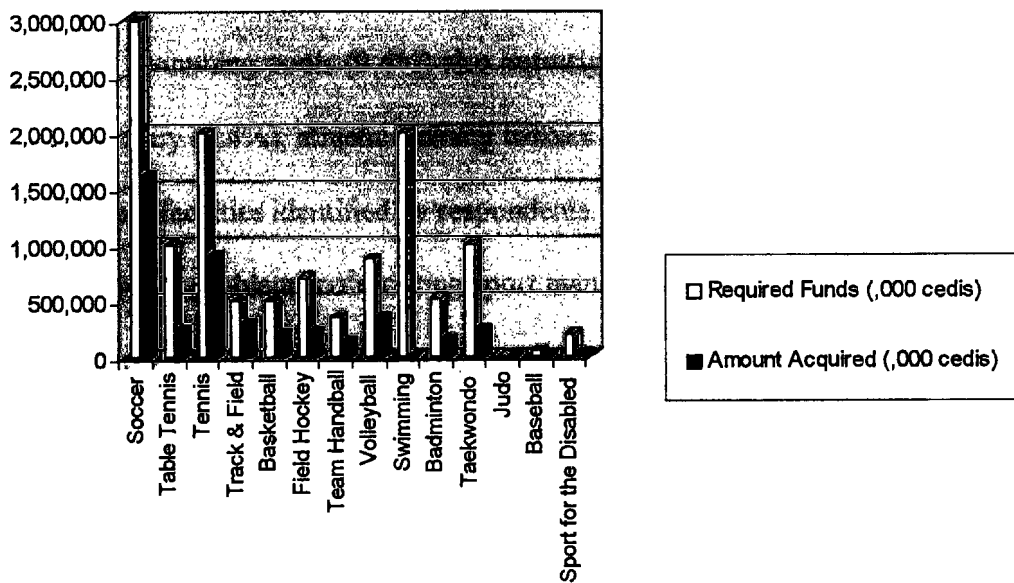
Although this law was passed with good intentions, it has created three problems: it stifled the free development of enterprise, it presumed that donors did not know which sport they wished to help develop, and it also presumed that donors fund sport purposely for the tax relief incentive. Because of the former restriction, local bureaucrats maintain a minimal commitment to financial resource organization. Consequently, financial resources are centralized and all agencies have lost control over their own recurrent and capital expenditure decisions and forfeited it to the National Sports Council or the Ministry of Youth & Sports.

There is an increasing demand for the construction of new facilities as a result of a dramatic increase in the country's population (from 6 million in 1960 to over 20 million in 1998) as well as the functional depreciation of existing facilities. According to respondents, the need for indoor facilities such as sport halls and gymnasia (81.2%) far outweighs the need for additional stadiums (25%), while the need for swimming pools (9.4%) also outweighs the need for fitness centers (6.3%). The need for a research library (9.4%), athletic training centers (9.4%), and sport service centers (6.3%) are the other facilities identified by respondents. The paucity of these requirements already shows the depth of the problems confronting sport managers in the country.

Data indicates that several sport facilities in the country, other than the stadiums, are under the ownership of security service institutions and schools. It is widely known that the construction of most of the existing capital intensive sport facilities (such as the stadiums and the open-air tennis courts) were sponsored, either wholly or in combination, by public and private sector funding sources.

Figure 5: Opportunities Provided by Agencies for Women and the Physically Challenged Persons in Sport

	Participation	Program Development	Coaching	Facilities and Equipment	Funding	Education	Leadership
☐ Women	66.7	32.3	32.3	16.1	16.1	22.6	19.4
■ Physically Challenged	51.6	12.9	0	14.5	6.5	0	9.7

☐ Women
■ Physically Challenged
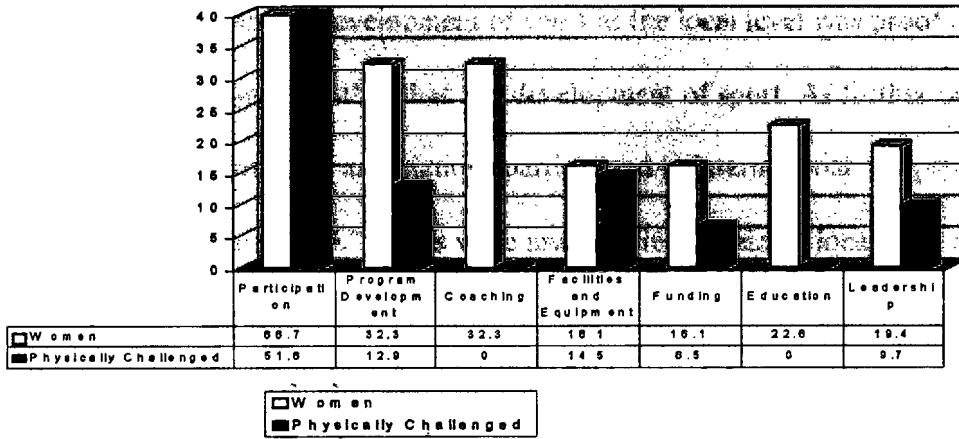
However, the increasing growth in demand for new facilities coupled with the functional obsolescence of those currently in use means that the provision of new facilities would not only satisfy implementers and the public, but would consequently attract substantial revenue to help stimulate local economies.

The popular traditional perception of policy makers that only soccer and boxing are capable of generating resources has not been substantiated. Data provided by the soccer association indicate that only 54% of its nine billion cedis requirement over the past three years has been obtained. Spiraling costs, increased international competitions, and declining revenues, have put severe financial pressure on management of this sport leaving the government and the revenue from ticket sales as the major sources of funds to meet players salaries, bonuses, operating costs and for periodic maintenance of facilities.

The objective of most sport associations to concentrate on participation in international competitions rather than the development of sport at the local level was proof of the general attraction for the promotion rather than the development of sport. As further proof of this trend, over 93% of respondent sport associations participated in international competitions in 1999. While none of the "Category A" sports were involved in organizing local level competitions, all other sport disciplines (except baseball and basketball) were involved in preparations for the 1999 All African Games competitions with only minimal attention to local development programs. The scramble for participation in international competitions is a manifestation of the misunderstanding of the policy objective of classification of all sport disciplines under the umbrella of "sport for excellence." Although an analysis of the policy document is not the major focus of this study, the availability of conflicting evidence derived from it presents another area of research critical to the implementation process. While Section 4.20 of the National Sport Policy of 1994 recognizes the establishment of some identified support services to assist implementers in the performance of their roles, only the Coaches Education and Certification System has been established.

The difficulty in understanding the role parameters of the Women's Sports Association and the Association of Sport for the Disabled established by policy have left them with no ground on which to exert their own authority because the other agencies claim to have established their own sub-committees in these areas. While the former continues to struggle against unclear overlapping responsibilities with other sport associations, the latter committee has only succeeded to take control over the organization of national competitions with funding from its sole sponsor - the Ghana National Trust Fund which provides very meager grants as reflected in Figure 6.

Figure 6: The Financial Problems of Category D Sport (in million cedis)

	Category D		Baseball	Sports for the Disabled
▣ Required Funds			50,000	200,000
■ Acqired Funds			12,500	20,000
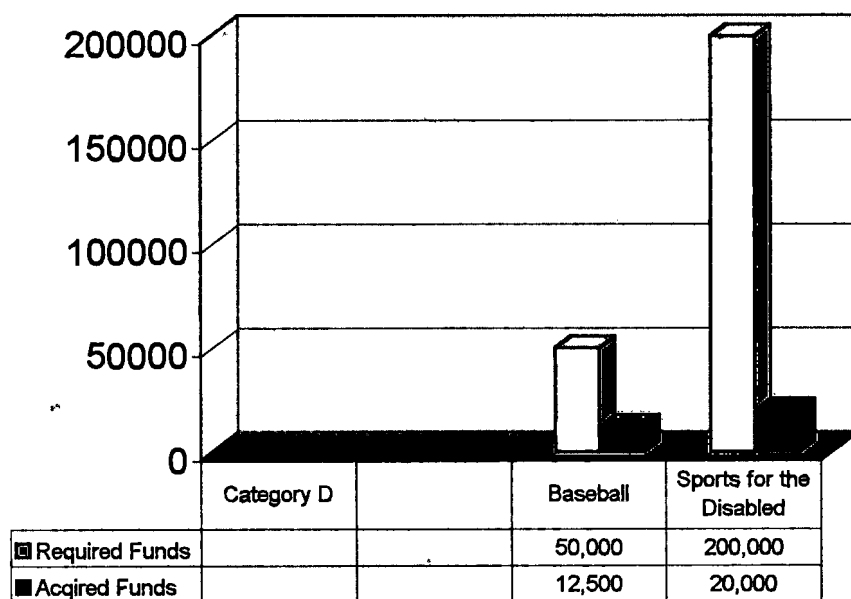
Since all sport associations are required to ensure the full development and organizations

of women's sport, the establishment of the Women's Sport Association without any well-defined

role other than "to champion the rights of women", is to provide it with an ambiguous jurisdiction

with a nebulous role in the view of national and international sport federations. Figures 5 and 6

indicate the level of accommodation made by the various sport agencies for the participation of

women and the disabled in the society in compliance with the directives of the National Sports

Policy guidelines. While there still exist obvious inequities in career, training, and educational

opportunities for women, the complete disregard for the physically challenged persons even in the

provision of educational opportunities is in defiance of legislation.

Data indicate a desire by 69% of respondents for a decentralized management of the sport

policy with one-half the number of respondents advocating for a system that promotes implementers absolute discretion in the implementation process. While respondents do agree that the provision of funds and infrastructure for sport development are policy tasks for the government, they accept that the mobilization of funds and the management of de-centralized sport agencies should be the tasks for grassroots policy implementers as spelt out in Sport Regulations, 1976 (L. I. 1088)

Summary

In the first part of this chapter, data has been classified according to some specific concepts as part of the inductive process. A quantitative approach was adopted in studying some variables such as funding and participation in competitions.

The second part focused on answering the research questions outlined in Chapter I. A holistic qualitative approach was adopted to analyze the data because this approach would enhance a conceptual understanding of the phenomenon under investigation. The focus of discussion was based on the following variables: human and financial resource mobilization, facility requirements, private sector input in the implementation process, influence of complementary legislation, equity in funding and its concomitant effect on women and individuals with disabilities, and the decentralization of the policy implementation process.

The views of subjects on these key variables were discussed and the similarities and differences between their responses noted. Eventually, those concepts that suggested collective meaning were synthesized into a broader interpretation of the policy implementation process.

CHAPTER V

SUMMARY, CONCLUSION, AND RECOMMENDATIONS

This chapter outlines the summary, conclusions, and recommendations drawn from the analysis of data.

Summary

The purpose of the study was to utilize a survey questionnaire to identify the strategies and problems associated with the implementation of the national sports policy in Ghana.

Chapter I presented some brief background information of the study, including highlighting the statement of the problem and the significance of the study. It included some research hypotheses and questions that constituted the basis of the study. Terms were operationally defined to explain usage in the study. Some brief background information on Ghana was presented in the introductory phase of this chapter to help readers know its geographical location, history, and sporting background so as to provide an insight into the problem under investigation.

The second chapter was devoted to the review of literature structured under four sub-headings. This chapter provided a summary of available literature on policy management from the perspective of the top-down and the bottom-up approaches. It also outlined the influence of politics in the policy implementation process mostly from the perspective of political scientists.

The third chapter dealt with the methods and procedures used for the study. The chapter focused on subjects, instrumentation design, administration procedures, test reliability and validity, and the data analysis procedures.

A 50-item survey questionnaire was used to collect data that were analyzed qualitatively and results used to test the research hypotheses identified in the first chapter. This constituted the main focus of the fourth chapter that was divided into two sections to show the procedural analysis adopted to identify the phenomenon under investigation.

Conclusions

The results of the study has identified a number of problems and challenges in the sport policy implementation process as follows:

Problems:

1. One of the major barriers to the development and promotion of the sport industry is its growing financial constraints caused by budget cuts and the general substantial transfer of even the meager resources to some few "privileged" sport disciplines. All policy implementing agencies face daunting challenges of coping with a situation in which traditional revenue sources are declining especially in a period of escalating costs. While operating budgets are on a perpetual 10 - 15% incremental budget design, funds for capital expenditure are virtually nonexistent and even when made available are under the control of policy making principals. It appears that implementing agencies are being asked even under current levels to do more with less. Yet, implementers fail to look beyond these traditional sources and seem to resign themselves to the status quo because they do not possess the marketing and fundraising skills of entrepreneurs to explore the market for other sources of financing.

However, blaming current policy implementation difficulties on the differential government treatment of the various sport disciplines not only implies the application of an equality-based standard, it confirms the fact that implementers in focus do not think they are responsible for the financial difficulties that their agencies face as well as their own managerial

inertia.

2. The decline in sport performances may be caused by the subjection of the implementation process to an increasing amount of political control, limited consultation, and poor communication resulting from over-centralized management control. The increasing power of political executives to appoint and dismiss policy implementers based on their own whims may make it difficult for administrators to preserve their political neutrality.

Although implementing agencies are given some amount of autonomy in the management of their programs, their subservience to the Ministry of Youth & Sports coupled with the lack of job security and motivation among board members, undermines their performance in dealing with serious issues of implementation efficiently and effectively. There is therefore a growing feeling among implementers that the ministry's propensity for limited consultation, over-centralization of and/or interference in the implementation process is unacceptable.

3. While policy goals have been established, there is lack of coherent and clear priorities to achieve them. Implementation difficulties have been caused by multiple actors working within unclear lines of authority resulting in uncontrolled discretion. The net result is uncoordinated efforts among some of these agencies.

4. The results of the study indicate a difference in the level of satisfaction and perceived knowledge about the implementation process especially between those sport disciplines that are given preferential treatment and those that are left to fend for themselves. The factors of funding and competitive advantage appear to have caused those in the latter category to become disenchanted with their role in the overall mission of sport in the country. Without a resource base they cannot participate at higher levels.

The categorization of sport disciplines has created a patrimonial system (as observed by

Olowu, 1998) that is by analogy like a "rat race" in which Category A sport disciplines start several meters ahead of the starting line, Category B sport several meters behind the starting line, Category C sport still in the dressing room planning their race strategy, while those in Category D are at home unaware that they have been registered to take part in the race.

5. There is a dependency on volunteerism to maintain the system because many of the implementers are volunteers from other sectors of the economy. There is however a lack of an incentive base to motivate implementers to be committed to the attainment of policy goals.

6. Data indicates that the implementation process is substantially "undemocratic" in some respects as there is inequity in the provision of sport to all members of the society, especially the vulnerable members - women and disabled persons. This entrenched inequality syndrome requires a variety of instruments including, among others, incentives to agencies to hire, keep, and promote women and affirmative action. Another key strategy is to undertake an educational reform agenda that is centered on increasing the quantity and quality of sport for women and persons with disabilities.

Challenges to the implementation process:

Viewed from the theoretical perspective, the success of the implementation process is dependent upon overcoming these dispositional, communication, and capability problems. The findings seem to agree to those of Van Meter and Van Horn (1975) who identified these three fundamental problems of the policy implementation process. They also suggest that financial, administrative, and motivational support of these administrative bureaucrats by politicians and policy makers is a critical factor in the policy implementation process, without which they are more likely to undertake symbolic rather than substantive implementation strategies.

These are challenges which resolution will depend on how well the policy process accommodates the opinions and interests of the consumers of policy outcomes:

1. The challenge posed by decentralization - the specific needs and interests of decentralized units (e. g. Regional and District Sport Councils, National Sports College) are not being respected. Although these agencies are much better placed to promote and develop sport in their localities or sectors, mobilize revenues for development and promotion, and become financially independent, yet they are not being empowered to perform these roles.

2. The democratic challenge - there is a lack of equal accessibility of sport to all citizens at all levels of performance which is a basic human right guaranteed by the constitution of the republic. The right to be given equal opportunities in sport is both a civil and social right vital to the development of the human personality and forms the basis of constitutionalism. Power must not be perceived as an object that is given or taken, neither is it a possession that some must have and others don't. Empowerment means visibility, responsibility and accountability.

3. The administrative challenge - there is no distinction drawn between administration and politics just as there is one between policy making and policy implementation. There is the need to decentralize the decision making process by giving implementing agencies the power to manage their own resources, compete independently for private sector resources, and make decisions necessary for their own survival. Since policy outcomes depend on the interaction between strategies and constraints, policy implementers need some amount of discretion in the implementation process to choose strategies according to the available constraints.

4. The financial challenge - implementers have failed to look beyond traditional sources and strategies for funds to promote development. Repeatedly, annual fund allocations from the government have been influenced by frequent budgetary crises leaving sport to compete for funds each year with other more vital community services and departments, yet no innovative or creative financing techniques have been employed to minimize the burden on taxpayers.

Recommendations

After examining the major factors accentuating the decline in sport performance from available data, it is necessary to explore some possible alternatives to address the current challenges.

1. The first major concern is how to revive the public's confidence in the administration of sport in the country. It is necessary to neutralize the negative image currently mirrored by administrative bureaucrats and promote its positive outcomes so that the public can have a favorable impression regarding the important role of policy implementers. Such a venture requires, firstly, putting an end to what Haque (1998) describes as the "bureaucratic bashing" of administrative bureaucrats by political leaders and the media.

Building confidence in these bureaucracies will ultimately encourage the participation of more citizens, working with government bureaucrats on solving sport issues. Many examples exist of political creativity at the grassroots level where people take matters into their own hands through innovation, creativity and problem solving initiatives whether it is drug abuse, law enforcement, construction of school buildings, environmental issues, etc.

Secondly, the Ministry of Youth & Sports needs to undertake far-reaching policy reforms including the restructuring and overhauling of management structures within implementing agencies. The main intent of policy makers should be to bring public policy implementers more in line with private sector practices and involving more explicit setting of priorities and objectives, changes in the system of resource allocation, and changes to the role of heads of department or agency (by holding such individuals accountable for the outputs and efficiency of their departments or agencies).

2. The diminishing motivation and commitment of personnel within the sport sector must be restored in order to ensure a strong public endorsement of the services they provide. To strengthen their commitment to the attainment of policy outcomes, it is necessary to create a more congenial atmosphere that attracts not only private sector investment but also its participation in the management of sport. As a sector whose agencies are extremely dependent on volunteers, an adequate level of job security and role appreciation will increase the level of motivation and commitment of these volunteers.

3. To strengthen the commitment of implementing agencies towards the attainment of policy outcomes, it is necessary to create a more congenial atmosphere that attracts not only private sector investment but also its participation in the management of sport. The Ministry of Youth & Sports needs to advocate for a new sport entrepreneur with increased emphasis placed on the promotion of private sector practices, increased involvement in sport policy implementing bodies of people from the business world (e. g. in the appointment of executive board members of sport associations), and increased need for delegated authority, resources and motivation to achieve results economically, efficiently, and effectively.

As a sector whose agencies are currently extremely dependent on volunteers, an adequate level of job security and role appreciation will increase the level of motivation and commitment of these volunteers towards the attainment of policy goals. The Ministry of Youth & Sports needs, therefore, to create an environment that inspires excellence in management and fosters the professional and personal development of all personnel.

5. In order to strengthen public confidence in the sport sector, it is necessary to adopt a more balanced allocation of public resources based on the needs and aspirations of each sport department or institution and its ability to provide the needed impetus for development. In this

regard it is necessary to re-examine the current fetish for selective resource allocation which has been based on an erroneous notion that Ghanaians have an assumed "comparative advantage to excel" in some particular sport disciplines than others (National Sports Policy, 1994, p. 13) - a notion which has no empirical foundation - hence the selective categorization of sport disciplines with grossly unequal financial and material resource support from the central government.

Each sport needs to strive to build and maintain a credible degree of public confidence in it to be able to attract private sector financing. In this regard, all Sport Federations should be encouraged to inculcate and promote business norms (e.g. competition, productivity and profit making) into their management culture. Some administrative reforms are needed to open up the sport sector to the logic of the market. To develop stability and ensure possible survival, each sport has to undergo its own process of rationalization.

6. A variety of facility financing methods must be adopted to increase the revenue base of these agencies. Strategies that seem applicable to local realities must be explored and implemented. The selling of the names of various sport facilities to private industries, advertising scoreboard messages, seat preference bonds in stadiums, and revenue bonds (especially from parking fees) are particularly viable sources of revenue that need to be exploited.

7. The public's confidence in this sector requires a satisfactory level of performance in terms of its responsive delivery of services. Evidence shows that this service is increasingly becoming difficult to deliver due to political interference, financial constraints, lack of job security, and lack of appreciation of the role of volunteers operating within the system. A minimal degree of political neutrality and bureaucratic discretion must be ensured to allow policy implementers to make operational decisions based on rational standards rather than political criteria imposed by policy maker.

It is pertinent to differentiate between "decentralizing" and "decentralization" (i.e. between delegated and transferred power). According to Rolla (1998), while the former refers to entrusting the exercise of administrative power to bodies and agencies answerable to the state, the latter refers to the assignment of political power to communities and groups to decide the content and form of the management of services.

7. Policy situations are so complex that a mix of top-down and bottom-up strategies might be more effective than a single choice between the two. To assure discretionary compliance to policy objectives and a limitation on the use of discretionary powers, implementers must operate with routines that are prescribed and circumscribed by standard operating procedures. Government subsidy can then be employed to encourage innovation and creativity as well as to allocate incentives (especially extrinsic incentives such as salary, bonuses, etc).

8. The implementation of sport policy in Ghana has recently been the subject of considerable debate in parliament, the media, and at sport forums. As valuable as these debates seem to be there are serious gaps in our knowledge about the processes involved in linking policy with implementation in de-centralized governance. There is a paucity of a qualitative field-based research to probe the intricate linkage between policy and strategic implementation. The arguments elaborated in this study may not offer the best way forward because more detailed exploration of their implications and wider ramifications is required. However, the findings of the study run contrary to the popular myth of Ghana as a sporting nation worthy of emulation within the African continent and are consistent with the results of a similar survey conducted by McKay (1983) in Australia using the same premise.

It cannot be denied, however, that this research has identified some of the problems and challenges of the implementation process although with limited data. Arising from these findings

is the need to determine the marginal costs of the recommendations provided because there may be several other alternatives that would increase the effectiveness of the implementation process.

Finally, I wish to challenge the research community concerned with public policy development and management, implementation scholars and policy makers to indulge in further investigation of the factors affecting the implementation process especially those that have far-reaching implications for policy and program reforms in developing countries such as Ghana.

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APPENDIX

QUESTIONNAIRE

Instructions: You have been selected to participate in this study on behalf of your department/association/organization. Please answer all questions. Where any question is not applicable to your circumstance indicate with "N/A". Indicate your correct choice of answer (s) by placing a small circle around the letter (s) indicating your choice (s). Please, write down your own answers in the spaces provided in some of the questions.

1. Name of Department/Organization
   ....

2. Position/Rank in Department/Organization
   ....

3. Are you a volunteer or a paid official? ....

4. Number of years served in current position/rank ....

5. Classification of Department/Organization:
   A. Foundation Sports
   B. Mass Sports
   C. Sport for Excellence
   D. Women Sports
   E. Sports for the Disabled

6. Major national/international competition participated in 1999 by your department/organization:
   A. District Sports Festival
   B. Regional Sports Festival
   C. International Friendly Competition
   D. West African Competition
   E. African Championship
   F. World Championship

7. How is the membership of your department/organization constituted?
   A. appointment by central government
   B. appointment by the Ministry of Sports
   C. appointment by the National Sports Council
   D. appointment by the association/organization's congress
   E. appointment by Chairman/President of organization/ Regional Sports Council/District Sports Council
   F. specify any other...

8. What is the length of tenure of office of members of your sport association/organization?
   A. 1 year
   B. 2 years
   C. 3 years
   D. 4 years
   E. 5 years and above
   F. Not specified

9. Which of the following criteria is considered in the selection or retention of members of your department/organization? (select all that apply)
   A. experience
   B. wealth of knowledge/academic qualification
   C. ability to achieve results
   D. center of influence
   E. political affiliation
   F. international recognition
   G. past sport performer
   H. financial endowment
   I. Any other (specify) ....,...

10. How are members of your department/organization removed from their positions?
    A. by the central government
    B. by the Ministry of Sports
    C. by the National Sports Council
    D. by organization's congress
    E. by the Chairman/President of organization
    F. by the Regional Coordination Council
    G. by the District Assembly
    H. by the Regional Sports Organizer
    I. by the District Sports Organizer

11. Which of the following support services established by the government assists your department/organization in the execution of its tasks?
    A. Coaches Education and Certification system
    B. Sports Science Department
    C. Sports Medical Board
    D. Talent Identification System
    E. Talent Advisory Unit
    F. Sport Endowment Fund
    G. Sponsorship Advisory Board
    H. Sport Aid Foundation

12. Which of these sub-committees exist in your department/organization?
    A. Technical (e.g. coaching, referees)
    B. Medical
    C. Sponsorship/Fundraising
    D. Publicity/Public Relations
    E. Welfare
    F. Development
    G. Sport Aid Foundation
    H. Women's Sport
    I. Sport for the Disabled
    J. Policy Planning, Monitoring, and Evaluation
    K. Research and Information
    L. Finance and Administration

13. How does your department/organization involve local communities in sport
     development and promotion?
    A. involvement of community VIP's in sport committees
    B. involvement in policy planning and program development
    C. free admission to sport events
    D. participation in fundraising activities
    E. careers in sport leadership roles
    F. invitation to sport events and activities
    G. any other (please, specify) ....

14. What opportunities are made available for the development of women's sport by
    your department/organization? (select which apply).
    A. participation in sport at all levels
    B. involvement in program development activities
    C. coaching
    D. training facilities and equipment
    E. proportionately equal funding
    F. educational opportunities
    G. careers in leadership (e.g. administration, sport leaders)
    H. Any other ....

15. What opportunities are made available in sport by your department/organization
     for the physically challenged persons? (select)
    A. participation in sport at all levels
    B. involvement in program development activities
    C. quality coaching
    D. quality training facilities and equipment
    E. proportionately equal funding
    F. educational opportunities
    G. careers in leadership (e.g. administration, sport leaders)
    H. Any other ....

16. Identify the most critical human resources that your department/organization need in order to operate more efficiently.
    A. technical personnel
    B. administrative personnel
    C. trainers of personnel
    D. sport leaders
    E. marketing and fundraising experts
    F. legal experts
    G. publicity/public relation experts
    H. specify any other ....^...................

17. How does your department/organization work with, and satisfy the needs of the people who are its human resources?

Human Resource	Are their needs fulfilled?	How can your dept./org. improve in this area?
....		
....		
....		
....		
....		
....		
....		
....		

18. Where does your department/organization find and recruit its personnel?
    A. school system
    B. security service institutions
    C. public service institutions
    D. private sector institutions
    E. external sources (e.g. recruiting outside the country)

19. Are the goals, purposes, and policies of the volunteer program of your department/ organization stated in writing (e.g. incentives, job description)?

    A. Yes
    B. No
    C. I don't know

20. Is the volunteer program regularly planned, organized, and revised with participation from the board, staff, user, or community groups?
    A. Yes
    B. No

21. Are volunteers given formal orientation to the total organization, policies as well as their own roles as volunteers?
    A. Yes
    B. No
    C. I don't know

22. Are volunteers given any form of training?
    A. Yes
    B. No
    C. I don't know

23. What expenses are covered for volunteers by your department/ organization (e. g. transportation, 'baby-sitting)?

    ....
    ....
    ....
    ....
    ....

24. Are there forms of recognition or reward that compensate for lack of financial support for volunteers?
    A. Yes
    B. No
    If YES, what are they? ....
    ....
    ....
    ....

25. Are volunteers given individual performance evaluations?
    A. Yes
    B. No
    If YES, by whom? (specify title) ....
    ....

26. Which of the following sources of funding has been a major influence in your department/organization's administration and/or participation sports in the past couple of years?
    A. government
    B. self-sponsorship (by department/organization)
    C. private sector sponsorship·
    D. institutional sponsorship (e.g. public organization)
    E. individual financing (contribution from members)

27. What are the major sources of funding for your department/organization?
    (select all those that apply).
    A. government grants
    B. loans (e.g. from banks)
    C. gate proceeds
    D. gifts/donations
    E. merchandising and licensing
    F. interest-bearing investment
    G. endowments
    H. revenue-generating projects (e.g. lottery, social events, etc.)
    I. sponsorship
    J. charitable trusts/foundations
    K. any other ....

28. Do funders visit your department/organization for purposes of program review
    and recommendations?
    A. Yes
    B. No
    If NO, state the reasons why?...
    ....
    ....
    ....
    ....

29. Which person/board /committee provides authorization to your department/
    organization to make the following expenditures -
    Recurrent ? ....
    Capital ?   ....

30. How would you rate your money management practices in the past?
    A. highly successful
    B. successful
    C. satisfactory
    D. unsuccessful
    E. highly unsuccessful

31. What would your department/organization need to improve in its money
    management procedures? (select all that apply)
    A. raise funds from other sources other than current ones
    B. establish revenue generating projects (e.g. lottery)
    C. prudent management of recurrent expenditures
    D. improve on current cash flow pattern
    E. saving on projected expenditures
    F. specify any other ....

32. How does your department/organization make savings on projected expenditures?
    (select all that apply)
    A. seek volume discounts
    B. seek donation of resources
    C. seek for gifts-in-kind
    D. seek to purchase or use less expensive resources
    E. specify any other ....

33. What is the average annual funding required by your department/organization
    to operate efficiently, and what percentage of this is really acquired?
    (use the last three years to estimate).
    - Average amount ....
    - Percent acquired ....

34. Does your department/organization have adequate material resources to operate
    effectively and efficiently?
    A. Yes
    B. No

35. List those training and competition facilities that exist in your area or locality that
    are available for your department/organization's use.

Name & location of Facility	Purpose	Adequacy for international competitions
		1 2 3 4 5
		poor excellent

    ....
    ....
    ....
    ....
    ....
    ....
    ....
    ....

36. How are these facilities maintained?
    A. through public financing
    B. through private sector financing
    C. through financing from own resources
    D. specify any other ....

37. List in priority order 3 of your current facility needs.
    ....
    ....
    ....
    ....

38. What services or resources could the government provide in lieu of its cash contributions to sports? (select all those that are relevant to your department/ organization.)
    A. provide facilities
    B. subsidize sport equipment
    C. provide accommodation for personnel
    D. subsidize transportation for personnel
    E. provide free education and training to personnel
    F. provide free medical support
    G. assist in fundraising
    H. provide incentives for volunteers
    I. specify any other ....
       ....
       ....

39. Which of the following activities does your department/organization perform on a regular basis? (select all that apply)
    A. holding of annual general meetings
    B. meeting with funders for program reviews
    C. preparation and submission of accounts
    D. planning programs
    E. fundraising
    F. preparing and defending budgets
    G. preparing annual evaluation reports
    H. marketing programs and activities
    I. organizing training program
    J. specify any other ....

40. Does your department/organization have written materials explaining its programs/ services to potential users/agencies/sponsors?
    A. Yes
    B. No

41. What 'public relations' activities have been undertaken by you within the past two years?
    A. advertising (news media)
    B. promotional events
    C. game packaging
    D. direct mail
    E. personal contacts
    F. presentations
    G. publications
    H. any other ....

42. Does your department/organization develop its own sector policies?
    A. Yes
    B. No
    If NO, which policies guide your operations? ....

    ....

43. Do you participate on legislative committees or task forces in the area of sport?

    A. Yes
    B. No

44. Which of the following factors currently cause(s) deteriorating relationship
    between the government and your department/organization?

    A. poor communication
    B. limited consultation
    C. limited funding
    D. limited knowledge of each others' aspirations
    E. insensitivity to each others needs
    F. lack of cooperation
    G. misuse of funds
    H. selectivity and categorization in funding
    I. interference in the implementation of policies
    J. over-centralization of the decision-making process
    K. lack of incentives for volunteers
    L. lack of a good working environment for paid officials
    M. lack of training opportunities for volunteers and paid officials
    N. insufficient inter-ministerial collaboration
    O. specify any other ....

    ....

45. Which of the following would be an acceptable practice to your department/
    organization as far as sport is concerned?
    A. centralized management of policy
    B. policy implementers total compliance to policy directives
    C. decentralized management of policy
    D. policy implementers absolute discretion in policy implementation

46. State two policy tasks that require joint actions between you and the government.

    ....

    ....

    ....

47. State two policy tasks that require joint action between you and the public only.

....

....

....

48. State two policy issues in sports administration in Ghana which have created a
negative impact on your ability to be a volunteer/paid official.

....

....

....

....

49. State two policy issues in sport administration in Ghana which have created a
positive impact on you as a volunteer/paid official.

....

....

....

....

50. To what extent does the National Sports Policy meet the needs and aspirations of
your department/organization?
    A. 0 - 20 %
    B. 21 - 40 %
    C. 41 - 60 %
    D. 61 - 80 %
    E. 81 - 100 %