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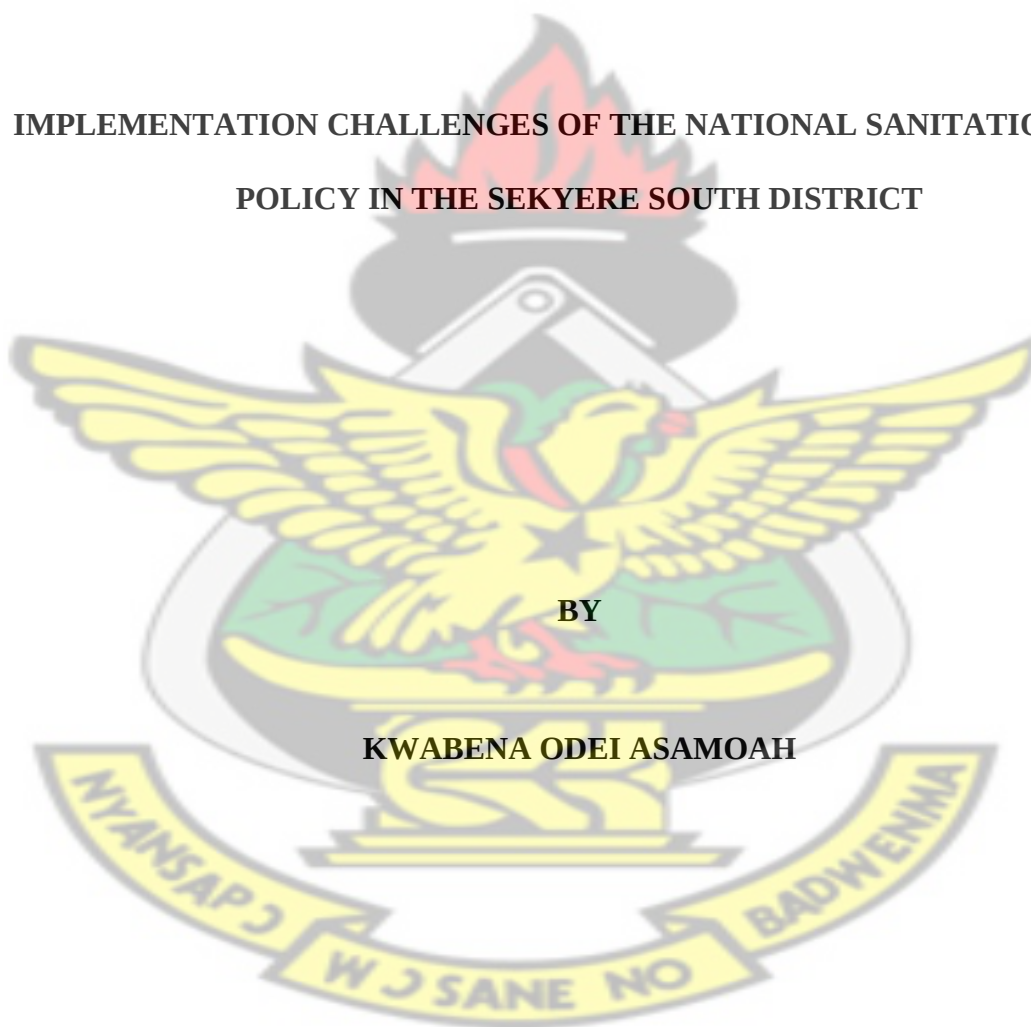
INSTITUTE OF DISTANCE LEARNING (IDL)

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**IMPLEMENTATION CHALLENGES OF THE NATIONAL SANITATION DAY
POLICY IN THE SEKYERE SOUTH DISTRICT**

BY

KWABENA ODEI ASAMOAH



SEPTEMBER, 2018.

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**A Thesis submitted to the Department of History and Political Studies, Kwame
Nkrumah University of Science and Technology, In partial fulfillment of the
requirement for the award of degree of**

MASTER OF PUBLIC ADMINISTRATION

SEPTEMBER, 2018.

DECLARATION

I, Kwabena Odei Asamoah, hereby declare that this submission is my personal work and has not been submitted to any other universities. All sources and references that were used in this study have been acknowledged under the supervision of Dr. Kwasi Amakye-Boateng and my independent supervisor, Dr. Samuel Adu-Gyamfi.

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(SUPERVISOR)

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DEDICATION

I dedicate this dissertation first and foremost to God Almighty, who has been my benefactor and sustainer through this academic career.

I as well dedicate this work to my wife, Mrs. Akosua Kosei Kwarteng Asamoah, my son, Kwadwo Nyameye Gyan Asamoah, my parents, Mr. and Mrs. Asamoah and my siblings; Harrison and Vera, for their love, inspiration, encouragement, prayers and support.



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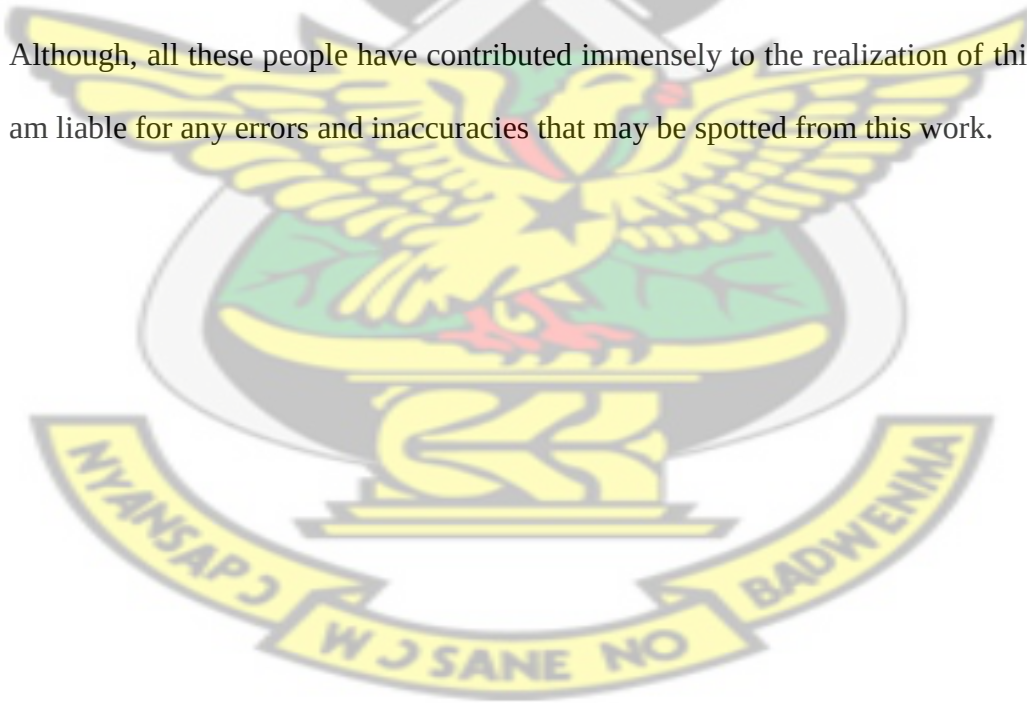
My utmost appreciation goes to my lecturer and supervisor, Dr. Kwasi Amakye-Boateng for his time, devotion and suggestions that gave track to this work.

I am also thankful to my wife and parents for their financial support and also for making me who I have become today. Words cannot describe how grateful I am for their tireless effort for supporting me.

I am forever indebted to my colleagues and friends especially Robert Kojo Cann, Alhassan Gariba, Ellen Bonsu, Felicity Koduah, Emmanuel Sampong Agyare and the entire staff and Assembly members of Sekyere South District for their morale support and for all the contribution they have made into this work.

Finally, I am ever thankful to God for seeing me through this academic period.

Although, all these people have contributed immensely to the realization of this work, I am liable for any errors and inaccuracies that may be spotted from this work.



ABSTRACT

The study was embarked on to be acquainted with the implementation challenges of the National Sanitation Day Policy in the Sekyere South District in the Ashanti Region. Not much has been achieved with regards to poor sanitation in spite of the many studies that have been carried out in Ghana. Consequently, the National Sanitation Day Policy which was launched in 2011 sought to inform people on the consequence of poor sanitation practice.

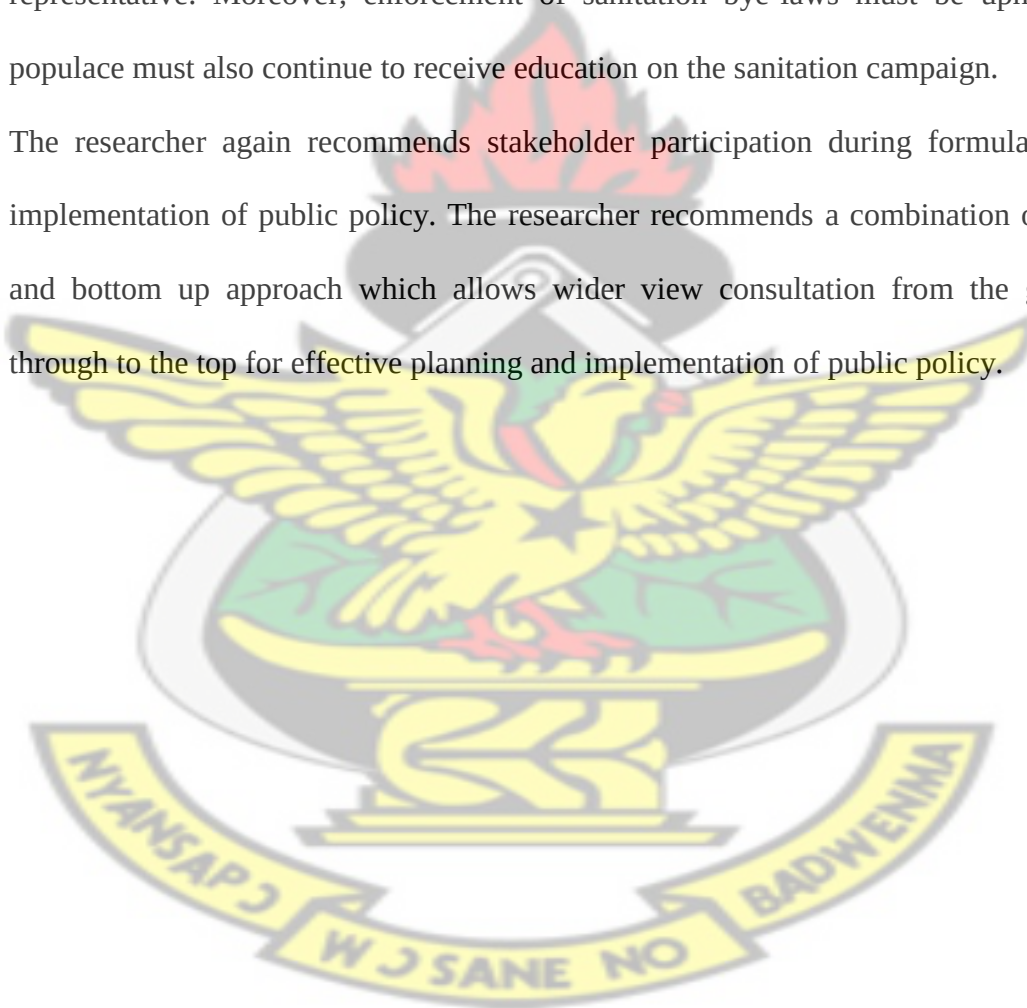
The study examined the research objectives and question in order to make the assessment of the results meaningful. It specifically focused on the implementation challenges of the National Sanitation Day Policy in the Sekyere South District. The study was carried out at the Sekyere South District, which is located in the Ashanti region, Agona to be precise. Purposive sampling technique was employed to elicit responses to collect primary data from public administrators at Sekyere South District Assembly and the citizenry. Two hundred questionnaires were administered to the public administrators and citizenry. There was a 100% response rate. The analysis was done with the help of Microsoft Excel.

The study exposed some challenges during the implementation of the National Health Sanitation Day Policy in the Sekyere South District. The public's perception of the policy and its effect on implementation was ascertained as well as level of stakeholder participation. To some extent, stakeholder participation was also inadequate. Again, the level of awareness proves the positive effect of the policy on attitude and behavior of the respondents.

Weighing up on the theoretical framework, it was realized that the policy was formulated using the top down approach of policy implementation.

Following the findings and limitations of the study, some recommendations are suggested by the researcher for future research studies. The National Sanitation Day Policy is a national program for environmental sanitation and cleanliness and so its assessment must be extended to all other districts to make the findings more representative. Moreover, enforcement of sanitation bye-laws must be upheld. The populace must also continue to receive education on the sanitation campaign.

The researcher again recommends stakeholder participation during formulation and implementation of public policy. The researcher recommends a combination of top up and bottom up approach which allows wider view consultation from the grassroots through to the top for effective planning and implementation of public policy.



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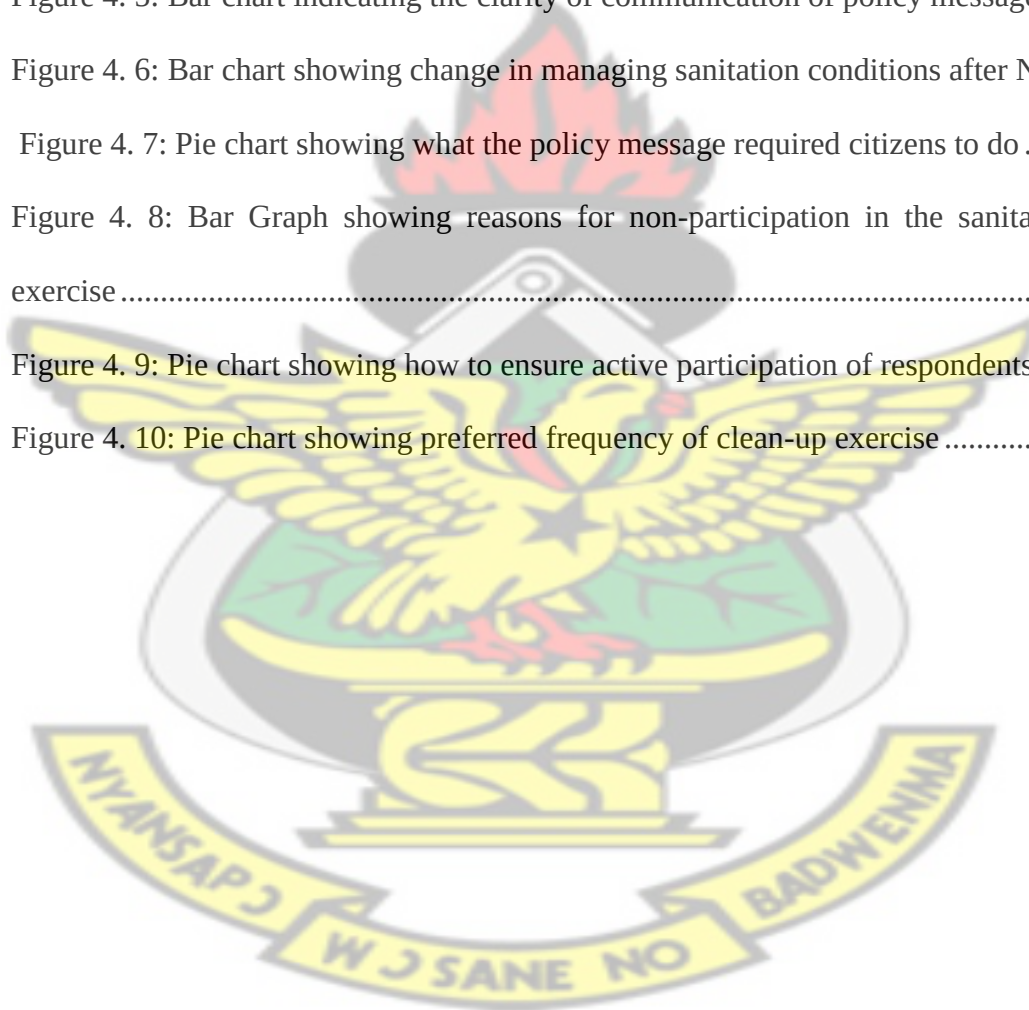
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CHAPTER ONE

INTRODUCTION

1.0 Introduction

This chapter provides the background to the study by exploring the context in which implementation of policies becomes a subject for scholarly attention within the public policy implementation research. It does this by first discussing the background to the study of policy implementation as a challenge globally, nationally and locally. Secondly, it considers the National Health Sanitation Day Policy in Ghana to help deal with the environmental and sanitation menace. It also discusses the issue of sanitation as a global crisis locally and internationally. The chapter also probes into the problem statement, purpose of study, research objectives, research questions and significance of study. The rest are the scope of study, operational definitions, organisation of work and the chapter summary. All of these are addressed with reference to the implementation of the National Sanitation Day Policy in the Sekyere South District.

1.1 Background to the study

The need for improving the growth process in third world countries is becoming more imperative and the speed at which this can be attained is fundamentally on the capacity of the government to formulate suitable policies and importantly on the capability of the public service to efficiently implement the formulated policies. The mere formulation of policies should not become the most important issue to be overestimated but rather its effective implementation. The success or failure of any given policy is dependent on the pattern and nature of implementation. (McConnell, 2010)

Societies are bound to experience some problems and these problems could be in the areas of politics, business, education, agriculture, communication, housing, transportation, health. Governments are seen formulating policies in response to societal challenges to provide lasting solutions to the problems.

According to Ikelegbe (2006) as cited in the Institute of Management and Technology, Enugu (2013), a public policy is a government action or proposed action directed at achieving certain desired goals or objectives. In principle, a policy is a course setting action that provides the direction, the guide and the way to achievement of certain goals or objectives desired by government.

Policies remain abstract- simply as a goal until the delivery is done. Governments around the world have struggled with translating policy ideas into change on the ground. The case of Ghana is no different. New knowledge about best practices is necessary but there is no definitive framework as a baseline to analyse the effectiveness of policy implementation. (Pradhan et al, 2017). Hence for any policy to be successful, effective implementation must be carried out. A poor implementation of governmental policy can therefore have negative effects for citizens and the general economy of the said country because huge amounts are used to implement policies (Norris et al, 2015). The government of Ghana in response to the 2014 cholera outbreak declared on 1st November, 2014 the National Sanitation Day (NSD) Policy. The sole aim of the policy was to change the attitudes and behaviour of citizens towards proper sanitation practice. The National Sanitation Day policy exercise was to be done first Saturday of every month where a nationwide clean up exercise is embarked on and climaxed in a selected region.

Awuah (2008) explained that sanitation is key to a country's economic development by way of using the sanitation investments to protect the investments in the areas of health and education which generate measurable economic returns. Poor sanitation is more of a problem in developing countries in that, citizens continue to litter streets with plastic bags and other non-degradable materials. Abubakar (1997) as cited in Gyasi (2016) states that people also engage in open defecation and improper disposal of domestic waste. Ghana as a developing nation is of no exception to the poor sanitation conditions (Amoah, 2010).

According to WHO/UNICEF report in 2015, Ghana was ranked as the seventh filthiest country in the world. On the basis of the ranking, Boamah (2015) described Ghana's situation as "sanitation insanity" which demands the collective effort of all Ghanaians to resolve.

The Ministry of Local Government and Rural Development is mandated to handle environmental sanitation conditions. Based on this responsibility, the ministry came up with a policy in 1999 which was subsequently revised in 2010 (National Environment Sanitation Strategy and Action Plan, 2010).

The policy makes clear the various ways in which sanitation issues can be regarded in the country. Again, the purpose of the policy is to meet the standard set by the United Nations in the Millennium Development Goal 7 on water supply and sanitation.

The resolution of sanitation crisis is part of the priorities of nations which are concerned with development. Lack of proper sanitation brings about communicable diseases which spread widely and affect human resources (Bhide, 2009) cited in Gyasi (2016). Poor sanitation can cause ailments such as malaria, cholera, trachoma, among others. Though

sanitation has improved since 1990, improper sanitation practices continue to plague the health and sustainable economic growth and development of populations and countries (WHO/UNICEF, 2014).

Amoah (2010) posited that poor sanitation has been the birthplace of diseases that affect the health of the people and also hinder the economic development of various countries worldwide.

A study conducted by the World Bank in 2012 added to what WHO has said about poor sanitation reiterating that poor sanitation is not only understood as hazardous to the public health sector but also, a blockade to sustainable development which squander the larger part of a country's financial resources.

Adu-Gyamfi, Brenya and Egyir (2017) postulate that the inadequacy of public health facilities, improper settlement planning, insanitary conditions, and the inadequacy of laws and their implementation are a number of ranging issues that have mired public health in twenty-first century Ghana. According to them, this situation compared to the colonial era is a direct contradiction because development in the pre-colonial era to the colonial era sought to make the deterrence of diseases a priority in the colonial administration.

Adu-Gyamfi et al (2017) state that this was begun with the establishment of the health branch in 1909 as a reaction to the bubonic plague that was fast spreading in the colony and in view of that public health policies and strategies were enacted to help the diseases prevention cause. Various public health boards, the medical research institute or the laboratory branch, the waste management department, the use of preventive

medicine and maintenance of good settlement planning and sanitation were public health measures in the colonial era.

1.2 Problem Statement

Adu-Gyamfi, Adjei and Tetteh (2017) state that over the years, there has been an increasing population density in urban areas throughout the world; the daily consumption pattern is also increasing. The demand for goods and services is ever increasing, resulting in an increase in per capita generation of solid waste with the continuous economic development and an increase in living standards. Severe waste management problems in the cities of developing countries like Ghana have resulted because of rapid population growth, urbanisation and industrial growth. Waste problems have great effects on the quality of the environment as well as human life.

Consequently, large parts of national resources are needed to solve sanitation problems (Amoah, 2010). This undeniably has had adverse effect on the health of the citizens. For example with the issue of cholera outbreaks, 9,542 cases with 100 deaths were recorded in 2010, 10,628 cases were recorded with 105 deaths in 2011, and the most recent outbreak in 2014 claimed 247 lives out of 28,944 individuals infected (Ghana Health Service, 2014). The World Health Organisation in 2015 ranked Ghana as the world's 7th worst performing country.

Another instance of the negative effects of poor sanitation conditions can be traced to a poorly planned city where houses are sited anywhere and anyhow with a haphazardly irresponsible populace who dump their home made refuse into flood waters. One of its consequences was the June 3, 2015 flood disaster which claimed many lives in the Greater Accra region. In media interviews following the June 3, 2015 flooding in

Ghana, Collins Dauda, Minister for Local Government and Rural Development attributed the sternness of the flooding partially to the gutters choked with refuse. In order to prevent any future quagmire, resulting from poor sanitation and its associated health impacts, Ghana's Ministry of Local Government and Rural Development launched the National Sanitation Day Policy in October 2014.

A lot of resources and energies have been spent on the policy; including radio and television messages, information van announcements and newspaper ads. Manteaw (2017) writes on why the National Sanitation Day initiative failed. According to him, the National Sanitation Day initiative failed and memories of the event have since washed-out into forgetfulness and much has not been said about why or how it failed. Sanitation still remains a national challenge and, the fact that it has been elevated as a prioritised national policy issue requires introspection a second look.

He further said that, the programme was well-intended and was supposed to have been a rallying call to catch attention and to prompt sanitation action in local communities. The programme failed to make any weighty impact on local communities regardless of all its wonderful intentions and enthusiasm.

According to Manteaw (2017), the National Sanitation Day initiative only came to symbolize what many observed as a monthly pomp and pageantry of travelling by high profile personnel from showbiz and government who come together on towns and cities around the country, to clean. The zeal and passion for the National Sanitation Day declined and died out.

Insanitary conditions define landscapes of the country as they continue to remind the nation that sanitation challenges of Ghana are endemic and require more than a singular sanitation day solution. (Manteaw, 2017)

The latest assurance on sanitation is by President Nana Akufo-Addo on 24th April, 2017 at a durbar held in his honour at Mantse Agboona in Accra where he promised to make the state capital (Accra) the cleanest city on the African continent in the next four years. The President has urged city dwellers and environmental stakeholders to support his commitment to rid Accra of filth by the end of his term in office.

Notwithstanding the attempts by successive governments to deal with the poor environmental menace by formulating policies and seeking to implement them through the Metropolitan, Municipal and District Assembly's with the support of the Civil Society Organisations and other stakeholders, it has still lacked successful implementation. It is against this backdrop that the researcher sought to investigate issues regarding the implementation of the National Sanitation Day Policy in the Sekyere South District. Policy implementation describes the set of activities between a government decision to initiate or change a given policy intervention and the observation of outcomes (Eppel, Turner & Wolf, 2011). However, it is common to observe a gap between what was planned and what actually occurs (Hill & Hupe, 2009 in Stenbach, 2009)

In Ghana, however, the researcher has observed that only a few studies have been carried out to investigate the challenges with regard to the implementation of the National Health Sanitation Day Policy. For instance, Gyasi (2016) studied the public response to the national sanitation day campaign and employed structured

questionnaires to solicit views from respondents from residents of Madina in Accra to measure public attitude and response to the National Sanitation Day Campaign. The basic results were that all respondents were aware and had some knowledge of the Campaign. Also, their main sources of receiving information on the campaign included television, radio and information vans. On the flip side, newspapers, family and friends were the least sources of getting information on the campaign. The campaign was found to have instigated a behaviour change among majority of the residents towards proper sanitation practice.

Other findings were that, respondents' demographics such as age and level of education did not have much influence on their preferred means of getting information and the medium through which they first heard of the campaign.

This study therefore extends the existing literature on National Sanitation Policy in Ghana by examining other implementation challenges at the Sekyere South District in the Ashanti Region of Ghana.

1.3 Objective of study

The objective of this study is to explore the implementation of the National Sanitation Day policy in the Sekyere South District. The specific objectives are:

1. To determine the challenges faced by the public administrators in terms of the policy implementation.
2. To find out the perception of the public of the policy and how it has affected its implementation.
3. To determine whether stakeholders were involved in the implementation of the policy

4. To determine if the policy message has affected behavior in the life of the respondents

1.4 Research questions

The main research question is, how effective has the process of implementation of the National Sanitation Day policy been?

Specifically, the study will consider the following questions.

1. What are the challenges faced by the public administrators in terms of the policy implementation?
2. What is the public's perception of the policy and its effect on implementation?
3. In what ways are stakeholders involved in the implementation of the National Health Sanitation Day Policy?
4. In what way(s) has the policy message changed respondents' behaviour towards environmental sanitation?

1.5 Relevance of study

Not much has been achieved with regards to poor sanitation in spite of the many studies that have been undertaken in Ghana. Consequently, the National Sanitation Day Policy which seeks to inform people on the consequence of poor sanitation practice would be evaluated in this study and would add to the concept of attitude makeover. Also, it will serve as the reference point for the ministry to improve upon its implementation strategies. Thus, planners and implementers of the policy can employ recommended measures to aid implementation in the future.

1.6 Scope of study

The introduction of the National Sanitation Day Policy which sought to undertake monthly clean-up exercise was a nationwide affair. However, the researcher sought to limit the study to Sekyere South District due to time and financial constraints. Moreover, the researcher is a worker within the district of Sekyere South in the Ashanti region. The purposive sampling method was used to get the sample size for the study. The study focused on public administrators and the citizenry (Drivers and traders) who were mostly affected by the activities of the clean-up exercise.

1.7 Organisation of study

Chapter one makes for the introduction and background to the study, problem statement, purpose of study, research objectives, research questions, relevance of study, scope of study, operational definitions, limitations of study, organisation of work and chapter summary.

Chapter two will focus on the theoretical framework, related literature to the study and chapter summary. Chapter three will outline the research design, population, sampling technique and procedure, sample size, data collection methods, data analysis and chapter summary.

Chapter four will probe into the findings and its analysis and conclude with chapter summary. Finally, chapters five will cover the discussion of findings, conclusions and recommendations and then end with chapter summary.

1.8 Operational Definitions

Implementation is the process of putting into effect or carrying out an authoritative decision of Government

Policy Policies are targeted courses of action developed in response to an observed problem

Perception: is the way something is thought of or the impression about it

Stakeholders: is a party that has an interest in a company and can either be affected or be affected by the business.

Public administrator is the front line employee and public servant who ensure government rules and policies have the desired effect on the community.

Sanitation generally refers to the setting up of facilities and services for the safe disposal of human urine and excreta, the maintenance of hygienic conditions, through services such as garbage collection and wastewater disposal. This case study encompassed refusal to clear choked and filthy gutters, manage plastic waste, industrial waste, liquid waste and water pollution.

Level of awareness: The degree to which citizens know about the National Sanitation Day Policy

Behaviour Change: This explains whether the policy message had changed the behaviour of citizens towards poor sanitation practice.

1.9 Chapter Summary

The chapter introduced the work by looking into a scholarly article on what effective policy implementation should look like. The institution of the National Health Sanitation Day Policy was also made known in the chapter. The aspect of environmental health and sanitation concern in Ghana and world were written about.

The problem statement discussed why over the years successive governments have failed to implement instituted policies to deal with environmental health and sanitation in the country. Research objectives and questions were set in relation to the problem statement to address the issue in this study.

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CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter reviews existing literature to reveal the extent to which they relate to the study in methodology and theory. It explains the concepts of policy implementation and analysis.

2.1 Public Policy and implementation

There is no universally accepted definition of public policy. It could be described as the total basic conceptual structure within which government actions are embarked on in order to realise public goals. Policies are targeted courses of action developed in response to an observed problem. According to Cochran and Malone (2014), public policies are clarified through a particular policy process, adopted, executed through laws, monitoring measures, courses of government action, and prioritised funding, and applied by a public organization. Political actors endeavour through the mobilization of interest groups, advocacy education, and political lobbying to shape public policy.

A typical policy affords direction to governments over a number of engagements and also renders shared accountability relations between the government and its populaces as a requirement. The policy process includes the following aspects: problem definition, objectives of the policy, and the mechanisms of the policy that are engaged to solve the problem and achieve the policy objectives. (Cochran and Malone, 2014). Every government is noted and identified with a particular Public policy.

Cochran and Malone (2014) wrote that a normal practice during general elections is that citizens vote to be represented in government so that they can influence public policy. The prospective policies presented by candidates and the party in question during the election crusades sway citizens to vote for (or against) putting candidates in a position of authority. According to Cochran and Malone (2014), Policy analysis refers to the examinations that produce precise and beneficial data for decision-makers. The relevance of accurate public policy study in realising numerous goals connected to the growth and development of a country and its people cannot be understated.

2.2 Conceptual Models for Policy Analysis

Cochran and Malone (2014) accentuate that, models are generally used in the social sciences to explore and throw light on the causal mechanisms and bring to knowledge the circumstances in which certain outcomes are likely to occur. In thinking about politics and public policy, some of the conceptual models are used. Some of the like maps are depictions of reality and are simply portraying some aspects of reality such that they include some features. They therefore have limited accuracy. The value of the map value is in whether it is related enough to the world to be expedient for a specific purpose. In this respect, the map reveals the interest of the user of the map. Similarly, diverse models can identify important phases of policy problems and make available explanations for public policy and even predict consequences (Clarke & Primo, 2007 cited in Cochran and Malone (2014)). Below are selections of some of the models frequently used by policy analysts to focus certain aspects of policy behaviours.

2.2.1 Institutional Model

Fransz (2012) penned that organizations in society are recognised as capable for influencing public policy goals and developments. Based on self-governing, bureaucratic specification, judicial adjudication and functions performed, these institutions are the most influencing factor to execute various policies. A successful policy implementation is determined by the relationship between various institutions and how they are harmonised according to this model.

According to Cochran and Malone (2014), focal point of the institutional model is the end result of government's eventual decision-making authority. The model stresses on legal requirements, judicial decisions, and common law obligations. A public policy assumes its status when it is accepted, executed, and enforced by some government organization. Once a policy is officially adopted, the government provides a bill to back that policy and enforces it through a government institution. In the case of this study, the National Sanitation Day Policy underwent this institutional model and it was enforced by the Ministry of Local Government and Rural Development between 2014 and 2016 under the National Democratic Congress regime presided over President John Dramani Mahama. Government policies extend universally to all members of the society. Finally, governments alone have the ultimate power on the legitimate use of coercive force in society and to prosecute offenders. The President Mahama's government declared the first Saturday of every month as sanitation day, consequently, shops and lorry stations were not allowed to work until the clean-up exercise for the day was ended. Some amount of force was exerted by the government to see to the institution of the policy.

2.2.2 Incremental Model

According to Cochran and Malone (2014) Supporters of this model put forward that public policy is principally a furtherance of past government activities with only incremental changes. Also, according to Lindbloom (1959) as cited in Fransz (2012), the methodology of incrementalism is the paramount because a public policy is mostly furtherance of a previous policy or a better version of it and allows a strong likeness to its predecessor and so minor changes are required since the base is the same and for this approach training is also not required. Incrementalism, a traditional ideal, and welcomes that policy in effect and programs retain certain legitimacy as they already exist. The continuation of the status quo is supported by beneficiary groups, and political figures in general accept the legitimacy of time-honoured programs and are motivated to continue them because the costs of adopting and implementing completely new or different programs are not easy to forecast. Relatively, focusing on increases, decreases, or reforms of current programs is easier and less uncertain for policymakers than embarking on totally new programs. The quest to succeed in tackling environmental menace in Ghana has seen succeeding governments' fine tuning environmental health and sanitation policies, hence the declaration of the National Sanitation Day Policy in November, 2014.

2.3 Policy Cycle

According to Liedl (2011), the first phase of policy cycle is problem identification by interest groups, Non-Governmental Organisations or medial discussion. For the case understudy, environmental and sanitation menace had been identified as one of the

death traps in Ghana. Agenda setting means that political parties or influential interest groups are keen to discuss this problem and set it on their manifestos.

In public policy, implementation is the process of executing or undertaking out an authoritative decision of Government. In an effort to accomplish desired results, implementation puts the goals of policy adopters into motion and act. According to Taylor & Francis (2005), policy implementation is of dire prominence to the success of a government. A policy can only be successful if the implementation bears a connection to the plans of policy adopters. The point between a decision and action is considered as implementation. It strives for to define whether an organization is able to undertake and accomplish its stated objectives.

In 2000, O'Toole wrote that, policy implementation occurs between the setting up of an actual plan on the part of the Government to accomplish something, or to stop doing something, and the eventual impact in the world of action. Donald Van Meter and Carl Van Horn observed: "Policy Implementation encompasses those actions by public or private individuals (and groups) that are directed at the achievement of goals and objectives set forth in prior policy decisions". Invariably, the job of implementation is to build a bridge that agrees to the aims of public policies to be attained as results of Government undertakings. Implementation entails the "creation of a policy delivery system in which specific mechanisms are designed and pursued in the hope of reaching particular ends". (Ibid) Accordingly, pursuable-programs with an objective to attain the ends stated in the policy are public policies put in the form of a statement of goals and objectives.

According to Moore and Allison, (1978) the Government in approving and executing the proposed policy should be able to do in advance actual performance by designing and advocating policies. This expectation in turn call for logical procedures that rough draft the main types of the political and the bureaucratic situations within with exact policy application, and make trustworthy conclusions about whether the setting is welcoming or unfavorable to the proposed policy (Moore and Allison, (1978). Once a policy decision has been articulated in constitutional or other official form, public policy is not settled. Further developments to execute the policies are embodied policy statues which are usually in skeletal form. Specifically, administrative agencies are usually delegated and are at their discretion to give rules and directives that will be found in the details of policy. For all that administrative agencies do during the implementation of policies may appear to be repetitive, thus processing requests or application, looking into records, gathering information, and writing report. Every aspect of the implementation stage is as important as what become apparent during the preparation and adoption stage. The formulation and adoption stage becomes of no use if the implementation fails.

By implementation, a new law is created in which a solution for the problem is formulated and enforced in the society. As a final point, the implementers of the government policies or the people concerned with the enforcement of the law appraise it in order to look out for unexpected negative consequences and to measure its level of progress it brought to the actual problem. If the legal act is regarded as satisfactory the policy process is completed and if not, a re-definition of the problem becomes a

necessity. The answer being sought here is whether the National Sanitation Day Policy went through this kind of policy cycle?

2.4 Implementation phase

According to Goggin et al. as cited in Liedl (2011) “there is still no widespread agreement among those who do implementation research about what actually constitutes a case of implementation. There is no clear conclusion drawn over when implementation begins, when it ends, and how many types of implementation there are” (Goggin, Bowman, Lester, & O’Toole, 1990). Paul Berman defined implementation as the process of undertaking and executing an authoritative decision (Berman & McLaughlin, 1977). Specifically, Van Meter and Van Horn (Van Meter and Van Horn, 1975, p.147) states that “policy implementation encompasses those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions”.

Goggin et al (1990) as referenced in Liedl (2011), emphasized on the idea of “communication model” in relation to the implementation process as messages, their senders, and the messages’ recipients are the critical elements and decoding these messages and absorbing them in to agency routine is what implementation is all about. They laid emphasis the significance of communication between the policy formulators, the implementers who execute the policy and the actual target group. How well was the National Sanitation Day Policy communicated and how well was it received by the implementers and the actual target group?

Matland (1995) acknowledged that it was of importance for every implementation research to define a 'successful implementation' beforehand. In this research a fruitful implementation is defined by considering how successfully the project dealt with the effect of five variables as reviewed in the literature by Liedl (2011).

Adu-Gyamfi et al (2017) write that Oral tradition of Asante has shown that poor health and diseases were seen as barriers to economic prosperity and all epidemics or outbreaks in the society should be studied in order to find out their cause or causes including social causation.

Traditional Public Health was solely in the hands of traditional healers, herbalists and the traditional priests. The wrath of the gods was needed to be pacified and to find out the causes and remedies for outbreaks of diseases. Must public health be in the hands of only the leaders?

Adu-Gyamfi et al (2017) again posit that, the colonial government implemented a lot of methods and framed many policies to check the issue of public Health in Asante. Vaccination, health week Symposium, health education, provision of health centres, training of health personnel, among a host of others were some of the efforts made to handle the issue of public health in Asante.

2.5 Three different generations of implementation researchers

Initially, researchers expected that "implementation would happen automatically once the appropriate policies were authoritatively proclaimed" (Najam, 1995). Political actors were not given discretionary powers execute policies however they were expected to be efficient and to act according to orders given to them. The organisational

hierarchy was followed strictly without any disruption as it was with the Weberian Bureaucratic Model. Much attention was not paid by the first generation implementation researchers with regard to the implementation process as carried out in real life. They realised that the execution of political decision did not mechanically lead to the preferred results.

Following the above, Liedl (2011) indicated that the second generation of scholars therefore admitted the implementation process as being multifaceted and stamped by the allowing the use of discretion of the different actors within the chain of the process. Several empirical studies have been carried out which showed that “implementation could not be taken for granted as the classical model had implied” (Najam, 1995)

The third generation as a result of the need of a constant theory which would apply to all the streams within the implementation research therefore set as its goals a logical understanding of how execution of policies worked largely (Najam, 1995). However, scholars never been successful in coming out with one single theory to synchronise all the many approaches thus, the top down approach and bottom-up approach. As regards the implementation research Elmore wrote about ‘forward mapping’ (top down) and ‘backward mapping’ (bottom-up) (Elmore, 1979-80)

At first, implementation of policies was not recognised as a separate stage within of the policy making course. Most of the implementation studies considered either a “top down” or “bottom-up” approach. Proponents of top-down laid much emphasis on the actions of top-level officials, the issues affecting their behaviour, whether policy goals are achieved, and whether policy was reformulated on the basis of experience. On the

other hand, Bottom uppers contend that this approach gives too much attention to top-level official and either ignores or take too lightly the efforts of lower level officials to either avert policy or divert it to their own purposes. Researchers of policy implementation debate, attention should be on lower – level officials and their relationship with their patrons. The attitude of local officials and the action of clients are among the factor militating against implementation. As one would anticipate, there have also been efforts to put together these two approaches. (Sabatier, 1986)

2.6 Policy Implementation and Bureaucracy

During policy implementation, the contribution of the bureaucrats cannot be understated any day. Their involvement is crucial to the realization of the policy in accomplishing the objective for instituting it. The role of bureaucracy in decision making and implementation cannot be underestimated in different systems. Bureaucracy is well-thought-out as an agent of the policy decision makers. Sayre (1964) wrote that bureaucracy is not an independent brain in its own right however, the neutral executor of plans made by other. Nonetheless, this is not true for all systems. Bureaucracy in many states is one of the main actors in making policy decisions. Accordingly, its power as decision maker has seen to be increasing day by day. Bureaucracy in some other jurisdiction takes creativity in policy proposal. On the other hand, in others it simply waits upon these proposals from its political leaders for implementation.

The role of bureaucracy in developing countries is really advancing its course in the post-independence era. Science and technology is helping the traditional administration societies in developing countries stand in a need to get modernized. The activities of the countries have been different and in this way making insertion of people and their

representatives crucial for the formulation of policies, determination of priorities of programs and implementation of structures. There has been the introduction of people participation in policy processes. It is an indication that bureaucracies of developing societies have to carry the burden of these tasks. First and foremost, there must be modifications to the new requirements, desires and images of the new governments and, secondly, it is important for the systems and procedures to be empowered to experience new challenges and muddle through with them by means of whatever manpower accessible. For that reason, changes in attitudes, behavioural patterns, standards and ethics of performance has been considered essential and calls for administrative reforms.

Particularly, in developing countries bureaucracy delight in practical monopoly in terms of expertise, knowledge of rules and procedures and as a result political officials have a tendency to rely greatly on bureaucracy for advice, guidance and counsel in policy decision making also. The bureaucracy is typically considered an executive branch of the Government and carry out most of the day to day work of government. The bureaucracy becomes the care taker of the personnel, resources, materials and legal powers of Government. As a result those institutions receive most of the implementation directives from the executive, legislative and judicial arms of government. According to Panandikar (1973) Academicians have recognized five key parameters of policy and its formulation within the executive. The first one is the basic function of doing in advance policy needs. Secondly, alternative courses of action by the bureaucracy have to develop systematically, pointing to the value premises, and an evaluation of possibility. Thirdly, depending upon the evaluation of what course of

action would yield the finest result of objectives, the bureaucracy is expected to propose alternative course of action. Fourthly, as the technocrats group and immediate concerned party, the bureaucracy is expected to decide upon the tools of execution. Finally, the bureaucracy has to decide in individual cases by applying general policy to specific instances. This usually consumes a lot of time and attention of the bureaucracy and is the most obvious part of the policy implementation process. The political leadership sets the national objectives and priorities, decides upon important policies, adopt development plans, distribute resources and affords bureaucracy with the necessary guidance for action as anticipated by academicians. Nonetheless, it is the responsibility of bureaucracy to implement policies and plans that are formulated by the political leaders and to get things done in agreement with the political directives, (Wu, 1979). It is very important to note that the collaboration between the political executive and bureaucracy is essential to the determination of bureaucratic influence in policy process. In a world of democracy, the political officers represents winning party during the general elections and on the other hand, in non-democratic societies, it represents the ruling standards that preside over the destinies of the State. However, both democratic and non-democratic States task preservation of a stable balance between political and career officials as an enduring source of difficulty in setting Government policy, (Rourke, 1969). In other system, the dichotomy of the two groups of participants is manifested more clearly and strictly, and associated with a definite and well-understood differentiation of roles.

Grindle (1980) measure program results against policy goals and considers implementation to be a general process of administrative action. Administrators are

tasked in any given system to implement public policies. Consequently, public administration as a discipline and as a functional system has basically focused on the mechanism for the execution of public policies, as given, rather than on creating them. Basically, policy implementation process has become a matter of concern for civil servants. Political leaders take decision on policies, and civil servants put those policies into action. Feedback gets into policy program implementation by the administrator during policy formulation so that advice could be offered authoritatively from experience on the practicability of different policy options. Information derived from policy implementation stage affords the senior administrator a near monopoly of knowledge pertinent to policy making. As fountains of information and experience, senior administrators are able to provide tutoring and advice to the junior staff as to how to execute policy decisions. It is expected that the administrative and political problems are likely to be encountered from the interest that is affected more. The administrator's role in policy implementation is of substantial importance because they are able to contend about new ways of dealing with policy implementation problems. Jain (1997) in his article writes that it is the responsibility of bureaucracy is to ensure that the policies are comprehended so as to be relevant to prevailing conditions and implemented with tolerance and persuasions. Delegation of suitable organization and personnel is required to implement legislation. Programs prioritization is the number one task of implementation, and gives directions to operationalization of an established program. Bureaucratic implementations stage a crucial role in the power structure of decision making and policy action because of its discretionary and delegated authority. In principle the duty of all public organizations is to implement, perform and put into

effect laws and policies of the state. In policy implementation, an Administrator must clearly appreciate the nature and significance of policies which the political leaders have established. It is the responsibility of the Administrator to offer technical advice during the formulation of policies aimed at achieving goals, mobilizing, organizing and managing the resources required to embark on the policies. Furthermore, it is their responsibility to assist policy makers to prevent vagueness and also guide them on the significance of adopting policies which can be carried out. Moreover, general policies and their objectives should be possible to be converted into operational target by the administrators and also embrace breakdown of possible costs and benefits of each for achieving the operational targets. Possible it should be possible by the Administrators to adopt a logical approach and use management techniques to implement policies. Finally, the question of coordination of policies and policy instrument needs critical special attention to enable them implement. In order to check of the existence of inconsistencies, public administrators should analyze the policy in question in relation to other policies, and also observe whether it matches or supplements other policies to produce better results. (Sapru, 2002)

According to Goodsell (2004), policy implementation is formally the field of administrative agencies, often called the bureaucrat, a term that transmits both descriptive and pejorative connotations. Administrative agencies undertake the operational objectives of government; their action touches citizens more on a regular basis and directly than those of other governmental organisation. Administrative agencies often are given broad and ambiguous statutory mandates that give them some discretion in deciding what should or should not be done on some issues. The

legislature have passed on much policy making authority to administrative agencies, it should not be presumed that legislature cannot act with specificity.

Implementation brings about outputs and what make use of the limited resources. Policy making is not ended once a policy is approved or adopted for the reason that implementation is just one phase in a rational sequence of the policy process. Anderson (1984) nicely articulates it, “policy is being made as it is being administered and administered as it is being made”.

2.7 Interest Groups in Policy Implementation

The Interest groups is a powerful group with a very important channel of communication for the ordinary citizen and they exercise influence during the implementation process. Some of the interest groups include the civil society organisations and the other political parties. Dror (1989) opines: “Because of discretion often vested in agencies by legislation, once an act is adopted, the group struggle shifts from the legislative to the administrative arena”. Prominent interest groups follow their interest at every step of the policy implementation chain and use their crusades on weak links of the chain to influence the implementation process. It is highly visible in other fields like pollution control, land and agriculture policy, and in many other social policy areas, where the interest groups impact administration. The collaboration within the social implementation processes is seen as a way of dealing and directing conflicts of interest. Middlemas (1979) wrote, “As institutions cross the threshold separating pressure groups from a share of the State’s powers and authority, they enhance the tendency already present among Governments to categorize political choices in terms of the national interest, over and above class or sectional interest, and to accept as

necessary an interdependence almost as binding as the medieval doctrine of organic society”. According to Middlemas (1979), the policy implementation processes are often influenced by the political parties. They are seen to be exerting their influence on both the executive and its branch, the bureaucracy, to implement policies which serve their resolutions. These political actors have been considered agents for set up effective popular control over Governmental policies.

2.8 Dimensions of the Environmental Health crisis in Accra and Kumasi

According to Laryea-Adjei (2000), as cited in Crooks (2002), the growing rate of 4.3% per annum in Accra, the capital city of Ghana, is the cause of a sprawling, unplanned urban cluster. Kumasi, the ancient capital of the Ashanti Empire, now the administrative and commercial centre of the Ashanti Region has a population of 1 million (Obirih-Opareh and Post, 2002).

The two cities are administrated by elected but non-party Metropolitan Assemblies (Greater Accra Metropolitan Assembly -GAMA and the Kumasi Metropolitan Assembly -KMA), with central government- appointed Chief Executives , and are subdivided into Sub- Metropolitan Districts (SMDs), each with their own elected Chair and a Coordinating Director who is a civil servant.

Amuzu and Leitmann, (1994) & Devas and Korboe, (2000) posited and cited in Crooks (2002) that both cities are engulfed with major problems of inadequate water supply, sanitation, solid waste disposal, and transport infrastructure, as well as growing poverty and crime. With regards to sanitation, large amounts of the population in both cities rely on pit or bucket latrines of various types, or use what is locally called 'free range' (open defecation). The situation is worst in Kumasi with 38% of the population using public

pit latrines, and a further 22% have 'home-based' (but normally shared) bucket or pit latrines. And it is estimated that 8% regularly resort to 'free range' (King et al., 2001) cited in Crooks (2002).

Scholarly articles cited in Crooks (2002) reveals that, Accra is estimated with 25% of the population relying on public pit latrines (all in the poorest areas) and a further 5% on bucket latrines. Widely differing estimates of the proportion with access to Water Closets connected to septic tanks have been given, from 70% of the population (Muller, 1997) to only 16% of 'households' (Amuzu and Leitmann, 1994). Only the central business district and between 1-5% of the population are connected to a central sewerage system.

Crooks (2002) writes that solid waste collection in both cities relies primarily on Central Communal Container (CCC) systems where metal containers or skips are placed at 'transfer sites' which in principle can be emptied or uplifted by trucks. According to him, Local householders bring their rubbish to the containers and in many cases, to dumps which in fact lack containers.

This system is seen covering 70% of areas in Accra, and all but a few high income housing estates in Kumasi (around 700 houses) which benefit from house-to-house collection (Post, 1999; Obirih-Opareh and Post, 2002; King et al., 2001), cited in Crooks (2002).

In Kumasi, only around 40% of the transfer sites have skips and it is estimated that only 42% of the total waste generated daily in the city is actually collected; and only around 33% gets to a landfill site (King et al., 2001). In Accra, it is thought that around 60% of

total waste was collected before privatisation reforms began in 1995, and the rate has since improved to around 70%.³

Crooks (2002) argues that the kinds of sanitary and solid waste collection systems have taken over in both cities and have generated an interconnection between human and other wastes which has serious public health consequences, although this interconnection is not often documented in the literature. The problem derives mainly from the interface between uncollected solid waste, drainage systems (storm drains, ditches and streams) and sanitary technology.

2.9 Theoretical framework

Considering the implementation of the National Sanitation Day Policy in Ghana, the top down approach and the bottom up approach of policy implementation will be the theoretical underpinning for this study. Sabatier and Mazmanian (1995) state that “implementation is the carrying out of a basic policy decision”. The core assumptions of this approach is that, the execution process usually runs through a number of stages starting with passage of the basic status, after that comes the policy output (decisions) of the implementing bodies. By the target groups following with those decisions, the real impact is then felt that is, both intended and unintended of those outputs. It is therefore translated into the perceived impacts of agency decisions and finally, important reviews or attempted revisions in the basic status is done. It is against this backdrop that an investigation into the implementation of the National Sanitation Policy is necessary.

2.9.1 Implementation Theory

Lasswell (1956) described that implementation forms a phase within the policy cycle. From the description, seven components of the policy cycle were formulated and they are intelligence, promotion, prescription, invocation, application, termination and appraisal (Jann & Wegrich, 2003). The components at later time have been changed into definition of problem, setting of agenda, making of decision, implementation, assessment and re-definition or termination proposed by Jones (1970) and Anderson (1975) as cited in Blum & Schubert (2009).

2.9.2 Top down approach

According to the top down approach “the starting point is the authoritative decisions; as the name implies, centrally located actors are seen as most relevant to producing the desired effect” Matland, 1995). The decision-makers are regarded as the main actors who are responsible to make an efficient statute which suits the kind of existing problem. Top down theorists demand consistency of policy statement and goals, a limited number of actors involved, a control of the extent of change necessary and to find an institution which best supports the view point of the policy makers so as to guarantee that the implementers commiserate with the new statute (Matland, 1995)

The critique against the top down approach might be because of its ordinary focus on the created statute. The discussion process which took place before the agreement on one solution fades out. On the other hand, the rest of the implementation process is treated as if there is no other opinion or no political feature concerning the solution of the problem which might lead to anger among the implementers who have considered another solution. The fact that several different parties in a democratic legislation

process try to agree upon a mutual agreement presents the usual inconsistent content of a legal act in order to satisfy everyone in the coalition. Conversely, the most outstanding criticism the top down approach has to deal with is the way it looks at the single actors within the process (Matland, 1995). Clearly, the approach gives special treatment the decision-makers as main actors with the process of implementation and does not give much recognition to the administrative staff that carries out the legal act. According to the top downers the role the implementers play in order to put into action the legislation to the citizens does not receive much recognition and the politicians own the capability to formulate a good law.

Reading more about top down approach one can refer to Van Meter and Van Horn who advanced one of the first top down models and particularly address the communication process within the implementation phase (Van Meter and Van Horn, 1975). Other representatives to be recognised are also Daniel A. Mazmanian and Paul A. Sabatier (1983).

2.9.3 Bottom up approach

Where the top down approach let-down at the recognition of the work of the actual implementers the bottom up approach shows up. The point of view of public administrators are set on two levels: “at the macro-implementation level, centrally located actors devise a government program at the micro-implementation level, local organisations react to the macro-level plans, develop their own programmes, and implement them” (Berman, 1978). In disparity, top down theorists recognize the fact that implementers on the micro-level think are opinionated about their work and form their own view about the tasks they receive and change the given programmes in order

to improve them or become accustomed to them better to the actual situations. They don't only regard this behaviour but state that it is even progressive to the development of the whole projects as the worker who is connected with real situation can make informed judgement than the policy makers who do not have the same information as they do. As Palumbo et al. puts it: "if local level implementers are not given the freedom to adapt the program to local conditions, it is likely to fail" (Palumbo, Maynard-Moody, & Wright, 1984). Could it be the case of the National Sanitation Day Policy?

Scholars critique Bottom up theorists because they overvalue the degree of real local independency from the policy makers as it is not possible to implement programs and projects without the resources and institutional structure provided by the central planners. The implementation process could be impacted by financial and human resources as it can make it more efficient and effective. On top of that, the administrative staff is not entitled to any democratic power which enables them to decide on their own to carry out a statute decided by the elected representative of the people (Matland, 1995).

2.9.4 Theoretical Concepts

Scholars of this literature attempted to formulate an integrated theory which put together the top-down approach with the bottom-up approach. This was not successful and Najam (1995) pointed out the difference of the two approaches. It is not as much about whether implementation is a multi-actor, multi-organisation process, but which actors and public institutions are the most important. The two points of view share an essential impact to the analysis of the implementation process, they only have diverse

opinions. Najam embarked on a large scale literature review in which he focused on the diverse critical variables other researchers recognized in their models. The process of implementation is impacted by these critical variables in essence and is therefore useful to the case under study. Inside of a concept are five variables by Najam (1995) most often used by other scholars irrespective of being top down or bottom up theorist. The variables are nature of the institutional context, administrative capacity, commitment of the implementers to the project, content of the policy, and support of clients and coalitions forming the target group.

2.9.4.1 Content of the policy

In respect of the content of the policy, Theodore Lowi discussed in his works (1964, 1969, and 1972) that policy is either distributive, regulatory or redistributive. A distributive policy mainly aims at allocation of public goods for the general welfare. Regulatory policy on the other hand generates a controlling and sanction regime and finally, redistributive policy deals with shifting of wealth and power of one group to the expense of another group. Najam (1995) claims that there are three important elements of policy content which are goals, causal theory and methods.

Goals to be realised are achieved according to the choice of means. The features of the means of the content of the policy have effect on the implementation of the project. The assumption is that a high level of coercion of the content leads to greater influence on the implementation process because compliance of the implementers is forcefully achieved than a low level of coercion. According to Mbaye (2003) the best method of ensuring compliance is to create strong coercive procedures that limit choice and make compliance an attractive political option. During the implementation of the National

Health Sanitation Day Policy, there was more of coercion from the political arena to ensure the success of the programme. Could that have contributed to the success or failure of the policy?

2.9.4.2 Institutional context

According to O'Toole (1986), the context can be referred to widely as the real social, economic, political and legal realities of a system and more barely the institutional context of a project. Nevertheless, it goes beyond the scope of this research to examine the social, economic, political and legal conditions during the time of the implementation process, thus the focus is on the institutional context. In respect of the institutional context, Najam (1995) indicated the importance of identifying the key institutional actors and to trace the interests and power relationships between and within the relevant institutions.

With regard to the above variable, did the top down implemented project have to deal with more administrative levels at the District Assemblies and with more different interests and who were more concerned with the influence of the institutional context?

Considering Elmore (1979-80) top-down policy begins at the top of the process and proceeds through a sequence of progressively more specific steps to define what is expected of implementers at each level. On the other hand, bottom up policy begins not at the top of the implementation process but at the last possible stage, the point at which administrative actions intersect private choices.

2.9.4.3 Capacity

Capacity could be defined as the ability of an organization to fulfil its goals. No political program or project can be implemented successfully without financial or human resources. A good ease of access and disposability to capacities like financial and human resources are presumed to have a positive impact on the implementation process.

The study of the variables ‘capacity’ is restricted to the features Edwards (1980) determined to be important in this context-size and skill level of the staff, access to information, incentive and sanction power and physical facilities. Did the capacity of the District Assemblies affect the success or failure of the National Health Sanitation Day Policy?

2.9.4.4 Commitment

At all administrative levels, commitment is relevant in the implementation of policy. According to Brodtkin (1990) lower level bureaucrats actually make policy by giving it concrete meaning through their actions and inactions. They serve as a communication link between the implementers and the target group. Were the lower level bureaucrats involved in the cleaning days especially when it fell on Saturdays and most of them travelled to their families?

Warwick (1982) also observed that if those in authority for undertaking a policy are unwilling or unable to do so, little will happen. The variable ‘commitment’ becomes quite important for the successful implementation of a program. It is said that the variable ‘commitment of the implementers’ has a more (positive) influence on the

implementation process of a bottom up project than on a top-down project. Matland (1995) argues that by concentrating on the statutory language, top downers may fail to consider broader public objectives. With respect to the above, high profile personnel from showbiz and government converged in towns and cities during the programmes on the first Saturday of every month. Did it have any significant impact on the policy?

2.9.4.5 Clients and Coalitions

Najam (1995) refers to clients and coalitions when he talks about the target group of a policy. Thus the variable 'clients' is said to have a less (negative) impact on the implementation process of the bottom-up project than on the top down projects as Matland (1995) asserts that “ local service deliverers have proficiency and knowledge of the true problems.

As Warwick put it clients can “speed, slow, stop or redirect implementation” (Warwick, 1982).The target group might only be able to deal with the last administrative level bureaucrats yet they have the power to make a project successful by their approval or make it meaningless by their denial. The question to ask here is that, were the clients or affected group committed to the process of ensuring environmental cleanliness?

2.10 Chapter Summary

The chapter began with explanation of public policy and implementation, conceptual models for policy analysis and implementation phase. It looked at policy implementation and bureaucracy, and interest groups in policy implementation. The literature also gave in depth explanation to the Theoretical framework. The theoretical framework emerged theoretical concepts such as content of the policy, institutional

context, capacity, commitment and clients and coalitions. This brought to fore a common theory that was used by those studies- the top down and bottom up model and that informed the choice to use the same theory in studying the implementation challenges of the National Sanitation Day Policy.

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CHAPTER THREE

METHODOLOGY

3.0 Introduction

Notwithstanding the attempts by consecutive governments to deal with the poor environmental menace by formulating policies and seeking to implement them through the Metropolitan, Municipal and District Assembly's with the support of the Civil Society Organisations and other stakeholders, it has still lacked successful implementation. The case study therefore sought to investigate the implementation challenges of the National Sanitation Day Policy in the Sekyere South District introduced by the government of Ghana to curb environmental health and sanitation issues in the country. Considering the implementation of the National Sanitation Day Policy in Ghana, the top down approach and the bottom up approach of policy implementation will be the theoretical underpinning for the study. The study used qualitative and quantitative method in the methodology of the case study. This chapter then outlines the methodology that was used to undertake this study. It covers the research design, research approach, population and sampling technique, sampling procedure, sample size, data collection instrument and methods and data analysis.

3.1 Research Design

According to Burns and Grove (2001), a research design aids the researcher to stage-manage and carry out the study in a manner which will help the researcher to achieve the projected results. The research design guides the researcher through the study and enables the researcher to collect rich data for specific study areas.

Case study was the research design employed by the researcher. Bryman (2015) writes that a case study demands the detailed and intensive analysis of a single case and the intensive examination of the setting and in this context, the Sekyere South District is the case to be studied. The design also provides the affordance of multiple methods of collecting data. This was helpful since different people were used as respondents; some were literate and others illiterate. A case study design also permits the use of both the qualitative and quantitative strategies; hence a mixed method approach can be used in order to reach appropriate findings and conclusions.

In order for researchers to get answers to research questions and also to meet the research objectives, one of the following methods could be employed: quantitative or qualitative or triangulation. According to Wimmer and Dominick (2011), quantitative research is the type of method that deals with the number of times variables occur and it enables variables found often in a study to be measured.

Cohen *et al* in 2004 described quantitative research as a systematic and scientific investigation of data and their relationships. This directs that working with the quantitative method in a study or project provides the researcher with a systematic procedure which enhances rich data collection and specific findings. Demonstrating findings with the use of numbers from a study gives exact and precise results. This means that results that are represented in figures from research studies are genuine, accurate, generalisable and precise because researchers are always.

The qualitative research method on the other hand encompasses data collection of individual experiences, self-examination, life stories, interviews, observations, interactions and visual texts which are important to the life individuals so as to

appreciate and explain a social phenomenon. According to Denzin and Lincoln (1994), qualitative research emphasizes on analysis of phenomena in their ordinary surroundings to make sense in terms of the meanings people bring to these settings. This study will make use of the qualitative research designs to help with the understanding of the National Health Sanitation Policy in the Sekyere South District.

3.2 Research Approach

The survey approach was used for the purposes of this study. According to Wimmer and Dominick (2011) survey research is a systematic way of asking a study population to freely offer information about their attitudes, behaviours, opinions and beliefs concerning a topic under study. Survey functions as a rightful means of collecting information under three important conditions and they are as follows;

Condition one is when the objectives of the study require both quantitative and qualitative data. Again, the second condition is when the information sought for the study is specific and familiar to the respondents in that they may be so used to the issue under study and lastly, when the researcher has predetermined knowledge of the responses that are likely to emerge from the study.

Following the above conditions, the researcher was guided to choose survey as the appropriate approach to conduct studies such as evaluation of National Sanitation Day Policy from the perspective of the people of Sekyere South District. Surveys are typically used in areas with highly populated density where the whole population cannot be studied (Donkor, 2013). Consequently, in this present study conducted in Sekyere South District, the survey method was considered as the most suitable method since not all residents could be studied. Also, survey is the suitable method to use when a

researcher is interested in collecting data and analyzing different variables such as awareness/knowledge, perceptions, attitudes and demographics.

Babbie in 2008 states survey is the appropriate method to use when researchers are interested in measuring attitudes and orientations among large populations. This assertion relates to the current study which sought to assess a public perception on the Sanitation Day Policy. On the root of evaluation, this study sought to examine the responses of the people of Sekyere South District to the National Sanitation Day Policy. This included questions on the attitudes of the people in the direction of the policy; to find out populations' levels of awareness and knowledge of the policy and also if the introduction of the National Sanitation Policy had caused any behavioural change.

3.3 Population

A population of a study is a group of class of subjects, variables, concepts or phenomena. Consequently, population in a research study encompasses group of individuals and ideas which are in the interest of the researcher (Wimmer & Dominick, 2011). Also, a research population is defined by Wilson (2010) as “the entire set of cases from which a sample is drawn”.

The elements meet certain criteria for inclusion in a study (Burns and Grove 2011). Therefore, a population deals with individuals in a distinct location with certain shared characteristics.

Since the focus of this study is investigation into the implementation of the National Sanitation Policy, the population in the survey will consist of civil servants in the lead Department of the Assembly responsible for environmental and sanitation as well as the Chief Executive, Assembly Members, Members of the Town/Area Councils, Unit

Committees, Traditional Council and Drivers/Traders who were directly affected by the policy.

3.4 Sample Size

A sample size is sub set of the population drawn to denote the whole population or any grouping of sampling units that does not include the whole set of sampling units that has been defined as the population (Garson, 2012). To make the study representative enough, 200 respondents were drawn from the estimated population of 120,016 from Sekyere South District.

The 200 respondents were sampled from the major stakeholders in the District, thus, the District Administrative staff, workers of Zoomlion Ghana Limited, Assembly members, Agona Traditional Councils, and Drivers/Traders who were directly affected by the exercise. This sample was made up of both males and females 18 years and above. The research also considered both literates of any educational qualification as well as illiterates.

Public administrators are implementers of government policies. Due to the fact that the District Assembly was the lead organiser and implementer of the policy, 40 administrative staff including workers of Zoomlion Ghana Limited was sampled to answer questions on the policy under study. Zoomlion Ghana Limited has been contracted by the District Assemblies through the Central government to ensure effective environmental health sanitation by collecting waste in the system.

Again, due to effective organisation of community members for communal exercise and labour, the Town and Area Council members were sampled. 45 respondents were randomly selected from the nine (9) Town and Area Councils within the Sekyere South

District to answer questions regarding the implementation of the National Sanitation Day Policy.

Moreover, before anybody can enter any community to undertake an exercise, the traditional custodians of the land are consulted. 15 members from Agona Traditional Councils were sampled to partake in the exercise.

Finally, clients who were directly affected by the exercise were included in the study. 50 Drivers from the District's Ghana Private Road Transport Union and 50 traders were also sampled to solicit views from them concerning the policy.

3.5 Sampling Technique

For a researcher to conduct a study within a stipulated period there is the need to sample from the entire population of the study area. Sampling is an important factor considered in a research process.

Wimmer and Dominick (2011) defined sampling as the process of selecting some elements from an entire population for a study. Therefore, a sample is the subset of the population that is representative of the entire population. Through the sampling process, the specific elements with similar characteristics are selected, represented and generalized in a study. According to Wimmer and Dominick (2011), whenever a sample is drawn from a population, researchers need a way to evaluate the degree to which the sample differs from the population. There are two ways of sampling and they are probability and non-probability.

With respect to probability sampling method, it follows guidelines from which each element has equal chance of being selected whereas non-probability sampling does not follow any guidelines which give equal chance to elements to be selected. Since this

study will employ the case study approach, the sampling method to be employed is non - probability sampling specifically purposive sampling.

Purposive sampling is appropriate for this study because the target population have particular characteristics that are of high interest to the researcher to select the respondents.

3.6 Data collection method and instrument

Malhotra and Birks (2006) tell between between primary and secondary data collection and deliberate between primary data as information gathered by the researcher in an attempt to address or resolve the specific problem they identified for the case being studied. Information that have been collected for other purposes are known as secondary data. This case under study will concentrate on the collection and analysis of primary data, although some secondary data may also become accessible from the qualitative collection processes.

The researcher conducted a survey using structured questionnaire as the instrument for collecting data. Questionnaire is considered as the most appropriate instrument in conducting surveys. Babbie (2008) defines questionnaire as a document which contains a set of questions and other items used to ask for information suitable for analysis in research studies.

According to Wimmer & Dominick (2011), a questionnaire design must reflect the purpose of the research or project. This helps the researcher to get the appropriate information or data for the research.

Basically, there are two ways of framing questions in a survey research and they are the open ended and closed ended questions. Open ended questions agree to respondents to

give their own answers whereas closed ended questions do not give respondents the prospect to provide their own answers. For the sake of this present study, the closed ended question format was used to formulate the questions.

The questions were characterized under five broad areas considering demographics, knowledge/awareness, perception, policy implementation, and behaviour change. The interviewer administered questionnaire to solicit answers to the questions and though items on the questionnaire were written in English, the local dialect which is the Twi language was sometimes used to ask and answer questions.

As part of the data collection from drivers and traders from Sekyere South District, the Semi-structured interview was used. This was a conversation that was directed more or less towards the researchers' particular need for data.

3.7 Data Analysis

The collected data for this case study was analyzed quantitatively and qualitatively. Analysis of data always makes plain the findings or results from research projects.

According to Babbie (2008), a quantitative analysis is the numerical representation and manipulation of observations for the purpose of describing and explaining the phenomena that those observations reflect. This entails that the outcome of the data is represented in figures in the findings which make it representative enough to be generalised.

The research employed the use of the Statistical Package for Social Sciences (SPSS) and Microsoft Excel sheet for its statistical analysis. In the first step, the various responses were given codes which were entered into a database. Secondly, the data was analysed using the Statistical Package for Social Sciences (SPSS). The objectives of the

study were used to classify the responses to the questions. During the coding, Yes was coded as one (1) and No as two (2). The other questions which did not use the Yes and No were also coded by using 1, 2, 3, 4 and 5. This applied to questions with strongly agree, agree, neutral, strongly disagree and the disagree options; strongly agree was coded as 1, agree as 2, Uncertain as 3, strongly disagree as 4 and disagree as 5. Frequency distributions of all the responses were represented with pie charts and tables.

The qualitative data collected was analysed with thematic analysis. Themes in the data collected were pinpointed, examined and recorded into patterns.

3.8 Context of the Study

The SSDA is positioned on longitude 1.25°W and 1.35°W and latitude 6.50°N and 7.10°N. It shares common boundaries with Ejura Sekyedumasi to the North, Mampong Municipal and Sekyere East to the East, Kwabre to the South, and Afigya Kwabre to the West. The administrative capital (Agona) is located on the main Kumasi-Mampong (Ashanti) highway. Other major towns in the District include: Wiamease, Bepoase, Asamang, Jamasi, Kona, Tano-Odumasi and Bipoa. In terms of land mass the district covers an area of about 557km² and has about 70 settlements.

According to the 2010 population and housing census, the district has a population of 94,009. With respect to annual growth rate of 3.1%, 2016 projected population of the district was 112,907.

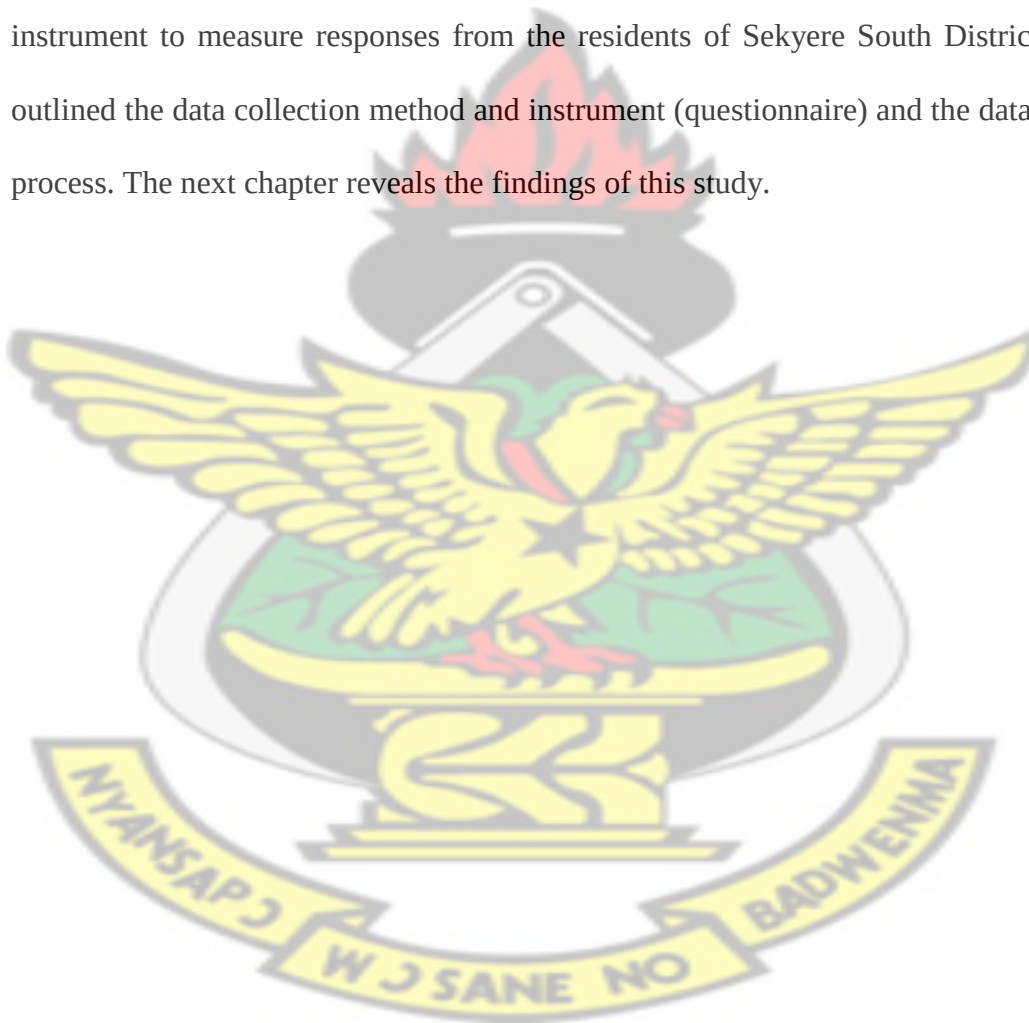
3.9 Ethical consideration

The researcher will seek respondents for their consent about the nature and the purpose of the research, the researcher will acknowledge the authors mentioned in this study

through citations and referencing. Finally, the identity of the respondents will be kept on anonymous.

3.10 Chapter summary

This chapter focused on the research design, population, sampling technique, sampling procedure and sample size. It described the quantitative and qualitative approaches to research and also explained the survey method which used the questionnaire as an instrument to measure responses from the residents of Sekyere South District. It also outlined the data collection method and instrument (questionnaire) and the data analysis process. The next chapter reveals the findings of this study.



CHAPTER FOUR

FINDINGS AND ANALYSIS

4.0 Introduction

This chapter presents the findings that are in line with research questions of the study. It gives a detailed report of the findings from the questionnaires administered. A total of 200 questionnaires were interviewer-administered by the researcher and three research assistants'. All questionnaires were filled in the Sekyere South District. Respondents were comfortable with all questions and so all were answered. The result of the study is summarized in a series of tables and figures shown below.

4.1 Demographics

Table 4. 1 : Gender distribution of respondents

Gender	Number	Percentage
Male	113	43.5%
Female	87	56.5%
TOTAL	200	100%

Based on the 200 respondents that were sampled for the study, the males were 113 representing 56.5% whilst 87, representing 43.5% of respondents were female. This is indicated in table 1 above. This gives a clue that majority of the respondents were male. This gender data could be relevant to the policy makers and researchers about the responsiveness of males and females to survey studies.

Table 4. 2: Age distribution of respondents

Age category	Frequency	Percentage
18-25	12	24
26-35	36	72
36-45	37	74
46-70	14	28
70+	1	2
TOTAL	200	100%

The findings put forward that majority of the respondents fell within the 36-45 age group representing 74 %; the next highest age group was 26-35 representing 72%. Between the ages of 46-70 was represented by 28%. Again, 24% represented the 18-25 age groups and finally, 2% of the respondents were 70 and above years of age. The age classification data would be important to policy makers and administrators of government policy to know the type of message and means to address different age groups in the community.

Table 4. 3: Category distribution of respondents

Category	Frequency	Percentage%
Administrative staff	40	20
Assembly members	45	22
Traders/Artisans	50	25
Drivers	50	25
Other (Traditional Council)	15	8
TOTAL	200	100%

Table 3 details the category distribution of respondents in the district. Drivers and traders/artisans numbered 50 representing 25% each. The next highest group were the Assembly members who represented 22% of the total respondents. The administrative staffs were 40 representing 20%. The others were from the various 5 traditional councils representing 8% of the total respondents.

This distribution will also help the policy implementers on how to make administrative arrangements in implementing government policies in the right direction in order to achieve maximum results.

In answering objective one the study made the following findings.

Table 4. 4: Challenges to Policy Implementation

Options	Response	Percentage%
Ineffective organization	53	26.5
Financing challenge	82	41
Human resource management challenge	41	20.5
All of the above	24	12
Total	200	100%

The table above shows the response of what the key challenges to the policy Implementation is, it shows that 53 people representing 26.5% agreed to the fact that financing challenges were key policy implementation challenge, 82 people resulting in 41% also indicated that ineffective organizational arrangements were key challenges, 41 people representing 20.5% also chose human resource management as the key policy implementation challenge and lastly 24 people indicated that all the above could be key

challenges to the policy implementation and this also represents 12% of the total sample size.

Table 4. 5: Human Resource competence for Implementation

Options	Response	Percentage
YES	76	76%
NO	24	24%
TOTAL	100	100%

Table 5 gives a response to the question posed by objective one. When the administrative respondents were asked whether the administrative staff had the human resource competence to implement the policy initiative, 76 of the respondents representing 76% answered in the affirmative. The rest of the respondents representing 24% indicated that the administrative staff did not have the human resource competence to implement the policy. This means majority of the respondents believe that the administrative staff has the requisite human resource competence and technical know-how to successfully implement the policy initiative to yield the required results.

Table 4. 6 : Table indicating knowledge of policy communication plan

Options	Response	Percentage
YES	39	19.50
NO	61	80.50
TOTAL	100	200

From table 6 the researcher wanted to find out if respondents had knowledge of a policy communication plan for the policy initiative. Respondents were tasked to choose either a yes or a no. 39 people chose yes representing 19.50% and 61 people chose No representing 80.50%. This clearly indicates that there was no policy communication plan for the policy initiative. Even if there is, then most of the staff were not aware of it.

Table 4. 7: Contacted before introduction of National Sanitation Day Policy

Options	Response	Percentage
YES	10	5%
NO	190	95%
TOTAL	200	100%

Table 7 shows the response of respondents when asked if they were contacted before the national sanitation day policy was introduced, 10 people out of the 200 sample size said Yes representing 5% and 190 people said No representing 95%. The indication here is that majority of the respondents were not contacted before introduction of the national sanitation day policy.

Table 4. 8: Making input into the implementation process

Options	Response	Percentage
YES	41	20.50%
NO	159	79.50%
TOTAL	200	100%

Respondents were asked if they made input into the implementation process, 41 people said Yes representing 20.50% whereas 159 people said No representing 79.50%.

The figures below seek to find answers to research question 2.- What is the public's perception of the policy and its effect on implementation?

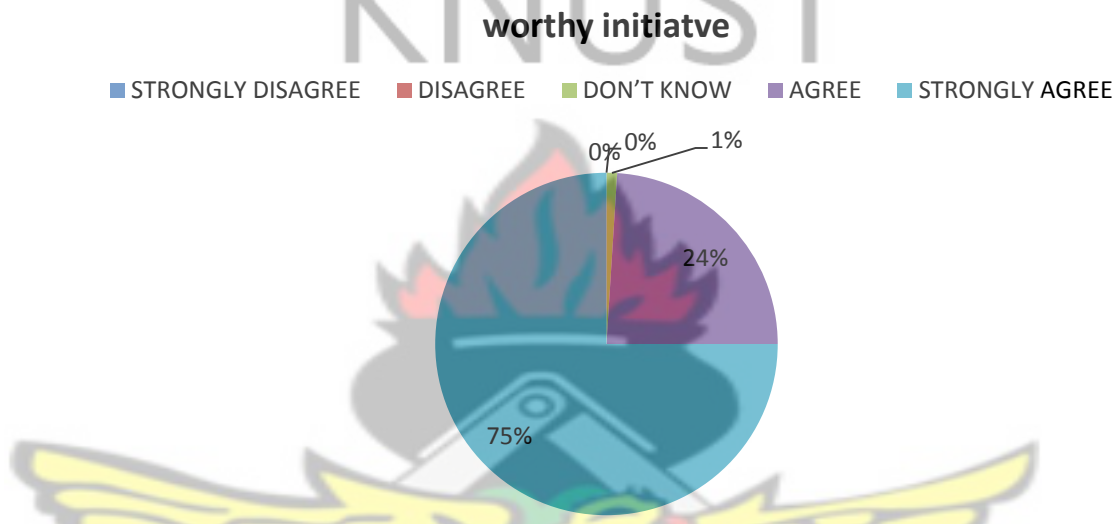


Figure 4. 1: Pie chart indicating respondent's perception of initiative

The question of whether the policy was a worthy initiative by the government was responded according to the chart as follows. Figure 4 reveals that majority of the respondents, 150 representing 75% strongly agree that the National Health Sanitation Day Policy was a worthy initiative by the government to deal with sanitation and its related issues. Again, 48 making 24% of the respondents agree that the policy was a worthy initiative by the government. Nonetheless, 2 respondents making 1% remained uncertain about the worthiness of the initiative by the government. There was none disagreeing to the worthiness of the initiative of the policy.

Fruitfulness of the policy

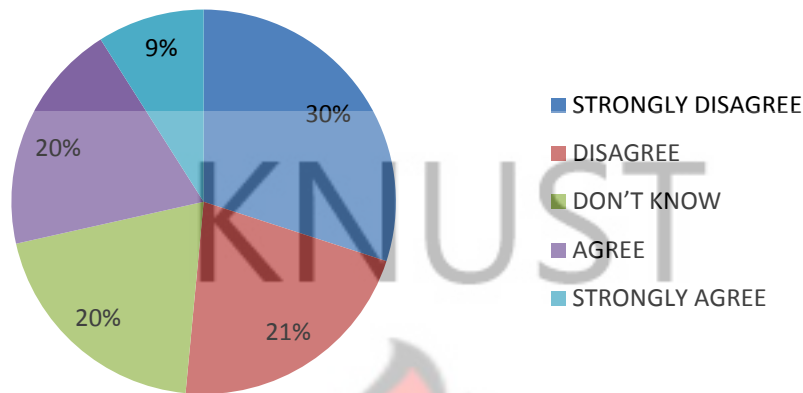


Figure 4. 2: Pie chart indicating perception of fruitfulness of policy

As indicated in Figure 2 above respondents were asked if National Sanitation Day Policy has been fruitful in the district, 60 people strongly agreed representing 30%, 43 people disagreed representing 21%, 40 people chose don't know representing 20%, 39 respondents agreed representing 20% and 18 people strongly agreed. This indicates that indeed the National Sanitation Day Policy was not fruitful in the district.

According to the Figure 3 below, respondent's perception on upholding the policy for cleanliness was identified. Out of the total of 200, 124 of the respondents representing 62% strongly agree to uphold the policy to ensure cleanliness of the communities. Furthermore, 76 respondents indicating 38% agreed that the policy was needful and must be upheld. None of the respondents was uncertain, disagreed or strongly disagreed to the question that was posed to them.

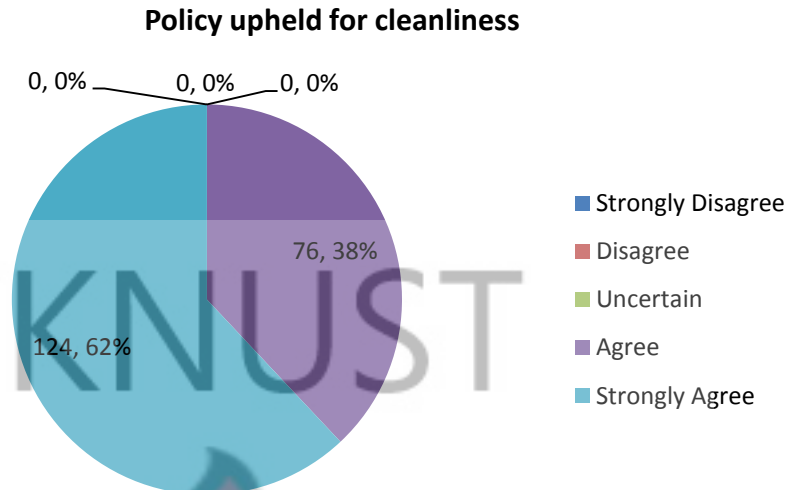


Figure 4. 3: Pie chart indicating perception of National Sanitation Day Policy on cleanliness

With respect to the Figure 4 below, respondents were asked whether the policy will help to eradicate diseases such as cholera. The response was as follows. Out of the total of 200, 128 of the respondents representing 64% strongly agree that the policy will help with the eradication of diseases. Moreover, 72 respondents indicating 36% agreed that the policy was needful to eradicate diseases. None of the respondents was uncertain, disagreed or strongly disagreed to the question that was posed to them.

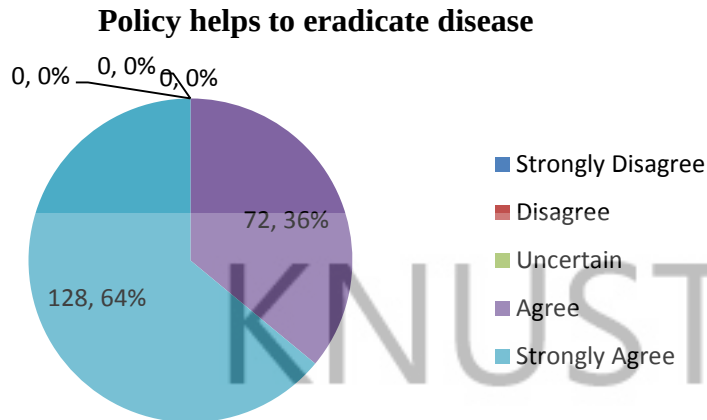


Figure 4. 4: Pie chart showing perception on National Sanitation Day Policy ability to eradicate disease

Figure 5 below shows the responses to whether the policy message was clearly communicated. Ninety (90) respondents representing 45% agreed that the policy message was clearly communicated without ambiguity.

On the other hand, 60 respondents representing 30% disagree that the policy message was clearly communicated. Also, those who strongly agreed were 16 representing 8% of the total respondents. Those who were uncertain numbered 10 representing 5% of the respondents. Some of the respondents strongly disagreed and they were 24 indicating 12%. The feedback from the respondents concerning how the policy message communicated will help with future implementation of policies. On the average, the message was clearly communicated; however, there was more room for improvement.

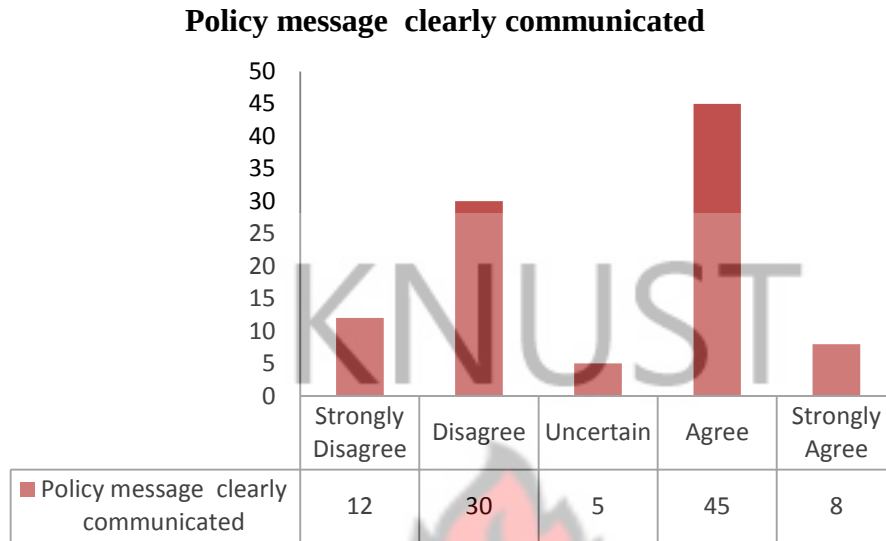


Figure 4. 5: Bar chart indicating the clarity of communication of policy message

Table 4. 9: Table indicating participation in policy through delivery of bins

Option	Response	Percentage%
Strongly disagree	15	7.5
Disagree	22	11
Uncertain	30	15
Agree	71	35.5
Strongly agree	62	31
TOTAL	200	100

From Table 9, 71 respondents representing 35.5% agree that inhabitants are wholly encouraged to participate in the policy implementation through the delivery of logistics such as litter bins and removal of waste once it has been collected. 61 respondents making 31% also agreed to the assertion. Also, 30 of the respondents summing up to 15% were uncertain about whether the provision of those logistics, encourage the

inhabitants to participate in the exercise. Again, 22 of the respondents representing 11% disagreed that the provision of the logistics will make people to wholly participate in the exercise. Lastly, 15 of the respondents making up of 7.5% strongly disagreed to the assertion.

Table 4. 10: Enough publicity and education on the policy

Option	Response	Percentage
Strongly disagree	4	2%
Disagree	72	36%
Don't know	48	24%
Agree	56	28%
Strongly agree	20	10%
TOTAL	200	100%

Table 10 shows whether there was enough publicity and education on the policy. According to the chart below, 72 respondents representing 36% of the respondents indicated that they disagreed with the assertion that there was enough publicity and education the policy. 56 respondents representing 28% rather agreed there was enough publicity and education on the policy message. However, 48 representing 24% were uncertain about whether there was enough publicity and education. Also, 20 respondents making 10% strongly agreed there was enough publicity and education. The remaining 4 representing 2% of the respondents strongly disagreed that there was enough publicity.

Table 4. 11: Enforcement of sanitation bye laws

Option	Response	Percentage
Strongly disagree	15	7.5
Disagree	0	0
Uncertain	0	0
Agree	83	41.5
Strongly agree	102	51
TOTAL	200	100

With respect to Table 11, 102 respondents representing 51% strongly agreed that enforcement of sanitation bye-laws will ensure proper sanitation practice in the district. Again, 41.5% making 83 respondents agreed that enforcement of sanitation bye-laws will ensure proper sanitation practice. However, 15 respondents representing 7.5% strongly disagreed to the fact that enforcement of sanitation bye-laws will ensure proper sanitation practice. None were uncertain and disagreed to the question that was asked.

The following figures and tables sought to answer research question 4 -In what way(s) has the policy message changed respondents' behaviour towards environmental sanitation?

Table 4. 12: Awareness of the sanitation situation in their community

Options	Response	Percentage
YES	78	78%
NO	22	22%
TOTAL	100	100%

The finding shows in Table 12 that, 78% of the citizenry said the policy had made them more aware of something they didn't know before and 22% said the policy had not made them aware of something new.

Table 4. 13: Table showing actions taken after hearing about the policy

Options	Response	Percentage %
Proper sanitation	146	73
Changed attitude and cultured others	50	25
No change	0	0
Indifferent	4	2
TOTAL	200	100

According to table 13, 73% of the respondents said they have changed their attitudes towards proper sanitation practice. Again, 50 respondents representing 25% also indicated that the policy has changed their attitude and have cultured others. Lastly, 2% making up of 4 respondents remained indifferent.

Respondents were asked about how they had been managing sanitation conditions after hearing the policy message. Figure shows how respondents have been managing sanitation conditions. 100 respondents representing 50% said they have stopped littering the community. Moreover, 30% representing 60 respondents have been undertaking proper disposal of waste. Furthermore, 20 respondents representing 10% desilt their gutters when they were choked. 5% defecate at the right places and 5% again also said they clear bushes places within their environment.

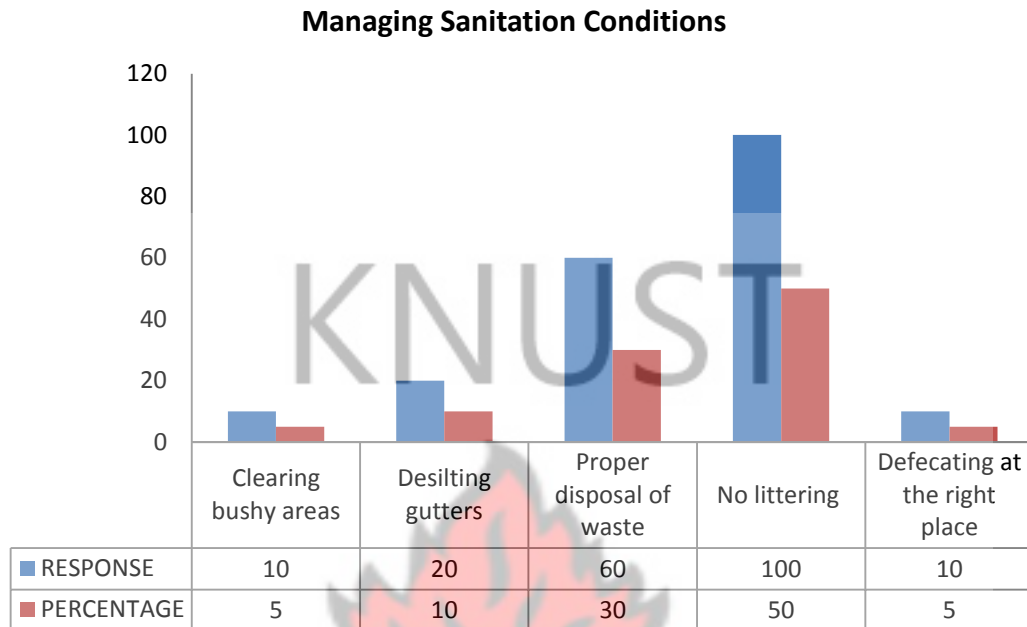


Figure 4.6: Bar chart showing change in managing sanitation conditions after National Sanitation Day Policy

Figure 7 shows responses to what the policy message required citizens to do if they could remember. 100 of respondents representing 50% said they remember the policy message required them to clean up their surroundings. 80 of the respondents representing 40% also said the message required not to litter the streets. The rest of the 20 respondents representing 10% said they were to report or correct those who litter indiscriminately.

Policy message requirement

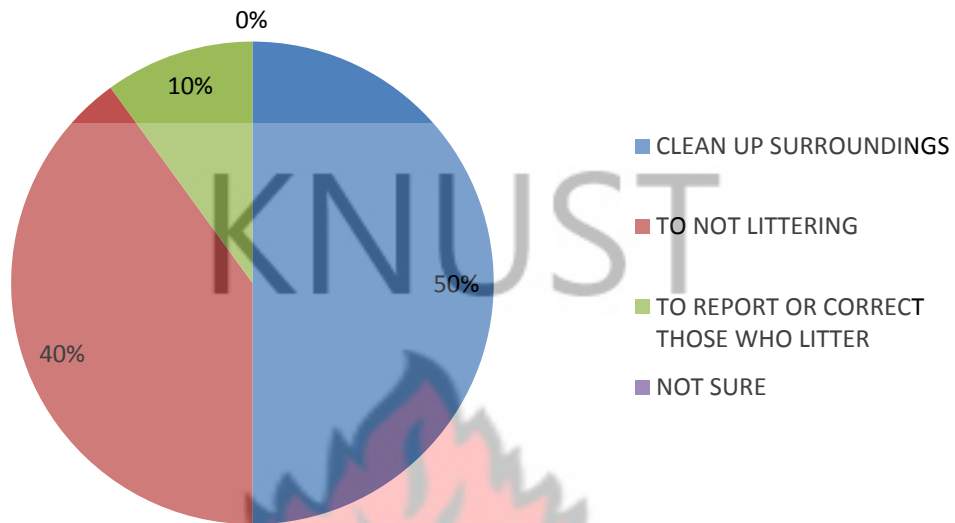


Figure 4. 7: Pie chart showing what the policy message required citizens to do

Table 4. 14: Sanitation participation by respondents

Options	Response	Percentage
YES	40	20%
NO	160	80%
TOTAL	200	100%

On the question of whether respondents have participated in the sanitation exercise, 40 respondents representing 20% said they have participated in the exercise before, while 160 respondents representing 80% also said no.

Figure 8 shows the reason for non- participation in the clean-up exercise by the respondents. 150 respondents representing 75% indicated that they have not had the time or opportunity to partake in the monthly clean-up exercise. 40 respondents representing 20% also were not sure the exercise will be sustainable. 5 respondents said they had no particular reason not to partake in the exercise. Another 5 respondents making 2.5% said they had not had the time or opportunity to be part of the exercise.

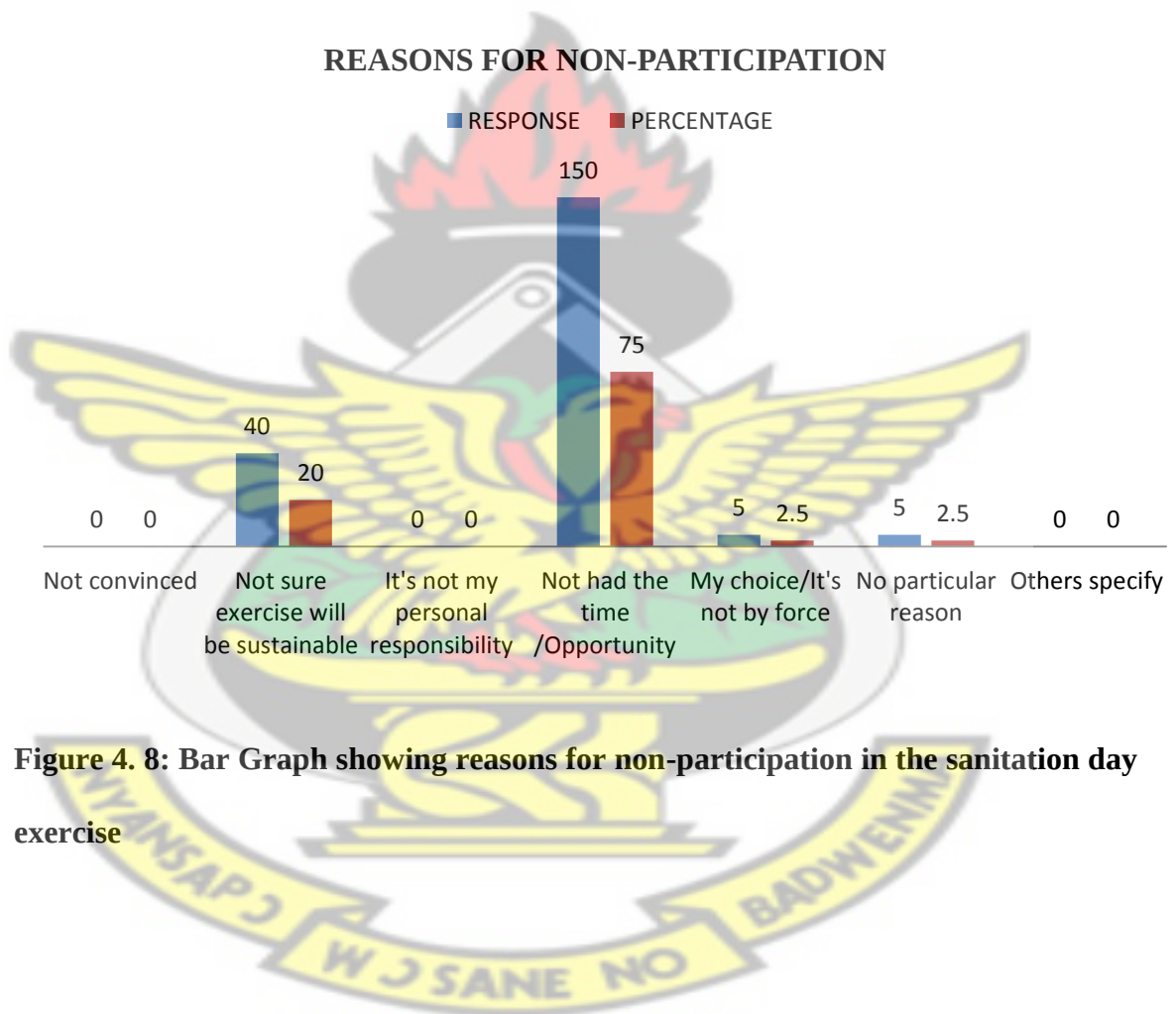


Figure 4. 8: Bar Graph showing reasons for non-participation in the sanitation day exercise

Table 4. 15: Sales affected or not

Options	Response	Percentage
YES	160	80%
NO	40	20%
TOTAL	200	100%

The table chart above shows whether sales were directly affected by citizens during the policy implementation. 160 respondents representing eighty 80% said though the policy was good, they were negatively affected by its implementation activities. Shops and lorry stations were not made to operate until the exercise was over. On the flipside there were 40 respondents indicating 20% who believed otherwise that the policy did not negatively affect their sales. They took advantage of those who did not open their shops on those days and vehicles that did no operate on the lorry station.

According to Figure 9, respondents of 100 representing 50% said to ensure active participation, lead managers must be seen working. Again, 60 respondents making up 30% said to ensure active participation, defaulters must be punished to not partaking in the exercise. Lastly, the cleanest community must be awarded according to 40 respondents who make up of 20%.

Ensuring active participation

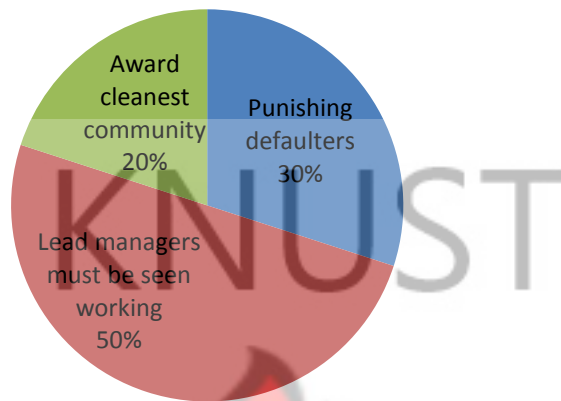


Figure 4. 9: Pie chart showing how to ensure active participation of respondents

Table 4. 16: All and Sundry participation

Options	Response	Percentage
YES	160	80%
NO	40	20%
TOTAL	200	100%

As part of determining the behaviour change of respondents, 160 people representing 80% said all hands should be on deck whereas 40 respondents representing 20% said no. The overwhelming majority believe everybody must show interest and be part of the clean-up exercise. This is a positive feedback for the implementers of the policy.

Table 4. 17: Clean up defaulters

Options	Response	Percentage
Keep educating them	80	40%
By fining them	120	60%
TOTAL	200	100%

From table 17 shows what should be done to those who do not partake in the clean-up exercises, and 80 people chose educating defaulters representing 40% whereas 120 people chose fining them representing 60%. This indicates that fining them is the best option for defaulters of clean-up exercises.

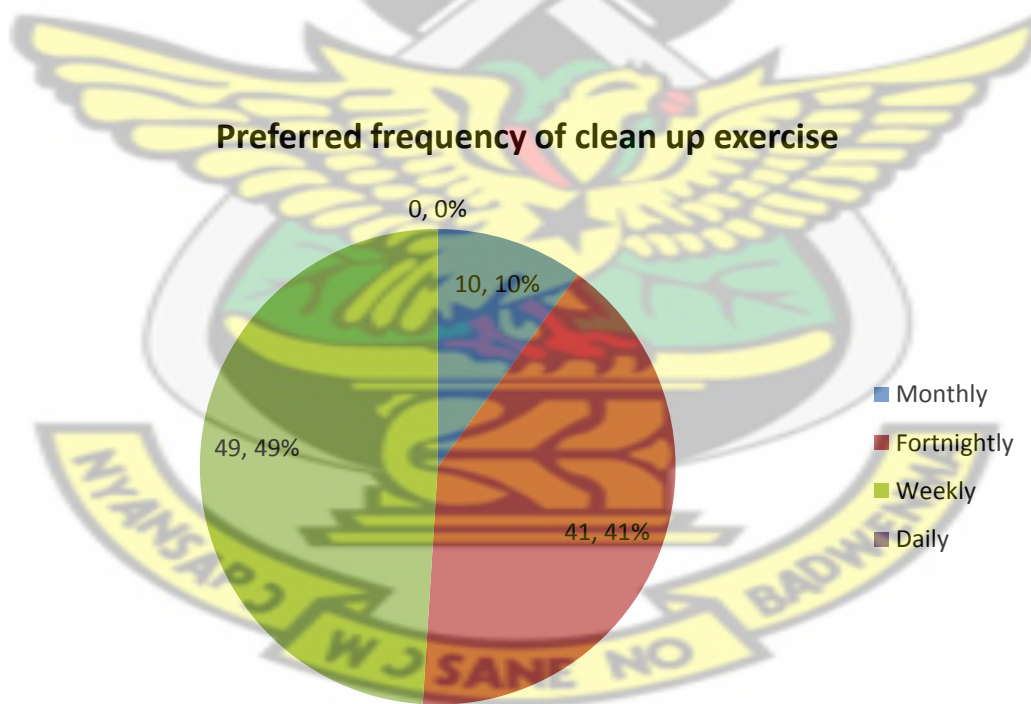


Figure 4. 10: Pie chart showing preferred frequency of clean-up exercise

Figure 10 shows how preferred and frequently the clean-up exercise should be undertaken. From the chart below, 49 respondents making 49% says the clean-up exercise should be undertaken weekly to ensure cleanliness of the communities whiles 41 respondents filling 41% believe there should be some allowance so it should be done fortnightly. The remaining 10 representing 10% of respondents maintain the monthly clean-up exercise is just enough.



CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATION

5.0 Introduction

The study was embarked on to be acquainted with the implementation challenges of the National Sanitation Day Policy in the Sekyere South District in the Ashanti Region. This chapter discusses the findings presented in chapter four with specific reference to the research questions that were designed for the study. The results are discussed on the basis of the research objectives underscoring the study, the literature that was reviewed and the underpinning theories making the study. Furthermore, conclusion and recommendation are dealt with under this chapter.

5.1 Summary of the study

The study examined the research objectives and question in order to make the assessment of the results meaningful. It specifically focused on the implementation challenges of the National Sanitation Day Policy in the Sekyere South District. The study was carried out at the Sekyere South District, which is located in the Ashanti region Agona to be precise. Purposive sampling technique was employed to draw responses from public administrators at Sekyere South District Assembly and the citizenry. Two hundred questionnaires were administered to the public administrators and citizenry. There was a 100% response rate. The analysis was done with the help of Microsoft Excel version 2010 and version 21 of Statistical Package for Social Sciences.

Based on the result of the descriptive analysis it can be concluded that indeed there were challenges faced by the public administrators in terms of policy implementation, the citizenry have a perception of the policy and it influences its implementation. The study exposed challenges during implementation of the National Sanitation Day Policy and public perception of the policy and its effect on implementation. Weighing up on the theoretical framework, it was realized that the policy was formulated using the top down approach and that might have affected the expectation of the implementers. To some extent, stakeholder participation was also ignored. Its resultant behavioural change of the respondents was ascertained.

5.2 Summary of findings

A number of research questions were developed based on the research objective. To start with, the researcher wanted to find what the key challenges to the policy initiative were. The next question was about the people's perception of the policy and its effect on implementation. The behaviour of the people was looked at as well as stakeholder participation.

5.2.1 Research Question 1: What are the challenges faced by the administrators in terms of the policy implementation?

Table 4, Table 5, and Table 6 demonstrated the challenges faced by public administrators with respect to the implementation of the policy. The results explain that financial challenge was the major issue to preventing the success of the policy. Funds were needed to purchase enough sanitary equipment, logistics and materials and also purchase fuel into vehicles to lead the campaign within the various communities and to

get all hands on deck. The ineffective arrangements and inadequate personnel were also contributing factors to the challenges the public administrators faced.

Secondly, the question about human resource competence is illustrated in Table 5 which gives a response to the question posed by objective one. The majority of the respondents believed that the administrative staffs have the requisite human resource competence and the technical know-how to successfully implement the policy initiative to yield the required results. This supports the claim that finance was the major challenge if the administrators believe they have the required competence to implement the policy.

According to Najam (1995), capacity could be defined as the ability of an organization to fulfil its goals. According to Najam in his theoretical concepts, no political program or project can be implemented successfully without financial or human resources. A good ease of access and disposability to capacities like financial and human resources are presumed to have a positive impact on the implementation process.

The study of the variables 'capacity' is restricted to the features Edwards (1980) determined to be important in this context-size and skill level of the staff, access to information, incentive and sanction power and physical facilities. It could be concluded that finance capacity affected the success or failure of the National Sanitation Day Policy in the district.

It was also gathered from the respondents that there was no clear policy communication plan for the policy initiative in the district. To forecast is to plan and it is a success tool to everything that must be implemented. According Fayol (1917) as cited in Van (2011), planning is drawing up a good blueprint and this requires an active participation

of entire organizations. With respect to time and implementation, planning must be connected to and harmonized on different levels. Communication Planning must take the organizations available resources and flexibility of personnel into consideration as this will guarantee continuity.

5.2.2 Research question 2: What is the public's perception of the policy and its effect on implementation?

The second objective of the study was to find out the public's perception of the policy and its effects on implementation.

Figure 5, figure 6, figure 7, figure 8, and table 9, table 10, table 11 represent the findings that en masse to response to question two.

Majority of the respondents agreed that the policy was a worthy initiative by the government to deal with the environmental health and sanitation related issues. There was none who disagreed to the worthiness of the initiative of the policy. This implies that majority of the respondents perceived the policy to be a good attempt from by the government to solve environmental health issues. Following from above and the theory of reasoned action (Ajzen & Fisbein, 1980), the residents had the trust that the policy would contribute absolutely to the administration of environmental and sanitation concerns. Therefore, the trust the respondents had in this policy may have influenced their intentions to perform the preferred behaviour, that is, proper sanitation practice.

From table 10, respondents were asked if National Sanitation Day Policy has been fruitful in the district, and though responses were not unanimous, it turned out that the policy was not as fruitful as expected.

The respondents' perception to uphold the policy message was clear. Majority of the respondents indicated that it was important to uphold the policy to ensure cleanliness of the communities.

An overwhelming response from the people showed that the policy will help with the eradication of diseases such as cholera, malaria, etc. This corroborates the earlier result of the policy being a worthy initiative by the government.

Most of the respondents said that the policy message was clearly communicated without ambiguity. The feedback from the respondents concerning how the policy message should be communicated will help with future implementation of policies.

The respondents again perceived that inhabitants will wholly be encouraged to participate in the policy implementation or the sanitation day exercise through the delivery of logistics such as litter bins and removal of waste one it has been collected. This means that if public administrators want to have a successful implementation of such policies, logistics and materials to make the work easier must be provided.

The study again revealed that there was enough publicity and education on the policy. This goes further to affirm that the message was clearly communicated and direct.

Furthermore, majority were in agreement with the assertion that enforcement of sanitation bye-laws will ensure proper sanitation practice in the district. This is to say that because no laws have been smeared in the exercise, some respondents did not participate in the exercise. This could suggest that the non-availability of law enforcement in the exercise may have influenced their attitude as a way of affecting their intentions to perform the expected attitude. President Akuffo Addo on 13th November, 2017 launched new sanitation campaign and has noted that every

government department and agency is assigning two officers to be designated Sanitation Marshal and deputy Marshal is a step in the right direction to help enforce and punish sanitation offenders. (myjoyonline.com, 2017)

5.2.3 Research Question 3: In what ways are stakeholders involved in the introduction and implementation of the National Health Sanitation Day Policy?

The third objective was to find out whether stakeholders were involved in the introduction and implementation of the policy. Tables 7 and 8 affirmed top down approach to the policy implementation.

The responses showed that stakeholders were not contacted before the introduction and implementation of the national health sanitation day policy. This goes further to support the challenges that were faced by the public administrators during the implementation of the policy. All the respondents were stakeholders whose inputs are needed at every stage to help with successful implementation of the policy directive. The contribution of the identified stakeholders would have made a difference in the implementation of the policy. When people are involved in decision making, they feel belonged.

Moreover, the results showed majority of the stakeholders did not get the opportunity to make input into the implementation process. The grass root participation is important to the success of policy implementation at all levels. (Fajonyomi and Olu-Owolabi, 2013)

Furthermore, the findings give a clue that the implementation approach was top down. According to the top down approach “the starting point is the authoritative decisions; as the name implies, centrally located actors are seen as most relevant to producing the desired effect” Matland, 1995). The main actors are regarded to be the decision-makers

who are responsible to formulate an efficient statute which suits to be kind of existing problem. In such moments, the supports of the other relevant stakeholders are missing. It is important to identify key institutional actors and trace their interest in the formulation and implementation process.

Again, in line with the literature review in chapter two, Najam (1995) also refers to clients and coalitions when he talks about the target group of a policy. Thus the variable 'clients' is said to have a less (negative) impact on the implementation process of the bottom-up project than on the top down projects as Matland (1995) asserts that “ local service deliverers have proficiency and knowledge of the true problems. This must be tapped any day for effective implementation.

As Warwick (1982) puts it clients can “speed, slow, stop or redirect implementation” The target group might only be able to deal with the last administrative level bureaucrats yet they have the power to make a project successful by their approval or make it meaningless by their denial. This means the policy implementation process did not see the commitment of the clients.

5.2.4 Research Question 4: In what way(s) has the policy changed residents' attitude towards sanitation?

Figure 10, Figure 11 and Table 15 have the answers to research question four which sought to find ways the policy has changed residents' attitude towards sanitation.

The findings revealed the policy had enlightened the citizenry and made them more aware of something they didn't know before. The exercise had drawn their attention to the benefits of good health and the need to keep their environment clean.

The widely held view was that they have changed their attitudes towards proper sanitation practice. The outcome of the study confirmed that the residents have been managing sanitation conditions well after hearing the message. The people defecate at right places; remove rubbish from chocked gutters and clear bushy areas.

Majority of the respondents also said they remembered what the policy message required them to do and that was to clean up their surroundings.

Nonetheless, few of the respondents said they have participated in the exercise before and the reason for non- participation of the majority in the clean-up exercise was that they have not had the time or opportunity to partake in the monthly clean-up exercise.

The policy though was good; respondents (citizenry) however indicated their sales were affected by the activities of the monthly national sanitation day policy clean up exercise. Shops and lorry stations were not made to operate until the exercise was over.

In order to ensure active participation, respondents said that lead managers must fold up their sleeves and must be seen working, defaulters should be punished whiles cleanest community must be awarded.

Majority of the respondents said the preferred frequency for the clean-up exercise should be done on weekly basis instead of the monthly exercise as prescribed by the government.

5.3 Limitations of research

Firstly, the findings of this study would have been more representative if the other districts in other regions had been surveyed. The study may not necessarily be representative of all the people of Sekyere South District even though 200 respondents

were sampled for the study, principally because the sampling process was at the discretion of the researcher.

Moreover, the time for the conduct of the study was short, in that, four months was not enough for a larger population like Sekyere South District to be reconnoitred.

Some respondents who were included in the sampling process were not ready to respond to questions that were asked by the researcher due to their own personal reasons.

Nonetheless, the findings objectively precisely reflect the nature of spectator's reaction to the National Health Sanitation Day Policy in spite of the limitations to the study.

5.4 Conclusion

The study sought to study the implementation challenges of the National Health Sanitation Day Policy in the Sekyere South District. The data collected on this study was underpinned on the top down approach and the bottom up approach of policy implementation. The study again brings to bear the levels of awareness/knowledge of the policy, stakeholder participation of the policy implementation, perception of the population of the policy message and their behaviour change. In respect to the theoretical framework, the government applied the top down approach to the implementation of the policy. This shows the minimal level of participation by stakeholders.

Some key findings from their performance of the desired behaviour were: most of the respondents perceived the monthly clean-up exercise to be a good initiative by the government and thought that it should be maintained; the policy had had positive effect

on the behaviour (e.g. proper disposal of waste) of most respondents regarding proper sanitation practice in the Sekyere South District and respondents said bye-laws must be enforced so that the exercise could be sustained in the study area.

In relating the findings of this study to the findings of the previous studies, it can be concluded that the people of Sekyere South District had responded positively to the National Health Sanitation Day Policy and it gives the impression to have caused an improvement in their attitudes towards proper sanitation practice. On the whole, the research has been fruitful except for a few setbacks discussed above.

5.5 Recommendations

In view of the findings and limitations of the study, some recommendations are suggested by the researcher for future research studies. The National Health Sanitation Day Policy is a national agenda for environmental sanitation and cleanliness and so its assessment must be extended to all other districts to make the findings more representative.

The Environmental Health and Sanitation Policy and local bye-laws must be enforced by the District Assemblies. Public administrators already have the support of the legislators in executing public policy. Landlords must build toilet structures for their tenants. In view of that every household must have a toilet facility to avoid open defecation. Offenders of sanitation laws must be prosecuted without fear or favour.

The researcher again recommends stakeholder participation in both formulation and implementation of the public policy. The government used the top down approach to policy implementation. The researcher recommends a combination of both top down and bottom up approach which allows wider view consultation from the grassroots'

through to the top. The policy implementation process requires the support of the policy makers, implementers and the target group which is the client.

A comparative study can be done on this same topic. The study will compare responses from urban and rural residents so that differences can be drawn between rural and urban dwellers regarding sanitation issues.

Moreover, the study can be done by using the qualitative approach where focus group discussion will be conducted in order to find out different views that can help put in check poor sanitation.



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APPENDIX A

QUESTIONNAIRE FOR PUBLIC ADMINISTRATORS

KWAME NKRUMAH UNIVERSITY OF SCIENCE & TECHNOLOGY

INSTITUTE OF DISTANCE LEARNING

DEPARTMENT OF POLITICAL SCIENCE

I am a Master of Public Administration student at the Department of Political Science in the Kwame Nkrumah University of Science and Technology, Institute of Distance Learning. I am investigating the implementation challenges of the National Health Sanitation Day Policy in the Sekyere South District. This information is very pertinent to my study hence your identity will be kept confidential.

SECTION A: DEMOGRAPHIC DATA

Tick where appropriate

1. Indicate your gender

a. Male []

b. Female []

2. Age

a. 18- 25 years []

b. 26- 35 years []

c. 36- 45 years []

d. 46-70 years []

e. Above 70 years []

3. What is your level of education?

a. Primary-JHS []

b. Secondary []

- c. Vocational []
- d. Tertiary []
- e. No formal education []

4. Which category do you belong to?

- a. Administration []
- b. Assembly member []
- c. Traders/Artisans []
- d. Driver []
- e. Other (s), Specify.....

SECTION B: POLICY IMPLEMENTATION

4. What are the key challenges to the policy implementation?

- a. Ineffective organisational arrangements []
- b. Financing challenge []
- c. Human resource and management challenges []

5. Does the administrative staff have the resource competence to implement the policy initiative?

- a. Yes [] b. No []

6. Do you have a policy communication plan for the policy initiative?

- a. Yes [] b. No []

7. Were you contacted before the introduction of the National Health Sanitation Day Policy?

a. Yes ☐ b. No ☐

8. Did you make input into the implementation process?

a. Yes ☐ b. No ☐

SECTION C: PERCEPTION

On the scale 1 to 5 where 1 is Strongly Disagree (SD), 2 is Disagree (D), 3 is Don't Know (DK), 4 is Agree (A) and 5 is Strongly Agree (SA): how would you assess the policy in relation to the statements? Tick where appropriate

9. The National Sanitation Day Policy is a worthy initiative by the government

Strongly Disagree ☐ Disagree ☐ Don't Know ☐ Agree (A) ☐

Strongly Agree ☐

10. The National Sanitation Day Policy has been fruitful in this District

Strongly Disagree ☐ Disagree ☐ Don't Know ☐ Agree (A) ☐ Strongly

Agree ☐

11. The Policy should be upheld to ensure cleanliness

Strongly Disagree ☐ Disagree ☐ Don't Know ☐ Agree (A) ☐ Strongly

Agree ☐

12. The National Sanitation Day Policy will help eradicate diseases such as cholera and malaria

Strongly Disagree ☐ Disagree ☐ Don't Know ☐ Agree (A) ☐ Strongly

Agree ☐

13. The Policy message is direct and clearly communicated

Strongly Disagree [] Disagree [] Don't Know [] Agree (A) [] Strongly Agree []

14. The Inhabitants are encouraged to wholly participate in the policy through the delivery of logistics such as litter bins and the removal of waste once it has been collected

Strongly Disagree [] Disagree [] Don't Know [] Agree (A) [] Strongly Agree []

15. There was enough publicity and education on the policy

Strongly Disagree [] Disagree [] Don't Know [] Agree (A) [] Strongly Agree []

16. Enforcement of sanitation bye-laws will ensure proper sanitation practice in the district

Strongly Disagree [] Disagree [] Don't Know [] Agree (A) [] Strongly Agree []

SECTION D: BEHAVIOUR CHANGE

Thick where appropriate

17. Has the National Sanitation Day Policy made you aware of anything that you didn't know before?

a. Yes [] b. No []

18. What action have you taken after hearing the policy message?

- a. Changed my attitude towards proper sanitation practice []
- b. Changed my attitude and cultured others (proper sanitation practice) []
- c. No Change []

d. Indifferent []

e. Other (s), Specify.....

19. How have you by yourself been managing sanitation conditions after hearing the policy message?

a. Clearing bushy areas []

b. Desilting gutters []

c. Proper disposal of waste []

d. Not littering the streets []

e. Defecating at the right places []

Other (s), specify.....

20. Have you heard of the National Health Sanitation Day Policy?

a. Yes []

b. No []

21. If you can remember, what does the policy message require you to do?

a. To clean up surroundings []

b. To not litter []

c. To report/correct those who litter []

d. Not Sure/don't remember []

e. Other [state].....

22. Have you participated in any of the sanitation exercise as a result of the policy?

a. Yes []

b. No []

23. If No, why have you not participated in the exercise before?

- a. Not convinced about the message []
- b. Not sure the exercise will be sustainable []
- c. It is not my personal responsibility []
- d. Not had the time/opportunity []
- e. My choice/ It is not by force []
- f. No particular reason []
- g. Other, specify.....

24. Does the implementation policy affect sales?

A. Yes []

B. No []

25. How does the exercise ensure active participation?

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26. Must everybody be part of the sanitation day policy exercise?

A. Yes []

B. No []

27. What do you think should be done to people who exempt themselves from clean up exercises?

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28. How in your own way do you think people will be motivated to join in the sanitation campaign?

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29. What is your preferred frequency of the clean-up exercise?

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30. How in your own way do you think people will be motivated to join in the sanitation campaign?

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31. Were you contacted before the introduction of the National Health Sanitation Day Policy?

a. Yes ☐ b. No ☐

32. Did you make input into the implementation process?

a. Yes ☐ b. No ☐

APPENDIX B

QUESTIONNAIRE FOR CITIZENRY (TRADERS AND DRIVERS)

KWAME NKRUMAH UNIVERSITY OF SCIENCE & TECHNOLOGY

INSTITUTE OF DISTANCE LEARNING

DEPARTMENT OF POLITICAL SCIENCE

I am a Master of Public Administration student at the Department of Political Science in the Kwame Nkrumah University of Science and Technology, Institute of Distance Learning. I am investigating the implementation challenges of the National Health Sanitation Day Policy in the Sekyere South District. This information is very pertinent to my study hence your identity will be kept confidential.

SECTION A: DEMOGRAPHIC DATA

Tick where appropriate

1. Indicate your gender

a. Male []

b. Female []

2. Age

a. 18- 25 years []

b. 26- 35 years []

c. 36- 45 years []

d. 46-70 years []

e. Above 70 years []

3. What is your level of education?

a. Primary-JHS []

b. Secondary []

- c. Vocational []
- d. Tertiary []
- e. No formal education []

4. Which category do you belong to?

- a. Administration []
- b. Assembly member []
- c. Traders/Artisans []
- d. Driver []
- e. Other (s), Specify.....

SECTION B: POLICY IMPLEMENTATION

4. What are the key challenges to the policy implementation?

- a. Ineffective organisational arrangements []
- b. Financing challenge []
- c. Human resource and management challenges []

5. Does the administrative staff have the resource competence to implement the policy initiative?

- a. Yes [] b. No []

6. Do you have a policy communication plan for the policy initiative?

- a. Yes [] b. No []

7. Were you contacted before the introduction of the National Health Sanitation Day Policy?

- a. Yes [] b. No []

8. Did you make input into the implementation process?

a. Yes ☐ b. No ☐

SECTION C: PERCEPTION

On the scale 1 to 5 where 1 is Strongly Disagree (SD), 2 is Disagree (D), 3 is Don't Know (DK), 4 is Agree (A) and 5 is Strongly Agree (SA): how would you assess the policy in relation to the statements? Tick where appropriate

9. The National Sanitation Day Policy is a worthy initiative by the government

Strongly Disagree ☐ Disagree ☐ Don't Know ☐ Agree (A) ☐

Strongly Agree ☐

10. The National Sanitation Day Policy has been fruitful in this District

Strongly Disagree ☐ Disagree ☐ Don't Know ☐ Agree (A) ☐ Strongly

Agree ☐

11. The Policy should be upheld to ensure cleanliness

Strongly Disagree ☐ Disagree ☐ Don't Know ☐ Agree (A) ☐ Strongly

Agree ☐

12. The National Sanitation Day Policy will help eradicate diseases such as cholera and malaria

Strongly Disagree ☐ Disagree ☐ Don't Know ☐ Agree (A) ☐ Strongly

Agree ☐

13. The Policy message is direct and clearly communicated

Strongly Disagree ☐ Disagree ☐ Don't Know ☐ Agree (A) ☐ Strongly

Agree ☐

14. The Inhabitants are encouraged to wholly participate in the policy through the delivery of logistics such as litter bins and the removal of waste once it has been collected

Strongly Disagree [] **Disagree** [] **Don't Know** [] **Agree (A)** [] **Strongly Agree** []

15. There was enough publicity and education on the policy

Strongly Disagree [] **Disagree** [] **Don't Know** [] **Agree (A)** [] **Strongly Agree** []

16. Enforcement of sanitation bye-laws will ensure proper sanitation practice in the district

Strongly Disagree [] **Disagree** [] **Don't Know** [] **Agree (A)** [] **Strongly Agree** []

SECTION D: BEHAVIOUR CHANGE

Tick where appropriate

17. Has the National Sanitation Day Policy made you aware of anything that you didn't know before?

a. Yes [] b. No []

18. What action have you taken after hearing the policy message?

- a. Changed my attitude towards proper sanitation practice []
- b. Changed my attitude and cultured others (proper sanitation practice) []
- c. No Change []
- d. Indifferent []
- e. Other (s), Specify.....

19. How have you by yourself been managing sanitation conditions after hearing the policy message?

- a. Clearing bushy areas []
- b. Desilting gutters []
- c. Proper disposal of waste []
- d. Not littering the streets []
- e. Defecating at the right places []

Other (s), specify.....

20. Have you heard of the National Health Sanitation Day Policy?

- a. Yes []
- b. No []

21. If you can remember, what does the policy message require you to do?

- a. To clean up surroundings []
- b. To not litter []
- c. To report/correct those who litter []
- d. Not Sure/don't remember []
- e. Other [state].....

22. Have you participated in any of the sanitation exercise as a result of the policy?

- a. Yes []
- b. No []

23. If No, why have you not participated in the exercise before?

- a. Not convinced about the message []
- b. Not sure the exercise will be sustainable []
- c. It is not my personal responsibility []

- d. Not had the time/opportunity []
- e. My choice/ It is not by force []
- f. No particular reason []
- g. Other, specify.....

24. Does the implementation policy affect sales?

- a. Yes []
- b. No []

25. How does the exercise ensure active participation?

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26. Must everybody be part of the sanitation day policy exercise?

- a. Yes []
- b. No []

27. What do you think should be done to people who exempt themselves from clean up exercises?

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28. How in your own way do you think people will be motivated to join in the sanitation campaign?

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29. What is your preferred frequency of the clean up exercise?

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30. How in your own way do you think people will be motivated to join in the sanitation campaign?

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31. Were you contacted before the introduction of the National Health Sanitation Day Policy?

a. Yes [] b. No []

32. Did you make input into the implementation process?

a. Yes [] b. No []

