



RESEARCH ARTICLE

PUBLIC ADMINISTRATION ROLE IN PUBLIC POLICY MAKING AND IMPLEMENTATION IN GHANA, WEST AFRICA

^{1,*}IbnAli Issah Kulo, ²Sumolu F. Jabateh, ³Usman Paul

¹School of public finance and public Administration (IMPA), Jiangxi University of Finance and Economics, Institution, Jiangxi University of Finance and Economics, P.R. of China

²School of economics, Jiangxi University of finance and economics, Institution, Jiangxi University of Finance and Economics, P.R. of China

³School of public finance and Public administration, Jiangxi University of finance and economics, Institution, Jiangxi University of Finance and Economics, P.R. of China

ARTICLE INFO

Article History:

Received 30th July, 2020
Received in revised form
26th August, 2020
Accepted 24th September, 2020
Published online 30th October, 2020

Keywords:

Ghana, Administration, Implementation, Modern, Public, Public Policy, Role, variables.

*Corresponding author:

ABSTRACT

Based on a desk, this paper fit to Public administration roles in public policy making and implementation in Ghana. It discusses the participations of Public administration in policy making and implementation and the challenges faced as well. The study also mapped its investigation on empirical literature review that principally focused on the processes, actors, context of participation, among others. The analysis of the role the public administration of Ghana plays, as a democratic state was drawn paying attention to the three variables such as actors, process and context as well as outcomes makes Ghana Public administration possible to understand the multiple dimension of knowledge, beliefs, and power, as well as meaning and values that they frame the public policy making and implementation in Ghana. Recommendations were outlined at the end of the study encompassing accountability and transparency so as to avail the vacuum for policies to be participatory and inclusive in Ghana Modern Administration.

INTRODUCTION

Public administration provides numerous services to the public and serves their interests in many diverse ways. It ensures the security and protection of life and property of the members of society by maintaining proper law and order. It is the Public administration that translates political intentions expressed in policies in to public purposes. The day to day function of government and economic, cultural and political development of society as well as national defense and the conduct of external affairs depend on the Public administration system. This is the domain of administration, in which services are delivered, taxes collected, and laws enforced (Bridgman and Davis, 22004:15). A government stand or falls on its policy choices. Characteristically this implies depending on bureaucrats or contractors who work for government. The work of public servant is driven by the policy priorities of the government day to day activities of the government of the day (Bridgman and Davis, 22004). The term Public administration in this article refers to the higher and lower echelons of the public services of Ghana listed under chapter 14 of the 1992 constitution. According to the constitution, public services of Ghana shall include:

-) Civil Service; Judicial service; Audit services; Education services; prison services; parliamentary services; health services; statistical services; national fire services; customs; exercise and preventive service; internal revenue service; policy services; immigration services; legal services;
-) Public corporation other than those set up for commercial ventures;
-) Public corporation established by this constitution; and
-) Such other public services as parliament may by law prescribe (Ghana, Republic of 1992).

Accordingly, the word Public administration includes personnel of these public services and bureaucrats as well as chief directors- the administrative head of government ministries who are appointed by the president with the advice of the public service commission. It is against this backdrop that, this article based on a desk study makes a contribution to the debate over the Public administration role and public policy making and implantation in Ghana. Ghana in the last two decades became the young African country leading in a good public policy implementation with stable constitutional democracy. Ghana constitutional rule arguably democratizes

the public policy – making process by guaranteeing the participation of all stakeholders in all the processes of development. The paper aimed to analyze the role of the Ghanaian Modern Public administration role in public policy making and its implementation. The study was mapped on the review of empirical literature case studies.

Public Administration

The term Public administration comes from Latin word administer are, which means to serve, or to attend to someone's needs. To qualify this administration is determined action taken in pursuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources aimed at making those happen which one wants to happen. (Marx). Administration is the organizing and maintaining human and fiscal resources to attain a group's goals. (Fredrick K. Lane). Public refers to something that have to do with general, common and national interest. To combine public and administration, it is the public leadership of public affairs directly responsible for executive action in a democracy (Paul H. Appleby 1947). The concept of Public administration provides some background which encompasses administration and the public. The two terms administration and people become the cornerstone in the field of Public administration, the critical phase of Public administration is to grow and developed in to a cooperative approach between the administrative institution and the public. This cooperative is usually defined and based on a common vision. From the above, the analysis of Public administration. It could be deduced that Public administration puts an obligation on the official to serve the public.

Hence, a bureaucrat within a department or public agency is obliged to discharging his or her responsibilities in ensuring that services are provided to the society. Thus, Public administration serves the public and is part of or is related to government. The analysis of the term Public administration provides a general application of the term public to function of administrative means that administration is not concealed, it is open to all, it is the opposite of the private administration and affects society. Contextually, the above notion implies that the Public administration relationship is brought about by the fact that the public in practice has to do with the delivering of services to people through the performance of administrative functions. Human as we are, we are behavioral animals and so, individuals ought to undergo a constant scrutiny in as much as recruitment and selection process are not frowned upon in seeking for the best candidates for catapulting an organizational performance and effectiveness. This therefore implies that, once the issue of Public administration is mention, the focus is on the people and their responsibilities as humans where they can change at any given point in time in as much as discharging duties are concern.

The two words public and Public administration cannot be especially dealing with matters of governance, like accountability, transparency, responsibility and the rule of law. Administration is broad and has a combination of theories and practices designed to promote an understanding of government and its relationship with the society. It also has to encourage the formulation of public policies to be more responsive to social needs and institute managerial practices on the part of the public organization that are substantially attuned to effectiveness, efficiency, and increasingly, the deeper human

requisites of the citizenry of Ghana. As one of the scholar and author John McDonald Piffiner wrote, Public administration consist of getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish their set tasks, managing, directory and supervising the activities of thousands, even millions of workers so that some order and efficiency can result from their efforts. Different authors within different contexts constantly raise the theory versus practice relationship. Within this context, the theory- practice relationship in particular, there is an indication of the importance of theory as one of the components within the Public administration discourse. However, what is most essential is the fact that Public administration is not an end in itself because theory plays a very important role in building and nurturing Public administration and provides a basis to apply in practice. From this perspective, Public administration establishes a bond between the society, public policy and government as key players by using structures and processes accurately. Therefore, Public administration without people's involvement in public administration policy formulation and implementation, and the government's use of its structures and processes, is a fallacy. Public administration is influence by external conditions and also influences societies by solving present and future problems. To add, Public administration is determined by both objective societal elements, and the subjectivity of Public administration. In practice, it is stated that interest groups and other stated that interest groups and other external forces could influence Public administrators themselves influential both in policy making and in institutional changes in the analysis of the scope and meaning of public administration, that wherever people associate for common purpose, the problem of public administration present itself.

The two authors: Imaurice Enguelegueele 2002, the analysis of public policies in the countries of sub Saharan Africa. The contributions of the notion of reference and the concept of mediation, in political Africa, Paris, Karthala, P 233-353; Dominitue Darbon, 2004, can we read politics Africa in Africa via public policies? In Alessandro Triuizi and Maria Cristina Ercolessi (eds), State power and new political Actors in postcolonial Africa, Milan, Feltrinelli. The 2001 delivery of Africa political dedicated to "Reforms of African states", Paris Karthala study center of black Africa, 285 P; Dominitue Darbon, 2003, a Reforming or reforming the projected administrations of Africa? French Review of Public Administration Pp. 105-106, P. 135-152; Jeffery Herbet, 2000, State and power in Africa comparative lessons in Authority and control, Princeton, Princeton university press: Dele Oluwu 2002, introduction to new public management: An African Reform Paradigm? African development vol.xvii, nos 3-4, P 1-16, Special issue "state needs"; African policy, 1996, No 61. Further comment that the execution of agreed policies is a necessary responsibility of all institutional activities. Furthermore, it takes a joint effort to deliver services to people under a government mandate. Public administration involves the coordination of all organized activities, having as its purpose the implementation of public policy. The coordination of organized activities are common to all administrative endeavors in to private and public policy as key factors within this understanding of Public administration. Human cooperation and Joint effort are seen as critical in implementing government policies in particular. In this context

Public administration should be geared towards serving the public by implementing public policies through an organized and skillful administrative arm. Most importantly, is the fact that the implementation of public policy for service delivery purpose should be a joint effort between the public and the government? Public administrators should make sure that the goals of the state are accomplished through the provision of services to people. However, the provision of services is the ability of management to apply public service prescription efficiently and correctly. More so, to make sure that public administration achieves governmental goals, elements of good governance must be in place, such as accountability, transparency, responsibility and the rule of law in some cases, Public administration is synonymously with public policy, public service, and government administration. His analysis of Public administration as opposed to public policy could be based on the fact that Public administration in practice is entrenched within public policy formulation and its management, structuring and policy interventions by the restructuring of the public service in order to deliver services efficiently and effectively to the public. Addition to that, Public administration ensures that government structures are structured properly and according to the legal framework to obtain and maintain good governance. In his analysis, he said public administration is very much constitutional activity. This confirm that constitution becomes critical in ensuring that government system and organs of state functioning properly in order to ensure that governance is supported by strong and skillful managers. Therefore, Public administration within a multidimensional approach, seeks to ensure that the roles of state and government are fulfilled. It is also essential that a government and its citizenry respect and abide by its constitution.

Ghana under the constitutional government, the constitution of Ghana was adopted and approved at the referendum held on April 28, 1992 and promulgated by the constitution of the fourth republic of Ghana under the 1992 constitution. It was last amended in 1996 by the constitution of the republic of Ghana by amendment act 1996. In this context, government officials have to ensure that, the ethics, economic and efficient use of resources and departmental public administration crafted in the constitution are upheld, such as the socioeconomic lives of people like land, housing, education and health are also upheld. At the same time the public must be respected. Supremacy of the law was an important change because it insisted that the law binds both the rulers and the ruled. With this argument, the government and the public servants should serve the public with dignity and respect. The managers and other public servants should respect the other public servants in government shall respect and adhere to the provision of constitution under legal measures leading to the government capacity building and improve public sector performance.

Administrative Responsibility in Ghana: The administrative responsibility of Ghana applies to both the individual and a political system. Ghana in its transformation in to a solid democratic state in West Africa provides elements of administrative responsibility that have an ethical tone and clarifies the role of public servants in a democratic state as follows: Neutrality: Neutrality is always a debatable concept in Public administration because it is by definition of political action. Base on some connotations, neutrality means that officials should apply rules and regulations impartially when

serving members of the public regardless of personal, ethnic, racial or any other considerations that have explicitly declared irrelevant in a given democratic state. The idea of neutrality emphasizes the essential aspect of Public administration, namely that it involves the enabling action required so that a public service can be rendered to the relevant individuals, community and society without discrimination, unless under politically determined circumstances, for example, preferential treatment of a historically disadvantaged group, preferential treatment of historically disadvantage group. Openness: Open governance is associated with the notion of transparency. It promotes the feeling among society that the public service is not unduly secretive, that the true basis of democracy requires access to vital information on crucial decisions, actions and inactions of the public servants. An example is a member of the public who wants to know from the public who wants to know from the public servants on the basis of why his application for a passport is delayed or denied or the existing one withdrawn. Authority: The situation where an individual administration of departmental agency is authorized to act on behaves of the state. He strongly emphasizes that it would be ultra vires, example, for one to sign documents that he or she has not been authorized to do, or a government agency to undertake a Programme unsanctioned by those competent to do so.

Accountability: Accountability implies answer- ability to several levels of control as well as one's conscience. For example, Public administrators are not only answerable to hierarchical superior in the public service or to government executives (ministers) to the legislature, but also to subordinates. They are also accountable to the public and answerable to the moral conscience, Administrative responsibility in a democratic state involves personal judgement or the discretion of officials is allowed to exercise.

Virtue: It is an ideal that public officials must have morals at all times. An offer of employment in the service is regarded as a form of public trust requiring that officials to be committed to principles, morally attuned, trustworthy, honesty reliable and dependable. Moral integrity is expected by the officials to be exhibited.

Ghana's Public Administrative Action Analyses: The analysis of Public action in Ghana is that, it reinforces the overcoming of the conception of the country as an enterprise of domination characterized by its efforts to impose a global order of politics by replacing it with a perspective focused on its outcomes, that is, its ability and efficiency to solve problems in a changing environment in which the dilemma of the government is to be simultaneously.

-) Responsive such as aware of problems as well as expectations and their international partners
-) Accountable: government should be accountable to account for their action, which supposes that they know what they are doing and what are the results
-) Problem-solving: They must be able to produce or co-produce effective solution.

The 1992 constitution of Ghana and Public administration are totally democratized which lead democratized the public policy making process by guaranteeing the participation of all stakeholders in all the process of development. The stakeholders in public policies making process, implementation and its importance in Ghana during the past

decade, many major national events were organized to promote and sensitize public engagement in policy making with a long vision of the development of Ghana by 2020. Ghana vision 2020 which was presented in parliament by the then president Jerry John Rawlings recognized two important extremely facts:

- J) The only means by which the country resources can be used efficiently to achieve rapid economic growth while maintaining the integrity of the environment hinges on the integration science and technology in the various programs.
- J) Decentralization of Ghana's public administration system to districts level which make it possible for districts to take responsibility for their developmental programs and resources in line with the vision 2020 programme. The vision 2020 document envisaged the use of science and technology to rapidly address Ghana's development to improve the quality of life for all, at the same time maintaining the integrity of the environment.

Therefore, it is not enough to know that opportunities for participation are now being made available in Ghana. Most interesting to know is the role of Public administration that has been analyzed above and the genuineness and effectiveness of participation. The genuineness and effectiveness of indicators that measured the extent of quality and legitimacy, as well as the impact of participation. The indicators of measurement on the participation including depth, quality and legitimacy as well as impact raise important questions about participating initiative in Ghana:

- J) Who and to what extent can participate in policy making?
- J) What participatory tools and techniques are employed?
- J) What are the skills, competence and expertise level of participants?
- J) What are the challenges to citizen's participation in policy making in Ghana and how can they be resolved?
- J) Do participants feel that their Input is taken and their contributions shape policy decisions?

Public administration should seek the answers of the above questions because public participation in representative democracies is meant to supplement, not replace, representative governance. Therefore, the population do not have authority over policy decisions and essentially perform an advisory role with the exception of binding referendums, which is often an exceptional case rarely employed in Ghana. The problem of participation is not so much the number of persons reached, but the quality of the deliberations they bring in to and the credibility of the consultations. Accordingly, in assessing participation, it is important to critically examine both process and outcome. Process should refer to citizens having a clear opportunity to provide space for their input, the participatory tools used and the information made available as well as the feedback provided. The outcomes mean the end result new or revised policies that reflect, to some degree, citizen impact. In this paper, the quality of participation and the influence of stakeholders on policy decisions are core areas of analysis for which participation might meant.

Policy making process in modern ghana public administration: There have been several analyses undertaken to the policy implementation in Ghana and among them was the study to implement the Ghana vision 2020, which sought to use the country's resources to achieve rapid economic growth

while maintaining the integrity of the environment hinges on the integration of science and technology in the various programmes. The decentralization of Ghana's Public administration system to the district level will make it possible for districts to take responsibility for their development programmes. The vision 2020 sought to use science and technology to rapidly address Ghana's development to improve the quality of life for all, at the same time maintaining the integrity of the environment. Immediately there was change of government in the year 2000, the policy of vision 2020 was abundant.

It concludes that although there is gradual shift to participatory decision making has occurred and improved policy processes and outcomes, it is bedeviled by several structural challenges that place premium on elite preferences to the neglect of those of unorganized and marginalized rural folk. These findings leave important question marks surrounding some of the fundamentals of good governance. The reforms undergone from the military regime under the former president Jerry John Rawlings have seen so many change of policy making in Ghana. The military rule that ended in 1992, saw the improvement of policy making in Ghana. The 1992 constitution that was upheld at the referendum gave guide as to how the public sector should work. From 1992-2000 was the fourth republic under the constitution rule of Ghana under former president Jerry John Rawlings and ended his tenure in 2000 where a new political party took over the reign Of government from him. Some policies were changed and some even abandoned since the capitalists and the socialists have different ideologies. The change of policies included the vision 2020 which was presented in parliament by the then president Jerry John Rawlings in parliament but was abandoned by his successor J.A. Kuffour. The Ghana vision 2020 was one of the policies that was to bring strong development and environmental changes in the country. The one party and the military regime periods (1957-1992) which was characterized by the policy making setting in Ghana in this period as a "close circuit network" of politicians and senior bureaucrats, with technical assistance sought from multilateral and bilateral donors.

Conclusion reaches that, Ghana current Public administration dealing with effectiveness of public policies implementation process with the participation and consideration of all stakeholder viewpoints. Public opinions were not seen as a resource but rather as a source of potential problems to be avoided or on occasions to be neutralized for political expediency. The democratic governments installed for the periods of 1960-1962 and second 1969-1972 and third were 1979-1981 were either unable or unwilling to open up the political space that permitted citizens to engage in public affairs. All these researchers had approved Ghana modern public administration efficiency and the effectiveness and the role played in public policy making while criticized the one party and military regime periods from, 1966-1969 and another one from 1972-1979. Some of the various issues relating to bureaucracy and sketch are various issues relating to bureaucracy and phenomena in Public administration such as management and leadership, governance, decision making, political and administrative interface, ethics and administrative responsibility.

There is also the need to understand Public administration and its boundaries properly, because, through its nature is different from the private or business.

Administration. It is against the background that, public administration has to be discussed so that its role is as well as practices in public organization, public service in particular are well understood. Public administration is very broad and as at now it has no specific definition or meaning because it has a combination of theories and practices to promote understanding of government and its relationship with society or community in which one lived. Authors from different parts of the world within different contextual constantly raise the theory versus practice relationship essence of theory as one the components with Public administration structure and provides a basis to apply in practice.

However, what is most important is the fact that, Public administration is not an end because theory plays a very vital role in building and nurturing public administration. With the above analysis of Public administration, it is defined as the system of structures and process, operating within a particular society as environment with the objective of facilitating for formulation of appropriate government policy, and the efficient execution of government formulated policies. With this Public administration establishes a bond between the society, public policy and government as a key player by using structures and processes, is a fallacy. Public administration is determined by objective societal elements, and the objectivity of Public administration. Just to add, Public administration is influenced by external conditions and also influences societies by sourcing present and future problems. Internet groups and other external forces could influence Public administration. Public Administrators also become influential both in policy making and institutional changes as a result of this. Policy implementation can be defined as the implementation and management of government policies, based on expert analysis and the resolution of specific issues that generally have a far reaching impact on the citizens who live under the government in question. A rational approach can be taken when one example of this was in the united states in 1980's, while president Reagan was in the white House, and later during the first decade of the 21st century, under the George W. Bush administration. The goal of public policy cannot be separated entirely from its source. Both the state or government and public policy help meet both societal needs and obligations. Implementation research objectives can be described as both analytical reconstruction of the implementation process and the study of efficacy as well as prescriptive. It would therefore be useful to evaluate the possible gap that exist between initial objectives and eventual results achieved, which would elucidate some challenges faced by policy makers in implementing policy. A closer examination of this approach reveals the condition which policy makers rely on to ensure that objectives are achieved. Public policy making process is ongoing messy and generally without a general definitive beginning or end, political science. Ghana policy implementation however involved

Six (6) phases as follows:

-) Public Policy Agenda setting in Ghana context. As the first phase in the cycle, agenda setting helps Ghana Public administration who play the role as policy makers to decide which problems to address. Suggested topics for discussing go through several types of agendas before these individuals may move them forward. Among them include:
 -) Systemic Agenda
 -) Institutional agenda and

Discretionary agenda

) Policy phase formation in Ghana context. In Ghana Policy formation, solutions to problem are shaped and argued. This phase is characterized by intense negotiation between parties, leaders, bureaus and other fight for their own needs and desires; often in opposition to one must include budgetary issues, personal, political constraints, or the protection of certain existing programs. Ghana public policy is formed by the act of bargaining than by any other means.

) Public policy legitimation in Ghana context. Legitimacy means that the public considers the government action, to be legal and authoritative. To gain legitimacy in Ghana, a public policy must be moved through the legislative process, when this happened. It is considered the law of the land and can be implemented as such. The legitimacy of a policy is only as good as the willingness of citizens to accept it. It is therefore possible for people to reject a policy if they view the policy maker's behavior or the legislation itself as unacceptable in some way(s).

) Public policy implementation in Ghana context: This put Ghana policies into action. Responsibility passes from policy makers to policy implementers, and the policies may again develop further while this happen. Whether a policy succeeds can always be traced back to this phase: a well written policy with poor implementation can end in failure.

) Evaluation: public policy evaluation context. Ghana policy makers often conduct evaluations to determine if the policies they created are effective in achieving the goals. To determine this, the following questions are answered which are applied in the context of the specific public policy:

) How to evaluate

) How to measure

) How to navigate between the efficiency of a policy and its effectiveness.

) Evaluation may occur either during the implementation or after the policy in question is finished.

) Public policy maintenance, succession or termination in Ghana context: once implemented, policies in Ghana are periodically gauged for their relevancy and use. This may result in their continuation, amendment or termination. These incidences often occur due to policy makers shifting goals, values, beliefs, or priorities.

Ghana Public Policies Implementation Challenges: Ghana is the beacon of democracy in the whole of West Africa with good political stability which led to the smooth implementation of some policies such as those cited above, the country still suffering of some challenges in public policies implementation.

While approving the greatness evolution of Ghana government policy implementation success added that the situation is far from satisfactory because marginalized and unorganized groups still suffer alienation. Also, we ate some major challenges in the what we called the free senior high system in Ghana include: The cooperation between Ghana education services and the staff of various senior high school authorities and the government is haphazardly implemented which causes the double track system in Ghana Senior high schools where some students are in school for one month and go back to stay home for two or three months before going back to school (GREEN AND GOLD TRACK).

Table 1. Some Public Polices in Ghana

Policy	Start date	End year
Health Sector Medium Term Development Plan	2014	2017
National Nutrition Policy	2014	2017
Strategy for the Management, Prevention and Control of Chronic Non-Communicable Diseases in Ghana	2012	2016
Health Sector Medium Term Plan	2010	2013
Medium-Term Development Policy Framework, Ghana Shared Growth and Development Agenda (GSGDA)	2010	2013
Child Health Policy	2007	2015
Infant and Young Child Feeding Strategy for Ghana	2007	---
National Health Policy: Creating Wealth Through Health	2007	2011
Under Five's Child Health Policy	2007	2015
Creating Wealth through Health	2007	2015
Growth and Poverty Reduction Strategy (GPRSII)	2006	2009
Imagine Ghana Free of Malnutrition	2005	---
Integrated Anemia Control Strategy	2003	---
Labour Act	2003	---
National Reproductive Health Service Policy and Standards	2003	---
Breastfeeding Promotion Regulations 2000, LI1667	2000	---
Vitamin A Policy	1998	---
Breastfeeding Promotion Regulations	1995	---
Food and Drug Law and Amendments:Universal Salt Iodisation	1995	---
National Plan of Action on Food and Nutrition	1995	2000
Food and Drugs Act. 199	1992	---
Food and Agriculture Sector Development Policy	---	---
Regenerative health and nutrition-program	---	---

Source; world Health organization(WHO)

SOME EDUCATION POLICIES IN GHANA

Policy	Year
Free technical\vocational education(TVET)	2017-DATE
Freesenior high school(SHS)	2017 – date
Educational StrategicPlan	2010 – 2020
Education act 778	2000
Millennium development goals	2008 – 2015
Universal free compulsory basic education	1992 – date
Ghana school feeding program	2004 – date

source; ghana education service

Whiles others of the same batch are in school others are in the house waiting for them to come before they will also go. It is making the general educational system in Ghana unstable and no direction as to the systems put in place. Founding of the free senior high school has become a problem since all senior high schools in Ghana are now free for every student in the senior high school, and also accommodation has now become a serious problem in the various senior high schools causing the double track system in the schools. Some challenges include; 1. poor leadership 2. politically implemented 3. lack of funds 4. lack of infrastructure etc. Some other major challenges are the National health insurance scheme (NHIS) in Ghana. The scheme and other health care providers is poorly managed which cause the falsified insurance authority making the scheme owe several months to the service providers. More so, a poor administrative structure for care progression was also identified. That only half of highly educated health personnel received in service training session. Most of the job descriptions are also too routine, breeding laziness and unnecessary conversations at the offices. As a result, leading to poor customer service even in the preparation of identity cards (ID) for subscribers. Also delay in the renewal of card as some customers complained of having to wait for six or seven months for renewal. The study also concluded the following as some of the challenges that the implementation of the NHIS faced. Among them are

-) Cash flow delay from the health insurance authority

-) Lack of capacity to procure essential drug and non-drug consumables
-) Limited space within the hospitals to cope with increasing numbers of service demands.
-) The following are other implementation problems of the NHIS such as
 -) Poor leadership
 -) Corruption
 -) Lack of consensus
 -) Rapidity and politicization of implementation
 -) Lack of participation
 -) Poor sense of direction
 -) Weakened checks and balances.

Researchers while approving the effective efforts of Ghana public administration in health policies implementation argued that the health policy is an authoritative statement of intent probably adopted by government on behalf of the public with the aim of altering for better the health and welfare of population.

Conclusion

This article has set out to show Public administration role in public policy making and implementation with the return to constitutional rule in Ghana in 1993. It is found that there has been growing politicization of public policy making and implementation and that this is not new it has been there since independence in 1957. Bureaucracy in Ghana is as a corps of appointed officials with the very constitutional democracy in the sense of modern government cannot operate or maintain service delivery without an efficient administration but a combination of the two, a working balance between them, in sort it is a question of a responsible bureaucracy. Ghana Public administration has set an administrative agency competent in each specific field, which is being responsible for formulating as well as executing public policy. Ghana Public administrative hierarchies have a profound influence on policy formulation, especially on the exercise of the discretionary powers allowed in everyday operations, processing, and developing of specific proposals for legislative consideration. In all Ghana, public administration in policymaking and implementation has seen great and tremendous move from the military to the democratic rule in 1993. In line with the author's remarks and conclusion, Ghana modern public administration had learnt from the public policy implementation failed in the military rule where only the governing selected group made public policies. The modern Public administration in Ghana is aware that in the long run a policy that does not have support of the people will never survive and be brought to the political agenda. Ghana Public Administrative influence through their participation into Ghana public policy implementation that leading to the effectiveness and efficiency. Transparency and accountability to a large extent can be ensured by making policies participatory and inclusive in Ghana Modern Administration. Bye and large public administration in Ghana has seen a tremendous change but still need more improvement.

REFFRENCES

International Journal of Recent Advances in Multidisciplinary Research
 or Reality in Ghana? Journal of Politics and Policy
 Abdulai M. 2015. Ghana's policy making: from elitism and exclusion to participation and
 Agyepong and Adjei. (2007), "Socio-Economic Transformation in Ghana: Comparative Analysis of Approaches to Development

- in the Nkrumah and Rawlings Years" in *Research Review*, Vol. 27, Issue 1
- Agyepong, I. A., Bruce, E. S., & Narh-Bana, S. (2006). *Making Health Insurance Equitable and Pro-Poor Financing Mechanism in Ghana: Some Reflections*. Ghana: Medical Education Resources Africa (MERA).
- Amoako T. and Bartholemew A., (2008) *Poverty reduction in action: Perspective and lesson from Ghana*.
- Aphu E. S., & Smile P. G., (2015) *International Journal of Engineering, Management & Sciences (IJEMS) ISSN-2348-3733, Volume-2, Issue-6, Public Policy Making Issues in the Perspectives of Universal and Academic Discipline*
- Aphu E. S., 2018. *Advances in Social Sciences Research Journal-Vol.5, No.5*
- Aphu E. S., 2018. *Journal of Public Administration and Governance ISSN 2161-7104 2018, Vol. 8, No. 3.*
- Aphu E. S., et al, (2015) *Public Finance and the Responsible Factors Coupled with Public Expenditure: Ghana as the Focus. Journal of Economics and Sustainable Development. ISSN 2222-1700, ISSN 2222-2855. Vol.6, No.20.*
- Aphu E. S., *International Journal of Recent Advances in Multidisciplinary Research Vol. 05, Issue 05, pp.3830-3834, May, 2018.*
- Aphu E. S. 2018. *Journal of public policy and administration, the role of public administration encapsulating public policy making and implementation. vol 1.2, no 2,2018, pp.11-19 doi*
- Claude T., (1996), *Les politiques publiques, dans Traité de science politique, sous la dir. de Madeleine Grawitz.*
- Coetzee (1988), *Public administration - a South African introductory perspective.*
- Dimock, M. E. (1937). *Modern politics and administration*. New York: American Book Company. Google Scholar.
- Douglas E. Ashford (dir.), 1978, *Comparing Public Policies*. New Concepts and Methods, Beverly Hills, Sage; Wayne Parsons, Fox, W; Schwella, E. & Wissink, H. 1991. *Public Management*. Kenwyn, Cape Town: Juta and Co
- Frempong, K. D. (2007), *Constitution-making and Constitutional Rule in Ghana*, Paper presented at the Ghana Golden Jubilee Colloquium, University of Ghana, 1-2 March.
- Gaus, J. M. (1936). *American society and public administration*. In J. M. Gaus, L. D. White, & M. E. Dimock (Eds.), *The frontiers of public administration*. Chicago: University of Illinois Press.
- Gerard W., (2000), *Inequalities and Public Policies in Africa. Plurality of standards and acting*, Paris, Karthala, Research Institute for Development.
- Goran H., (1999), "Rethinking the Study of African Politics", in *Governance and Democratization in West Africa*, eds
- Gortner, H., (1981) *Administration in the public sector / Harold F. Gortner*. National Libraries Australia.
- Gyimah B. 2010, *International Public Management Review Vol. 16, Issue. 1, 2015 www. ipmr. net.*
- Hanekom and Thornhill (1983), *Public administration in contemporary society: a South African perspective*, National Libraries of Australia.
- IDEG (Institute for Democratic Governance) (2007), *Ghana, Democracy and Political Participation: A Review*. Open Society Initiative of West Africa, Johannesburg.
- Jean B., (1989), *The State in Africa. The politics of the belly*, Paris, Fayard;
- Jean M., (1991), *Black African States. Training, mechanisms and crises*, Paris.
- Jean-François B., Stephen E. and Beatrice H., (1997), *The Criminalization of the State in Africa*, Brussels, Complex, "International Space" collection.
- Joseph Ayee 2013. *International journal of public administration, public Administration under democratic governance in Ghana*, ISSN ;0190-0692 Print\1532-4265 online, doi 10.108001900692, 2013
- Jun, J. S. 1986. *Public administration: Design and problem solving*. New York: Macmillan Publishing Company.
- Kuyini Mohammed abdulai 2017. *Journal of public administration, finance and law, university of Ghana legon department of political science, public administration theory are practice. Are there congruent in Ghana*
- Lee, K., & Mills, A. (1982) "Policy Making and Planning in the Health Sector" . London and Sydney: Croom Helm.
- Luc S. (2002), *The State elsewhere: between hard core and empty box*, Paris, Economica.
- Lungu, G. F. (1997). *Public Administration notes*. Bellville: University of the Western Cape.
- Lungu, G. F. (1997). *Towards a redefinition of administrative responsibility in a democratic South Africa: Inaugural Lecture*. Bellville: University of the Western Cape.
- Maurice E. 2002. "The analysis of public policies in the countries of sub-Saharan Africa. The contributions of the notion of reference and the concept of mediation ", in *Political Africa*, Paris, Karthala, p. 233-253
- Nicolas and Philippe Sc. (2013), "Grounding with the People: Participatory Policy Making in the Context of Constitution review in Ghana" in *Journal of Politics and Law*, Vol. 6, No.1, pp. 99-110.
- Ohemeng F. (2005), *Civil Society and Policy Making in Developing Countries: Assessing the Impact of Think Tanks on Policy Outcomes in Ghana*. *Journal of Asian and African Study*.
- Oluwu D., Adebayo W. and Kayode S., (2004) *Council for the Development of Social Science Research in Africa*, Dakar, p. 9 ff.; Léonora Angeles, "New Issues, New Perspectives: Implications for International Development Studies," *Canadian Journal of Development Studies*, Vol. 25, No. 1
- Perry, J. L. (1989). *Making policy by trial and error: merit pay in the federal service*. *Policy Studies Journal*, 17 (2), 389-405.
- Phillips S. and Orsini M. (2002) *Mapping the Links: Citizen Involvement in Policy Processes*, Canadian Policy Research Networks Inc.
- Sakyi, E. K., Atinga F. A., & Adzei M. (2012). *Managerial Problems of Hospitals under Ghana's National Health Insurance Scheme*.
- Shafritz and Hyde (1992), *Classics of Public Administration (Brooks/Colo series in public administration) ISBN: 9780534173104.*
- Susan B. (Island Press, 1998). *Understanding environmental administration and law provides an engaging, introductory overview of environmental policy 3rd edition.*
- Theodoulou, Stella Z. and Chris K. (2004). *The Art of the Game: Understanding Policy Making*. Thomson Wadsworth.
- Vordzogbe, S. D. and Caiquo, B. and. (2001), *Report on Status Review of National Strategies for Sustainable Development in Ghana*, IIED, London.
- Wahab, H. (2008). "Universal healthcare coverage: assessing the implementation of Ghana's NHIS Law. Paper Prepared for the Workshop in Political Theory and Policy Analysis Mini Conference, Indiana University, Bloomington, April 26-28
- Waldo, D. (1968)." Scope of the Theory of Public Administration." In Charlesworth.
- Woodford M. and Preston S. (2011). *Strengthening Citizen Participation in Public Policy-Making: A Canadian Perspective*
- Yehezkel Dror, (1989), *Public Policymaking Reexamined*, New Brunswick: Transaction Publisher, pp. 132-141.