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Governance Impact for Sport Development:

A Case Study of the Ministry
of Sports and Leisure of Togo

스포츠 개발을 둘러싼 거버넌스의 효과
: 토고 스포츠레저부 사례를 중심으로

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Abstract

Governance Impact for Sport Development

**A Case Study of the Ministry
of Sports and Leisure of Togo**

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Promoting the development of sport in developing countries can play an important part for the overall development of those countries in various ways. Nowadays, the contribution of sport for social, economic, touristic development, well-being of population is acknowledged and proven by many researchers around the world.

Having said that, it is important to integrate sport in development matters in developing countries. Public institutions such as the ministries in charge of sports in those countries have a great responsibility in this regard. As public organizations that implement the government's politics of sport,

they should take the lead in elaborating the vision, the right policies and programs that contribute progressively to the establishment of a strong sport system which emphasizes on people's participation in sport not neglecting also the development of elite sport. This requires the continuous development of sports facilities and the provision of legal arrangements to open up a real sport market. All these responsibilities confront decisions makers within the ministries in charge of sports to the crucial issue of expertise in various fields. The lack of expertise explains why the governance within those ministries fails to impact significantly the development of sport. It is high time now to go for a governance that produces results and impacts significantly the development of sport. This research which focuses on the Ministry of Sports and Leisure of Togo is an investigation about the governance within that institution. It provides also an insight about the problems encountered for the development of sport in Togo.

Our analysis of the governance finds out some strengths such as the good mission statement, the good rule of law, the good organizational structure and the culture of debate and discussion on issues within the ministry. As for the limitations, we noticed the poor compliance to the rules, the serious lack of internal accountability, the lack of initiatives and strategic planning when it comes to the elaboration of policies and programs to tackle issues, a

governance and the poor relationship with stakeholders.

As for the problems encountered for sport development, we have come to realize the lack of a real political will to promote sport, the poor governance within the Ministry of Sports and Leisure, the limitations of human resources regarding the conceptual works within the sport organization, the poor collaboration between the ministry and the stakeholders and finally the poor governance and conflict of interest within the sport federations.

Keywords : Sport organizations, Sport development, Governance

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List of Acronyms

MSLT	Ministry of Sports and Leisure of Togo
SD	Sport Development
SL	Sport and Leisure

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Chapter 1. Introduction

1.1. Background

The rapid growth of sports nowadays had led organizations involved to adopt strategies to face the new trends that are going on in a field which has become the center of interest of various stakeholders. The International Olympic Committee and the international sport federations set up rules and find out the ways to organize more successful mega sports events. They support sport development through many programs around the world. At the same time, the National Governing Bodies, the Ministries in charge of sports, National Sport Federations, Sports Councils, National Olympic Committees and other local sports organizations often collaborate at the level of each state to organize sport's activities for the benefit of athletes pursuing professional career in sport or for individuals practicing sport for other purposes. Whether it is viewed on an international or national perspective, sport organizations deal also with Medias and sponsors whose influence is going increasing in a field of sport which has become a big market place where various stakeholders involved develop innovative strategies in order to survive in such a competitive environment.

Strategies are then part of the whole system of administration employed by each sport organization to achieve its goals. We properly name that

governance. To use a metaphor, governance is for a biker the good use of his abilities to conduct his bike successfully from a place A to another place B. This may implies for the biker to avoid on his way some obstacles or to deal with unexpected situations. Likewise, the governance in sport organizations is the management of various situations to finally achieve predefined goals. The distribution of power, authority and also the legitimacy for decision-making within an organization are also underlined as some important features of governance (Garcia, 2014). This definition shows that governance is to be considered as a whole process that includes the establishment of policies and the continuous monitoring of their proper implementation¹.

The governance within a sport organization is then viewed as a good one when it leads the organization achieve effectively its goals. Moreover the quality of governance is assessed not only by considering the achieved goals but also the observance of rules at every single stage of the whole process of governance. Some researchers even emphasize on the principle of efficiency as a fundamental criteria when assessing the quality of the governance.

¹ Online definition from <http://www.businessdictionary.com/definition/governance.html>

Governance is assessed as an efficient one when it follows a process which uses the lowest amount of inputs to create the greatest amount of outputs.²

Even though all the approaches and findings on good governance are meaningful, it is important, while analyzing the governance within a sport organization, to take into consideration its own realities. One should consider several questions in this regard. Is the organization a national or an international organization with sufficient or insufficient financial resources? Does it have well qualified or less qualified human resources? Is it a non-profit sport organization? In which environment the organization is developing its action in terms of policies, relation with other stakeholders, do the governmental authorities of the country view sport as a major domain to support? What is the level of development of the country?

For an analysis of the governance within a sport organization to be meaningful, it has to take into consideration all the factors mentioned above. Moreover rather than just focusing on the analysis of good and bad practices of governance within a sport organization, researchers may need to find out the impact of that governance on sport development as far as this is one of the major objectives of every sport organization. Having said that,

² Online definition from <http://www.investopedia.com/terms/e/efficiency.asp>.

governance's impacts can become a credible indicator of the governance's quality.

In this paper our focus is the Ministry of Sports and Leisure of Togo (MSLT), the main institution to which the Government has delegated the authority to implement politics regarding sports in the country. The ministry's mission is to ensure the implementation of the Government's politics of sports and leisure. It conceives, promotes and coordinates all the programs for the development of sports and leisure. It also cares of the training of officers and technical involving in the field, follows and controls the activities of sports federations and associations. It ensures as well the organization and the control of the whole national sport movement³

As a result, the MSLT provides some important services such as the financial support to sport federations (it gets the money from the ministry of finance for that) and the organization of schools' championships. It also has the responsibility of hiring coaches for national teams (this is more applied to all the national teams of football, the most popular sport in the country), providing training programs to all technical involved in sport (officers working for the MSLT, coaches, athletes, referees, journalists), conceiving

³ Decree n°2012-004/PR of 29th February 2012 related to ministers' attributions in Togo

and implementing programs for sport development (SD) in the country, the management of existing sports' facilities and the construction of new ones, providing all kind of support to teams and athletes participating in continental or international competitions, organizing the teaching and the exams of Physical Education in Schools.

The main stakeholders of the ministry are the National Olympic Committee and other partners supporting its programs. Among those partners, we have in good position the CONFEJES⁴, the French Agency of Development (AFD) and Togocel⁵. Add to these stakeholders, we have the sport federations and associations, athletes, coaches, leisure services' providers, media, schools and clients hiring the stadiums.

The National Olympic Committee of Togo, the sport federations and athletes are the organizations having regular relations with the MSLT while Media and the sponsors work occasionally with the ministry. Below is presented the figure showing the relationship between the ministry and its stakeholders.

⁴ CONFEGES is the Conference of the Ministries of Sports and Youth of French speaking countries

⁵ TOGOCEL is the National Mobile Company in Togo.

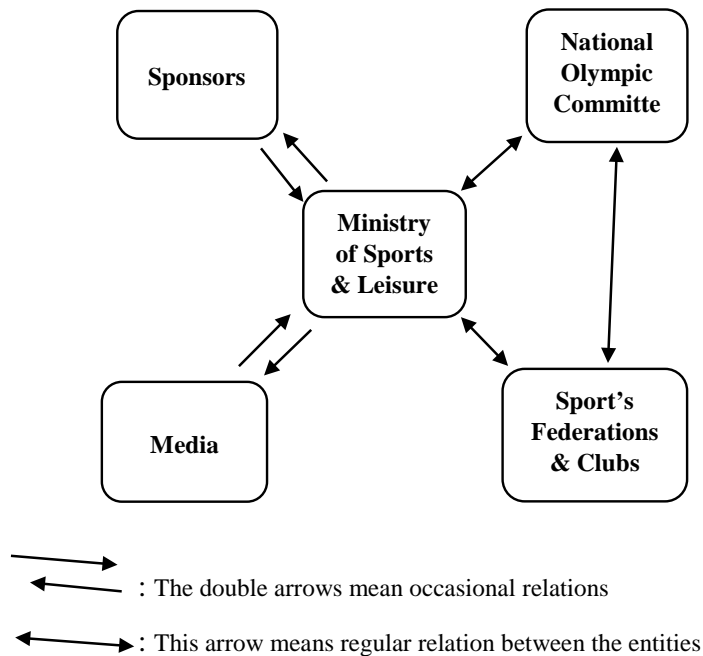


Figure 1. Relationship between the Ministry and its Stakeholders

In 2013, the ministry adopted a new organizational structure in order to improve its performance. According to the new structure, from top to bottom we have the Minister, the Vice-Minister, the General Secretary, the Inspector of Departments, six (6) Central Departments, six (6) Regional Departments of Sports and Leisure, thirty six (36) Prefectural Inspections of Sports and Leisure. The organizational structure of the ministry is shown in Appendix 6 of this paper.

As we can see it, the ministry carries a great responsibility for SD in Togo. Even though the institution was officially created in 1972, its

governance throughout the years seems not to have significant impact for the development of sport. Still the country is known for having numerous talented young athletes who never succeed because of less care. To face the criticisms from Medias, athletes, sports federations and the Ministry of Economy and Finance, the authorities of the Ministry of Sports and Leisure often claim the limited financial resources allocated by the government to justify its ineffectiveness.

1.2. Purpose of Study

By conducting this research, our aim is to find out the strengths but more importantly the limitations of the governance within the MSLT. Definitely we will provide recommendations to improve that governance in a way that can impact SL in the country. As far as the ministry is not the only organization involved we will have also some discussion with various actors, a way for us to identify the problems encountered for SD in Togo and also the most important features on which more emphasis should be put. Knowing that the first goal of any public administration is the delivery of services for the satisfaction of citizen, by underlining these features and suggesting the practical ways to achieve them, we will definitely place the role of the MSLT as one of the priorities in the vast plan for the country's development which is currently in discussion in Togo. Development cannot

be done with sick citizens. Rather we need healthy citizen both in mind and physically. And in the population of Togo which is going increasing, sport and physical activities for all should be promoted to fight against health issues due to lack of exercises and also for many other purposes.

The ministry cannot deal with the matter alone. It has to collaborate with local communities and schools throughout the whole country. Definitely the Ministry of Sports and Leisure of Togo has to be more engaged in a real SL process. It has to end up with the perception of an institution which is just the link between sport federations and the government.

We need to know where we are standing right now, where we would like to go and how to proceed to reach there. Doing so will definitely create the coherence for our actions according the four dimensions of SD process which are foundation, participation, performance and excellence (Price, 2009).

Chapter 2. Literature review

2.1. Core dimensions of sport development

2.1.1. Sport Development as a Delivery of Services

The terminology sports development may seem very simple to understand. However it grasps various meanings according to the context in which it is used. It has been defined as a whole process including the opportunities, the systems and the structures that are set up in order to enable and encourage people from various background and social groups to take part in sport and recreation (Thomson, 1992). From this definition, we can see that sports development has a focus on groups of people for which services and products are designed for their participation in sport. This may sound easy to understand however because the target groups are composed of different sort of people (young ones, old peoples, women, peoples living with disabilities and so on), thinking sport development model become more complex because this supposes the consideration of the needs of each category of people in the target groups. To sort out the difficult issue of a consensual definition, scholars do often agree on the fact that sport development is to be viewed as the promotion of sports activities for the community (Price, 2009). Even with this definition, grasping the meaning is still a matter of controversy when it comes to the realities of communities in

different countries. Indeed what may be valid in USA may be not in Belgium or in Ghana in terms of needs of the communities, culture, history, social life, economic status, political stability, the overall development of the country and so on. We can enumerate thousands of factors that need to be considered when thinking the model of sports development in a particular country.

2.1.2. Sport Development as a Tool for Social Change

Sport development can also mean the use of sport to achieve goals beyond sport. This adds value to sport when it is not promoted just for the sake of sport.

“Sport has the power to change the world, the power to inspire, the power to unite people in a way that little else can” (Mandela, 1995). When the former president of South Africa pronounced this memorable speech at the Rugby World Cup held in South Africa, his message was so meaningful due to the history of his country which has faced racial segregation because of apartheid system for several years. This was also the expression of a vision to rebuild national identity, unity, peace, tolerance and forgiveness among white and black South Africans through sport. And from what we know about the model of sport’s development in that country every single program is designed to promote these values.

Many international organizations are running nowadays programs using sport as a tool for social change in countries around the world. The Organization of United Nations is taking the lead also in this area. For example, the *United Nations Sport for Development and Peace* program is well known for its activities to promote development and peace through sport especially in countries less developed or in those facing post conflict challenges. This program would have not been possible if the Organization of United Nations does not share and believe in the power of sport to contribute to development and peace.

From the above, it is obvious to see that sport's development can have various significances. It depends on the perspective from which we are viewing it. Our review will not be complete if we do not share the general assumption when discussing the issue of sport's development.

2.1.3. Sport development as a set-up of a sport system

As far as sport's development is concerned, experts generally agree that it first relates to the development of facilities, promotion of sport for all, detection and development of talents, policy making and its implementation, capacity building of sports administrators etc. In most of developed countries, this is the model of sport's development that had contributed to the development of sport throughout the years.

Whether it is conceived as a delivery of sport services and products for the community or as a tool to achieve a particular social change, the different approaches of sport's development are not to be opposed to each other. Rather in every situation, decision makers are the ones who need to find out in what way sport's development is to be done taking into consideration the realities of the country, the needs of communities and many other matters that count. In most of African countries where all the basics are to be established, a concept of sport's development that aims to improve the quality of life the population through sport for all programs will be more convenient. Moreover in some of those countries where political instability had led communities of different tribes to fight each other for many years, it will be so helpful to use sport's development as a tool to build national unity and identity. This does not mean that African countries are not yet ready to go for a sport development model which emphasizes on professional sport with competitive teams and modern sport facilities. Some countries on the continent are already good examples for their model of sport's development that is moving them gradually to a professional sport's system. Countries as Morocco, Egypt, Tunisia and South Africa are good examples in this regard.

Three major things has been identified as the core-components of sports development. These are the sports development continuum, the model of sports development and the sports development strategy. (Price, 2009). According to Price, the sport development continuum helps classify people taking into consideration their needs. In this regard, she identified four dimensions which are *foundation*, *participation*, *performance* and *excellence*. Below is presented in a more explained way the sport development continuum.



Figure 2. Sport Development Continuum, Price (2009)

2.2. Evaluating the outcomes of sport development

For sports development to be meaningful, it is important to measure it. Due to the controversy carried by the definition of the terminology itself, it

is difficult to have a unique assessment of sports development worldwide. The outcomes of sports developments are often linked to the model of sports development, the strategies and the programs. At the level of a country, experts working in organizations dealing with sports developments matters have to define tools that help measure the outcomes. However an interesting guide provided by Sport England has presented some interesting approaches in this regard. The aim of the guide is to provide a tool for performance measurement for the development of sport in England. For the authors of the guide sport has the multiple advantage for the benefits it brings to individuals and communities. Though those benefits are obvious to many, sport still needs to justify in more tangible ways, the reason why public fund should be invested in it especially in a situation where there is in almost every country a great competition for scarce resources (Sport England, 1999).

Indeed, the multiple benefits of sport are obvious to people because of lot of communications, campaigns and research on this matter nowadays. However, in lot of countries, sport is still in the position to prove in more tangible ways its real contribution to the society. This had led to the necessity to define the way to assess or measure the outcomes of sports development. This is important because measuring the performance of a

service enables areas of good practice to be highlighted and areas of poor performance to be identified and questioned (Kirby et al. Sport England, 1999). The measurement of outcomes in every sector of activity is not an easy task. This involves the formulation of measurable indicators. To emphasize on the importance of having measurable indicators, the authors of the guide *Performance measurement for the development of sport* had referred to seven (7) graphic principles from *Reinventing Government* (Osborne et al., 1992) reproduced in *Aiming to Improve* (Audit Commission, 2000). And according to these principles: i-what gets measured gets done, ii- if you don't measure results, you can't tell success from failure, iii- if you can't see success, you can't reward it, iv- if you can't reward success, you're probably rewarding failure, v- if you can't see success, you can't learn from it, vi- if you can't recognize failure, you can't correct it, vii-if you can demonstrate results, you can win public support.

These principles highlight the importance of formulating measurable indicators for sports development. They even show that at the very beginning to the end of any sports development activity, measurement should be. The formulation of measurable indicators has the advantage to help those in charge of sports development to *focus on priorities* when they are formulating their programs and also to take actions that will result in the

improvement of *public services, accountability and services' impacts*. What are then some principles that help those in charge of indicators formulation to succeed in such activity? The guide of Sport England provided six major principles which are the i- *clarity of purpose* which underlines the importance to understand who will use the information and how and why it will be used; ii- *focus* which means that the performance information should be focused on the priorities of the organization conducting the program for sports development, iii- *alignment* of the performance measurement system with the objective setting and performance review processes of the organization, vi- *balance* which implies that the overall set of performance indicators should give a balanced picture of the organization's performance, v- *regular* refinement which refers to the idea that the performance indicators should be kept up to date to meet changing circumstances and finally vi- *robust performance indicators*, this means that the performance indicators used should be sufficiently robust and intelligible for their intended use (Sports England, 1999).

2.2.1. Overview of some sport development indicators

The indicators of sport's development vary from one country to another. They are often linked to the sport's system in every country and also it depends on the sport's development project implemented at a particular

period in the country. In countries where the sport's system is advanced, indicators of sport's development are more likely to give some meaningful evidences about professional sport in terms of achievements of national teams of clubs in international competitions, the number of mega sports events hosted by the country, the world class athletes built up through the system etc. At the same time, in countries where the sport's system is still being established, indicators of sport's development refer more to the number of facilities, the percentage of people's participation in sport, the policies implemented to increase such participation, the number of sport's and competitions introduced in school's sport etc. Having said that, there is always a link between the indicators and the sport's development programs or policies implemented in a country.

2.2.1.1. Indicators for sport programs in England

In the guide provided by Sports England, some specific indicators are listed for different programs. Suppose that a program is designed to increase youngsters' participation in sport and to revive schools' sport, the suggested indicators are presented as shown in the table below.

Table 1. Indicators to increase youths' participation and to revive schools' sport⁶

Indicators
% of youths using at least 5 hours for sport and physical activities (excluding walking) during summer holidays
% of youths who strongly enjoy doing sport in their leisure time;
% of youths who progress to the first level of Active Sports partnership provision;
% of youths who can swim;
% of youths who spend 2 hours or more per week in P.E. lessons by year group (measure to be differentiated between young people with and without disabilities)
% of youth walking or cycling to school;
% of schools that have a current Activemark, Activemark Gold, Sportsmark or Sportsmark Gold award;
% of schools referring young people to sporting opportunities outside school;
% of teachers who have a current coaching qualification in at least one sport
% of schools that have used coaches from linked clubs to take school sessions during the past 12 months;
% of schools that are satisfied with the sport and recreation service provided by the authority;
% of all primary/secondary schools providing at least X hours of community access to sports facilities.

For programs that aim to increase general participation of people in sport and recreational activities, some of the suggested indicators of Sports England are presented below.

⁶ Source: Performance measurement for the development of Sport, Sports England, 2001

Table 2. Indicators to increase participation of people in sport

Indicators
% of residents who consider that providing opportunities to participate in sport and physical activity is important/very important;
% of residents who are aware of specific projects, facilities or activities;
% of eligible residents who hold a current (named) leisure/discount card;
Number of sports within the authority area with a sport-specific development plan involving all key providers;
% of residents taking part in sport and physical activity (including walking) on at least five occasions lasting 20 minutes in the previous seven days;
Personally perceived (self-reported) levels of fitness/health/well-being of residents (from a range indicated);
Net expenditure on sport and recreation per 1,000 population.

Table 3. Indicators to increase people's participation in recreational activities

Indicators
The level of unmet demand for : <ul style="list-style-type: none"> • four-court sports hall; • 25m four-lane swimming pool;
% of utilization of natural turf sports pitches;
% of visits from a particular social group to all facilities as a percentage of the catchment population from a particular social group;
The total number of visits to sports facilities;
% of residents who state that they or a member of their family use or benefit from the local authority sports/leisure facilities;
Annual visits per square metre-built facilities;
% of utilization of programmed activities;
% of utilization of available programme time;
% of satisfied customers at facilities;
Net expenditure per 1,000 population on sports facilities;
Net expenditure per user of sports facilities (subsidy per visit);
Net expenditure per hectare of maintained a) sports pitches b) open space.

2.2.1.2. Indicators for high performance in New Zealand

Another example of SD indicators is found in a policy in New Zealand.

Indeed, the New Zealand government decided to implement within the period of 2013 to 2020 a new policy with the mission to create a world

leading and sustainable sport system. The Minister Murray McCully in his introductory address of the policy stated: “*our goal is to capitalize on our sporting tradition and create a high performance system and create a high performance system that is one of the most successful in the world*” (High Performance Sport New Zealand, Strategic Plan 2013-2020, page 1).

The key indicators in that document were formulated based on three major goals which are “*podium performance, system sustainability and long term aspiration*” (HPSNZ Strategic Plan 2013-2020, page 6).

To achieve ***podium performance***, the followings indicators were set to measure the results: i-Medals at Olympic Summer Games (14+ in 2016 in Rio; 16+ in 2020) ; ii- Winning at World Championships in targeted non-Olympic sports; iii- Medals at Olympic Winter Games (1+ in 2014 in Sochi; 2+ in 2018); iv- Gold medals at Paralympic Summer Games (8-12 in 2016); v- Gold Medals at Paralympic Winter Games (2+ in 2014 in Sochi).

For the second goal regarding the ***system sustainability***, the indicators are set as followed: i-Percentage of targeted NSOs, coaches and athletes that say HPSNZ support and training environment positively impacts performance; ii-Percentage of HP programme performance and process goals achieved by targeted NSOs; iii- Number of New Zealand athletes and

teams placed in the Top 3, Top 5, Top 8 and Top 16 in the world in Olympic disciplines; Top 3 and Top 5 in Paralympic disciplines.

As for the third goal about long term aspiration, the indicator was set in term of New Zealand's recognition as a country having one of the world's leading high performance systems by 2020.

As we can see it through this document, the formulation of indicators for sport's development has always something to do with a particular policy implemented in the sport's system of a country.

2.2.1.3. Indicators for a Sport Plan in Canada

Another example which shows how different indicators' formulation for sport's development is from a country to another one is found in '*A sport plan for New Brunswick, one day...*' in Canada. In its executive summary, it is stated that the plan was to increase the investment in sport, to promote a better use of existing resources and also to meet the need for greater levels of cooperation and collaboration within the New Brunswick sport system (Colin Higgs Consulting, 2008).

The plan was then articulated around four pillars which are: i- *Enhanced participation* with the aim to engage more New Brunswickers in sport for health and social benefits; ii- *Enhanced excellence* for better results from more New Brunswick athletes, coaches, and officials; iii- *Enhanced*

capacity in order to have better human resources and sport facilities; iv- *Enhanced Interaction* for better collaboration, more partnerships and more joint ventures.

In this case also, the indicators are set according to each of the four pillars. For the first one regarding participation enhancement, the indicators are described as followed: i- Provincial Sport Organizations and municipalities track the number of participants in sport and recreation programs; ii- Number and location of participants from under-represented groups; iii- Good practices related to increasing participation are recorded and shared; iv- Increased awareness of the benefits of physical activity.

To enhance excellence as stated for pillar 2, the indicators are: i- Number of New Brunswick athletes on national teams; ii- Number of New Brunswick athletes winning international events; iii- Performance of New Brunswick at Canada Games based on Flag points; iv- Number of New Brunswick high-performance athletes training in the Province; v- Number of coaches named as Coach or Assistant Coach of national teams; vi- Number of New Brunswick officials working at national or international events; vii- Number of New Brunswick administrators elected or appointed to national or international sport governing bodies.

The indicators set for the third pillar regarding capacity enhancement are: i- Government investment in sport; ii- Annual revenues and expenditures of Provincial Sport Organizations; iii- Number of Provincial Sport Organizations that have professional full-time and part-time staff; iv- Number of recreation professionals working for local service districts and municipalities; v- Number of professional staff working for regional sport associations; vi- Number of coaches trained and certified in the Province each year; vii- Number of professional and semi-professional coaches working in the Province; viii- Number of people successfully completing sport management training courses/events; ix- Sport Tourism and Hosting Policies in place; x- Completion of GIS based facility database for the Province; xi- Approval of Provincial recreation and sport infrastructure renewal and development plan; xii-Reported support (\$) for disadvantaged children and youth to take part in sport; xiii- Satisfaction with Wellness, Culture and Sport services as measured by annual Provincial Sport Organization survey.

For the last pillar regarding the enhancement of interaction, these are the indicators: i- Number of multi-sport fundamental movement skills programs in Province; ii- Higher rates of facility utilization; iii- Number of multi-sport regional meetings held; iv- Number and extent of joint programs with

health; v- Number of sport specific agreements in place between Provincial Sport Organizations and New Brunswick Interscholastic Athletic Association.

2.2.2. Lessons from Indicators' Overview:

The overview of different SD indicators across three different countries shows that there is no standard indicators. To each situation, those in charge of sport's development should try to find out the right indicators that can be relevant to measure the outcomes of programs or policies implemented in this regard. However the seven (7) principles underlined in Reinventing Government (Osborne et al., 1992) as presented in the beginning of the section regarding the outcomes' measurement are still relevant for sport's administrators when formulating sport's development indicators.

2.3. Governance

Several definitions have been provided about what governance is. However the common point for all the definitions is that they all present governance as the whole process by which an organization is run in order to achieve its mission. This may look a broad concept but it becomes easy to grasp when we consider for example this definition from World Bank website which mentions governance as the structures, functions, processes, and organizational traditions that have been put in place to let an

organization achieve its mission. As we can see it, this definition mentions some key elements like structures, functions, processes and organizational traditions that have been put in place. These elements show that governance is a set-up of rules accepted by the members of an organization and according to which the whole organization work to achieve its goals. However because organizations show some differences of status especially due to the domain of activity in which they are involved, we distinguish different sort of governance. These differences refer more to concepts, theories or approaches of governance. Among the most usual ones, we have:

- i- the *systemic governance* often adopted by organizations operating in a complex business and policy environment;
- ii- *the corporate governance* which refers to the accepted norms or values within the organization;
- iii- *the political governance* relates to the processes by which governments or governing bodies seek to steer the sports systems to achieve desired outcomes (Henry, 2001).

What then explain the use of the terminology *good governance* which is in vogue these days? The terminology often refers to the performance, the quality of the governance. The following comment has been made about it :

“*Good governance adds value by improving the performance of the program through more efficient management, more strategic and equitable*

*resource allocation and service provision, and other such efficiency improvements that lend themselves to improved development outcomes and impacts. It also ensures the ethical and effective implementation of its core functions’’*⁷. From this comment is it rational to say that governance means also management?

There is a difference between the two concepts even though they are correlated. Indeed, the ‘*management concerns the day-to-day operation of the program within the context of the strategies, policies, processes, and procedures that have been established by the governing body. Whereas governance is concerned with “doing the right thing,” management is concerned with “doing things right.”*’⁸

Our discussion of governance in this paper will mainly focus on the analysis of the practices that keep the governance in the right way in order to help an organization achieve its goals. As mentioned at the very beginning of our discussion, the major objective of our research is to find out whether the governance within the Ministry of Sport and Leisure of

⁷ Quoted in *Governance and Management* retrieved from <https://www.cugh.org/sites/default/files/World%20Bank%20Governance%20and%20Management.pdf>

⁸ Quoted in *Governance and Management* retrieved from <https://www.cugh.org/sites/default/files/World%20Bank%20Governance%20and%20Management.pdf>

Togo has a real impact on sport's development in the country. So far we have considered what sports development is and how its outcomes can be measured. We considered also what governance is. Let us have a look now on the dimensions that are concerned while doing the analysis of governance for a particular organization.

2.3.1. Dimensions of Governance

The analysis of governance takes also into consideration its dimensions which comprises many factors from which the most important are the actors involved, the governance structure and relationship. Having a clear insight on the contribution of each of these factors is also helpful to assess the quality of the governance.

2.3.1.1. *Actors of governance*

In all the countries around the world, government is always one if not the most important actor in governance matters. Still, to tackle successfully all governance's challenges, the government needs to collaborate with other actors. The other actors involved in governance vary then depending on the level of government in discussion. That is why differences are noticed when the government structure is rural or urban based. In rural areas, for example, other actors may include influential land lords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders, finance

institutions, political parties, the military⁹ while in urban areas, the situation is much more complex. At the national level, in addition to the above actors, media, lobbyists, international donors, multi-national corporations, etc. may play a role in decision-making or in influencing the decision-making process¹⁰. All actors other than government and the military are grouped together as part of the "civil society" whose power is going increasing nowadays in every country. Indeed there is nowadays multiple actors that have direct or indirect interest and influence in governance matters that is why when dealing with the issue, decision makers should have a broader view and include as much as possible each of the actor.

Depending on the domain of activity, the type and number of actors vary. In the world of sport, the actors that are often concerned by governance matters at the level of a nation are the public institution in charge of sport such as the ministry of sport, Sport Council, the National Olympic Committee (N.O.C), the national sport federations, sport clubs, medias, sponsors, players' unions and to some extend the international sport federations as far as their cooperation with national sport federation is

⁹ From <http://www.unescap.org/sites/default/files/good-governance.pdf>

¹⁰ Idem

concerned. Definitely in countries where all these actors succeed to collaborate, each one playing fully its part, governance becomes then a strength that steer sport's development in the right way.

2.3.1.2. Governance structure

Talking about the dimensions of governance, some researchers came up with three important features which are the political, the economic and institutional dimensions. The political dimension is explained as the processes by which those in authority position are selected, elected, monitored and replaced. The economic dimension stands for the process by which public resources are effectively managed and sound policies implemented. And finally, the institutional dimension is the processes by which citizens and the state itself respect the society's/public institutions (The Governance Working Group of the International Institute of Administrative Sciences, 1996). These three dimensions make of governance a complex process that needs to be structured for an easy flow activities. The organizational structure is assuredly one aspect of governance structure within an organization. And this cannot be developed if there is no social, political and legal institution (Edwards, 2012). The organizational structure helps to have an insight on how responsibilities are shared within the organization becoming by that mean a serious element of analysis as far

as the quality and the performance of the governance are concerned. The organization's framework of governance should enable strategic guidance of the entity, ensure the effective monitoring of management by the board, clarify the respective roles, responsibilities and powers of the board and management, define the board's accountability to the entity ensure a balance of authority so that no single individual has unfettered powers (Australian Sports Commission, 2012).

Even though the organizational structure are set and enforced by the rule of laws and policies within an organization, decision makers that are pursuing good governance goals may from time to review it to see whether adjustment are needed for improvement. It is also important to mention that organizational structures vary depending on the model of governance that is being implemented in a given organization. This explain the difference noticed between the organizational structure of organization with a corporate governance model and the one having a public governance model. Regarding the dimensions of governance, we have considered so far the actors and the governance structure, next section will be dedicated to relationship which is another important aspect.

2.3.1.3. Relationship

The word relationship explains itself with the word relation. And who talks about relationship mean always a relation between at least two or more persons or elements. An online dictionary states that relationship is ‘*the way in which two or more people or organizations regard and behave toward each other*’¹¹.

In governance matters, organizations always get involved in relationship with different actors. The quality and the outcomes of governance depends also on the quality of relationship between a given organization and its stakeholders. For example, a business company continuously strengthens the relationship with other actors that have direct or indirect interest its activities. This can be other companies that provide inputs that are needed for the company’s business or the clients that buy the products provided by that company. The same feature exists in sport where every single organization collaborates with other organizations. Government funded institutions such as the ministry of sport always take the lead in every country when it comes to policies to implements for sport’s development.

¹¹ Online definition from <https://www.google.com/search?q=what+is+relationship&ie=utf-8&oe=utf-8>

However, they need to fully collaborate with other sport entities. The quality of the relationship with those entities impact positively or negatively the organization of the whole national sport movement. Indeed in the situation where the relationship become more conflictual, it becomes hard for all the actors involved to contribute to their best for the advancement of the national sport movement.

Conflict of interest, interference in other actors' domain of activity, misinterpretation of policies and political influence are the common factors that often spoil the relationship.

Permanent dialogue, willingness to solve problems as soon as they occur and mutual trust are some of the ways to overcome difficulties that spoil the relationship and disable true collaboration between organizations.

2.3.2. Evaluating governance outcomes

Several approaches have being used to measure the outcomes of governance and researchers are still searching for innovative ways to do so. The multiplicity of tools used is due to the multi-dimensional character of governance itself. Measuring governance remains a challenge because of its multi-dimensional character, as well as its conceptual and definitional challenges (Kaufmann et al., 2002). However the choice of the approach of measurement depends often on the objective pursued. And the objective

may vary from awareness-raising, international comparisons or construction of worldwide indicators, defining priorities for action, or empirical research. For a governance to produce good outcomes, it must be first a qualitative governance. So discussing the measurement of governance outcomes is linked to the quality of governance. The most accepted principles to assess good governance are: i- ***legitimacy***: this refers to the way in which governmental and managerial authority is exercised in relation to those with a legitimate interest in the program including shareholders, other stakeholders, implementers, beneficiaries, and the community at large; ii- ***accountability***: this concerns the extent to which accountability is defined, accepted, and exercised along the chain of command and control; iii- ***responsibility***: this concerns the extent to which the program accepts and exercises responsibility to stakeholders; iv- ***fairness***: this concerns the extent to which partners and participants, similarly situated, have equal opportunity to influence the program and to receive benefits from programs implemented. To what extent does access to information, consultation, or decisions of the governing body and management favor the interests of some partners and participants over others, at both the governance and management levels?; v- ***transparency***: this concerns the extent to which the program's decision-making, reporting, and evaluation processes are open

and freely available to the general public. To what extent does the program have a policy on transparency and disclosure that covers governance and management, decision making, accountabilities, staffing, contracting, dissemination, financial accounting, auditing, and to what extent are they being applied?; vi- **efficiency**: this is closely related to the efficiency or cost effectiveness of the different programs implemented. The concern here is the extent to which the governance and management structures enhance efficiency or cost-effectiveness in the allocation and use of programs' resources; vii- **probity**: this refers to the adherence by all persons in leadership positions to high standards of ethics and professional conduct over and above compliance with the rules and regulations governing the operation of the programs conducted by the organization (Kaufmann et al., 2002).

2.3.3. Good Governance in Public Sector Organizations

In the introduction to our research, we pointed out several features that are to be considered when doing the investigation about the governance within an organization. One of these feature is the type of organization under discussion. Knowing that the Ministry of sports and Leisure of Togo is the focus of our study, it is relevant to have an insight about public sector and how governance is done within its organizations.

2.3.3.1. Features of public sector organizations

An online business dictionary defines public sector as “*the part of national economy providing basic goods or services that are either not, or cannot be, provided by the private sector. It consists of national and local governments, their agencies, and their chartered bodies*”¹². A more general definition stated “*In general terms, the public sector consists of governments and all publicly controlled or publicly funded agencies, enterprises, and other entities that deliver public programs, goods, or services*” (Public Sector definition, The Institute of Internal Auditors, Dec 2011, page 3). With this definition, no doubt that in almost every country, the ministry in charge of sports belongs to the public sector.

According to The Institute of Internal Auditors (2001), eight important questions help to fully identify an organization as a public one. These are i- Does the organization deliver programs, goods, or services that can be considered a public good or that are established by government policy? ii- Is substantially all of the organization’s funding provided by government or determined by government policy? iii- Is the organization accountable to,

¹² Definition from <http://www.businessdictionary.com/definition/public-sector.html#ixzz3ljOi3YHV>

and does it report directly to government, including a government department or agency, or a minister of government? iv- If the organization has a board of directors, commission, or similar appointed body, does government control a majority of appointments? v- If the organization has share capital, is government the majority shareholder? vi- Are the organization's employees members of the public service, subject to public service rules, and receiving public service benefits? vii- Overall, does government control, directly or indirectly, the organization's policies, operations, administration, or service delivery? viii- Is there a legislative requirement for the organization to be audited by the government auditor or supreme audit organization? (Public Sector definition, The Institute of Internal Auditors, Dec 2011, page 6).

It will interesting while we will be presenting the Ministry of Sports and Leisure of Togo and its governance to see whether positive answers can be found for each of these questions especially in terms of control of its action by the government and the delivery of goods and services for the benefit of general public. After exploring the most important features that characterize organizations of the public sector, we will consider now how they deal with governance matters.

2.3.3.2. *Governance in African public sector organizations*

Public sector organizations in Africa had faced poor governance issues for many years. The World Bank has severally explained the poor economic performance in most developing countries, especially in Sub-Saharan Africa, by the poor governance. As a result of this, the issue of governance was raised in 1988 in the World Bank report evaluating ten years of structural adjustment lending experience. The report stated that “*severe institutional and managerial weaknesses in the public and private sector have proved unexpectedly serious as constraints to better performance*” (World Bank, 1988). From that time, the debate about the improvement of governance in the public organizations started in those countries. The issue of “good governance” was further amplified by the 1989 World Bank report on Sub-Sahara when the crisis in the region was termed as a “crisis of governance” (World Bank, 1989). International financial institutions have since then focused on improving the effectiveness of public sector institutions and the performance of public policies (Kerandi, 2008).

Almost 26 years later, the debate is still ongoing about the improvement of public organizations’ governance in Africa in general and in Togo in particular. Considering these milestones on governance issues in Africa has shown us the duration of time it has taken for Sub-Sahara African countries

in their attempt to establish a system of good governance and yet they have not succeeded if not to some very few extent and on a very reduced scale. Considering that our research is about digging deep into the governance of a public institution and find out its real impact, we need some standards for our analysis.

2.3.3.3. Assessing governance of public sector organizations

Nowadays, lot of progress had been made in developing tools to assess the governance of public sector's organizations. Even though it is still difficult to find a universal standard applicable to all public organizations around the world, some standards exist and according to them, it becomes easier to analyze and assess the governance within public organizations.

Mentioning the key principle that should always sharpen good governance within public organizations, the Chartered Institute of Public Finance and Accountancy (Good Governance in the Public Sector- Consultation Draft for an International Framework, 2013), stated “*the function of good governance in the public sector is to ensure that entities act in the public interest at all times.*” To this principle considered to be the first one were added others which are meaningfully pictured in the following figure.

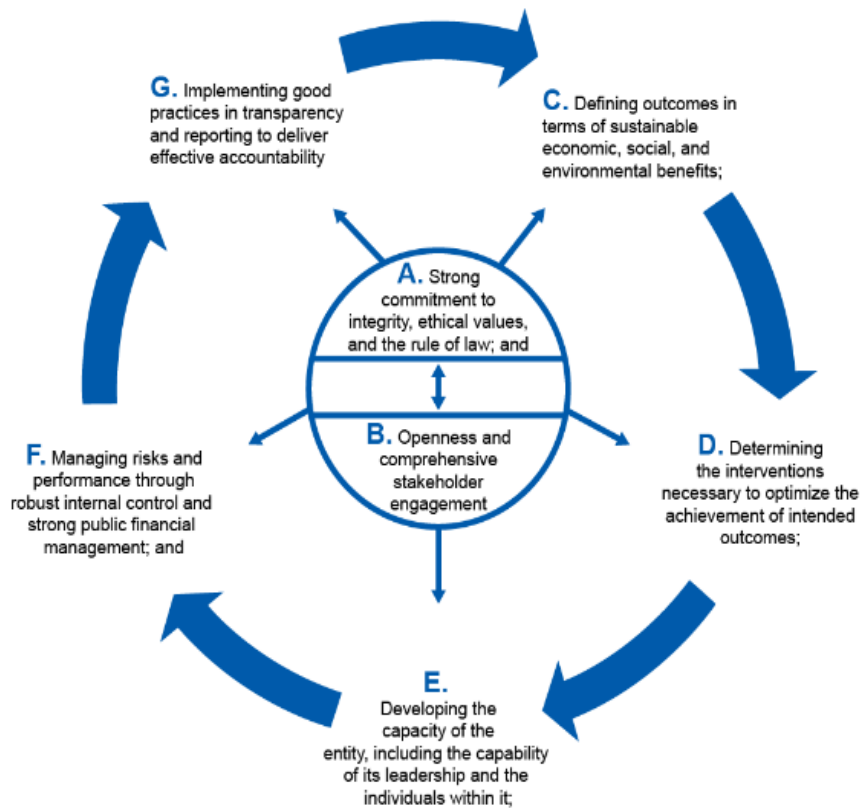


Figure 3. Relationship between the principles of good governance in Public Sector¹³

Similar principles with some variables are found in the standard elaborated by the Independent Commission for Good Governance in Public Services (2004). Indeed, this standard underlined six (6) different principles as pictured in the figure below.

¹³ <http://www.ifac.org/system/files/publications/files/Good-Governance-in-the-Public-Sector>

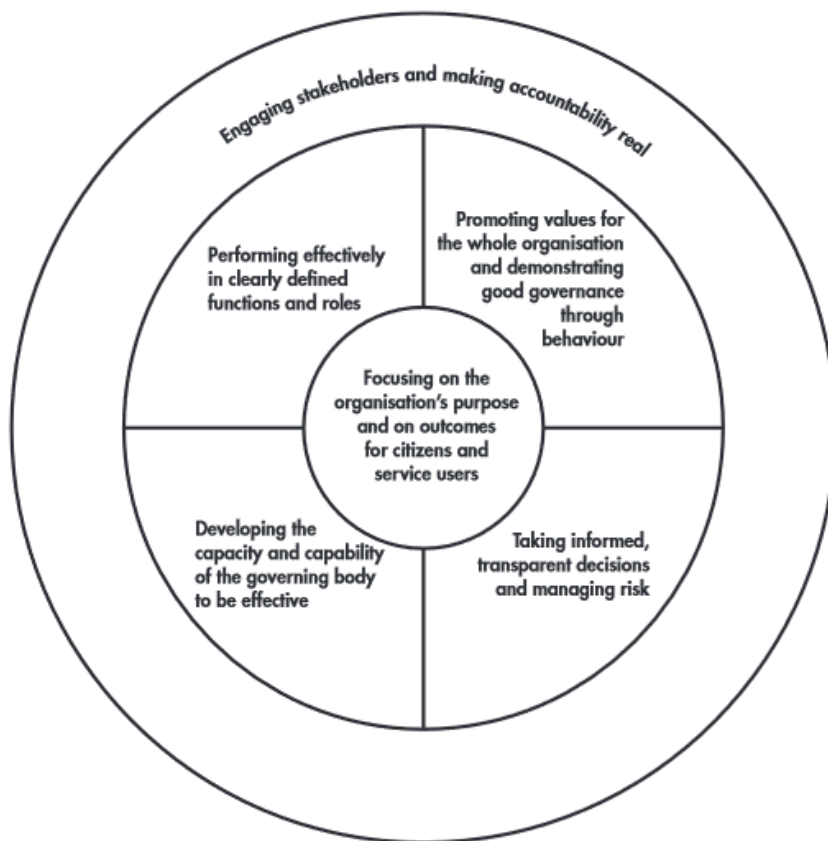


Figure 4. Six core principles of good governance in public sector¹⁴

In this standard also, we can see that similar variables are mentioned.

The very central point as shown in the figure is the focus on the organization's purpose and on outcomes for citizens and service users. This

¹⁴ http://www.coe.int/t/dghl/standardsetting/media/doc/Good_Gov_StandardPS_en.pdf

implies clarity about the purpose and intended outcomes for citizens and services users and also high quality service for the satisfaction of the public.

Performing effectively in clearly defined functions and roles refers to a number of factors such as clarity about the functions of the governing body, responsibilities of non-executives and the executive, relationships between governors and the public and also making sure that every single responsibility is carried out successfully.

Promoting the whole organization's values and demonstrating the values of good governance through behavior is another important principle of this standard. Pursuing this within a public organization simply means to put into practice the organizational values while individual governors make sure to behave in ways that uphold and exemplify effective governance.

No matter the country and the type of organization, transparency had always been part of the keys factors to assess good governance. According to the standard of the Independent Commission for Good Governance in Public services, it means taking informed, transparent decisions and managing risk. Transparency is obviously displayed within the organization when leading managers at their different levels of responsibilities are rigorous and transparent about how decisions are taken. Having and using good quality information, advice and support and making sure that an

effective risk management system is in operation are all part of transparency plan.

Strong and right guidance is needed to move forward any human organization, this poses the question of the right person at the right position. Good governance implies also to develop the capacity and capability of the governing body to be effective. Therefore the organization should make sure that appointed and elected governors have the skills, the knowledge and experience they need to perform well. Added to that, developing the capability of people with governance responsibilities and evaluating their performance, as individuals and as a group is very useful. At the same time, the organization should always striking a balance, in the membership of the governing body, between continuity and renewal.

Last but not least of the principles is accountability. This implies for the organization to engage stakeholders and make accountability real. To achieve that the organization assuredly needs to understand formal and informal accountability relationships, taking an active and planned approach to dialogue with and accountability to the public, take an active and planned approach to responsibility to staff and finally engaging effectively with institutional stakeholders. (Good Governance in the Public Sector- Consultation Draft for an International Framework, 2013)

We are looking forward to applying the standards reviewed in this section for our analysis of the governance within the Ministry of Sports and Leisure of Togo.

2.4. Research questions

Based on our problem statement, the following research questions have become meaningful for us:

- RQ1: What are the strengths and the limitations of governance within the Ministry of Sports and Leisure of Togo?
- RQ2: What are the problems encountered for sport development in Togo?

Chapter 3. Method

For our research, we will conduct a survey and interviews. The survey aims to collect data about the current situation of governance within the Ministry of Sports and Leisure of Togo while the interviews are conducted to have the views of various actors about the issue of sport development.

3.1. Samples

We are going to address our survey samples to 50 participants in total. These participants are the employees of the MSLT holding various managerial positions in different departments and offices. As for the interviews, we will have discussion with 5 different actors which are 1 sport journalist, 1 Physical Education Teacher, 1 President of Sport Federation, 1 coach and 1 athlete. The choice of these participants is motivated by many reasons.

3.1.1. Employees of the Ministry of Sports and Leisure

The targeted 50 employees of the ministry comprise people in decision-making or managerial position. It concludes also people doing conceptual works at different levels. Indeed, because of the variety of their positions and responsibilities, these employees are the right persons that experience on a daily basis the realities of governance within the organization.

Targeting them is a way for us to have views from inside the ministry. As

far as the ministry itself aims to take steps to improve significantly its governance, we are confident that these employees will fully collaborate so that we may also provide useful feedback based on the findings of our research.

3.1.2. Sport Journalist

We choose to interview 1 sport journalist and the one being selected is among the best. He is well known for his professionalism and the pertinence of his analysis on sport issues. Sports journalists in Togo have been always taking the lead in any sport related issues in the country. Grouped in the strong Association of Sports Journalists, their criticisms and analysis stand as a real observatory of all that is going on in the field of sport in the country. From different media groups such as television channels, radios, newspapers, online journals, their contribution is acknowledged to have been useful to move things forward especially when it comes to governance matters within the ministry of sports or managerial issues within the sports federations. We therefore think that having the view of one of their representative will bring a kind of external insight to our research as far as we will be discussing the issue of sport development which needs the contribution of all the actors interested in the matter.

3.1.3. Physical Education Teacher

In Togo where we do not have real sports administrators, physical education teachers have been throughout the years and till now the ones taking the lead in the field of sport. They are trained by the National Institute for Youth and Sport's Studies. Appointed within secondary and high schools throughout the country, they belong for most of them to the MSLT and for the remaining to three ministries in charge of different levels of education in the country. We will then have a discussion with 1 of their representative which cumulated more than 20 years of services in his job. Indeed, the physical education teachers not only assume their responsibilities as teachers within the schools but most of the time they are the ones implementing sport related program under the control of the provincial department of sport throughout the country. In other words, we can say that they are at the bottom line of the whole governance of the ministry. That is the valid reason that guides our focus on them. Considering that their voices are not always heard due to the hierarchical organization within the ministry, we do consider our research as an opportunity for them to share their views on governance and sports development matters in the country.

3.1.4. President of Sport Federation

In every sport system, national sports federations are very important actors. Out of them, it would be quite difficult if not impossible to have a national sport movement in which sports clubs, fans, individuals and sport related enterprises fully participate. The presidents of sports federations are always well aware of sport realities in a country. Not only they are well aware of realities regarding the sport each of them is overseeing but they are also well aware of key issues when it comes to the relationship between the sports federations and institutions such as the ministry of sport or the National Olympic Committee which are in fact their direct and regular partners. We target 1 of them considering the importance of the sport, the experience and the achievements of the federation.

3.1.5. Athlete

Athletes are the most important assets on which relies every sport industry. Without them there will be no competition. However, for them to exist, certain conditions need to be met. Indeed, without a clear sport system in which all the actors play fully their role, athletes would not be in condition to enjoy their job. In Togo, sport leagues are still amateur therefore athletes are confronted to many difficulties. One cause of that is the weaknesses in the governance of the ministry of sport which hardly

impact the overall development of sport in the country. These weaknesses refer to the poor regulations in terms of policy making and their implementation to strengthen the functioning of sports federations, the lack of control mechanisms to watch over the activities of the sports federations, clubs, competitions, players' migration and wages. All these combined make of the athletes the victims of our infant sport system which will not grow if nothing is done to ensure better conditions for them. We choose 1 athlete as a representative of that category of actor in order to have their opinions on how they feel the action of the ministry of sport which sharpens the whole organization of sport in Togo.

3.1.6. Coach

The input of coaches is also vital for a sustainable development of any sport system. Without them, athletes cannot appear on spot light. Fully passionate about sport, many of them are former athletes and all their mission is to lead up generation of talented young athletes. Their direct involvement on the field with the athletes make of them a group aside of the whole governance challenges which positively or negatively impact their job. We will also have a discussion with one of the representative considering his experience and good reputation in the field. We are looking

forward to receiving their opinions regarding the ministry of sport's actions for SD.

3.2. Procedure

3.2.1. Survey

The survey was introduced to the participants via email. In return, participants also emailed back their responses to us. The whole process last 25 days from 12th October to 5th November. Since we do not have the email addresses of all the employees in the ministry, we were supported in this process by three colleagues from the same office in which we were in position before coming to Seoul National University. The questionnaire were sent to them and in return they forwarded it to other employees in position in other departments and offices of the ministry. For the employees who were having some challenges to fill out the soft file of the questionnaire due to lack of access to computer, our three supporting colleagues printed out the hard copies for those ones. And after their collection, the scanned version were sent to us via email as well.

3.2.2. Interview

We have conducted online interview using skype. The whole process last 7 days from 25th to 31st October 2015. We have got the advantage that the targeted interviewees have agreed longtime time ago to collaborate for

this research. On 25th October, we set up the schedule with each of one them. Then from 26th to 31st we conducted one interview per day for 30 to 35 minutes. Our smartphone has been a helpful tool to record the whole conversation and later to elaborate the 5 transcripts in the appendix of this paper.

3.3. Questionnaires

3.3.1. Questionnaire for survey

The questionnaire for survey is shown in Appendix 6 of the document.

3.3.2. Questionnaire for interview

The questionnaire for interview is shown in Appendix 1 of the document.

Chapter 4. Findings

One of the objectives for our research is to analyze the current situation of governance within the MSLT to find out the strengths and limitations. To do so, we choose to give the floor to the employees of the ministry in order to have their views on the daily realities of governance within their organization. A survey sample has been administrated to 50 of them. The other objective was to identify the problems encountered for SD in Togo. In this regard, we conducted interviews with various actors interested in the matter. First of all we would like to present our findings about the governance.

4.1. Findings about Governance within the Ministry

After collecting the survey questionnaires from 50 employees of the Ministry of Sports and Leisure, the findings are presented as follow according to each aspect of good governance we questioned them about. The respondents are actually holding 30 various managerial positions in 15 departments and offices of the ministry. On average, they have cumulated 17 years of service within the ministry.

4.1.1. Rule of law

As one of the principles of good governance, we chose to question to employees of the ministry about the rule of law within their organization.

According to Fedotov, the Executive Director of United Nations on Drugs and Crime (2013), the “*rule of law refers to a principle of governance in which all persons, institutions and entities, including the State itself, are accountable to laws that are publicly broadcasted, equally enforced and independently adjudicated, and which are consistent with international human rights, norms and standards*”. In *Promoting Good Governance*, a publication of OCDE programme on Public Governance and Management the rule of law is defined as “*the institutional process of setting, interpreting and implementing laws and other regulations. It means that decisions taken by government must be founded in law and that private firms and individuals are protected from arbitrary decisions*”. It is well known that when the rule of law within an organization is strong, its members uphold the law not out of fear but because they find the right stand for its effectiveness (Michael Johnston, Good Governance: Rule of Law, Transparency, and Accountability). Moreover, having a rule of law means that the organization has an inner discipline or architecture according to which it operates. This discipline refers to a clear setting of rules and procedures according to which daily activities and tasks are carried out within the organization. Having a strong rule of law within an organization

exposes eventual wrongdoers to legal penalties, but also to social sanctions such as criticism from media, popular disapproval, and punishments.

The table below is the summary of our findings about the rule of law within the Ministry of Sports and Leisure of Togo.

Table 4. Compiled statistics for Rule of law

	Questions	Statistics share based on the answers of 50 respondents
Department /Office level	Is there a setting of rules & procedures according to which the organization operates?	Do not know = 3 ; Not at all = 3 Somehow = 7 ; Yes = 37
	If rule there is, does it enable a clear division of task & responsibilities among the workers?	Do not know = 3 ; Not at all = 7 Somehow = 27 ; Yes = 13
	How often does interference in others' tasks occur among workers in the office?	Never = 8 ; Rarely = 6 ; Sometimes = 29 ; Often = 3 ; Quite often = 4
	Evaluation of the application of laws and procedures within the office	Very bad = 0 ; Bad = 7 ; Acceptable = 36 Good 7 = Very Good = 0
Ministry Level	Is there a setting of rules & procedures according to which the organization operates?	Do not know = 5 ; Not at all = 1 ; Somehow = 15 ; Yes = 29
	If rule there is, does it enable a clear division of task & responsibilities among the departments & offices?	Do not know = 5 ; Not at all = 1 ; Somehow = 18 ; Yes = 26
	How often does interference in others' tasks occur among the offices in the ministry?	Never = 5 ; Rarely = 40 ; Sometimes = 5 Often = 0 ; Quite often = 0
	Evaluation of the application of laws and procedures within the ministry	Very bad = 0 ; Bad = 12 ; Acceptable = 33 Good = 5 ; Very Good = 0

Based on the findings as shown in the table above, we can see that the departments of the Ministry of Sports and Leisure of Togo have a rule of law as stated by 29 respondents out of 50 while 15 others admitted that there

is a rule to some extent. If we combine both scores which should be considered as positive responses for that question, we have 44 over 50 which is quite a high score. Coming from inside the organization, we are in good position to say that the 15 who admitted that there is a rule to some extent did so because of some considerations regarding the division of tasks and responsibilities within the departments. Indeed when asked whether the rule of law within the departments enables a clear division of tasks and responsibilities among workers, we can see that only 13 respondents said yes while 27 admitted that there is to some extent. As we can see, the score of those responding with some uncertainty is higher this time. This means that even though the departments of the ministry have rules of law according to which they operate, those rules need to be refined in order to have a clear division of tasks and responsibilities among the staffs. This will definitely lead to more responsibility for the staff and will also help end up with the cases of interferences in that occur sometimes among the workers as 29 of the respondents underlined it. When it comes to the application of the rule of law, respondents were not overly satisfied since 36 judged it acceptable while only 7 found it good and no one said it was very good. Improvement is to be done in this regard as well because organizations become weak and failed to be efficient when their members do not apply the

rule set within the organization. The Chartered Institute of Public finance and Accountancy (2013) pointed out in their international framework for Good Governance in the Public Sector that: “*Public sector entities and the individuals working within them should, therefore, demonstrate a strong commitment to the rule of law as well as compliance with all relevant laws*”. At the ministry level, it is interesting to see that the trend is still the same. Having said that our analysis about the rule of law within the departments is still valid for the entire ministry.

4.1.2. Accountability

Among the principles of good governance, accountability is a very important. According to Stapenhurst et al. cited in *Accountability in Governance*, a document of the World Bank Institute, accountability is vital for the well-being of any kind of public organizations because it helps evaluate the ongoing effectiveness of public officials or public bodies. It also ensures that workers are performing to their full potential, providing value for money in the provision of public services, instilling confidence in the government and being responsive to the community they are meant to be serving. Our findings about accountability are summarized in the table below.

Table 5. Compiled Statistics for Accountability

	Questions	Statistics share based on the answers of 50 respondents
Department /Office level	Is there any internal control mechanism for accountability within the organization?	Do not know = 1 ; Not at all = 36 Somehow = 11 ; Yes = 2
	How often is the account of activities held within the organization?	Never = 27 ; Rarely = 10 ; Sometimes = 9 Often = 4 ; Quite often = 0
	Is there any external control mechanism for accountability?	Do not know = 6 ; Not at all = 3 Somehow = 6 ; Yes = 35
	How often is the account of activities held to the external control mechanism?	Never = 0 ; Rarely = 0 ; Sometimes = 10 Often = 35 ; Quite often = 5
Ministry Level	Is there any internal control mechanism for accountability within the organization?	Do not know = 11 ; Not at all = 29 Somehow = 6 ; Yes = 4
	How often is the account of activities held within the organization?	Never = 14 ; Rarely = 26 ; Sometimes = 4 Often = 5 ; Quite often = 1
	Is there any external control mechanism for accountability?	Do not know = 7 ; Not at all = 1 Somehow = 3 ; Yes = 39
	How often is the account of activities held to the external control mechanism?	Never = 5 ; Rarely = 5 ; Sometimes = 8 Often = 26 ; Quite often = 6

For accountability to be effective, organizations are encouraged to establish a system that enables formal reporting within the organization and also external scrutiny such as an independent Audit Office. Our findings in this regard have revealed a serious lack of internal control mechanisms for accountability. Within the departments and offices, 36 respondents stated that there was no internal mechanism that enables accountability. It then makes sense that 27 stated that account of activities are never held while 10 said rarely. When it comes to the existence of an external control

mechanisms, it is interesting to see that respondents confirmed it with a score of 35 out of 50. They also underlined the regular check-in of the external control mechanisms with a total score of 40. Here too as for the rule of law, the trend noticed within at the department level is the same when considering the overall situation within the ministry. Based on this, we can see that there is real need to create within the entire ministry a culture of accountability by establishing internal mechanisms that enables periodic reporting about the activities being carried out.

4.1.3. Transparency

According to the United Nations' Economic and Social Commission for Asia and the Pacific (2007), transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. This implies that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. Furthermore transparency means that enough information is provided and that it is provided in easily understandable forms and media. Our investigation in the Ministry of Sports and Leisure aimed to assess transparency by considering the system and flow of information. On next page is the table that summarizes our findings in this regard.

Table 6. Compiled Statistics for Transparency

	Questions	Statistics share based on the answers of 50 respondents
Department /Office level	Does the organization have an official website?	No = 50 Yes = 0
	What are the most used means to access information within the organization?	From the Director = 25 ; From person in charge = 16 From anyone in the office = 3 ; From Reports & Documents = 6
	What are the most used means to access information about the organization for people from outside?	From the Director = 29 ; From person in charge =17 From anyone in the office=4 ; From Report/Documents = 6 ; From media's reports = 4
	How often does the organization communicate to media about its activities?	Never = 10 ; Rarely = 33 ; Sometimes = 7 Often = 0 ; Quite often = 0
Ministry Level	Does the organization have an official website?	No = 50 ; Yes = 0
	What are the most used means to access information within the ministry?	From General Secretary = 20 ; From person in charge = 16 From anyone in the ministry = 4 ; From Report & Documents = 10
	What are the most used means to access information about the organization for people from outside?	From General Secretary = 20 ; From person in charge = 12 From anyone in the ministry = 6 ; Report & Documents = 4 ; Media's reports = 8
	How often does the Ministry communicate to media about its activities?	Never = 8 ; Rarely = 28 ; Sometimes = 9 Often = 1 ; Quite often = 4

In a new environment highly dominated by the New Technologies of Information and Communication (NTIC), it is quite surprising to see that the Ministry of Sports and Leisure of Togo does not have an official website nor do its offices and departments. Respondents showed that by responding 100% **No**. One direct consequence of that is that the information system

within the departments and offices is highly dependent on individuals especially the heads of offices who are the main source of information. Indeed, when respondents of our survey were asked to mention the most used mean to access information they highest score of 25 went to the Directors and only 16 for persons who were supposed to be in charge of specific matters. Such a situation does not enable an easy flow of information and also a quick delivery of various tasks among the staff since each of them have to frequently refer to the head of the office for information that are needed to carry out the tasks. Since there is no official website where all information are made available, reports, documents and files of the office should normally be an important source of information but our findings show that it is one of less used mean to access information with only a score of 6 out of 50. This is certainly due to the fact that the most important files and information are kept with the heads of offices. Since information processing is done not only inside the organization but also to the outside, we have come to realize that people from outside the organization also still need most of the time to refer to the heads of office to get the information they might be looking for. Knowing how busy the schedules of heads of offices are with meetings, missions and trips, it is not a good thing when it comes to transparency that information processing

highly depends on them. And not to arrange the situation at all, the entire ministry seems not to communicate often to media. Indeed when it comes to the frequency of communication to media, a score of 33 for ‘*sometimes*’ and 28 for ‘*rarely*’ were registered respectively at the department and ministry level. Communication plays an important role in raising awareness about organizations and their activities contributing by that mean to their good reputation. A lot of work needs to be done within the Ministry of Sports and Leisure of Togo in order to establish an efficient system supported by NTIC that enables easy flow and availability of information for workers within the organization and for people from outside. Doing so will definitely fill the big gaps in terms of transparency as our findings revealed it.

4.1.4. Focus on organization’s mission

In general, organizations are created to respond to specific needs. That is why mission and objectives statement are the very first steps that give birth to organizations. Kokemuller (2007) mentioned that mission statements serves as foundational guides for the formulation of objectives. When mission and objectives are clearly formulated, it becomes easier to elaborate the strategic planning through which they can be achieved. As a public organization facing currently lot of criticisms from media and the general

public, we were interested in questioning the employees of the Ministry of Sports and Leisure about how focused the organization is on its mission and objectives. The table below presents the findings.

Table 7. Compiled Statistics for Focus on Organization's Mission

	Questions	Statistics share based on the answers of 50 respondents
Department /Office level	Do the activities run by the organization match with its mission and objectives?	Do not know = 0 ; Not at all = 4 ; Somehow = 36 ; Yes = 10
	Does the organization have a strategic plan with short, mid and long term goals?	Do not know = 5 ; Not at all = 29 ; Somehow = 12 ; Yes = 4
	Do the activities being run lead the organization to achieve its mission?	Do not know = 3 ; Not at all = 11 Somehow = 26 ; Yes = 10
	Does the organization have an internal mechanism to evaluate the impact of its activities?	Do not know = 5 ; Not at all = 34 Somehow = 6 ; Yes = 5
Ministry Level	Do the activities run by the ministry match with its mission and objectives?	Do not know = 7 ; Not at all = 10 Somehow = 29 ; Yes = 4
	Does the ministry have a strategic plan with short, mid and long term goals?	Do not know = 10 ; Not at all = 5 Somehow = 8 ; Yes = 27
	Do activities being run lead the ministry achieve its mission?	Do not know = 8 ; Not at all = 5 Somehow = 30 ; Yes = 7
	Does the ministry have an internal mechanism to evaluate the impact of its activities?	Do not know = 9 ; Not at all = 24 Somehow = 11 ; Yes = 6

These findings revealed that activities being carried out do not fit very well with the missions and the objectives of the departments under the jurisdiction of the Ministry of Sports and Leisure. The high score of 36 respondents out of 50 expressed their views accordingly. One direct

consequence of this is that there is no strategic planning according to which the department and offices in charge of specific matters operate if not 29 respondents would have not said that. We all know that organizations definitely fail to achieve their mission when they do not operate on the basis of a clear strategic planning with short, mid and long term goals. Such a situation is certainly the reason why the majority of respondents were doubtful (26 out of 50 within the departments and 30 out of 50 considering the overall situation of the ministry answered “**somehow**”) when they were asked whether the activities lead the organization achieve its mission and objectives. Not only we noticed a failure for the lack of strategic planning but also there is no mechanism that enables the evaluation of programs being implemented. A great job is to be done to improve organizational capacities for better performance.

4.1.5. Capacity building of human resources

Among the resources organizations need to perform well, we have in good position the human resources. Many researchers have demonstrated in various ways the valuable input of human capital for the success of organizations whether they are sporting ones, business ones and so forth. The old adage which says “*Human resources are the most important assets a modern organization has*” is still valid today. Even though some

researchers contest its truthfulness arguing that people (which means not everyone) should be considered as the most important asset, rather the right people, it is obvious to see that no one denies the very important contribution of human capital in running an organization. The Chartered Institute for finance and Accountancy (2013) in its framework for *Good Governance in the Public Sector* underlined the need for organization of the public sector to have the right structures and leadership, as well as people with the right skills and mindset. Indeed the combination of all these help the organization to operate efficiently and effectively achieving by that mean the intended outcomes within the specified periods. Due to changes in individuals and also in the environment in which the organizations operate, it is vital to continuously develop the capacity as well as the skills and experience those playing leadership role within the organizations not forgetting the individuals who are staff members. These were the concern of the questions we asked the employees of the Ministry of Sports and Leisure of Togo about the capacity building of human resources within the organization. The findings are as follow in the table on next page.

Table 8. Compiled Statistics for Capacity Building of Human Resources

	Questions	Statistics share based on the answers of 50 respondents
Ministry Level	Where does capacity building of human resources stand among 5 top priorities within the ministry?	First priority = 27 Second priority = 10 Third priority = 9; Fourth priority = 1 ; Fifth = 3
	Does the ministry have any strategic plan in this regard?	Do not know = 6 ; Not at all = 31 ; Somehow ; 12 Yes = 1
	How often is capacity building programs held for workers?	Never = 13 ; Rarely = 28 ; Sometimes = 9 Often = 0 ; Quite often = 0
	How would you appreciate the contents of the capacity building training program you attended?	Very bad = 4 ; Bad = 12 ; Acceptable = 23 ; Good = 8 ; Very good = 3
	Do those capacity building program impact your performance at work?	Not at all = 7 ; Somehow = 33 ; Yes = 6 ; A lot = 4

Five lessons are be drawn based on these findings. First, the capacity building of human resources is viewed within the organization as one of the top priority to tackle seriously. 27 respondents out of 50 credited it as the first priority among 5 top priority to deal with. No doubt, we can say that there is a good awareness about the valuable contribution of skillful and well trained human resources within the ministry. Yet the second lesson is that the ministry does not have any strategic planning for the development of human capital. That is definitely the reason why we got 31 out of 50 who responded ‘**Not at all**’ when asked whether there is any strategic plan for capacity building. The third lesson is the lack of capacity building programs or opportunities for the staff. Only 9 persons admitted to have attended and

not on a regular basis some training sessions while 28 expressed the rarity of such programs within the organization. The fourth lesson is the satisfaction expressed by those who have already attended some capacity building program. Even if they were not overly satisfied, 23 respondents found meaningful and valuable the contents of the training sessions they attended. And at last, 33 persons estimated that those training sessions had led them improve to some extent their performance at work. A clear strategic planning for capacity building that targets a higher number of employees than what is currently done, more frequent training sessions with more valuable contents that address current issues and trend in the sport, these are some of the features on which the ministry should work on. Doing so will definitely improve the governance when the well trained employees become fully equipped and trained to face the challenges and various difficulties that will occur while carrying out their tasks at different levels in the ministry.

4.1.6. Decision-making and stakeholder's participation

The decision-making is viewed as one of the key functions in organizations. As a result, the effectiveness and failure of managers or the entire organization are often linked to the quality of decisions (Leonard et al, 1999). Organizations that are seeking to enhance the performance for more effectiveness and efficiency should go for a good governance that

defines the decision-making process upfront (Oakes, 2008). Because of the diversity of people, the levels of responsibilities and also to avoid constant conflicts of interest, decision-making within the organization should be done through a process that enables the participation of a wide range of persons and not of very few persons or the sole head of office. In line with that, public organization such as ministries in charge of sports in all countries do collaborate with various stakeholders.

These aspects were taken into consideration when we were questioning the respondents of our survey. In the following table on next page are the findings.

Table 9. Compiled Statistics for Decision making and Stakeholders' participation

	Questions	Statistics share based on the answers of 50 respondents
Department /Office level	At which level are the most important decisions taken within the organization?	Director = 29; Committee of Director & Chiefs Divisions = 15 ; Committee of Director, Chiefs Divis./Sub-divisions = 5 ; Office meetings = 1
	From 0 to 5, with which grade would you evaluate the consideration of workers' opinion in the decision-making?	For grade 0 = 4 ; For grade 1 = 24 ; For grade 2 = 9 ; For grade 3 = 10 For grade 4 = 1 ; For grade 5 = 2
	How often are meetings held with stakeholders of the organizations?	Never = 4 ; Rarely = 24 ; Sometimes = 15 ; Often = 6 ; Quite often = 1
	From 0 to 5, with which grade would you evaluate the consideration of stakeholders' opinion in the decision-making?	For grade 0 = 2 ; For grade 1 = 9 ; For grade 2 = 22 ; For grade 3 = 7 ; For grade 4 = 8 ; For grade 5 = 2

Ministry Level	At which level are the most important decisions taken within the ministry?	Minister = 12 ; Committee of Minister, Deputy Minister & General Secretary = 28 ; Committee extended to Directors of departments = 10 Big meeting = 0
	From 0 to 5, with which grade would you evaluate the consideration of heads of offices' opinion in the decision making process?	For grade 0 = 0 ; For grade 1 = 5 ; For grade 2 = 25 ; For grade 3 = 12 ; For grade 4 = 5 ; For grade 5 = 3
	How often are meetings held with stakeholders of the ministry?	Never = 1 ; Rarely = 24 ; Sometimes = 15 ; Often = 7 ; Quite often = 3
	From 0 to 5, with which grade would you evaluate the consideration of stakeholders' opinion in the decision-making?	For grade 0 = 0 ; For grade 1 = 6 ; For grade 2 = 25 ; For grade 3 = 9 ; For grade 4 = 7 ;For grade 5 = 3

The very first thing we noticed in the findings is that the decision-making process relies highly on the directors or heads of offices who were credited a score of 29 out of 50. Members of staff such the Chiefs divisions and Sub-divisions handling managerial responsibilities are offered less opportunity to take part in discussion and participate in decision-making. Such situation does not encourage the plurality of views and the share of experiences within the organization. That is not surprising to see that 21 respondents graded by 1/5 the consideration of workers' opinions in the decision-making process. When it comes to the participation of stakeholders, we realized that meetings are held rarely with them since 24 respondents have admitted so. And in a situation where the discussion with stakeholders is rare, it is quite logic to see that the consideration of their opinions in the decision-making

was downgraded by the employees of the Ministry of Sports and Leisure. That was credited a score 2/5 by 24 of the respondents. At the ministry level a positive trend is noted in the decision-making process which enable open discussion and participation of the directors of the department together with the Minister, the Deputy Minister and the Secretary General. Still the consideration of the opinion of those direction in the final decisions is quite low. The score of 2/5 as stated by 25 of the respondents in this regard is quite revealing. When it comes to stakeholders' participation the entire ministry display the same features as its departments. Meetings with the stakeholders are rare (as shown by the score 24/50 by the respondents). The consideration of their opinion is also downgraded with a score of 2/5 by 25 of the respondents.

4.2. Findings from Interviews on Sport Development Issues

Apart for being an investigation about the governance within the Ministry of Sports and Leisure of Togo, our research aims to also find out the factors that are not contributing to the development of sport in Togo. We choose to interview some of the actors with sport's related jobs in Togo. We had interviews with 1 sport's journalist, 1 physical education teacher, 1 President of sport federation, 1 coach and 1 athlete. They were asked the same questions addressing the issue of sport development and the role

played by the Ministry of Sports and Leisure in this regard. It was a way for us to have their appreciation of the ministry's actions and also to have their expectations and suggestions for sport's development in Togo.

If one thing is to make people talk by interviewing them, another one is to analyze their words and get meanings from them. The simple answers of interviewees do not speak for themselves if left in the form in which they are collected – recordings, or pages of transcripts, or documents of one kind or another (Hydén, 2005). It is necessary then to analyze the speeches of the interviewees which somehow are like raw materials that should not be considered as the findings of the research.

We have also committed ourselves to that requirement of research by going through an analysis process of our interviewees' words. But the very first step was to categorize the information we got from each of the respondent according to each question we asked them. The fact that we chose to ask them the same questions made it easier for us. Yet, it has required from us to proceed by coding the information. Coding can be done in many ways, but it usually involves assigning a word, phrase, number or symbol to each coding category using key words to summarize a whole sentence or sequence of speech (Hydén, 2005).

The next step is the analysis part which focuses more on the identification of evidences from the categorized data. The evidence is something that is able to convince us of the existence of a certain kind of knowledge, or a certain phenomenon (Flick, 1998).

We would like now to present the findings and discuss them according to the 10 questions we asked our interviewees.

4.2.1. Sport development as defined by the interviewees

Even though getting an answer for this question was not the main purpose of our interview, we chose to open the discussion with it. A way for us to have the interviewees' understanding of the concept so that if needed we can orientate the following of the discussion in order to meet the objectives of the interview. Overall the 5 interviewees showed through their responses that they were well aware of the key features as far as sport development is concerned. Our coding of all the responses we got from them revealed some strong evidences. Among the most mentioned features, we have the construction of sport facilities which occur 4 times. Only one interviewee did not mention it. For the majority of the interviewees then the construction of sport facilities is an important aspect that drives sport development. Another strong evidence is the development of grassroots' sport. Three of the interviewees mentioned it. The third strong evidence we

noticed is the good organization which implies good strategic planning and efficient management of sport activities within all the sport organizations involved. With various expressions, three of the respondents did say something about it in the definition of sport development. The other things that were said are the increase of participants in sporting activities, the development of the human capital (coaches, athletes, sport's administrators, PE teachers etc.) and last but not least the government's financial support to sport federations. We were truly amazed by the wide range of features mentioned by our interviewees in their answers to that opening question and each time that we started the interview, it was quite reassuring for us to see that we were in front of the right person. We could then move to the next question.

4.2.2. Perception of the current situation of sport in Togo

Based on the frequency of features in the responses for this section, four of the respondents indicated that there is no vision and politic for sport development in the country. “*Everything is messed up*” had commented one of the interviewee. Three of them were so bitter that they used the words “*zero*” and “*nothing*” and “*complete failure*” to describe the current situation of sport in the country. To complete their sad portrayal of the situation, they mentioned the permanent crisis within the sport

federations due to conflict of interest among the members of the boards. Add to this, the political interferences in sport, the continuous decrease of national teams' performances in competitions, the non-organization of matches in the sport leagues and the limited financial support of the government to sport federations. Having all this description of the situation from these actors have convinced us somehow about the right choice of our research topic. Yes, it is high time to go for a governance that will impact sport development in Togo. The following part is about the ministry's role for sport development in the country. Let's see what they say.

4.2.3. Perception of the role of the ministry

All the statements we got on this question showed that the interviewees are well aware of the role of the Ministry for sport development. All their words match well with the mission statement of the organization as we presented it before in this document. Still more emphasis was put on some features. Among them were the role of third party the ministry should play between the government and the sport federations, the elaboration and implementation of policies for sport development and also the construction of sport facilities. These points occurred in the responses of 4 interviewees out of 5. Other features occurred 3 or 2 times. These are the responsibility for the ministry to develop the human capital of those involved in the

environment of sport as well as the need for the development of grassroots sports. These are how our interviewees viewed the role of the ministry of sports and Leisure. Having said that we chose to ask them whether they knew about any strategy or actions the ministry is currently doing to achieve its mission. Our next section will present their views on this.

4.2.4. Perception of the ministry's actions

Asking our interviewees to mention some of the actions they know the ministry is taking for sport development is a way for us to see how well informed they are about what the ministry is doing. The responses we got on this question can be resumed in one word “dissatisfaction”. As a person working for the ministry, we were truly embarrassed to see that our organization has a very bad reputation. Indeed, all the respondents indicated that nothing is really done by the ministry to promote sport development in the country. Expression like no “*no visibility*”, “*nothing*”, “*zero*” were used to qualify the ministry's actions. The other things mentioned are the adoption by the government of the charter of sports and the national politics of sport which are documents elaborated by the ministry in order to create the environment for the development of sport. Yet because those documents are not put into practice, respondents did not consider them as actions promoting sport development. The only positive things that were said are

the financial support to sport federations and the 2 newly created sport centers for youths where students can do regular studies and get trained as football players. Add to this, the respondents mentioned also some capacity building programs for coaches, the staffs of the ministry, the PE teachers etc. This sequence of our discussion has shown somehow the numerous tasks that are awaiting the ministry of sport in terms of actions that should be taken. Since some good points arose, we were eager to ask the respondents about the impact of such actions. The next section will present and discuss our findings in that regard.

4.2.5. Perceived impact of the ministry's actions

The discussion on this issue was so short. Afterwards, we even felt like we should have not asked that question because of the reaction of the respondents. Indeed all of them feel embarrassed with the question because for them it was inappropriate to talk about impact since nothing is really done to that end. We then chose to go for the next question.

4.2.6. Perceived good things about the ministry

On this point, the sport journalist for example appreciated the organizational structure of the ministry which makes it possible to have a regional office of the ministry in all the 6 regions of the country. Yet he added that the ministry should make each of its regional structures worked

efficiently in order to promote and develop sport throughout the whole country. Another point good point is the capacity building programs initiated sometimes by the ministry. Still the interviewees who mentioned this suggested that those programs should focus on providing knowledge that can help participants to face the current challenges since the sport organizations in the country are overwhelmed by crisis due to poor governance. At last, the third party role played by the ministry between the sport federations and the government was also mentioned as one of its good points. Having completed the discussion about the good points we were also interested to hear about the limitations.

4.2.7. Perceived limitations of the ministry

In terms of limitations, one of the concerns raised by the respondents is the priority given to football over other sports. This has led to unequal financial support to the sport federations. Another point is the ineffectiveness of some of the departments of the ministry. The department in charge of sport facilities and the one in charge of schools and university sports are mentioned as the most ineffective ones. For the first one, the complaint is about the lack of maintenance of the two main stadiums while the department is still getting rental money and also public funds to that end. For the other department the complaint was about the non-organization of

schools championships for almost the past five years now. The department of sport was also mentioned for not having any structure to promote women sports. Apart from these specific issues, the interviewees wish to see the ministry put into practice all the good things written in the documents of *Sport charter* and the *National politics of sport*. After having the pros and the cons as perceived by the interviewees, we asked them what would be their priorities suppose they were in the decision-making position within the ministry. Let's see in the following section how the discussion turned out.

4.2.8. Perceived priorities to tackle for sport development

Among the points that were raised in this part of our discussion, we have the development of grassroots through talents' detection programs and schools' sports, the construction of at least one multisport facility in each of the six regions of the country, the elaboration and implementation of programs in order to increase people's participation in sport with an emphasis on women and people with disabilities, a deep reform of PE teaching in schools, the development of human capital, the periodic organization of seminars on practices of good governance and strategic planning for members of all sport organizations and the increase of the financial support to sport federations on a results based approach. These are the things that have appeared as first priorities to our interviewees if they

were in decision-making position within the Ministry of Sports and Leisure. If the ministry compares these points with its own priorities, we humbly think that it can help decision-makers see the gaps between the ministry's services and the expectations of those whose collaboration is needed for the success of its activities. We all know how important it is for organization to fit the services with the expectations of users if they want to be successful.

In any process of development, it is important for each actor involved to have a clear understanding of his or her contribution. This has led us ask our interviewees how they personally view their contribution to sport development in Togo and also if they feel valued for that. We will consider that part of our discussion in the next section.

4.2.9. Perceived contribution and expectations

This section of discussion was also full of lessons for us. It was interesting to see that each of the actor were really willing to fully play their part in any sport development process. Each of them expresses what can be their contribution as follow.

- **Sport journalist:** Speaking certainly on behalf of his corporation, this interviewee mentioned that sport journalists have a great role to play in terms of communication about sport events and also spreading all positive information about the multiple benefits of practicing sport in

order to incite the general public for participation. Sport journalists can also contribute through their analysis whether by written articles on various sport issues and the functioning of sport organizations. Their tribunes on media during debates and gathering of various sport actors are also vital to keep the watch on how sporting activities are going on identifying challenges, the failures and commending the successes as well. Having said all these, our sport journalist does not feel that their contribution is valued by the Ministry of Sport and Leisure. His complaint was about the difficulty for them to have access to information about the ministry and the reluctance or the refusal of the authorities to respond to request for interviews.

Expectation: If the ministry really want to launch a real sport development process in the country, it is important for them to associate media. So the call is for more openness, share of information, equal treatment for public and private journalists in this regard and also the support for transportation fees and allowances for accredited journalists reporting about national teams on competitions outside the country.

- **President of sport federation:** As an important actor in the sport system, the President of a sport federation contributes through an efficient leadership within the federations to steer the development of

specific sport through the organization of competitions for clubs as well the detection and development of talents to nourish the national teams. Helped by his board, he develops active partnership with various stakeholders seeking for any kind of support in order to promote professionalism within the leagues and also to develop the sport on a global scale for the participation of general public. He feels that their contribution is truly valued by the ministry in charge of sport. One evidence of that is the financial support they are getting from the ministry of economy with the help of the ministry of sport.

Expectation: To end up with the crisis that often arise within the sport federations due to conflicts of interests, disputes among members of the boards, corruptions, embezzlement, he suggested that the ministry should take a policy that requires good governance and the commitment of all the members of the boards to a code of good conduct in disobedience of which restriction or suspension of financial support should be applied to federations.

- **Physical Education teacher:** PE teachers in the sport system in Togo play an important role. They are the ones that initiate youths in schools to physical education and sporting activities growing in them the love for sport. They work on the detection and talents development programs.

They are involved in the activities of sport federations and they serve as coaches for many sport clubs. Others participate as referees in many sport competitions. It is important to mention that PE teachers are the only and most used resource persons on sport matters in Togo. As the majority of them belongs to the Ministry of Sports and Leisure, it is among them the directors of the departments are appointed within the ministry. Waiting for the time we will have a various range of professionals in our sport system such as sport administrators, sport marketing experts, sport events managers, sport sociologists and so forth, we can see that actually P.E. teachers are the ones taking the lead at every stage of the sport system. Having said that, it is with them that we should think and start the sport development process we all are expecting. Because of their presence at every stage of the sport system, they feel somehow that their contribution is valued. Yet for those serving in the school system, they complain often about the lack of support to their teaching activities since physical education is still viewed as a subject not of first priority such as the other schools' subjects.

Expectation: They would like the government to make of physical education a priority in the school system as it is for other subjects by

giving more support such as facilities and equipment for practice. They would like the government to bring back the schools sport competitions as it used to be before. At last they asked for more capacity building programs so that they can have the knowledge that can help them face the challenges. When those conditions are set, they assure that their personal input as instructor will be worth for the development of physical activities and sport in the country.

- **Coaches:** The main duty of coaches in every sport system is to train the athletes, to teach them the skills for the practice of a specific sport. Without coaches there will not be athletes and then no sport especially when it comes to elite sport that involves the organization of sport competitions following a whole set of rules. Coaches in Togo are also doing similar job. Yet because of sport leagues which are still amateur, their conditions of work are working. Add to their very low salaries, they have to face also long periods of inactivity due to crisis within the sport federations which most of the time cause the suspension of the competitions within the sport leagues. The sport clubs that hire their service do not offer the good conditions in terms of facilities and equipment. Since their conditions of work and life are bad, they do not feel that their contribution is valued.

Expectation: They think the ministry of sports and Leisure should make a specific policy in order to have it as a requirement for the sport federations not to allow participation in the sport leagues for clubs which are not financially capable to pay the agreed coach minimum wage. They also ask for more capacity building programs and also a real strategy for grassroots programs in the most popular sports in the country.

- **Athletes:** Athletes are like raw materials from which every sport system is built up. They are the core focus of sporting events and their performances on the field are source of attraction for the spectators in the stadiums as well as viewers on TV, internet or any other support. In Togo, athletes through hard conditions of training and competitions do their best to provide sporting spectacle to fans. Sadly, the suspension of the main competitions in many sport leagues has put them in a situation of inactivity for almost 3 years now. No competitions mean no wages for them. A result, not only there are losing a lot in terms of their abilities but their conditions of life become worst. Yet the country is known for having athletes with great potential. Again crisis within the sport federations, fights among owners of sport clubs have taken sport away from the athletes who are truly pissed off, hopeless and even

desperate for some of them. Due to this, they do not really feel valued for their contribution.

Expectation: They just want to go on the field and play for the pleasure of fans and for their career as well. “Let us play, that is all we want, do not kill our dreams” has said our interviewee.

This concludes our discussions with various actors concerned by sport development in Togo. Lot of things have been said by each of them. Many lessons are to be drawn. The Ministry of Sports and Leisure has to work on two important stages if it really want to lead successfully sport development in the country. First it has to improve considerably its governance. Second, it needs to establish the trust and qualitative relationship with all actors engaged in order to impact meaningful the development of sport in Togo. Based on the findings of our research, we will, in the following part, will come up with some recommendations.

Chapter 5. Discussion

5.1. Summary of Findings

5.1.1. About strengths and limitations of governance

Our findings about strengths and limitations are summarized in the two following tables. The first one pictures in a more statistical way three of the principles which are rule of law, accountability and transparency. The statistics for each of them are based on the total score registered on one hand for all positive answers and on another one for all negative answers.

Table 10. Summary 1 Findings about governance within the ministry

	RQ1 : Strengths & Limitations of Governance		
	Rule of Law	Accountability	Transparency
Strengths	-There is a setting of rules & procedures; -Division of tasks among the Staff & the Departments; Rate : 73% (284)	-Subjected to the external auditing of the Ministry of Economy; Rate: 46% (191)	-Section of documentation & information; Rate: 32% (127)
Limitations	-Minor cases of interference in duties among the staff & the Departments; -Failures in compliance to the rules; Rate: 27% (116)	-No real culture of accountability; -No internal mechanism enforcing accountability; -Missing & no updated files & reports of activities; Rate : 54% (209)	-No official website; -Information system highly depended on heads of offices; -Serious lack of communication to media; Rate : 68% (273)

The second table on next page presents the findings regarding focus on organization's mission, capacity building of human resources and decision-making and stakeholders' participation.

Table 11. Summary 2 Findings about governance within the Ministry

	RQ1 : Strengths & Limitations of Governance		
	Focus on mission	Capacity Building of HR	Decision-Making & Stakeholders' Participation
Strengths	<ul style="list-style-type: none"> -Clear mission statement; -Good Organizational structure; Rate : 53% (231)	<ul style="list-style-type: none"> -Issue viewed as Top Priority; -Some Capacity Building Programs happening; Rate: 45% (81)	<ul style="list-style-type: none"> -Culture of debate & discussion on issues; Rate: 19% (32)
Limitations	<ul style="list-style-type: none"> -Lack of Policies & Programs; -Ineffectiveness of some Departments -Failures in Strategic Planning; -No mechanism to measure the impact of Ministry's action; Rate: 47% (169)	<ul style="list-style-type: none"> -No real planning to develop human capital; -Lack of capacity building programs on governance & sport related contents; -Only very few workers take part in Capacity building Programs; Rate : 55% (169)	<ul style="list-style-type: none"> -Final decisions often made by the Minister & Heads of Offices; -Opinion of workers are not considered; -Poor collaboration with Stakeholders; Rate : 81% (378)

5.1.2. Finding from interviews

Our discussion with the interviewees revealed that the ministry's action are not having a real impact for the development of sport in the country. The

most mentioned factors that lead to such situation are the lack of initiatives, policies, programs and strategic planning within the MSLT, the poor collaboration between the ministry and the stakeholders, the poor governance and conflict of interest within the sports federations, the lack of political will to promote sport and finally the limitations of the human resources working within the sport organizations in the country.

5.2. Discussion and Interesting Findings

5.2.1. About the governance within the ministry

As mentioned before in this paper we analyze the practices of governance within the ministry by considering the six principles of good governance in public sector as elaborated in the framework of The Chartered Institute for Public Finance and Accountancy. Here are the findings and our recommendations.

For the rule of law, based on the data of our survey, we noticed that the Ministry of Sports and Leisure does have a clear setting of rules and procedures according to which it is organized and operates. That is certainly a strength. Yet as our respondents mentioned is there are still some cases of interference in others duties when it comes to the divisions of tasks among the staff. Cases of interferences arise also sometimes among the departments and offices of the ministry. That will be so helpful for the organization to

review its whole set of rules both at the level of the ministry and within its different departments and offices in order to sort out the ambiguities or imprecisions that might be causing the situations of interferences. Doing so will create more responsibility among the workers in one hand and among the departments and offices in another when particular duties become the exclusive responsibility of one particular worker or structure.

For accountability, even though our data have shown that the ministry and its department render account to an external control mechanism which is mostly the ministry of economy whose auditors often visit for some checking, we noticed that there is not a culture of accountability within the ministry. Whether at the ministry or department level there is not an internal mechanism that urges or obliges workers or structures in charge of specific matters to render account about their activities. Such situation leads more often to practices of corruption, falsification of reports and financial statements just to meet the requirement of external auditors. The authorities of the ministry complain often about the suspension of partnership by some sponsors. Other sponsors are reluctant to engage in partnership with the ministry. The lack of accountability is certainly one cause of that. For accountability to be effective within the ministry, we recommend the ministry to create an internal structure to which all the departments and

offices should render all the accounts about their activities on agreed due time. Same thing should be done within the departments and offices as well. Doing so through an efficient reporting system and periodic updates of files of activities being carried out will definitely create a culture of accountability. What a great tool will be to fight corruption and embezzlement not forgetting that the organization will also gain in credibility before the sponsors for future partnerships.

Regarding transparency, for an organization of that standing, it is quite weird to see that none of its structures has an official website on which information are made available. Yet almost all the departments and offices do have internet and they are also equipped with computers and the human resources to take care of that kind of stuff. That was a serious indicator about the level of transparency within the organization. When heads of offices are still the first source of information, it does not enable an easy flow and access to information for people from inside and the one from outside the organization. As if it was to be a completely opaque governance, the ministry does communicate very rarely to media about its activity. All these are actually barriers for transparency. It is high time for the ministry to take the steps that will make transparency real for a better governance. Among the things that should be done, we have the creation of an official

website for the entire ministry where all useful information should be made available. At the same time, heads of offices, rather than being the sole reliable source of information, should decentralized the process by creating a system that enables free and quick access to information. Members of the staff should be given all the responsibility to provide information about specific matters. That is one way to promote transparency as well. The ministry will do well also if it communicates more to media. That will be a good thing to end up with its bad reputation nourished by all sort of rumors and criticisms because of lack of communication.

For focus on organization's mission and objectives, many interesting points were also discussed in this regard. Based on our findings, we have come to realize that ministry does not have a culture of strategic planning. As a result the activities being carried out end up not to have an impact for the development of sport which is the main mission of the ministry. Moreover the ministry does not have any internal mechanism to evaluate the impact of its activities. Such situation does not help the organization to focus on its mission and objectives. Rather than operating on a daily basis with vague ideas about what should be done, we recommend the ministry to decline the current document of *National Politics of Sports* (which contains the general orientations) into detailed strategic planning that will tackle each

of the aspects of sport development we would like to go for. The point is to have a clear agenda with goals to achieve in short, mid and long term. Each of the structures of the ministry should be responsible and accountable in implementing programs intended to reach the predefined goals. By doing so, the ministry will have a better focus on its mission and objective for more results and impact. Add to this, it urges to have within the ministry an internal mechanism that will evaluate all programs being implemented. This helps to identify failures and successes for better future planning.

For capacity building of human resources, even though the matter was indicated as one of the top priorities within the ministry, the sad reality is that the ministry does not have any strategy in this regard. Some capacity building programs are organized but for a very limited number of persons among the staff. There is also a great need for capacity building programs that address specific sport governance related issues. As far as the ministry has a department in charge of human resources management, it is important to elaborate a clear strategy for a continuous development of their capacities. This helps to anticipate on the need of qualified staff as far as those taking the lead currently move to higher responsibilities or get retired. Such strategy should integrate the prospection of opportunities for seminars,

capacity building programs and also sport related studies outside the country since the local universities do not have such curricular.

Regarding decision-making and stakeholders' participation, the findings revealed that the process of decision-making at the ministry level enable the participation of the directors of department together with the Minister, the Deputy Minister and the Secretary General. Yet the last three persons have the exclusivity to make the final decisions. Having said that the opinions of directors do not count too much. Same features are found at department level where the heads of offices have the last words for final decisions even if chiefs of divisions and subdivisions do participate in debating and sharing their opinions. To enable plurality of views and to benefit from the experience those holding responsibility positions, the decision-making process should do more than just opening the debate. Opinions of directors and chiefs of divisions should count for the final decisions. To achieve this it will be great to set at all levels within the organization committees of experiences persons whose opinions will always count on a consensus or majority based for the final decisions. By doing so all actors engaged will feel valued for their contribution and will work accordingly for the success of actions that are to be taken. When it comes to stakeholders' participated, we noticed that the ministry does not associate them at all in the decision-

making process. As a result, actions that will impact them are taken without consulting them and listening to their views. Time has come if the ministry really wants to lead successfully sport development in the country to open the decision-making process to all stakeholders and more importantly to take into consideration their desiderata. One way to do that it to create a permanent committee composed of the members of the Ministry and representatives of all stakeholders. Such committee should regularly meet, exchange, made propositions and decide on initiative that are to be taken.

5.2.2. About sport development

Our discussions with the 5 actors selected were full of teachings about the factors that are not contributing to the development of sport in Togo. These are:

- **Lack of political will for sport development:** Even though the government is still funding the sport federations, interviewees do believe that sport is not a priority in the political agenda of the current government if not, have they argued, spontaneous decisions and actions would have been taken longtime ago to end up with the multiple crisis within the sport federations. Another idea in support of that is the suspension of schools' championships which were very successful under former governments. We do not give full credit to

this remark because of the money the government is still giving to the sport federations. One might view this as a kind of political will as well. Yet suppose our interview were right, we would like to suggest to the Minister of Sports to make a pleading before the government in order to raise awareness about the multiple benefits the development of sport can have for the population in general and also the social and economic implications for the country.

- **Poor governance and lack of initiatives from the Ministry of Sports and Leisure:** Indeed, this has appeared as a constant variable while we were analysis the speeches of the interviewees. Almost all of them talked about the failure of the ministry to elaborate and implement policies targeting specific aspect of sport development such as facilities, detection and development of talents, schools' sports, capacity building of technical and sport administrators, strengthening the capacities of sport federations and associations, sport for all and so on. All the recommendations we made in previous section are still valid to improve the governance within the ministry.
- **Poor relationship between the ministry and its stakeholders:** This aspect is another constant variable in the speeches of our

respondents. For them, the ministry of sport will never succeed if it does not reconsider its relationship with the stakeholders. There is a part of truth in this certainly but the point here for the ministry is more about having a permanent dialogue with all the stakeholders. The relationship between entities becomes better when meetings are often arranged to enable sincere discussions and share of experiences. Doing so will also create mutual trust for action.

- **Poor governance and conflicts of interest within the sport federations:** “Complaint and troubles makers” these are words used by one of the interviewee to qualify the sport federations. And this fits well with them. Lot of attempts to solve issues within the sport federations have failed due to the rule of international sport federation which forbids the interference of political authorities in the internal affairs of national federations. Yet, ways can still be found. As we said it before, the Ministry of Sports and Leisure is the only organization through which the sport federations can get their financial support. So we do believe that if the ministry conditions the funding to the level of good governance within each of the sport federations, this will certainly produce better outcomes. As for the conflicts of interest having a code of good conduct for president and

members of the boards will be also a good thing. The point here is that each time that crisis will arise within a sport federation the government will suspend its funding to that federation until the crisis is over completely.

We do hope that the authorities of the ministry will have a kind regard for all the recommendations made along this section and use them as a tentative guide for action.

5.3. Theoretical and Practical Implications

As defined previously in this document, public organizations depend on government funding and control. Their main duty is the delivery of services and goods for the benefits of general public which actually pays taxes that nourish the public funding. It is an obligation then for any public organization to provide qualitative services and goods to meet the needs of the citizens. In Togo, the current organization within the Ministry of Sports and Leisure seems to ignore completely this aspect. Yet, we do have many reasons which should normally lead the ministry to steer its actions accordingly. A great majority of the population is facing various health issues due to lack of exercise, there is also a real need to use sport as a tool to strengthen the social ties and national identity in a country where political conflicts had often led to hatred among tribes not to forget the creation of

real opportunities for numerous talented athletes pursuing professional career in sport in a country truly passionate about sport. These are undoubtedly some of the focus the MSLT needs to have in its approach for the development of sport. Having that focus is one important thing but another one is to have a strong governance system. One way to improve that governance is to take into consideration the recommendations we made in this document following the six principles of good governance as underlined in the framework of the Chartered Institute for Public Finance and Accountancy applied to our study.

Some interesting patterns are to follow when it comes to sport development as well. As a public organization, the ministry should always bear in mind its obligation to deliver services and goods for general public. One practical way to do so is to follow the sport development continuum of Paula Price as presented previously in this document. When actions are taken in terms of efficient policies and programs to meet the needs at each level of the continuum, results will become tangible for all. That will be the best response of the ministry to all the criticisms for ineffectiveness from media and the population.

5.4. Limitations and Future Research Discussion

Governance impact for sport development, so is formulated our research topic. The topic does combine two concepts which are governance and sport development. It was difficult to find a theoretical framework that unifies the two concepts. To overcome that, we did first consider the bodies of literature regarding each of the concept and then we tried to identify the possible links among them. For the governance part, another challenge was to find the literature that applies exclusively to public service organization since our focus for this research is the Ministry of Sports and Leisure which is public organization. Somehow we strived to find out our way while the research process was going on. Definitely, the inexistence of a unified framework to apply to our research is certainly a limitation for this research. Moreover, due to the weaknesses in terms of the elaboration and implementation of policies within the ministry, it was impossible to proceed by policies' evaluation for the part related to sport development. Doing so would have been a more scientific way of assessing.

Lot of researches either on governance or sport development issues have been done about non-profit sport organizations while the area of public organizations involved such as ministries in charge of sports are still unexplored. In developing countries where sport depends a lot on public

funding, the ministries of sport play an important role not only as a third party between the sport federations and the government but also in elaborating and implementing policies and programs for an overall development of sport. It will very useful for future researches to focus on the ministries in charge of sport as well. Doing so will definitely help elaborate with time refined tools to access those public sport organizations.

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Appendix 1

Introductory address: This interview aims to have your opinions about sport development issues in Togo, the role played by the Ministry of Sports and Leisure in this regard as well as your personal contribution. The information you will provide will be used in the context of an academic research. The conductor of this survey is ABALO Houessouvi, a graduate student preparing currently his thesis for a Master degree in Sport Management at Seoul National University (Republic of Korea). The research topic is ‘Governance impact for sport’s development. A case study of the Ministry of Sports and Leisure of Togo. We appreciate too much your contribution and assure you that your information will be kept confidential.

Interviewee:

Q1: As a sport journalist, you are certainly interested in the issue of sport development in our country. What does sport development mean to you?

R1:

Q2: How would you briefly describe the current situation of sport in Togo?

R2:

Q3: What do you know about the role played by the Ministry of Sport and Leisure for sport development in the country?

R3:

Q4: Do you about any strategy or actions conducted by the Ministry in this regard? If yes, tell us about some.

R4:

Q5: In terms of impact, do you think those strategies and actions are worth?

A5:

Q6: Considering the Ministry of Sports and Leisure as a whole organization, what are some of the positive things you can mention about it?

R6:

Q7: What about the negative things?

R7:

Q8: Suppose you were in the decision making positions within the ministry, what will be your priorities in terms of strategies and programs to implement for sport development in the country?

R8:

Q9: As a sport journalist, how would you describe your personal contribution on the issue of sport development? Do you feel like the ministry values your role and create the conditions for you to contribute?

R9:

Q10: If you were asked to mention three things that you would like the Ministry of Sports and Leisure to do that can positively impact your job as a sport journalist, what will you say?

R10:

Q11: Any final talk to conclude?

R11:

Appendix 2

Interview transcript 1 Discussion with a sport journalist (SP)

ABALO: First of all, we would like to thank you for arranging this time for discussion with us. Now let's begin. As a sport journalist, you are certainly interested in sport development matters in our country. What does sport development actually mean to you?

SP: I am the one who should ask you this since you are studying sport management. Hahaha, seriously speaking I think sport development includes the construction of sport facilities across a country so that the people wherever they are can have a place to go to practice the sport of their choice. But it is not only about sport facilities. It is also about conceiving, planning and implementing all sort of programs to respond to various sporting needs in the society. One may say "let's go for a program to involve youths of schools in sport". Another one can say "let's have a program to expand the practice of a particular sport throughout the whole country". Yeah these kinds of things. It is about having a vision and taking action to achieve some sporting goals. And in this regard sport federations should do something. So when the government finance their activities. These are some of the things I am expecting to see. That is how I understand sport development. Sorry for being so long.

ABALO: That is fine. How would you briefly describe the current situation of sport in Togo?

SP: Just two words are enough to describe it "Complete failure". You may find it too hard but that is my appreciation. See yourself.

ABALO: Well, what do you know about the role of the Ministry of Sport and Leisure for sport development in the country?

SP: Among the most important things, I can mention the construction of sport facilities, the financial support to the sport federations and the national teams participating in competitions as well as having a plan for the development of grassroots through school's sports. And any other sport related stuff.

ABALO: Do you know about any strategy or actions conducted by the Ministry in this regard? If yes, tell us about some.

SP: If I take one by one, the points I just mentioned, you will see that the ministry is not really doing well. For the facilities for example, nothing is happening. Yet, we do need more. When it comes to the support to federations, it is complicated that is the reason why the ministry and the federations are fighting every single day. Well, for me it is hard to say something that responds to your question.

ABALO: In terms of impact, do you think those strategies and actions are worth?

SP: Seriously, are you kidding me? You shouldn't have asked that question since you know yourself the question. I don't see any impact. Sometimes I wonder if we have a Ministry of Sport in this country. Yeah, no visibility for its actions at all. As a result I can't tell you about impact. Sorry but that is my point.

ABALO: That is ok, thanks for sharing your view. I truly appreciate it. Next question now. Considering the Ministry of Sports and Leisure as a whole organization, what are some of the positive things you can mention about it?

SP: Well, we definitely need to have the ministry there for some stuffs. See even though all my comments seem to be negative, it doesn't mean that everything within the ministry is bad. To mention one good thing I can say, I will say the financial assistance giving to our national teams participating in some competitions not forgetting the Sport Federations as well. There are also some good attempts to have some texts that regulate the whole organization of sport in the country. These are actually some of the good things. Yet, at the end of the day the right question we should consider is "Are those initiative lifting up sport in the country?".

ABALO: What about the negative things?

SP: If you are familiar to the articles I often published, then you might be aware of my views regarding this question. But let me just tell you the main thing I truly don't like about the Ministry. There is a serious lack of

communication about what they are actually doing. Seriously, they are so quiet. And I think it is not good for the reputation of the ministry. Damn! They are a public service. Do you get the point? As a result they should be accountable for their activities and inform the population about how they are handling things, the challenges they are facing and the solutions they are trying to overcome them. On that point, a real change is needed. For me, this is the main problem.

ABALO: Suppose you were in the decision making positions within the ministry, what will be your priorities in terms of strategies and programs to implement for sport development in the country?

SP: Ha, I hope I can get there as you said. Yeah, I will do a lot not that I am overly confident about my abilities but I do believe that there are always some possibilities to change things in the right way. Well, my priorities? Eehh! First, the creation of a real trust between the Sports Federations and the Ministry of Sports. Having meeting with them on a regular basis to discuss about issues and to think about solutions together can produce some good results I think. As a sport journalist, definitely sport competitions mean a lot to me. These are actually my raw materials but these days everything is stuck. Instead of discussing, debating and reporting about sport, we are wasting time talking about the problems within the sport federations and also the difficult relationship between those federations and the ministry. Yeah, make sure that competitions still going on, that is another priority but more importantly I think strategic planning is needed to tackle all sport related issues more efficiently. Ah, the last one, the sport facilities also.

ABALO: As a sport journalist, how would you describe your personal contribution for sport development in our country? Do you feel like the ministry values your role and create the conditions for you to contribute? May you also add your personal expectations in terms of what the ministry can do to impact positively your job?

SP: Have people ever thought that we can contribute on the issue in this country? I don't think so. Anyway thanks for asking. We have a great responsibility as well. Who spread the news about sport in the country? Who offer the tribunes for debate on sport issues? Who analyze and make suggestions for change? Who offer the opportunity for all actors engaged to share their concerns and expectations? Yeah, it is the sport journalists or

media if you want. Having said that, I don't think we are valued for our contribution. Rather, those in the benefits of whom we are working even hate us. Athletes, Sport Federations, the Ministry of Sports, Coaches, and referees. Yeah, all of them. Well, some, very few though, do welcome what we are doing. In terms of expectation, I truly want the Ministry of Sports to have an equal treatment for all Sport Journalists whether they are from public or private media. It is so disappointing to see that we all are doing the same work. Yet, when it comes to support the journalists reporting or travelling with national teams, the treatment is different. I know what I am talking about.

ABALO: Noted, we are almost at the end of our discussion. Any final talk to conclude?

SP: Thank for playing my role so well. Today, I become interviewee. Hahaha. All the best my bro. See you again when you are back.

ABALO: Hahaha, I can feel your hard work now. Thank you as well and see you.

Appendix 3

Interview transcript 2 Discussion with a Coach:

ABALO: First of all, we would like to thank you for arranging this time for discussion with us. Now let's begin. As a Coach, you are certainly interested in sport's development matters in our country. What does sport development actually mean to you?

Coach: Sport development is about elaborating and implementing various sport programs in order for example to increase people's participation in sport. Personally I am leading a program like that in my community for women. On Saturday morning, we go for jogging. So those kind of programs count actually for your question. And to talk on a global scale referring to our country for example, sport development is about the construction of new sport facilities. And also, you know sport federations need money to function. So giving them those kind of financial support contributes to sport development. Another important thing is programs that develop sporting activities for youths in the schools. Myself I step into sport like that when I was in secondary school longtime ago. So, yeah, have I answered your question?

ABALO: Oh yeah! Thank you. How would you briefly describe the current situation of sport in Togo?

Coach: In a perfect world this country should normally be one of the most advanced in sport in West Africa or even in Africa but see yourself. Are we taking the steps towards that? No, no. Nothing is going on. We are stuck in our problems. We are even going backward compare to how things used to be 10 or 15 years ago.

ABALO: What do you know about the role of the Ministry of Sport and Leisure for sport development in the country?

Coach: Actually, the whole organization of sport in the country relies on the Ministry of Sports and Leisure. Anything suitable to promote the development of sport in terms of ideas and actions should first come from the ministry I think. That is what I can tell you.

ABALO: Alright, so do you about any strategy or actions conducted by the Ministry in this regard? If yes, tell us about some.

Coach: I guess reflection might be going on everyday within the ministry in order to steer sport development in the country but concretely only very few things are done in this regard. Not long ago on the initiative of the ministry of sports, the documents of *Sport charter* and the *National Politics of Sports* were adopted. Such things which aim to create the legal framework and environment for the organization of sport in the country are to be mentioned as a step toward the development of sport. What else is the ministry doing that I can tell you? Humm! Well, I did participate many times in capacity building programs organized by the ministry. All these added to the regular support the sports federations get from the ministry are actually some of the things I can say to answer your question.

ABALO: In terms of impact, do you think those strategies and actions are worth?

Coach: That is a difficult question actually. Well, what can I say? Humm, no no, yeah. I don't think we are moving forward. The few things the ministry is doing actually ..., to me I don't see in what way it helps change things in a positive way. Yeah it is hard to say.

ABALO: Considering the Ministry of Sports and Leisure as a whole organization, what are some of the positive things you can mention about it?

Coach: I used to be a PE Teacher before and I know the majority of PE teachers belongs to the ministry. Yet they are working within the schools across the entire country. Their contribution is so valuable. Without them, young ones will end up not having a chance to learn some basics about physical activities which are actually the first step to engage in sport. For me, if there is a good thing to mention, it will be this one. For all the things that the ministry is doing towards sport itself, I do not get the point yet since it is difficult to see the impacts.

ABALO: What about the negative things?

Coach: I don't see how well organized the ministry is in terms of having a vision, sharing that vision, engage the stakeholders, thinking and elaborating programs, implementing them successfully to achieve something that will

appear tangible for everybody. Yeah, I think there is a real lack in this regard. Or maybe they have it but they don't communicate about it so ... I don't know, yeah.

ABALO: Suppose you were in the decision making positions within the ministry, what will be your priorities in terms of strategies and programs to implement for sport development in the country?

Coach: It is like asking me what I can do if I were God. Hahaha, anyway suppose I were in those positions as you said 4 major things will be my focus. These are the development of sport for all, the development of sport facilities, the development of grassroots programs and the last one strengthen the capacities of the sport organizations by increasing the financial support to them and also providing more capacity programs for the staffs working in those organizations.

ABALO: As a Coach, how would you describe your personal contribution on the issue of sport development? Do you feel like the ministry values your role and create the conditions for you to contribute? May you also add your personal expectations in terms of what the ministry can do to impact positively your job?

Coach: In every sport system, coaches are very important. Who get the athletes well trained from their first steps at grassroots level till professional level? It is the coaches. Isn't it? So you can see now how important we are. Yet, our job is not truly valued first by our employees which are actually the sport clubs but also sometimes by the government when it comes to the national teams. All is about creating the conditions so that we fully enjoyed our job. But that is not the case. My expectations in this regard? I think, we need better sport facilities for better performance and safety of our athletes. See the pitches on which we are still playing the matches of our football leagues. Not to talk about other sports. This is a serious issue on which I am expecting lot of change. Our salaries also, we need increase but that is another headache. But see when a foreign coach from a developed country arrives here especially for our national team, see how they treat him compare to our own treatment. It is unfair. I will stop there.

ABALO: Any final talk to conclude?

Coach: It has been a nice discussion so far. I truly enjoyed it. Hope to meet you again for further discussion. All the best for your research work.

ABALO: I enjoyed it as well. Thank you very much. Definitely, we will meet again. Take care.

Appendix 4

Interview transcript 3 Discussion with a President of Sport Federation (PSF):

ABALO: First of all, we would like to thank you for arranging this time for discussion with us. Now let's begin. As a President of a Sport Federation, you are certainly interested in sport development matters in our country. What does sport development actually mean to you?

PSF: Well, the terminology explains itself already. You have Sport + Development, right? So it is about, I will just give you few ideas like constructing new stadiums, playgrounds in public places for citizens that want to spend their spare time to enjoy a particular sport. Of course, as a President of Sport Federations, we need money to do more than what we are doing now. So when the government put money in the federations, it is about developing sport as well. In my federation for example we have a program for students in the schools. It is called "Volley-ball at School". This program aims to engage schools' youths in our sport. So, developing those kind of programs for youths is part of what we are discussing. Of course, many, many other things are to be mentioned. Myself I was participating in a capacity building programs last time with other Presidents of Sport Federation. A program like that one which provides knowledge about sport is also part of sport development. That is. Is it ok?

ABALO: Sure, how would you briefly describe the current situation of sport in Togo?

PSF: What will I say that you don't know already? Everything is messed up actually. No peace within the sports federations. No peace between the ministry of sport and us. Yet, we are supposed to work hand to hand for the best of sport. Fights do not give time for action. It is time to start doing things.

ABALO: What do you know about the role played by the Ministry of Sport and Leisure for sport development in the country?

PSF: It is the ministry of sport which sharpens the entire organization of sport in our country. If any regulation is needed on a specific issue, initiative should come from the ministry. If any policy is to be elaborated and

programs to be implemented, again it should come from the ministry. The other sport organizations such as the National Olympic Committee and our Sport Federations just come as supporting partners of the ministry's initiatives for sport development.

ABALO: Do you know about any strategy or actions conducted by the Ministry in this regard? If yes, tell us about some.

PSF: I mentioned earlier about a capacity building program I took part in. Even though, that one was not organized by the Ministry of Sports, I do know that the ministry does organize such gathering for coaches, PE Teachers, referees and so on. Yeah, of course without the ministry of sport it would have been so tough to negotiate budget for Sport Federations. The ministry of sport does help a lot on that matter. The 2 Sport Centers newly opened one in Bassar and the other one in Kpalime are truly something to provide the country of talented young athletes in few years. I wish full success to this initiative of the ministry. All the things I just say are part of actions to promote sport development.

ABALO: In terms of impact, do you think those strategies and actions are worth?

PSF: Hard to say because one thing is to try things but another is to measure the impact of what is being done. We should be able to say, here we were. After doing this or that, there we are now in terms of progress. But it I apply this principle to our sport in general. I don't see the real impact of what the ministry is doing. Yeah, that is true. And I know many persons will tell you the same.

ABALO: Considering the Ministry of Sports and Leisure as a whole organization, what are some of the positive things you can mention about it?

PSF: Yeah, if the ministry is conscious of providing the knowledge people need to be more effective in their work as coach, referee, PE teacher, President of Sport Federation and so forth. I definitely welcome those kind of capacity building programs from the ministry. Not forgetting the valuable contribution for the financial support to our federations. These are actually the good things I can tell you.

ABALO: What about the negative things?

PSF: Do you know what? This is my personal confidence to you. People blame the Sports Federations for all their problems often relayed on media but do you know that the Ministry actually, well I don't mean the Minister of Sport himself but I know many people from inside the Ministry which are interfering too much in the internal affairs of the Sports Federations. That doesn't help to solve problems. It is a confidence, please. The other thing I would like to add is the lack of initiatives to meaningfully impact the development of sport throughout the whole country. Well we are getting the public funding for the activities of our Sport Federations. Yet it is not enough to face all the needs that are to be met to lead the development of sport on a global scale.

ABALO: Suppose you were in the decision making positions within the ministry, what will be your priorities in terms of strategies and programs to implement for sport development in the country?

PSF: I think the Ministry should be conducting its own programs to tackle other issues such as sport for all, schools' sport, the development of sport facilities and so on. It is all those things put together with what the sport federations are doing as well as the input of the National Olympic Committee that can change things. From the ministry, I don't see any initiative like those I just mentioned. Definitely it is a weakness for the ministry. So these will be some of my priorities if I were in the position you meant.

ABALO: As a President of a Sport Federation, how would you describe your personal contribution on the issue of sport development? Do you feel like the ministry values your role and create the conditions for you to contribute? May you also add your personal expectations in terms of what the ministry can do to impact positively your job?

PSF: Lot of things relies on sport federations indeed. Mainly the management of our national teams, the clubs, and the sport leagues. In a way, it is the sport federations which actually make possible the competitions in the country for the pleasure of athletes, fans and the general population. You were also asking whether our job is valued. Somehow I will say, if not the government won't continue supporting us financially. Yet, I think they should do more than just giving the money. We should be like coworkers since we all are working toward the same end. But see, more

often the relationship is made of misunderstandings and what I call waste of time on useless disputes. A sincere and permanent dialogue should be established between the ministry and the sports Federations. It will help solve lot of problems instead of bringing them on media which actually enjoy too much that. Yeah, that is.

ABALO: I get it. Any final talk to conclude?

PSF: Before I move on to that can I have the phone number you will be using when you come back to Togo? For further collaboration. Who knows?

ABALO: With pleasure, it is 90 36 92 94. Once again 90 36 92 94.

PSF: Well, I get it. Thanks for your keen questions. See you when you are back.

ABALO: Thank you as well. Bye.

PSF: Bye.

Appendix 5

Interview transcript 4 Discussion with a PE Teacher (PE T):

ABALO: First of all, we would like to thank you for arranging this time for discussion with us. Now let's begin. As a PE Teacher, you are certainly interested in sport development matters in our country. What does sport development actually mean to you?

PE T: To me sport development refers to the whole organization of sporting activities in a country. This involves the identification of some specifics needs, find out the priorities first and then elaborate and implement programs that respond to those needs. It may be in terms of sport facilities to construct, sport for all programs, the development of grassroots, the capacity building programs for technical, coaches, instructors and other professional on sports matters.

ABALO: Well, how would you briefly describe the current situation of sport in Togo?

PE T: Is sport still going on in this country? Hahaha Seriously, I do not see it.

ABALO: What do you know about the role played by the Ministry of Sport and Leisure for sport development in the country?

PE T: Let me respond to you this way. Support to sport federations, development of youth's sports, sport for all, elaborate texts to regulate the whole organization of sport in the country, build the sport facilities, promote women's sport and so on. So when the ministry think about these things and take steps to accomplish them, then we can say it is doing the job actually.

ABALO: Do you know about any strategy or actions conducted by the Ministry in this regard? If yes, tell us about some.

PE T: No, no. Happening where? Suppose something is truly going on, we would have seen it all. No visibility in fact.

ABALO: In terms of impact, do you think those strategies and actions are worth?

PE T: Talking exclusively about sport, looking at what is happening now in the country is enough to say whether the ministry's actions are having an impact. If you want my own appreciation of the overall action of the ministry, I don't see any impact. Yeah, seriously.

ABALO: Ok then, considering the Ministry of Sports and Leisure as a whole organization, what are some of the positive things you can mention about it?

PE T: To tell you about my own job, I think the input of the ministry is very important. Many schools in the country will end up not having any physical education and sporting activities programs for the students if the PE teachers which actually for most of them belong to the Ministry of Sports were not in the schools. The National Institute for Youth and Sports studies which belongs both to the Ministry of Sport and the Ministry of Education is also doing a great job in training future PE Teachers for the country. In a way, I think these are some of the good things. Just imagine none of these things is going on. Then we won't have any starting point to discuss about sport since Physical Education is the first step to that. Moreover, I do like the fact that the ministry of sports is among the very few number of ministries that have their offices almost everywhere in the country. Indeed, this is a good thing that should normally make it easier to do things on a global scale in term of sport development.

ABALO: What about the negative things?

PE T: Well, we all do agree that much more is left to be done regarding the development of sport. And sometimes I do feel like the ministry is not really taking the lead accordingly. I don't know who and which structures within the ministry are responsible of the conceptual works when it comes to policies, programs and strategic planning and all other stuffs. But I think on this point the Ministry needs to change completely.

ABALO: Suppose you were in the decision making positions within the ministry, what will be your priorities in terms of strategies and programs to implement for sport development in the country?

PE T: Well, my priorities will be the things that are missing actually yet they are very important. These are the promotion of sport for all with a

particular emphasis on women and people with disabilities, grassroots programs, and also a deep reform of PE teaching in the schools.

ABALO: As a PE Teacher, how would you describe your personal contribution on the issue of sport development? Do you feel like the ministry values your role and creates the conditions for you to contribute? May you also add your personal expectations in terms of what the ministry can do to impact positively your job?

PE T: As I told you before, my place is in the schools to teach, to initiate the students to physical and sporting activities. I think everything starts there. That is why in many countries, a serious emphasis is put on the Physical Education and Sporting activities in the schools. But here, I don't think we are viewing the things that way. If not better conditions would be set so that we do more successfully our job. We lack equipment and playgrounds to train the students. We are managing our own way most of the time. So, if I have an expectation, it is about those things. If the Ministry of Sports can do something in this regard, that will be great.

ABALO: Any final talk to conclude?

PE T: Contact me as soon as you are back to Lomé. Definitely we should have some fresh beer together. Anyway, Good luck for your research work and your future career as a sport administrator.

ABALO: Hahaha, I will, I will. You can start ordering the beer. Haha. Thanks for your kind words. Take care and see you.

Appendix 6

Interview transcript 5 Discussion with an Athlete:

ABALO: First of all, we would like to thank you for arranging this time for discussion with us. Now let's begin. As an athlete, you are certainly interested in sport development matters in our country. What does sport development actually mean to you?

Athlete: Of course, anything related to sport pleases me a lot. I dedicated my whole life to sport. To come to your question, I think sport development is about anything that can be done in order to promote the development of sport in terms off, hmm eeeh! for example leading sport leagues to become professional, building new stadiums not forgetting to renovate the existing ones, having more competitions for youths, supporting financially the sport federations, arranging capacity building programs for coaches and instructors involved in the environment of sport. I may forget other points. But overall, that is what I can tell you about your question.

ABALO: Yeah! I got it. How would you briefly describe the current situation of sport in Togo?

Athlete: To tell you the truth it not enjoyable being an athlete in our country. See how things are going on and you will have an answer for your question. Zero, nothing is working. See the Sport Federations. They are always having problems among the members of their Executive Boards. A President quarrelling with his Vice-President publicly on media. You know well which federation I mean. There are problems always between the federations and the ministry of sport. And because of all these, the sport leagues are suspended. No competition going on. We, athletes, we are the victims and the big losers of all this shit. I am bitter but that is the sad reality.

ABALO: Yeah, I see. What do you know about the role of the Ministry of Sport and Leisure for sport development in the country?

Athlete: What I know it that the ministry of sport put into practice the agenda of the government regarding sport in our country. And to tell you the

truth I don't know what is contained in that agenda. May be I should ask you since you work for that ministry.

ABALO: Hahaha, you are right. We will have that discussion later. Next question now. Do you know any strategy or actions conducted by the Ministry for sport development? If yes, tell us about some.

Athlete: Eeeh, yeah I see now. I know that the ministry of sport gives money to Sport Federations for their activities. Well the money comes from the Ministry of Economy. Yet, without the intervention of the Ministry of Sports, Sport Federations cannot get it. So in a way, I can say that is one action taken by your ministry to support sport development. But tell me, you should be doing other stuffs as well. Right? Oh! Wait, I heard about the two newly created Sport Centers for youths in Kpalime and Bassar. Yeah, that one also is an action I can mention. Move on.

ABALO: I can see you have lot of questions for me as well. Anyway let's finish this discussion first and we will have time for your concerns as well. Ok, in terms of impact, do you think that all those things you just mentioned are worth?

Athlete: Truly speaking, it is difficult to talk about impact while all the problems I mentioned before are still going on. Yeah, I don't see how the ministry's actions which are very limited contribute actually to change things positively.

ABALO: Considering the Ministry of Sports and Leisure as a whole organization, what are some of the positive things you can mention about it?

Athlete: Certainly the contribution of the ministry in order to negotiate funding for the Sport Federations but when you finally see the way things are going on in those federations, can we really mention that as a good thing? Anyway, one might say that the ministry is not responsible of what is going on in the Sport Federations. That is what I can say.

ABALO: Right, what about the negative things?

Athlete: The negatives things are tangible. Everyone can see it. Good collaboration with the Sport Federations is needed, I think, to end up with many problems we are having now. But I don't think the ministry is

working toward that end. Many things are left and nobody is there to tell us what actually the causes are. Do you remember the last time we had the schools' championships in this country? This kind of thing is completely killed. I can mention much more. But no need, media are doing that very well already. Still I don't know why the ministry is stuck and refuses to go ahead.

ABALO: Suppose you were in the decision making positions within the ministry, what will be your priorities in terms of strategies and programs to implement for sport development in the country?

Athlete: Definitely conducting sport programs at grassroots level through the detection and development of talents will be one of my priority because that is definitely the best way to ensure the future. Of course working for a more peaceful relationship between all sport organizations in the country will be great. I will like to have some policies in order to ameliorate the conditions of work of the athletes as well. Because actually it is hard. The wages of athletes are not yet what it should be since things are let to the good will of the clubs that are employing us. There should be a regulation in this regard and the ministry should take a step toward that I think.

ABALO: As an athlete, how would you describe your personal contribution on the issue of sport development? Do you feel like the ministry values your role and create the conditions for you to contribute? May you also add your personal expectations in terms of what the ministry can do to impact positively your job?

Athlete: Somehow I can say we are the sport events makers in a country. May be the first input I should say. Imagine a situation where you have all conditions set yet you don't have athletes. Competitions won't be possible then. That is how I view my contribution. Well, I do not feel that we are truly valued for our job if not those who are responsible of stuffs that need to be done so that competitions can still going on would have not let us in this situation. That is sad. And this does affect not only us but also thousands of fans who just want to enjoy our performances. To finish with the last part of the question, my expectation is that all the sport organizations involved work together with the Ministry of Sport so that sport can still going on in our country. That is very important. For us it is

our job, we feed our families with that. Just imagine when you are jobless how can you handle your life?

ABALO: Any final talk to conclude?

Athlete: Thank for giving me the opportunity to share my views. I wish you all the best. I hope we will have time to discuss further about the concerns I raised along this discussion.

ABALO: Sure, I promise. Thank you as well and take care.

Appendix 7

Introductory address: This survey is conducted to collect information about the governance within the Ministry of Sports and Leisure of Togo. The information you will provide will be used in the context of an academic research. The conductor of this survey is ABALO Houessouvi, a graduate student preparing currently his thesis for a Master degree in Sport Management at Seoul National University (Republic of Korea). The research topic is ‘‘Governance impact for sport’s development. A case study of the Ministry of Sports and Leisure of Togo. We appreciate too much your contribution and assure you that your information will be kept confidential.

Targeted respondents: Employees of the Ministry of Sports and Leisure of Togo

Section 1: Few information about you

Age:

Job position:

Department:

Years of service:

Section 2 Rule of law within your department and the Ministry

(Respond to each question by underlining the point that reflects the best your answer)

Example: **Q0:** How old are you?

A0: 1- 10 years old 2- 25 years old 3- 43 years old 4- 50 years 5- 175 years old

Q1: Does your department have a clear setting of procedures and rules according to which it operates on a daily basis?

A1: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q2: Do those rules enable a clear division of responsibilities, duties and tasks among the staff?

A2: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q3: How often have you faced the interference of other colleagues' responsibilities with your own?

A3: 1-Quite often 2- Often 3- Sometimes 4- Rarely 5- Never

Q4: To which extent can you appreciate the application of procedures and rules within your department?

A4: 1- Very bad 2- Bad 3- Acceptable 4- Good 5- Very Good

Q5: Does the Ministry of Sports and Leisure have a clear setting of procedures and rules according to which it operates?

A5: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q6: Do those rules enable a clear division of responsibilities, duties for each of the departments of the Ministry?

A6: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q7: How often have you faced the interference of other departments' responsibilities with your own?

A7: 1-Quite often 2- Often 3- Sometimes 4- Rarely 5- Never

Q8: To which extent can you appreciate the application of procedures and rules within the Ministry of Sports and Leisure?

A8: 1- Very bad 2- Bad 3- Acceptable 4- Good 5- Very Good

Section 3 Accountability within your department and the Ministry

(Respond to each question by underlining the number that reflects the best your answer)

Q9: Does your department have an internal mechanism that enables accountability for each of the programs or activities that are being run?

A9: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q10: How often are the accounts held in your department annually?

A10: 1-Quite often 2- Often 3- Sometimes 4- Rarely 5- Never

Q11: Is there any external control mechanism that has a look on accountability matters within your department?

A11: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q12: How often does that external control mechanism intervene in your department annually?

A12: 1-Quite often 2- Often 3- Sometimes 4- Rarely 5- Never

Q13: Does the Ministry of Sports and Leisure have an internal mechanism that enables accountability for each of the programs or activities that are being run?

A13: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q14: How often are the accounts held in the Ministry annually?

A14: 1-Quite often 2- Often 3- Sometimes 4- Rarely 5- Never

Q15: Is there any external control mechanism that has a look on accountability matters within you're the Ministry?

A15: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q16: How often does that external control mechanism intervene in the Ministry annually?

A16: 1-Quite often 2- Often 3- Sometimes 4- Rarely 5- Never

Section 4 Transparency within your department and the Ministry

(Respond to each question by underlining the number that reflects the best your answer. You may also underline more than one point according to the reality in your department)

Q17: Does your department have an official website where all kind information about its activities are available?

A17: 1- No 2- Yes

Q18: Through which medium can workers access to information within your department?

A18: 1- From the head of department 2- From person in charge of specific matter

3- From anyone in the department 4- From Departments' reports & documents

5- From Department's website

Q19: Through which medium people from outside can access to information about your department?

A19: 1- From the head of department 2- From person in charge of specific matter

3- From anyone in the department 4- From Departments' reports & documents

5- From Department's website 6- Newspapers 7- Press conference

Q20: How often does your department communicate to media about its activities?

A20: 1-Quite often 2- Often 3- Sometimes 4- Rarely 5- Never

Q21: Does the Ministry of Sports have an official website where all kind information about its activities are available?

A21: 1- No 2- Yes

Q22: Through which medium can workers access to information within the Ministry?

A22: 1- From the head of department 2- From person in charge of specific matter

3- From anyone in the department 4- From Departments' reports & documents

5- From Department's website

Q23: Through which medium people from outside can access to information about the Ministry?

A23: 1- From the General Secretary 2- From person in charge of specific matter

3- From anyone in the Ministry 4- From Ministry' reports & documents

5- From Ministry's website 6- Newspapers 7- Press conference

Q24: How often does the Ministry communicate to media about its activities?

A24: 1-Quite often 2- Often 3- Sometimes 4- Rarely 5- Never

Section 5: Focus on organization's mission and goals

Q25: Are the activities carried out by your department aligned on its mission statement?

A25: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q26: Does your department have a strategic planning according to which it operates with the aim to achieve short, mid and long term results?

A26: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q27: How would you evaluate the impact of the activities carried out by your department in achieving its assigned mission?

A27: 1- No impact at all 2- Very little impact 3- Little impact 4- Significant impact 5- Very significant impact

Q27: Does your department have any internal mechanism to measure the impact of its activities for targeted beneficiaries?

A27: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q28: Are the activities carried out by the Ministry aligned on its mission's statement?

A28: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q29: Does the Ministry have a strategic planning according to which it operates with the aim to achieve short, mid and long term results?

A29: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q30: How would you evaluate the impact of the activities carried out by the Ministry in achieving its assigned mission?

A30: 1- No impact at all 2- Very little impact 3- Little impact 4- Significant impact 5- Very significant impact

Q31: Does the Ministry have any internal mechanism to measure the impact of its activities for targeted beneficiaries?

A31: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Section 6: Development of the capacity of human resources

Q32: Does the Ministry integrate the development of human resources' capacities as part of its strategy for better performance?

A32: 1- Not at all 2- I don't know 3- I think so 4- Somehow 5- Yes

Q33: How would you appreciate the frequency of your participation in programs intended to develop your capacity for better performance since you joined the Ministry?

A33: 1-Quite often 2- Often 3- Sometimes 4- Rarely 5- Never

Q34: How would you appreciate the contents of capacity building programs in which you took part as an employee of the Ministry of Sports and Leisure?

Q34: 1- Not meaningful at all 2- Somehow meaningful 3- Meaningful
4- Very meaningful

Q35: How you evaluate the impact of those capacity building programs on the improvement of your personal performance?

A35: 1- No impact at all 2- Very little impact 3- Little impact
4- Significant impact 5- Very significant impact

Section 7: Decision making & Stakeholders participation

Q36: At which level are the most important decisions taken in your department?

R36: 1-At the level of the Director 2-In short committee composed of the Director and the Chiefs of divisions 3- In extended committee composed of the Director and the Chiefs of divisions and sub-divisions 4-During office meeting where each member of the staff participate to the decision making

Q37: With which of the numbers below will you grade over 5 the consideration of workers' opinion with regard to decision making in your department?

R37: 0 1 2 3 4 5

Q38: How often does your office hold meeting with external actors that have an interest in its activities within the year?

R38: 1- Never 2- Rarely 3- Sometimes 4- Often 5- Quite often

Q39: With which of the numbers below will you grade over 5 the consideration (by your department) of the opinion of external actors with regard to decision making and the implementation of activities run by your office?

R39: 0 1 2 3 4 5

Q40: At which level are the most important decisions taken within the ministry?

R40: 1-At the level of the Minister 2-In short committee composed of the Minister, the Secretary General and the Deputy Minister 3- In extended committee composed of the Minister, the Secretary General, the Deputy Minister and the Directors of Department 4-During big meetings where all the head of offices within the ministry take part in the decision making

Q41: With which of the numbers below will you grade over 5 the consideration of the opinion of the heads of offices with regard to decision making in the Ministry?

R41: 0 1 2 3 4 5

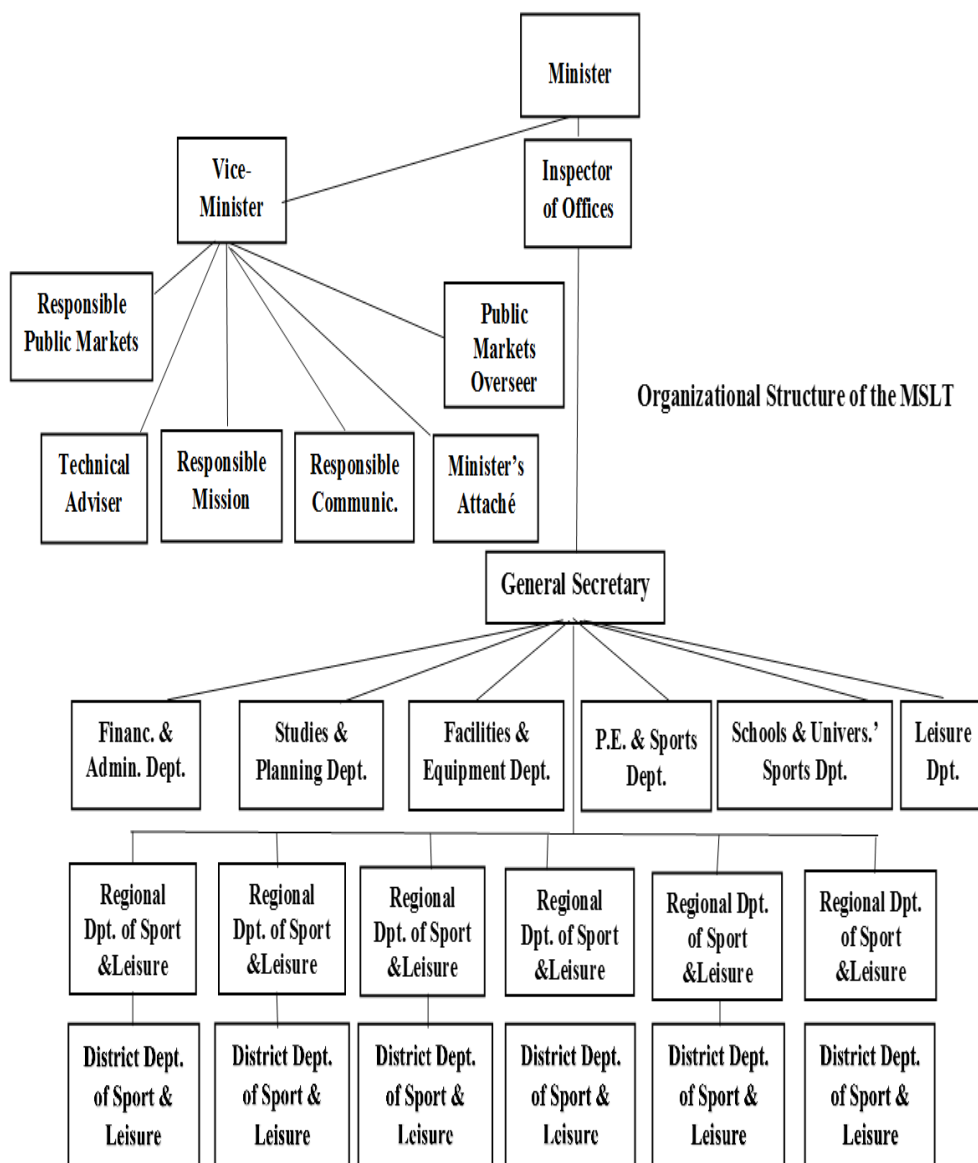
Q42: How often does the Ministry hold meeting with external actors that have an interest in its activities within the year?

R42: 1- Never 2- Rarely 3- Sometimes 4- Often 5- Quite often

Q43: With which of the numbers below will you grade over 5 the consideration (by the Ministry) of the opinion of external actors with regard to decision making and the implementation of activities run by the ministry?

R43: 0 1 2 3 4 5

Appendix 8



국문초록

스포츠개발을 둘러싼 거버넌스의 효과: 토고 레저스포츠부의 사례를 중심으로

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개발도상국에서 스포츠개발을 증진시키는 것은 여러 방향으로
유익하게 작용할 수 있다. 최근 들어 스포츠의 사회적, 경제적, 관광개발
가치, 웰빙증진 등의 기능이 각광받고 있다. 이에, 개발도상국에서의 스포츠개발을 주의 깊게 살필 필요가 있으며, 따라서 스포츠를 관할하는
공공조직은 막중한 책임을 진다. 공공조직이 정부의 스포츠에 대한 의
중을 직접 실행하는 역할을 지고 있기 때문에, 그들은 비전을 정교화시
키고, 스포츠개발이 하루 빨리 잘 이루어질 수 있도록 스포츠 기반 시스

템을 마련하는 작업에 임해야 한다. 이를 통해 생활체육 참여율을 증진시키고 더불어 엘리트체육의 발전에도 기여할 수 있다. 이를 위해서는 스포츠 시설에 대한 투자를 늘리는 것은 물론 법제정비도 뒷받침되어야 실질적인 스포츠 시장이 형성될 수 있다. 공공조직이 이와 같은 막대한 책임을 짐에도 스포츠개발을 둘러싼 거버넌스활동이 왜 성공적이지 못한가에 대한 연구는 역부족한 실정이다. 이제라도 거버넌스 기제에 관심을 가지고 스포츠개발에의 유의성을 살펴야 한다.

이에 이 연구는 토고의 문화레저부에 초점을 맞추어 조직 내 거버넌스에 초점을 맞추었다. 토고의 스포츠개발이 직면하고 있는 문제의식 맥락아래 살폈다.

연구결과, 조직구조, 법제도 정비, 미션에 대한 서술 및 대등한 관계로 자유롭게 의견 개진할 수 있는 분위기 조성 등의 면이 잘 이루어지고 있다고 평가할 수 있었다. 반면, 약점으로는 내부 책임성 문제, 미약한 법 준수, 전략적 계획 및 유인체계 설계 부실 등을 꼽을 수 있다. 이에 정교하지 못한 정책 및 프로그램이 결정 및 집행되어 결국 외부 이해관계자들과 질이 높지 못한 거버넌스관계를 가지게 된다.

위와 같은 문제들을 스포츠개발이 직면하고 있기 때문에, 행정적 뒷받침과 더불어 실질적으로 정치적인 지지도 뒷받침 되어야 함을 알

수 있다. 결론적으로, 성공적으로 스포츠개발 효과를 누리기 위해서는 문화체육부 내부 및 외부 이해관계자와의 거버넌스 질을 올려야만 한다.

주요어: 스포츠조직, 스포츠개발, 거버넌스

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