



**EXPLORING POLITICAL PUBLIC RELATIONS STRATEGIES IN PUBLIC
POLICY IMPLEMENTATION IN GHANA: A CASE OF ONE DISTRICT ONE
FACTORY**

BY

INNOCENT MAUNYA AZORNU

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SUPERVISORS

Professor Eric Opoku Mensah

Dr. Collins Adu-Bempah Brobbey

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DECLARATION BY STUDENT

I hereby declare that this dissertation is a result of my own original research and that, no part of it has been presented for another degree in this university or any other higher education institute. I further declare that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

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Student

Index number

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This Dissertation has been prepared and presented under my supervision according to the guidelines for supervision and formatting of Dissertation laid down by the University of Media, Arts and Communication (UniMAC-GIJ)

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ABSTRACT

This dissertation focuses on the strategic significance of Political Public Relations in shaping the implementation of Public Policies in Ghana. The study was conducted on the topic; Exploring Political Public Relations strategies in Public Policy Implementation in Ghana: A Case of One District One Factory Policy. The study is comprised of several chapters that delve into the history and impact of Political Public Relations (PPR) in the formulation and implementation of public policies across the globe. PPR has emerged as a vital aspect of contemporary society, with its influence being felt across various sectors such as corporations, governmental agencies, and non-governmental organizations. In today's world, political organizations need to establish a strong connection with the public to gain support for their agendas and goals. Discussions surrounding the role, strategies and performance of PR in the context of political affairs typically emphasize two key areas; the adoption of PR practice and the use of its strategies by governments in political processes. This dissertation explores the practice of PPR in Ghana, with a particular focus on its strategies and impact in public policy implementation taken into account, 1D1F policy. Furthermore, it has analyzed the strategic role of Public Relations in the various ministries and agencies of government directly or indirectly involved in the implementation of 1D1F policy, as the practice of PPR can help create a stronger relationship of the state government and its citizens in order to support in building nation through effective policies. The researcher used the Stakeholder theory and Integrated Implementation Model and employed the qualitative method of research for the study. The study discovered that PPR is not conceptualised in the context of partisan politics and the understanding of its role is very low. The study further revealed that PPR strategies were not fully utilised in the 1D1F implementation. The study again revealed among others that both PR and Policy experts believed that the strategies used were poor and not effective. The study therefore recommends that PPR strategies should be look at holistically in relation to PPI. Finally, the study recommends that the proposed framework should be considered in PPI.

Key words: framework, stakeholder, public policy, political public relations, implementation, strategies.

DEDICATION

This dissertation is dedicated to:

God Almighty for how far He has brought me;

Agatha Anaalie Asandem for her encouragement, financial contribution and emotional strut which were immeasurable; and

My son, Makafui Azornu, who is required to go beyond what I have done.

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LIST OF ABBREVIATIONS

AGI	Association of Ghana Industries
CPD	Continuous Professional Development
CSOs	Civil Society Organisations
DCED	Donor Committee for Enterprise Development
DDEP	Domestic Debt Exchange Program

E-LEVY	Electronic Transaction Levy
GAWU	Ghana Agricultural Workers Union
IIM	Integrated Implementation Model
IPR	Institute of Public Relations
ISI	Import-Substitution Industries
MMDAs	Metropolitan/Municipal/District Assemblies
MOTI	Ministry Of Trade and Industry
MLGRD	Ministry of Local Government and Rural Development
PC	Political Communication
PLC	Policy Life Cycle
PM	Political Marketing
PR	Public Relations
PPR	Political Public Relations
PPI	Public Policy Implementation
PPP	Public-Private Partnership
SUV	Strategic Utility Vehicle
TUC	Trade Union Congress
VAT	Value Added Tax
1D1F	One District One Factory

CHAPTER ONE

BACKGROUND

1.0 Introduction

The pursuit of economic transformation has prompted nations to examine diverse developmental avenues across progressive epochs. However, recent attention has increasingly gravitated towards industrial policy among development stakeholders, a trend catalysed by the repercussions of the global financial crisis of 2008-2010 and the demonstrable achievements of numerous East Asian economies, notably exemplified by China (DCED, 2017; Wade, 2015; Khan, n.d.). This phenomenon is unsurprising, given the historical precedent wherein deliberate and targeted governmental interventions have accompanied the

trajectories of growth observed in numerous developed nations, facilitating the transition of many underdeveloped nations to developed status (Larnyoh, et al., 2022).

The scholarly discourse attests to the crucial contributions of industrial policies in facilitating the economic prosperity of numerous developed nations, alongside enabling significant growth spurts and enhancing competitiveness among several Asian countries, as corroborated by sources such as Khan (n.d.) and Dosi, Cimoli and Stiglitz (2009). Indeed, Industrial Policy has been posited as the singular paradigm capable of engendering authentic economic growth and fostering transformative socioeconomic change (DCED, 2017).

The significance of industrial growth for the advancement of an economy cannot be overstated. Ghana has recognized this importance and implemented the One District One Factory (1D1F) Policy. The policy aims to establish at least one factory in each political district based on the availability of raw materials in that district. Currently, Ghana's economy can be described as primarily agrarian with no value addition to primary products. Consequently, the country is facing an unemployment problem with over 200,000 jobless graduates. The implementation of the 1D1F industrial policy is expected to significantly reduce this unemployment rate. Additionally, the policy aims to decrease the volume of the nation's imports while increasing foreign exchange earnings (Adu & Kumi, 2019).

Nations in all stages of economic, social and political development rely on nation building to accomplish specific national goals. Nation building is a strategic process that involves various resources and policies, and communication is one of the most important of those resources (Botan & Hazleton, 2010). The literature highlights the importance of focusing on practical solutions that can lead to a positive and lasting transformation in policies and attitudes. It's also crucial to work towards creating sustainable changes that can enable us to build a better future for ourselves and generations to come through smooth Public Policy Implementation which lies on political will and citizens' involvement. This political will and

citizens' involvement depends much on the relationship that exists between political leadership and the citizenry. In the view of Strömbäck and Kiouisis, this relationship can be well situated in what they called Political Public Relations.

According to Strömbäck and Kiouisis (2011a: 8), Political Public Relations is defined as “the management process by which an organization or individual actor (for that matter, the government of Ghana) for political purposes, through purposeful communication and action, seeks to influence and to establish, build, and maintain beneficial relationships and reputations with its key publics to help support its mission (1D1F policy) and achieve its goals” (of nation building in all aspects of the economy). Therefore, this study proposes Political Public Relations to perform as an alternative approach established for positive and all-embracing special purpose vehicle for strategic implementation of Public Policies.

1.1 Background of the Study

Almost half a century, the domain of Public Policy Implementation has evolved into a mature yet diverse sphere of scholarly investigation. Despite considerable emphasis on contextual dynamics shaping implementation frameworks, extant studies have exhibited limited engagement with the ramifications of significant socio-political transformations on the conducive conditions for public policy enactment. As societies undergo profound socio-political shifts altering fundamental modalities of existence, these transformative occurrences inevitably impinge upon the implementation course (Sørensen & Paulsson, 2019).

Policy connotes a deliberative determination concerning the substantive actions to be undertaken, delineating the methodologies and temporal parameters under which said actions are to be executed. The policy represents the governmental strategic plan aimed at realizing predefined objectives. Public Policy encompasses the spectrum of governmental intentions regarding actions to be pursued or otherwise.

Public policy embodies the firm allocation of values by the political apparatus, characterized by nuanced departures from present or past policies, the attainment of balance amidst intergroup contention, rational decision-making paradigms, or the preferences of the governing elite, often manifesting as a convergence of these modalities. Within the realm of policy formulation, diverse agencies exert both direct and indirect influences, with governmental entities assuming direct roles while non-governmental bodies operate more tangentially. Participating entities in the formulation process encompass legislative bodies, executive cabinets, state-level administrations, civil servants, judiciary systems, regulatory boards and commissions, media outlets, political factions, advocacy organizations, and the general populace.

Scholarly inquiry into the implementation of public policy frequently acknowledges the significance of contextual factors within implementation processes as key for elucidating the resultant outcomes thereof.

In the context of Ghana's developmental trajectory, it is notable that the nation has undergone a series of transformative initiatives aimed at reforming its public policy apparatus. A pivotal development therein is the adoption and institutionalization of multi-party democratic governance, which has profoundly reshaped the landscape of policy formulation within the Ghanaian polity. This embrace of democratic principles has engendered a broader spectrum of political participation in the policy formulation and implementation sphere, thereby affording heightened agency to the media in shaping the contours of the political discourse and influencing the line of governance. Such occurrences are unsurprising given the deliberate and focused interventions undertaken by governments, which have accompanied the developmental trajectories of numerous advanced nations and facilitated the transition of several underdeveloped nations into developed entities. Notably, industrial policies are designed to expedite the process of economic metamorphosis. Extant literature underscores the pivotal contributions of industrial policies to the economic triumphs of numerous

developed nations, as well as the substantial growth spurts and enhanced competitiveness experienced by several Asian countries, attributable to robust state sponsorship and the implementation of strategic industrial policies (Khan n.d.; Dosi, Cimoli & Stiglitz, 2009). The contention has been posited that Industrial Policy represents the singular paradigm capable of effectuating genuine economic expansion and metamorphosis (DCED, 2017).

Ghana, akin to numerous other developing nations, has postulated and implemented a series of development policies and strategies subsequent to its attainment of independence, with the primary objective of catalysing economic transformation and ultimately ameliorating the welfare of its populace. An inaugural endeavour in the 1960s to diversify the economic landscape via import-substitution industries (ISI) proved futile, mainly attributed to political patronage and ineffective governance (Vondee-Awortwi, 2017). Subsequent to this period, the impetus behind policy initiatives aimed at structural transformation has demonstrated a notable lack of vigour and consistency. Indeed, three principal industrialization strategies have been sequentially pursued since the nation's independence. These comprise an inward, excessively sheltered import substitution industrialization strategy (1965-1983), followed by an outward-oriented, liberalized industrialization approach (1984-2000), and, commencing in 2001, an industrial framework predicated upon value-added processing of Ghana's abundant natural resources, facilitated by a private sector-driven accelerated industrial development strategy (Ackah, Adjasi & Turkson, 2016). Despite concerted endeavours, the objectives of poverty alleviation and fostering economic change remain unrealized. Scholars such as Tsikata (2007) and Wunsch (2014), attribute these shortcomings to a "crisis of governance," notably characterized by centralization, impediments in implementation and deficiencies in institutional coordination. In response, the nation initiated a fresh decentralization agenda in 1988, culminating in the establishment of District Assemblies as focal agents for local-level development. Subsequently, District Assemblies have spearheaded numerous development programs and initiatives such as One-District-One-Factory policy through the Ministry of

Trade and Industry since August, 2017 in an attempt to speed up industrial and economic development. These efforts have produced less impact due to challenges such as paucities in technical consultations and other stakeholder engagements to select deserving towns and sites for the infant project as well as inadequate financial resources. Since 2017, the Government of Ghana has implemented comprehensive initiatives to support local industries within the framework of the One District One Factory policy to diversify the economy. Fundamental to this agenda is the mobilisation of natural resources to produce high-value products for the export market while also localizing manufacturing by developing new factories to meet the needs of local demands. One District One Factory policy just like the implementation of earlier policies suffered challenges, thereby affecting the expected gains.

In analysing these challenges, there is the need to critically look at policy in a holistic manner but more especially, the implementation. Every policy goes through stages called the “Policy Life Cycle”. The process-oriented perspective, delineated along the spectrum spanning from policy formulation to execution, suggests an enduring involvement of policymaking during the implementation phase. This empirical observation diverges from the theoretical emphasis inherent in bureaucratic theory, stemming from seminal contributions by Max Weber and Woodrow Wilson. The prospect of interaction among distinct phases, as well as among actors assuming varied roles such as decision makers and implementers, remained marginalized for an extended duration. The lack of scrutiny into the "black box" of implementation within much of political science, influenced by this perspective, prompted Hargrove (1975) to coin the term "missing link" (Hill & Hupe, 2002). The missing link has been interrogated through the lens of Political Public Relations strategies in this study.

As posited by Edwards (2015), Political Public Relations constitutes a fundamental component of any political endeavour aimed at mobilizing public endorsement and acquiescence. It encompasses the strategic management of interactions between political stakeholders and the public sphere, ensuring the dissemination and comprehension of relevant

messages among the appropriate publics. Furthermore, he observes that proficient Political Public Relations can substantially influence the outcome of a campaign, facilitating the establishment of credibility and garnering support from targeted audiences. This endeavour necessitates a diverse array of tactics, spanning from traditional media liaison to adept management of social media platforms, and mandates a comprehensive comprehension of both the political milieu and the principles of Public Relations. When approached judiciously, Political Public Relations serves as a conduit for political actors to articulate their vision effectively and engender the allegiance of their constituents.

1.2 Research Problem

As explained by Larnyoh et al. (2022), Ghana, like many other developing nations, has, since its attainment of independence, initiated a succession of developmental policies and strategies aimed at precipitating economic metamorphosis and ultimately ameliorating the standard of living for its citizenry. This assertion aligns with the findings of Adams et al. (2021), as referenced in Otoo (2023), who underscore the enduring recognition of Ghana's position to industrialize, accentuating the pivotal role of industrialization in fostering economic prosperity within a nation's socioeconomic framework. Nonetheless, the realization of these objectives has been hindered by an array of challenges, prominently including centralization, impediments in implementation processes and deficient institutional coordination.

Since 2017, the Government of Ghana has initiated comprehensive measures to bolster local industries within the framework of economic diversification, as elucidated by Larnyoh et al. (2022). At the crux of this agenda lies the mobilization of natural resources for the production of high-value commodities for exportation, alongside endeavours to decentralize manufacturing by establishing new factories nationwide, as per the findings of Dzansi et al. (2018). Indeed, industrialization has emerged as a cornerstone of state policy, with indigenous manufacturers receiving substantial governmental backing and benefiting from a

blend of public and private initiatives since 2017 under the auspices of the flagship "One District One Factory" (1D1F) policy.

Studies such as Ajulor (2018), Larnyoh et al. (2022), and Otoo (2023) comprehensively delineate the myriad challenges impeding the effective implementation of public policy initiatives in Africa, with specific reference to Ghana. In view of these implementation challenges, the question one then asks is “what new ways and strategies or model can we adopt to overcome such implementation bottlenecks” as in the implementation of the Value Added Tax (VAT), the Financial Sector Clean up, the Free Senior High School policy, the Paperless policy at the Ghana Ports and Harbours, the Electronic Transaction Levy (E-Levy), the Domestic Debt Exchange Program (DDEP), the Gold for Oil policy amongst the host of others. Considering this question and based on literature reviewed (such as Strömbäck & Kioussis, 2014), the researcher believes that there is a significant gap as far as the knowledge and practice of how Political Public Relations strategies could be beneficial to Public Policy Implementation is concerned, especially in Ghana.

The problem to be addressed will therefore be based on the following: To investigate how Political Public Relations is conceptualised, how its strategies are important and effective to Public Policy implementation in Ghana. This investigative study was carried out by executing a qualitative cross-sectional study of Political Public Relations and Public Policy Implementation, for that matter Public Relations and developing a theoretical framework which will guide the implementation of Public Policy Implementation with regards to Political Public Relations strategies in Ghana.

1.3 Goals and Objectives of the Study

The goal of the study is applied communication research as it aims to investigate issues of a practical nature by exploring the importance of Political Public Relations practice and strategies to Public Policy Implementation among government agencies in Ghana.

Bhattacharjee (2012: 3) delineates the overarching objective of scientific research as the pursuit of uncovering laws and proposing theories that elucidate natural or social phenomena, thereby contributing to the advancement of scientific knowledge. Du Plooy (2001: 48) characterizes research goals as the aims, purposes, and holistic outcomes intrinsic to a research endeavour. Nonetheless, he acknowledges the scholarly ambiguity surrounding the utilization and interpretation of terms such as 'goals,' 'aims,' 'purposes,' 'objectives,' or 'outcomes' within the context of research.

Du Plooy (2001: 48) distinguishes between two primary research goals, namely "applied communication research" and "basic communication research." He expounds that a research inquiry assumes a basic orientation when its objective is the formulation of theories explicating specific communication phenomena, thereby contributing to the advancement of communication as a discipline. Conversely, communication research assumes an applied orientation when its objective is the investigation of pragmatic issues with the aim of devising actionable solutions to identifiable problems. An inherent facet of applied communication research lies in its capacity to assess prevailing practices pertaining to a given phenomenon.

Wimmer and Dominick (2011: 406) categorize research into three distinct typologies, namely applied, basic, and introspective. Applied research endeavours to prioritize the application of theory in addressing real-world challenges, notably exemplified by its utility in devising targeted interventions such as communication campaigns. Broom and Dozier (1990: 23) further delineate applied research into strategic research, which is instrumental in the development of Public Relations (PR) campaigns, and evaluative research, which serves to gauge the efficacy of PR initiatives. Again, basic research endeavours to furnish a conceptual framework underpinning the practice of PR, aspiring to stimulate knowledge that transcends specific PR contexts (Dozier, 2010: 10-11). The introspective research type scrutinizes the domain of PR, including the experiences of practitioners within the profession.

1.4 Research Objectives

The specific objectives of the study are:

1. To investigate how PPR is conceptualized by PR practitioners in Ghana.
2. To explore the PPR strategies used by the Ministry of Trade and Industry at the implementation stage of One District One Factory Policy.
3. To evaluate the effectiveness of the strategies used by the Ministry of Trade and Industry during the implementation of One District One Factory Policy.

1.5 Research Questions

Based on the research objectives, the study will seek answers to the following questions:

1. How is PPR conceptualized by PR practitioners in Ghana?
2. What were the PPR strategies used by the Ministry of Trade and Industry during the implementation of One District One Factory Policy?
3. How effective were the strategies used by the Ministry of Trade and Industry during the implementation of One District One Factory Policy?

1.6 Significance of the Study

Political Public Relations and Public Policy have engaged the attention of scholars from varying academic disciplines. As a result of the critical attention which scholars invested in Public Policy Implementation as a subject, many works have been produced to foster a deeper understanding of the policy cycle. However, none of these works has paid a key attention to the importance of Political Public Relations strategy as a tool to address some of the challenges that are faced with Public Policy Implementation. Therefore, my pursuance of this vital subject which underlies the exploration of Political Public Relations strategies in

Public Policy Implementation is quite a significant venture which further sheds light on how Political Public Relations is conceptualised by Public Relations practitioners in Ghana.

The present study of Political Public Relations strategies in Public Policy Implementation fills the cavernous gap which has been created by other disciplines which are incapable of providing answers as regards issues that border on the importance of Political Public Relations strategies in Public Policy Implementation. Therefore, a study of Political Public Relations strategies in Public Policy Implementation will provide some of the needed answers as we unceasingly search to gain a deeper understanding of the symbiotic relationship of the two fields of study, hence, Political Public Relations and Public Policy. Further, it should be noted that the study of Political Public Relations has been dominated by Anglo-American traditions and, therefore, pursuing the present work will become a part of the rising body of work in Political Public Relations in Ghana and for that matter, Africa. It will, therefore, contribute further to the study of Political Public Relations strategies in Public Policy Implementation in Africa. With the deepening of the culture of democracy in Ghana, the study of Political Public Relations and the application of its tools are crucial for ensuring smooth Public Policy Implementation in Ghana. This study shows the effectiveness of Political Public Relations strategies in the shaping of procedures during Public Policy Implementation and further demonstrates the place of Political Public Relations in the socio-economic and political life of Ghana.

One of the main contributions of this study is the development of an integrated (Political Public Relations & Public Policy) framework for the implementation of Public Policy in Ghana. The study has provided insight into Political Public Relations and Public Policy Implementation in Ghana. The framework was developed based on both theoretical and literature review and empirical evidence. The framework also makes a significant contribution to the discussion on how to address Public Policy Implementation challenges from an African perspective. As far as the researcher is concerned, this framework is the first

of its kind in Ghana and contributes to the attempt by scholars on the continent to fashion a common theoretical framework that underpins the importance of Political Public Relations strategies to Public Policy Implementation on the continent. Another contribution of the study is that because the research was viewed from a practical point of view (perspectives of practitioners) it was able to proffer practical solutions that will improve efforts to address Public Policy Implementation challenges.

1.7 Scope of the Study

The geographical scope of the study was limited to Ghana. Contextually, the study was to explore the importance of Political Public Relations strategies to Public Policy Implementation with specific focus on 1D1F policy. The period for this study is cross sectional which means that data was taken once in the lifetime of the study. The target participants were Chief Directors and PROs of government agencies who directly played variant roles in the implementation of 1D1F policy as well as people who had in-depth knowledge in Public Relations (academia/practice) and Policy.

1.9 Organisation of the Study

This deals with the arrangement of chapters of this study. I propose to organize this work into five main chapters and the details are as follows:

1.9.1 Chapter One: Background To The Study

Chapter one deals with the background to the study, definition of concepts, research problem, research objectives and questions, and organisation of the study. In addition to this, the chapter has also included delimitations and contributions of the study.

1.9.2 Chapter Two: Theoretical Framework and Literature Review

A number of theories have been developed to explain various phenomena in Public Relations and Political Economy. For the purposes of this study, Relationship Theory and Weber's Theory of Industrial Location were used to explain the research problem of this study.

The successful discussion of literature is crucial to the handling of any research problem. It is on the basis of this that the chapter looks at the literature surrounding the problem under consideration. The literature is organized along four axes and these include: studies on Political Public Relations, Public Relations, Public Policy and Implementation and Industrial Location.

1.9.3 Chapter Three: Methodology

Chapter Three focuses on the method of data collection. Due to the nature of the problem under consideration, this study will use different research approaches. In this connection, both primary and secondary data will be used to do the analysis.

1.9.4 Chapter Four: Research Findings and Discussion

After data collection, this aspect of the study focuses on the analysis and discussion of the main research findings. To ensure effective analysis and discussion, the findings were discussed in the light of various components of specific Roles of PPR, Strategies and their effectiveness and Challenges upon which a conclusion was drawn.

1.9.5 Chapter Five: Summary of Findings, Conclusions and Recommendations

The chapter summarises the findings of the study and makes recommendations that will enhance the relevance of Political Public Relations to Public Policy Implementation in Ghana.

1.10 Summary

The chapter examined various aspects of the study including the introduction, background, research problem, goals and objectives, research questions, significance, scope and organization of the study.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.0. Introduction

The literature is organized along two axes and these include: studies on Political Public Relations and Public Policy Implementation. This chapter also throws more light on the various theories and concepts surrounding Stakeholder Approach and Integrated Implementation Model.

2.1 Studies on Political Public Relations

The relationship between Public Relations and politics goes back a long way. The term 'Public Relations' was first used by US President Thomas Jefferson in 1807, as noted by Davis (2007). According to Cutlip, Center, and Broom (2002), Public Relations as we know it today has its roots in American politics. This is evident in the use of techniques that have always been part of the toolbox for persuading public opinion in favour of American Presidents (Gonçalves, 2014).

Political Public Relations is a relatively new concept in conventional Political Science literature. It has been developed out of the already existing concept of Public Relations, and is positioned at a crossroads of Political Science, Political Communication and Political Marketing. Whereas Public Relations is often strongly tied to corporate contexts, Political Public Relations aims to transpose the concept to the political sphere. According to Scammell (2012) as cited in Ishola (2023), there is no universally accepted definition of Political Public Relations. However, she posits that Political Public Relations plays a vital role in contributing to the knowledge of other fields of study. It helps to explain Political Science as a field and the behaviour of political leaders, as well as motivating and providing a better understanding of political processes. In the past two decades, there has been an overwhelming increase in the use of Public Relations strategies in political campaigns worldwide. According to Okudero (2008), Political Public Relations provides effective strategies to address the problems mentioned above (Ishola, 2023).

Political Public Relations is concerned with political institutions and their actors. Political Public Relations is at the intersection of various social sciences such as Political Communication, Political Marketing and Public Relations (Gonçalves, 2014).

According to Arceneaux (2021), Political Public Relations refers to the various tactics and techniques that political actors employ to shape their public image, manage their reputation and influence public opinion. This may involve engaging with specific groups or individuals in order to achieve desired outcomes in political, legal or policy contexts. Ultimately, the goal of Political Public Relations is to effectively communicate with and persuade strategic publics and stakeholders in a way that aligns with the political actor's objectives (Strömbäck & Kioussis, 2019).

Svensson (2016) agreed with the above by positing that political organizations such as political parties, government agencies, municipalities, interest organizations and social movements have increasingly sought to professionalize their communication practices. Communication has always been a crucial aspect of political action, and these entities are now recognizing the importance of modernizing their approach to effectively engage with various audiences. In view of Papathanassopoulos et al. (2006), professionalization refers to the idea that communication practices have evolved into a reflexive process that is constantly evaluated for self-improvement. This includes a focus on finding better ways to achieve various goals, such as winning an election, achieving consensus, gaining support for policies, ensuring successful governance, and improving overall skills specialization (Stenberg, 2016).

In view of Jordaan (2019), Strömbäck and Kioussis have been instrumental in advancing the field of Political PR. They have published various works on the topic, including an edited volume in 2011 and a special issue in 2013. Both scholars have extensive backgrounds in journalism and communication. In their writings, Strömbäck and Kioussis define Political Public Relations as;

‘The management process by which an organization or individual actor for political purposes, through purposeful communication and action, seeks to influence and to establish, build, and maintain beneficial relationships and reputations with its key publics to help support its mission and achieve its goals’ (Strömbäck & Kioussis, 2011, p. 8).

It is worth noting that Political Public Relations contribute through various means, such as press releases, media interviews and speeches. Additionally, contributions through action can take many forms, including advising management to change organizational policy, collaborating with interest groups or organizing special events. This emphasizes the relationship management role of Public Relations, as highlighted by experts in the field (Broom, Casey, and Ritchey 2000; Ferguson 1984; Ki and Hon 2006; Ledingham 2003; Ledingham and Bruning 1998).

While some may argue that Political Public Relations falls under the umbrella of strategic communication, it is important to note that it extends beyond just communication. Moreover, the concept of political organizations is not limited to political parties alone. While political parties are certainly included, it also encompasses government offices, interest groups, think tanks, non-governmental organizations, and even corporations that seek to influence political issues, processes or public opinion related to political matters (Strömbäck and Kioussis 2014).

As noted by some scholars (Broom 2009; McKinnon, et al., 2001; Wilcox & Cameron 2007), Public Relations has played a crucial role in the political process throughout history. These thrive have been documented with focus on its significance in politics and democracy, from Ancient Greece and Rome to the American Revolution. Effective communication and Public Relations have been essential for political success (Strömbäck & Kioussis, 2014). In view of Strömbäck and Kioussis (2013), the practice of Political Public Relations is virtually as old as politics and society itself (Martinelli, 2011; Strömbäck & Kioussis, 2011a), but also that many contemporary Political Public Relations strategies and tactics have ancient roots. This includes, for example, relationship management and cultivation (Ledingham, 2003),

reputation management (van Riel & Fombrun, 2007), stakeholder engagement (de Bussy, 2010), positioning and segmentation (Davidson & Binstock, 2012), opposition research (Johnson, 2007), rhetoric (Heath, 2009) and persuasion (Pfau & Wan, 2006).

Finally, Ishola (2023), Sambe (2007), posited that Public Relations play a crucial role in supporting political parties by assisting in the design and execution of party policies, managing media relations and enhancing the relationship between political parties and the public. Moreover, Amajili (1990) emphasizes that the tools and techniques of Public Relations have been an integral part of political warfare for a long time. Osuji (2000) also recognizes the importance of Public Relations in political settings, stating that as a management activity, Public Relations has a responsibility to develop strategic plans for the democratic process to ensure its success from its beginning to its end.

2.2 Studies on Public Policy Implementation

In view of David Wheat (2010), implementation of public policy has been called the "missing link" by Hargrove (1975). There is a new perspective that sees implementation as part of policy-making, as Hill (1993) articulates. Bardach (2005) supports this perspective and suggests that policy implementers should be allowed to improve the original design. The public policy implementation literature is an important resource for understanding the feasibility of policies aimed at solving problems in the public sector. The meaning of implementation varies, but for the purposes of this research, I opt for the simple definition offered by Mazmanian and Sabatier (1983): "Implementation is the carrying out of a basic policy decision" made by government officials exercising formal authority. The implementation stage occurs after a policy is considered, formulated and authoritatively adopted. Understanding implementation issues can help reduce the likelihood of problems during the implementation stage by better planning during the formulation stage.

Khan (2016) is in support of Wheat's position by positing that Public Policy is a crucial framework for guiding actions that translate philosophies, visions and decisions into various programs and projects. It encompasses a range of governmental interventions and a successful policy implementation is essential for its effectiveness. However, the discipline of policy implementation lacks proper direction or guidelines on how to implement it, and there is no universally accepted grand theory. This is because the implementation of a policy is context-specific and depends on various factors such as political, social, economic, organizational and attitudinal factors. He further stated that failure of policy implementation is often attributed to the lack of theoretical advancement in this discipline and inadequate understanding of the contextual factors. This research aims to shed light on the theoretical issues surrounding policy implementation and its linkage to implementation failure to advance the understanding of this discipline.

Anyijuka (2016) argues that despite the advancements in communication technology and information gathering, the fundamental aspects of information management in the public sector are expected to remain unchanged in the implementation of public policy. According to Graber (2003), failure to recognize the significance of Public Relations in shaping public policy can lead to organizational failure, and the existing communication challenges faced by the public sector are likely to persist in the future. As a result, human weaknesses, cultural differences and organizational limitations are expected to persist in the future.

Ajulor (2018) is also in agreement with the above scholars by stating that, the challenges of policy implementation in Africa are significant, as policy is only a good plan stored in the archive if not implemented correctly. Policy implementation is the process of changing a formulated policy into reality and involves a combination of human, material, machine and money to carry out the public policy declared by competent authority. Efficient and effective policy implementation would require inputs of sound managerial and administrative capabilities to avoid the policy implementation gap. Challenges of policy implementation in

Africa could link to improper planning, political instability and bureaucratic bottleneck, among others. One of the challenges of policy implementation is the inability to involve the target beneficiaries in the policy process. It is important to address these challenges to achieve development in Africa.

According to Larnyoh et al (2021), there seems to be lack of agreement on the definition of industrial policy as it means different things to different people. Some define it as "general" where the state provides an enabling environment for businesses to thrive by focusing on things like education, research and development, and infrastructure. Others define it as "selective/targeted", where the government favours particular industries or firms. Supporters of the "general" view argue that the government should not try to "pick winners." For example, Darmer and Kuyper (2000) define industrial policy as the initiation and coordination of governmental initiatives to improve the productivity and competitiveness of the whole economy and specific industries.

Similarly, Warwick (2013) defines industrial policy as any type of intervention or government policy that aims to enhance the business environment or to alter the structure of economic activity towards sectors, technologies or tasks that are expected to offer better prospects for economic growth or societal welfare compared to the absence of such intervention. Lütkenhorst et al. (2014) describe industrial policy as any intentional measure taken by public authorities to steer the structure of an economy in a desired direction, regardless of what that direction may be. On the other hand, proponents of the "selective/targeted" view define industrial policy as any type of intervention or government policy aimed at promoting a specific industry or sector to accelerate economic development and change the production structure of an economy. Industrial policies are not necessarily aimed at promoting industrialization, even though manufacturing is the most common target of such policies (Larnyoh et al, 2021).

According to Rodrik (2004), policies targeted at non-traditional agriculture or services qualify as much as incentives on manufactures. The argument in favour of government policy intervention is based on the notion of market failures where a competitive market system does not yield a socially efficient outcome. While some economists argue that the government should not interfere with the market system, instances of market failure have rendered this view invalid. Pack and Saggi (2006), Chang (2009) cited in Altenburg (2011) identified coordination failure, dynamic scale economies and knowledge spill-overs, informational externalities and environmental externalities as market failures that justify selective intervention by the government through industrial policy.

According to Dosi (1988), industrial policies have always been a part of the growth process of rich countries and should be considered a permanent feature of the 'constitution of markets' and an essential part of their functioning. Similarly, Landes (1970) asserts that there is abundant historical evidence showing that all current developed countries have widely adopted targeted government interventions in trade and industry during their catching-up process. The rationale behind implementing industrial policies is to bring about structural transformation of the economy (Larnyoh et al., 2021).

They further noted that studies have shown that successful industrialization in Ethiopia and Rwanda have demonstrated that industrial policy can promote structural transformation from agriculture to non-agricultural sectors in Africa (Oqubay 2015; Noman and Stiglitz 2015; Dinh et al. 2012 as cited in Otsuka & Sugihara, 2019). The World Bank (2012) indicated that the rising interest in industrial policy stems from the general recognition of the importance of job creation in the developing world.

2.3 Related Studies

There are many scholarly works done in the field of PPR as well as PPI from different parts of the world. A few of these scholarly works that are closely related to the current study are

looked at in terms of what has been done and what this current study will do similarly or differently.

Tuite (2006) conducted a research into “Public Relations in a “Jolted” Political Environment: An Exploratory Study of Boundary-Spanning Government Relations Professionals in Maryland”. Tuite examined government relations with the public in a jerked political environment. Although he looked at PR practice in a political sphere, he did not focus on PR strategies in building a mutual beneficial relationship between the government and the publics. This current study has focused much attention on PR strategies explored in political circles to advance mutual and beneficial relationship leading to smooth implementation of public policies.

Arceneaux (2022) researched into “Political Public Relations within Foreign Affairs: Ireland’s Public Diplomacy Campaign for a Security Council Seat”. He dissects Public Relations materials to ascertain what system, identity and issue narratives constructed the narrative component of Ireland’s UNSC campaign. Results of a strategic narrative analysis suggest Ireland built the campaign around themes of Empathy, Partnership, and Independence. In conclusion, his study focused on PR strategies in diplomacy. Which means PR strategies could be used in different dimensions to achieve a targeted goal. Nonetheless, the current topic understudy is focused on PR strategies in political arena for the implementation of public policy.

Krishna (et al, 2019) integrated work on Political Public Relations research, strategic management, and multi-track diplomacy from international relations scholarship. They defined Citizens' Political PR as strategies and choices devised by organized, local citizens to enhance inter-group and/or intra-group relations among conflicting groups. The team demonstrated citizens' Political PR in action by using a case study to show how one activity planned by a group of organized everyday Ghanaian citizens - a football (soccer) tournament

- helped promote better relationships among conflicting communities. However, this study will look at PPR strategies in PPI in Ghana.

Khan (2016) did a content analysis of “Policy Implementation: Some Aspects and Issues” to critically examine the theoretical issues associated with policy implementation, and the factors associated with implementation failure. This current study looks at how PR strategies in political arena help in PPI.

Ajolor (2018) researched into “The Challenges of Policy Implementation in Africa and Sustainable Development Goals”. The study discovers that Nigeria and most countries in Africa have entered economic recessions because of policy implementation challenges such as unrealistic goal setting, political patronage, neglect of target beneficiaries and lack of consideration of policy environment. This current study will therefore, explore the possible PPR strategies that will help to overcome some of the challenges mentioned above in PPI in Ghana.

Last but not least, Larnyoh (et al, 2021) did a work on “Promoting Local Economic Transformation: A Comparative Study of One District One Factory and Local Economic Development Initiatives”. Their study set out to compare how 1D1F and LED initiatives are implemented at the local level taking into consideration the key determinants of collaboration, coordination, commitment, capacity, context-specificity and communication (6 Cs). Other objectives of the study were to assess the extent of job creation and enterprise development intervention of 1D1F and LED; and also to determine the success factors and pitfalls in the implementation of the 1D1F initiative. This current study used 1D1F as a case to explore how PPR strategies impact PPIs. Their study focused much on Industrial Policy Theories while this current research applied both Public Relations (Stakeholder Approach) and Public Administration (Winter’s Integrated Implementation) theories.

2.4 Theoretical Framework

Austin and Pinkleton (2006: 271) posit the indispensable role of theories in extrapolating main principles regarding human cognition and behaviour, as well as in setting the optimal goals and objectives for a communication initiative. While various theories have endeavoured to encapsulate Public Policy Implementation and the broader practice of Public Relations, inclusive of Political Public Relations, this research focuses primarily on two key theories: Stakeholder Theory and Integrated Implementation Model. It is anticipated that the utilization of these theoretical frameworks will afford the researcher a comprehensive vantage point from which to contextualize the investigation effectively on the topic: Exploring Political Public Relations Strategies in Public Policy Implementation. These theories are considered fundamental to determining what needs to be done in order to achieve a considerable success in Public Policy implementation.

2.5 Stakeholder Theory

Freeman (2004) contends that scholarly attention directed towards a stakeholder approach has experienced significant expansion and diversification. This assertion is corroborated by the substantial escalation in citations incorporating the term "stakeholder" as indicated by Donaldson and Preston (1995). The bulk of research concerning the stakeholder concept has been concentrated within four primary sub-disciplinary domains: normative theories of business, corporate governance and organizational theory, corporate social responsibility and performance, and strategic management.

2.5.1 A stakeholder approach to normative theories of business

A stakeholder approach underscores the significance of cultivating robust relationships with individuals or entities vested in the enterprise. The durability of these associations' hinges upon the alignment of, at minimum, a fundamental set of principles or values. Consequently, stakeholder theory furnishes managers with the capacity to integrate personal values into the

delineation and execution of strategic initiatives. A prominent illustration of this concept is epitomized by the enterprise strategy, originally conceptualized by Schendel and Hofer in 1979, building upon the seminal work of Drucker. The notion of an enterprise strategy seeks to elucidate the rapport between the organization and society by addressing the fundamental question of its *raison d'être*: "What do we stand for?" While the initial formulation of the stakeholder approach underscored the imperative of cultivating an enterprise strategy, it refrained from prescribing specific value systems. As Freeman (1984: 107) elucidates, the recognition of values as pivotal constituents of strategic management has catalysed an exploration into the normative underpinnings of stakeholder theory.

The central inquiry of this research pertains to whether the implementers of the "One District One Factory" (1D1F) policy conducted exhaustive consultations with stakeholders. A diverse array of attempts has been undertaken to anchor stakeholder management within various philosophical frameworks. Evan and Freeman (1993) articulated a rationale for the stakeholder approach grounded in Kantian principles, positing that individuals ought to be treated "as ends unto themselves," thereby necessitating managerial decisions that prioritize stakeholders' welfare over instrumentalising them for corporate objectives. This conceptual framework has been elaborated upon by Norman Bowie (1999), evolving into a comprehensive ethical theory of business. Alternatively, Phillips (1997) has situated the stakeholder approach within the principle of fairness, asserting that voluntary cooperative agreements engender an obligation to act equitably, thereby obliging firms to consider stakeholders' interests when formulating strategic decisions. Other scholars, such as Wicks, Freeman, and Gilbert (1994), as well as Burton and Dunn (1996), have sought to justify the stakeholder approach through an ethics of care paradigm, which emphasizes the centrality of relational networks in shaping the business enterprise, advocating for stakeholder-centric strategy formulation to account for the intricate web of relationships characterizing the

business environment. Lastly, Donaldson and Dunfee (1999) have advanced a rationale for the stakeholder approach grounded in social contract theory.

2.5.2 A stakeholder approach to corporate governance and organizational theory

This perspective on stakeholder has evolved from the juxtaposition of the conventional notion positing management's primary duty to safeguard shareholders' interests against the stakeholder view advocating managerial decision-making geared towards the collective benefit of all stakeholders. Williamson (1984) employed a transaction cost framework to underscore shareholders' distinct entitlement to special consideration vis-à-vis other stakeholders due to the concept of "asset specificity." He contended that shareholders' stakes were intricately linked to the firm's success and would consequently hold no residual value in the event of firm failure, unlike, for instance, the labour input of an employee. Contrarily, Freeman and Evan (1990) posited that Williamson's corporate governance approach could effectively elucidate the dynamics of relationships with all stakeholders. Many stakeholders, they argued, possess stakes that are, to varying degrees, firm-specific, while shareholders benefit from a more liquid market (the stock market) for disengagement compared to most other stakeholders. Consequently, asset specificity alone does not warrant primacy toward stockholders at the expense of all others.

Moreover, several endeavours have been made to expand stakeholder theory into what Jones (1995) terms a 'central paradigm,' amalgamating theories such as agency theory, transaction costs, and contracts theory into a cohesive framework (Jones, 1995; Clarkson, 1995). From this vantage point, stakeholder theory serves as a counterweight to the conventional shareholder-centric paradigm. While stakeholder theory is widely acknowledged as potentially constituting sound management practice, its principal value for these theorists lies in its ability to critique the traditional model as morally untenable or excessively accommodating of unethical conduct. This body of literature historically comprises a disparate assortment of viewpoints unified by their opposition to the dominant neoclassical

positive approach to business. Given its inclusive framework, the stakeholder concept offers an opportunity to develop a comprehensive theory that can synthesize various concepts, including agency theory, transaction costs, human relationships, ethics and environmental concerns.

2.5.3 A stakeholder approach to social responsibility and social performance

A substantial focal point for scholars of social responsibility pertains to the definition of legitimate stakeholders. Concerns have been raised regarding the delineation of stakeholder identity, with Phillips and Reichart (1998) highlighting a conspicuous deficiency in stakeholder theory regarding the discernment of individuals and groups deemed as stakeholders versus those that are not. In response, Mitchell, Agle, and Wood have endeavoured to address this issue by formulating a stakeholder identification framework predicated upon qualitative criteria encompassing power, legitimacy and urgency, thereby espousing what they term as "the principle of who and what really counts." This line of inquiry assumes particular significance within domains such as environmental stewardship and grassroots political activism.

Central to this discourse is the pivotal query concerning the existence of illegitimate stakeholders, and if so, how legitimacy should be described. Agle, Mitchell, and Sonnenfeld (2000), however, adopt a divergent approach by eschewing theoretical descriptions of stakeholder legitimacy and instead conduct an empirical inquiry aimed at discerning which stakeholders' managers perceive as legitimate. A wealth of research endeavours have sought to empirically validate the "instrumental" assertion that stakeholder management constitutes sound management practice. Wood (1995) highlights the intricate causal dynamics and the ambiguous relationship between corporate social performance (CSP) and financial performance, cautioning against simplistic interpretations and noting the lack of a comprehensive measure of CSP. Instead, extant evidence suggests that subpar social performance may adversely impact a company's financial performance.

Contrary to the hypothesis positing penalization of firms investing in stakeholder management, Graves and Waddock (1990) have illustrated the growing significance of institutional stakeholders over the past two decades, with a demonstrated correlation between heightened corporate social performance and increased institutional investment in stocks. This observation is corroborated by an emerging body of research that casts doubt on the myopic institutions theory. Studies employing novel data and methodologies, such as those conducted by Berman et al. (1999), Harrison and Fiet (1999), Luoma and Goodstein (1999), aim to elucidate the intricate interplay between stakeholder management, social performance and financial outcomes.

Furthermore, at a pragmatic level, Ogden and Watson (1999) have undertaken a comprehensive case study examining corporate and stakeholder management within the UK water industry. Nonetheless, conclusions drawn in this domain remain tentative, owing to ongoing refinements in methodological precision and data sources.

2.5.4 A stakeholder approach to strategic management

Harrison and St John (1994) have been at the forefront of advancing an integrated approach that synthesizes numerous conceptual frameworks from mainstream strategy theory. They assert that stakeholder management amalgamates perspectives derived from traditional models, including industrial organization economics, the resource-based view, cognitive theory and the institutional perspective of the firm. The authors differentiate between stakeholder analysis and stakeholder management, with the latter predicated upon a collaborative ethos encompassing communication, negotiation, contractual agreements, relationship management and motivation. These diverse facets of stakeholder management are unified by the enterprise strategy, which defines the core values and identity of the firm. Ethical considerations permeate these processes, primarily due to the potential repercussions of unethical conduct and the role of ethical codes in fostering consistency and trust, thus facilitating mutually beneficial cooperation.

Harrison and St John advocate for the fusion of traditional and stakeholder-centric approaches by employing the stakeholder approach as an all-embracing framework within which traditional methodologies can function as strategic tools. For instance, they segment the environment into the operating environment and the broader environment, whereby the "resource-based view of the firm" can illuminate relationships within the operating environment, while Porter's five-force model offers insights into relationships with external stakeholders such as competitors and suppliers. However, strategic management transcends mere analytical or descriptive phases. Prioritizing stakeholders entails more than assessing their influence based on economic or political power; it necessitates alignment with the firm's values and enterprise strategy. Thus, the stakeholder approach enables management to infuse traditional strategic analysis with the distinctive values and direction inherent to the organization.

In my perspective, Stakeholder Theory is inherently tied to the pragmatic considerations of governance, thus prompting inquiry into how governments need to enhance their efficacy in identifying, analyzing and engaging with pivotal stakeholders. This viewpoint is encapsulated by the following principles:

1. Your main vision should compel you to consider the repercussions of your actions on stakeholders, as well as their potential ramifications for your endeavours.
2. Comprehensive analysis of stakeholder behaviours, values, and backgrounds encompassing societal dynamics, is vital.
3. To achieve success in any implementation, it is important to articulate a clear response to the question, "what are our objectives?" This query serves as a guiding impetus for formulating a comprehensive strategy aligned with those objectives.

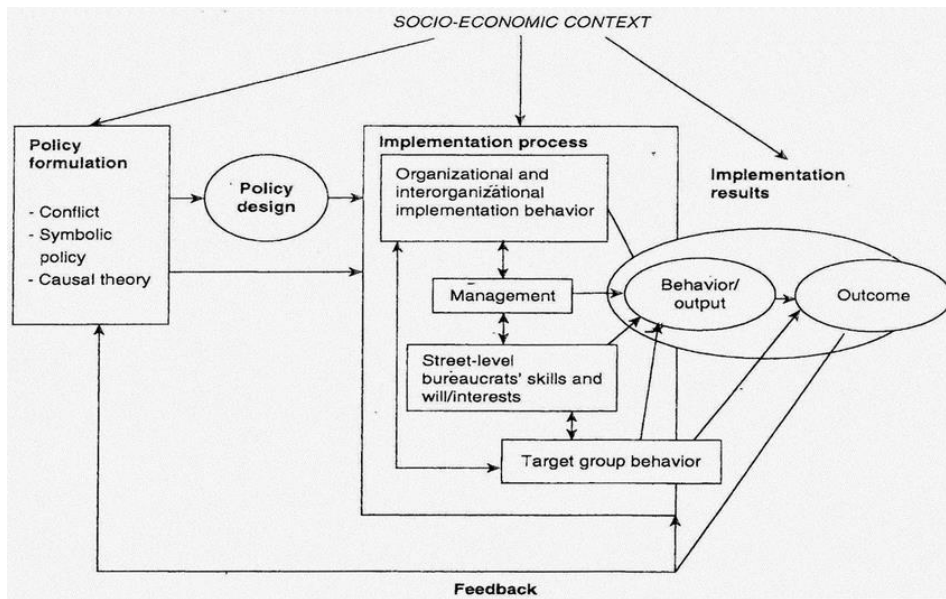
4. Proficiency in navigating stakeholder relationships entails understanding their dynamics across three analytical dimensions: the collective apparatus of government, procedural protocols and day-to-day transactional interactions.
5. The interests of stakeholders must be judiciously balanced over temporal horizons to foster sustainable relationships and outcomes.

2.6 Winter's Integrated Implementation Model

Numerous scholars have proposed elaborate conceptual frameworks to enable researchers in their examination of policy implementation (Hill & Hupe, 2014). Winter (2012, p. 258; Figure 1) explains three primary clusters of variables: policy formulation, implementation process, and implementation outcomes, all contextualized within a specific socio-economic milieu.

Within the realm of policy formulation, Winter delves into the agenda-setting phase, wherein political representatives and authorities, such as cabinet ministers, outline the overarching trajectory of the policy under consideration. The outcome of the decision-making process regarding potentially conflicting policy objectives, the selection of policy instruments and the corresponding causal theory is encapsulated within a policy design. As for the implementation process, Winter identifies several groups of variables, including organizational and inter-organizational implementation behaviour, management strategies, the skills and motivations of street-level bureaucrats, and the behaviour of the target groups. Lastly, implementation outcomes are divided into behavioural outputs, which serve as the dependent variable expounded by the aforementioned factors and contextual determinants that shape outcomes.

Figure 1. The Integrated Implementation Model



Source: Winter (2012, p.258)

In his exposition on the model, Winter (2012, p. 258) posits that the genesis of implementation challenges frequently lies within the antecedent policy formulation phase. He contends that a considerable number of implementation scholars have neglected this potential linkage, thereby failing to conceptualize the nexus between policy formulation or design and subsequent implementation. The relatively robust nature of Winter's "Integrated Implementation Model" and the inherent causal hypotheses it implies render the model well-suited as a theoretical framework to inform inquiries aimed at elucidating variations in policy program outcomes (refer to Figure 1). This research seeks to articulate causal assertions regarding the prominence of variable clusters in explaining discrepancies in Public Policy Implementation. In this exploration, program outcomes will serve as the dependent variable. It is anticipated that these outcomes will be significantly influenced by policy design, construed as the aggregate consequence of what Winter (2012) defines as "policy formulation". Consequently, pivotal facets of policy design expected to wield substantial influence in this context encompass the coherence and congruence of articulated program objectives and their underlying causal rationale.

Furthermore, scrutiny will extend to implementation structures and processes (refer to Figure 1), encompassing considerations such as the involvement and typology of agencies or organizations, program-specific regulations and protocols, task interdependencies and resource allocation, among others. Lastly, and of no lesser significance, attention will be directed towards the requirements and conduct of the programs' target groups. Mazmanian and Sabatier (1989, pp. 22–40) articulated the presumed critical causal interrelation between these three clusters of model variables in their renowned statutory coherence proposition. According to this notion, the success or failure of any policy program hinges on the capacity of the statute to configure the program's implementation in a manner conducive to meeting the needs of target groups, thereby realizing main policy objectives.

In my opinion considering the present analytical context, Winter's 'Integrated Implementation Model' (1990, 2012) emerges as particularly salient for several reasons. Firstly, it amalgamates diverse strands of literature on implementation by organizing them into distinct clusters of variables. Secondly, it elucidates the dynamic interrelations among elements of the model. Last but not least, the model incorporates a feedback mechanism

2.7 Application of the Theories

Stakeholder, viewed strategically, encompass "any group or individual capable of influencing or being influenced by the attainment of an entity's objectives". It is evident that a conscientious adoption of the stakeholder concept by governments or influential figures as the fundamental unit of analysis within any policy implementation framework would engender comprehensive stakeholder support, thereby facilitating the realization of policy objectives. The fundamental insight underscores the notion that fostering stakeholder relationships for desired outcomes supersedes the singular focus on Policy Advocacy tasks. Leveraging stakeholder relationships proves instrumental in addressing various bottlenecks encountered during policy implementation.

Winter has endeavoured to bridge the dichotomy between top-down and bottom-up approaches through his "Integrated Implementation Model", aiming to amalgamate diverse contributions into a unified framework. Within this model, implementation results (output and outcome) vis-à-vis official policy objectives constitute the dependent variable.

2.8 Chapter Summary

Chapter two (2) provides a comprehensive review of the literature related to the study. The chapter also discusses the Stakeholder theory and Integrated Implementation model that are relevant to the study and provides an empirical perspective through related studies. Additionally, the chapter sets the stage for the research methodology that will be presented in the next chapter, which outlines the collection of both primary and secondary data.

CHAPTER THREE

METHODOLOGY

3.0 Introduction

This chapter outlines the methodology used to conduct the research. This section presents the research design, study population, the sample size, methods of data collection and instruments, data quality measures and data analysis techniques.

3.1 Research Methodology

Kothari (2005) defines research design as a systematic approach to addressing research problems. It involves a series of steps adopted to study the problem and provides a framework for how the research is conducted. The research design outlines the methods and procedures used in the study to justify the reasons for selecting specific methods or procedures. The research approach for this study is qualitative and the design is exploratory.

According to Saunders, Lewis and Thornhill (2007), the research approach can be either quantitative or qualitative, which leads to different procedures for data collection and analysis. For this study, the qualitative approach was adopted. Qualitative techniques, as defined by Denzin and Lincoln (2005), involve an interpretive approach to research and include case studies, interviews, personal experience, and observations. Denzin and Lincoln

(2005) suggest that researchers using qualitative techniques aim to understand the phenomena under study in terms of the meanings people bring to them. This view is supported by Grbich (2012), who argues that qualitative researchers question the underlying assumptions of positivism and instead follow the paradigms of constructivism and/or interpretivism. In these paradigms, it is assumed that no objective knowledge can be generated that is independent of interpretation, and therefore the concepts of truth and reality become subjective (Wordzro, 2020).

According to Brennen (2017), Qualitative research is a diverse and complex field that encompasses various disciplines and approaches. It is characterized by its interdisciplinary, interpretive, political and theoretical nature. The main objective of qualitative research is to use language to understand concepts based on people's experiences and create a sense of the larger realm of human relationships. As Steinar Kvale (1996) pointed out, qualitative research is not about "objective data to be quantified, but meaningful relations to be interpreted" (p. 11). In other words, qualitative researchers are not concerned with numbers and statistics, but rather with exploring and interpreting the meaning behind people's experiences and behaviours. Qualitative research recognizes that reality is socially constructed and researchers consider alternative notions of knowledge. They showcase a variety of meanings and truths and draw on a belief in and support of a researcher's active role in the research process. The result is a rich and complex understanding of the world around us, based on the experiences and perspectives of the people who inhabit it.

The questions addressed in this dissertation required information about how PPR impacts the implementation of 1D1F policy and its challenges, if any. To do this, the researcher needed both primary and secondary data about the policy. The researcher obtained the primary data through online and interviews with the selected respondents, and the secondary data through a review of existing work on the policy.

3.2 Research Design

According to Creswell and Creswell (2018), in qualitative research, the main aim is to describe a research problem that can be best understood by exploring a concept or phenomenon. It is considered an exploratory approach, which researchers use to investigate a topic in-depth, especially when the variables and theory base are unknown. Morse (1991) said this:

“Characteristics of a qualitative research problem are: (a) the concept is “immature” due to a conspicuous lack of theory and previous research; (b) a notion that the available theory may be inaccurate, inappropriate, incorrect, or biased; (c) a need exists to explore and describe the phenomena and to develop theory; or (d) the nature of the phenomenon may not be suited to quantitative measures (p. 120)”.

Exploratory research is an approach that helps to identify new knowledge, new insights, new meanings and factors related to the issue under study. The main purpose of exploratory research is to provide a better understanding of the sample being examined (Babbie, 2004). This design is used when there is very little knowledge about the issues being studied and it also helps researchers to gain insights and generate hypotheses to be investigated further.

Research designs are a crucial aspect of conducting a study. They come in different types, such as qualitative, quantitative and mixed methods approaches, and provide a specific direction for the research process (Creswell & Creswell, 2018). Some experts also refer to them as strategies of inquiry (Denzin & Lincoln, 2011). As stated earlier, the current study has used exploratory design to unearth knowledge about PPR and its importance to PPI in Ghana with regards to 1D1F.

3.3 Study Population

The term population refers to the entire group of subjects, individuals or occurrences that a researcher is interested in investigating (Kotler & Armstrong, 2013). According to Zikmund and Babin (2013), a population consists of a set of units that a research project aims to

examine. For this study, the population consisted of civil servants in Ghana who are directly or indirectly involved in the implementation of 1D1F.

3.4 Sample size and sampling technique

Creswell and Creswell (2018), posit that participants and the site might include four aspects as identified by Miles and Huberman (1994): (a) the setting (i.e., where the research will take place), (b) the actors (i.e., who will be observed or interviewed), (c) the events (i.e., what the actors will be observed or interviewed doing), and (d) the process (i.e., the evolving nature of events undertaken by the actors within the setting).

The number of sites and participants needed for qualitative research varies depending on the design being used. There is no set answer to this question, as different perspectives exist in the literature (Creswell & Creswell, 2018). However, the current study selected 10 participants.

Expert and purposive sampling were used to determine the sample size. The only difference between purposive sampling and expert sampling is that in the case of the former it is entirely the researcher’s judgment as to the ability of the respondents to contribute to the study. Whereas in the case of expert sampling, your participants must be known (PR & Policy) experts in the field of interest to you or must be persons who have certain predetermined characteristics (Singh, 2007). This is a technique where respondents are chosen in a non-random manner based on their expertise on the phenomenon being studied (Bhattacharjee, 2012; Singh, 2007). This can be used in both quantitative and qualitative studies but it is mostly used in qualitative research.

Table 1: Sample size

S/N	Category	Sample Size	Selection Method
1.	MOTI	2	Purposive

2.	MLGRD	2	Purposive
3.	AGI	2	Purposive
4.	PR Experts	2	Experts
5.	Policy Experts	2	Experts
Total		10	

3.5 Sources of Data

In the study at hand, the problem under investigation was approached using both primary and secondary sources of information. This approach was deemed necessary as secondary sources may be subject to manipulation and biases, thereby reducing their reliability. In order to address these issues, primary sources were also utilized to provide additional perspectives and insights (www. hubpages.com). Interview (semi-structured interview guide) was used as a primary source (face-to-face & over the phone) of data while online, documents and other research reports were used as secondary data.

3.6 Techniques of data analysis

In the study, the qualitative data collected from the respondents were analyzed through the identification of themes, trends, similarities and differences in their responses. Thematic analysis was used to document and analyze the data obtained from the interviews. The themes that emerged from the analysis were guided by the research questions and the literature review. The researcher utilized coded analysis to collect and analyze qualitative data, identifying themes and important thematic areas for analysis. Direct quotations were extracted and reported verbatim in line with study variables.

3.7 Validity

According to Creswell and Creswell (2018), qualitative research has a strong emphasis on validity, which is determined by ensuring the accuracy of the findings from the perspective of the researcher, the participant or the readers of the study. The literature on qualitative research uses various terms to describe validity such as trustworthiness, authenticity and credibility. This is a widely discussed topic, and researchers continue to explore new ways to establish and enhance the validity of qualitative research.

The researcher made sure that the questions in the interview guide were aligned with the research objectives, literature and conceptually sound results. This was done to ensure the accuracy and validity of the findings, which is an important aspect of qualitative research.

3.8 Ethical Considerations and Confidentiality

Crow and Wiles (2008) posit that protecting sensitive information and maintaining the anonymity and confidentiality of research participants are crucial aspects of qualitative research. To ensure these principles were upheld, the interviewed tapes and transcribed documents were kept private and the participants were not required to reveal their identities. Ethical standards were also strictly adhered to throughout the study, with no coercion or pressure placed on any participants to take part. Participants were made aware of the study's purpose and informed that they could withdraw from the study at any time for any reason. As suggested by Creswell (2009), all responses were kept confidential.

3.9 Delimitation of the Study

The overall focus of the study is on exploring Political Public Relations strategies in Public Policy Implementation in Ghana through theoretical and empirical literature. The study will specifically, focus on determining the relevance of Political Public Relations strategies in Public Policy Implementation. This means that only Public Relations practitioners, Policy experts and Civil servants who were directly involved in the 1D1F policy implementation

will be sampled for the study. The study will address the following issues: conceptualisation and relevance of Political Public Relations strategies to practitioners engage in Public Policy Implementation, for that matter, 1D1F policy. Although PR practice is found in every government agency, this study focuses on the Ministry of Trade and Industry because of their direct involvement in the implementation of the 1D1F policy.

3.10 Chapter Summary

The chapter has provided an in-depth discussion of the research method employed for the study, including the data collection process. It also highlights the data analysis techniques used in the study as well as the methods used to present the findings and also briefly touched on delimitations.

CHAPTER FOUR

PRESENTATION, INTERPRETATION OF THE RESEARCH RESULTS AND FRAMEWORK FOR PUBLIC POLICY IMPLEMENTATION

4.1. Introduction

Public policy implementation is fraught with various challenges that impede its effective execution, as highlighted by scholars in the field. According to Hill and Hupe (2014), the complexities inherent in the implementation process often lead to discrepancies between policy intent and actual outcomes. This sentiment is echoed by Winter (2012), who emphasizes that implementation problems frequently stem from deficiencies in the preceding policy formulation phase. Moreover, Mazmanian and Sabatier (1989) underscore the critical role of statutory coherence in determining the success or failure of policy programs, emphasizing the need for alignment between policy design, implementation structures and the needs of target groups.

These challenges are exacerbated by factors such as centralization, implementation bottlenecks and deficient institutional coordination, as noted by Larnyoh et al. (2022) in their examination of policy implementation in developing nations like Ghana. Additionally, scholars like Tsikata (2007) and Wunsch (2014) have pointed to governance crises marked by centralization and implementation bottlenecks as major obstacles to effective policy implementation.

Public policy implementation challenges are multifaceted and encompass issues ranging from governance deficiencies to structural inadequacies. Addressing these challenges requires a comprehensive understanding of the intricacies of policy implementation processes and concerted efforts to overcome systemic barriers to effective implementation.

In line with the research goal of developing a Political PR framework for Public Policy Implementation in Ghana, the current chapter presents and discusses the result of the

empirical research conducted on the current implementation strategy of the Ministry of Trade and Industry with regards to 1D1F. The study adopted a qualitative approach to gather data. Telephone in-depth interviews were held with 10 participants some of who were PR and Policy experts and officers from MOTI, AGI and 1D1F factories. The study used a semi-structured interview guide to elicit responses from the participants. To ensure that the interview captured everything that was said, the researcher recorded the interviews after seeking permission from the participants. The current chapter will present and interpret the results from the interviews. The discussion will be done in line with how the interview guide was structured. It will therefore begin by discussing the general questions, which consist of demographic characteristics of the participants, including their views (specific to PR practitioners) on Political PR. It will be followed by a discussion on the implementation of Public Policy strategies. The analysis will end with a look at participants' views on best strategies and practices in both fields to ensure smooth implementation. The chapter will conclude with a summary of the analysis.

4.2 Overview of Research Participants

This section briefly discusses the characteristics of the participants. It also looked at their designations, age, how long they have practiced in the field of PR/Policy/Industry, education and whether they had any formal education in the above mentioned fields. It concludes with a discussion on the conceptualisation of Political PR, participants' views Political PR strategies and best practices with regards to Public Policy Implementation.

A total of ten (10) participants were recruited for this study. It must be noted that the participants were carefully and purposively selected from different fields with diverse expertise. They consisted of five (5) PR practitioners and five (5) Policy experts. The participants consisted of eight (8) males and two (2) females. Concerning the age of

participants, four (4) participants were between thirty five (35) and forty (40) while the rest (6) were above fifty (50).

One significant finding with regards to the PR practitioners at the government agencies was that they were not able to go by their own plans as dictated by literature and execute them accordingly. It was rather interesting to note that PR plans were determined by senior government officials for political expediency. This act actually makes some of the PR practitioners in some of these institutions powerless and redundant. In some cases, PR plans had to be approved by these officials and strictly guided by them in the process of execution. This finding is alluded to the fact that PR has been relegated to the background and not considered as a management function in most government institutions. This really affects the work of PR practitioners in their daily routine. The above finding is seems to be an ‘endemic canker’ been fought by PR practitioners in government establishments hence, the clarion call by the Head of the Public Relations Coordinating Division of the Information Services Department, Ethel Codjoe Amissah, at the 4th Government Public Relations Officers Excellence Awards held in Accra on Friday, December 22, 2023, “I am expecting that next year PROs will work much harder than they are doing. Actually, there are a lot of PROs who would have done much better if they had a lot of support from their ministries, agencies, and departments. We are hoping that next year, each minister would recognize the worth and the work of the PRO and be more inclusive in the PROs” (Source: **Citi News**).

The study also reveals that most often, PR practitioners at the ministries and other agencies become more or less ‘regime practitioners’ which means that their roles change with new political regimes. This notwithstanding, a fundamental tenet of the Excellence Theory posits that for PR to become truly excellent in its role, there must be professionalism and consistency in practice.

4.3 Findings of One-On-One Interviews

The following section will discuss in detail the findings of the interviews held with the participants. The findings will be outlined according to how the interview guide was structured, namely conceptualisation of PPR, PPR strategies, evaluation of the strategies applied in the implementation of 1D1F and the wayforward. The various subcategories of the PPR and Policy life cycle will also be clearly outlined and discussed.

4.3.1 Conclusion on Research Objectives

4.3.1.1 Research objective 1: *To investigate how PPR is conceptualised by PR practitioners in Ghana.*

In investigating the views of participants regarding the PPR strategies used in the implementation of 1D1F, the researcher deemed it necessary to gain insight into participants' knowledge and understanding of PPR, that is, what PPR meant to PR practitioners in Ghana. Literature reviewed earlier defined PPR as the management process by which an organization or individual actor for political purposes, through purposeful communication and action, seeks to influence and to establish, build, and maintain beneficial relationships and reputations with its key publics to help support its mission and achieve its goals (Strömbäck & Kioussis, 2011a: 8). It must be noted that PPR is an aspect of PR, therefore, the definition of PPR is in line with that of PR. In view of this, PPR is about building mutually beneficial relationships between an organisation and its publics. Heath and Coombs (2006: 5) note that "relationships are strongest when they are mutually beneficial and characterised by 'win-win' outcomes." In line with these definitions, the research participants (PR practitioners) were asked the question: "What is your understanding of Political Public Relations (PPR)?" Participants provided various pieces of information indicating that they have the idea of what PPR is about. PPR was associated with political communication and propaganda, political marketing and branding, reputation building/management and credibility. These definitions will be discussed briefly.

Political Communication and Propaganda: Some of the participants were of the view that PPR is about political communication and propaganda relating to political activities by politicians. This is ricocheted in the statements of some of the participants.

“I know PPR is to speak for political parties on political issues. The quintessence of PPR is to really propagate political stance to sway public view in your favour. Everything about PPR has to do with political messaging and campaign planning.

Another participant said: “What I understood about PPR is a propagandist approach to issues in politics”.

Further comment stated that “PPR deals with all the stakeholders within the political arena. I think PPR can be equated to Political Communication (PC) and partisan activism. But importantly, it is a way to apply PR skills in politics”.

Another participant said: “There is a thin line between PPR and PR which is that one is practiced in politics while the latter is practiced in organisations”. “Those who engage in PPR are politicians while PR practitioners are civil servants”. “Also, PR practitioners are professionals while PPR activists are not professionals but just party apparatchiks”.

Another participant said: “PPR is about marketing political personalities and polishing political messages to the public using the media” and further opinion was: “I am of the view that PPR is a ‘sibling’ to PR, PC and PM. And when look at it critically, PPR is more power driven as compared to its ‘siblings’. This view of PPR is supported by other participants who view the PPR as apply PR strategies in politics activities. One participant, for instance, thinks that the key role of PPR is to “tell the good story about all political activities through the application of PR strategies”. Another participant also said PPR is “building political relationships”. The conceptualisation of PPR as the application of PR strategies to political activities is in sync with the earlier conceptualisation of PPR practice as posited by Strömbäck and Kiouisis (2014). What is to be noted is that, the views of the participants were food for thought and very intriguing as seen from the research. According to Archana (2018),

Political Public Relations is a management process by which an organisation or individual political person acts and influences for a political purpose. So the views of the participants were not far from wrong just that, some of them did not know that PPR is a field of study which has roles and functions as PR. Most of the literature reviewed posited that PPR is about identifying, establishing mutual relationships for purposeful communication.

The above comments seek to conceptualise Political Public Relations by PR practitioners as a politically biased communication instrument employed to influence and shape public opinion. This conceptual portrayal of PPR as a mechanism for disseminating information aligns with the preceding conceptualization of Public Relations (PR) practice, as articulated by Grunig and Hunt (1984). Grunig and Hunt (1984) classified earlier iterations of PR practice as rooted in unidirectional information dissemination, exemplified by press agency/publicity and public information paradigms.

4.3.1.2 Research objective 2: *To explore the PPR strategies deployed by the Ministry of Trade and Industry at the implementation stage of One District One Factory Policy.*

This section discusses the application of PPR strategies in the implementation of One District One Factory. The research explored the strategies used vis-à-vis some the available strategies at the disposal of the PR practitioners during the implementation. Grunig, Grunig and Dozier (2002: 306) posit that for PR to be excellent, it must be strategic and symmetrical. The study therefore sought to explore the strategies used and how they impacted the implementation of 1D1F.

In exploring the views of participants regarding the PPR strategies used in the implementation of 1D1F, the researcher again deemed it necessary to know what PPR strategies are and what they entail. In view of this quest, Political Public Relations strategies are well planned approaches that are used to successfully execute an event through effective symmetrical communication with stakeholders. Good PPR strategies involve transparent

communication, building trust and engaging with stakeholders. It goes beyond media coverage to resonate with the target audience based on the event and target audience.

Quizzing on the strategies used, the participants made mention of stakeholder engagements, partnership and collaboration and strategic messaging. This is reflected in the statements of some of the participants.

“I remember we met with many stakeholders such as AGI, GAWU and TUC among others to discuss with them about the 1D1F initiative and seek their inputs. They all made their inputs and these various inputs were very useful. We also met with other experts from the various fields for their inputs which have shaped the initiative. Other strategies were used would not go into details”.

Another participant said: “One of the key strategies used was partnership and collaboration. We partnered and collaborated with some organisations”.

Further comments stated that “partnership and collaboration was used to recapitalise some of the existing factories to be able to employ more staff and produce more goods for the local market and also for export” Darko Farms is a typical example of the partnership and collaboration strategy”.

Another participant said: “Strategic messaging (1D1F) was a ‘magic driver’ among the strategies used.

“1D1F actually resonated with the citizenry for that matter gave their all in all to the success of the policy. This resulted in the massive media reportage making the policy one of the most flagship legacies of President Akufo-Addo”

The above remarks from the implementers point of view indicates that the three strategies used were very effective resulting in the success of the 1D1F implementation. But the industry experts had a different view.

4.3.1.3 Research objective 3: *To evaluate the effectiveness of the PPR strategies deployed by the Ministry of Trade and Industry at the implementation stage of One District One Factory Policy.*

This section discusses the effectiveness of the PPR strategies in the implementation of One District One Factory. The research evaluated the strategies by seeking the views of industry players (AGI, PR & Policy experts) on the implementation strategies of the policy. The study therefore sought to explore the strategies used and their advantages to impact the implementation of 1D1F.

4.3.2 Implementation of the Policy

Implementation Strategies: Participants were generally in agreement with the implementers that there was nothing wrong with the strategies used but were not explored to the fullest. Almost all the participants seemed to express same view.

In the words of one participant:

“Some government officials came to us to profile some existing factories for selection to be part of the 1D1F policy. But ask me whether they returned to ask for what they have asked us to do for them. They came asking us to do something for them and that was the end of the matter, they never came back since 2017. In short, they did their own thing and I cannot say that there was any expert advice from us because we did not make any effective input”.

This was emphasised by another participant from a different entity saying:

“Personnel came from the 1D1F Secretariat to brief our team on how they intend to successfully execute the implementation plan. So their coming was for both teams to sit and discuss the plan thoroughly and for us also to make some inputs but they never came back”

One of the participants from the partnered organisations also said:

“Government officials visited our company and had a discussion with our management on supporting us to be more effective and efficient. So we outlined our challenges to them and the needed capital to revamp the factory. Surprisingly, this people came back after a few months with only Eight

Thousand Ghana Cedis (GH¢8,000.00) as their support to bring the factory back to life. I saw this as a joke because the amount of money we needed was more than thousand times what they brought”.

It was clear from the views of the participants that, although stakeholder engagement was very strategic, it was not fully utilised for the full benefits.

4.4. Strategies

Effectiveness of the Strategies: The three strategies (Stakeholder engagement, Partnership and Collaboration and Strategic Messaging) used have shown some positivities having made reference to some newspaper headlines and compared to E-Levy and DDEP. Notwithstanding these comparisons, most of the participants thought the strategies were not effective as it should have been.

One participant said:

“No, I do not think that the strategies were effective. This is because, stakeholder engagement was supposed to be a strategic two-way engagement but it is unfortunate that it was rather one-sided. This posture of government actually didn’t help at all”

Another partner describes the partnership and collaboration strategy as:

“Not effective because it was quack. This in itself was a reliever since the investment needed was small. If this strategy was effective, government would not have spent so much money to establish new factories or hugely investing in some companies to be productive. Government should have created a more enabling environment for a Public-Private Partnership (PPP) to take off in the implementation of this policy”

Interestingly, one of the participants believed that strategic messaging was effective.

According to this participant:

“Yes! This is because the message (1D1F) was simple and impressive. Everyone understands the economic benefits of the 1D1F policy”.

Scoring the Strategies: Despite the mission and goals of the 1D1F policy with regards to its enormous achievements, most of the participants thought otherwise. This has reflected in their statements below:

One participant puts it this way:

“I will peg my score of the performance of the strategies at 30%. This is because the stakeholder engagement strategy was haphazardly carried out, the PPP was a sham and the strategic messaging was sloganeering”.

Another participant scores the performance of the strategies as:

“45% is good enough for the performance. In my view, the implementation could have been father better than this if the first and third (stakeholder engagement and strategic messaging) strategies were localised, that is community focused rather than planning everything in one office and dumbed on the local folks”

Some of the participants also agreed on the position of others but decided to be so generous. Their position was obvious in the statement of this participant”

“A lot has gone into all the strategies deployed in the implementation of the 1D1F policy to bring it to this pedestal, for that matter, they deserve 55%. Though they could have done better, I believe they deserve applause”.

In view of these scores, it was noted that the strategies were apt but the application was a little problematic and this is according to the views of the participants as expressed.

Recommendations: Overall, participants acknowledged that there is the need for proper implementation plan. The participants made these recommendations along framework, expertise and nationalistic lines.

These are what they have to say:

“There is the need for a framework that spells out procedural implementation of public policies. Things seemed be done anyhow for long and we can’t continue like this as a nation.

This framework should be all involving of all stakeholders that have an in-depth knowledge about what needs to be done”.

Another participant said that:

“Politicians have hijacked every aspect of the system without any expertise, sometimes. There should be extensive consultative engagement to seek for expert advice on proposed policies from identification of the problem to implementation and evaluation. For example, 1D1F implementation should have exhaustively involved policy experts, Communication experts, AGI, among a host of others”.

In the view of this participant:

Public policy should be nationalistic in nature and not partisan. 1D1F implementation was undeniably faced with challenges and some of these challenges were decision making failures on the part of the party in power. I think 1D1F should have been a national development plan through the various local government structures. If this is done, the 1D1F would remain vibrant even after the implementing government has exited power. The initiative should have been rooted and financed through the Metropolitan/Municipal/District Assemblies (MMDAs) and not hijacked by political party officials”.

The result of the interviews shows that many of the participants agreed partly and disagreed partly with the implementation strategies of 1D1F.

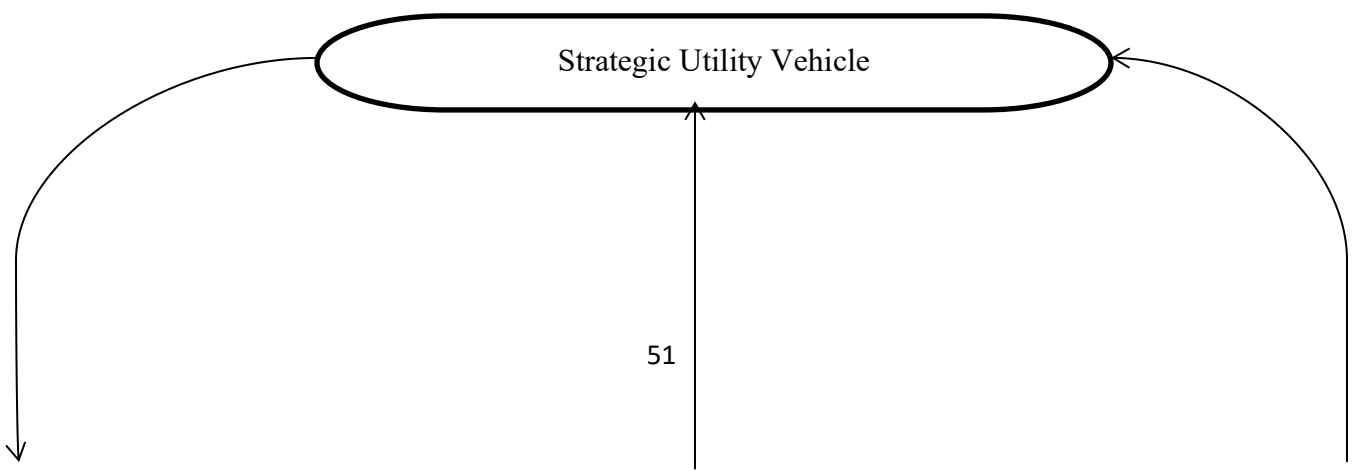
4.5 The Proposed Framework

The primary objective of this investigation is to formulate a comprehensive framework conducive to the expert practice of Political Public Relations (PPR) within governmental institutions. Grounded in the theoretical underpinnings delineated in extant literature and informed by the study's findings, recommendations and conclusions, this framework is designed to be iterative, reflecting the perpetual nature of PPR. Accordingly, it is vital to conceive of the framework as an on-going process characterized by interconnected parts and linear apparatuses. Embraced as a holistic perspective which is fit for purpose at all stages of the policy cycle, this framework encapsulates the many-sided crescendos of the PPR process

across functional, administrative and stakeholder domains. It is essential to acknowledge that the effective implementation of this framework at every stage of the policy cycle necessitates concurrent and sequential engagement with its various components to realize its intended objectives.

The framework comprises two fundamental blocs: government and stakeholder. Situated between these overarching constructs is Political Public Relations (PPR) activities, defining the operational modalities of the interplay between the two blocs. It is essential to underscore that these activities are interrelated and must be concurrently executed, as each is dependent upon the other's effectiveness. Notably, the framework necessitates a holistic and integrated perspective. In view, the PPR activities are of equal importance, with some exhibiting overlapping characteristics, thereby not placing one over the other. Illustrating PPR at both theoretical and practical levels, particularly within administrative domains, underscores the interdependence between these facets; the absence of one inevitably compromises the effectiveness of the other. The framework is envisaged to foster a proactive approach to PPR within the governmental sphere, facilitating seamless public policy implementation. PR practitioners, equipped with deeper insights into PPR dynamics, play a pivotal role in ensuring the adept execution of proposed public policies through their respective ministries. Thus, the framework provides a proactive mechanism whereby practitioners can contribute to the successful and enduring implementation of public policies.

Figure 2 below elucidates the structural essence of the framework, explaining its two principal blocs and attributes:



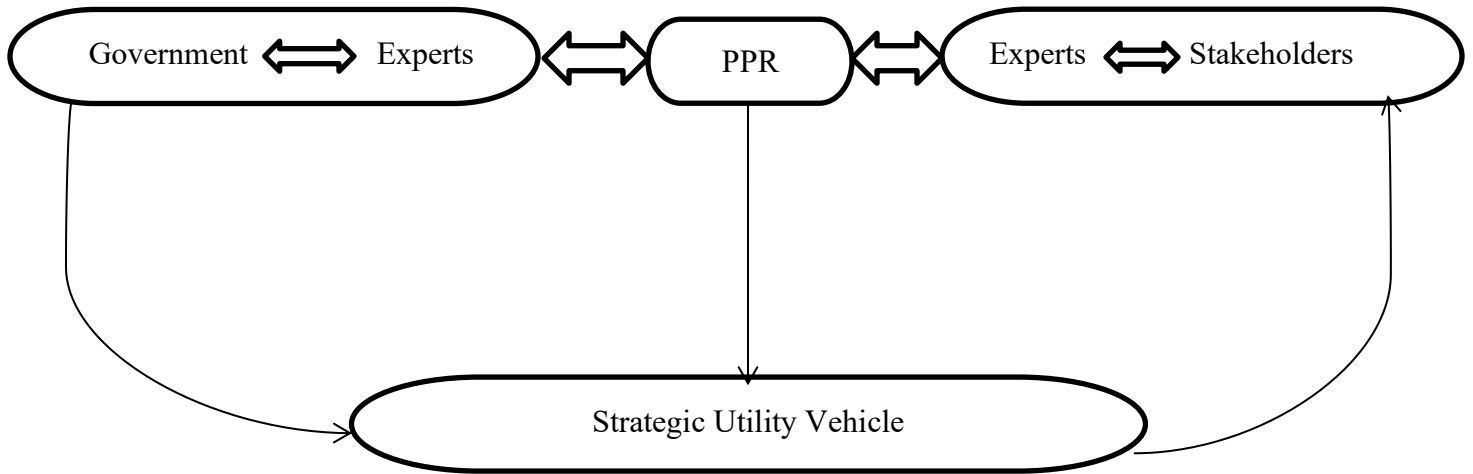


Figure 2: PPR Framework for Excellent Public Policy Implementation

4.5.1 Explanation of the framework

This section will engage in an in-depth examination of the two primary blocs that constitute the framework, elucidating the distinct approaches that delineate each bloc. Commencing with an exploration of the government bloc, followed by an analysis of the stakeholder aspect, the discussion will subsequently encompass the inter-sectorial dimension of the framework. As illustrated in the diagram above, the formulation of the framework was grounded in theoretical propositions, subsequently validated through empirical scrutiny facilitated by the study's findings. The depicted framework embodies a streamlined and accessible structure, contributing to knowledge and understanding.

4.5.2 Government/Policy Initiator Bloc

The first compartment of the framework is the Initiator which is mainly referred to as the Government Bloc. Some implementation scholars have recognized the vitality of explaining contextual factors. Rothstein (1998) compares classifications of governmental actions to what is termed as 'operative conditions'. The government's monopoly over driving development via Public Policy finds justification in both constitutional foundations and democratic mandates.

Acting as a central architect, the government shapes the structure, content and procedural aspects of governance through its entities engaging comprehensively other stakeholders in the implementation process. Integral to this role is the formulation of directive decisions and their subsequent management, tasks chiefly undertaken by political and administrative functionaries. Hence, the government's function can be characterized as that of the primary mastermind of Public Policy. Within this framework, the initiation and execution of Public Policy by the government are conceptualized as transactional processes, wherein all stakeholders engage in active and symmetrical participation to achieve a harmonized and efficacious roadmap.

4.5.3 Stakeholder Bloc

Within the framework is the second major bloc known as the Stakeholder Bloc which hosts policy benefactors, Civil Society Organisations (CSOs) and other advocacy groups. The stakeholder is largely at the receiving end of Public Policy effects which could be positive or negative. The stakeholders' perception and understanding of a particular policy impacts its outcome. Stakeholder participation in Public Policy Implementation involves engagement with individuals, groups or organisations that have an interest or are affected by the outcomes of a particular policy. This involvement typically occurs at various stages of the policy process, including formulation, decision-making and implementation. Effective stakeholder participation as indicated in the framework is essential for ensuring that policies are inclusive, transparent and responsive to the needs and concerns of those directly impacted.

4.5.4 Expert Groupings

These groupings within the two (2) major blocs are people with the requisite expertise on the part of government and stakeholders to come to a consensus on the implementation of the proposed policy. These experts work seamlessly with their mother bodies (government & stakeholders) to streamline all the expected challenges through key inputs made during consultative meetings for smooth implementation.

4.5.5 PPR Fulcrum (The Engine of the Framework)

Political Public Relations acts as the fulcrum which the researcher refers to as the engine of the framework (refer to PPR Framework, p.) which is also the mediator role between the blocs. The PPR Fulcrum leads all arbitrations through strategies that inures to the benefits of the two blocs (initiator & benefactor) in the implementation of the proposed policy. The strategies employed and deployed by the PPR Fulcrum all depends on the policy mission of the government (initiator) on one hand and the red flags raised by the benefactors as well as consented modalities. These consultations are championed by the PPR Fulcrum through the various experts to reach a consensus as a green light for ‘challenge free’ implementation. It must be noted that the policy will fail to achieve its goal and objective when imposed on the benefactors or when the initiator fails to reach a consensus with the benefactors.

4.5.6 Strategic Utility Vehicle (SUV)

The Strategic Utility Vehicle (SUV) contains all the available PPR strategies available to the fulcrum to galvanize the support of other partner in a favourable manner. These strategies may take the form of lobbying, high profile lobbying, consultations, public hearings, citizen/stakeholder engagement initiatives, collaboration and partnership with relevant stakeholders, media relations, crisis mitigation, strategic messaging, feedback, legislative instrument (the last resort), etc., throughout the policy lifecycle. By actively involving stakeholders, policymakers can enhance the legitimacy, effectiveness and sustainability of policy initiatives while promoting accountability and fostering a sense of ownership among diverse stakeholders.

4.6 Framework Justification and Implication for Theory, Policy and Practice

The significance of any scientific inquiry lies in its capacity to resonate with audiences while offering insights into institutional challenges and existing knowledge. The implementation of the proposed framework thus holds the potential to augment Public Policy Implementation (PPI) practices across diverse governance sectors. Through empirical investigation, this study

has underscored the presence of inherent challenges within the realm of PPI, precluding its characterization as exemplary. These challenges necessitate remediation efforts, particularly with regard to the earnest consideration and prioritization of Political Public Relations (PPR) within governmental establishments. Furthermore, the dearth of scholarly discourse pertaining to PPR strategies and their application in PPI within the Ghanaian context heightens the relevance of this study and its corresponding recommendations. As such, this inquiry assumes a critical role in augmenting the existing body of knowledge concerning effective PPI strategies on a global scale. The framework delineated herein furnishes governments with an invaluable opportunity to reassess their modus operandi vis-à-vis PPI endeavours. Given the manifold challenges encountered in contemporary PPI endeavours, the adoption of this framework stands poised to facilitate governmental introspection and bolster trust-building efforts across stakeholder constituencies.

4.7 Summary

The current chapter discussed and interpreted the results of the one-on-one interviews held with 10 participants from different fields of expertise. In terms of demographics, there were more males (8) than females (2). Most of the participants were in their mid-forties and early fifties. The study also found that majority of the PR practitioners had other education backgrounds other than communication. Whereas some who did not have formal education/knowledge in communication/PR had taken some certificate or diploma courses in PR, others had not.

A significant finding from the study was that PPR was conceptualised as partisan communication in politics. Another objective was to explore the PPR strategies used for the implementation of 1D1F. Results showed that PPR strategies used were stakeholder engagement, partnership and collaboration and strategic messaging. A significant finding here was that the strategies would have been more effective if there had been enough expert

involvement. The last objective was to evaluate the effectiveness of the strategies used. Results also showed focus was much place on strategic messaging as compared to other strategies. In this regard, participants made some recommendations to put public policy implementation in a proper perspective. Emphasis was placed on one stock framework for public policy implementation.

The goal of this study was to develop an integrated PPR framework for excellent PPI in Ghana. The study was premised on the conceptualisation and understanding of PPR among PR practitioners in Ghana. Based on the results, an integrated PPR framework was proposed that allowed for excellent PPI that is strategic, symmetrical and relational. The framework, when practiced in its fullness, will provide the foundation for a solid PPI based on strategic long-term relationships that is, especially symmetrical.

CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.0 Introduction

The preceding chapter undertook an in-depth examination and interpretation of the research findings. Employing a methodology grounded in the structure of interviews and informed by relevant literature, the analysis aimed to elucidate patterns and insights germane to the development of a framework for Public Policy Implementation. Subsequently, a framework designed to enhance implementation efficacy was proposed. In contrast, the present chapter is dedicated to summarizing the entire research endeavour, extrapolating conclusions from salient findings and offering recommendations to address identified challenges. Moreover, this chapter introduces an empirical framework delineating strategies for effective Public Policy Implementation by governmental entities, drawing upon theoretical constructs elucidated in the literature and insights gleaned from interview data. By consolidating the study's findings in a succinct and intelligible manner, this chapter facilitates a comprehensive demonstration of the researcher's grasp of the research problem, thereby addressing the fundamental inquiry of relevance encapsulated in the 'so what?' question, which constitutes a pivotal aspect of scientific inquiry. This concluding chapter is structured in alignment with the research problem and objectives, thereby ensuring coherence and clarity in its presentation.

5.1 Summary of Research Findings

The primary objective of the study was to formulate a comprehensive framework conducive to the effective implementation of Public Policy Initiatives (PPI) by the governmental apparatus of Ghana, leveraging Political Public Relations (PPR) as a strategic conduit. This

investigation aimed to scrutinize the conceptualization and operationalization of PPR among Public Relations (PR) practitioners within governmental entities, notably the Ministry of Trade and Industry (MOTI) and the Ministry of Local Government and Rural Development (MLGRD), at both theoretical and pragmatic levels. The findings illuminated a pervasive lack of nuanced understanding regarding PPR among personnel within government communication departments, with many initially conflating PPR with political communication characterized by partisan undertones. Consequently, participants exhibited hesitancy to engage in the research process until provided with comprehensive elucidation on the subject matter. Furthermore, the majority of practitioners hailed from diverse academic backgrounds unrelated to PR, relying primarily on rudimentary training acquired through basic PR certificate courses, thus manifesting limited proficiency in PR practice and conceptualization of PPR.

The study revealed a notable disparity between the acknowledged utility of PPR strategies in Public Policy implementation and their actualization in practice, with policy execution primarily influenced by political exigencies rather than strategic PPR considerations. Despite the acknowledgment of strategy as a pivotal component of PR and PPR, its practical application remained largely elusive, with insufficient emphasis placed on stakeholder engagement and lobbying, crucial components for garnering support and consensus among policy beneficiaries. Additionally, a paucity of formative and evaluative research methodologies within governmental institutions underscored the prevalent deficiency in evidence-based policy formulation and assessment.

The research also identified institutional barriers hindering the effective integration of PR into executive decision-making processes, with PR practitioners often relegated to passive advisory roles within the dominant coalition. Furthermore, the predominant adoption of propaganda and sloganeering tactics in policy implementation, rather than deliberate PPR strategies, highlighted the nascent stage of PPR practice in Ghana and underscored the

profession's on-going struggle for recognition and acceptance, particularly among senior management. Moreover, the cultural and political milieu within Ghana emerged as influential factors shaping PPR practices, aligning with extant literature on the subject.

In conclusion, while PPR holds considerable potential for mobilizing public support and facilitating effective policy implementation in Ghana, its realization remains constrained by institutional barriers, cultural norms, and a dearth of professional development initiatives. Nonetheless, the findings underscore the imperative for concerted efforts to enhance the professionalism, ethical standards, and institutional integration of PPR within the Ghanaian governance framework to fully harness its transformative potential.

5.2 Conclusions on Research Objectives

The preceding section encapsulated the research objectives delineated in Chapter One. The subsequent section will succinctly expound upon the conclusions derived from the individual research objectives. This endeavour is undertaken to ascertain the attainment of the research objectives and to evaluate the extent to which the research problem was effectively addressed.

5.2.1 Conclusion on the conceptualisation of PPR by practitioners in Ghana

The primary objective was to investigate into the conceptualization of Political Public Relations (PPR) among Public Relations (PR) practitioners in Ghana. Drawing upon the literature in Chapter 2, it was realised that PPR is universally acknowledged and defined as the orchestrated process through which an organization or individual entity, for political motives, endeavours to influence and cultivate favourable relationships and reputations with its primary audiences, employing deliberate communication and actions to advance its mission and objectives. What is certain from the definition is that the strategic and intentional nature of PPR, emphasizing its role in shaping public sentiment and societal dynamics to foster constructive engagements with pivotal stakeholders are key elements of the practice.

The investigation further concludes that while PPR is increasingly recognized and practiced in Ghana, the activities of PR practitioners therein suggest a limited grasp of the concept, indicating a potential disparity between theoretical understanding and practical application.

Public Relations (PR) practitioners generally have an idea of the objective underlying Political Public Relations (PPR). While certain conceptualizations align with the established definition, others are formulated in accordance with the professional backgrounds of the practitioners, particularly with respect to rhetorical considerations. Derived from the findings, the research reaffirms that within government entities, PPR is predominantly linked with functions such as information dissemination/publicity, relationship and favourable public image cultivation and reputation management.

5.2.2 Conclusion on the used PPR Strategies

This objective sought to analyse the PPR strategies used by the Ministry of Trade and Industry at the implementation stage of One District One Factory Policy. Based on one-on-one in-depth interviews with practitioners, it is concluded that only a few of the numerous PPR strategies were partially used. It was evident that stakeholder engagement was one of the key strategies utilised but in an asymmetric manner. PR practice is asymmetric because the conditions under which two-way symmetrical PR or excellent PR can be practiced are not fully seen. Practitioners still see themselves as working for the interest of their pay masters and their duty is to influence public perception rather than be influenced. The lack of understanding and value placed on PR by management and the lack of professionalism of most practitioners will continue to asymmetrically engage key stakeholders and in effect shrinks the expected outcome of the policy. Strategic messaging was extensively used in terms of the benefits (job creation) of 1D1F policy. The study also realizes that the strategic messaging and communication was mostly carried out by party communicators rather than the expected experts. It was also obvious that the strategy of partnerships and collaborations was very keen and has yielded enormous results but was not led by PR practitioners. As

stated earlier, the philosophy of the dominant coalition regarding the value of PR is key in the effective practice of PR in the sector. The overall conclusion on this objective is that effective utilization of PPR strategies creates conducive environment for the proposer and benefactors of a public policy.

5.2.3 Conclusion on the Effectiveness of the Strategies Used

The final objective sought to evaluate the effectiveness of the strategies used by the Ministry of Trade and Industry during the implementation of One District One Factory Policy. PPR practice is not fully utilised as a strategic tool, and this affects the performance of practitioners in implementation of public policies in government entities. Since the practitioners were not part of the dominant coalition, they cannot influence policy decisions effectively. This has greatly affected the effectiveness of the strategies (stakeholder engagement, strategic messaging, partnerships and collaborations) used. Public Relations is to identify, establish and maintain mutual beneficial relationships among stakeholder but since practitioners were not deeply involved in all the stages of the policy cycle, the strategies suffered efficient execution.

5.3 Recommendations

The following recommendations are based on the findings of the study. It is posited that following these recommendations will lead to effective utilization of PPR strategies in government institutions with regards to Public Policy Implementation.

5.3.1 Recruitment of PR Professionals and Continuous Training

The result of the study clearly shows that PPR practice which is an aspect of PR has not been properly conceptualised, for that matter, not efficiently utilised in terms of its strategies. One thing that is also obvious from the study and has led to the haphazard conceptualisation of PPR is that, appointments of persons to manage the PR departments at government

institutions were politically motivated and not on merit. Last but not least, the dominant coalition in government institutions studied do not actually give the needed recognition to the importance of PR when it comes to policy planning and implementation but rather fall on it for damage control and advocacy after implementation. Based these, it is recommended that government institutions (especially policy formulators) should make a frantic effort to recruit or engage the services of PR professionals to be able to support the efforts of other professionals for smooth policy implementation. It must be put on record that it is not enough to employ the services of PR professionals but to continually develop and sharpen their skills through continuous professional development (CPD) programmes. Although, CPD is necessary for PR professionals, in-service education for the dominant coalition is equally important to understand the indispensable role of PR practice in the entity. When this is done, it is believed that PR will not be relegated to the background again but become a recognised practically and result oriented field to partner with. Practitioners will also grasp the changing trends (like PPR) and embrace them tactically to achieve intended goals and objectives.

Besides, government spokespersons and party commentators should also be trained and educated on PR rudiments and policies for an in-depth knowledge so as to speak from an informed position rather than misleading their audience. They (including PR practitioners) should join the Institute of Public Relations (IPR), Ghana, a professional body that steers the affairs of PR practice in Ghana. This professional body, IPR, sees to the professional development and welfare of their members.

5.3.2 Inclusion and Empowerment of PR in the Dominant Coalition

A pivotal revelation stemming from the research underscores the exclusion of Public Relations (PR) from the decision-making process. Nevertheless, extant literature posits that for PR to attain an apex of efficacy, it necessitates integration into the decision-making framework. Consequently, the PR department must be imbued with substantive authority, transcending a passive observer role to become an active participant in the decision-making

milieu. Despite practitioners' capacity to contribute to decisions, their position is compromised sans inclusion within the decision-making body responsible for public policy implementation that significantly impacts the generality of beneficiaries. It is posited that PR can only contribute to government's strategic efforts in public policy implementation if it is included and empowered to fully roll-out its strategies (research, stakeholder engagement, lobbying, media relations, etc.) in collaboration with other experts of the proposed policy. Through membership in the dominant coalition, practitioners can wield influence over policy decisions while concurrently optimizing departmental efficiency. The essence of PR resides in its proactive engagement geared towards cultivating enduring relationships with stakeholders pivotal to government's mission to implement policies without challenges. The culmination of PR endeavours manifests in relationships grounded in trust, commitment and mutual understanding, an objective achievable solely through the pursuit of excellence in PR practice. However, such excellence is contingent upon the PR department's integration into the decision-making and empowerment. In effect, the study recommends for inclusion and empowerment of the PR function to assume a crucial role within the dominant coalition of government institutions, thereby augmenting the department's capacity to safeguard the interests of government while simultaneously fostering mutually beneficial relationships between the government and the citizenry.

5.3.3 Political PR-nization of government agencies

A key discovery from the study is the physical and technical disconnection between government agencies in Ghana. It was surprising to note that the various agencies (MOTI & MLGRD) were not bounded by any technical rules in terms of commonality in public policy implementation and also to critically complement one another on related policies.

In order to overcome PPI challenges, the study recommends that all ministries and their corresponding agencies be politically PR-nized with the Ministry of Information championing this agenda. In this case, no matter the ministry or agency that has proposed a

policy for implementation would pass through the “litmus test” which is a common framework (refer to fig. 2 p.) to ensure smooth implementation. To explain further, Political PR-nization refers to the process by which PR principles, strategies, and practices are integrated into the operations and functions of standardized networked governmental organizations. This phenomenon reflects a strategic shift towards enhancing communication, reputation management, and stakeholder engagement within government entities as reflection of a specific mission and goal.

Political PR-nization entails the adoption of PR tactics to foster a unique standard, transparency, accountability and public trust in governmental activities and policies. This involves the establishment of interconnected communication departments of various government entities involving PR professionals to manage public perception and facilitate effective information dissemination. Some key components of Political PR-nization include: Strategic Communication, Stakeholder Engagement, Crisis Management, Public Awareness Campaigns, Lobbying, etc.

Overall, the Political PR-nization of government agencies underscores the importance of effective communication and relationship building in modern governance, aiming to enhance transparency, responsiveness and public satisfaction of all stakeholders.

5.4 Recommendation for Further Research

The present study showed that much can be learnt in how the PPR is relevant in all aspects of governance. Also, in view of the fact that the present study focused on the PPR strategies in PPI only, the following is recommended in terms of further research:

1. With the establishment of the facts about how PPR is conceptualised and understood among PR practitioners in Ghana, there is the need for further research into how it is conceptualised by politicians in Ghana and its impact on political campaigns.

2. An interesting area that future research can also look at is the role of PPR in political communication and branding.
3. Finally, the framework can be tested on other sectors to determine if the result will be the same or different. This will allow for a broader framework that can regulate policy implementation in Ghana.

5.7 Conclusion of the Study

The chapter has discussed the summary of findings, conclusions on research objectives and recommendations based on the findings. It also recommends for areas of further studies on the subject matter to unearth a lot more on Political Public Relations and Public Policy Implementation for an informed decision making.

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APPENDICES

Appendix 1: Interview Guide 1



SEMI-STRUCTURED INTERVIEW GUIDE FOR THE PARTICIPANTS IN MINISTRY OF TRADE AND INDUSTRY (MOTI) THAT WAS THE IMPLEMENTER OF 1D1F

Dear Participant,

The objective of the following questions is to obtain your candid opinions about the topic " Exploring Political Public Relations Strategies in Public Policy Implementation in Ghana: A Case Of One District One Factory". Your responses are solely for academic purposes as a requirement for obtaining a Master of Philosophy degree in Strategic Public Relations Management from the University of Media, Arts and Communication (UniMAC). Responses from this research will be treated confidentially, and the privacy of the participants will be highly respected.

SECTION 'A'

DEMOGRAPHIC BACKGROUND OF PARTICIPANT

Sex of participants.....

Age of participants.....

Occupation

SECTION 'B'

Objective 1: To investigate how PPR is conceptualised by PR practitioners in Ghana.

1. What is your understanding of Political Public Relations (PPR)?
2. What are some of its core functions?
3. Are the functions mentioned above relevant to your work and why?

Objective 2: To explore the PPR strategies used by the Ministry of Trade and Industry during the implementation of One District One Factory Policy.

1. Do you think PPR strategies are same as PR strategies and why?
2. What are some of the PPR strategies available to your role?
3. Mention the strategies used in the implementation of 1D1F policy and why?

Objective 3: To evaluate the effectiveness of the PPR strategies used during the implementation of 1D1F Policy.

1. Were the strategies mentioned above effective for the task?
2. How would you score (over 100%) the performance of the PPR strategies used and why?
3. Did you encounter any challenges with the strategies used and if yes, how did you overcome them?

Thank You

Appendix 2: Interview Guide 2



SEMI-STRUCTURED INTERVIEW GUIDE FOR AGI, PR & POLICY EXPERTS

Dear Participant,

The objective of the following questions is to obtain your candid opinions about the topic “Exploring Political Public Relations Strategies in Public Policy Implementation in Ghana: A Case Of One District One Factory”. Your responses are solely for academic purposes as a requirement for obtaining a Master of Philosophy degree in Strategic Public Relations Management from the University of Media, Arts and Communication (UniMAC). Responses from this research will be treated confidentially, and the privacy of the participants will be highly respected.

SECTION ‘A’

DEMOGRAPHIC BACKGROUND OF PARTICIPANT

Sex of participants.....

Age of participants.....

Occupation

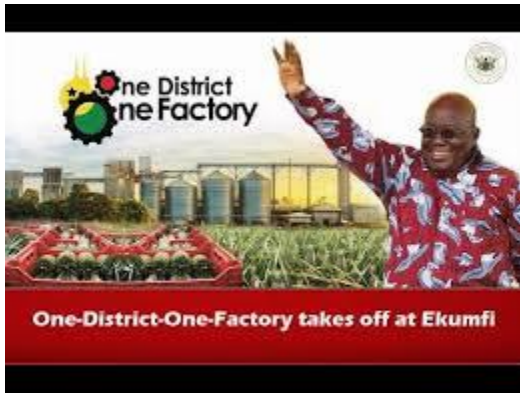
SECTION ‘B’

Objective 3: To evaluate the effectiveness of the strategies used by the MOTI during the implementation of 1D1F Policy.

1. From your professional point of view, do you think the 1D1F Policy was strategically thought through and implemented? If Yes/No, why?
2. Do you think the strategies used in the implementation of 1D1F Policy were effective? If Yes/No, why?
3. How would you score (over 100%) the performance of the strategies used and why?
4. Moving forward, what are your recommendations for effective and smooth implementation of Public Policies of this nature?

Thank You

Appendix 3: Headline News on 1D1F





Source: From the Daily Newspapers

