



## Implementation of municipal sports policies: Evaluation of the offer of practice in sport for all in the municipality of Ouagadougou

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### Abstract

The general objective of this research is to analyze the offer in the practice of sport for all in the municipality of Ouagadougou. The analytical framework of Vollet and Hadjab (2008) [16] on the evaluation of public policies served as an analytical model for this study. A mixed methodological approach made it possible to investigate 226 people made up of mayors, municipal councillors, sports managers and users. The results obtained show that the offer of the practice of "sport for all" within the municipality of Ouagadougou is weak, and is characterized by a lack of resources on the human, financial and infrastructural levels in relation to the evolution in number and need of the population. A need to rethink the vision in this area by the rulers of the municipality is essential.

**Keywords:** offer, sport for all, municipality, public policy, Burkina Faso

### Introduction

The last decade of the 20th century was marked by politico-institutional reforms in most African states, of which the decentralization of public policy decisions constituted in many cases the major axes (Ky, 2010) [10]. But these decentralization processes, which seem irreversible these days, were triggered and driven by two combined pressures: pressure from internal actors and that from external partners of the States. Decentralization is a transfer of authority and responsibility for public functions from institutions at the central level of government in a country to sub-national or autonomous institutions. It constitutes an act by which a government formally cedes powers to actors and institutions at a lower level, in the politico-administrative and territorial hierarchy. In the field of sports, decentralization can take the form of the implementation of a sports policy based on the construction of sports equipment, subsidies and the animation of local sports life (Ky, 2010) [10].

Thus, Burkina Faso like several States of the world knows this reform which aims at the promotion of the democracy, the impulse of the development centered on the local dynamics and the provision of quality public service accessible to all. Article 2 of Law No. 040/98/AN enshrines the right of territorial communities or local communities to administer themselves freely and to manage their own affairs with a view to promoting grassroots development and strengthening local governance. Among these powers transferred to local authorities, we could mention, among others, education, culture, health and sport. In this sense, the municipal authorities have given pride of place to the promotion of sport in the city of Ouagadougou. This choice is guided by the importance of his youth but also by the virtues recognized in sport (PMS, 2009). To do this, this article has looked at the implementation of municipal policies in sport with the aim of analyzing the offer in terms of the practice of sport for all, in the municipality of Ouagadougou.

This research is organized into three parts, namely the conceptual framework and the methodology which constitute the first part, the analysis of the results, the second and the discussion, the third.

### 1. Theoretical Framework and Methodology

#### 1.1 Problematization

In terms of the organization of sport in the world, three conceptions are generally distinguished (Bouchet and Kaach, 2004) [3]. The first characterizes the countries that have embarked on the path of full state responsibility for all physical and sporting activities, regardless of the nature and level of this practice (mass or high level). This is the case of China, Cuba and the former countries of the East. The second conception concerns countries that encourage private initiative by entrusting the management and development of sport to the sports movement. This is the case of the U.S.A, Canada, Germany, Italy, etc. The third conception, that of the majority of African and especially French-speaking countries, is halfway between private initiative and the nationalization of the sports system (Bouchet and Kaach, 2004) [3].

Thus, the organization of Burkinabè sport, like France, a colonizing country, is under the supervision of the department in charge of sports. This country has two national sports policies in a decade.

The latest, dated November 2017, has the overall objective of: "qualitatively transforming the management of sport and leisure for social well-being, national cohesion, the creation of wealth and jobs and international influence". It emerges from this policy that the practice of "sport for all" is experiencing real enthusiasm, particularly in large cities (PNSL, 2017). This is linked to the health; physical and mental well-being needs of populations. In this sense, during the second anniversary of the RDP in 1985, Thomas SANKARA justified the institution of mass sport in these terms: "because we want a healthy, well-balanced society, sure of its legs, fresh in spirit and body, the DPR has

decided to introduce sport to all levels of life in this country. It was decided that sport will be at the heart of all the concerns of Burkina Faso" (Lalsaga, 2007) <sup>[11]</sup>.

At the local level, according to Law No. 055-2004/AN of December 21, 2004 on the General Code of Territorial Communities in Burkina Faso, the municipalities have a great responsibility in the development of these practices, with the attributions of the definition of local policies of development in this area; the creation of consultation frameworks at the local level with the various actors in the field, the construction and management of sports infrastructures, the animation and promotion of sports activities. In short, they must partly provide adequate responses that suit the various needs of the population in the field of APS while considering their means and include them in their sports policy. Decree No. 2014-939/PRES/PM/MATD/MCT/MJFPE/MSL/MFPTSS/MICA of October 10, 2014 on the terms and conditions for the transfer of powers and resources from the State to municipalities gives a large place to sport.

The municipality of Ouagadougou, capital of Burkina Faso is no exception to this rule. In order to meet the many expectations of the city's population, in 2009 it adopted a municipal policy. The overall objective of this policy is to: "promote sport as a tool for social and economic development". One of the specific objectives is to promote the practice of sport for all for the social well-being of the population. With twelve (12) districts covering an area of 512 km<sup>2</sup>, the population of the municipality of Ouagadougou is estimated at 2,453,496 inhabitants, or 45.4% of the urban population (National Institute of Statistics and Development, 2021). According to the report of the national survey on the prevalence of the main common risk factors for non-communicable diseases in Burkina Faso (2013), the prevalence of physical inactivity was higher in urban areas (38.4%) than in rural areas (25.7%) against a prevalence of diabetes and arterial hypertension which are respectively 5.8% against 24.8% in urban areas. While we know that the prevention and/or treatment of these diseases depends in part on the practice of physical activity. This study falls under this angle in its sport for all component with the central research question: What is the offer in terms of the practice of sport for all by the municipality of Ouagadougou?

This central question can be subdivided into two specific questions:

- is the institutional and organizational environment conducive to the practice of sport for all?
- are the resources allocated by the municipality of Ouagadougou for the practice of sport for all sufficient?

These questions substantially summarize the concerns that motivated the choice of this research subject, the hypotheses of which are worded as follows:

- the institutional and organizational environment does not favor the practice of sport for all in the municipality of Ouagadougou;
- the resources allocated by the Municipality of Ouagadougou for the practice of sport for all are insufficient.

## 1.2 Analysis model

As part of our study, we relied on the evaluation of public policies by Vollet and Hadjab (2008) <sup>[16]</sup>. For these authors,

the evaluation of public policies is a process which makes it possible to assess the implementation of any program or policy, developed mainly by the community or the State. The evaluation of public policies develops differently in different local authorities for several reasons. While some communities are very favorable to the approach, others remain more reserved for various reasons:

- in the first place, because of the very natural apprehension of having to be judged by a third party on the results of an action in which everyone is more or less associated. Evaluation is often hastily assimilated to other exercises of a very different nature, such as auditing or control;
- secondly, due to unequal knowledge of the approach according to the local authorities and their experience in the matter, or a lack of knowledge of it by the local authorities, which can cause reluctance both on the part of the political actors than technical actors.

They go on to say that political science specialists distinguish three levels in public action, which are:

- the objectives that can respond to economic, social and environmental issues;
- the implementation which mobilizes human and financial resources and translates into immaterial and material achievements;
- the results (the achievement linked to a policy, itself inserted into developments, global trends and producing results).

The decentralization process implemented in Burkina Faso involves transferring powers to local authorities in several areas, including physical and sports activities. In this sense, more precisely two major concerns are the basis of the problem and the hypotheses and will then be the subject of analysis.

First, it is about the institutional and organizational environment of the practice of sport for all in the municipality of Ouagadougou. This is the legal framework for designing administrative and technical management within this entity. Its good organization and its proper functioning impact on the level of sports offer and especially that of sport for all in this municipality.

Secondly, these are the resources allocated by the municipality of Ouagadougou for the practice of sport for all. Indeed, the implementation of a sports policy requires financial, human and infrastructural resources. These are the resources mobilized by local authorities to adapt the offer to the demand for "sport for all" in order to be in phase with the socio-economic and cultural realities of their territory, such as the profile of the actors who lead the management of sport, the quantity and quality of sports equipment present in the municipalities. As specified by Le Germain (2001) <sup>[12]</sup>; Coustet (1995) <sup>[5]</sup>; Haschar-Noé (2006, 2011) <sup>[7, 8]</sup>, this public offer is essential in the development of sports practice and particularly local ones. It is also a question of the level of adaptation of the offer of sports equipment to the demands of the practitioners and the training of the supervisors which constitute challenges in adapting the offer of practice to the demand.

## 1.3 Methodological Approach

### 1.3.1 Nature, area and population of research

This research is of a transversal nature and proposes to evaluate the offer of the practice of sport for all in the

commune of Ouagadougou representing the study area. The commune of Ouagadougou is one of the forty-nine (49) urban communes in Burkina Faso. It has twelve (12) districts covering an area of 518 km<sup>2</sup>. Its population is estimated at 2,453,496 inhabitants according to the National Institute of Statistics and Development (INSD) in 2021. The choice of Ouagadougou is explained by the enthusiasm for the practice of sport for all in the streets and spaces reserved for this activity for the past five years. It is a reference municipality in the context of the implementation of orientation laws on decentralization.

This study covered all the districts of the said municipality. The target population therefore includes:

- the mayor of the commune of Ouagadougou. Being the first player in decentralization, he is a resource person in the process of developing and implementing a local public sports policy;
- the mayors of the twelve arrondissements of the municipality. In the same way as the mayor of the municipality, the information received from this group makes it possible to know the relevance of the objectives, the effectiveness and the efficiency of the actions undertaken;

- the heads of the sports services of the municipality and the districts. They are the direct collaborators of the borough mayors and the DSL. They can provide qualitative and quantitative information;
- the municipal councilors of the boroughs. They are the closest to the population and are the resource persons in the process of developing and implementing a local public sports policy;
- the population of the city of Ouagadougou. Users are the catalyst group for the social demand for sport. Their views and opinions make it possible to know their expectations and their level of satisfaction in terms of sport in the municipality.

**1.3.2 Sampling, data collection methods and techniques**

The non-probabilistic method and the reasoned choice technique were used to constitute the study sample. They enabled us to retain 265 individuals. To collect the data, the survey was used as a technique for the quantitative approach. As far as the qualitative approach is concerned, we favored the interview. Also, we used two tools which are the questionnaire and the interview guide.

**Table 1:** Composition of the Sample Studied

Tools	Target population	Number
Interview guide	The mayor of the municipality	01
	The borough mayors	12
Total 1		13
Questionnaire	District town hall sports officials	11
	The municipal councilors of the boroughs	120
	The population of the city of Ouagadougou	120
Total 2		251
Total		265

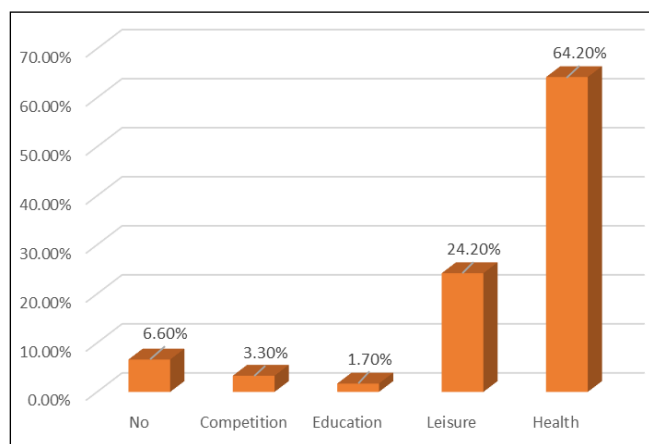
**1.3.3 Data processing and analysis**

After data collection, the processing phase followed. It was made possible thanks to SPSS software for the quantitative data and for the qualitative data, they were processed manually and presented in the form of a summary according to the items.

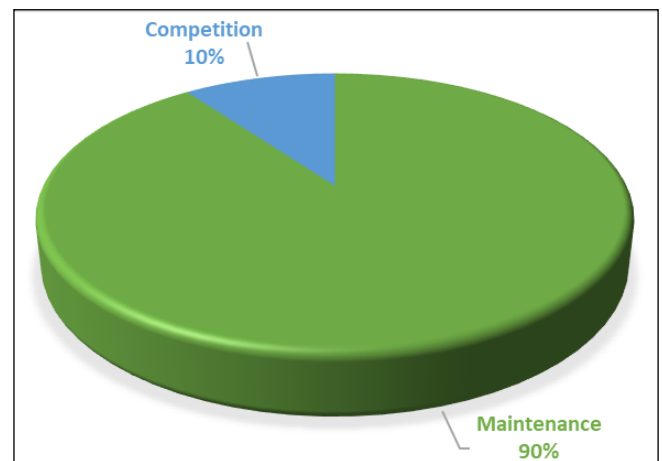
**Results**

**1. Reasons, type and place of practice**

Considering figure 1, we notice that only 6.6% of the users surveyed do not practice sport against, 3.3% practice for the purpose of competition, 1.7% for education, 24.2% for leisure and 64.2% for health reasons.



**Fig 1:** Reasons for practicing sport



**Fig 2:** Type of sport practiced

Figure 2 shows that 90% of users practice sport for maintenance and 10% for competition.

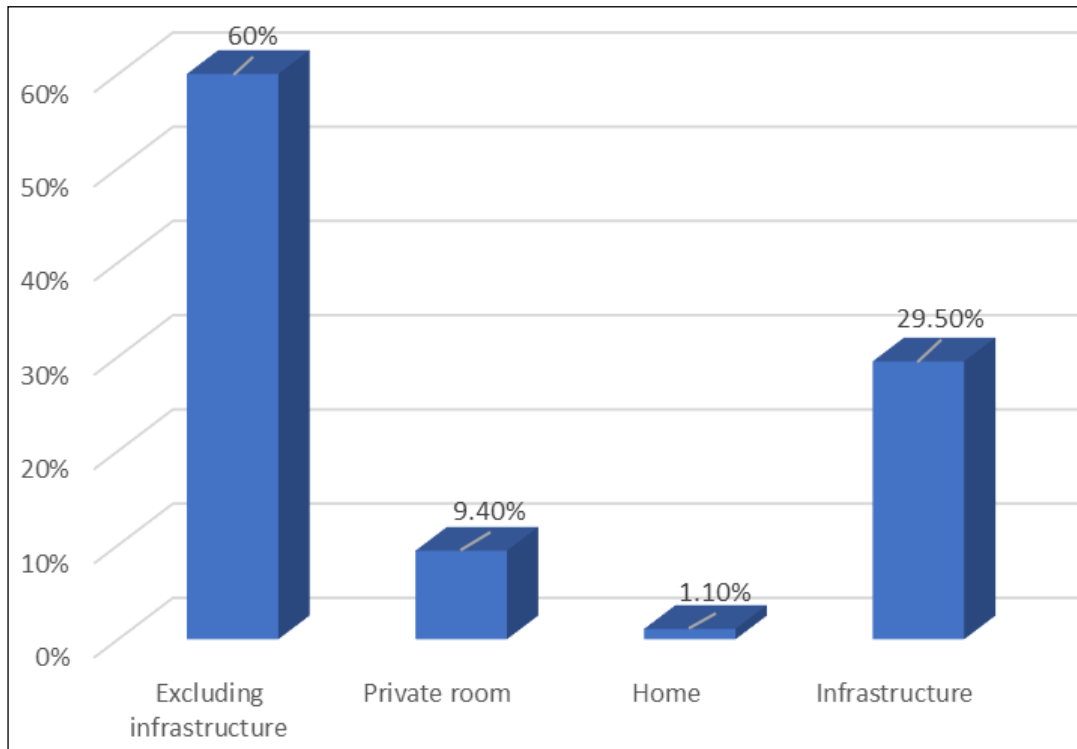


Fig 3: Place of sport practice

Figure 3 shows that sports practice by users outside the infrastructure is 60%.

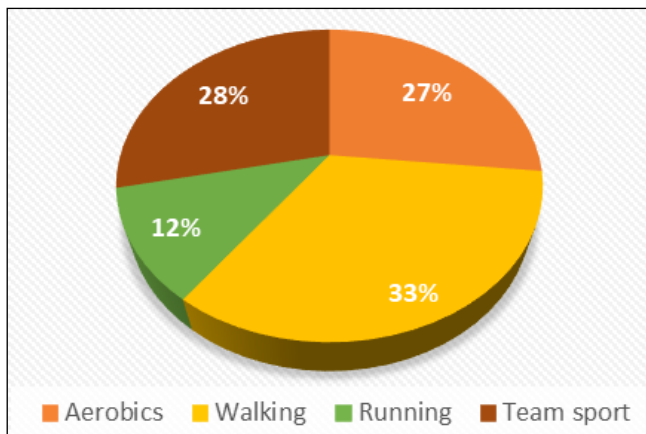


Fig 4: Type of sports activity practiced

Figure 4 shows that 26.6% practice aerobics, 33.3% walking, 11.6% running and 28.3% team sports.

**2. Institutional and organizational framework for the practice of sport for all in the municipality of Ouagadougou**

The municipality of Ouagadougou has a sports administration committed to the promotion of sports. The missions entrusted to this Department are as follows:

- implement the municipal policy on sports and leisure;
- develop and implement a schedule of sports and leisure events;
- promote the practice of sport for all;
- initiate leisure activities in the city;
- develop partnerships with sports training centres;
- coordinate management activities to achieve results.

This Directorate is divided into two departments, including the Department for the Promotion of Sports Activities,

comprising the Sport for All section and the Competitive Sport Section. The Leisure and Well-Being Department made up of the Creativity and Labeling Section and the Leisure Events Section. Each year, the management organizes an inter-service cup in football, volleyball and petanque. Sport in the boroughs is under the management of sports executives assigned for this purpose.

It emerged from the interviews with sports managers that the organization of sport at district level is not likely to promote sport. From the organization chart, it appears that sport is a section attached to the Department of Associations and Citizen Initiatives which are under the direction of the General Secretariat.

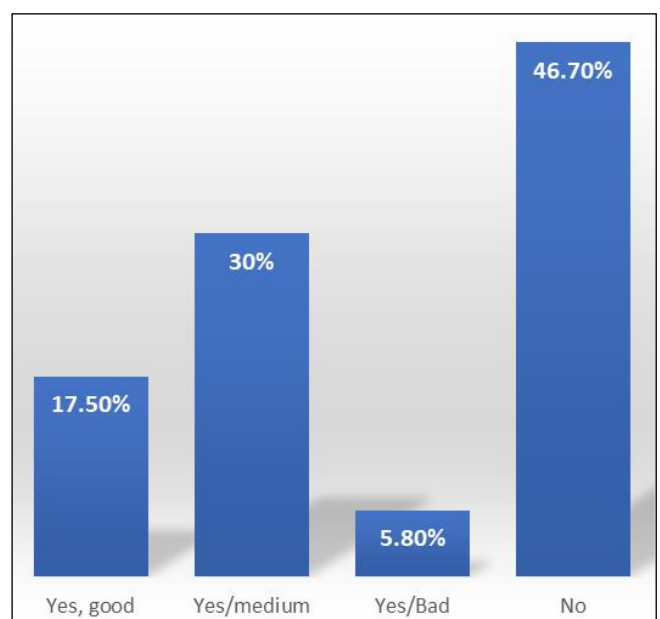


Fig 5: Awareness of a department responsible for sports activities in the boroughs

The results in Figure 5 tell us that 17.5% of users find the service to be well organized, 30% find it average, 5.8% find it bad and 46.7% do not know of the existence of a service in charge of sports activities in the district.

**3. Resources allocated by the municipality of Ouagadougou for the practice of sport for all**

Through our surveys at the level of the municipality of Ouagadougou, it appears that each year and since 2016 a budget of 178 million FCFA is made available to the sports and leisure department. The 100 million are used for the construction or repair of sports infrastructure. The other 78 million for the organization of activities such as the mayor's cup cycling grand prix, the mayor's super cup in football, basketball, handball and volleyball, support for sports associations in the city of Ouagadougou and so and so.

As regards sport for all, we have five million for the organization of the inter-service cup, five million for the intergenerational tournament and eight million for popular cross country and the women's cycle race, that is to say 18 million out of a total of 78 million.

In addition to this budget, the ministry in charge of sports makes available to the municipality of Ouagadougou each year an envelope of three million four hundred and sixty-five thousand (3,465,000) FCFA for the rehabilitation of sports infrastructure.

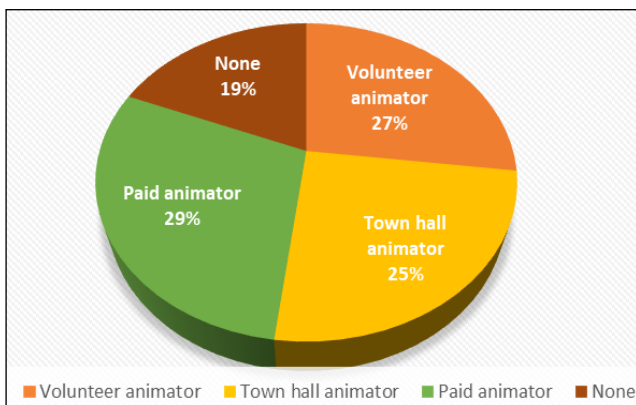
The practice of sport is supported by sports animators who are organized in associations, some of whom (55) have been trained by the municipality of Ouagadougou.

At district level and through our surveys, the budget allocated to sport has never been fixed and varies from one district to another. It ranges from three (3) to four (4) million FCFA.

In terms of human resources, the sports and recreation department has the director, who is the only transferred agent, a secretary and two sports executives.

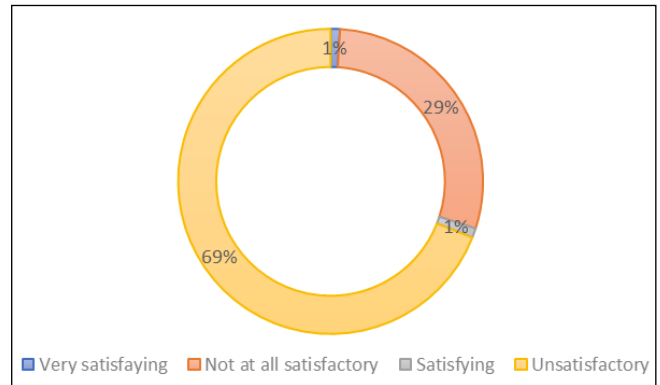
At borough level, there is only one sports framework per borough and borough 12 does not have one at the moment.

In general, it emerges from the interviews that the financial and human resources are on the whole insufficient.



**Fig 6:** Framework for the practice of sport for all

Figure 6 indicates that 10.8% of users are supervised by volunteers, 10% by town hall facilitators, 11.7% by paying facilitators and 67.5% are not supervised.



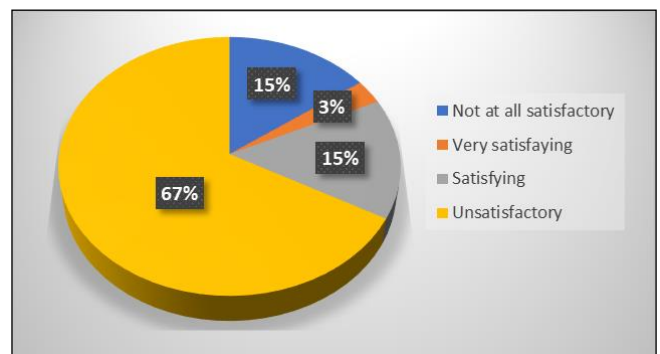
**Fig 7:** Appreciation of sports infrastructure

Figure 7 shows that 29% of respondents believe that the sports facilities are not at all satisfactory and 69% that they are unsatisfactory.

**Table 2:** Assessment of the financial resources allocated to the practice of sport for all

Appreciation	Percentage
Satisfactory	1,2%
Unsatisfactory	45,7%
Not at all satisfactory	53,1%
Total	100%

Table 2 indicates that 53.1% of respondents are not at all satisfied with the financial resources allocated to the practice of sport for all



**Fig 8:** Appreciation of sports policy

From the results in Figure 8, it appears that 15% of respondents are not at all satisfied with the municipal sports policy, 67% are not very satisfied, 15% are satisfied against only 3% who are very satisfied.

**Discussion**

**1. A practice of sport for all for health reasons**

From what emerges from the results, it can be seen that 64.2% practice sport for all for health reasons. However, 60% of surveys do so outside of infrastructure. The practice of sports outside infrastructures may be due to the absence or the quality of these. These results are similar to those of Tabe (2021) [15] who conducted one in Benin and revealed that 81% of the individuals questioned affirm that they do sport for health, some for a preventive purpose and others

for curative purposes. For this author, we can capitalize on this good disposition of the population to develop real public health policies based on sport in its diversity. This study shows the need for an adaptation, even a new orientation of sports policies, which consider both the great variability in the age of practitioners, but also the development of disciplines such as sports leisure and nature. Sport can be a track of mass therapy, especially with regard to cardiovascular diseases and also respiratory ones.

Our results also corroborate those of Blin and Nouveau (1996) <sup>[2]</sup> carried out in the French context. For these authors, sport has become a social phenomenon. At the end of the 1960s, 28% of French people over the age of 15 declared that they practiced a sporting activity, on a regular or irregular basis. This percentage rose to 38% at the beginning of the 1980s to reach nearly one in two French people today. This study shows the need for an adaptation, even a new orientation of sports policies, which considers both the great variability in the age of practitioners, but also the development of disciplines such as leisure and nature. These activities, which seem to respond more to the search for pleasure expressed by the majority of practitioners, do not require strict supervision structures. But they could benefit from animation actions, at the national level but especially at the local level, first of all to meet the wishes of the population but also to try to reduce the morbidity, in particular among the youngest.

## **2. An institutional and organizational environment to be strengthened**

In its administrative organization, the municipality of Ouagadougou has a sports department which is responsible for implementing municipal sports policies. In the boroughs through the administrative organization, sport being a section does not have a mission statement. The most notable activity in the boroughs is the annual organization of the Mayor's Cup in football. These results are similar to those of Akouété (2012) <sup>[1]</sup> in the Beninese context. This study reveals that the establishment of a municipal sports service in the organization chart of the municipality is a function of the policy of local elected officials and depends, on the one hand, on the place that the municipality grants to Physical and Sports Activities (APS), and on the other hand, the type of sports policy that the municipality puts in place. Out of 63 municipalities concerned by the study, only 18 municipalities have a service in charge of APS, that is to say only 28.57% of municipalities and mainly those with special statutes. However, the sports department is an indispensable element in the development of local sport. According to an "ideal" decision-making process, this service must first assess the demand for sports practices, the needs for sports equipment and human resources (sports executives).

## **3. Sport for all, not a priority in the allocation of financial, human, material and infrastructural resources**

With regard to sports infrastructure, 48 pitches out of a total of 185 are equipped for the practice of sport. The undeveloped rest are generally occupied by aggregate vendors and garage owners. In terms of human resources, the sports department has few staff, as do the sports departments at district level.

These results are confirmed by some studies in other contexts. Indeed, a study conducted by Rihet (2017) <sup>[14]</sup> on municipal infrastructure in Istanbul showed that the question

of sports development is essential today because sport has taken an important place in the activities and equipment of the countries. western countries as well as developing countries. These facilities are not only designed as places for sports practice but also fulfill various educational, social and economic functions such as education, social life and economy. Also, the work of Akouété (2012) <sup>[1]</sup> on an analysis of the quantity and quality of sports infrastructure present in the municipalities of Benin, reveals that those built by the central State favor high-level sport and are unevenly distributed in the country. Sports infrastructure is insufficient and unsuited to the demands of Sport for All practitioners. This inadequacy to social demand is explained on the one hand by a municipal land problem and on the other hand by an incomplete transfer of powers from the State to local authorities.

In terms of finances, the resources allocated do not necessarily seem to allow effective implementation of the promotion of sport for all. Our results corroborate those of Charrier and Durand (2005) <sup>[4, 17]</sup> who concluded that a real effort must be made at the level of the management of municipal services and in particular with regard to the allocation of subsidies, the training of personnel, educational and social intervention strategies or the organization of sporting events. Also, it would be necessary to imagine other perspectives, well beyond the old debate "elite sport or mass sport" since sports policies can become real levers of economic and social policies, and constitute essential tools of the management of territories and populations. Kornbeck (2020) <sup>[9]</sup>, points out that when public funds are made available for physical activities, eligibility and allocation criteria should be based on planned activities as well as the set of activities proposed by organizations applying for membership. allocation of funds. No legal status, historical organizational status or membership in larger unifying structures should be a prerequisite. Funds should be allocated to "sport for all" activities bearing in mind that organizations with a high-performance sport dimension can also make a significant contribution to the "sport for all" programmed.

## **Conclusion**

Decentralization, which emerged in the 1980s, appears in most emerging countries as a major political and economic issue. Thanks to its mechanism for transferring powers from the central State to local institutions, physical and sporting activities considered as activities of general interest are therefore the responsibility of local authorities. In Burkina Faso, it is clear that the governed are becoming more and more demanding with multiple expectations. The municipality of Ouagadougou is no exception to this rule with an increasingly growing demand for the practice of sport for all. The objective of this research was to analyze the offer in terms of sports practice for all in the municipality of Ouagadougou.

Specifically, it is on the one hand to describe the institutional and organizational environment of the practice of "sport for all" in the commune of Ouagadougou and on the other hand, to identify the resources allocated by the commune of Ouagadougou for the practice of "sport for all". From the results of our research, it appears that the institutional and organizational environment is not conducive to the practice of sport for all, the resources allocated by the municipality for the practice of sport for all

are insufficient. Moreover, the quantity and quality of infrastructure and sports equipment for this practice are not in line with the needs of the population. These results, which thus verify our initial hypotheses, have made it possible to confirm the results of other previous work the offer of practice in sport for all in the municipality in other countries.

On a theoretical level, this research sheds new light on the realities of the implementation of public policies in the field of sport. The results show a mismatch between supply and demand.

At the managerial level, the results highlight the need for the municipality to revitalize the municipal sports services to better consider the aspirations of the population.

This study has limitations. In fact, considering the supply of practice in the private sector, such as sports halls or paid sports practice sessions, could make it possible to be more exhaustive in terms of evaluating the supply in the city of Ouagadougou.

This study, which focused on the municipality of Ouagadougou, could be followed by comparative studies of other municipalities in Burkina Faso, in order to obtain general results on the methods of development and implementation of sports policies. in the field of sport for all.

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