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Civil service management practices for a more motivated, committed and ethical public service in Ghana

EVIDENCE FROM A SURVEY WITH OVER 1,600 PUBLIC SERVANTS IN GHANA

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Report prepared for the Ghana Public Services Commission, January 2018.

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Acknowledgments

This report draws on results from an international survey of more than 20,000 public servants in Africa, Asia, Eastern Europe and Latin America, including Ghana. The authors gratefully acknowledge financial support from a UK Department for International Development (DFID) - British Academy grant for this project (<http://www.britac.ac.uk/node/4662/>) and additional support from the V-Dem Institute at the University of Gothenburg.

In Ghana, the survey was implemented with the support and authorization from the Public Services Commission (PSC) and the Office of the Head of the Civil Service (OHCS) and public servants from forty-nine participating state institutions. The authors would like to thank the participating institutions as well as the over 1,640 public servants who took the time to complete the survey and share their experiences in public service. The survey was conducted by 15 skilled and professional enumerators, and managed by Drs. Daniel Appiah and Abdul-Gafaru Abdulai from the University of Ghana Department of Public Administration and Mr. Leonard Anaman from the Ghana Health Service.

The views and opinions expressed in this report are those of the authors and do not necessarily reflect the views and opinions of any government, funding agency or university.

“While merit-based human resource management decisions are common, particularly in some institutions, nepotistic practices are also common.”

Executive Summary

This report offers results from a survey of public servants conducted in March 2017. It covers the following topics:

- (1) The main attitudes and behaviors of public officials, such as work motivation and job satisfaction
- (2) The practices of human resource management, as they are perceived and experienced by public service employees
- (3) The effects of human resource management practices on attitudes and behavior of public servants.

The findings suggest that public servants in Ghana are, by and large, strongly committed to their work. They are motivated and express values consistent with the spirit of public service. While there is little evidence that public servants regularly use their positions to benefit political actors, public servants more regularly derive personal benefit from their positions and/or use their positions to benefit friends and family.

Human resource management practices vary considerably across the public service. While merit-based human resource management decisions are common, particularly in some institutions, nepotistic practices are also common. The survey results make clear that public servants are more satisfied with their jobs when human resource management decisions are based on hard work and performance, rather than personal or political connections.

There are mixed results regarding recent pay reforms in Ghana. Those on the Single Spine Salary Structure (SSSS) appear to have higher levels of motivation but lower levels of satisfaction with their jobs and salaries, than those who have not migrated to the SSSS. Moreover, those on the SSSS were less likely to believe that salaries are tied to performance than those not on the SSSS, suggesting some skepticism on the part of public servants about the value of the reform. This finding further suggests the urgency of continuing the Government’s ongoing efforts to sync salary levels with performance evaluations, and to make performance evaluations more meaningful.

Top 5 recommendations for a motivated and satisfied public service

#1: Reduce Nepotism in Human Resource Management

Public servants who perceive that human resource decisions are the result of personal connections have significantly lower levels of both work motivation and job satisfaction.

#2: Ensure that Human Resource Management Decisions are Tied to Work Effort and Performance

In addition to #1, those who believe that human resource management decisions such as salary levels and performance ratings are based on work effort and performance have significantly higher levels of job satisfaction and, in some cases, higher levels of work motivation.

#3: Ensure Competition in Promotion/Advancement Processes

Public servants whose most recent advancement occurred through a competitive process had significantly higher levels of work motivation and job satisfaction.

#4: Foster Long-Term Job Stability

Those who expect to spend the remainder of their careers in the public service have significantly higher levels of both work motivation and job satisfaction, including those who believe there is little chance that they would be dismissed for political reasons.

#5: Understand Tradeoffs in Reform Decisions

In Ghana, it is possible that some reforms may promote job satisfaction while decreasing work motivation or vice versa. Attention to such tradeoffs will help to avoid unintended negative consequences of reform programs.

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“This report draws on the largest original international survey of public servants to-date, with over 20,000 respondents in four regions.”

I. Introduction

Making Civil Services Work: An International Research Project

This report draws on results from the largest original international survey of public servants to-date, with responses from more than 20,000 employees in Eastern Europe, Africa, Asia and Latin America. The project is led by Jan-Meyer Sahling (University of Nottingham) and Christian Schuster (University College London) and funded by a UK Department for International Development (DFID)-British Academy grant.¹

The international research project seeks to inform evidence-based decisions about public service management practices, including recruitment, pay, promotion, performance evaluation and career management. It does so by assessing the effects of public service management practices in government institutions on the attitudes and behavior of public servants – their work motivation, job satisfaction, commitment to public service, performance, integrity and ethical conduct. Based on this assessment, governments can learn about the possible effects of their public service management practices.

The data for this assessment stems from a survey of public service employees conducted in Ghana in March 2017. The survey in Ghana was led by Rachel Sigman and gathered data on public servants’ experiences and perceptions of public service management practices on the one hand, and public servants’ attitudes and behavior (such as their work motivation) on the other. Thanks to data on both management practices and attitudes and behavior, a statistical analysis can provide guidance on which management practices have positive (or negative) effects on the attitudes and behaviors of public servants, after controlling for a range of other factors.

We hope this analysis provides an evidence basis and starting point for governments hoping to design improvements in public service management.²

¹¹ The report focuses primarily on results from the Ghana survey, with some comparison data from the Malawi and Uganda surveys. The authors thank Brigitte Seim and Adam Harris for their work collecting data in Malawi and Uganda respectively.

² This report is based on cross-sectional analyses of perception-based survey data, which can provide important insights, but is not without limitations. As such, we hope that its findings are treated as a basis to discuss potential improvements to civil service management practices – rather than a be-all and end-all guide to civil service reform.

The Survey of Public Servants in Ghana

The survey in Ghana was conducted with approval from the Public Services Commission and the Office of the Head of the Civil Service. Forty-eight institutions in Ghana participated in the survey:³

Bank of Ghana
Controller and Accountant General
CSIR Food Research Institute
Copyright Office
Department of Feeder Roads
Driver Vehicle Licensing Authority
Energy Commission
Environmental Protection Agency
Fair Wages and Salaries Commission
Forestry Commission
Ghana AIDS Control Program
Ghana Audit Service
Ghana Cocoa Board (COCOBOD)
Ghana Educational Trust Fund
Ghana Investment Fund for Electronic Communication
Ghana Investment Promotion Center
Ghana Pharmacy Council
Ghana Revenue Authority
Ghana Standards Authority
Ghana Statistical Service
Health Promotion Department
Information Services Department
Lands Commission
Medical and Dental Council
Ministry of Communications

³ For the purposes of presentation, we group together institutions by sector, reflecting groupings that appear in the Ministry of Finance's Annual Budget Statements. For example, results from the Controller and Accountant General and the Ghana Statistical Service are grouped together under the umbrella Ministry of Finance. In Appendix B, we provide a summary of all results broken down by specific institutions.

Ministry of Defence
Ministry of Education
Ministry of Employment and Labour Relations
Ministry of Energy
Ministry of Finance and Economic Planning
Ministry of Food and Agriculture
Ministry of Foreign Affairs and Regional Integration
Ministry of Gender, Children and Social Protection
Ministry of Health
Ministry of Information
Ministry of Trade and Industry
Ministry of Works and Housing
Ministry of Youth and Sports
National Board for Small Scale Industries
National Identification Authority
National Information Technology Agency
National Malaria Control Program
National Service Secretariat
National Tuberculosis Program
Nursing and Midwifery Council
Office of the Head of the Public Service
Petroleum Commission
Registrar General's Department

The survey was conducted face-to-face by trained enumerators in March 2017. In sampling, the goal of the survey was to reach public service employees working in central government ministries, department and agencies (MDA's) in Accra. We excluded those working in regional offices, local government employees and "street level" bureaucrats such as teachers, nurses, police officers and bus drivers. Given lacking statistics on the size of this population of bureaucrats, we use the "Analysis of Staff Strength" from Ghana's Ministry of Finance and Economic Planning's (MOFEP) 2017 Budget Statement Appendix to estimate the population of public service employees from which the sample is drawn. We do so by taking the total number of

employees listed as of January 2017: 507,052. Given that a number of organizations seem to have missing numbers, we first increase this estimate by 5%. We then subtract the numbers of employees from MDAs that are primarily made up of “street-level” bureaucrats such as the Ghana Education Service and the Ghana Prisons Service, as well as any regional and district offices listed. These calculations leave us with an estimated population of 97,655 public service employees. With 1,641 survey respondents, this means our sample constitutes an estimated 1.68% of the population.

In Appendix A we provide an overview of the sample demographics of the survey. While the survey extends to a range of demographic groups, we could, unfortunately, not obtain demographic data for the population of public service employees in Ghana. As a result, we are unable to verify to what extent our sample is descriptively representative of the population of public servants in Ghana.

Structure of the Report

After this introduction, part 2 of this report presents data on core attitudes and behaviors of public servants. These attitudes and behaviors are measured as they reflect what it takes to be a ‘good public servant’: motivation to work hard, job satisfaction, commitment to public service, and ethical conduct. To make this data more meaningful, the report presents comparisons between institutions as well as overall results between Ghana and other African countries.⁴

In part 3, the report then turns to presenting data on public service management practices, as experienced and perceived by public servants. These practices range from recruitment to promotion, job stability, pay and performance management.

After discussing both public service management practices and attitudes and behaviors of public servants, part 4 assesses how management practices may affect the attitudes and behavior of public servants. Regression evidence is presented to assess the effects

⁴ The comparison should be interpreted with care as the survey samples in Ghana, Uganda and Malawi are not necessarily representative of civil service populations.

of each public service management practice covered in the survey: recruitment, promotion, job stability, pay and performance evaluations.

The report concludes in part 5 with an overview of results and policy recommendations for a more motivated, committed and ethical public service in Ghana. The recommendations bring together both the findings about what works (and what does not) in public service management in Ghana.

“Work motivation is relatively high across all public sector institutions in Ghana.”

II. Core attitudes and behaviors of Ghana’s public servants

This section presents data on key attitudes and behaviors of Ghana public servants. The data suggest that public servants in Ghana are, on average, motivated and committed to public service, but that their level of job satisfaction varies considerably. Those surveyed suggest that it is somewhat common for public servants to use their positions to help their friends and family, but it is more rare for public servants to use their positions for political purposes.

Work Motivation

Work motivation – the willingness of public servants to work hard and work well – is a central driver of public sector performance (Wright, 2001). Work motivation is measured on a 1 to 5 scale, as the composite of three survey questions about work effort and motivation.⁵

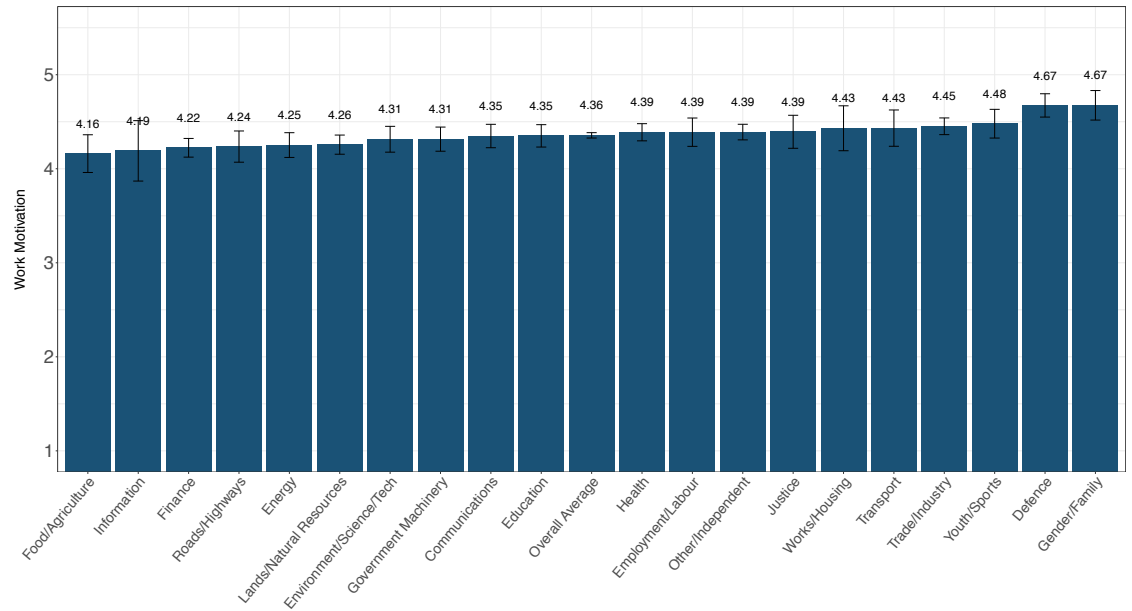
Work motivation is relatively high across all surveyed public sector institutions in Ghana, with average scores in the twenty-one public sector institutions around 4.36 out of 5 (Figure 1). Among the surveyed institutions, those associated with the Ministry of Defence and the Ministry of Gender, Children and Social Protection score highest in work motivation while those associated with the Ministry of Food and Agriculture and the Ministry of Information score lowest.

In Figure 2, we examine average motivation level in Ghana compared to public service employees in Malawi and Uganda. The Ghanaian public servants surveyed report that average score on the motivation index is 3.73 in Malawi and 3.53 in Uganda.

⁵ Work motivation is measured as a latent variable of the following three questions asking “how frequently the following statements apply to you?”

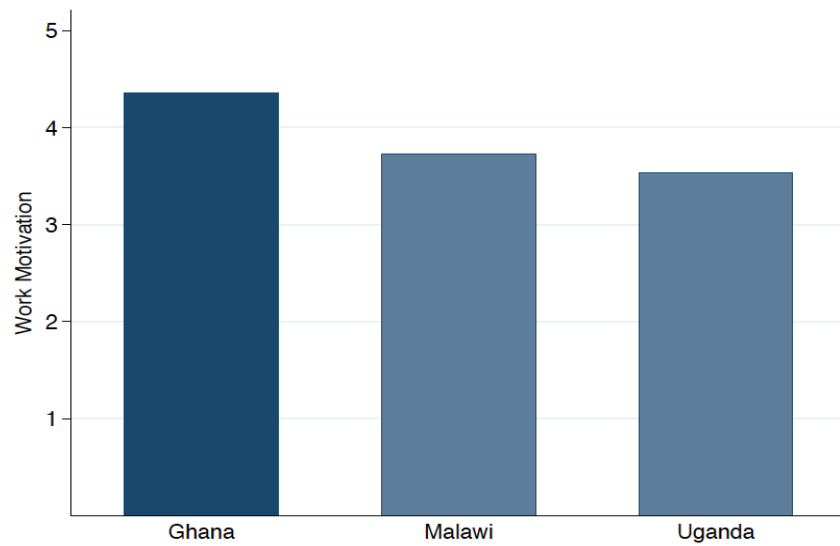
- (1) I start work early or stay late to finish my job.
 - (2) I am willing to do extra work for my job that isn’t really expected of me.
 - (3) I put forth my best effort to get my job done regardless of any difficulties.
- (Scale: 1 = Never to 5 = Always or almost always)

Figure 1. Work motivation: comparison across institutions



Technical note: the graphs throughout this report display mean responses by institution with 95 percent confidence intervals.

Figure 2. Work motivation: comparison across countries



"In Ghana we do not see a particularly strong relationship between job satisfaction and work motivation."

Job satisfaction

Job satisfaction is theorized to improve public sector performance: more satisfied public servants tend to be more motivated to work hard and less likely to leave the public sector (see, for instance, Cantarelli et al. 2015). In Ghana, however, we do not see a particularly strong relationship between job satisfaction and work motivation, with a correlation coefficient between the two variables of only .129.

Job satisfaction varies considerably across the institutions surveyed.⁶ The average score in the twenty-one public sector institutions is 4.92 on a scale of 1-7 but, as seen in Figure 3, institutional averages range between 4.69 and 5.98. Those associated with the Ministries of Information, Transport and Youth/Sports score highest in job satisfaction, while those in Finance, Lands and Natural Resources and the Office of Government Machinery score lowest.

Figure 4 shows average levels of job satisfaction across countries. Public servants in Ghana have satisfaction levels similar to those in Malawi, and somewhat higher than those surveyed in Uganda, though average levels across all three countries fall between four and five.

⁶ The survey measures job satisfaction with the following question: How satisfied are you with your job? (Scale: 1 = Totally Unsatisfied; 7 = Totally Satisfied)

Figure 3. Job satisfaction: comparison across institutions

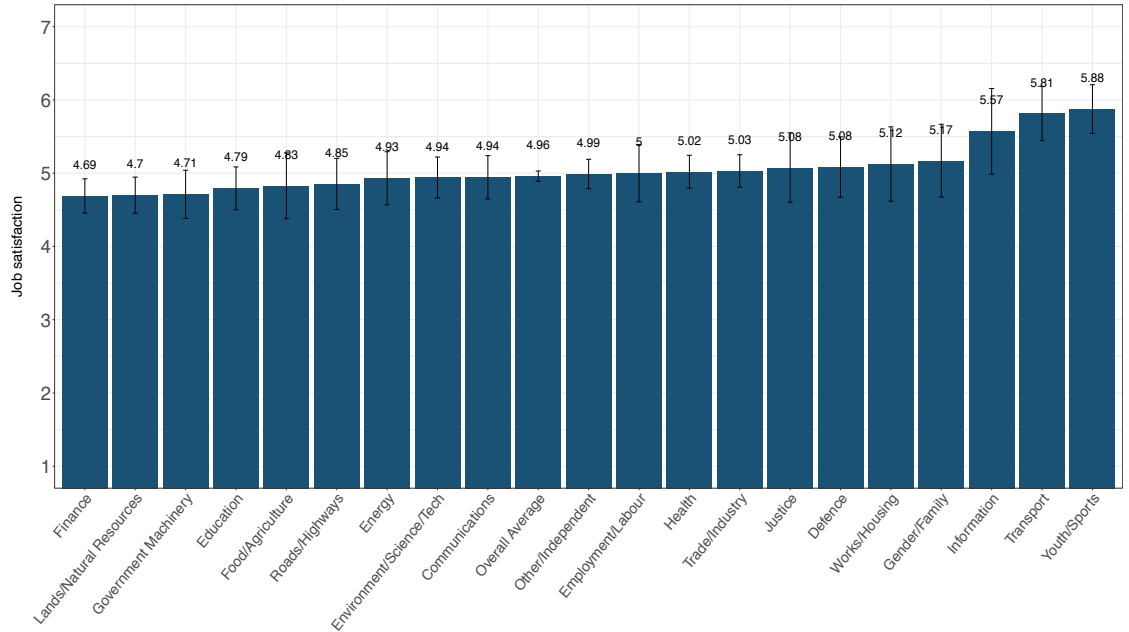
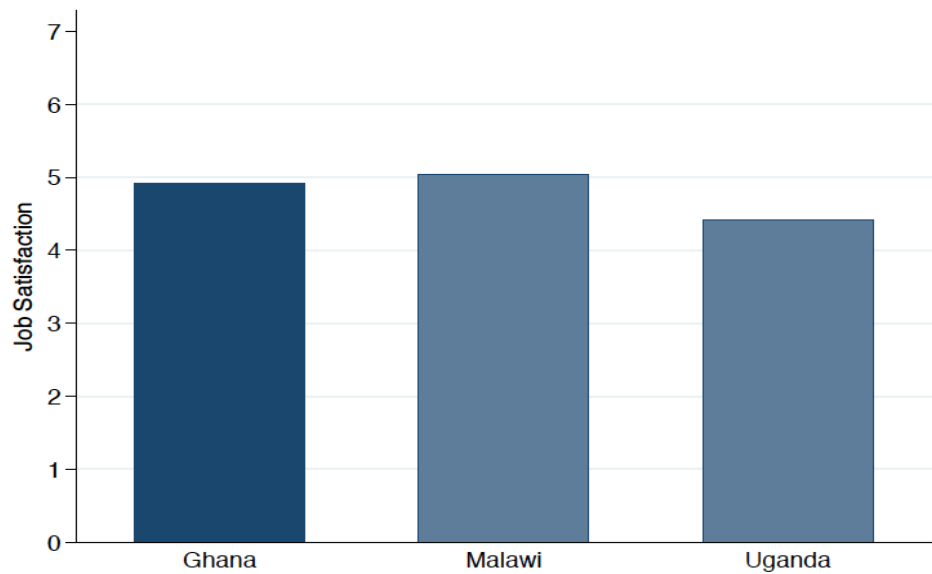


Figure 4. Job satisfaction: comparison across countries



“More educated public servants are significantly less satisfied with their jobs.”

When looking at groups of public servants within Ghana, public servants were on average more satisfied than dissatisfied with their jobs across all groups analyzed. Nonetheless, job satisfaction varies to some extent across groups within the public sector.

For instance, more educated public servants are significantly *less* satisfied with their jobs (except for those with PhDs) than less educated public servants (See Figure 5). High school graduates score 5.4, while public servants with masters degrees score around 4.8. Additionally, as seen in Figure 6, job satisfaction seems to rise as respondents become older, particularly as they surpass age 50.

While it is difficult to definitively interpret these results, it is important to note that lack of satisfaction on the part of younger and more educated public servants signals potential problems in the future. If public service institutions are not managed in a way that addresses satisfaction for younger, more educated individuals, they may lose these individuals to the private sector or see reductions in levels of professionalism and ethical behavior.

Figure 5. Job satisfaction across education levels

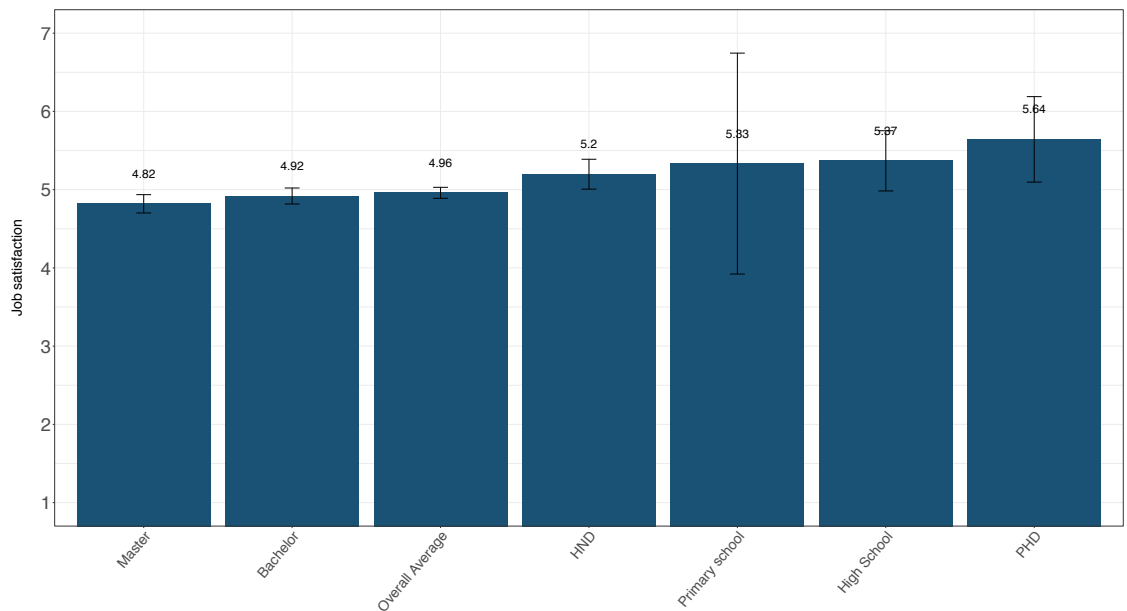
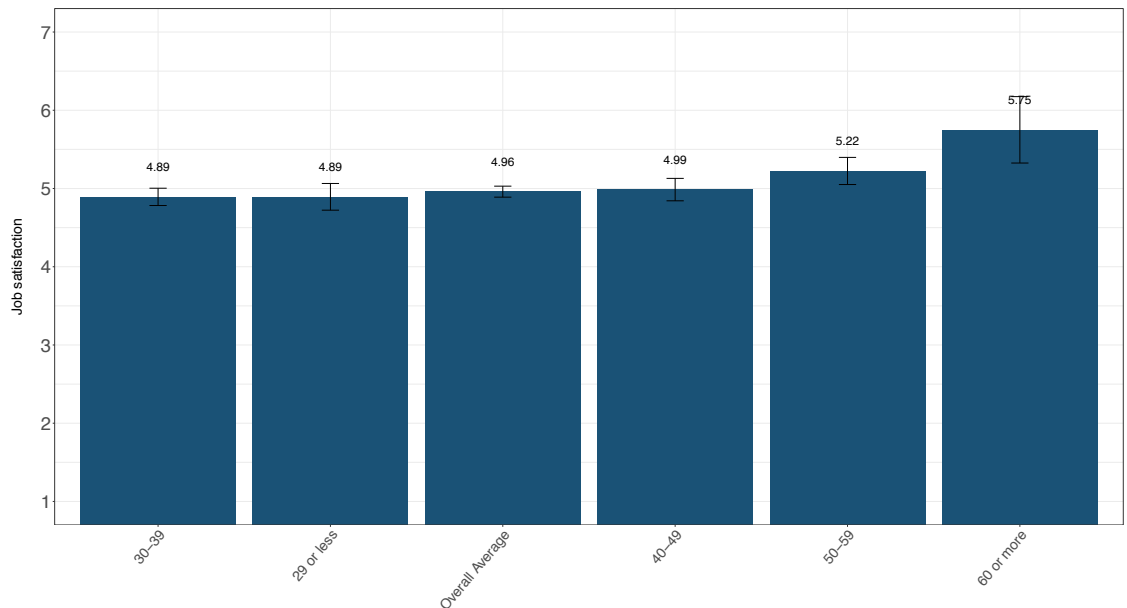


Figure 6. Job satisfaction across age groups



Commitment to Public Service

Public service commitment and values are integral to an effective public service. In this section we examine public service motivation and intent to remain working in the public sector.

Public service motivation

Public service motivation – the motivation derived from serving society – is often thought to be another important driver of public sector performance. It is commonly associated with stronger job performance, less organizational turnover and a range of other positive outcomes in other countries (Ritz et al., 2016).

Public service motivation is consistently high across all surveyed public sector institutions in Ghana, with average institutional scores ranging from 4.55 to 4.93 (figure 7) on a scale of 1-5. Ghana's overall scores for public service motivation are similar to, but slightly higher than, those of Malawi and Uganda (See Figure 8).

Figure 7. Public service motivation: comparison across institutions

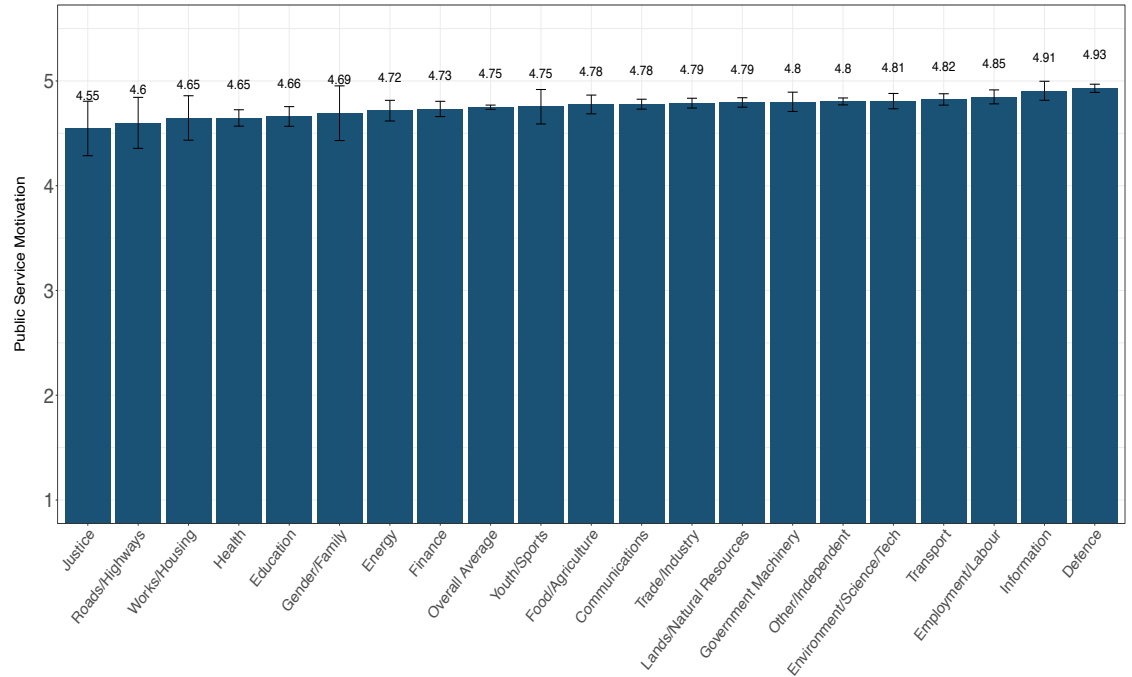
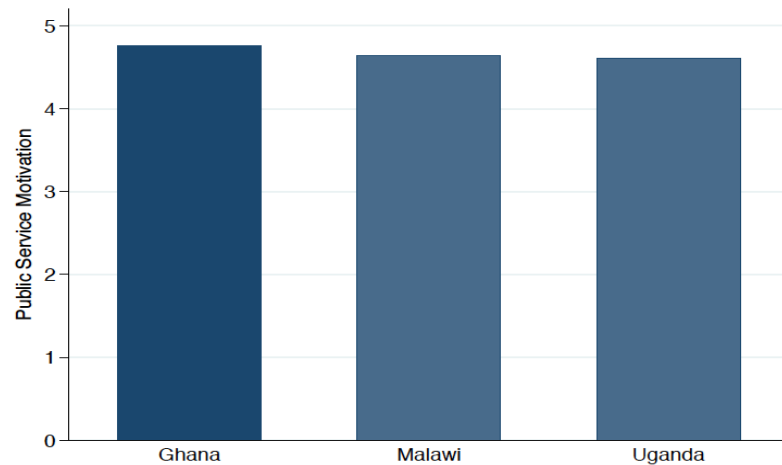


Figure 8. Public service motivation: comparison across countries



"In Ghana, 62.74% of respondents said they would prefer searching for a job in the public sector."

Commitment to public sector

Another indication of commitment to public service is the intent to keep working in the public sector. This intent matters not least because it relates to staff turnover in organizations, and staff departures from the public sector. This commitment was assessed in the survey in two ways. First, respondents were asked whether they would prefer to look for work in the public sector if, hypothetically speaking, they had to look for a job in the coming months.⁷ In Ghana, 62.74% of respondents said they would prefer searching for a job in the public sector – compared to 62.79% in Malawi and 67.44% percent in Uganda (Figure 9).

There is significant variation across institutions, however, in terms of the share of public servants who would search in the public sector if needing to find a new job (Figure 10). At the top end, 84% of respondents said they would search in the public sector. At the bottom end, only 46% percent said they would search in the public sector.

⁷ The precise wording of this question was: "Imagine that, hypothetically speaking, you had to find a new job in the next few months, in which sector would you prefer to search for a job?"

Figure 9. Intent to Stay in Public Sector: Comparison across Countries

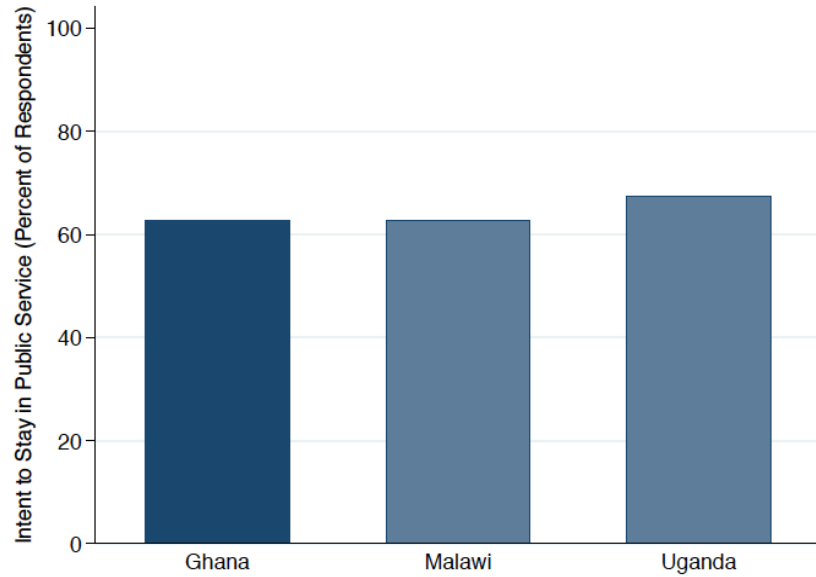
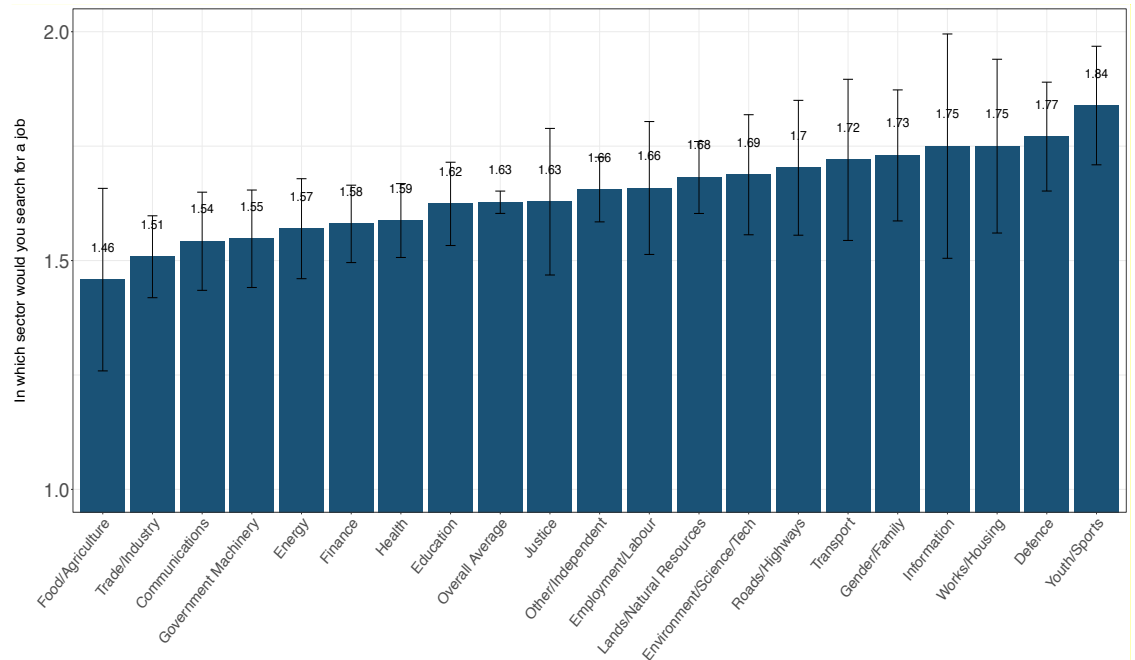


Figure 10. In which sector would you search for a job: comparison across Institutions



The Relationships Between Motivation, Satisfaction and Public Service Commitment

The attitudes and behaviors explored in this section – work motivation, job satisfaction and public service commitment– are typically seen as mutually reinforcing dimensions of public service professionalism. Our study suggests, however, that the relationship between these dimensions is more complex in Ghana. Table 2 shows correlation coefficients reflecting the relationship between these dimensions. Higher values represent stronger relationships.

Table 2. Correlation coefficients: motivation, satisfaction and commitment

	Work Motivation	Job Satisfaction	Public Service Motivation	Intent to Remain in Public Sector
Work Motivation	--			
Job Satisfaction	0.129	--		
Public Service Motivation	0.114	0.104	--	
Intent to Remain in Public Sector	0.010	0.244	0.035	--

Overall, the observed relationships between work motivation, job satisfaction and public service commitment are quite low, though there is a slightly stronger relationship between job satisfaction and intent to remain in the public sector. While it is difficult to explain why these observed relationships are not as strong as expected, we examine in Part IV the ways that different management practices affect motivation and satisfaction differently, thereby providing clues about the factors contribute to different attitudes in the public service.

Approximately 8.8% of respondents admit to receiving gifts or other benefits directly tied to their positions.

Ethics and integrity

As a last core set of desirable attitudes and behaviors, public servants should act with ethics and integrity in the workplace. A series of direct and indirect questions asked respondents how frequently public servants engage in certain types of unethical behaviors.

It's important to note that while the behaviors covered in this section are typically seen as unethical or corrupt for public servants generally, there are a number of studies asserting that in some contexts, such as African countries, there are great social pressures to engage in such behaviors, and in that sense they may actually be seen as serving the social good rather than corruption. Such practices may be socially embedded in, for example, norms of negotiation, gift-giving and redistribution (i.e. de Sardan, 1999).

We report on respondents' perceptions of the frequency of unethical practices in their institutions, as well as list experiment questions asked in a way that protects them from having to state explicitly that they do engage in these actions.

Receiving Gifts and Personally Benefitting from One's Position

First, in terms of receiving gifts or other personal benefits that are directly tied to their positions in the public service, we ask respondents how frequently public servants in their institutions receive gifts or other personal benefits in the course of duty. The results broken down by institution are presented in Figure 11.⁸ The results vary considerably across institutions. In some institutions, such as those associated with the Ministry of Employment and Labour the average is between "Sometimes" and "Often". In most other institutions the average falls between "Rarely" and "Sometimes".

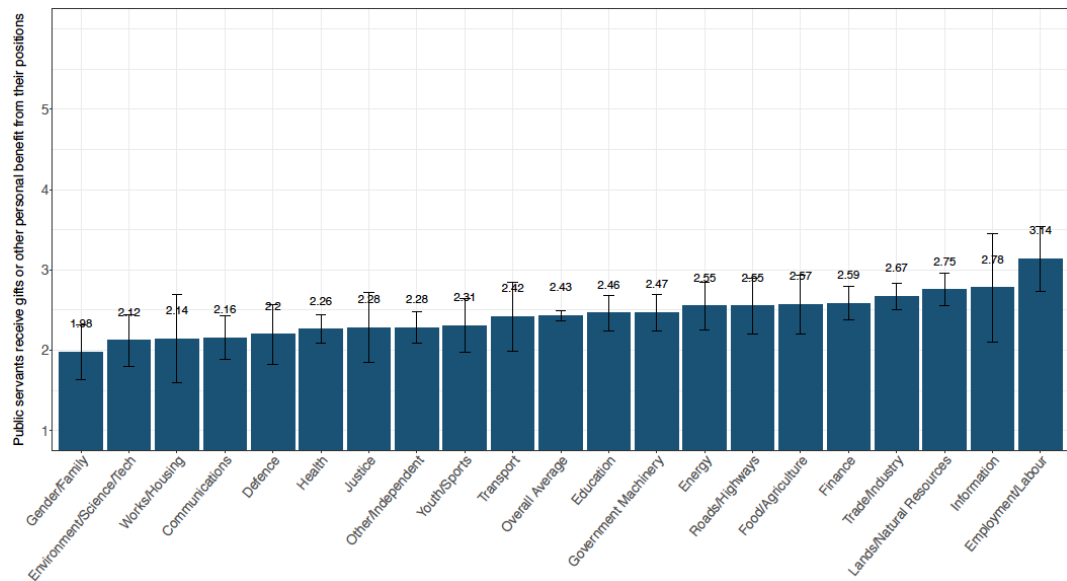
Overall, as seen in Figure 12, perceptions of public servants receiving gifts are similar in Ghana and Malawi, but the practice is somewhat less common in Uganda.

⁸ The exact wording of the question is as follows: "In my institution, public servants receive gifts or otherwise personally benefit from their positions." The scale is 1 = never or almost never to 5 = All the time or very often.

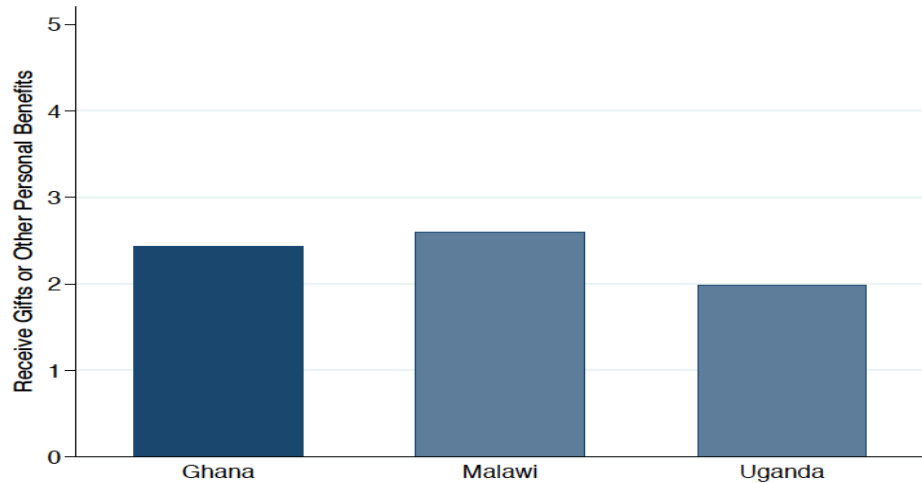
II. Core attitudes and behaviors of Ghana's public servants

Finally, the results of the corresponding list experiment question suggest, with 90% confidence, that respondents engage in these types of behavior, and that approximately 8.8% of respondents admitted to this.⁹

Figure 11. Receiving gifts or other personal benefits by institution



⁹ The design of the list experiment asks those surveyed to indicate how many of the behaviors they have engaged in with receiving money or other benefits as one option. We can therefore only estimate the results, rather than observe them directly.

Figure 12. Receiving gifts or other personal benefits across countries

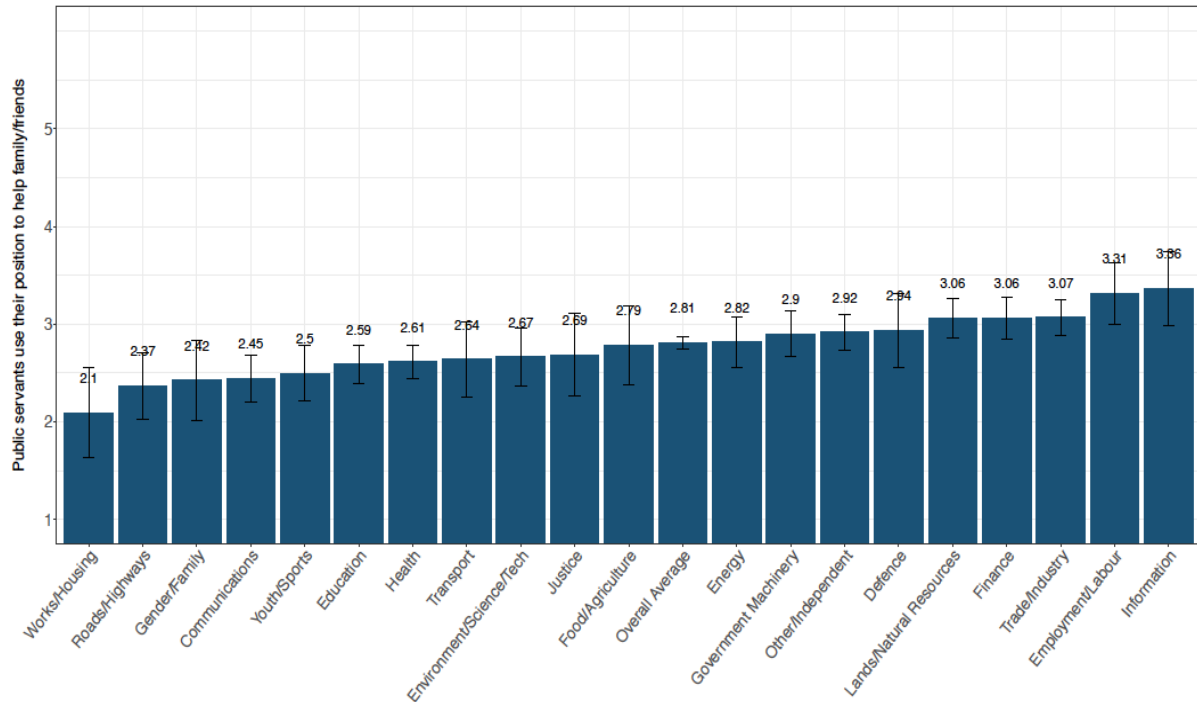
Using One's Position to Help Friends and Family

The survey also included questions about how frequently public servants use their positions to help friends and family.¹⁰ The results broken down by institution are provided in Figure 13. Once again, large variation exists across institutions, with those working under the Ministries of Information and Employment and Labour as the most likely to engage in this behavior. Those in Works and Housing, Roads and Highways, and Gender, Family and Social Protection perceive lower levels of these practices.

¹⁰ The exact wording of the question is: "In my institution, public servants use their position to help out friends or family." 1 = never or almost never to 5 = All the time or very often.

II. Core attitudes and behaviors of Ghana's public servants

Figure 13. Using positions to help family and friends across institutions

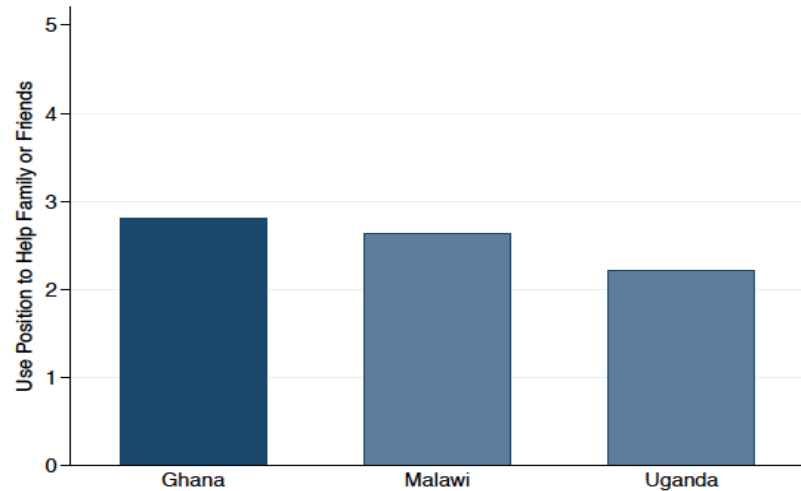


As seen in Figure 14, those surveyed in Ghana report a slightly higher prevalence of using their positions to help family and friends than those in Malawi and Uganda.

The results of the corresponding list experiment question suggest, with 99.9% confidence, that respondents use their positions to help their friends and family, with an estimated 26.3% of respondents admitting to this.

Less than 2% of respondents have engaged in diverting resources to political parties.

Figure 14. Using positions to help family and friends across countries



Diverting Resources to Political Parties

There is a widespread perception that, in many African countries, incumbent parties use state resources to serve their political needs (i.e. Van de Walle 2003), though there is some question as to whether such funds are accessed through bureaucrats in Ghana (Sigman 2015). Indeed, we find only little evidence that this is a common occurrence in Ghana.¹¹ For all institutions (see Figure 15) average responses indicate that only rarely do public servants engage in this kind of behavior, though there is some variation across institutions.

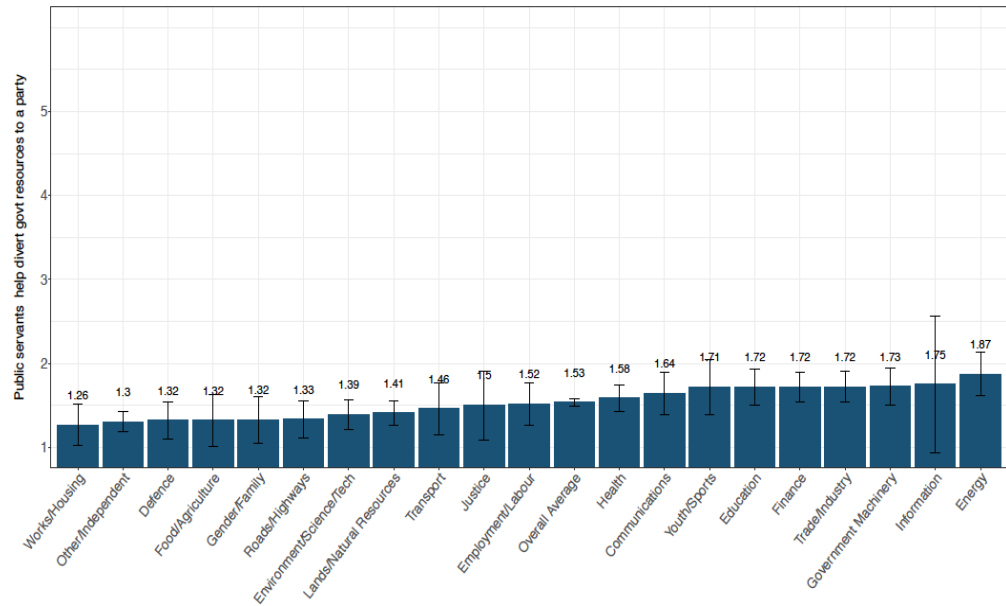
In cross-country comparisons, those in Ghana and Uganda reported similar frequencies at which public servants engage in diverting resources to political parties. In Malawi, however, the frequency was reported to be higher (See Figure 16).

The results of the list experiment question in Ghana suggest that few, if any, of those surveyed engage in diverting resources to political parties. Estimates suggest that less

¹¹ The statement is worded as follows: “In my institution, public servants help divert government resources to a party or person with political links.”

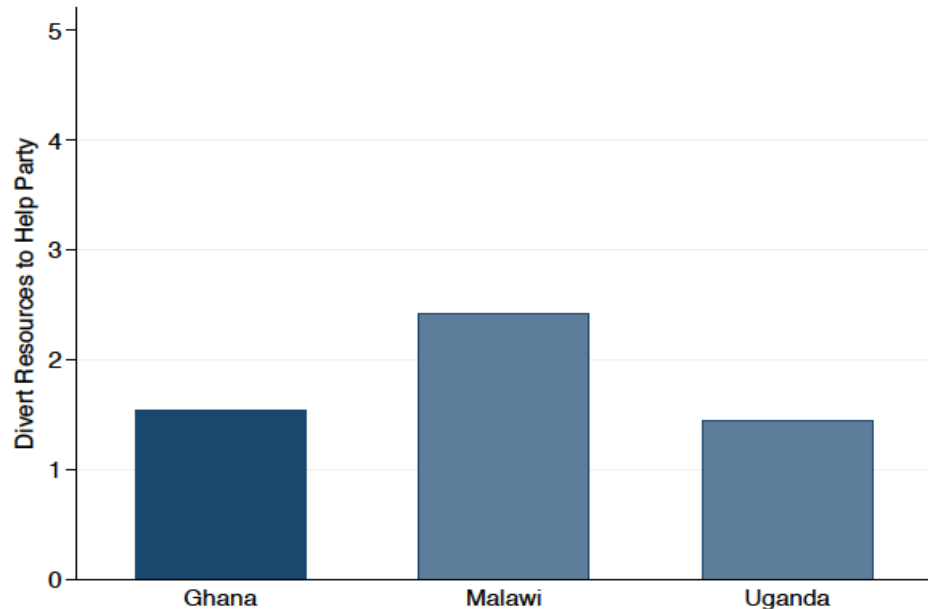
than 2% of respondents indicated that they do so, and the results are not statistically significant.

Figure 15. Diverting resources to political parties across institutions



The results indicate that public servants in Ghana engage relatively rarely in electoral campaigns.

Figure 16. Diverting resources to political parties across countries



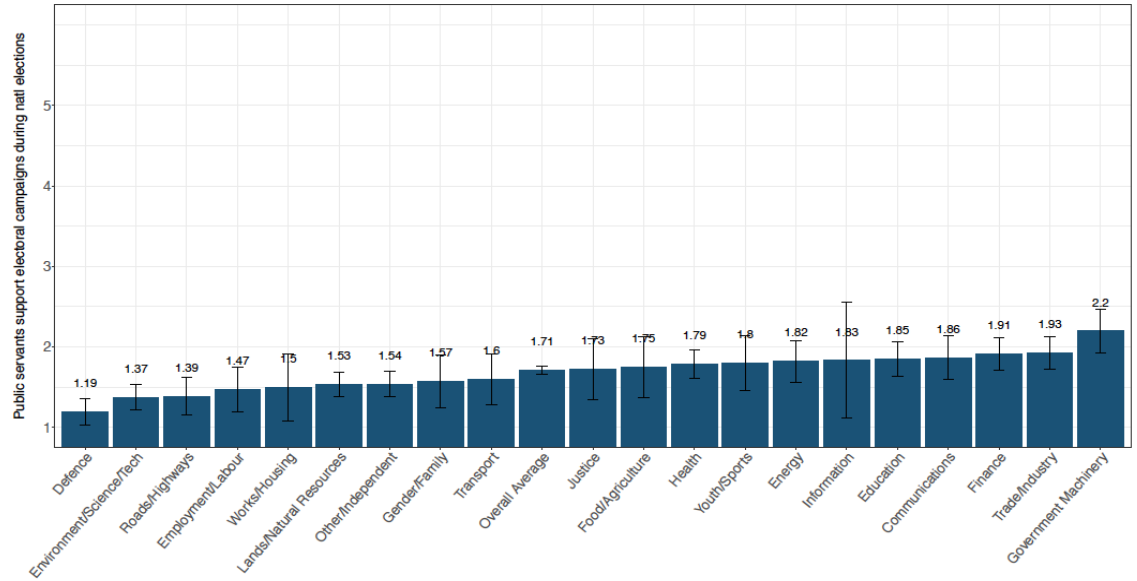
Participating in Electoral Campaigns

The survey also asks if public servants engage in electoral campaigns. While this practice is not necessarily illegal or unethical, it provides some indication as to the extent to which public servants may act in a partisan manner. The results indicate that this kind of political action is relatively rare in Ghana, with the vast majority of those surveyed suggesting that public servants never or rarely support campaigns during national elections. Once again there is some variation across institutions, but only those associated with the office of Government Machinery, which includes the staff of the President's office itself, scores an average above 2, signifying rarely (see Figure 17).¹²

¹² The wording for this question is as follows: "In my institution public servants support electoral campaigns of political parties during national elections."

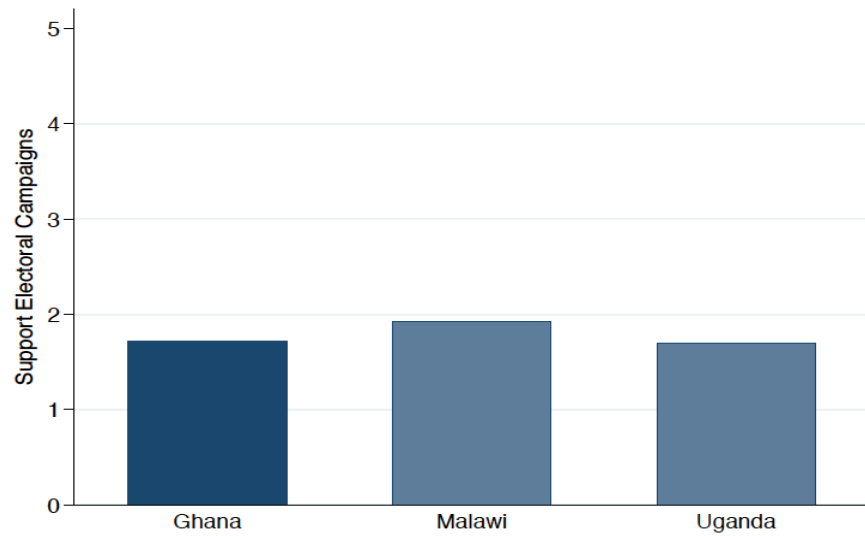
II. Core attitudes and behaviors of Ghana's public servants

Figure 17. Public Servants support electoral campaigns across institutions



Looking across countries (Figure 18), those surveyed see similar results regarding support for political campaigns, with slightly higher levels in Malawi than in Ghana and Uganda.

Figure 18. Public Servants support electoral campaigns across countries



"While accepting gifts or using one's personal position to benefit friends and family are somewhat prevalent in Ghana, political forms of corruption are more rare, but can occur."

The results of the list experiment further suggest that this behavior is not particularly common among respondents as it does not produce any statistically significant results.

In sum, the ethics and integrity data suggest that while accepting gifts or using one's position to benefit friends and family are both somewhat prevalent in Ghana, political forms of corruption are rarer, but can occur.

Conclusions

This chapter has presented survey results related to public servants' attitudes and practices. It shows that the public servants surveyed in Ghana are, in general, highly motivated and committed to public service. Their levels of job satisfaction, however, are more varied, which may indicate that their motivations and commitment are not being translated into meaningful and fulfilling work.

When it comes to ethical behavior, results indicate that deriving private or family benefit from one's position is relatively common, while engaging in political activity is comparatively less common.

III. Public service management practices

This section presents data on key public service management practices including recruitment, promotion/advancement, salary management, performance evaluation and job stability management. Practices vary across the public service. Service-related factors, such as years of experience and work performance, tend to outweigh factors such as personal and political links in human resource management practices. Recent salary-related reforms in Ghana appear to have not increased satisfaction with one's salary.

Human Resource Management Background

Laws and policies governing human resource management in Ghana's public sector effectively leave a large amount of discretion to individual ministries, departments, agencies, enterprises and other public sector entities. Ghana's 1992 Constitution, as well as policies developed by central management agencies such as the Public Services Commission, the Office of the Head of the Civil Service, the Fair Wages and Salaries Commission and the State Enterprises Commission provide some legal and practical guidance on human resource management. Recent reforms have sought to streamline or align practices across the many different types of public service institutions. Despite these efforts, some areas of human resource management, such as recruitment and transfer decisions, remain largely at the discretion of individual institutions or managers.

Within this context, the information presented in this section provides insight into the different types management practiced across the public service institutions surveyed. While in some cases, the practices described may be inconsistent with the rules and regulations outlined in formal policies such as the Public Services Commission's Human Resource Management Policy Framework and Manual,¹³ the discretionary nature of

¹³ Available at:

“Approximately 10% said they had no assessment at all.”

human resource management in Ghana’s public service means that most observed practices are at least formally or legally acceptable.

Recruitment

Whether recruitment practices are meritocratic or not may determine a range of public sector outcomes, not least of which is overall performance (Rauch and Evans 2000). The survey therefore investigates how public servants are recruited and hired into the public sector. Figure 19 shows how those surveyed were assessed for obtaining their first job in the public service.¹⁴ A large majority of respondents were hired based on an interview as one type of assessment, while far fewer were assessed based on exams. Approximately 10% said they had no assessment at all.

The survey also asks a series of questions about which factors matter most in getting one’s first job in the public sector. In Figure 20, we present the importance respondents attributed to the following factors in obtaining their first job in the public sector: education, job experience, links to family and friends, and links to politicians.¹⁵

List experiment questions further probe the importance of personal and political links, but in a more protected way. According to the list experiment questions, we can estimate that 26.7% of respondents were hired with the assistance of personal connections and that we can be 99.9% confident that the practice takes place. The results are somewhat different for political links, where an estimated 5.5% of those surveyed may have been hired with the help of political connections, but we are considerably less confident that this result is different from 0. The differences across the direct and indirect questions could mean that respondents understated the importance of personal links in the direct question, or that they were not truthful about political links in the list experiment question.

¹⁴ The exact wording of the question is: “For your first job in the public sector, do you remember whether you had to pass an assessment?”. The suggested answers are written examination; interview; other; no assessment needed.

¹⁵ The questions ask “How important have the following criteria been for you to get your first job in the public sector?” A response of 1 indicates “Not at all important” and 7 is “Very Important”

“A large majority of respondents were hired based on an interview as the main type of assessment.”

Figure 19. Assessment types for obtaining first job in the public sector

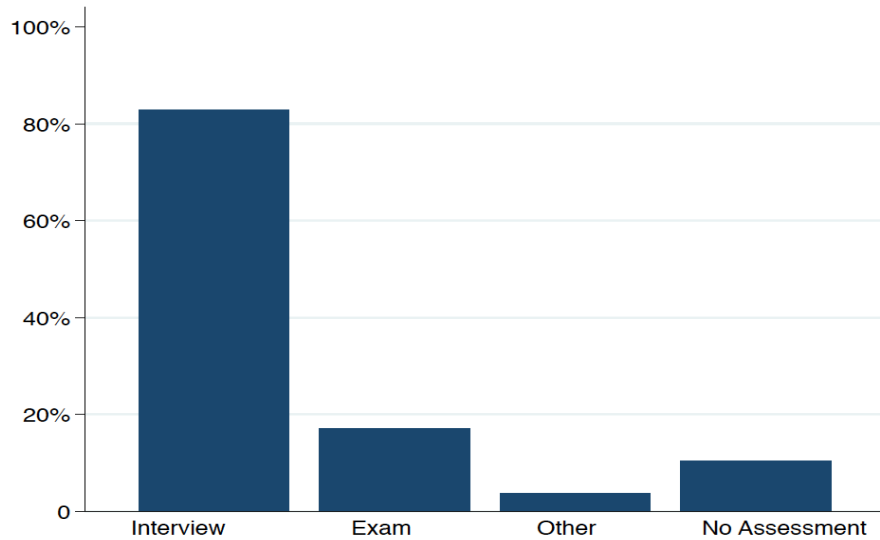
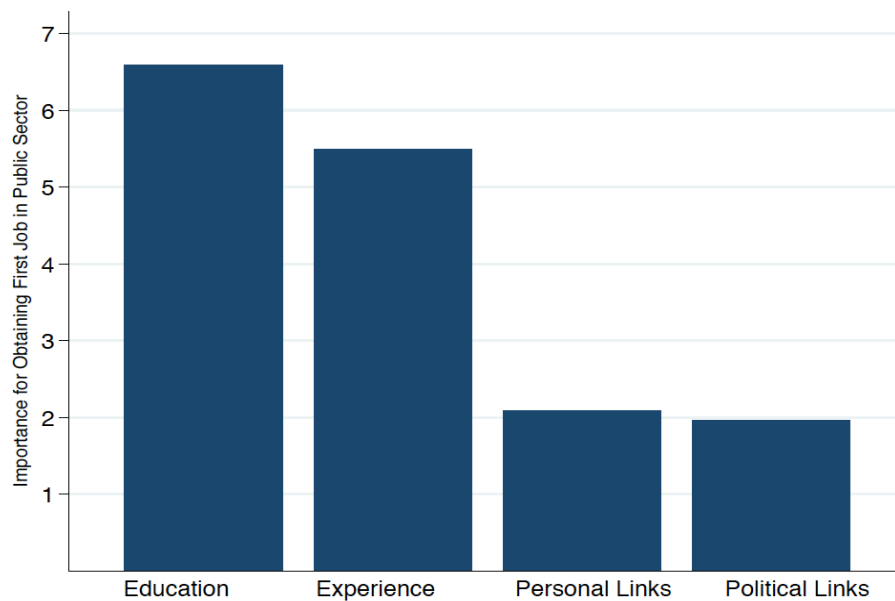


Figure 20. Importance of four factors for recruitment into the public sector



“The most common path to promotion is through a centrally determined promotion.”

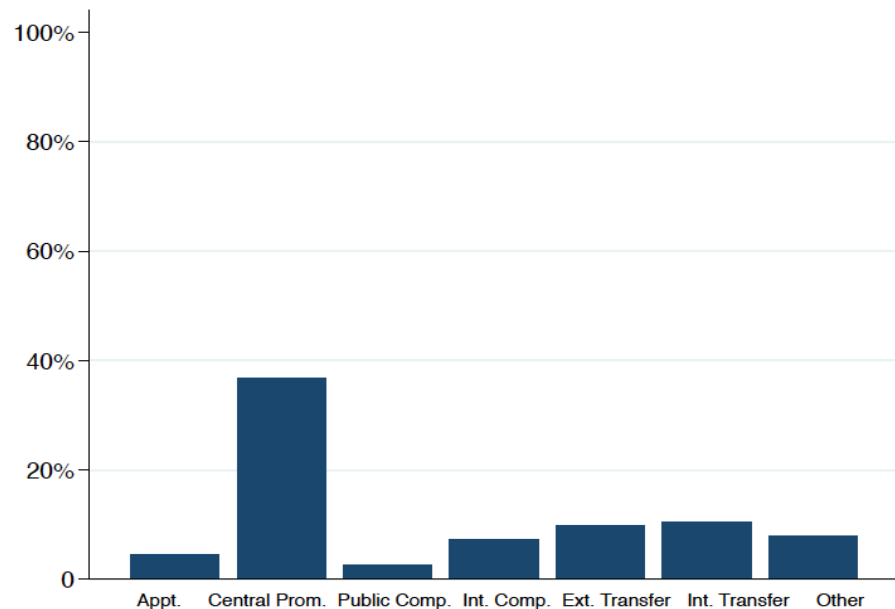
Promotion and Career Advancement

Another important dimension of public management is how promotions and career advancement opportunities are administered. Among the 1,641 public servants surveyed, 1,611 have worked in multiple positions in the public service and the average number of years since last promotion is 3.6. Figure 21 shows the main avenues through which respondents obtained a promotion or career advancement.¹⁶

The paths to promotion or advancement are extremely varied and speak to the large diversity of promotion practices across institutions, as well as changes over time. In Figure 21, we see that the most common path to promotion is through a centrally determined promotion, meaning one that is granted from the Office of the Head of the Civil Service or the Public Services Commission, but those constitute less than 40% of cases. Transfers – both internal and external – are also somewhat common, making up approximately 20% of cases.

¹⁶ The question formulation is as follows: “Do you recall through which procedure you last advanced to a better position?”. We present the formulations of the answers in Appendix C.

Figure 21. Public servants' paths to promotion or career advancement

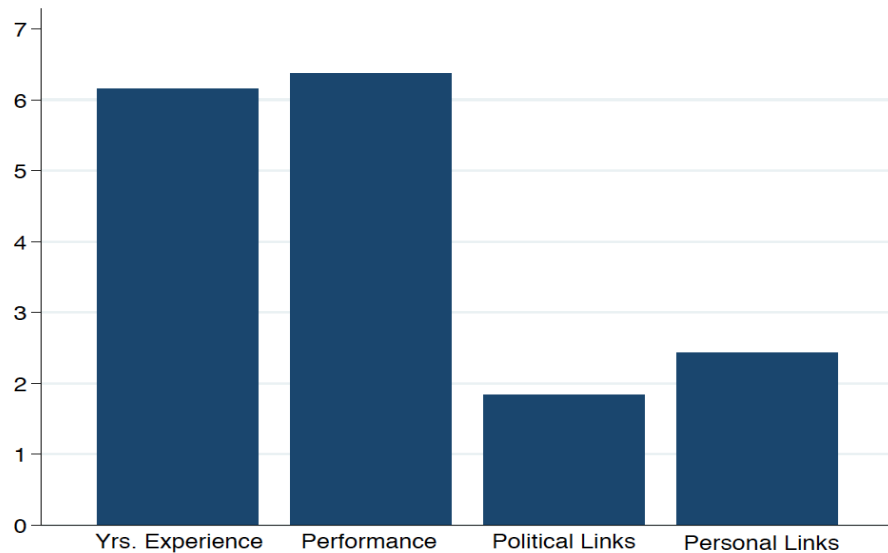


With respect to the factors that matter most for promotion, Figure 22 shows average level of importance accorded to four different factors: years of experience, work performance, personal connections and political connections.¹⁷ Both years of experience and work performance are rated on average as important, while both personal and political connections have an average rating suggesting they are not important. Moreover, in text responses to questions about how one obtained advancements or promotions, many people said that obtaining a higher educational degree was an important factor. This suggests that educational qualifications are also important for obtaining promotions or career advancements.

¹⁷ The question reads: "Thinking about your future career in the public sector, in your opinion, how important do you expect the following criteria to be for your advancement to a better position?" The answers respondents asked to evaluate from 1= not at all important to 7= very important, are: Number of years of work experience, Work performance in current position, Support from a politician or someone with political links, Support from family, friends or other personal connections inside the public sector.

“Of those on the Single Spine Salary structure, 65.2% indicated that their salary increased as a result of the migration to SSSS.”

Figure 22. Factors important for career advancement



The factors that are perceived to be important for career advancement are not dependent on the way in which public servants obtain their advancement. For example, those who received their promotions through competitive processes, were no more likely to see work performance as important or very important than those who did not receive their promotions through competitive processes.

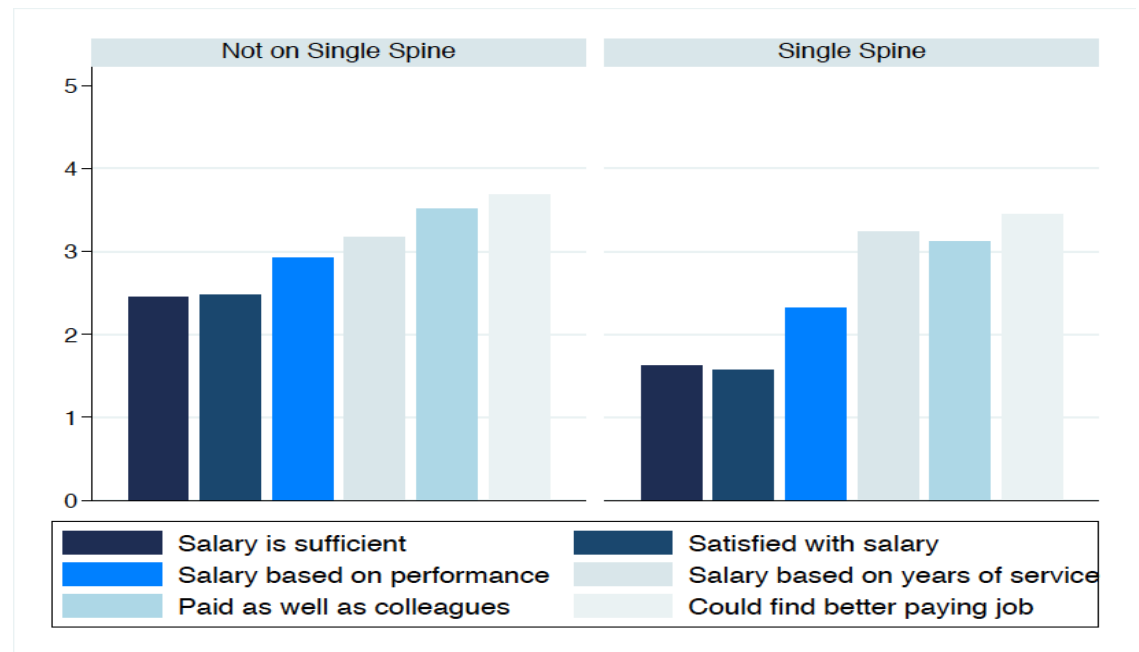
Salary management

Approximately 74.6% of respondents indicated that they are now on Ghana’s recently implemented Single Spine Salary Structure (SSSS), 22.7% indicated they are not on the SSSS and 2.8% were not sure or preferred not to respond. Of those on the SSSS, 65.2% indicated that their salary increased as a result of the program, 7.2% said their salary decreased and 14.2% said their salary stayed the same. Most respondents (82.0%) migrated to the Single Spine between 2009 and 2013, while the others indicated that the move to the SSSS had occurred more recently.

In Figure 23, we compare public servant attitudes towards salary according to whether or not they are on the SSSS. On average, those *not* on the SSSS are more satisfied

with their salary, believe their salary is sufficient to sustain their household, and are more likely to believe that their salary is based on work performance.¹⁸

Figure 23. Public servant attitudes towards their salary



Performance Evaluation

The implementation of the SSSS has been closely tied to the proposed rationalization of performance management systems. This section investigates public servants' experiences with performance management. Table 1 shows how many times respondents reported being evaluated in the preceding two years.

¹⁸ The statements for which respondents are asked to provide level of agreement (1= strongly disagree to 5= strongly agree) are: I could sustain my household through my salary alone, I am satisfied with my salary, My work performance has had an influence on my salary in the public service, My years of service in the public service have had an influence on my salary, I am paid at least as well as colleagues who have job responsibilities similar to me, It would be easy for me to find a job outside the public sector that pays better than my current job.

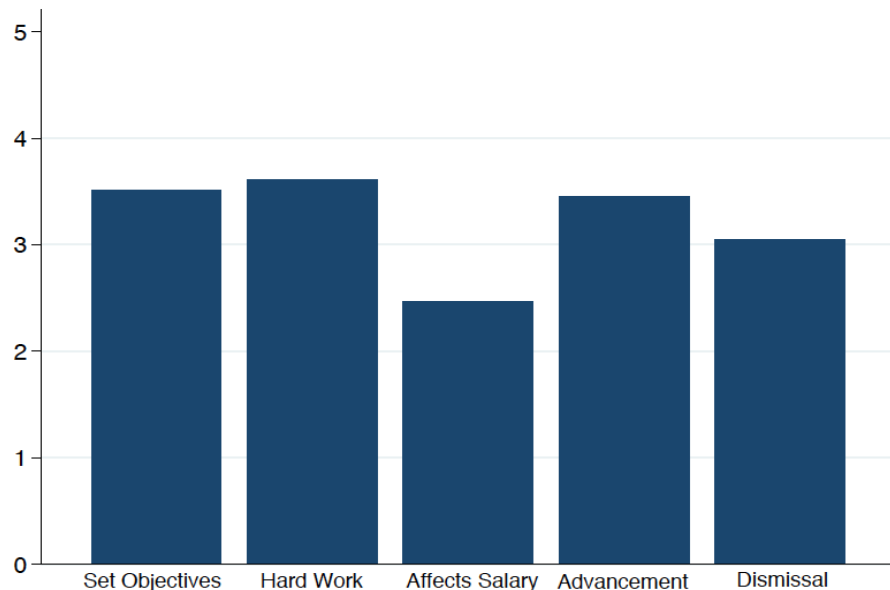
“This result suggests that reforms aimed at tying salary levels to performance have not been very effective.”

Table 1. Number of Performance Evaluations in Past Two Years

Number of Evaluations	Respondents	Percent
0	219	13.6%
1	326	20.3%
2	737	45.9%
3	74	4.61%
4	163	10.15%
5	87	5.42%

In Figure 24 we report on respondents’ attitudes towards performance evaluations. The questions ask public servants the extent to which they agree or disagree (on a 5 point scale where 1=strongly disagree and 5 = strongly agree) with statements about whether their performance evaluations are based on set objectives, whether hard work leads to better performance evaluations, whether performance evaluations affect salary and advancement or promotion, and whether a bad performance evaluation could lead to one’s dismissal. The results indicate middling levels of agreement with the exception that respondents tended to disagree more with the statement that performance evaluation affects salary. This result suggests that reforms aimed at tying salary levels to performance have not been very effective.

Figure 24. Public servant attitudes towards performance evaluations



In Figures 25, 26 and 27 we investigate attitudes towards performance evaluations across institutions.¹⁹ The Figures show a significant amount of variation in institutional responses to statements about whether performance evaluations affect prospects for advancement and salary increases, and whether a negative performance evaluation could lead to dismissal. However, on average, respondents across all institutions consider performance evaluations to be important for advancement.

Figure 26 shows that respondents across Ghanaian institutions do not consider evaluation performance to be strongly tied to their salaries.

¹⁹ The precise formulation of the statements respondents evaluated are as follows: My performance has been assessed against a set of objectives that were agreed before the beginning of the assessment period; Hard work has led to better performance evaluation ratings; My performance evaluation ratings have had an influence on my salary; My performance evaluation ratings have had an influence on my career advancement; A negative performance rating could lead to my dismissal from the public sector. Respondents were asked to evaluate their level of agreement with the above statements from 1 = strongly disagree to 5 = strongly agree.

“Respondents across Ghanaian institutions do not consider evaluation performance to be strongly tied to their salaries.”

Figure 25. Performance evaluations affect advancement

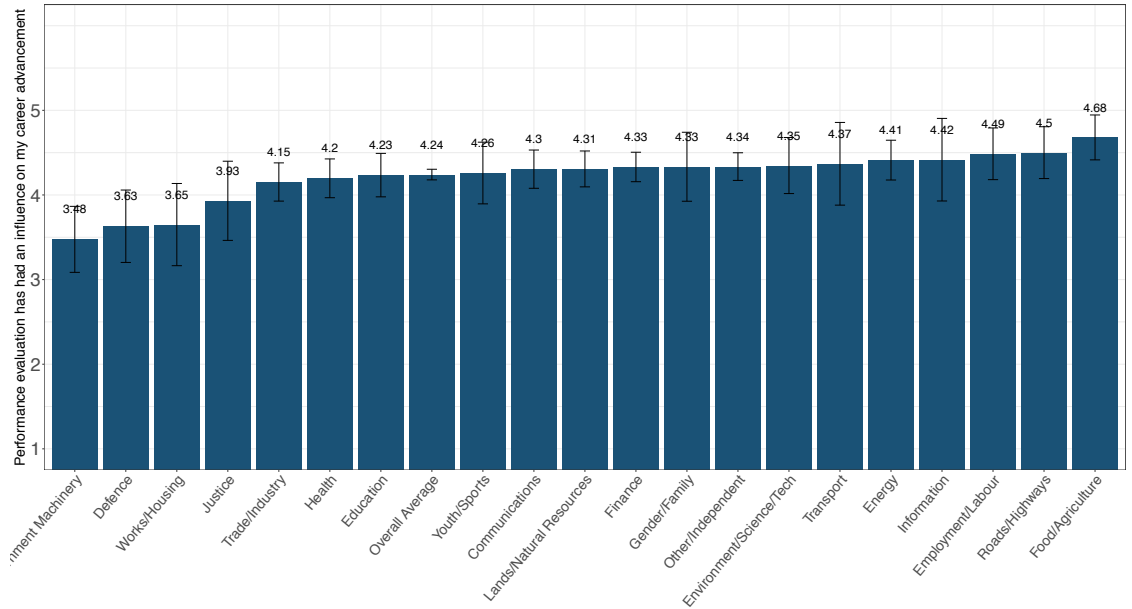
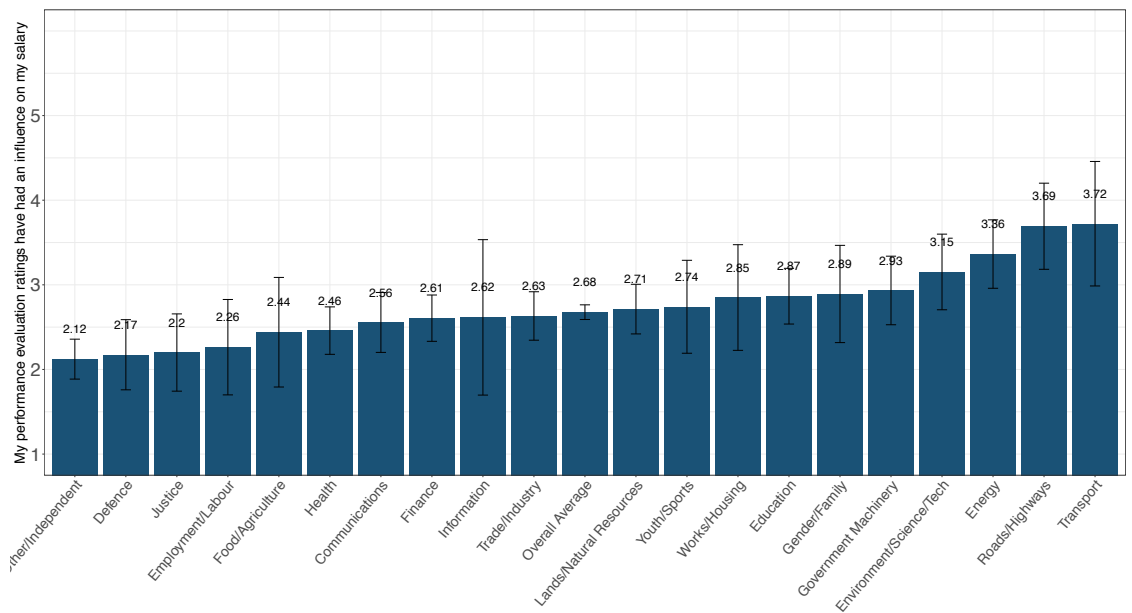
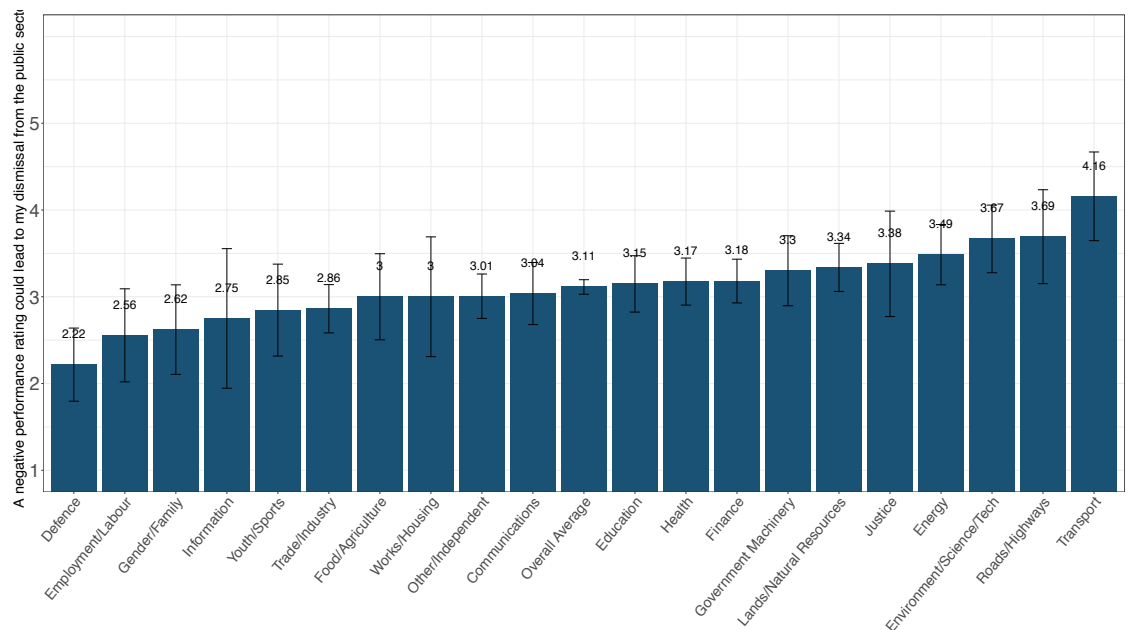


Figure 26. Performance evaluations affect salary



Finally, as Figure 27 shows, there is large variation in the perceptions of public servants about the likelihood that negative performance evaluation could lead to dismissal. While the average score for respondents from the Ministry of Defence (lowest scoring institution) on this question is 2.2, the corresponding score for the Ministry of Transport (highest scoring institution) is 4.16.

Figure 27. Negative performance evaluation could lead to dismiss



Job stability management

Finally, we investigate how public servants perceive issues surrounding job stability. Figure 28 shows public servants' perceptions of the stability of their jobs. Specifically, the graph shows levels of agreement (1=strongly disagree and 5 = strongly agree) with the following statements:

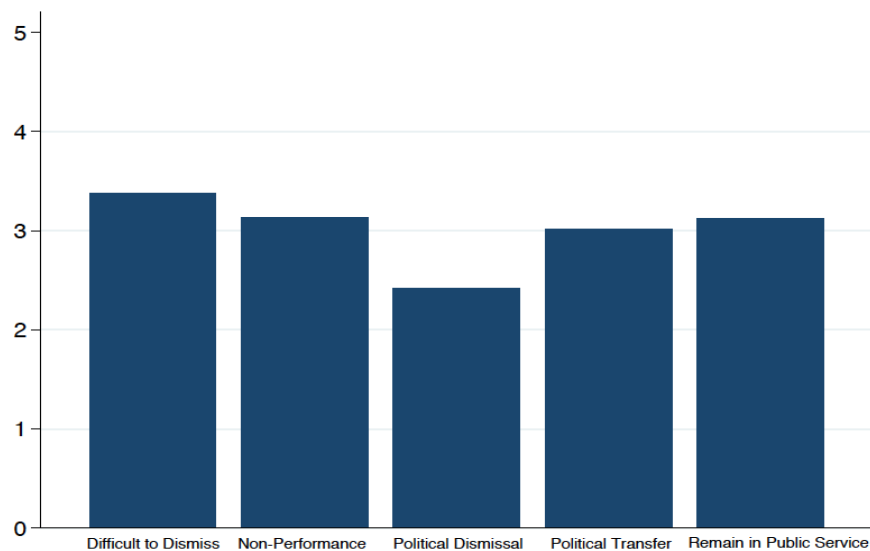
- It would be difficult to dismiss me from the public service
- I might be dismissed from the public service if I do not perform well
- I might be dismissed from the public service for political reasons
- I might be transferred away from my current position against my will for political reasons

“Public servants tend to see stability in their jobs, though there is important variation across institutions.”

- I expect to spend the rest of my career in the public service

The results suggest middling levels of agreement with most of these statements, though somewhat lower levels of agreement with the statement about the potential for political dismissals.

Figure 28. Public servant attitudes towards job stability



In Figures 29 and 30, we investigate variation in these perceptions across institutions. Figure 29 shows comparisons of public servant perceptions about how difficult it would be for them to be dismissed. While those in Defence and Information tend to agree that it would be very difficult for them to be dismissed, those in Energy and Youth and Sports are considerably more likely to *disagree* with these statements, indicating that they see their jobs as more unstable.

Figure 30 shows levels of agreement across institutions with the statement about the potential for political dismissals. Those in Employment and Labour and Defence see themselves as most immune to political dismissals, while those in the Roads and

Highways and Environment, Science and Technology sectors see their jobs as being more vulnerable to political dismissals.

Figure 29. Public servant perceptions of difficulty of being dismissed

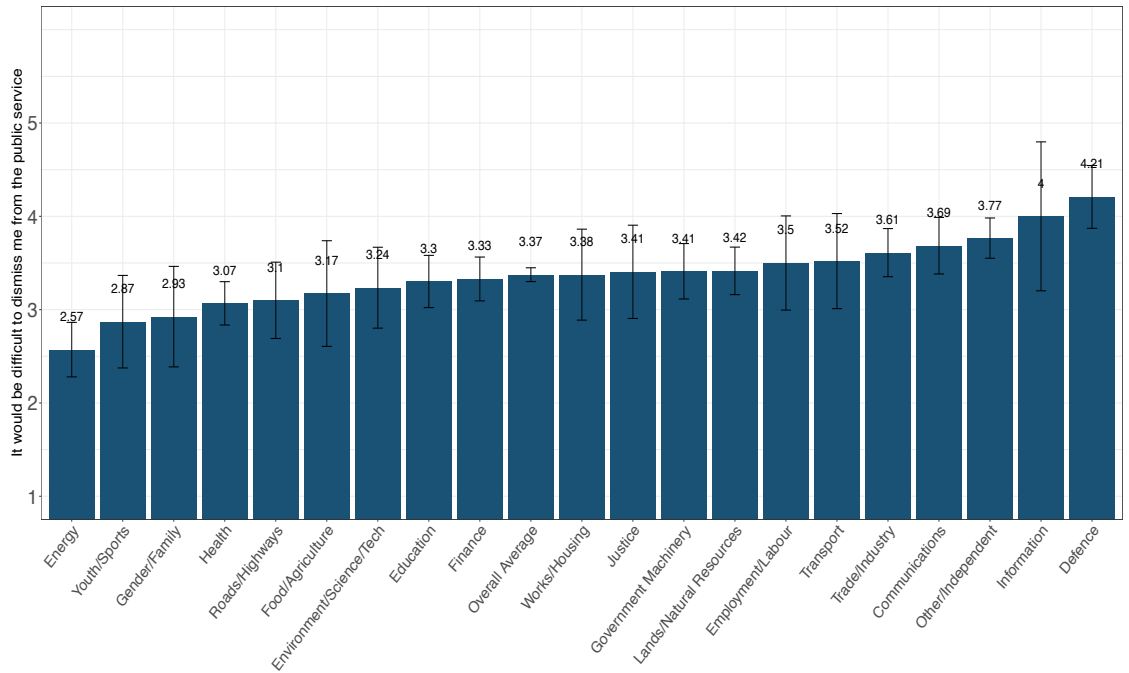
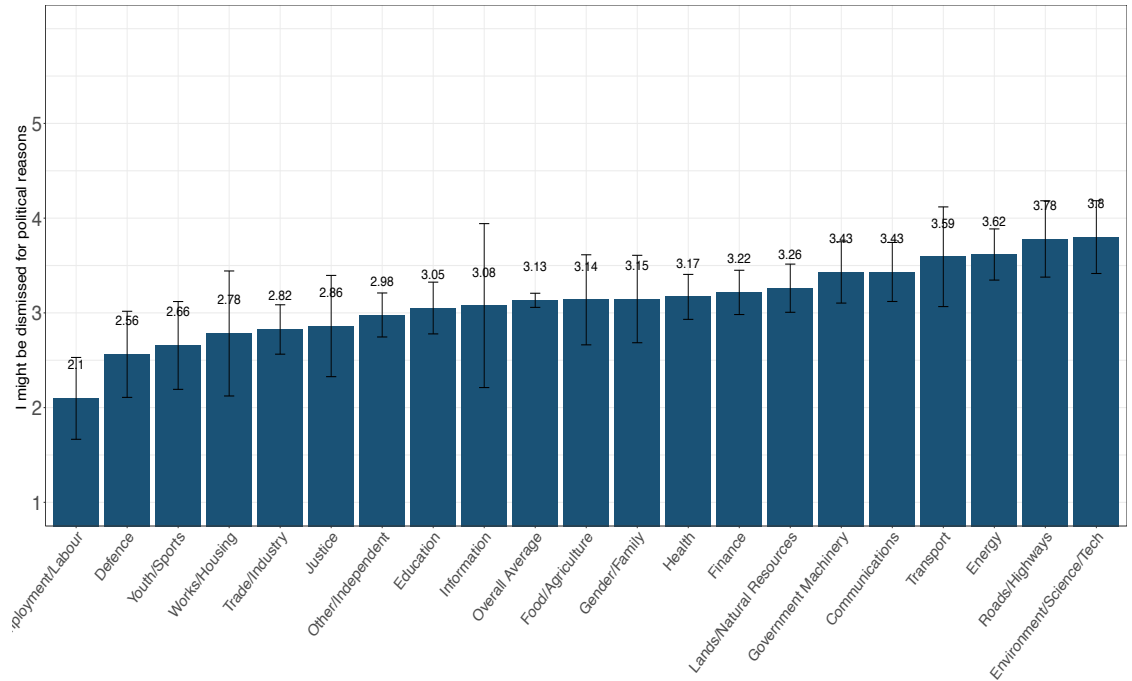
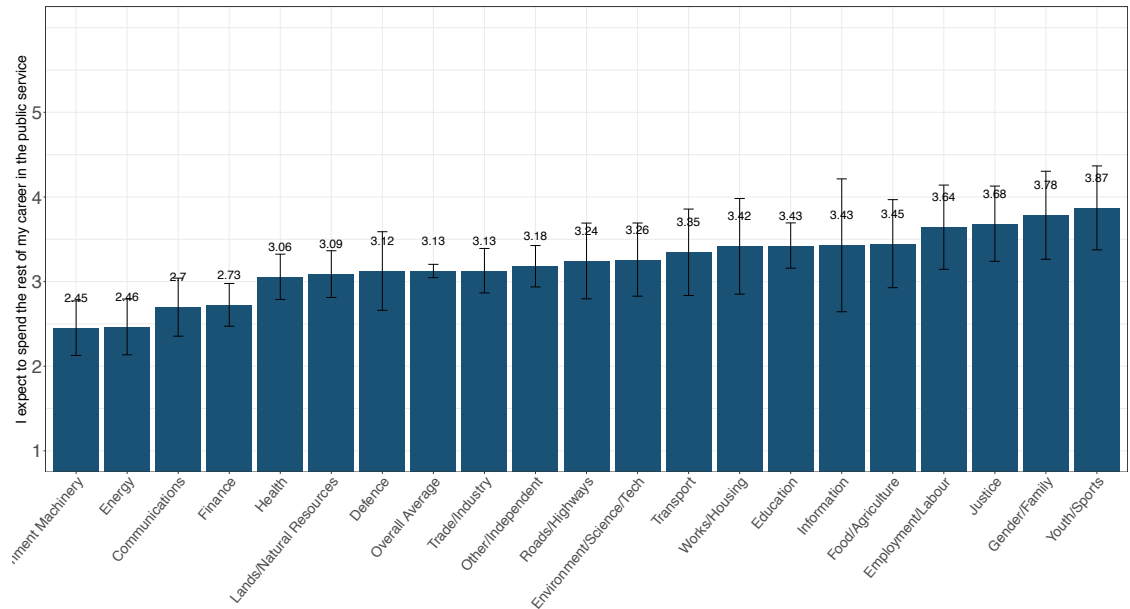


Figure 30. Public servant perceptions of potential for political dismissal



Finally, Figure 31 shows the expectation of public service employees to spend the rest of their careers in the same sector. There is significant variation across institutions with employees from the Ministries of Government Machinery, Energy and Communications expressing the opinion that they are likely to turn to the private sector versus institutions like Ministries of Gender and Family, and Youth and Sports. In the latter, public servants expect to stay in the public sector for the rest of their careers.

Figure 31. Public servant expectations to stay in the public sector



Conclusions

This chapter has presented survey results related to management practices in the public service. The data provided indicate that human resource management practices vary considerably across the public service, a finding that is consistent with previous studies (Williams 2015).

With respect to recruitment and promotion, educational qualifications, work experience and performance are perceived to have the most influence over human resource decisions. The results are considerably more mixed in perceptions about the importance of personal and political connections, though there is some persuasive evidence that personal connections may be important in hiring decisions.

The results also show that Single Spine Salary Reforms have not necessarily led to greater satisfaction with salaries, even though most respondents' salaries increased as a result of the reforms. Moreover, those on the SSSS were more likely to disagree with the statement that performance evaluations are tied to one's salary, suggesting some level of skepticism about the extent to which salary and performance systems

have become rationalized as a result of the reform. This is not surprising considering that reforms of the evaluation system are still in progress and have garnered much attention in the Ghanaian media.

Finally, public servants tend to see high levels of stability in their jobs, though there is important variation across institutions. Transfers for political reasons appear to be more common than political dismissals, a finding that is consistent with recent research on local governments in Ghana (Brierley 2017).

The results suggest that job interviews alone do not have any meaningful effect on work motivation or job satisfaction, unlike entry exams, which do have a positive effect.

IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

This section presents data on the effects of public service management practices on public servant attitudes. On the whole, management practices affect job satisfaction more frequently than work motivation. Competitive processes for advancement and tying salary and performance to evaluation represent key opportunities to improve work motivation and job satisfaction.

Effects of recruitment practices

Conventional wisdom suggests that meritocratic recruitment practices lead to better bureaucratic performance (e.g. Rauch and Evans 2000, Dahlstrom and Lapuente 2012, Oliveros and Schuster 2017, Meyer-Sahling and Mikkelsen 2016). While this thinking usually reflects the idea that meritocratic practices populate bureaucratic organizations with more skilled and experienced personnel, another possibility is that meritocratic selection processes affect the motivation or satisfaction of employees, which renders them more productive. We test this idea with regressions in which the main independent variables are factors reflecting individuals' experiences obtaining their first jobs in the public sector and dependent variables focused on work motivation and job satisfaction.²⁰

The results, presented in Figures 32 and 33, suggest that job interviews alone do not have any meaningful effect on work motivation or job satisfaction. Entry exams, however, appear to lead to more motivated, but somewhat less satisfied employees. While it's not clear why this is the case, it is consistent with findings from other

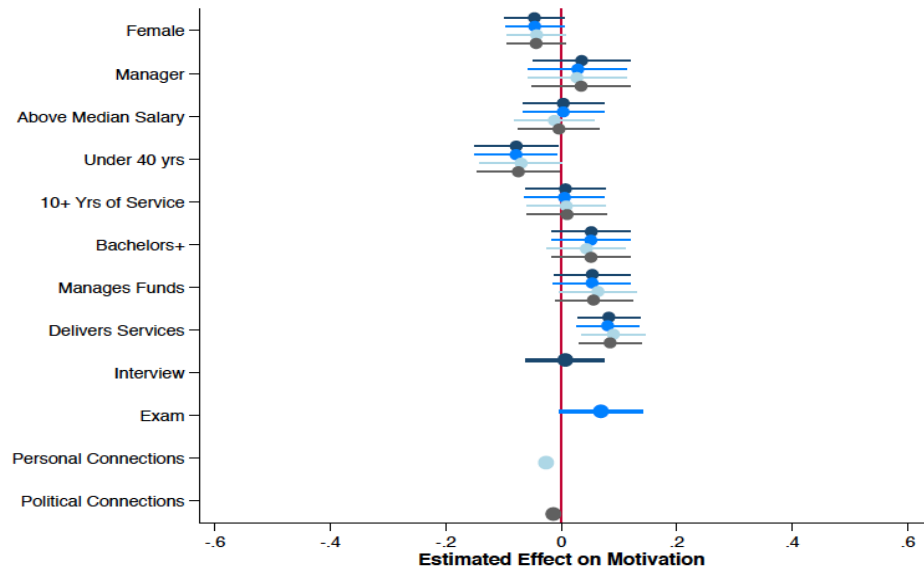
²⁰ For all regression results presented in this section, we use standard OLS regression with the individual as the unit of analysis. We use the demographic control variables presented in each graph and institution fixed-effects. The graphs show estimates with 90% confidence intervals.

IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

regressions showing that more competitive human resource management processes lead to higher observed levels of motivation.

The regressions also explore whether individuals who said they had personal or political links who helped them get their first job in the public service are more or less likely to be motivated and satisfied. In terms of motivation, these types of personal and political connections have a very small but statistically significant negative effect on motivation. Overall, the results suggest that these these recruitment practices may not meaningfully affect worker attitudes about their jobs.

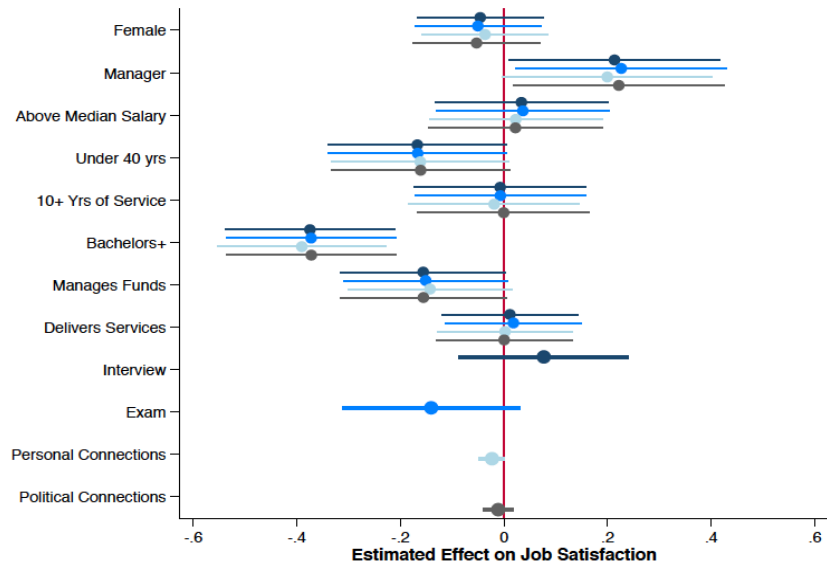
Figure 32: Effects of recruitment practices on work motivation



IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

“In particular competitive advancement process are likely to represent an important management tool for keeping employees both motivated and satisfied.”

Figure 33: Effects of recruitment practices on job satisfaction



Effects of promotion practices

Next, we examine how promotion practices affect work motivation and job satisfaction. The regressions in this section test the effects of the following variables: whether the promotion or advancement was granted by a central management agency such as the Public Services Commission or the Office of the Head of the Civil Service, whether the advancement was the result of a competitive process (internal or external to the organization), or whether the advancement was the result of a transfer from either inside or outside the organization. We also examine the effects of having friends and family or politicians assist with obtaining one’s promotion or advancement.

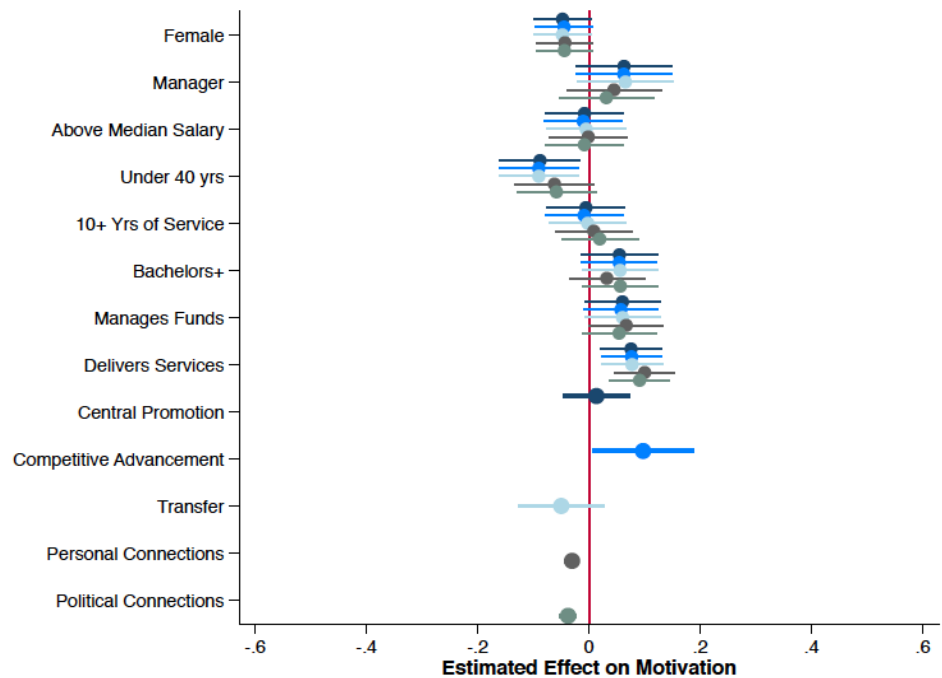
The results, seen in Figures 34 and 35, suggest in particular that competitive advancement process are likely to represent an important management tool for keeping employees both motivated and satisfied. Although the effects are not particularly large, the results do make clear that those who indicated that their last advancement was the result of a competitive process were estimated to have higher levels of motivation and satisfaction.

IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

“Those who reported that personal or political connections helped them obtain a salary increase are likely to have slightly lower levels of motivation, but their job satisfaction is not significantly affected.”

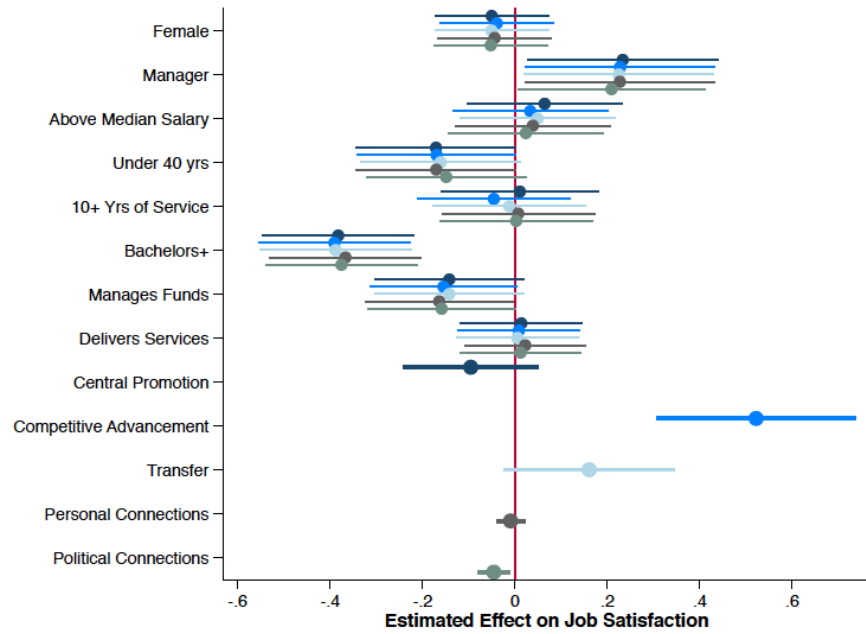
The results were considerably less clear with respect to centrally-designated advancements. Those who indicated they had help from friends, family or politicians demonstrated significantly lower levels of motivation, and those specifically with political help in their last advancement had significantly lower levels of job satisfaction.

Figure 34: Effects of promotion/advancement practices on work motivation



IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

Figure 35: Effects of promotion/advancement practices on job satisfaction



Effects of salary management practices

As any person with a job knows, salary levels and the way in which salaries are managed can affect employees' attitudes on the job. In this section we examine how different aspects of salary management affect work motivation and job satisfaction.

First, regarding the Single Spine program, though the results are not statistically significant, there is some indication that it is having a small positive effect on work motivation (Figure 36), but a negative effect on job satisfaction (Figure 37).

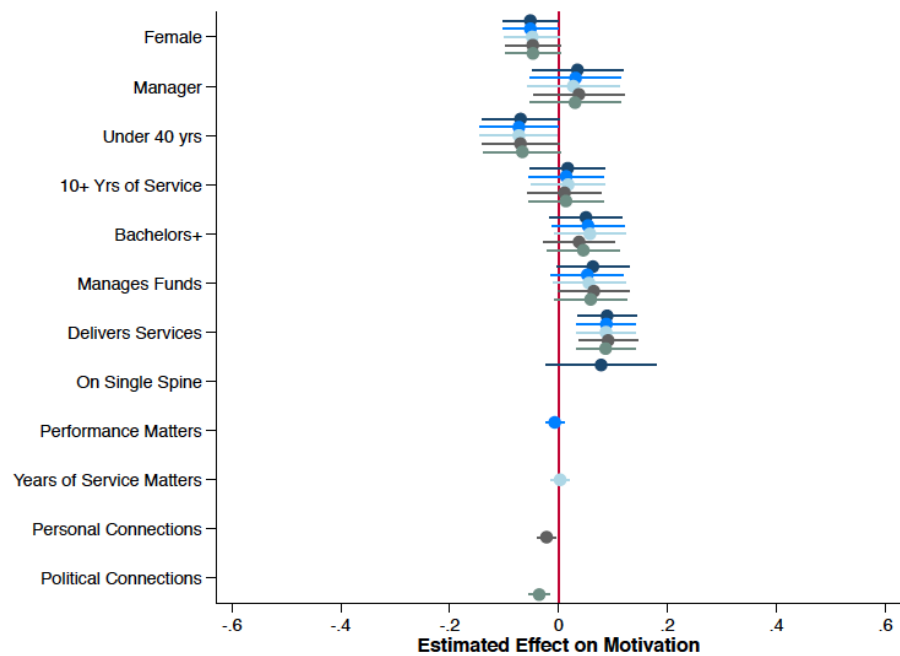
Those who believe that performance and years of service are important for determining their salary are more likely to be satisfied with their jobs (Figure 37), but they are not necessarily more motivated at work (Figure 36). This finding suggests that factors other than salary tend to be important in motivating public servants to work hard in Ghana and may indicate that public service employees view performance as something that may or may not depend on hard work. It is important to note, however,

IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

that salary levels may be important for keeping public servants satisfied with their public service careers.

Finally, those who reported that personal or political connections helped them obtain a salary increase are likely to have slightly lower levels of motivation (Figure 36), but their job satisfaction is not significantly affected (Figure 37).

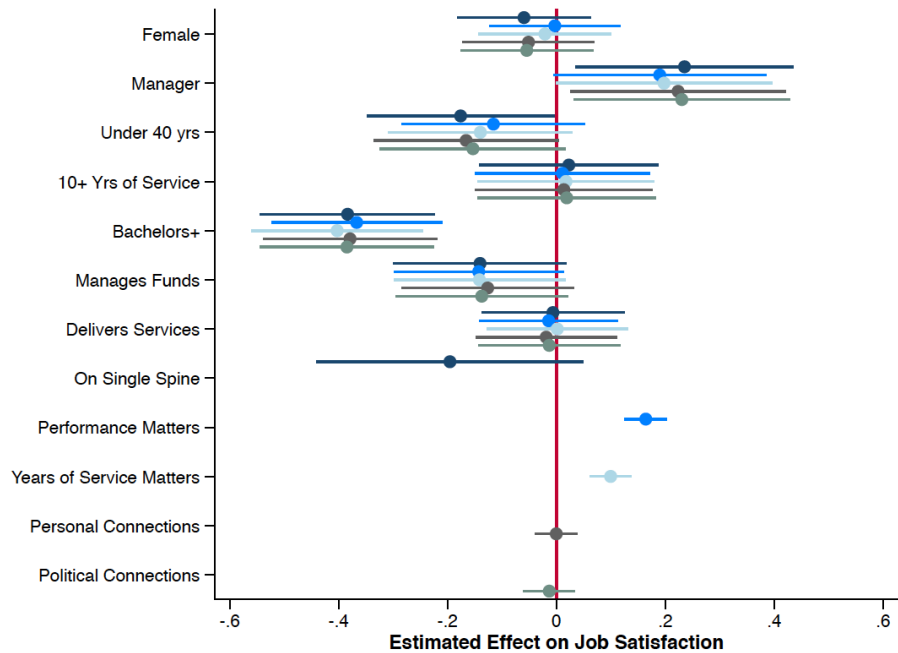
Figure 36: Effects of salary management practices on work motivation



IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

“The practice of frequent performance evaluations may lead to more hard-working employees.”

Figure 37: Effects of salary management practices on job satisfaction



Effects of performance management practices

How performance is evaluated, and what actions result from those evaluations, will undoubtedly impact how employees view their work. Figures 38 and 39 present regression results for the effects of four aspects of the performance evaluation system experienced by survey respondents. These include: the number of performance evaluations performed in the last two years, whether performance was evaluated against a pre-determined set of objectives, whether respondents believe that working hard affects their performance evaluation and whether the respondent believes that a negative performance evaluation could lead to dismissal.

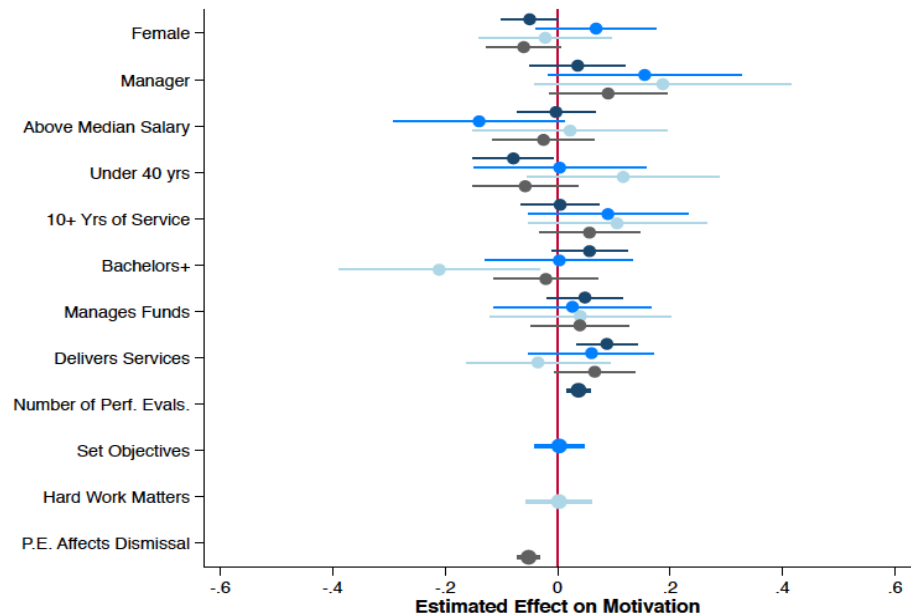
Those who are evaluated more frequently have significantly higher levels of work motivation *and* job satisfaction. There are no effects of having performance evaluated against specified objectives on either work motivation or job satisfaction. Those who believe that hard work matters for their performance evaluation are more likely to be

IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

satisfied in their jobs, but they are not necessarily more motivated. Those who believe that their performance evaluations could affect dismissal have significantly lower levels of both work motivation and job satisfaction.

Together, these results suggest that the practice of frequent performance evaluations may lead to more hard-working employees, albeit only where performance evaluations are not tied to dismissals. At the same time, the specific ways that evaluations are implemented does not seem to affect employee motivation. Job satisfaction may be based, to some extent, on perceptions of job stability and the fairness of the evaluation system.

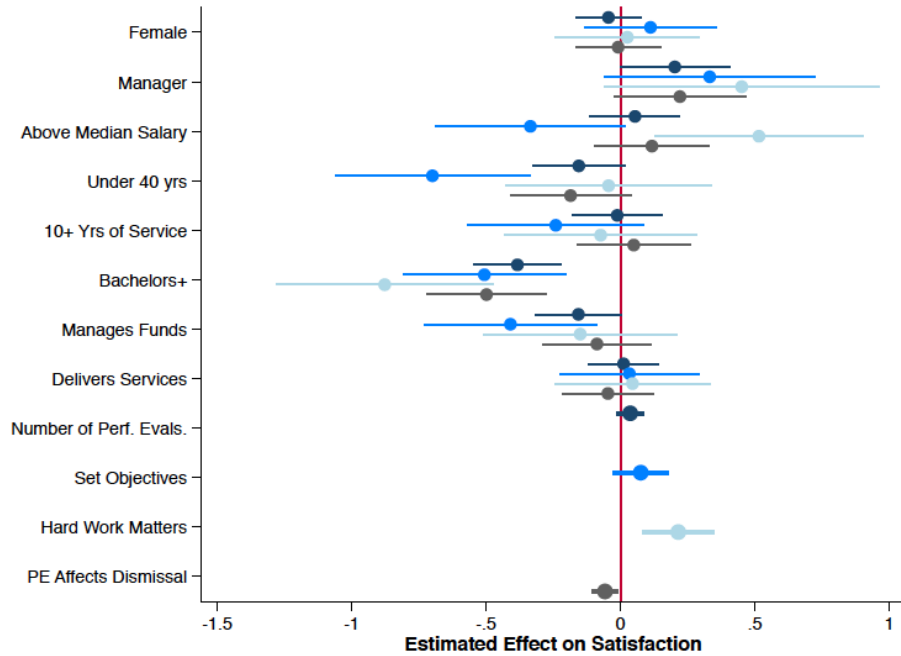
Figure 38: Effects of performance management on work motivation



IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

“Perceptions of job stability have greater effects on job satisfaction than on motivation to work hard.”

Figure 39: Effects of salary management practices on job satisfaction



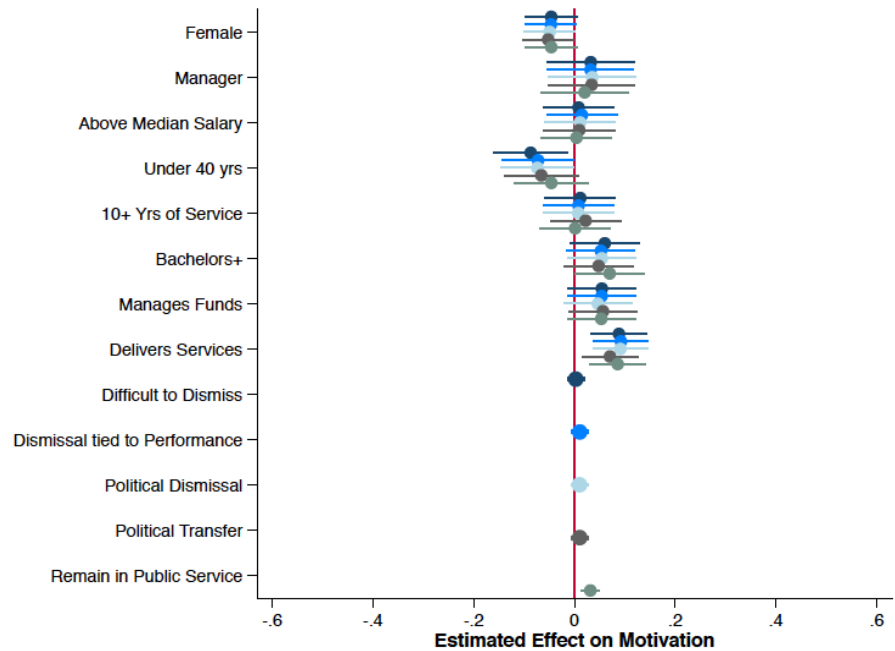
Effects of job stability management

Finally, we examine how perceptions about job stability affect work motivation and job satisfaction. We examine the effects of five different factors: the respondent’s perception about how difficult it would be to dismiss them from the public service, whether a bad performance could lead to dismissal, whether they believe that they could be dismissed or transferred for political reasons and whether they expect to spend the rest of their career in the public service

Overall, perceptions about job stability have little effect on motivation (See Figure 40). Those who intend to remain in the public service for the rest of their careers demonstrate slightly higher levels of motivation, but this could have been the case when they were first hired into the public service.

IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

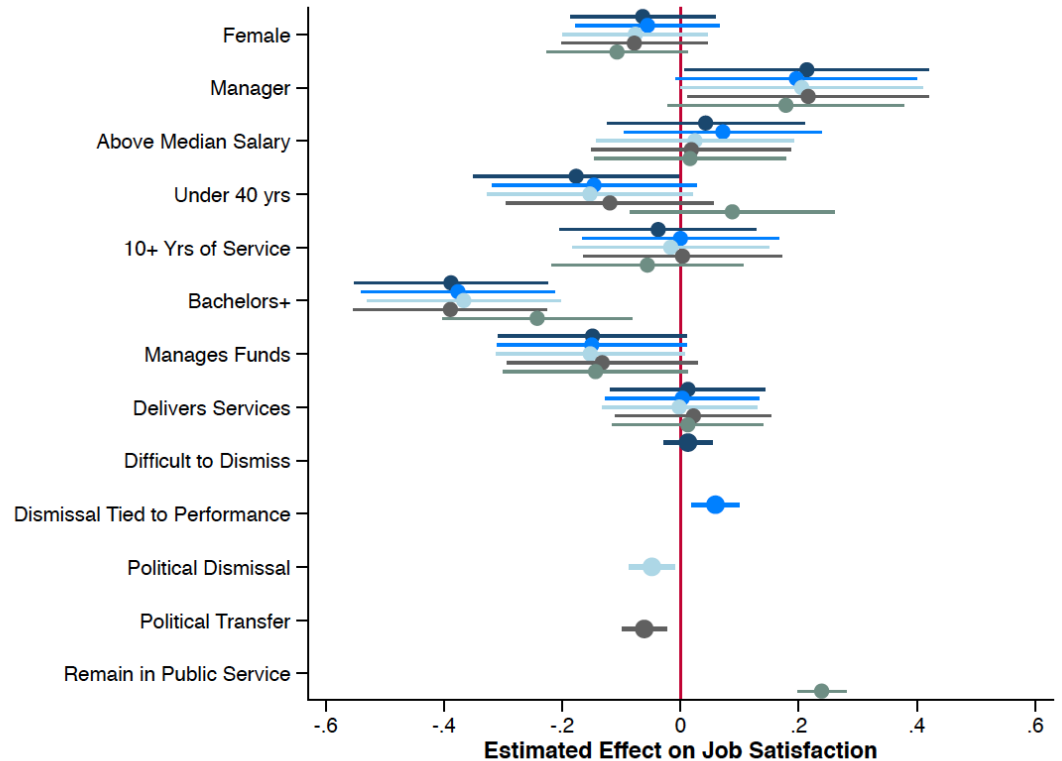
Figure 40: Effects of job stability management on work motivation



Perceptions of job stability (Figure 41) have greater effects on job satisfaction. Believing that poor performance may lead to dismissal tends to increase levels of job satisfaction, as does intent to remain in the public service for the remainder of one's career. Perceptions of possible political dismissal or transfer tend to decrease levels of job satisfaction. These findings suggest that individuals are most satisfied when they perceive management practices will reward hard work.

IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

Figure 41: Effects of job stability management on job satisfaction



Conclusions

This chapter has presented regression results investigating the relationship between management practices and the attitudes of public service employees. The results of these regressions are summarized in Table 3 below.

The results make clear that there is no silver bullet management solution to raise levels of motivation and job satisfaction. In fact, it's possible that in some cases, interventions that increase motivation may decrease satisfaction, and vice versa. Recruitment exams, competitive promotion processes and frequent performance evaluations lead to increased levels of work motivation. By scaling up such practices

IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

“Clientelism and nepotism are likely to deter public servants from working hard, while competitive promotion processes have a positive effect on both work motivation and job satisfaction.”

across institutions, it may be possible to increase the overall motivation of employees or to attract more motivated individuals to the public service.

Public servants' job satisfaction, however, is most sensitive to perceptions about human resource management. Specifically, those who believe that hard work, performance and experience matter for salary, performance management and job stability are more likely to be satisfied in their jobs. Such findings suggest that public service employees like working in organizations where nepotism and politicization of human resource management decisions are kept to a minimum.

More specifically, public servants who perceive that management practices are affected by personal and political connections have, on average, lower levels of work motivation and, in some cases, lower levels of job satisfaction. This pattern reflects the idea, mentioned above, that clientelism and nepotism are likely to deter public servants from working hard. On the flipside, when public servants believe that hard work and performance affect their salaries, advancement opportunities, performance evaluations and risks of dismissal, they are more likely to be satisfied in their jobs.

Additionally, competitive promotion processes have a positive effect on both work motivation and job satisfaction while other types of promotion processes do not seem to affect these attitudes. This is an area where systematic reform could potentially improve employee attitudes.

Finally, those who expect to spend the remainder of their careers in the public service are generally more satisfied and more motivated. While this could be a result, not of management practices, but of self-selection into the public service and potentially reverse causality, it's important to keep in mind that those who see the public service as a fruitful career option, rather than just a stepping stone to a job elsewhere, may turn into more productive employees.

IV. How do civil service management practices affect the core attitudes and behaviors of public servants?

Table 3: Regression Results Summary

	Work Motivation	Job Satisfaction
Recruitment Practices		
Interview	No Effect	No Effect
Exam	Positive	Negative
Personal Connections Matter	Negative	No Effect
Political Connections Matter	Negative	No Effect
Promotion/Advancement Practices		
Centrally-determined	No Effect	No Effect
Competitive	Positive	Positive
Transfer	No Effect	No Effect
Personal Connections Matter	Negative	No Effect
Political Connections Matter	Negative	Negative
Salary Management Practices		
On Single Spine	No Effect	No Effect
Performance Matters	No Effect	Positive
Years of Experience Matter	No Effect	Positive
Personal Connections Matter	Negative	No Effect
Political Connections Matter	Negative	No Effect
Performance Management Practices		
Frequency of Performance Evaluation	Positive	No Effect
Evaluated Against Set Objectives	No Effect	No Effect
Hard Work Matters	No Effect	Positive
Performance Evaluation Affects Dismissal	Negative	Negative
Job Stability Management		
Difficult to Dismiss	No Effect	No Effect
Dismissal Tied to Performance	No Effect	Positive
Political Dismissals are Possible	No Effect	Negative
Political Transfers are Possible	No Effect	Negative
Intent to Remain in Public Service	Positive	Positive

V. Conclusions and Recommendations

This report has presented results from an innovative survey of over 1,600 public service employees across forty-nine different organizations in Ghana's public service. The results provide insight into the attitudes and practices of public servants related to their work, their institution, and the public service generally.

The findings suggest that public servants in Ghana are, by and large, committed to their work. They are motivated to work hard and serve the public. While there is little evidence that public servants use their positions for political benefit, practices of receiving gifts and using their positions to benefit friends and family are to some extent common. This latter finding is not surprising given existing knowledge of African bureaucracies (see, for example, Price 1975).

Human resource management practices vary considerably across the public service. While merit-based decisions are common in some institutions, nepotistic practices are also common. The survey results show that public servants are more satisfied with their jobs when human resource management decisions are based on work effort and performance, rather than personal or political connections, though the latter is relatively rare.

There are mixed results regarding recent pay reforms in Ghana. Those on the Single Spine Salary Structure (SSSS) appeared to have higher levels of motivation but lower levels of satisfaction with their jobs than those who have not migrated to the SSSS. Moreover, those on the SSSS were less likely to believe that salaries are tied to performance than those not on the SSSS. This finding suggests the urgency of continuing the Government's ongoing efforts to sync salary levels with performance evaluations, and to make performance evaluations more meaningful.

To conclude, we list the top five recommendations for a more motivated, ethical and committed public service in Ghana.

#1: Reduce Nepotism in Human Resource Management

Public servants who perceive that human resource decisions are the result of personal connections have significantly lower levels of both work motivation and job satisfaction.

#2: Ensure that Human Resource Management Decisions are Tied to Work Effort and Performance

In addition to #1, those who believe that human resource management decisions such as salary levels and performance ratings are based on work effort and performance have significantly higher levels of job satisfaction and, in some cases, higher levels of work motivation.

#3: Ensure Competition in Promotion/Advancement Processes

Public servants whose most recent advancement occurred through a competitive process had significantly higher levels of work motivation and job satisfaction.

#4: Foster Long-Term Job Stability

Those who expect to spend the remainder of their careers in the public service have significantly higher levels of both work motivation and job satisfaction, including those who believe there is little chance that they would be dismissed for political reasons.

#5: Understand Tradeoffs in Reform Decisions

In Ghana, it is possible that some reforms may promote job satisfaction while decreasing work motivation or vice versa. Attention to such tradeoffs will help to avoid unintended negative consequences of reform programs.

Appendix

Appendix A: Survey Sample Demographics

Number of Respondents	1641
% Female	46.9%
% with Bachelors degree or higher	80.1%
Average Years of Service	10.9
Average Age	38.1
% Largest Ethnic Group (Ashanti)	17.4%
% Manager	11.7%
% Technical/Professional	39.9%
% Administrative	47.5%
Support/Member of Political Party	25.4%

Appendix B: Results Summary by Institution

Part 2 Results:

Institution	Number Surveyed	Work Motivation	Job Satisfaction	Public Service Motivation	Intent to Stay in Public Sector (%)	RGifts or other Personal Benefits	Using Position to Help Family and Friends	Diverting Resources to Political Parties	Participate in Electoral Campaigns
Bank of Ghana	7	4.43	5.71	4.81	71	2.00	2.43	1.33	1.67
Controller and Accountant General	37	4.16	4.59	4.72	50	2.50	2.84	1.66	2.08
Copyright Office	7	4.62	5.14	4.87	57	1.67	2.14	1.00	1.00
CSIR Food Research Institute	23	4.29	5.22	4.90	76	1.57	2.80	1.24	1.29
Department of Feeder Roads	41	4.24	4.85	4.60	70	2.55	2.37	1.33	1.39
Driver Vehicle Licensing Authority	27	4.43	5.81	4.82	72	2.42	2.64	1.46	1.60
Energy Commission	44	4.29	5.66	4.70	65	2.20	2.58	1.37	1.43
Environmental Protection Agency	28	4.33	4.71	4.73	63	2.41	2.57	1.48	1.42
Fair Wages and Salaries Commission	19	4.19	4.68	4.75	56	2.00	2.13	1.44	1.60
Forestry Commission	31	4.39	5.13	4.73	74	2.93	3.27	1.64	1.83
Ghana AIDS Control Program	8	4.75	6.00	4.71	50	2.00	2.57	1.17	1.00
Ghana Audit Service	42	4.43	5.29	4.80	59	2.03	2.69	1.22	1.54
Ghana Cocoa Board (COCOBOD)	20	4.08	4.95	4.67	74	2.78	3.16	1.67	1.79
Ghana Educational Trust Fund	24	4.36	4.54	4.75	62	2.58	2.54	1.78	2.14
Ghana Investment Fund for Electronic Comm.	28	4.43	5.39	4.83	60	2.43	2.60	2.04	2.21
Ghana Investment Promotion Center	30	4.44	4.83	4.86	52	2.46	2.75	1.46	1.62
Ghana Pharmacy Council	25	4.47	4.72	4.69	73	2.00	2.29	1.38	1.71
Ghana Revenue Authority	12	4.14	5.33	4.68	71	2.00	2.00	1.29	1.43
Ghana Standards Authority	71	4.57	4.77	4.80	46	2.85	3.29	1.92	2.22
Ghana Statistical Service	32	4.44	4.69	4.89	67	2.08	3.30	1.27	1.36

Health Promotion Department	10	4.50	5.00	4.77	33	2.10	2.60	1.38	1.33
Information Services Department	39	4.27	4.72	4.87	80	2.45	3.08	1.33	1.81
Lands Commission	112	4.22	4.58	4.81	67	2.71	3.00	1.35	1.45
Medical and Dental Council	16	4.54	5.38	4.69	60	1.54	1.71	1.00	1.13
Ministry of Communications	23	4.10	5.09	4.84	73	2.09	2.52	1.24	1.18
Ministry of Defence	48	4.67	5.08	4.93	77	2.20	2.94	1.32	1.19
Ministry of Education	67	4.25	5.00	4.63	67	2.62	2.76	1.67	1.66
Ministry of Employment and Labour Relations	42	4.39	5.00	4.85	66	3.14	3.31	1.52	1.47
Ministry of Energy	37	4.14	3.92	4.73	46	2.93	3.13	2.52	2.27
Ministry of Finance and Economic Planning	70	4.17	4.63	4.68	57	2.92	3.22	2.04	2.10
Ministry of Food and Agriculture	29	4.16	4.83	4.78	46	2.57	2.79	1.32	1.75
Ministry of Foreign Affairs and Regional Int.	66	4.50	5.23	4.82	65	2.16	3.03	1.28	1.38
Ministry of Gender, Children and Social Prot.	41	4.67	5.17	4.69	73	1.98	2.43	1.33	1.58
Ministry of Health	77	4.27	4.95	4.59	65	2.53	2.90	1.90	2.04
Ministry of Information	14	4.19	5.57	4.91	75	2.78	3.36	1.75	1.83
Ministry of Trade and Industry	62	4.31	5.31	4.77	55	2.51	2.90	1.45	1.55
Ministry of Works and Housing	24	4.43	5.13	4.65	75	2.14	2.10	1.26	1.50
Ministry of Youth and Sports	32	4.48	5.88	4.75	84	2.31	2.50	1.71	1.80
National Board for Small Scale Industries	5	4.53	5.20	4.94	75	1.80	1.80	1.40	1.80
National Identification Authority	60	4.25	4.65	4.77	56	2.47	2.97	1.85	2.47
National Information Technology Agency	39	4.44	4.54	4.71	39	2.00	2.29	1.61	2.06
National Malaria Control Program	11	4.45	5.09	4.71	22	2.27	2.55	1.33	1.91
National Service Secretariat	30	4.56	4.53	4.67	52	2.00	2.23	1.76	2.00
National Tuberculosis Program	5	4.40	4.80	4.71	20	2.25	3.00	1.33	2.00
Nursing and Midwifery Council	55	4.42	5.07	4.76	62	2.45	2.92	1.22	1.45
Office of the Head of the Public Service	29	4.39	5.14	4.70	82	2.28	2.73	1.25	1.50
Other/Did not Respond	5	4.22	3.67	4.81	50	2.00	2.50	4.00	4.00
Petroleum Commission	5	4.73	6.00	4.77	80	2.75	2.75	2.25	2.50
Registrar General's Department	32	4.34	5.06	4.48	64	2.42	2.82	1.63	1.89

Part 3 Results:

Institution	Assessment types for obtaining first job in the public sector	Perceptions for importance of performance for career advancement	Perceptions for importance of career seniority for career advancement	Public servant satisfaction with their salary	Performance evaluations affect advancement	Performance evaluations affect salary	Negative performance evaluation could lead to dismissal	Public servant perceptions of difficulty of being dismissed	Public servant perceptions of potential for political dismissal	Public servant expectations to stay in the public sector
Bank of Ghana	0.14	6.86	5.43	4.43	4.67	4.67	3.33	2.43	3.71	3.71
Controller and Accountant General	0.08	6.19	5.86	1.65	4.13	2.84	3.13	3.51	2.89	2.97
Copyright Office	0.00	5.57	5.57	2.29	4.00	1.80	3.00	5.00	1.83	4.00
CSIR Food Research Institute	0.00	5.83	5.52	1.74	4.63	3.37	3.95	3.52	4.13	3.70
Department of Feeder Roads	0.00	6.60	6.63	1.54	4.50	3.69	3.69	3.10	3.78	3.24
Driver Vehicle Licensing Authority	0.04	6.85	6.63	2.37	4.37	3.72	4.16	3.52	3.59	3.35
Energy Commission	0.07	6.86	6.05	3.26	4.69	4.17	3.47	2.81	3.66	2.74
Environmental Protection Agency	0.07	6.36	6.39	1.75	4.15	3.00	3.46	3.00	3.52	2.89
Fair Wages and Salaries Commission	0.47	6.05	5.63	1.47	4.40	2.31	3.25	3.32	3.16	3.22
Forestry Commission	0.19	6.29	6.26	2.16	4.26	3.41	4.25	3.35	3.97	3.07
Ghana AIDS Control Program	0.38	6.13	6.38	3.00	4.83	1.83	3.43	2.13	3.29	2.86
Ghana Audit Service	0.12	5.95	5.83	3.24	4.31	3.03	3.31	3.31	2.74	3.67
Ghana Cocoa Board (COCOBOD)	0.00	6.35	6.05	2.95	4.42	3.32	3.05	3.35	2.84	3.32
Ghana Educational Trust Fund	0.08	6.17	6.00	1.79	5.00	4.75	3.50	2.79	3.74	3.50
Ghana Investment Fund for Electronic Comm.	0.00	6.36	6.14	2.68	4.32	3.54	3.11	3.89	4.04	3.23
Ghana Investment Promotion Center	0.47	6.27	5.33	2.17	3.75	4.07	3.07	3.47	3.52	2.07
Ghana Pharmacy Council	0.16	6.08	5.52	1.43	3.79	2.00	3.21	3.63	3.28	3.48
Ghana Revenue Authority	0.17	6.55	6.27	3.00	4.60	4.00	2.43	2.75	3.64	3.89
Ghana Standards Authority	0.03	6.62	6.48	1.44	3.91	2.60	2.38	3.70	2.66	3.00
Ghana Statistical Service	0.03	6.28	6.38	1.66	4.59	2.75	3.69	3.58	3.56	3.03
Health Promotion Department	0.20	6.20	6.30	2.40	3.71	2.43	2.83	3.00	3.00	2.89
Information Services Department	0.08	5.56	6.03	1.21	4.00	1.65	2.71	3.84	2.61	2.74
Lands Commission	0.09	6.20	5.96	1.51	4.32	2.53	3.09	3.43	3.06	3.09
Medical and Dental Council	0.31	6.88	5.81	2.00	4.20	2.67	2.80	3.00	3.44	3.07

Ministry of Communications	0.22	6.39	6.00	1.96	4.24	2.29	3.10	3.57	3.74	3.26
Ministry of Defence	0.29	6.65	6.54	1.29	3.63	2.17	2.22	4.21	2.56	3.13
Ministry of Education	0.26	6.21	6.06	1.84	4.18	2.57	3.15	3.23	2.74	3.26
Ministry of Employment and Labour Relations	0.31	6.24	6.07	1.21	4.49	2.26	2.56	3.50	2.10	3.64
Ministry of Energy	0.08	6.43	5.59	1.57	3.96	2.22	3.48	2.24	3.49	2.11
Ministry of Finance and Economic Planning	0.18	6.19	5.93	1.59	4.25	2.19	3.02	3.19	3.16	2.29
Ministry of Food and Agriculture	0.00	6.72	6.52	1.72	4.68	2.44	3.00	3.17	3.14	3.45
Ministry of Foreign Affairs and Regional Int.	0.67	6.73	6.45	1.38	4.28	2.28	2.64	3.92	2.39	3.87
Ministry of Gender, Children and Social Prot.	0.22	6.37	6.44	1.88	4.33	2.89	2.62	2.93	3.15	3.78
Ministry of Health	0.18	6.27	6.16	1.70	4.33	2.56	3.27	3.12	3.11	3.11
Ministry of Information	0.14	6.93	6.86	1.38	4.42	2.62	2.75	4.00	3.08	3.43
Ministry of Trade and Industry	0.10	6.47	6.48	1.66	4.46	2.62	3.44	3.54	2.95	3.33
Ministry of Works and Housing	0.00	6.21	5.75	1.54	3.65	2.85	3.00	3.38	2.78	3.42
Ministry of Youth and Sports	0.23	6.56	6.50	1.56	4.26	2.74	2.85	2.87	2.66	3.87
National Board for Small Scale Industries	0.00	7.00	6.40	1.20	4.40	3.20	3.60	3.20	3.60	2.60
National Identification Authority	0.42	6.24	6.27	1.27	3.24	2.00	3.48	3.38	3.38	2.63
National Information Technology Agency	0.05	6.32	5.89	1.74	4.33	1.88	2.94	3.62	2.82	1.97
National Malaria Control Program	0.40	6.18	6.09	1.64	4.00	2.78	2.56	2.82	3.00	2.20
National Service Secretariat	0.13	6.50	6.43	1.47	4.23	3.27	3.09	3.89	3.21	3.70
National Tuberculosis Program	0.00	6.20	5.80	2.80	3.80	2.00	4.20	2.00	3.20	2.40
Nursing and Midwifery Council	0.13	6.75	6.51	1.80	4.64	2.17	3.70	3.71	3.84	2.67
Office of the Head of the Public Service	0.32	6.45	5.97	1.82	4.67	2.93	2.81	3.36	3.07	3.86
Other/Did not Respond	0.20	7.00	6.00	1.00	4.50	2.50	1.50	3.33	3.67	3.00
Petroleum Commission	0.20	7.00	5.75	3.80	4.80	4.00	3.60	3.00	4.20	2.80
Registrar General's Department	0.10	6.66	6.29	2.06	3.91	2.28	3.48	3.03	3.07	3.61

Appendix C: Public Service Motivation Questions

- I admire people who initiate or are involved in activities to aid my community
- It is important to contribute to activities that tackle social problems
- Meaningful public service is very important to me
- It is important for me to contribute to the common good
- I think equal opportunities for citizens are very important
- It is important that citizens can rely on the continuous provision of public services
- It is fundamental that the interests of future generations are taken into account when developing public policies
- To act ethically is essential for public servants
- I feel sympathetic to the plight of the underprivileged
- I empathize with other people who face difficulties
- I get very upset when I see other people being treated unfairly
- Considering the welfare of others is very important
- I am prepared to make sacrifices for the good of society
- I believe in putting civic duty before self
- I am willing to risk personal loss to help society
- I would agree to a good plan to make a better life for the poor, even if it costs me money.

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