

**AAPAM REGIONAL CONFERENCE IN KIGALI
THEME: AFRICA IN A POST CRISIS GLOBAL ECONOMY –
THE ROLE OF PUBLIC ADMINISTRATION IN AFRICA’S
TRANSFORMATION**

**THE IMPACT OF GHANA’S PUBLIC SECTOR REFORMS
ON THE CIVIL SERVICE(A COUNTRY CASE STUDY)**

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RATIONALE

- Stimulate discussion
- Build shared understanding of issues
- Point to practical steps

The Ghanaian Economy

- A country with diverse cultural backgrounds.
- Estimated population size of about 25 million according the Statistical Agency 2010 Census estimates.
- Have achieved an average economic growth rate of 7% since 2007.

Background

- Public sector reform connotes ***efficient public resource utilization*** and ***quality service delivery***.
- Most public sector reforms carried out in Ghana Civil Service were based on efficient resource utilization and quality service delivery.
- This presentation highlighted the ***impact of Public sector reforms on the Civil Service from 2007 to 2012***.

***The Civil Service Of Ghana And Civil
Service Reforms***

The Civil Service In Ghana

- According to Nti(1978), the Civil Service in Ghana was once described as “the finest, most relevant and performance-oriented institution in Africa”
- It was based on capacity and performance.
- The following forms part of the Civil Service Reforms:
 - Civil Service Reform Program (CSRP),1987
 - Civil Service Performance Improvement Program(CSPIP),1994
- Earlier public sector reforms that impact the Civil Service:
 - Mills-Odoi Commission
 - Okoh Commission

Objectives Of CSRP

- CSRP is to make the Civil Service:
 - Productive;
 - Effective;
 - Efficient; and
 - Strengthen its capacity for the implementation of development programs.

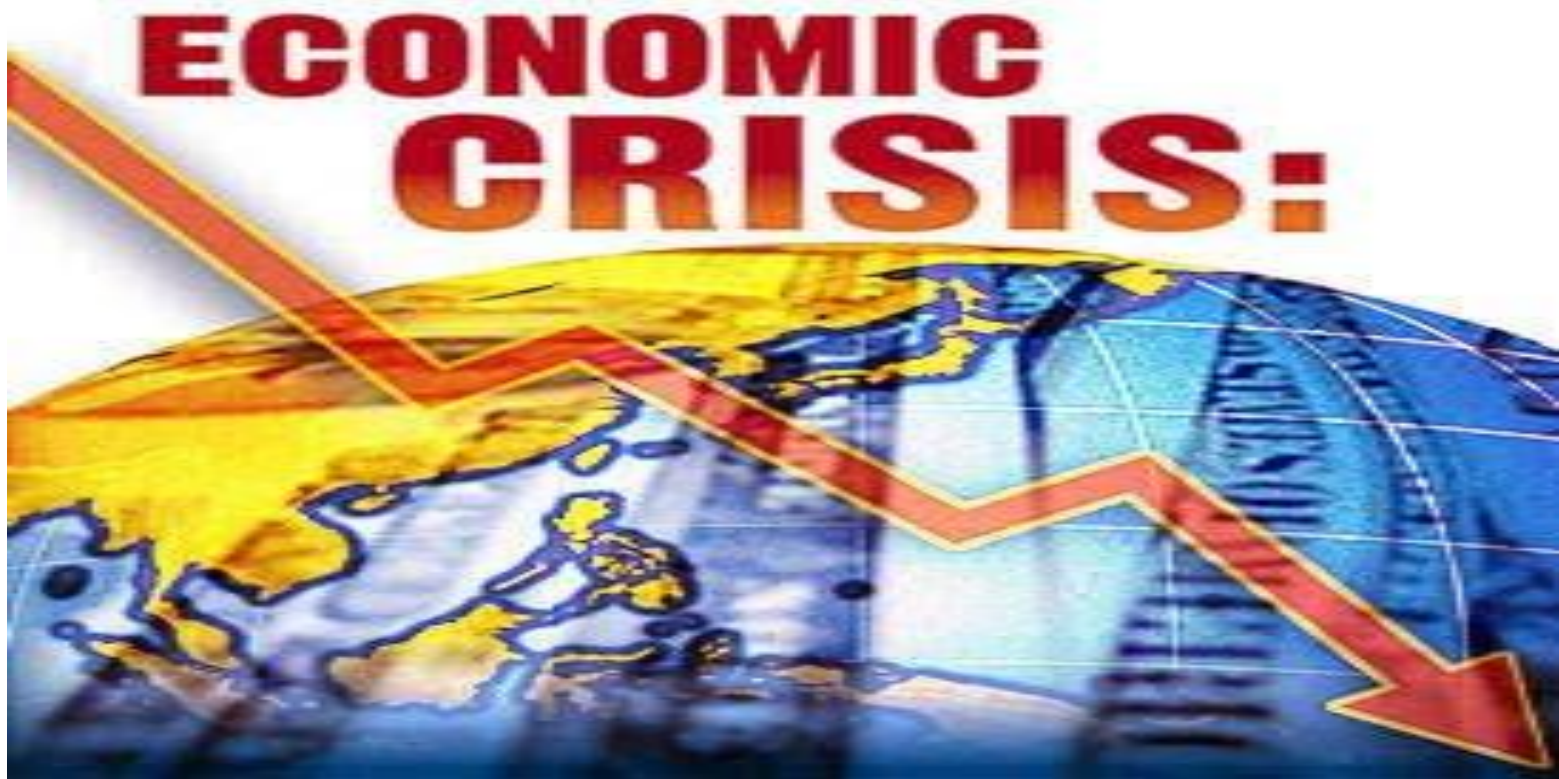
Civil Service Performance Improvement Program (CSPIP)

- Launched to promote institutional and administrative capacity for good governance.
- Sought to rectify the shortcomings and critical implementation gaps identified in the CSRP.
- The strategy was based on institutional building, performance improvement and good governance.
 - The idea is that the civil service should contribute towards the nation's growth efforts
- All ministries, departments and agencies developed performance improvement plans.

- **Public sector reform is a very essential thing for Development**



In 2007 the world began to see signs of an economic crisis.



Beginning Of The Issues

- In 2007 the world began to see signs of an economic crisis
- Africa was not spared the crisis due to:
 - (a) Budget from overseas development assistance
 - (b) decline in remittances from African immigrants (a key source of income for poor households)
 - (c) Decline in consumption and therefore decline in exports

Causes

- Weak oversight by government
- Governments have triangulated function.
These are:
 - (a) Taxation
 - (b) Regulation
 - (c) Enforcement
- This triangulated structure of Government is essential to deliver services in education health justice etc

Con't

- If one of these core functions malfunctions then governments clearly malfunction
- In the case of the worlds financial crisis there was a bit of all three malfunctioning.

Objectives Of The Paper

- Examine efforts made to strengthen the public sector in Ghana
- Examine the growing political influence over civil service appointments
- Examine the dual impact on both morale and institutions

Reforming Government

- The influence of Osborne and Gaebler in their book, Reinventing Government- How the Entrepreneurial spirit is transforming the Public Sector.
- Many governments introduced market forces into monopolistic government practices to bring about efficiency and effectiveness into government business
- Led to wave-like action in introducing public sector reforms whose objective was to bring about efficiency and effectiveness

Con't

- At the same time, reforms sought to strengthen institutions
- To improve their oversight and regulatory functions
- Ultimately to strengthen governance
- Ghana was one of those countries that also began to reform the civil service

History Of Reform In Ghana

- Reforming the public service predates the period above
- Between 1987-1990, there was a major downsizing as an indirect fiscal measure toward economic stability
- The essence was to downsize to reduce the over bloated public sector wage bill.
- This was part of the world bank sponsored economic reform agenda

Con't

- A decade later, an ambitious National Institutional Renewable Programme was launched
- Its objective was to re-engineer the public service to enable it deliver an efficient and cost effective service that will respond to the needs of the country

Con't

- Other broad objectives were
- Making Public organisations more responsive to the needs of the private sector
- Building the capacity in the public service to provide improved, timely, transparent services to the executive branch of government including advisory support to Ministers of state and the Presidency
- Thus even though there was still an economic motive emphasis begin to shift to efficiency and capacity building to respond to emerging issues.

Targeted Initiatives

- Some of the targeted initiatives towards public sector improvement include the following:
 - (1) Restructuring of the Civil Service
 - (2) Restructuring of the training programmes of the service
 - (3) Development of a human resource framework for the public service
 - (4) Public Pay policy reforms

Con't

- (5) Pension reforms
- (6) Decentralisation
- (7) Restructuring of the central management agencies
- (8) Implementation of subvented Agency Law

Reform Interventions

- Among the reform interventions were:
 - (a) The passage of the civil service bill which was approved by cabinet in 2008 (still waiting for Parliamentary passage)
 - (b) Operationalisation of the law
 - (c) Organisational restructuring of the office of the Head of civil Service and other Ministries

Restructuring The Training Programmes Of The Civil Service

- Revision of the scheme of service training for the civil service
- A special Accelerated training programme for the leadership of the service who may have missed the scheme of service training
- Strengthening the capacity of training institutions of the public service with the support of development partners

Development Of A Human Resource Framework

- The key is the professionalisation of the HR function in the public service in order to
- Strengthen the capacity of the public service to formulate and implement sound HR policies
- Ensure accurate and reliable HR data for recruitment, training and promotion in the public service
- Develop new policies for recruitment and career progression

Improvement In Service Delivery

- The key objective has been to improve public service delivery through the development and implementation of a cultural change programme aimed at attitude change. Under this, the following were to happen
- A business review process was installed
- Establishment of a client service unit at all public service institutions

Con't

- A new charter for the public service was established. This was a social contract between the civil service and the citizenry
- The capacity of the Ministry of Public Sector Reform was strengthened to monitor and coordinate improvements in service delivery

Pay Policy And Administrative Reforms

- A fair wages and Salaries Commission was established to ensure a fair, transparent and consistent implementation of government public sector pay policy
- A Fair Wages and Salaries Commission was established to manage and co-ordinate all negotiations involving pay and allowances that was to be financed from the consolidated funds

Pay Policy And Administrative Reforms

- A comprehensive single spine salary structure was established for the entire public service
- Job descriptions Job analysis and evaluations were to be the basis for salary review

Pension Reforms

- A comprehensive three tier pension structure has been introduced with contributions towards an enhanced pension shared between government, the individual and the respective public sector organisation

Decentralisation

The object was to establish an effective and pragmatic national strategic approach to decentralisation through

- The establishment and streamlining of an institutional framework for a local government service distinct from the civil service
- Transfer of personnel involved in local administration from the office of Head of civil service to the new local government service
- Provide logistics, infrastructure and financial support for the new local government service

Reform of the Central Management Agencies

- Record Management systems have been instituted in selected MDAs
- Operations of the public service were to have been computerized and data basis institutionalized

Implementation of the subvented Agency act

- Reform subvented agencies to reduce their dependence on government subvention
- Improve their efficiency through the strengthening of their regulatory framework
- Increase their capacity to engage in commercial work

Support interventions

- Improve the work environment of the public service through the creation of a cleaner and safer work environment
- Improve communication and national partnerships with relevant organizations

Reforms Cont'd

- The above reforms were supposed to strengthen and position the Public Service to deal with any issue such as the World financial crisis but a survey conducted among senior public servants, indicate that all is not well with the reforms.
- For any reforms to work stakeholders must buy into it, know the key issues involved in it and must know their own role in making the reforms work. One of the critical support groups in the public sector reforms is the staff of the civil service. Thus the survey was meant to find their views and their support for the reforms. Using a table of random numbers, questionnaires were sent to 100 respondents in the civil and local government service to solicit their views on the reforms. However 60 of the responses were received.

Reforms Cont'd

Those selected were all above the rank of Assistant Directors and thus were of the Executive grade. Besides they had worked for between three (3) to eight (8) years. If any group of people should know about these reforms than it must be this group. They were also selected from across the country including the national capital Accra. The results were analysed on the basis of simple frequencies.

Results

- The results of the study have been revealing. Details are as follows
- There was no unanimity in the response on the knowledge of the current core functions of the civil service as is indicated in table 1.
- Only 53% Knew about the current mandate of the civil service but given the level of respondents, this figure is low.

Table 1- Knowledge of the Civil Service

ISSUES	FERQUENCY	PERCENTAGE
IMPLEMENTATION GOVERNMENT POLICY	24	40
MONITORING AND EVALUATION OF POLICY	32	53
FORMULATION OF POLICY	2	3.3
COORDINATING POLICY	2	3.3

Table 2- Knowledge of Reforms Issues

The percentage of respondents who knew the key issues being reformed at 96.7% was high

Response	FREQUENCY	PERCENTAGE
YES	58	96.7
NO	2	3.3

Table 3 – Knowledge of Basis for Reforms

However when it came to the knowledge of the basis of reform the percentage came down to 34%. There were also multiple responses some of which were not part of the objectives of reform as indicated by the authorities

ISSUES	FREQUENCY	PERCENTAGE
NEED TO CLARIFY FUNCTIONS OF PUBLIC SECTOR ONLY	34	56.7
MOTIVATE EMPLOYEES	22	36.7
NO KNOWLEDGE	4	6.7

Table 4- Knowledge of Effectiveness of Reforms

As many as 44% did not think the reforms were effective as indicated below

ISSUES	FREQUENCY	PERCENTAGE
NOT EFFECTIVE	44	73.3
EFFECTIVE	12	20.0
DONT KNOW	4	6.7

Table 5 – Is the Civil Service Worse Now or Better with Reforms

Most of the respondents were of the view that the Civil Service is better off now with the reforms but a significant number, 26.7 percent felt that the service is worse of with the reforms while 16.7% felt that there has been no change

ISSUES	FREQUENCY	PERCENTAGE
NO CHANGE	10	16.7
BETTER OFF	32	53.3
WORSE	16	26.7
DONT KNOW	2	3.3

Table 6 – Impact of Appointment of the Political Chief Director

Most respondents did not agree with the appointment of the Chief Director from outside the service and felt that the impact would be negative

ISSUES	FREQUENCY	PERCENTAGE
POSITIVE IMPACT OF CHIEF DIRECTOR	14	23.3
NEGATIVE IMPACT OF CHIEF DIRECTOR	46	76.7

Results

- The results of the study shows that the critical support group either does not know what is taking place in the civil service or do not agree with the changes and can does not be relied upon to implement the reforms. It is perhaps for this reason that political Chief Director whose tenure is linked to that of government may be justified.
- However in a situation that those who are to be relied upon to implement the reforms see the reforms as an impediment to their work, then it becomes de-motivational and affects their ability to work. As in the case of the Ghana Public service, majority the respondents indicated that the situation is worse off than the period before the reforms. This is not very flattering to the service.

Conclusion

One can therefore conclusively say that efforts have been made to strengthen the civil service to deal with new challenges but the efforts have not gone far enough. There are still a lot of different views about the direction that the public service should go. Perhaps this also explains why the civil service law that was approved by cabinet in 2008 is yet to be passed into law. There may also be the need for greater consultation with public servants on the way forward if their co-operation will be a factor in implementing the reforms that is aimed at strengthening the service to respond to new issues and programmes.

- Reforms may be good but must not be top to bottom
- If it is then there must be a lot of consultation with and education of critical stakeholders to avoid misunderstanding (Example of the single spine salart structure)



Q&A and Discussion