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Master's Thesis of Public Administration

**Establishing Effective Performance
Appraisal Practices in the Ghana Civil
Service**

**가나공무원을 위한 효과적인 성과평가
시스템 구축에 관한 연구**

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Graduate School of Public Administration

Seoul National University

Public Administration Major

Frederick Opoku Denkyira

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Lee, Soo Young

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Graduate School of Public Administration

Seoul National University

Public Administration Major

Frederick Opoku Denkyira

Confirming the master's thesis written by

Frederick Opoku Denkyira

June 2013

Chair Kim, SoonEun (Seal)

Vice Chair Kwon, Illoong (Seal)

Examiner Lee, SooYoung (Seal)

ABSTRACT

Establishing Effective Performance Appraisal Practices in the Ghana Civil Service

Frederick Opoku Denkyira

Public Administration Major

The Graduate School of Public Administration

Seoul National University

Performance appraisal system is one of the most popular tools used in contemporary reform programmes by governments to enhance efficient and effective performance in the public sector.

However, appraising employee performance is considered a controversial management practice anywhere it is being practiced because the successful implementation of effective performance appraisal system faces numerous challenges and obstacles. It is however inspiring to note that, the human resource system can become more effective by having a valid and accurate appraisal system used for rating performances of employees.

In spite of the numerous efforts to improve the performance management system, it is evident that, the system lacks impetus to improve the performance of the Ghana Civil Service. Considering the crucial role Performance Appraisal play in employee performance strategy, this study sought to discover the extent to which Civil Servants consider the existing performance appraisal system as effective and efficient. The study was also to discover the various challenges confronting the effective implementation

and utilization of performance appraisal in the Civil Service in order to provide recommendations for the better.

The study adopted a case study design from the Office of the Head of the Civil Service (OHCS) and the Ministry of Education (MOE). It however, solicited the views of other Civil Servants from various Ministries, Departments, and Agencies (MDAs) through the Civil service Training Centre (CSTC). The study also used a descriptive survey because it involved collection of data, which informed the answers to the problem stated.

The population for the study was the staff of the above-mentioned institutions that have gone through the appraisal exercise for at least once. The sample size for the study was 200 employees (60 from the OHCS, 80 from the MOE, and 60 from other MDAs through the CSTC). Out of the 200 questionnaires that were distributed, 173 responded. The study relied on both primary and secondary sources of data and the researcher collected the data for the study, through the administering of questionnaires to the respondents in both senior and junior staff categories. Interpretation of quantitative data was done mostly by the use of tables/ figures and the data gathered from the in-depth interviews were analysed in a narrative form using the research questions raised for the study in relation to the main sections of the interview guide and the questionnaire. Data were analysed with the use of the Microsoft excel programme.

The findings of the research have revealed that the current performance appraisal system in the Civil Service does not fulfill the aspirations of the employees, because it is characterized by certain flaws, which need to be addressed. Employees believe that the current PAS cannot help achieve organizational strategic goals and objectives; there

is a negative general perception about the PAS; performance monitoring and feedback is poor; results from the appraisals are not judiciously used; performance is not linked to rewards and sanctions and finally, employees are hugely dissatisfied with the current PAS. Consequently, employees cannot be sufficiently motivated to put in their best. All these factors have worked against the effective implementation of the performance appraisal system in the Ghana Civil Service.

Based on the findings, it was recommended that clear-cut performance appraisal objectives should be set out and made known to all concerned. Objectives should be developed jointly between the supervisor and the employee. Appropriate stakeholders need to set up a monitoring system to ensure that due process is followed by both appraisers and appraisees. Communication between supervisors and subordinates need to be improved drastically. Additionally, performance measures of individual organizations should be directly related to the overall mission and strategic goals of the entire Civil Service, particularly in terms of goals and objectives. Also, it is very crucial that appraisal reports are used judiciously. More also, appraisers and appraisees must be adequately trained on effective implementation of the PAS. It is important that various MDAs under the umbrella of the Civil Service develop different sets of performance appraisal systems that will cover specific task and job-holders since their job descriptions differ. Finally, review and appeal procedures should be adhered to in order to promote fairness and satisfaction by participants for higher motivation that may lead to higher performance and productivity in the Ghana Civil Service and government business as a whole.

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CHAPTER ONE: INTRODUCTION

This chapter provides the introduction of the study. It presents the antecedents that justify the execution of the research. The chapter is divided in ten (10) sections. The first section provides the introduction of the discussion. The second section captures the background to the study. The third section outlines the overview of performance appraisal in Ghana Civil Service. The fourth part provides the problem statement. The fifth part is about the objectives of the study. Research questions are captured in the sixth part. The significance of the study, limitations of the study and the organization of the study are captured under the seventh, eighth, and ninth parts of the chapter. The final part provides the conclusion of the chapter.

1.1 Study background

The public sector in most countries, small or big, are going through profound restructuring and reforms in order to improve performance thereby providing quality services. This process of reforming public administration is seen as necessary to meet the dual challenges of improved services with fewer resources. One of the most popular tools used for reform activities at present is Performance Appraisal Systems.

The efforts of employees can determine the success and survival of an organization (Drucker, 1994; Barney, 1995), and appraisal is potentially one way in which those efforts can be aligned with the aims of an organization, employees can be motivated and their performance managed (Orpen, 1997). Performance appraisal is among the most important human resource (HR) practices (Boudreau et al, 2002) and one of the more

heavily researched topics in work psychology (Fletcher, 2002), a subject of research for over 70 years (Landy et al, 1980).

It is also argued that many organizations express dissatisfaction with their appraisal schemes (Fletcher, 1997). According to Fletcher (2001), this may signal a lack of success of performance appraisal as a mechanism for developing and motivating people. There is general consensus among performance appraisal researchers and practitioners that assessment of appraisal reactions is important (Keeping et al, 2000). For instance, it is frequently argued that in order for performance appraisal to positively influence employee behavior and future development, employees must experience positive appraisal reactions.

1.2 Overview of Performance appraisal in Ghana Civil service

It is undeniable fact that the human resource of every organization is its most important asset. It is therefore not surprising that the development of human resources in both public and private sector organizations has become vital (Analoui, 2007). The importance of a well-functioning Civil Service in Ghana's development process is irrefutable. The civil service of Ghana is by far one of the most important organs for the achievement of the national developmental agenda. It is thus very important to ensure that the Civil Service is better placed to efficiently and effectively achieve this very important goal.

Performance management is an integral part of the public service delivery mechanism. It is a process by which an organization can assess whether it is delivering the right services according to its mission and objectives in the right amount, at the right cost, at

the right time, and to the right people. The core assumption in performance management is that managers and policy-makers learn from performance information and make better decisions in the future based on empirical evidence.

The Public Service including the Civil Service of Ghana under the auspices of the Public Services Commission (PSC) in the last two decades, has undertaken several reforms, designed to improve the efficiency and effectiveness of its service delivery. One of its initiatives has been the desire to establish a performance management system. The purpose is to ensure an effective performance culture that sets objectives, targets and aligns staff performance to organizational and national development goals. Annual Confidential Reporting System (ACRS) was reviewed in 1974, among others, to allow appraisers to have access to and comment on their performance appraisal reports. In furtherance to the above, Performance Evaluation System (PES) was introduced in the Public Service in 1992 under the Civil Service Reform Programme. This is an interactive process between managers/supervisors and staff. Performance Agreement System (PAS) was introduced in 1997 to provide an objective means of assessing the performance of Senior Staff of the Civil Service. This covered Chief Directors (CDs) in the Ministries, Regional Coordination Councils (RCCs) and Directors in the various Ministries, Departments and Agencies in the Civil and Local Government Services. The system was operational from 1997 to 2008. This was, however, ad-hoc in its implementation and had no feedback system. For the other Public Services, a hybrid of performance management appraisal models have evolved based on the exigencies of the time and the dictates of their various Governing Boards/Councils. Some of the Boards/Councils were not particularly aware of their roles and responsibilities in ensuring an efficient and operational performance management system.

Although considerable effort in the past and present has been put in terms of budgetary support by the Government so as to improve on their outputs, this has been hampered by lack/ inadequate comprehensive performance management policy and an uncertain rewards and sanctions framework. In order to introduce some elements of the impact stage in its evolutionary development, the Public Services Commission whose advice and opinions are recognized as authoritative and indicative of best practices in human resource management and development introduced a performance management framework in 2008 to improve the system. This system follows a logical succession of stages which facilitates explicit links between each phase of the performance management process be it probation, appraisal, career development, promotion, rewards, discipline etc. The key elements include: ensuring an objective, universally acceptable and transparent scheme of assessment of performance, translation of national development plans into work plans by institutions, developing performance targets from the work plans by institutions, ensuring that work is aligned with the strategic efforts and direction of individuals and the organization they work for through realistic targets, developing work plans based on the Strategic/Business Plans of the institutions, developing processes and framework for rewards, incentives, sanctions, training, career development etc. to ensure the cultivation of the performance management mindset in the Public Service, establishing Monitoring and Evaluation mechanism for ensuring adherence and compliance.

In spite of these numerous efforts to improve the performance management system, it is evident that, the system lacks impetus to improve the performance of the Ghana Civil Service. Considering the crucial role Performance Appraisal play in employee performance strategy, this study sought to discover the extent to which Civil Servants

consider the existing performance appraisal system as effective and efficient. The study is also to discover the various challenges confronting the effective implementation and utilization of performance appraisal in the Civil Service and how to ensure a better utilization of this system.

1.3 Problem Statement

In today's competitive business world, it is understood that organizations can only compete with their rivals by innovating, and organizations can be innovative by managing their human resources well. The human resource system can become more effective by having a valid and accurate appraisal system used for rating performances of employees (Armstrong, 2003; Bohlander et al, 2004). Unfortunately, the number of organizations using an effective performance appraisal system (PAS) is limited (Hennessey et al, 2003). Perceptions of employees about the targets, outcomes and uses of performance appraisal (PA) results would be

beneficial depending on a number of factors. For example, employees are more likely to be receptive and supportive of a given PA programme if they perceive the process as a useful source of feedback which helps to improve their performance (Mullins, 2007). Employees are likely to embrace and contribute meaningfully to a given PA scheme if they perceive it as an opportunity for promotion, and as an avenue for personal development opportunities, a chance to be visible and demonstrate skills and abilities, and an opportunity to network with others in the organisation. On the other hand, if employees perceive PA as an unreasonable attempt by management to exercise closer supervision and control over tasks they (employees) perform, various reactions may

result. PA will be effective if the appraisal process is clearly explained to, and agreed by the people involved (Anthony et al., 1999).

It is however disheartening to note that despite Civil Servants' awareness of the existence of some general Performance Appraisal System (PAS), within the Public Service, and the requirement for public organizations to appraise their staff at least once in year, staff performance appraisal does not happen annually in Ghana Civil Service presently. Performance targets are not set for staff and staff performance appraisals are not done regularly. It is said the performance appraisals are conducted in most cases only when staff are due for promotion. It is again observed that even in such cases, performance appraisals tend to be overly positive. In the few cases where performance appraisals are critical, they seldom lead to withholding of increments or promotions as prescribed by the formal regulations. Based on numerous complaints by employees, it can be summarized that, the current Performance Appraisal System is beset with the following implementation difficulties and problems:

Absence of a clearly defined, articulate and enforceable implementation framework, low executive commitment/involvement and support for the Performance Appraisal System, absence of rigor, objectivity and continuity in the administration of the system, non-linkage of the process to an enforceable Reward and Sanctions Mechanism, ignorance of most Civil Servants on the merits of Performance Appraisal System, non-linkage of the system to staff development, i.e. training and career development, and lack of effective monitoring and annual reporting and feedback mechanisms. The end result has been the inability of the Civil Service to measure and evaluate the performance of their work. The cumulative effect is low productivity which ultimately affects the delivery of

government programs. The fundamental problem, to be dealt with in this study, is what impedes the effective implementation of the Performance Appraisal System and what can be done to improve the system in order to enhance performance of Civil Servants for quality service delivery for the total achievement of the government national agenda.

1.4 Study Objectives

The objectives of the study are to bring to bear the performance appraisal processes in relation to its effectiveness, its effects on the employees' performance/productivity within the Ghana Civil Service. The objectives are to: ascertain the staff perception of the performance appraisal practices in general and the performance appraisal procedure in Ghana Civil Service, measure the satisfaction level by employees on the current performance appraisal system, identify the uses of the performance appraisal results, and identify the challenges/problems of the system and make recommendations to management for the necessary improvement.

1.5 Research questions

This study answers the following research questions:

- i. Does the current performance appraisal system facilitate/enhance the achievement of organizational strategic goals and objectives?
- ii. What is the perception of employees about the existing performance appraisal system in relation to effectiveness?
- iii. Does the performance appraisal system provide effective monitoring and feedback for higher employee performance and career development?

- iv. Are performance appraisal reports/results used judiciously in the Ghana Civil Service?
- v. Is the current performance appraisal system directly linked with employee compensation and benefits?
- vi. Are employees satisfied with the existing performance appraisal system (PAS)?
- vii. What are the challenges against the effective implementation of the PAS?

1.6 Significance of the Study

The purpose of the study is to identify the inherent flaws, which have worked against the effective implementation of the performance appraisal system in the Ghana Civil Service. It also intends to throw more light on the understanding of how performance appraisal should be conducted thereby providing appropriate measures for evaluating employee performance against established standards. It also explores the attitudes of employees towards the existing Performance Appraisal System and its implications on productivity and national development. It outdoors some of the challenges faced by both management and staff in conducting the performance appraisal system. Finally the study highlights how to overcome the challenges confronting the effective implementation and use of the performance appraisal system. In sum, the study attempted to provide a picture of the characteristics of the performance appraisal process used in the Civil Service of Ghana, purposes of this appraisal system, the problems emerged and finally the different areas to be improved in the appraisal system for higher quality service delivery towards achievement of the national development agenda of Ghana.

1.7 Limitations of the Study

The major limitation of the study was that, distributing and collecting the questionnaire were very difficult. This was because I was writing the research in South Korea while the survey was conducted in Ghana. In view of this, a pre-test of the survey questions was not done to ensure that the questions asked were understood by respondents and to ascertain logical sequence of questions asked for necessary corrections. This resulted in most respondents failing to answer open-ended questions. However, most of the staff filled the closed-ended survey questions and presented their forms making the final data collection a success. Financial constraints cannot be taken out, with regards to printing and postage of survey questions to and from South Korea to Ghana.

Another limitation of the research may be that it is not possible to determine whether the conclusions of the research can be generalized to other public organizations. This is as a result of the inherent disparities in the administration of Performance Appraisal in the public sector. It would therefore be problematic to make generalizations based on the limitations of the survey. However, the study is expected to be relevant for illustrating the current condition of public organizations in Ghana in terms of the utilization and effectiveness of performance appraisal systems. Moreover, like most of the public employees in Ghana, employees in this study population can be assumed to be discontent with their performance appraisal system which is expected to affect their performance/productivity. Nonetheless it may be argued that the study helps to understand the situation of public organizations in Ghana with regard to the use of performance appraisal. Time and resources were a limitation to the study. Finally, being

a Civil Servant, my biases may have influenced the interpretation of the research findings.

1.8. Organization of the study

This study is presented in five (5) chapters as follows: Chapter I, Introduction, consists of the background information about the problem of performance appraisal and particularly performance appraisal implementation within the Civil Service of Ghana. The statement of the problem, research objectives and questions, significance of the study, limitations, and the organization of the study are also discussed. Chapter II, Theory, which involves literature review, presents empirical literature on the issue of performance appraisal as well as basic concepts and some performance management theories. Chapter III, Model specification, provides accounts of methods of data collection and analysis, describes the data collection procedure, survey design, study population and sampling techniques, and how data is analyzed. Chapter IV, Analysis and Results, this includes, demographic characteristics of respondents and discussion of findings. Chapter V, Discussion, Summary, Conclusions and Recommendations, includes a summary of the thesis, interpretation of the findings, conclusions, and recommendations for policy makers and future research. Relevant references and appendices are also presented at the end of the thesis.

The preceding discussion provided the introduction to the study. The factors that warrant the execution of the study were also captured in this chapter. In today's competitive business world, it is understood that organizations can only compete with their rivals by innovating, and organizations can be innovative by managing their human resources well. The human resource system can become more effective by having a valid and accurate appraisal system used for rating performances of employees

(Armstrong, 2003). Unfortunately, the number of organizations using an effective performance appraisal system (PAS) is limited (Hennessey et al, 2003). The Ghana Civil Service is no exception to this assertion. Perceptions of employees about the targets, outcomes and uses of performance appraisal (PA) results would be beneficial depending on a number of factors. The problem however is how employees perceive and respond to the existing PAS. An example is that despite Civil Servants' awareness of the existence of some general' Performance Appraisal Forms' within the Public Service, and the requirement for public organizations to appraise their staff at least once in a year, annual staff performance appraisal does not happen annually in Ghana Civil Service presently. It is refreshing to know that the study illuminates the popular perceptions of employees on the existing PAS, as well as the challenges confronting the effective implementation of the PAS. The study also equips authorities concern with some corrective measures that will lead to effective performance appraisal practices in order to enhance productivity. This study has been presented in five chapters for logical flow of the discussions. The next chapter provides the empirical and theoretical literature that guide the study.

CHAPTER TWO: LITERATURE REVIEW

This chapter reviews literature relevant to the research objectives. There are many theoretical literatures and empirical studies about performance appraisal. However, this thesis will focus on effective implementation of performance appraisal system, particularly in the Ghana Civil Service. Performance appraisal here is sometimes used interchangeably with performance management. It is discussed under a broader perspective of effectiveness and therefore geared towards all the positive attitudes and practices that aid organizations to realize the rightful objectives of performance appraisal systems. The chapter is presented in eleven (11) sub-headings: definition of performance appraisal (PA), necessity of PA, uses of PA, pre-requisite of effective performance management systems, essential features of effective PAS, influencing factors on successful PA. Others are; supervisory behaviors during PA, employees' satisfaction with PAS, challenges of PA and finally, conclusion.

2.1 Definition of Performance Appraisal

Performance appraisal is a process by which a superior evaluates and judges the work performance of a subordinate. Performance appraisal systems include the processes and procedures involved in implementing, managing, and communicating the events involved in performance appraisal. In many cases it is a formal process and is part of the personnel management policy. Numerous organizations employ a formal or informal assessment system that measures employee performance and contribution (Carroll et al, 1982). (Karol,1996) considered performance appraisal to include a communication

event scheduled between a manager and an employee expressly for the purposes of evaluating that employee's past job performance and discussing relevant areas for future job performance.

According to Rue et al (1995), performance appraisal is a process that involves determining and communicating to employees how they are performing their jobs and establishing a plan for improvement. Performance appraisal is the name given to procedures which make regular assessment of employee performance (Herbert et al, 1989). This is normally done annually as opined by Rue and Byars (1995). Conventionally, superiors assess record and discuss performance levels with their subordinates. Performance appraisal enables employees to receive feedback on their performance; identify training needs and make further plans for development. It is a systematic review of progress as stated by (Livy, 1987). Formal performance appraisal are the means of telling a subordinate how he/she is doing and suggesting needed changes in his behaviour, attitudes, skills or job knowledge (McGregor, 1958).

The above definitions imply that performance appraisals are most commonly undertaken to let an employee know his/her performance compared with the supervisor's expectation and to identify areas that require development. Performance appraisal can therefore be said to be essentially a formal discussion that is planned with a prescribed format between a superior and a subordinate. The purpose is to discover how the subordinate is presently performing on the job and how he/she can perform more effectively in the future for the betterment of employees, management and the organization at large. It should be made clear that, no organization can perform effectively unless it includes a good performance appraisal that is well implemented or

conducted. Performance appraisal thus becomes an indispensable managerial tool for measuring employee actions against standards of acceptable performance.

2.2 Necessity of Performance Appraisal

Appraisal is the analysis of the successes and failures of an employee and the assessment of their suitability for training and promotion in the future (Maund, 2001). According to Maund (2001), appraisal is a key component of performance management of employees. When effective, the appraisal process reinforces the individual's sense of personal worth and assists in developing his/her aspirations. Its central tenet is the development of the employee. Accurate appraisals are crucial for the evaluation of recruitment, selection, and training procedures. Appraisal can determine training needs and occasionally counseling needs. It can also increase employee motivation through the feedback process and may provide an evaluation of working conditions and it can improve employee productivity, by encouraging the strong areas and modifying the weak ones. Further, employee evaluation can improve managerial effectiveness by making supervisors more interested in and observant of individual employees (Auerbach, 1996). Objectives for performance appraisal policy can thus, best be understood in terms of potential benefits. Mohrman et al (1989) identified the following: increase motivation to perform effectively, increase staff self-esteem, gain new insight into staff and supervisors, better clarify and define job functions and responsibilities, develop valuable communication among appraisal participants, encourage increased self-understanding among staff as well as insight into the kind of development activities that are of value, distribute rewards on a fair and credible basis, clarify organizational

goals so they can be more readily accepted, improve institutional/departmental manpower planning, test validation, and development of training programs.

Appraisal focuses on what has been achieved and what needs to be done to improve it. It should be used to help clarify what an organization can do to meet the training and development needs of its employees. According to Maund (2001), appraisal is to facilitate effective communication between managers, employees and should provide a clear understanding for both of them based on four main components; the work that must be done, the criteria by which achievement will be judged, the objectives of the exercise, the process for giving the appraisee feedback on achievement.

According to Bandura (1977), appraisal has the following as advantages: the appraiser and the appraisee are forced to meet formally, the employee becomes aware of what is expected of him/her, the employee learns or reaffirms his or her exact status, valuable feedback can be received by both employee and employer and finally, the manager can learn what the employee is actually doing rather than what he/she thinks he/she is doing. A poorly conducted appraisal interview can be seen by the employee as being worse than not having an interview at all (Maund, 2001). Ideally, the record of the interview should be written on a special performance appraisal form that is signed by the manager, the employee and often a senior manager. It is good practice to allow the employee to see the completed form and add any comment(s). The Human Relations School (1930-mid 1950s) made the assumption that if employees were happy and satisfied; they would naturally work harder and thus increase their productivity (Maund, 2001).

It has been stated that knowledge of the use to which performance appraisals is to be put is important to human resource development (Youngcourt et al, 2007) and essential to

its design since different types of information may be required for different purposes. Research has also shown that the use to which performance appraisal is put affects the rating process and results (Jawahar et al, 1997; Ostroff, 1993). Performance appraisal uses have been broadly classified under two broad headings: counseling and development; and the evaluation and discussion of administrative decisions (Cleveland et al, 1989). Under this classification are more general uses which include: taking reward decisions, performance improvement, employee motivation, improving communication between supervisors and subordinates, succession planning and as a formal assessment of performance. Again, (Cleveland et al, 1989) presented a classification of the reasons for conducting appraisals in organizations, and these included documentation, within-person decisions (feedback on strengths and weaknesses) and between-person decisions (who to promote).

According to Yehuda Baruch (1996), Performance Appraisal systems are used for two main purposes: to serve a variety of management functions such as decision-making about promotions, training needs, salaries, etc. and to enhance developmental processes of employees or as an evaluation instrument. Boudreau et al, (2000) examined two typical performance appraisal uses: evaluative and developmental. The evaluative function includes the use of performance appraisal for salary administration, promotion decisions, retention-termination decisions, and recognition of individual performance, layoffs, and the identification of poor performance. This is similar to Ostroffs (1993) conceptualization of the administrative performance appraisal purpose. Developmental functions include the identification of individual training needs, providing performance

feedback, determining transfers and assignments, and the identification of individual strengths and weaknesses.

It has been suggested that these purposes often conflict (Cleveland et al, 1989; Ostroff, 1993). This conflict may prevent the appraisal process from attaining its full usefulness to the organization, perhaps even contributing negatively to individual behavior and organizational performance. Other research has found that employees prefer appraisal ratings to be used for certain purposes rather than others (Jordan et al, 1992).

2.3 Essential Features of an Effective Performance Appraisal System

It is obvious from the recent surveys and the high rate of change that performance appraisal systems are not satisfactory in most businesses and organizations. In spite of this, Leanne, believes that, simply adopting a new system, new templates, and new procedures is not enough to make performance management effective. There are some basic pre-requisites at an organizational level that must be adhered in order to enhance performance management systems; Clear purpose, Business performance management culture, Alignment, Meaning, Commitment and System integrity (Leanne, 2004).

In view of this, he has proposed twelve steps to successfully implement a performance management system. These steps are stated as; check that strategy and values are clear, outline organizational objectives, update job descriptions, ensure everyone has a current job description, performance planning, plan for feedback, have a clear methodology to deal with poor performance, plan to align the consequences, evaluation, evaluation process, implementation and finally, ensuring the integrity of the performance management process. Performance management must be more than a formal appraisal system: it should be an everyday part of a high-performance culture (Pulakos et al,

2012). In their contribution to building a high performing culture in organizations, the following recommendations have been made in order for performance management systems to drive results; set clear expectations for employees—so they can deliver, help employees find solutions to problems, play to employees’ strengths rather than their weaknesses in work assignments, acknowledge employees’ strengths while also addressing development needs and finally, provide regular, informal feedback.

Performance management is the “Achilles’ heel” of human capital management—often viewed as ineffective by employees and managers alike. Despite the time, effort and resources devoted to it, performance management rarely achieves its intended purpose—improving performance (Meyrowitz, 2012). Making performance appraisal effective to enhance productivity has become one of the mirages in especially public organization around the globe, of which the Ghana Civil Service is no exception. However, research performed by the Corporate Leadership Council (CLC) has shown that over half of the most important drivers of employee engagement and performance are precisely the behaviors that define effective performance management: setting clear expectations, helping employees accomplish work, providing regular feedback, and finding new opportunities for employees to succeed and develop (Meyrowitz, 2012).

Appraisal systems possess certain definitive useful functional and strategic information and results for the organization, its managers, and its employees. However, development of an effective appraisal system is not an easy chore (Boice et al, 1997). Despite this assertion, effectiveness occurs when the appraisal interactions are non-controlling and non-defensive, but are supportive, educative and yet confidential (Piggott-Irvine, 2003). Effective appraisal is underpinned by a relationship of respect and has outcomes directly linked to improved learning and teaching. Piggott-Irvine

opines that effectiveness is also linked to appraisal processes and information that have clarity, objectivity and high integrity, where deep development is a goal rather than a quick-fix expedience.

According to Smither (1998), one of the factors that contribute to an effective performance appraisal system is, ensuring that the system focuses on performance variables as opposed to personal traits. It is also explained that performance appraisal based on personal traits is highly suspect, because the rater's perceptions of the traits being assessed are affected by his/her opinions, biases and experiences that may have little to do with the particular employee (Squires et al, 1998). Furthermore, based on his review of the findings from several court cases involving performance appraisal, Malos (1998) concluded that, to be legally sound, appraisals should be job related and based on behaviours rather than traits (Millmore et al., 2007).

In fact, effective performance appraisal should provide the opportunity for the supervisor and employee to promote the achievement of individual and organizational goals. That is, effective performance appraisal serves to clarify performance standards and expectations and provides the medium for supervisors and employees to negotiate and mutually agree upon goals (Katzell, 1994). Performance appraisal should be an important component of both the organization's success on planning program and the individual employee's career self-management by (Squires et al., 1998).

Another important component of effective performance appraisal relates to the frequency and nature of supervisor feedback. According to Henderson (1984) and Meyer (1991), to be more effective a continuous performance based feedback process should exist between superiors and subordinates and should include two-way communication and negotiation between the supervisor and employee (Smith, 1987). In

the same vain, Kane et al, (1995), suggested that in providing feedback, supervisors should allow employees the opportunity to show their insights and evaluations concerning their own performance. Thus, effective performance feedback should involve, inform and motivate employees and create improved supervisor-employee communications (Villanova et al, 1993).

It is in this light that Boice et al (1997) concluded that to develop an effective PAS requires strong commitment from top management. If the system does not provide the linkage between employee performance and the organizational goals, it is bound to be less than completely effective. They therefore recommended that, to build linkages employees must have individualized objectives and the performance criteria which allow them to relate directly to the organization. Objectives should be developed jointly between the supervisor and the employee. Once the objectives are determined, appraisals should be performed frequently to help build the direct link. Boice et al (1997) further posited that it is important that the support documentation for performance should be maintained by both the supervisor and the employee in order for that appraisal process to be conducted in a productive manner. Therefore, an effective system of performance appraisal is a major component of an organisation that allows every employee to feel that his/her contribution has contributed to the success of the organisation and a desire to add success.

An effective performance appraisal system should be based on definite written policies, procedures, and instructions for its use (Lochar et al, 1988). General information about the system should be given to all employees through a circular or separate memorandum. All factors used to evaluate performance must flow from the jobs that are being appraised and not on traits or personality characteristics (Allan, 1994). These factors

must be susceptible to standardized definition and uniform interpretation by all appraisers (Bartol et al., 1998). Such standardization will be necessary to enhance the reliability and fairness of the appraisal process for control purposes.

Lukas (2007) also argues that, the requirements of an effective appraisal System are: relevance, sensitivity, reliability, independence, acceptability and practicality. To buttress this point, Caruth et al (2008) further identify eleven characteristics of an effective employee performance appraisal system. These are: formalization, job relatedness, standards and measurements, validity, reliability, open communication, trained appraisers, ease of use, employee accessibility to results, review procedures, and appeal procedures.

Due to the fact that jobs differ in content and expected results, it is important that organizations develop different sets of performance appraisal that will cover specific task/job-holders (Marsden, 1999). This approach will significantly improve the firm's ability to measure their strategic objectives in terms of key performance indicators. Performance measurement is valid if it measures what it purports to measure. The system employed or the method used is valid if it measures what it is designed to measure: actual job performance as compared with the established standards.

High performance must consistently receive a high rating, just as low performance must consistently receive a low rating for the measurement system to be considered reliable (Longenecker et al., 1999). Unfortunately, most performance appraisal systems have not been subjected to statistical validity studies. If the performance appraisal system is to function as a control metric, organizations must take great care in establishing the validity of the method. A performance appraisal system that does not consistently

measure work performance accurately cannot be considered an effective one (Marsden, 1999).

According to Lee (2005), all employees have a need to know how well they are performing. An effective performance appraisal system assures that feedback is provided on a continuous basis, in the form of daily, weekly, and monthly comments from an employee's supervisor or manager. Hence, for any performance appraisal system to be effective this ongoing feedback must be emphasized to performance appraisers (Longenecker et al, 1992). In addition, thorough training, as well as periodic updating and retraining, of all individuals in the organization who conduct evaluations must be done (Allan, 1994), and the organization should develop a performance appraisal system that is not complex to be effective (Longenecker et al, 1999).

To eliminate any problems of bias, discrimination, favoritism, or the like, a performance appraisal system needs to include a review mechanism, Allan (1994) in Curath and Humprey (2008). It is important that, the evaluator's immediate supervisor, automatically review all evaluations of employees made by subordinate managers. The purpose of this managerial review is to audit the evaluation for full acceptance, fairness, consistency, accuracy, and assuring that the evaluator has carried out his or her function objectively.

Lastly, organizations should have appraisal appeal procedures. An appeal process would seem to serve three purposes: it protects employees from unfair appraisals; protects the organization from potential charges of unfairness; and finally, helps assure that appraisers do a more conscientious job of evaluation because they know their appraisals are subject to examination by others in the organization.

2.4 Influencing factors on successful performance appraisal system

According to Armstrong et al. (2005), the following factors can help improve the management of your employees' performance. Firstly, Supervisors should come prepared by going through a list of the preset goals and probably their record of employee's performance for the year. They need to give consideration to the likely reasons that could have resulted in the employee's high/low performance, changes that may have occurred between the last appraisal and the intended one. It is also advisable for employees to come prepared with their own records so they can contribute effectively.

Secondly, the environment should be informal to allow for an open and honest discussion with less conflict. Thirdly, the session should be carried out according to plans made earlier but should also allocate enough time for employee's contribution. Additionally, supervisors should ensure they give a positive, frank, and merited feedback which will motivate the employee especially when they are commended for high achievement.

It is also important that, employees have ample time to contribute so they can reveal the issues they are encountering and this also will make them feel the appraisal session was fair. Furthermore, allowing the employee to self-appraise will afford the opportunity of seeing things from an employee's perspective and will also form part of the appraisal discussion. Again, Employees' performance that has been stated accurately should be the focus of the appraisal session rather than the supervisor's personal view of the employee. It is also advisable that both appraisee and appraiser jointly review probable

causes of good/poor performance rather than it being just the supervisor's views. The supervisor as much as possible should stick to facts rather than discuss issues that will come as a surprise to the employee. Finally, the agreed goals should be measurable and there should be a plan or discussion on how to achieve them and supervisors' should ensure the session ends positively.

2.5 Supervisory behaviours during a performance appraisal

Reviews of extant work on performance appraisal have indicated that there are certain requirements and behaviours required of the supervisor that are essential towards its success. Bartol et al. (1986) argues that it is imperative that supervisors' are aware of the essential behaviours and significance of performance appraisal as an element of performance management since supervisor's behaviour strongly affects how employees view the appraisal and the organization in general. They advocated the importance of supervisor training as a critical success factor for performance appraisal which they believe should involve some aspects of the appraisal process together with any grounds for employee appeal in the training design. However, several organizations do not train their supervisors (Locher et al., 1988) although training is believed to be essential for supervisors (Kirkpatrick, 1986) and studies have indicated that employees have a more positive reaction of the appraisal and supervisor when they understand the supervisors have been trained (Bannister, 1986;).

Cederblom (1982) noted that some essential supervisory behaviour includes: supporting the employee, encouraging employee participation and adequate knowledge of employee's job. Similarly Dorfman et al (1986) identified several other required

supervisory behaviours from existing studies which are believed to positively impact on the success of an appraisal session. Some of which are: giving negative/positive feedback in a friendly manner (McGregor, 1957), soliciting the appraisee's participation in resolving conflicts and job difficulties (Greller, 1975), setting up the exact goals for the employee and considering ways of improving work performance (Latham et al., 1975), discussing pay and promotion (Lawler et al., 1984), and using the review to increase understanding and communication.

Despite the fact that supervisor's behaviour contribute to employees' satisfaction with performance appraisal as noted above, most performance appraisal issues (e.g., rating bias) have been as a result of supervisor's inadequacy (Hogan, 1987). On the other hand, some supervisors may be reluctant to give accurate rating due to personal, social or organizational reasons (Tsui et al., 1986). However, they are vital to the performance appraisal process as they are seen to be the motivational neutral factors (DeNisis, et al., 1984).

2.6 Employees' satisfaction with Performance Appraisal Satisfaction

Employee satisfaction towards performance appraisal has been the most frequently measured (Levy et al., 2000) and it has been primarily conceptualized in three ways: (a) satisfaction with the performance appraisal interview, (b) satisfaction with the appraisal system, and (c) satisfaction with performance ratings. They further argued that it is necessary to address employees' reactions toward their performance appraisal for many reasons, including (a) the notion that reactions represent a criterion of great interest to practitioners and (b) the fact that reactions have been theoretically linked to

determinants of appraisal acceptance and success but have been relatively ignored in research.

Employee satisfaction with performance appraisal would be positively related to work performance (Pettijohn et al., 2001). In view of the fact that performance appraisal often includes equipping employees with new knowledge and skills, it may also contribute to employees perceived investment in employee development. According to Eisenberger et al. (1990), employees who believe their organization is committed to providing them with developmental activities may feel an obligation to repay the organization through high work performance. Indeed, if Performance appraisal systems will allow to communicate strategies, goals and vision, employees should experience higher levels of commitment to the attainment of organizational goals and, therefore, become more affectively committed to their organization. Moreover, developmental performance appraisal is also about increasing employees perceptions of being valued and being part of an organizational team (Levy et al., 2004). More also, if performance appraisal satisfaction reflects perceived investment in employee development, employees will probably reciprocate by way of higher affective commitment to the organization (Lee et al., 2003). Research on sales people suggests that organizational commitment is positively associated with the use of explicit evaluative criteria and openness to discussing the appraisal (Pettijohn et al., 2001) and negatively related to role ambiguity (Babakus et al., 1996). In addition, since performance appraisal satisfaction is enhanced by employee participation and perceived clarity of goals (Reed et al, 1996), it may also be positively related to affective commitment. On the other hand, (Poon, 2004) reported findings indicating that dissatisfaction with performance appraisal influenced employees intention to quit through reduced job satisfaction. In another study Jawahar, (2006)

reported that satisfaction with appraisal feedback was positively related to job satisfaction and organizational commitment and negatively related to turnover intentions.

The above submissions indicate that appraisals can have a positive impact on job satisfaction when employees believe that they are being evaluated by the "proper" criteria (Pettijohn et al, 2000). Boswell et al, 2000) also investigated how perception of performance appraisal use relates to employee satisfaction with both appraisal and appraiser. They emphasized support for the importance of individual development in the performance appraisal process and focused on employee perceptions of performance use. Their results supported the importance of employees perceiving developments as part of the performance appraisal process. It is therefore reasonable for Organizations to perhaps make the developmental aspect of the performance appraisal process clear so employees understand and believe that a primary purpose of their performance appraisal is for job and career development. In sum, empirical evidence suggests satisfaction to be among the most important of reactions to the appraisal process.

2.7 Challenges of performance appraisal

It is evident from above discussions that, organizations are faced with numerous challenges in conducting or implementing effective performance appraisal systems for higher productivity and quality service delivery. A major and recurrent criticism of performance appraisal systems is their openness to subjectivity and discrimination. Subjectivity is more likely to arise from the day-to-day behaviors and practices of those involved in the process of appraisal than the policies and procedures developed to guide that practice (Brown et al, 2005). PAS is often judged subjectively because performance

in many jobs is not amenable to objective assessment. Such subjectivity enables a rater's personal agenda to drive the appraisal rating process (Poon, 2004). Subjectivity can also become a problem when appraiser and appraisee are colleagues. Hanuabuss (1991) stated that working with and for people we know, their good and bad points become obvious and it is often impossible to detach an appraisal interview from all the other interactions which employees have had over the past period.

Hence, the implementation of an effective Performance Appraisal programme is complicated by the difficult task of obtaining a truly fair and accurate appraisal of an employee (Poon, 2004; Gibbons and Kleiner, 1994). Some common problems in Performance management are design flaws and lack of credibility. Many performance management systems consist of an annual appraisal which may review a list of objectives. In most cases the connection between individual objectives and organizational values, goals and strategies is not made (Leanne, 2004). He further explained that, most performance management systems do not adequately address role specific job requirements; many do not address them at all. On top of this failing, many performance management systems do not have objective measurement systems, relying instead on opinions of supervisors and, in some cases peers, which are notoriously subject to bias from a number of sources, hence the lack of credibility. Problems associated with Performance appraisal (PAS) include the lack of agreement on appropriate appraisal criteria, concerns over the validity and reliability of evaluation methods, and the negative perceptions of employees towards the appraisal system (Peterson, 2000).

It is noted from the discussions above that Performance appraisal is the “name given to procedures which make regular assessment of employee performance (Herbert et al, 1989). According to Maund (2001), appraisal is a key component of performance management of employees. When effective, the appraisal process reinforces the individual’s sense of personal worth and assists in developing his/her aspirations. Its central tenet is the development of the employee.

Performance appraisal uses have been broadly classified under two broad headings: counseling and development; and the evaluation and discussion of administrative decisions (Cleveland et al., 1989). Employee satisfaction towards performance appraisal has been the most frequently measured (Levy et al., 2000) and it has been primarily conceptualized in three ways: (a) satisfaction with the performance appraisal interview, (b) satisfaction with the appraisal system, and (c) satisfaction with performance ratings. It is reported that satisfaction with appraisal feedback was positively related to job satisfaction and organizational commitment and negatively related to turnover intentions (Jawahar, 2006). It is obvious from the recent surveys and the high rate of change that performance management systems are not satisfactory in most businesses and organizations. However, organizations can enhance performance management systems by adopting; Clear purpose, Business performance management culture, Alignment, Meaning, Commitment and System integrity (Leanne, 2004).

Development of an effective appraisal system is not an easy chore (Boice et al., 1997). Despite this assertion, effectiveness occurs when the appraisal interactions are non-controlling and non-defensive, but are supportive, educative and yet confidential (Piggott-Irvine, 2003). Caruth et al. (2008) further identify eleven characteristics of an

effective employee performance appraisal system. These are: formalization, job relatedness, standards and measurements, validity, reliability, open communication, trained appraisers, ease of use, employee accessibility to results, review procedures, and appeal procedures.

It has also been pointed out that, since jobs differ in content and expected results, it is important that organizations develop different sets of performance appraisal that will cover specific task/ job-holders (Marsden, 1999). This approach will significantly improve the firm's ability to measure their strategic objectives in terms of key performance indicators. Performance measurement is valid if it measures what it purports to measure. In sum, in spite of the challenges facing management in conducting effective performance appraisal systems, there exist appropriate mechanisms, methods and procedures that if adhered to properly, can promote effective PAS leading to higher quality delivery from employees.

CHAPTER THREE: MODEL SPECIFICATION

This chapter provides detailed account on the scientific methods employed in collecting and analyzing the data for the study. It also discusses some major characteristics of the organizations under study. An overview of the structure and functions of the Ministry of Education (MOE), Office of the Head of the Civil Service (OHCS) and the Civil Service Training Centre (CSTC) is provided, since the data was generally collected from these three organizations. The first section of this chapter provides the introduction of the chapter. The follow up sections in this chapter include the description of the research design, the population and units of analysis for the study; the sampling techniques, research instruments; and processes of data collection and analysis.

3.1 Research Design

Social research can serve many purposes. Three of the most common and useful purposes are exploration, description, and explanation (Babbie, 2010). Babbie further stated that a given study can have more than one of these purposes. The study therefore adopted a case study and descriptive research designs in order to describe the situation surrounding the current performance appraisal system and the prospects for the way forward in the Ghana Civil Service. According to Yin (2003), a major strength of a case study data collection is the ability to employ many diverse sources of facts. It is envisaged that the use of diverse sources of data in this study will make the findings realistic and close to precise. The Office of the Head of the Civil Service, Ministry of Education, and the Civil Service Training Centre were chosen in order to create the diversity that is needed for case study. OHCS and CSTC especially, play significant

roles in the administering of the Performance appraisal and training in the Ghana Civil Service respectively. Moreover, MOE also sees to the education of all Ghanaians, including Civil Servants.

3.2 Population of the Study

The target population of the study was all workers at the headquarters of OHCS, all workers at the Ministry of Education and sixty training participants from various Ministries, Departments and Agencies (MDAs) at the CSTC within the period of the study. The number of employees in the headquarters of the OHCS obtained from the Research Statistical and Information Management Directorate (RSIMD) was 108 (this excluded the Management Services Division and the Public Records and Archives Administration) and that of MOE headquarters was 116. This brought the total number of employees 224 excluding the 60 trainees targeted from other MDAs who attend training programs at the CSTC.

3.3 Sampling Technique

For the employees of the OHCS and MOE, the purposive sampling technique was first employed to target only full time employees, that is, those on government pay roll who have gone through performance appraisal exercise. Personnel at the Research Statistical and Information Management Directorate (RSIMD) and the Human Resource Directorate at OHCS and the MOE respectively were helpful in availing information on full time employees in the two organizations. An examination of the category of full time employees in the OHCS and the MOE revealed very little heterogeneity, the simple

random sampling technique was therefore seen as appropriate and this gave all the employees an equal chance of being selected. The judgmental or purposive sampling technique was also employed to select Key persons from the two selected organizations for semi-structured written interviews. This was to allow for the selection of Officials who were knowledgeable in the subject under study.

The Sampling frame of the study was all full time workers in the OHCS headquarters and the MOE headquarters, as well as 60 workers from other MDAs who have gone through the performance appraisal exercise in the Ghana Civil Service after their appointments. These organizations were selected because of their significant roles in implementation and conduction of the performance appraisal system in the Civil Service.

The sample size was chosen in such a way to ensure a response rate large enough for results to be generalized to the population. The actual sample from the OHCS and MOE were drawn from their main directorates. Meanwhile, the actual sample from the CSTC was drawn from trainees from the various MDAs who were under training within the period of the study. This resulted in the sample of 200 employees (60 from the OHCS, 80 from the MOE, and 60 from the CSTC). However the actual number of employees who responded to the questionnaire was given as 173 representing an 86.5% response rate. Three key persons from MDAs were interviewed through semi-structured written questionnaires. Also, two management staff each from OHCS and MOE were interviewed through semi-structured questionnaires. This brought the total number of respondents who were interviewed to 7.

3.4 Sources and Methods of Data Collection

Survey is probably the best method available to the social researcher who is interested in collecting original data for describing a population too large to observe directly (Babbie, 2010). Survey method was therefore employed considering the large population, to solicit the views of employees in the two organizations and others from various MDAs who happened to attend training programmes at the CSTC. Semi-structured written interviews were also used to solicit the views of both the management as key informants.

The triangulation became necessary because the surveys were distributed in only two organizations and therefore had the tendency of producing a biased and naive view of the subject under study. An additional source of data was therefore provided by including interviews, which were conducted outside the OHCS and the MOE. This was to compensate for the weaknesses inherent in the survey method used for the collection of the data.

Data for the study included both primary and secondary data. Self-completing questionnaire and semi-structured interview guide tools were used to gather primary data from respondents. On the other hand, appropriate and relevant documents were reviewed to complement the primary data sources. These included reports, articles, the internet, newspapers, journals, and relevant books.

The study employed the use of both quantitative and qualitative data. However, the study employed an extensive use of qualitative data which was made possible by the use of questionnaire. The employment of qualitative research was to ensure an in-depth

understanding of the performance appraisal system of the Civil Service with specific reference to the way it is conducted and its effectiveness. The instruments employed to collect primary qualitative data were questionnaires and semi-structured written interviews guide.

3.5 Questionnaire

Questionnaires were prepared and administered among employees. These questionnaires were distributed randomly in order to ensure maximum representation of all level of workers within the various grades and directorates in the organizations and to avoid any possible biases. To ensure this, for example, the sample included workers from different grades, directorates, age groups, educational backgrounds and gender etc.

The literature review in Chapter two served as the basis for the development of the questionnaire for the purposes of this study. A combination of lists where more than one option could be selected, multiple choice question (choose one) using Likert scale (strongly disagree, disagree, agree, and strongly agree) as well as category scale answers (e.g., demographic information etc.) were used. In addition, some opened ended questions were also provided to allow respondents to freely express their opinions. The questionnaires are sub-divided into 6 parts and made up of a total 53 questions. Part one sought to get an insight into the organizational strategies. Part two solicited employee perception of the Performance appraisal in the Civil Service whiles part three focused on performance monitoring and feedback. Uses of performance appraisal results were captured in part four, with compensation and benefits, and performance appraisal and employee satisfaction dealt with in parts five and six respectively. The questionnaires were presented to the respondents with the help of friends since I could

not travel back to Ghana within the period of my study in Korea. Questionnaire administration was undertaken within a period of one month.

Semi-structured written interview guides were also employed to get responses from key persons from management of the OHCS and the MOE and other MDAs. This was to get an in-depth understanding of the issues surrounding Performance Appraisal in the civil service. Respondents were therefore required to respond to questions related to the challenges of conducting performance appraisal in the civil service, employees' satisfaction to the existing PAS, training support towards the implementation of the PAS as well as the way forward for effective implementation of the PAS in the civil service.

3.6 Analysis of Data

Both qualitative and quantitative methods were used to analyze the data. Qualitative analysis took the form of content analysis of semi-structured interviews, discussions and documents, while quantitative analysis took the form of descriptive statistics such as frequencies, percentages, etc. with the aid of the excel software programme. Data interpretation was done mostly by the use of tables and figures. Tables and figures were derived from processed questionnaires.

The data collected from the questionnaires were checked, edited, coded and processed with the excel software programme. Excel software helped the researcher to analyze the data into tables and the percentages of occurrences using the univariate analysis. This presented a clear picture of the responses from the respondents. The researcher was able to make inferences to the general population from the sample studied using bivariate

and multivariate analysis and the results from these analyses was then used to generalize the findings to the population from which the study sample was drawn from.

3.7 Validity and Reliability

According to Patton (2002), validity and reliability are two areas that researchers should focus on when seeking to maximize the quality of the outcome of studies. The use of triangulation was one sure way to test and maximize the reliability and validity of the study findings.

Research validity simply refers to the appropriateness of the research findings (Maxwell, 1996). The validity of the research results reported here were strengthened through triangulation across 173 survey respondents, 9 semi-structured written interviewees, observations and secondary data. To improve the level of reliability of this study the researcher researched two separate case studies including others from various MDAs. This was to avoid the weaknesses of generalizing from a single case study (Yin, 2003). Secondly, the researcher tried as much as possible to define the study population narrowly to improve the robustness of the study conclusions. Lastly, using multiple evidence sources in order to gain in-depth knowledge of the topic under-study.

Reliability can be defined as the extent to which a method can be replicated by others under similar conditions (Gummerson, 1991). It is noted that case study research methods encompasses risks associated with researcher subjectivity which may negatively impact replication. This risk can be minimized with a strong case study protocol (Yin, 2003). This was what necessitated the employment of triangulation and clear definition of the study population in the study.

The preceding discussion provided the various methods and procedures used in undertaking the study. Basically, the scientific method of research in the social sciences was employed in designing the procedures for collecting data and coming out with the findings of this study. The study is generally considered as a case study analysis fusing with descriptive purpose where two Civil Service organizations namely the OHCS and the MOE, and others from MDAs grouped together were chosen for an in-depth study and to make generalizations thereafter. Several methods of data collection and sampling methods were employed to collect the information necessary for an informed analysis and discussion. The next chapter shall be devoted to discussing the findings and data presentation of the study.

CHAPTER FOUR: DATA ANALYSIS AND RESULTS

The previous chapter provided detailed methods of data collection and the various ways in which the data was analyzed. This chapter serves as a direct response to objectives of the study. It also provides answers to the research questions. The discussions are based on the responses to the questionnaire and written interview to management staff. This chapter consists of data presentation and discussion of findings. Data gathered was analyzed with the use of excel program. Tables and figures were used to give a true reflection and representation of the data collected.

4.1 Demographic Characteristics of Respondents

Analysis of respondents (Section C of the questionnaire) dealt with basic biographical information of the respondents who participated in the research. An analysis of Section C follows, describing the frequency distributions of the respondents in terms of the organizations in which they are employed; their grades/rank in the organization; their gender status, their level of education; the age of respondents; the number of appraisals sessions that they have had whilst in the Civil Service; and finally, the number of years that employees have been in the service.

TABLE 4.1 Responses by Organization

Organization	Number	Percentage(s) %
OHCS	51	29.5%
MOE	65	37.5%
Others	57	33%
Total Respondents	173	100%

Table 4.1 reflects the number of responses according to respondent's organizations. 29.5% of the respondents are employees of Office of the Head of the Civil Service (OHCS); 37.5% of the respondents are employed in Ministry of Education (MOE); and 33% of the respondents are from various Ministries, Departments and Agencies (MDAs) who were undergoing training at the Civil Service Training Centre (CSTC) at the time of administering the questionnaire.

TABLE 4.2 Responses by Grade/Rank

Grade/Rank	Number	Percentage(s) %
Junior Staff	68	42.5%
Senior Staff	84	52.5%
Management Level staff	8	5%
Total Respondents	160	100%

Table 4.2 shows the number of responses by grades/ ranks of respondents. 42.5% of the respondents fall within Junior Staff grade; 52.5% of the respondents are Senior Staff;

and the remaining 5% of the respondents are within the management level. This is an indication that each level of grade was fairly represented.

TABLE 4.3 Responses by Gender

Gender	Number	Percentage(s)
Male	84	50.91%
Female	81	49.09%
Total Respondents	165	100%

Table 4.3 also reflects the number of responses by gender. 50.91% of the respondents are male; while 49.09% of the respondents are female, also indicating a balance representation of both male and females.

TABLE 4.4 Responses by level of education of respondents

Educational Qualification	Number	Percentage(s)
Below Tertiary	9	5.2%
Diploma/HND	39	22.7%
Bachelor's Degree	80	46.5%
Master's Degree	38	22.1%
PhD	4	2.3%
Other	2	1.2%
Total Respondents	172	100%

Table 4.4 depicts the number of responses by educational qualification of respondents. 5.2% hold below tertiary certificates; 22.7% hold Diploma/HND; 46.5% hold Bachelor's Degrees; 22.1% hold Master's Degrees; 2.3% hold PhD. And finally, 1.2% holds other certificates outside the above-mentioned categories. It can therefore be said that, educational status of respondents were diverse and had a representation in each category. However, majority fell between Diploma/HND, Bachelor and Master's degree.

TABLE 4.5 Responses by age of Respondents

Ages of Respondents	Number	Percentage(s)%
Below 20yrs	0	0%
20-30yrs	63	38.6%
31-40yrs	80	49.1%
41-50yrs	19	11.7%
51 and above	1	0.6%
Total Respondents	163	100%

Table 4.5 shows responses by the age of respondents. None of the respondents were below 20 years. However, 38.6% were between the ages of 20 and 30; 49.1% were between the ages of 31 and 40; 11.7% were between the ages of 41 and 50. And finally, 0.6% was 51 year or more.

TABLE 4.6 Responses by numbers of appraisal sessions since employment

No. of Appraisals	Number	Percentage(s)%
1 to 2	82	48.5%
3 to 5	71	42%
5 or more	16	9.5%
Total Respondents	169	100%

Table 4.6 shows responses by number of appraisal sessions respondents have gone through. 48.5% of respondents have had only one or two appraisals; 42% respondents have had between three to five appraisals; and 9.5% respondents have had five or more appraisals. It is therefore evident that all respondents have some appreciable level of relevant knowledge and experience on the subject matter under study.

TABLE 4.7 Responses by years employed into the Civil Service

No. of Years	Number	Percentage(s)%
Less than 5yrs	71	43.8%
6-10yrs	62	38.3%
11-15yrs	21	13%
16-20yrs	7	4.3%
21yrs and above	1	0.6%
Total Respondents	162	100%

Table 4.7 finally reflects responses by number of years in the Civil Service. 43.8% of the respondents have been employed in the Civil Service for five years or less; 38.3% of the respondents have been employed in the Civil Service for between 6 and 10 years; 13% of the respondents have been employed in the Civil Service for between 11 and 15 years; 4.3% of the respondents have been employed in the Civil Service for between 16 and 20 years; And finally, 0.6 % of the respondents has been employed in the Civil Service for 21 years or more.

In conclusion, the basic biographical information of the respondents who participated in the research was analyzed and presented in tabular form describing the frequency distributions of the respondents in terms of section C of the questionnaire. It can be observed from above tables that the subgroups were fairly represented in the total population of respondents. Gender biases were eliminated with 50.91% male and 49.09% female responding to the questionnaire. All respondents have also gone through the performance appraisal sessions for at least once. As many as 51.5% of respondents have been appraised between 3 to 5 times indicating how experience they are in relation to the subject matter under study. Age and academic distributions are also fairly represented. In sum, the various categories under the demographic characteristics of respondents are fairly represented. In the next section of this chapter, the researcher analyses and interprets Section A of the questionnaire, in an effort to achieve the objectives and answer the research questions of the topic under-study.

It must be emphasized that, questions that were not responded to, were left blank in the process of coding the data collected. In view of this, the total number of respondents may differ from one question to the other due to the number of respondents that

answered a particular question. Therefore some questions have less than the required total of 173 respondents.

4.2 Analysis and interpretation of the findings

Various components of performance appraisal were discussed at length in chapter two. Its effects on individual and organizational performance were highlighted and various guidelines relating to the effective implementation of such systems were discussed.

Section A of the questionnaire is related to the research objectives and questions of the study. To solve this problem, Section A of the questionnaire focused on the various components of performance appraisal. It is stated in Chapter Two that, performance appraisal is a key component of performance management of employees. It is also an ideal vehicle for achieving organizational goals. Therefore, in compiling Section A of the questionnaire, the researcher considered the various crucial components of performance appraisal systems. The results from Section A of the questionnaire will be used to aid the researcher in answering the research questions of the study.

4.2.1 Organizational strategy

Indeed, if performance appraisal systems will allow communicating strategies, goals and vision, employees should experience higher levels of commitment to the attainment of organizational goals and, therefore, become more affectively committed to their organization. The starting point of any performance management system is to create a shared vision of the organization's goals and objectives.

TABLE 4.8 Organizational Strategies

	Organizational strategy	Strongly agree	Agree	Disagree	Strongly disagree	T
1.	I am aware of the mission statement of the Ghana Civil Service.	31 18%	78 45%	53 31%	11 6%	173
2.	I am fully aware of the strategic objectives of the Ghana Civil Service.	18 11%	55 32%	96 56%	2 1%	171
3.	I know what my organization's values are, i.e. what is regarded as important by the org- e.g. Performance, teamwork, innovation, etc.	27 16%	108 64%	35 21%	0 0%	170
4.	The department/division in which I work presently has clear goals and objectives.	35 20%	114 66%	24 14%	0 0%	173
5.	I have personal objectives which support the divisional goals and objectives.	25 15%	103 62%	35 21%	4 2%	167
6.	These objectives were set by mutual agreement between my supervisor and I, after discussion of each of the objectives	8 5%	51 30%	94 55%	17 10%	170
7.	I understand how my role contributes to the overall goals and objectives of my organization and the Ghana Civil Service as a whole.	35 20%	102 59%	33 19%	2 1%	172
8.	I have a clear understanding of the level of Performance that is expected from me.	36 21%	90 52%	45 26%	1 1%	172

Based on table 4.8 it is evident that, 18% strongly agree; 45% agree; 31% disagree; and 6% strongly disagree – that they are aware of the organization's mission statement. Responses in terms of awareness of the strategic objectives of the Ghana Civil Service are as follows: 11% strongly agree; 32% agree; 56% disagree; and 1% strongly disagrees – that they are aware of the Civil Service strategic objectives. When

employees were asked about the awareness of the organization's values, they responded as follows: 16% strongly agree; 64% agree; 21% disagree; and 0% strongly disagrees – that they know what the organization's values are. With regards to whether employees' departments/division has clear goals and objectives, 20% strongly agree; 66% agree; 14% disagree; and 0% strongly disagrees – that their departments/divisions have clear goals and objectives.

Responses as to whether employees have personal objectives which supports the divisional goals and objectives yielded the following results: 15% strongly agree; 62% agree; 21% disagree; and 2% strongly disagree – that they have personal objectives which support divisional goals and objectives. When employees were asked whether objectives were set by mutual agreement between supervisors and subordinate employees, it yielded the following results: 5% strongly agree; 30% agree; 55% disagree; and 10% strongly disagrees – that objectives were set by mutual agreement. In another development, 20% of respondents strongly agree; 59% agree; 19% disagree; and 1% strongly disagrees – that they understand how their role contributes to overall organizational goals and objectives. Lastly, 21% of respondents strongly agree; 52% agree; 26% disagree; and 1% strongly disagrees – that they have clear understanding of the level of Performance that is expected of them.

In summary, it is evident from table 4.8 that 37 % of the respondents are not aware of the mission statement of the Ghana Civil Service. The researcher therefore expected responses from questions three and eight to follow the same trend as that of question one, since both questions 3 and 8 are directly linked to question one which is a major question. In another development, as 57% of the respondents are not aware of the Civil

Service strategic objectives, the researcher expected the results of question 6 to closely resemble the results of question 4.

The number of responses from Table 4.8 have been added and converted into graphical format as presented in figure 4.1.

Figure 4.1



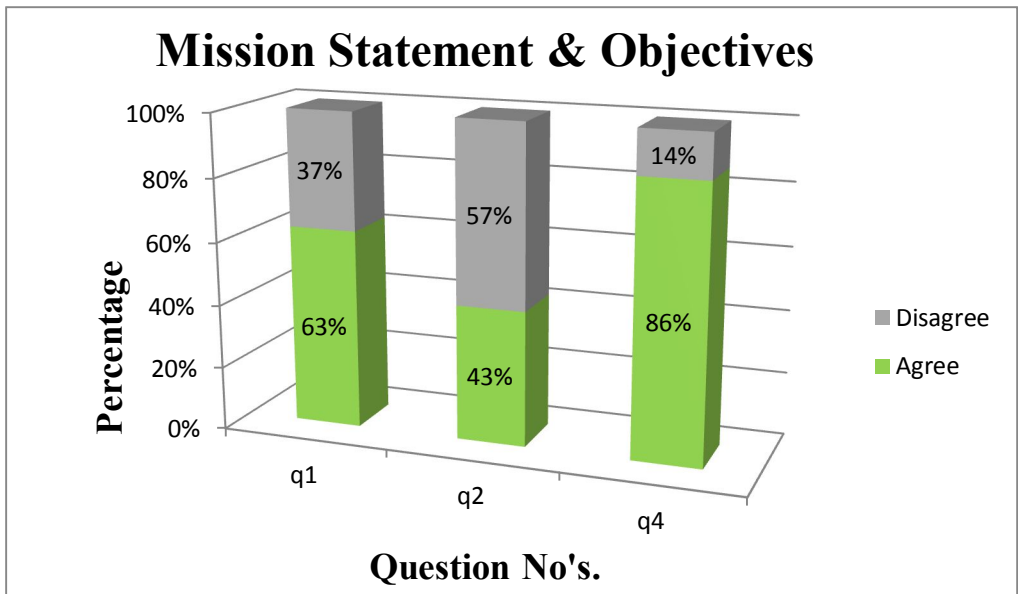
Based on Chart 4.1 it is clear that, on the average, majority of respondents (115 respondents representing 66.5%) are clear on the mission statement and strategic objectives of the Ghana Civil Service as well as those of their division. They have a good understanding of the level of performance expected from them and are committed to achieving their set objectives. However, substantial number of respondents (57 respondents representing 33.5%) on the average, lack awareness about the mission statement and strategic objectives of the Civil Service.

Areas of concern in Table 4.8 are the responses to questions numbered 1, 2 and 4 which deal with the awareness of mission statement, strategic objectives of divisions/departments and the Civil service at large. These have been summarized and converted into graphical format and the resultant chart is presented in figure 4.2. Data series one in green colour on the X axis represents responses of strongly agree, agree fused together as *agree* (strongly agree + agree = *agree*). Strongly disagree and disagree responses are also put together as *disagree* (strongly disagree + disagree = *disagree*) represented in silver colour on the X axis of the data series chart.

An analysis on figure 4.2 shows that 37% of respondents are not aware of the Civil Service's mission statement. Surprisingly 57% of the respondents surveyed are not aware of the strategic objectives of the Civil Service while 14% of respondents do not believe that their divisions/departments have clear goals and objectives.

Figure 4.2 depicts that, the biggest challenge or problem in the mission statement and objectives category is lack of knowledge about the strategic objectives by employees of the various organizations within the Civil Service. This does not auger well for the Ghana Civil Service because it is impossible for employees to work hard to achieve objectives they know not. More also, it is not pleasant to have significant number of employees being ignorant about the mission statement of the service.

Figure 4.2 Organizational Strategy-Areas of Concern



4.2.2 Perception of Performance Appraisal

It has been established in the literature review that appraisals can have a positive impact on job satisfaction when employees believe that they are being evaluated by the "proper" criteria (Pettijohn et al, 2000). (Boswell et al, 2000) also investigated how perception of performance appraisal use relates to employee satisfaction with both appraisal and appraiser. They emphasized support for the importance of individual development in the performance appraisal process and focused on employee perceptions of performance use. The role of employee perception on performance appraisal cannot be over emphasized in relation to employee dedication, motivation and commitment to work.

TABLE 4.9 Perception of Performance Appraisal

	Perception of Performance Appraisal	Strongly agree	Agree	Disagree	Strongly disagree	T
9.	The existing performance appraisal system matches with my job description contents.	6 3%	38 22%	118 68%	11 6%	173
10.	Supervisors & subordinates sign the Performance Appraisal form and a copy is submitted to the Human Resource Director every year.	18 10%	116 67%	38 22%	1 1%	173
11.	Supervisors possess the skills needed to achieve a balanced assessment of the strengths and weaknesses of their subordinates.	17 10%	100 58%	53 31%	2 1%	172
12.	The existing Performance Appraisal System helps in improving my performance / productivity on the job.	2 1%	48 28%	109 64%	12 7%	171
13.	My Supervisor (Boss) pays due consideration to my personal problems which affects my performance on the job.	3 2%	61 36%	94 55%	13 8%	171
14.	My Supervisor (Boss) takes into account the potential problems on the job which negatively affect my performance, while evaluating my performance.	11 6%	63 36%	84 49%	15 9%	173
15.	My Supervisor (Boss) engages with all Co-workers at an equal level of morality and justice without bias.	11 6%	95 55%	60 35%	7 4%	173
16.	My supervisor fills out the Performance Appraisal forms.	5 3%	33 19%	119 69%	16 9%	173
17.	Performance appraisals are conducted every year.	7 4%	24 14%	70 40%	72 42%	173
18.	Supervisors find it difficult to be completely objective in the appraisal because they have an interest in maintaining good relationships with their	31 18%	107 62%	29 17%	6 3%	173

	employees.					
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Table 4.9 shows that 3% of respondents strongly agree; 22% agree; 68% disagree; and 6% strongly disagree – that the current performance appraisal system matches with their job description. When respondents were asked whether both supervisors and subordinates sign the appraisal form and submit a copy to the Director of HR, they answered as follows: 10% strongly agree; 67% agree; 22% disagree; and 1% strongly disagrees – that appraisal forms are signed and submitted to the Director of HR every year. The table also depicts that 10% of respondents strongly agree; 58% agree; 31% disagree; 1% strongly disagrees – that supervisors possess the skills needed to achieve a balanced assessment. Respondents’ opinion on whether existing Performance Appraisal System helps in improving performance / productivity on the job are as follows: 1% strongly agrees; 28% agree; 64% disagree; and 7% strongly disagrees – that the existing Performance Appraisal System helps in improving my performance / productivity on the job. Responses as to whether Supervisors (Bosses) pay due consideration to personal problems which affect subordinates performance on the job yielded the following results: 2% strongly agree; 36% agree; 55% disagree; and 8% strongly disagree – that Supervisors pay due consideration to their personal problems which affect employee performance on the job. Also, 6% of respondents strongly agree; 36% agree; 49% disagree; and 9% strongly disagree – that supervisors take into account potential problems on the job which negatively affect employee performance, during assessment of performance. When respondents were asked whether supervisors engage with all workers at an equal level of morality and justice without bias, their responses were as follows: 6% strongly agree; 55% agree; 35% disagree; and 4% strongly disagrees – that

supervisors engage with all workers at an equal level of morality and justice without bias. Responses as to whether supervisors fill out the Performance Appraisal forms yielded the following results: 3% strongly agree; 19% agree; 69% disagree; and 9% strongly disagrees – that supervisors fill out the Performance Appraisal forms. The survey also showed that 4% of employees strongly agree; 14% agree; 40% disagree; and 42% strongly disagrees – that performance appraisals are conducted every year. Opinions from employees on whether supervisors find it difficult to be completely objective in the appraisal because they have an interest in maintaining good relationships with their employees yielded the following results: 18% strongly agree; 62% agree; 17% disagree; and 3% strongly disagrees – that supervisors find it difficult to be completely objective in the appraisal because they have an interest in maintaining good relationships with their subordinates.

The number of responses from Table 4.9 have been added and converted into graphical format as presented in figure 4.3.

Figure 4.3

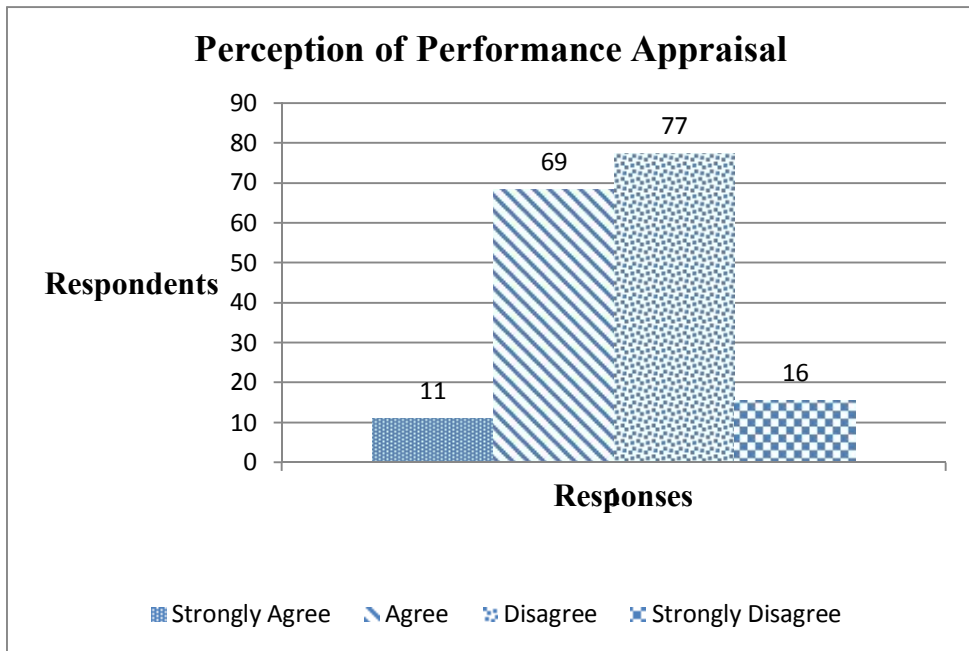
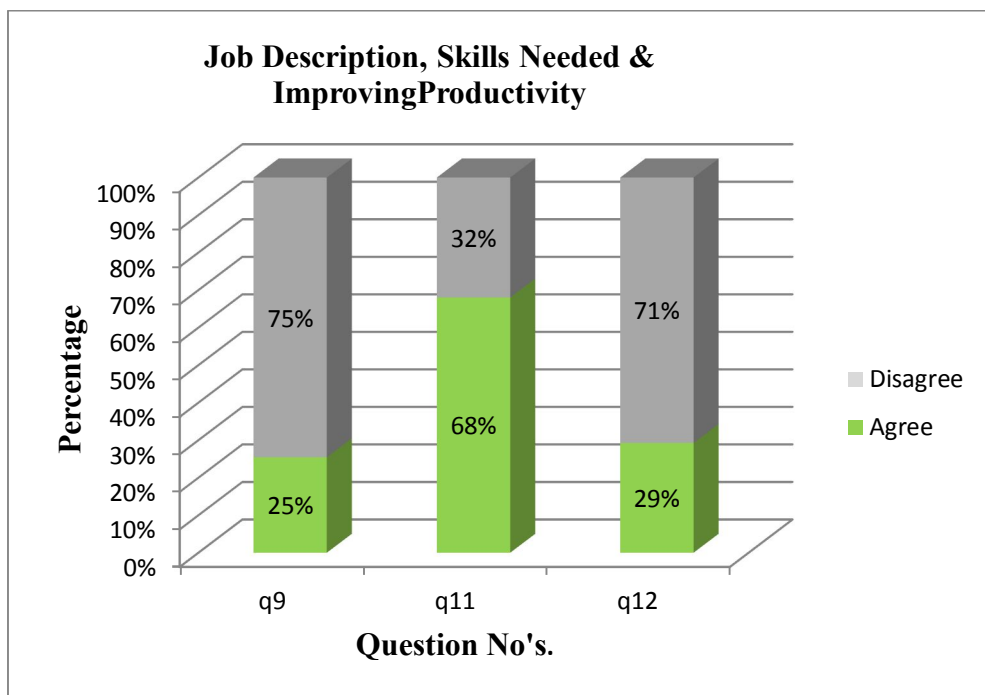


Figure 4.3 depicts that out of the 173 respondents, 11 (6.4%) perceive the performance appraisal system as strongly positive (strongly agree), 69 (39.9%) perceive the performance appraisal as positive (agree). On the other hand, 77 respondents (44.5%) have negative impression (disagree) about performance appraisal system while 16 respondents (9.2%) have very negative impression (strongly disagree) about the performance appraisal system. From the above analysis, it can be said that majority of the respondents have negative perception about the current performance appraisal system of the Ghana Civil Service. In spite of this, appreciable numbers of respondents (46.2%) believe in the performance appraisal system.

However, areas of concern in Table 4.9 are the responses to questions numbered 9, 11 and 12, which deal with relationship between performance appraisal and job description, skills needed for balanced assessment and, performance appraisal and improving

employee productivity. These have been summarized and converted into graphical format and the resultant chart is presented in figure 4.4. Data series in green colour on the X axis represents responses of strongly agree, agree fused together as *agree* (strongly agree + agree = *agree*). Strongly disagree and disagree responses are also put together as *disagree* (strongly disagree+ disagree= *disagree*) represented in silver colour on the X axis of the data series chart.

Figure 4.4 Perceptions of Performance Appraisal- Areas of Concern



It is evident from figure 4.4 that 75% of respondents believe the performance appraisal do not match with their job description and 68% believe that supervisors possess the relevant skills needed to achieve a balanced assessment on employee performance.

Meanwhile, as many as 71% of respondents strongly disagree or disagree that the performance appraisal system helps in improving employees performance and productivity on the job.

From the above analysis, it can be said that, the greatest challenge that impedes effective and successful implementation of the PAS in the area of employee perception is the non-linkage of the criteria for assessing performance of employees to their job description. It is therefore not surprising that 71% responded that the current PAS does not help in improving employee performance.

4.2.3 Performance monitoring and feedback

Performance appraisal enables employees to receive feedback on their performance; identify training needs and make further plans for development. It is a systematic review of progress as stated by Livy (1987). Formal performance appraisal are the means of telling a subordinate how he/she is doing and suggesting needed changes in his/her behaviour, attitudes, skills or job knowledge (McGregor, 1958).

TABLE 4.10 Performance monitoring and feedback

	Performance monitoring and feedback	Strongly agree	Agree	Disagree	Strongly disagree	T
19.	My performance is effectively monitored.	5 3%	37 21%	128 74%	3 2%	173
20.	My supervisor communicates with me frequently about my performance.	7 4%	39 23%	123 71%	4 2%	173
21.	My supervisor encourages open and frank dialogue with respect to performance related issues.	5 3%	31 18%	120 69%	17 10%	173
22.	I am encouraged to prepare for performance review meetings.	4 2%	24 14%	131 76%	14 8%	173
23.	Priorities in terms of objectives are reviewed during the performance review meeting.	4 2%	35 20%	86 50%	47 27%	172
24.	My performance is measured against prior, mutually agreeable, set objectives.	4 2%	30 17%	127 73%	12 7%	173
25.	I am provided with verbal and written feedback about positive performance.	3 2%	28 16%	121 70%	21 12%	173
26.	Where performance has not met minimum standards, my supervisor and I discuss the reasons for this and ways of improving performance.	8 5%	63 37%	91 53%	10 6%	172
27.	During the performance review meeting, my manager and I set mutually agreeable action plans for future improvements.	5 3%	28 16%	89 51%	51 29%	173
28.	I am involved in decisions which affect the way I work.	12 7%	81 47%	71 42%	7 4%	171
29.	I understand every item on the Performance Appraisal form.	12 7%	88 51%	67 39%	5 3%	172
30.	I have been trained adequately about the implementation of the current Performance Appraisal system.	1 1%	29 17%	126 73%	17 10%	173

Respondents answered as follows when asked if they feel that their performance is effectively monitored: 3% strongly agree; 21% agree; 74% disagree; and 2% strongly disagree – that, their performance is effectively monitored under the current PAS. It is shown that, 4% strongly agree; 23% agree; 71% disagree; and 2% strongly disagrees – that supervisors communicate with subordinates frequently about their performance. Respondents, when asked whether supervisors encourage open and frank dialogue with respect to performance related issues with subordinate yielded results as follows: 3% strongly agree; 18% agree; 69% disagree; and 10% strongly disagree – that supervisors encourage open and frank dialogue with respect to performance related issues with subordinates. Additionally 2% of respondents strongly agree; 14% agree; 76% disagree; and 8% strongly disagrees – that they are encouraged to prepare for performance review meetings. Responses as to whether priorities in terms of objectives are reviewed during the performance review meeting yielded the following results: 2% strongly agree; 20% agree; 50% disagree; and 27% strongly disagree – that priorities in terms of objectives are reviewed during the performance review meetings.

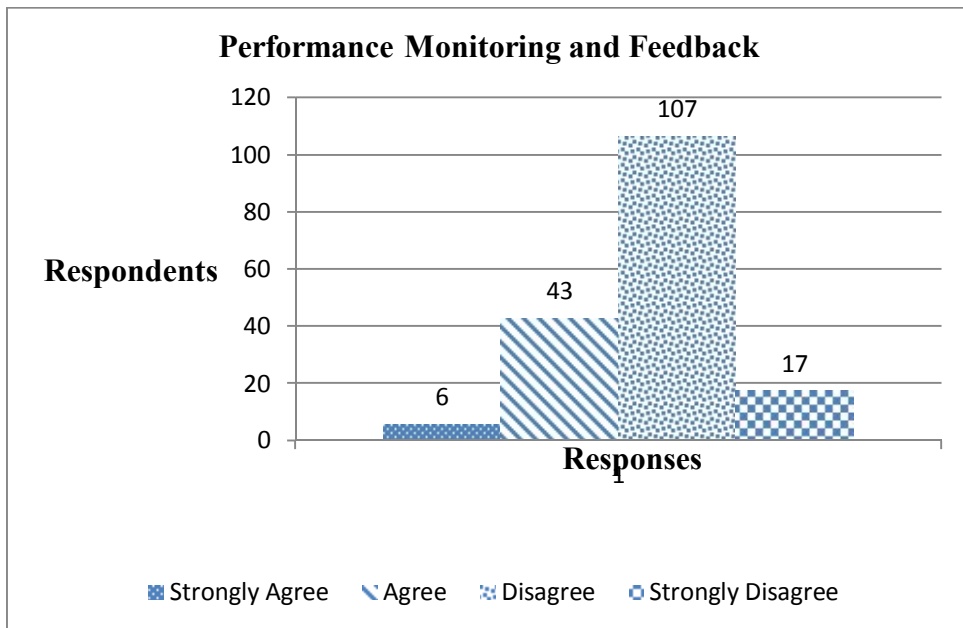
Responses as to whether employee performance is measured against prior, mutually agreeable, set objectives between supervisors and subordinates yielded the following results: 2% strongly agree; 17% agree; 73% disagree; and 7% strongly disagree – that employee performance is measured against prior, mutually agreeable, set objectives.

Responses as to whether employees are provided with verbal and written feedback about positive performance yielded the following results: 2% strongly agree; 16% agree; 70% disagree; and 12% strongly disagrees – that employees are provided with verbal

and written feedback about positive performance. The survey also resulted that 5% of respondents strongly agree; 37% agree; 53% disagree; and 6% strongly disagrees – that supervisors discuss reasons for failure and way forward with subordinates. It is also revealed that 3% of respondents strongly agree; 16% agree; 51% disagree; 29% strongly disagrees – that supervisors and employees set mutually agreeable action plans for future improvements. With regards to decision making, 7% of respondents strongly agree; 47% agree; 42% disagree; and 4% strongly disagrees – that employees are involve in decisions which affect the way they work. Responses as to whether employees understand every item on the Performance Appraisal form yielded the following results: 7% strongly agree; 51% agree; 39% disagree; and 3% strongly disagrees – that employees understand every item on the Performance Appraisal form. Finally, 1% of employees strongly agree; 17% agree; 73% disagree; and 10% strongly disagrees – that employees have been trained adequately about the implementation of the current Performance Appraisal system.

From the results in Table 4.10, it is depicted that respondents are unanimous about how their performances are monitored and how supervisors communicate feedback to them. The responses indicate that, employees believe their performances are not effectively monitored and the issue of feedback is poorly handled by supervisors. The trends of the responses are the same from questions nineteen to thirty with exception of questions twenty-eight and twenty-nine which are not related to feedback. These responses are shown in the figure 4.5 below:

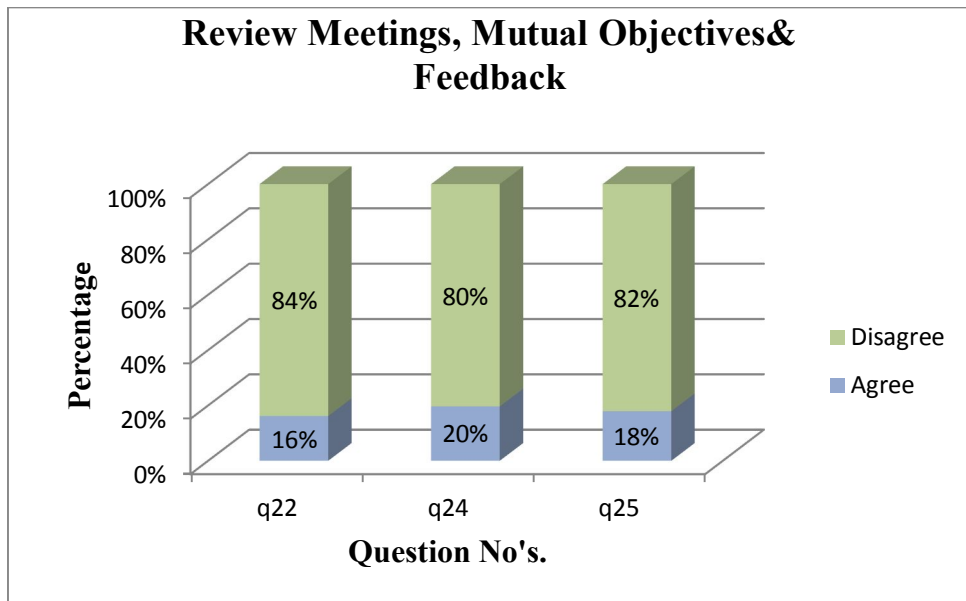
Figure 4.5



Analysis of figure 4.5 reveals that most respondents disagree or strongly disagree that the current performance appraisal system monitors their performance effectively or provides constructive feedback that could enhance and improve performance. Nor do they believe that supervisors communicate with them frequently about their performance. Many respondents believe that performance is NOT measured against prior, mutually agreeable, set objectives and that, they are NOT encourage to prepare for performance review meetings which is very essential in performance management. Furthermore, majority of respondents disagree that they have been trained adequately about the implementation of the current Performance Appraisal system. It is also revealed from the results that 46% of respondents believe that they are NOT involved in decisions which affect their work. Interestingly, 42% of respondents stated that they do NOT understand every item on the Performance Appraisal form.

Areas of concern in Table 4.10 are the responses to questions numbered 22, 24 through 25, which deal with review meetings, setting agreeable mutual objectives and feedback respectively. These have been summarized and converted into graphical format and the resultant chart is presented in figure 4.6. Data series in blue colour on the X axis represents responses of strongly agree, agree fused together as *agree* (strongly agree + agree = *agree*). Strongly disagree and disagree responses are also put together as *disagree* (strongly disagree+ disagree= *disagree*) represented in green colour on the X axis of the data series chart.

Figure 4.6 Performance monitoring and feedback- Areas of Concern



From figure 4.6 it is evident that 84% of respondents feel that they are not encouraged to prepare for performance review meetings. 80% of those surveyed indicated that they believe that their performance is not measured against prior, mutually agreeable set objectives. Lastly, 82% of respondents feel that they are not provided with verbal and written feedback about positive performance. It is very obvious from figure 4.6 that the

issue of ineffective performance monitoring and lack of feedback are among the most challenging factors that militates against the successful implementation of the PAS in the Ghana Civil Service. It is established that all employees have a need to know how well they are performing. An effective performance appraisal system assures that feedback is provided on a continuous basis, in the form of daily, weekly, and monthly comments from an employee's supervisor or manager. Hence, for any performance appraisal system to be effective this ongoing feedback must be emphasized to performance appraisers.

4.2.4 Uses of Performance Appraisal Results

It has been stated in chapter 2 that knowledge of the use to which performance appraisals is to be put is important to human resource development and essential to its design since different types of information may be required for different purposes. Research has also shown that the use to which performance appraisal is put affects the rating process and results (Jawahar et al., 1997; Ostroff, 1993).

TABLE 4.11 Uses of Performance Appraisal Results

	Uses of Performance Appraisal Results	Strongly agree	Agree	Disagree	Strongly disagree	T
31.	Training and developmental needs are identified and documented during the performance review process.	2 1%	30 18%	131 77%	8 5%	171
32.	I am provided with required training such that I am in a position to complete tasks effectively.	2 1%	40 23%	127 74%	3 2%	172
33.	With the help of Performance Appraisal system, I am encouraged to prepare for greater responsibility in the future.	3 2%	49 28%	118 68%	3 2%	173
34.	Performance discussions during the review process emphasize personal development and growth.	4 2%	33 19%	114 66%	22 13%	173
35.	Promotion, demotions postings or transfers, and/or layoffs decisions are based on the ratings and content of performance appraisal reports.	17 10%	76 45%	72 42%	5 3%	170
36.	Nominations for Civil Service training are often based on Performance Appraisal reports.	1 1%	15 9%	133 77%	24 14%	173

Responses in terms of whether training and developmental needs are identified and documented during the performance review process are as follows: 1% strongly agrees; 18% agree; 77% disagree; and 5% strongly disagree – that training and developmental needs are identified and documented during the performance review process. 1% of respondents strongly agree; 23% agree; 74% disagree; and 2% strongly disagrees – that employees are provided with required training such that they are in position to complete

tasks effectively. Also, 2% strongly agree; 28% agree; 68% disagree; and 2% strongly disagree – that employees are encouraged to prepare for greater responsibility in the future with the help of the Performance Appraisal system. Moreover, 2% strongly agree; 19% agree; 66% disagree; and 13% strongly disagree – that performance discussions during the review process emphasize personal development and growth. Again, 10% strongly agree; 45% agree; 42% disagree; and 3% strongly disagree – that Promotion, demotions postings or transfers, and/or layoffs decisions are based on the ratings and content of performance appraisal reports. Lastly, 1% of respondents strongly agree; 9% agree; 77% disagree; and 14% strongly disagree – that nominations for Civil Service training are often based on performance appraisal reports. Table 4.11 has been summarized and converted into graphical format as presented in figure 4.7.

Figure 4.7

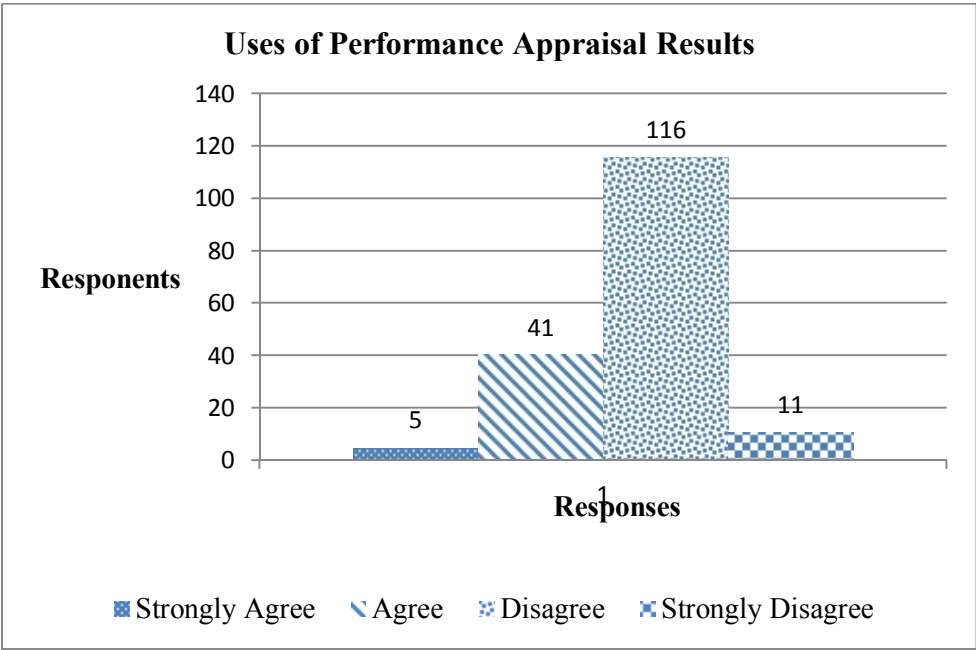
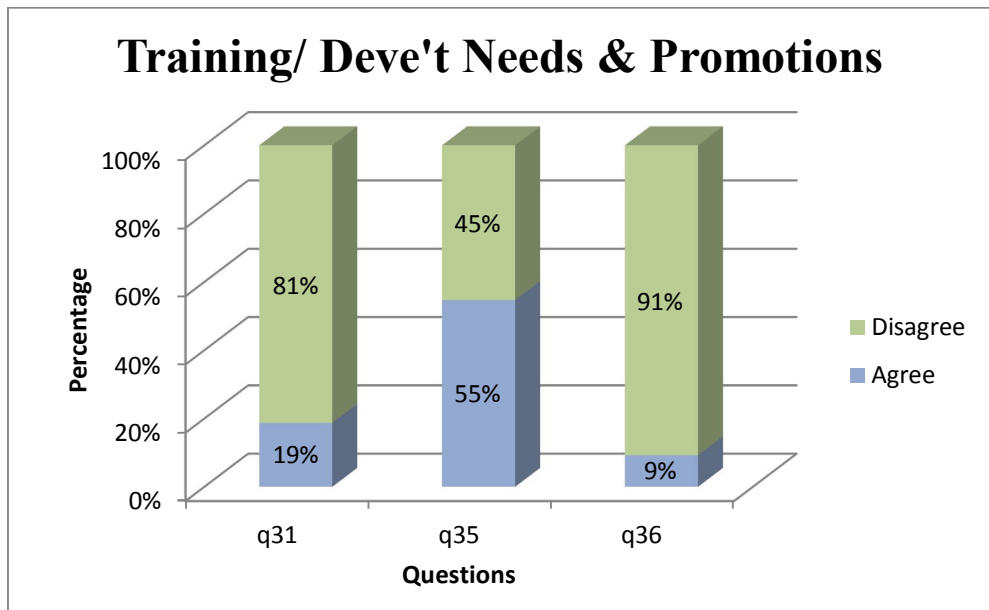


Figure 4.7 revealed that majority of respondents disagree or strongly disagree that performance appraisal reports are put to good use in the Ghana Civil Service. Even

though, 55% agree or strongly agree to question thirty-five that Promotion, demotions postings or transfers, and/or layoffs decisions are based on the ratings and content of performance appraisal reports, the trend of responses to other questions in part 4 of the questionnaire (Uses of Performance Appraisal Results) depicts resemblance that is different from question 35. Averagely, about 75% of respondents disagree or strongly disagree that training and developmental needs are identified and documented during the performance review process, and that they are NOT provided with required training such that they are in position to complete tasks effectively. Majority of respondents also believe that the current PAS does NOT encourage employees to prepare for greater responsibility in the future and performance discussions during the review process do NOT also emphasize personal development and growth. It is worth noting that, 91% of respondents believe that nominations for Civil Service training are often NOT based on Performance Appraisal reports.

Areas of concern in Table 4.11 are the responses to questions numbered 31, 35 through 36, which deal with training and development needs, decision-making on promotion, demotion, transfers etc. and nomination for training programmes based on appraisal reports respectively. These have been summarized and converted into graphical format and the resultant chart is presented in figure 4.8.

Figure 4.8 Uses of Performance Appraisal Results-Areas of Concern



Based on figure 4.8 it is clear that majority of respondents (81%) are with the opinion that training and developmental needs are not identified and documented during performance review process. Furthermore 91% of respondents also disagree that nominations for Civil Service training are often based on Performance Appraisal reports. On the other hand, 55% of respondents agree that Promotion, demotions postings or transfers, and/or layoffs decisions are based on the ratings and content of performance appraisal reports. It can therefore be said that, the biggest challenge under the usage of performance appraisal report is non-reliance on the report to nominate employees for capacity building training programmes. This is in contrast with the notion that, training needs must be based on performance assessment report.

4.2.5 Compensation and Benefits

Performance related pay, links rewards explicitly to performance and can take the form of merit based pay, individual bonuses, group bonuses and other variable payments related to corporate or group performance.

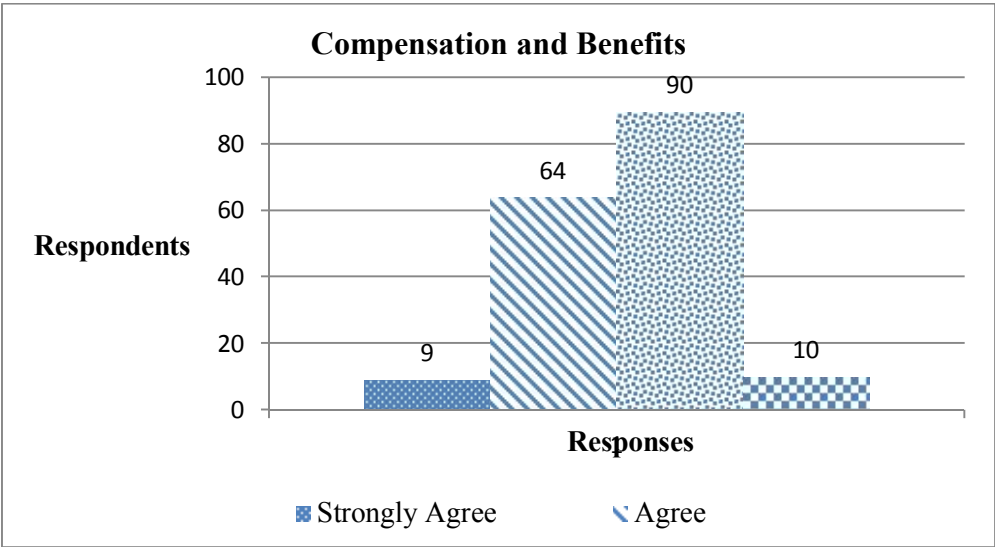
TABLE 4.12 Compensation and Benefits

	Compensation and Benefits	Strongly agree	Agree	Disagree	Strongly disagree	T
37.	There is a direct and strong link between performance and pay in general.	16 9%	114 66%	34 20%	9 5%	173
38.	The current performance appraisal system in the Civil Service links performance to pay.	2 1%	19 11%	138 80%	14 8%	173
39.	Employees are always rewarded for good and outstanding performance as a source of motivation.	3 2%	15 9%	142 82%	13 8%	173
40.	There is a fair consistent basis for measuring performance and individual contribution in achieving organizational objectives.	10 6%	58 34%	93 54%	11 6%	172
41.	Performance appraisal may be used as a decision making tool for the distribution of performance related pay and promotion.	14 8%	114 66%	42 24%	3 2%	173

From table 4.12, it is depicted that 9% of respondents strongly agree; 66% agree; 20% disagree; and 5% strongly disagree – that, there is a direct and strong link between performance and pay in general. Again, 1% strongly agree; 11% agree; 80% disagree; and 8% strongly disagrees – that the current performance appraisal system in the Civil Service links performance to pay. 2% also strongly agree; 9% agree; 82% disagree; and 8% strongly disagree – that employees are always rewarded for good and outstanding

performance as a source of motivation. Responses as to whether there is a fair consistent basis for measuring performance and individual contribution in achieving organizational objectives are as follows: 6% strongly agree; 34% agree; 54% disagree; and 6% strongly disagrees – that there is a fair consistent basis for measuring performance and individual contribution in achieving organizational objectives. Furthermore, 8% strongly agree; 66% agree; 24% disagree; and 2% strongly disagree – that performance appraisal may be used as a decision making tool for the distribution of performance related pay and promotion. Table 4.12 has been summarized and converted into graphical format as presented in figure 4.9.

Figure 4.9



Critical analysis of figure 4.9 reveals that most respondents strongly disagree or disagree that the current performance appraisal system links performance to pay, despite the fact that they believe there is a strong link between performance and pay. Nor do they believe that there is a fair or consistent basis for measuring performance and individual contribution to business objectives. Many respondents believe that

performance appraisal may be used as a decision making tool for the distribution of performance related pay and promotion. Majority of respondents also strongly disagree or disagree that employees are always rewarded for good and outstanding performance as a source of motivation in the Ghana Civil Service.

According to Schultz et al. (2003), a performance management system is a management practice that has been standardised and incorporated into an all-encompassing system, which combines a number of processes. Among those processes, the following may be included: performance rating to determine salary; a pay system linked to performance. If this assertion is anything to go by, then there exist inefficiencies in the current performance appraisal system of the Civil Service. Indeed, very critical areas of concern in Table 4.12 are the responses to questions numbered 38 through 39, which deal with linking performance to pay and employee rewards respectively. Again, these have been summarized and converted into graphical format and the resultant chart is presented in figure 4.10 as shown in indicated in similar charts discussed previously under areas of concern.

Figure 4.10 Compensation and Benefits-Areas of Concern

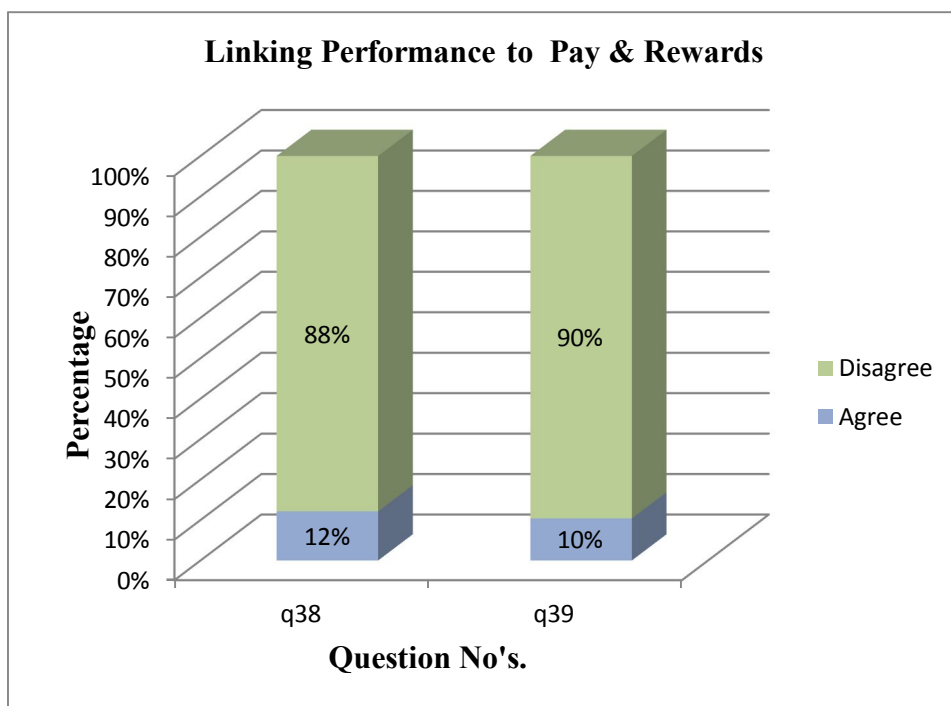


Figure 4.10 depicts that, 88% of respondents disagree or strongly disagree that the current performance appraisal system links performance to pay. In another sphere, 90% do not believe that employees are rewarded properly for good and outstanding performance as a source of motivation. This explains why most respondents stated that employees do not take the PAS serious simply because it is not tied with pay.

4.2.6 Performance Appraisal and Employee Satisfaction

The Human Relations School (1930-mid 1950s) made the assumption that if employees were happy and satisfied; they would naturally work harder and thus increase their productivity (Maund, 2001). Employees who believe their organization is committed to providing them with developmental activities may feel an obligation to repay the organization through high work performance (Eisenberger et al., 1990).

TABLE 4.13 Performance Appraisals and Employee Satisfaction

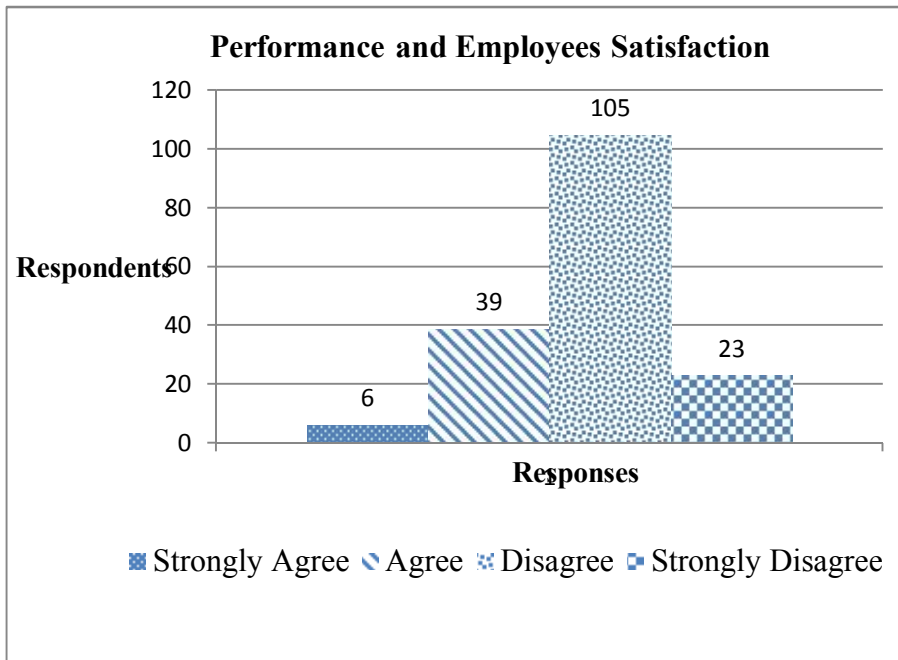
	Performance Appraisal and Employee Satisfaction	Strongly agree	Agree	Disagree	Strongly Disagree	T
42.	My performance appraisal is a fair reflection of my performance.	4 2%	20 12%	140 81%	9 5%	173
43.	I have a high level of respect for my organization's senior leaders.	22 13%	87 51%	59 35%	3 2%	171
44.	Supervisors provide employees with constructive suggestions to improve their job performance.	9 5%	51 29%	107 62%	6 3%	173
45.	My organization's leaders maintain high standards of honesty and integrity.	6 3%	85 49%	74 43%	7 4%	172
46.	I am satisfied with my involvement in decisions that affect my work.	5 3%	26 15%	126 73%	16 9%	173
47.	I am satisfied with the recognition I receive for doing a good job in my organization.	5 3%	20 12%	129 75%	19 11%	173
48.	I am satisfied with the training I receive for my present job.	6 3%	30 17%	86 50%	51 30%	173
49.	Considering everything, am satisfied with my job.	6 4%	41 24%	107 63%	17 10%	171
50.	Considering everything, am satisfied with my pay.	1 1%	6 3%	79 46%	87 50%	173
51.	Considering everything, am satisfied with the current Performance Appraisal System.	1 1%	14 8%	133 77%	25 14%	173
52.	Considering everything, am satisfied with my organization.	3 2%	46 27%	113 65%	11 6%	173

From table 4.13 it was depicted that 2% of respondents strongly agree; 12% agree; 81% disagree; and 5% strongly disagree – that employees' performance appraisal is a fair reflection of their performance. 13% of respondents strongly agree; 51% agree; 35% disagree; and 2% strongly disagrees – that they have high level of respect for their organization's senior leaders. More also, 5% strongly agree; 29% agree; 62% disagree;

and 3% strongly disagree – that supervisors provide employees with constructive suggestions to improve their job performance. Again, 3% strongly agree; 49% agree; 43% disagree; and 4% strongly disagrees – that organizational leaders maintain high standards of honesty and integrity.

3% strongly agree; 15% agree; 73% disagree; and 9% strongly disagree – that employees are satisfied with the level of involvement in decisions that affect their work. Furthermore 12% agree; 75% disagree; and 11% strongly disagree – that they are satisfied with the recognition they receive for doing a good job in their organization. 3% of respondents strongly agree; 17% agree; 50% disagree; and 30% strongly disagrees – that they are satisfied with the training they receive for their present job. Also, 4% strongly agree; 24% agree; 63% disagree; and 10% strongly disagree – that they are satisfied with their job. It was also revealed that 1% of respondents strongly agree; 3% agree; 46% disagree; and 50% strongly disagrees – that they are satisfied with their pay. 1% strongly agree; 8% agree; 77% disagree; and 14% strongly disagrees – that they are satisfied with the current Performance Appraisal System. Finally, 2% strongly agree; 27% agree; 65% disagree; and 6% strongly disagrees – that they are satisfied with their organization. Table 4.12 has been summarized and converted into graphical format as presented in figure 4.11.

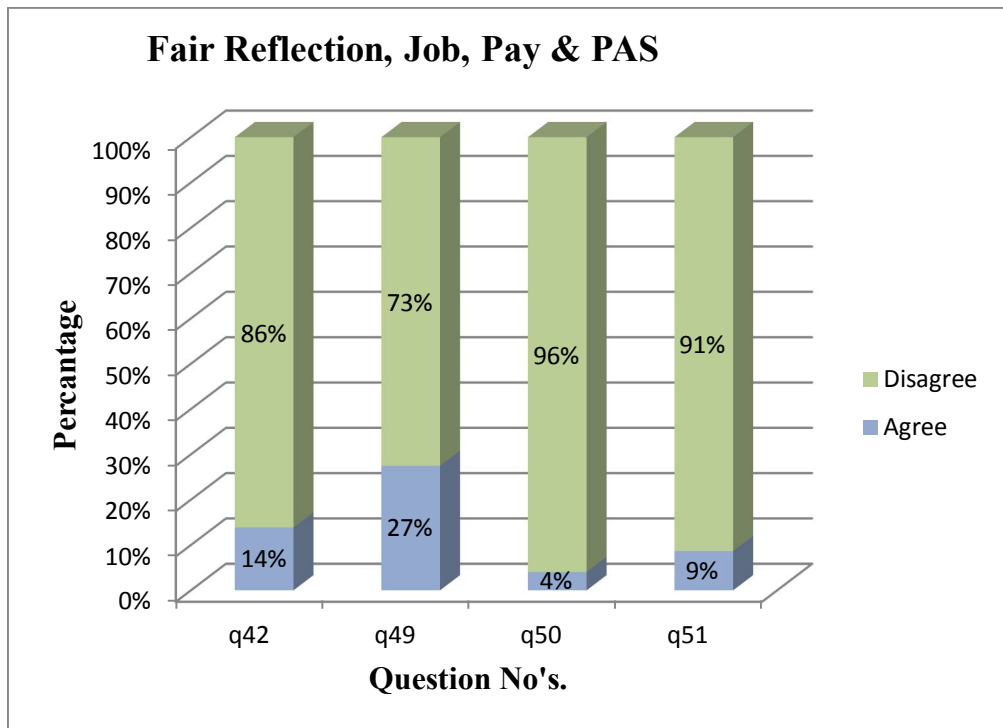
Figure 4.11



Based on figure 4.11, it is evident that 128 out of 173 respondents representing 74% of total respondents are not satisfied with the current performance appraisal system of the Ghana Civil Service. According to Poon (2004), reported findings indicate that dissatisfaction with performance appraisal influenced employees' intention to quit through reduced job satisfaction. This has become one of the reasons why university graduates enter the Civil Service as the last resort and are therefore willing to leave the service as soon as opportunity arises to get employed in sectors they perceive to be better. Areas of concern in Table 4.13 are the responses to questions numbered 42, which deal with whether the current performance appraisal system is a fair reflection of employees' performance. Other areas of concern are responses from questions numbered 49 through 51 which deal with whether employees are satisfied with their job, pay, and the current

performance appraisal system respectively. These have been summarized and converted into graphical format and the resultant Chart is presented in figure 4.12.

Figure 4.12 Performance Appraisal and Employee Satisfaction-Areas of Concern



From figure 4.12, it is evident that 73%, 96% and 91% of respondents are dissatisfied with their job, pay and the current performance appraisal system respectively. More also, 86% of respondents disagree that their performance assessment results are fair reflections of their actual performance. If 91 % of respondents are not satisfied with the current PAS, then it can be concluded that, the system lacks the characteristics to be categorized as effective and efficient performance management system that can motivate employees to be committed and dedicated for higher performance and productivity that the Ghana Civil Service is striving for.

4.2.7 Suggestions for improving performance appraisal system

When employees were asked to give suggestions as to how best the current PAS can be improved, it was identified that majority of the employees held common views on how to improve the current performance appraisal system. Some of the common suggestions identified included: supervisors should communicate with subordinates in setting agreeable objectives, supervisors should involve employees in decision-making and provide feedback on performance; performance appraisal must be linked with pay and rewards; employees should be educated on the need for performance appraisals and how to fill the appraisal forms accurately; performance appraisals should be conducted at least once every year; Supervisor should fill the form together with their subordinates.

However, it must be emphasized that 85% of respondents lamented about the need for effective communication between supervisors and subordinates. This shows that, employees see the problem of poor communications especially, in the area of setting mutually agreeable objectives as the “first among equals” with regards to factors that affect the current PAS negatively.

The above-mentioned suggestions commensurate with the responses given in the closed-ended questions in section A of the questionnaire. It should be noted that these perceptions have far reaching implications for the success of the performance appraisal system and should therefore not be taken for granted. For instance, hammering on the issue of communication is an indication that employees believe that they are not recognized by their supervisors or management in the decision-making process. This may be a major cause for lack of commitment by employees leading to the poor performance in the Ghana Civil Service.

4.2.8 Responses from semi-structured interview for Management

Staff

This section serves as direct response from the semi-structured interviews held with management of the two organizations under study and with the key persons from identifiable institutions. Several issues were discussed under the above heading. However, four thematic areas are of great importance to this study. Respondents were therefore required to respond to questions related to the challenges in conducting effective performance appraisal in the civil service, employees' satisfaction to the existing PAS, training support towards the implementation of the PAS as well as the way forward for effective implementation of the PAS in the Civil Service.

Some of the identified challenges from interviewees included lack of resources to execute duties satisfactorily, lack of logistics to effectively implement the appraisal system, inadequate education on the need for performance appraisal, poor communication between appraisers and appraisees, ineffective supervision from appropriate authorities', lack of commitment due to the fact that the performance appraisal system is not linked to pay and rewards. It must be stated that the above-mentioned challenges were common views of all the 7 respondents. In sum, lack of resources, poor communication, inadequate education and ineffective supervision are believed to be major challenges confronting the Civil Service in implementing effective performance appraisal system.

With the issue of employee satisfaction, 5 out of 7 respondents were emphatic that employees are not satisfied with the current PAS due to the many flaws mentioned

above. This is a vindication on the responses by employees who responded to the closed-ended questions discussed earlier. Almost respondents were dissatisfied with the system. On the other hand, 2 of the respondents believe employees are satisfied with the PAS due to the transparency in the process.

Additionally, interviewees were unanimous that, the training provided by the Civil Service in relation to the implementation of the PAS is woefully inadequate and therefore suggested that adequate training should be provided in addition to the scheme of service training to equip employees with the requisite skills and understanding on how to implement the PAS effectively. Majority of respondents were of the view that, the CSTC should be tasked to provide adequate training on the processes and the importance of performance appraisal to all Civil Servants including both appraisers and appraisees.

Numerous constructive suggestions were provided by respondents on the issue of how to improve the system based on the challenges identified. Respondents were of the opinion that proper education, effective communication, effective monitoring by appropriate authorities, setting measurable and mutually agreeable targets/objective are very crucial for the successful implementation of a PAS. It is worth noting that the findings of the study with regards to management/ interviewees were that of concern. Their responses are very similar if not the same with submissions made by employees in the closed-ended questions in the earlier discussions. Their positive attitude towards the questions asked indicates that they want the performance appraisal system to work effectively to achieve its objectives. They are therefore looking forward to seeing changes that will make it operate more effectively. From previous discussions, it was

noted that the involvement of management to the success in performance appraisal cannot be under-estimated. The researcher therefore hopes that the suggestions that will be provided would be given all the needed attention to give the Ghana Civil Service a face lift with regards to performance/productivity.

In conclusion, the objective of Chapter 4 was the analysis and interpretation of the data collected from the questionnaire and the semi-structured interview. This data was presented in tabular and graphical format. The objectives of the research as set out in Chapter 1 served as a guide in the analysis and interpretation of the data. The results of the questionnaire show that in spite of the existence of a formal performance appraisal system in the Ghana Civil Service, certain practices are impediments and obstacles to the effective implementation of the PAS in the Ghana Civil Service. It can be said that what is in practice in terms of the performance appraisals is by no means in line with the mandated performance management policy established by the Public Services Commission. Chapter 5 deals with summary, conclusions and recommendations based on the findings of Chapter 4, combined with the rest of the study.

CHAPTER FIVE: DISCUSSIONS AND CONCLUSIONS

The previous chapters outlined the issues of performance appraisal system in the Ghana Civil Service. This chapter presents the conclusion of the study. It summarizes the major findings and provides some recommendations relevant for academic purposes and for the Ghana Civil Service. The chapter is presented in four sections. Section one provides the chapter's introduction. Section two provides a summary of the major findings. Section three outlines the conclusions of the study. The final section captures some recommendations based on the findings of the study.

5.1 Summary of Key Findings

The study sought to bring to bear the performance appraisal processes in relation to its effectiveness and its effects on employees' performance/productivity within the Ghana Civil Service. The research was conducted using the Office of the Head of the Civil Service (OHCS), the Ministry of Education (MOE) as case studies. Views from Civil Servants from other Ministries, Departments and Agencies (MDAs) were also sought through the Civil Service Training Centre (CSTC). These respondents were participating in various capacity building programmes at the CSTC at the time of the study. It should be stated that the study is primarily qualitative but also employed some quantitative data for the purposes of responding to some of the research objectives and questions. The specific objectives of the study were; to ascertain the staff perception of the performance appraisal practices in general and the performance appraisal procedures in Ghana Civil Service; to measure the satisfaction level by employees on the current performance appraisal system; to identify the uses of the performance appraisal results;

to identify the challenges/problems of the system; and to make recommendations to management for the necessary improvement.

The study also answered the following research questions:

- i. Does the current performance appraisal system facilitate/enhance the achievement of organizational strategic goals and objectives?
- ii. What is the perception of employees about the existing performance appraisal system in relation to effectiveness?
- iii. Does the performance appraisal system provide effective monitoring and feedback for higher employee performance and career development?
- iv. Are performance appraisal reports/results used judiciously in the Ghana Civil Service?
- v. Is the current performance appraisal system directly linked with employee compensation and benefits?
- vi. Are employees satisfied with the existing performance appraisal system (PAS)?
- vii. What are the challenges against the effective implementation of the PAS?

It must be stated that the research questions were dealt with by means of the literature review as well as responses from the survey questions. This is because; basing the conclusion on the literature study alone does not take into account the organizational factors that may be at work in the Civil Service. Therefore, a survey questionnaire was developed which assisted the researcher with first-hand information from the Civil Servants on the subject under- study. The main findings of this study are discussed as follows:

5.1.1 Organizational strategy

It is established in the literature review that, if PAS will allow to communicate strategies, goals and vision, employees should experience higher levels of commitment to the attainment of organizational goals and, therefore, become more affectively committed to their organization. In spite of this assertion, it was discovered that there is a lack of understanding by many employees on the Civil Service overall strategy. As many as 37% of respondents are not aware of the mission statement of the Ghana Civil Service according to the survey. On a more serious note, 57% of respondents are not aware of the strategic objectives of the Civil Service even though, majority of them (86%) believe their departments or divisions have clear goals and objectives and that they understand how their roles contribute to the overall goals and objectives of their respective organization. The question now is “how can employees work towards achieving an objective that they know nothing about?” It is obvious that attainment of higher performance would be a mirage if steps are not taken to reverse the situation as soon as possible.

The findings goes to reflect the extent to which goals and objectives of various MDAs are not harmonized with the overall vision, mission and strategic goals and objectives of the entire Ghana Civil Service. By implication, various MDAs strife hard to work towards the achievement of the goals and objectives set by politicians to the neglect of that of the Civil Service which is expected to serve successive governments as and when necessary.

5.1.2 Employees Perception of the Performance Appraisal System

The study established some common perceptions of the existing PAS and the various ways such perceptions influenced work attitudes. Majority of respondents are with the opinion that the existing performance appraisal system does not match with job description content. Employees also held the common perception that the existing Performance Appraisal System does not help in improving performance / productivity on the job. Performance appraisals can have a positive impact on job satisfaction when employees believe that they are being evaluated by the "proper" criteria. It is important to note that perception of performance appraisal use relates to employee satisfaction with both appraisal and appraiser. PAS must therefore emphasized support for the importance of individual development in the performance appraisal process. This puts value on the importance of employees perceiving developments as part of the performance appraisal process. It is therefore reasonable for organizations to perhaps make the developmental aspect of the performance appraisal process clear so employees understand and believe that a primary purpose of their performance appraisal is for job and career development. It is therefore dangerous for the Civil Service if employees think the appraisal system does not help in their career development. There was also a popular notion that performance appraisal is not conducted annually and that supervisors do not fill the appraisal forms as required by the performance management policy but rather leave it for subordinates to fill only for them to append their signatures. However, the survey showed that, employees believe supervisors possess the skills needed to achieve a balance assessment of the strengths and weaknesses of subordinates. Despite the efficacy of supervisors, employees believe that supervisors do not pay attention to potential problems on the job during appraisal periods which may affect

performance. This implies that, supervisors lack commitment to implement the appraisal system even though they have the capabilities in doing so. In sum, it is in line to say employees have negative perception about the existing performance appraisal system per the survey conducted.

5.1.3 Performance monitoring and feedback

It is evident from the survey conducted that there is a lack of feedback and communication from supervisors to subordinates regarding their performance. Measurement of performance against prior mutually agreed set objectives is lacking. Substantial numbers of employees are not involved in decisions which affect their work; most respondents surveyed indicated that they are not encouraged to prepare for performance review meetings. The most unfortunate is the revelation that, over 40% of respondents do not understand the content of the performance appraisal form which they are most of the time asked to fill without any help from supervisors. Ideally, supervisors assess record and discuss performance levels with their subordinates. Performance appraisal enables employees to receive feedback on their performance; identify training needs and make further plans for development. Formal performance appraisal are the means of telling a subordinate how he or she is doing and suggesting needed changes in his or her behaviour, attitudes, skills or job knowledge. This means the role of feedback in performance appraisal cannot be under-estimated. The results of the survey indicate that employees are denied feedback on their performance and are therefore left in frustration after performance assessment without knowing their progress and prospective way forward.

5.1.4 Uses of Performance Appraisal Results

Performance appraisal uses have been broadly classified under two broad headings: counseling and development. When effective, the appraisal process reinforces the employees' sense of personal worth and assists in developing his/her aspirations. Its central tenet is the development of the employee. Appraisal can determine training needs and occasionally counseling needs.

Unfortunately, the outcome of the current study shows that performance appraisal is not mainly used for developmental needs. Majority of employees believe that training and developmental needs are not identified during the performance appraisal process nor does nominations for Civil Service training often based on Performance Appraisal reports. Only few employees are encouraged to prepare for greater responsibility in the future. However, many employees agreed that promotion, demotions, postings or transfers, and/or layoffs decisions are based on the ratings and content of performance appraisal reports.

5.1.5 Compensation and Benefits

The survey revealed that there is not a strong link between performance and pay in the Ghana Civil Service. Again, respondents are with the opinion that employees are not always rewarded for good and outstanding performance as a source of motivation. Furthermore, most respondents feel that the measurement of performance and individual contribution to achieving organizational objectives is not fair and consistent. However,

a large percentage of employees believe that performance appraisal may be used as a decision making tool for the distribution of performance related pay and promotion.

5.1.6 Performance Appraisal and Employee Satisfaction

It is undeniable fact that, when employees are happy and satisfied, they would naturally work harder and thus increase their productivity. In view of this, it is necessary to address employees' reactions towards their performance appraisal because reactions have been theoretically linked to determinants of appraisal acceptance and success. In spite of this laudable assertion, the result from the survey depicts that, Civil Servants are not satisfied with the current PAS. Most of the respondents believe the performance appraisal is not a fair or true reflection of their performance. Despite employees high level of respect for organizational leaders and with the believe that supervisors maintain high standards of honesty and integrity, almost all respondents after considering everything are dissatisfied with their job, pay, and the performance appraisal system respectively. It is interesting to note that the first ranked dissatisfaction is about employees pay. This is not very surprising since workers around the globe are usually not content with their pay. The most surprising result is that, employees are more dissatisfied with the current PAS than their job. This implies that the PAS is bedeviled with flaws that need immediate attention if the Civil Service is to obtain maximum benefit and purpose for which the PAS is established.

5.2 Conclusion

Performance appraisal can be said to be essentially a formal discussion that is planned with a prescribed format between a superior and a subordinate. The purpose is to discover how the subordinate is presently performing on the job and how he or she can perform more effectively in the future for the betterment of employees, management and the organization at large. It should be made clear that, no organization can perform effectively unless it includes a good performance appraisal that is well implemented or conducted. Performance appraisal thus becomes an indispensable managerial tool for measuring employee actions against standards of acceptable performance. When effective, the appraisal process reinforces the individual's sense of personal worth and assists in developing his/her aspirations.

It is therefore worth noting that, accurate appraisals are crucial for the evaluation of recruitment, selection, and training procedures. Appraisal can determine training needs and occasionally counseling needs. It can also increase employee motivation through the feedback process and may provide an evaluation of working conditions and it can improve employee productivity, by encouraging the strong areas and modifying the weak ones.

The study has sought to bring to bear the performance appraisal processes in relation to its effectiveness, its effects on the employees' performance/productivity, identify the challenges/problems of the system and make recommendations to management for the necessary improvement within the Ghana Civil Service. The findings of the research have revealed that the current performance appraisal system in the Civil Service does not fulfil the aspirations of the employees, because it is characterized by certain flaws, which need to be addressed. Employees believe that the current PAS cannot help

achieve organizational strategic goals and objectives; there is a negative general perception about the PAS; performance monitoring and feedback is poor; results from the appraisals are not judiciously used; performance is not linked to rewards and sanctions and finally, employees are hugely dissatisfied with the Current PAS. Consequently, employees cannot be sufficiently motivated to put in their best. All these factors have worked against the effective implementation of the performance appraisal system in the Ghana Civil Service.

Based on the survey conducted, it can be concluded that ineffective communication especially in the area of setting mutually agreeable objectives and targets between appraisers and appraisees is the greatest challenge affecting the success of the current PAS. This has been the root cause of the other challenges identified and discussed earlier. Lack of proper monitoring by mandated authorities such as PSC and OHCS is also a major contributing factor to the poor implementation of the performance management policy of the Civil Service. It must be emphasized that the effect of other challenges identified cannot be under-estimated.

However, in spite of the setbacks detected in the Civil Service performance appraisal, the general impression is that it has a great potential in the future, for it has thrown some light on performance appraisal system in the service. From these findings, it has been found out that much has been put into the performance appraisal process to make everyone enjoy working with it. However, what is practiced does not necessarily follow what is written, since most employees are not taken through the face-to-face meeting to discuss their performances objectively and they do not know of any remedial measures put in place to help poor or low performers to improve and perform better.

5.3 Recommendations

On the basis of the findings that have been established and conclusion drawn from the study, the following recommendations are necessary:

First and foremost, since what is practiced does not seem to conform strictly with processes and procedures specified in the performance management policy by the Public Sector Commission, appropriate stakeholders need to set up a monitoring system to ensure that due process is followed by both supervisors/appraisers and subordinates/appraisees. Authorities should ensure that measures are put in place such that effective performance reviews are adhered to all the time in terms of the face-to-face, meetings. It is also prudent that performance appraisals are conducted at least annually.

Secondly, in order to motivate workers to perform better, clear-cut performance appraisal objectives should be set out and made known to all concerned. These objectives should be developed jointly between the supervisors and the employees. Once the objectives are determined, performance appraisal should be performed frequently to help build the direct communication. Supervisors must also try as much as possible to clarify organizational goals so they can be more readily accepted among appraisal participants.

Thirdly, communication between supervisors and subordinates need to be improved drastically. This will ensure that individual employees understand how they are assessed and feel that the process is fair and objective. It will also ensure that appraisers give truly differentiated performance ratings based on an objective review of performance plans. The employees need to have access to the written review and a chance to make comments concerning what was written. The employees should therefore be the last to

sign the performance evaluation form after they had read what has been reported on them. Moreover, evaluation form must be filled by both supervisors and subordinates instead of being left for only subordinates or employees to do so.

Additionally, performance measures of individual organizations should be directly related to the overall mission and strategic goals of the entire Civil Service, particularly in terms of goals and objectives. Also, an effective PAS requires strong commitment from top management. If the system does not provide the linkage between employee performance and the organizational goals, it is bound to be less than completely effective. To build these linkages, employees must have individualized objectives and the performance criteria which allow them to relate directly to the organization. Therefore, an effective system of performance appraisal is a major component of an organization that allows every employee to feel that his/her contribution has contributed to the success of the organization and a desire to add success.

Also, it is very crucial that appraisal reports are used judiciously. Performance appraisal reports must be used for evaluative and developmental purposes. The evaluative function includes the use of performance for salary administration, promotion decisions, retention-termination decision, and recognition of individual performance, layoffs and the identification of poor performance. On the other hand, developmental functions include the identification of individual training needs, providing performance feedback, determining transfers and assignments, and the identification of individual strengths and weaknesses. It is important that supervisors, who conduct the appraisals or the review interviews, are equipped with the idea of motivating employees by focusing more on their career development for effective appraisal is underpinned by a relationship of respect and has outcomes directly linked to improved learning and teaching.

More also, supervisors must be adequately trained on effective implementation of the PAS. A weakness of many performance appraisal programmes is that supervisors are not adequately trained for the performance appraisal task and provide little meaningful feedback to subordinates. Because they lack precise standards for appraising subordinates performance, and have not developed the necessary observational and feedback skills, their performance appraisals often become non-directive and meaningless. Therefore, thorough training, as well as periodic updating and retraining, of all individuals in the organization who conduct evaluations is necessary to vastly improve the performance appraisal process. However, employees must also be trained about the necessity of the appraisal system and be provided with detailed knowledge on the content of the evaluation form. Studies have shown that, employees have a more positive reaction of the appraisal system when they understand that supervisors have been trained.

Due to the fact that, jobs differ in content and expected results, it is important that various MDAs under the umbrella of the Civil Service develop different sets of performance appraisal systems that will cover specific task and job-holders. This approach will significantly improve the ability of MDAs to measure their strategic objectives in terms of key performance indicators. Performance measurement is valid if it measures what it purports to measure. The system employed or the method used is valid if it measures what it is designed to measure: actual job performance as compared with the established standards. Performance objectives must therefore be related to employees' job description.

Apart from the above-mentioned recommendations, it is very crucial for the Civil Service to be very critical about review mechanism in the performance appraisal process.

It is important that, the evaluator's immediate supervisor, automatically review all evaluations of employees made by subordinate appraisers. The purpose of this managerial review is to audit the evaluation for full acceptance, fairness, consistency, accuracy, and assuring that the evaluator has carried out his or her function objectively. This implies that, Chief Directors will have to finally authenticate performance evaluation reports to make them credible and accepted by all participants.

Finally, the current PAS should have appraisal appeal procedures. An appeal process would seem to serve three purposes: it protects employees from unfair appraisals; it protects the organization from potential charges of unfairness; and finally, it helps to ensure that appraisers do a more conscientious job of evaluation because they know their appraisals are subject to examination by others in the organization. This will create an atmosphere of fairness and justice in the performance appraisal process which will have positive effects on employee motivation and commitment. This would in turn go a long way in improving both individual and the entire Civil Service performance.

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APPENDIX A

SEOUL NATIONAL UNIVERSITY GRADUATE SCHOOL OF PUBLIC ADMINISTRATION QUESTIONNAIRE

Dear Respondent,

I am a Master of Public Administration student of the above-mentioned University conducting a research on the topic “**Establishing Effective Performance Appraisal Practices in the Ghana Civil Service**”. Please, be assured that confidentiality of your response is highly guaranteed and used for academic purposes only. Name or any form of identity on this questionnaire is not required. Please feel free in responding to the questions and should you need findings of this research do not hesitate to send a request to fredopoku186@yahoo.com

Thank you for giving me your valuable time to complete this questionnaire

SECTION A

Please complete this section by marking the appropriate block with the Letter (X).

	Organizational strategy	Strongly agree	Agree	Disagree	Strongly disagree
1.	I am aware of the mission statement of the Ghana Civil Service.				
2.	I am fully aware of the strategic objectives of the Ghana Civil Service.				
3.	I know what my organization's values are, i.e. what is regarded as important by the organisation - e.g. Performance, teamwork, innovation, etc.				
4.	The department/division in which I work presently has clear goals and objectives.				
5.	I have personal objectives which support the divisional goals and objectives.				
6.	These objectives were set by mutual agreement between my supervisor and I, after				

	discussion of each of the objectives				
7.	I understand how my role contributes to the overall goals and objectives of my organization and the Ghana Civil Service as a whole.				
8.	I have a clear understanding of the level of Performance that is expected from me.				
	Perception of Performance Appraisal	Strongly agree	Agree	Disagree	Strongly disagree
9.	The existing performance appraisal system matches with my job description contents.				
10.	Supervisors and Subordinates sign the Performance Appraisal form and a copy is submitted to the Human Resource Director every year.				
11.	Supervisors possess the skills needed to achieve a balanced assessment of the strengths and weaknesses of their subordinates.				
12.	The existing Performance Appraisal System helps in improving my performance / productivity on the job.				
13.	My Supervisor (Boss) pays due consideration to my personal problems which affects my performance on the job.				
14.	My Supervisor (Boss) takes into account the potential problems on the job which negatively affect my performance, while evaluating my performance.				
15.	My Supervisor (Boss) engages with all Co-workers at an equal level of morality and justice				

	without bias.				
16.	My supervisor fills out the Performance Appraisal forms.				
17.	Performance appraisals are conducted every year.				
18.	Supervisors find it difficult to be completely objective in the appraisal because they have an interest in maintaining good relationships with their employees.				
	Performance monitoring and feedback	Strongly agree	Agree	Disagree	Strongly disagree
19.	My performance is effectively monitored.				
20.	My supervisor (Boss) communicates with me frequently about my performance.				
21.	My supervisor encourages open and frank dialogue with respect to performance related issues.				
22.	I am encouraged to prepare for performance review meetings.				
23.	Priorities in terms of objectives are reviewed during the performance review meeting.				
24.	My performance is measured against prior, mutually agreeable, set objectives.				
25.	I am provided with verbal and written feedback about positive performance.				
26.	Where performance has not met minimum standards, my supervisor and I discuss the reasons for this and ways of improving performance.				

27.	During the performance review meeting, my manager and I set mutually agreeable action plans for future improvements.				
28.	I am involved in decisions which affect the way I work.				
29.	I understand every item on the Performance Appraisal form.				
30.	I have been trained adequately about the implementation of the current Performance Appraisal system.				
	Uses of Performance Appraisal Results	Strongly agree	Agree	Disagree	Strongly disagree
31.	Training and developmental needs are identified and documented during the performance review process.				
32.	I am provided with required training such that I am in a position to complete tasks effectively.				
33.	With the help of performance appraisal system , I am encouraged to prepare for greater responsibility in the future.				
34.	Performance discussions during the review process emphasize personal development and growth.				
35.	Promotion, demotions postings or transfers, and/or layoffs decisions are based on the ratings and content of performance appraisal reports.				
36.	Nominations for Civil Service training are often based on Performance Appraisal reports.				
	Compensation and Benefits	Strongly agree	Agree	Disagree	Strongly disagree

37.	There is a direct and strong link between performance and pay in general.				
38.	The current performance appraisal System in the Civil Service links performance to pay.				
39.	Employees are always rewarded for good and outstanding performance as a source of motivation.				
40.	There is a fair consistent basis for measuring performance and individual contribution in achieving organizational objectives.				
41.	Performance appraisal may be used as a decision making tool for the distribution of performance related pay and promotion.				
	Performance Appraisal and Employee Satisfaction	Strongly agree	Agree	Disagree	Strongly Disagree
42.	My performance appraisal is a fair reflection of my performance.				
43.	I have a high level of respect for my organization's senior leaders.				
44.	Supervisors provide employees with constructive suggestions to improve their job performance.				
45.	My organization's leaders maintain high standards of honesty and integrity.				
46.	I am satisfied with my involvement in decisions that affect my work.				
47.	I am satisfied with the recognition I receive for doing a good job in my organization.				

48.	I am satisfied with the training I receive for my present job.				
49.	Considering everything, am satisfied with my job.				
50.	Considering everything, am satisfied with my pay.				
51.	Considering everything, am satisfied with the current Performance Appraisal System.				
52.	Considering everything, am satisfied with my organization.				

SECTION B

53. Kindly write any suggestions for improving the current performance appraisal system in the Ghana Civil Service in the space below;

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Section C:

Demographic Characteristics of Respondents

1. Grade of respondent in the organization? 1) Junior staff 2) Senior staff 3) Management level staff
2. Gender of respondent 1) Male 2) Female
3. Level of education of respondent
 - 1) Below Tertiary
 - 2) Diploma/HND
 - 3) Bachelor's degree
 - 4) Master's degree
 - 5) PhD
 - 6) Other, please specify.....
4. Age of respondent
 - 1) Below 20yrs
 - 2) 20-30yrs
 - 3) 31-40yrs

- 4) 41-50yrs
- 5) 51 and above

5. Number of Performance Appraisal you've gone through since joining the Civil Service

- 1)1 to 2 2)3 to 5 3)5 or more

6. Number of years served in the Civil Service

- 1) Less than 5yrs
- 2) 5-10yrs
- 3) 11-15yrs
- 4) 16-20 yrs
- 5) 21yrs and above

7. Organization of respondent.....

Thank you!

APPENDIX B

SEOUL NATIONAL UNIVERSITY-SOUTH KOREA **SEMI-STRUCTURED INTERVIEW GUIDE FOR DIRECTORS &** **DEPUTY DIRECTORS (MANAGEMENT)**

I am a Master of Public Administration student of the Graduate School of Public Administration of the above-mentioned University conducting a research on **“Establishing Effective Performance Appraisal Practices in the Ghana Civil Service”**. Responses will be treated with utmost confidentiality and used for academic purposes only. You do not need to indicate your name or any form of identity on this questionnaire. Please feel free in responding to the questions and should you need findings of this research do not hesitate to send a request to fredopoku186@yahoo.com

Thank you for giving me your valuable time to complete this questionnaire.

- 1) What do you think are the main reasons for implementing an appraisal system?
- 2) Do you think that the current performance appraisal system is beneficial for improving the individual and organizational performance? If so how?
- 3) What impact has the appraisal system in use made on the achievement of your organizational goals and objectives in your opinion?
- 4) How often is the appraisal conducted in your organization? How effective is this process?
- 5) Are all employees trained before any appraisal is conducted for the first time? If no, why?
- 6) In the Ghana Civil Service, most superiors prefer to have a harmonious relationship with their subordinates. In Performance Appraisal a supervisor may have to give negative comments towards the subordinate. Therefore, do you think, in a culture that is arguably based on such conflict-avoidance aspects, performance appraisal can perform effectively?
7. Performance Appraisal also requires continuous communication and dialogue between the superior and the subordinate. Do you think the Ghana Civil Service

administrative culture is compatible to such a two-way communication mode of work? Please you're your reason.

8. Do you think individual Directors/Deputy Directors (supervisors) have the required human capacity to implement the appraisal system in their respective organization? Why?
9. Do you think the Ghana Civil Service provides enough training and support to implement the Performance Appraisal system? Why?
10. Do you think the Civil Service Training Center should be providing training to both supervisors and subordinates on how to implement the current appraisal system? Why?
11. Is the implementation of the Performance Appraisal process monitored to ensure that it is practiced as prescribed by the Public services Commission? If yes, what is the monitoring mechanism used?
12. In your opinion, are staffs satisfied with the system used in assessing their performance in the Ghana Civil Service? Yes () No (), How?
13. Apart from promotion purposes, what other uses is the Performance Appraisal results used for, in your organization?
14. Is the performance appraisal system link with compensations and benefits in the Civil Service? How?
15. What problems do you think are obstacles against effective implementation of the current Performance Appraisal System?
16. What are the ways in which you would like to see performance appraisal implemented?

17. What are your views on conditions required for successful performance appraisal? Tick appropriately.

- . Set objectives [] Periodic review of objectives []
- . Employees should be provided the necessary tools to perform []
- . Feedback []
- . Job Description []

18. Kindly write any additional suggestions for improving the current performance appraisal system in the Ghana Civil Service in the space below;

19. Organization.....

20. Position/Rank.....

APPENDIX C

Glossary of Abbreviations

- CSTC: Civil Service Training Centre
- MDAs: Ministries, Departments and Agencies
- MOE: Ministry of Education
- OHCS: Office of the Head of Civil Service
- PAS: Performance Appraisal Systems
- PSC: Public Services Commission

APPENDIX D

Suggestions on the way forward of the PAS by Management and key informants

1.	Both the appraiser and the appraisee should be exposed to the exercise. (i.e. awareness).
2.	Appraisal outcomes should be used for rewards, training needs, and sanctions and not only for promotions.
3.	The performance assessment should be done devoid of biases.
4.	Both appraiser and appraisee should be trained adequately.
5.	The appraisal exercise should not be time-consuming and should be easy to complete.
6.	The PAS should be seen by employees as HR development tool.
7.	A PAS should be designed with input from the managers.
8.	It should be able to measure performance.
9.	Periodic monitoring must be conducted by authorities concern, especially the PSC.
10.	It must be conducted yearly rather than in promotion years.
11.	There must be a two way communication between appraisers and appraisees.
12.	The appraisal should be based on set of agreeable targets or objectives from supervisors and subordinates.
13.	The appraisal process should be tied to benefits and compensation. This will make the appraisal process to be taken more seriously.

가나공무원을 위한 효과적인 성과평가 시스템 구축에 관한 연구

Frederick Opoku Denkyira

행정대학원 행정학 전공

서울대학교

업무평가시스템은 오늘날 많은 국가에서 공공부문의 효율성과 효과성을 향상시키기 위한 개혁정책으로 활용되고 있다. 그러나 업적을 효과적으로 평가하는 것에는 많은 어려움과 장애물이 있기 때문에 관리적 측면에서 논쟁을 불러일으키는 것이 사실이다. 그럼에도 불구하고 유효하고 정확한 업무평가시스템을 구축하여 직원들을 평가하게 되면 인적자원관리체도를 더욱 효과적으로 발전시킬 수 있다는 점에서 이를 주목할 필요가 있다.

그 동안 가나에서 성과관리체도를 개선하기 위해 많은 노력을 기울였음에도 불구하고, 공무원들의 성과를 향상시키는 원동력으로서 여전히 부족한 것이 사실이다. 직원성과개선 전략으로서 업무평가제도의 중요성을 고려하여, 본 연구는 공무원들이 현재의 업무평가시스템을 어느 정도로 효과적이고 효율적이라고 판단하는지 여부를 탐색하였다. 또한 본 연구는 현 제도의 효과적 집행과 활용을 저해하는 문제점을 살펴봄으로써 제도개선을 위한 정책을 제안하였다.

이러한 연구목적을 위해서 사례연구를 수행하였는데, 가나의 중앙인사위원회(Office of the Head of the Civil Service, OHCS)와 교육부를 대상으로 사례연구를 실시하였다. 그 밖에도 공무원교육훈련원을 통해서 다른 많은 부처의 공무원들의 의견에 대해서도 조사하였다. 또한 질문을

제시한 후 이에 대해 응답한 설문조사 자료로 부터 수집한 자료 또한 연구에 활용하였다.

연구분석 대상은 이상 언급한 기관의 공무원들로서 최소한 업무평가를 1 회 이상 경험한 직원들을 대상으로 하였다. 표본크기는 200 명이었으며(OHCS 60 명, 교육부 80 명, 기타부처 60 명) 그 중 173 명이 설문조사에 응답하였다. 1 차 자료로서 연구자가 직접 개발한 설문지를 통해서 고위직과 하위직을 구분하여 설문조사를 실시하였다. 그 밖에도 2 차 자료로서 간접적인 자료들도 활용하였다. 질적자료의 해석은 표와 그림 등을 통해서 제시하였으며 심화인터뷰를 통해 확보한 자료는 연구질문에 관련된 본문에서 서술하였다. 설문자료는 엑셀프로그램으로 분석하였다.

연구결과, 현재의 업무평가제도는 공무원들의 요구를 충족하지 못하는 것으로 나타났다. 몇 가지 개선이 필요한 원인을 확인하였는데, 공무원들은 현재의 업무평가제도가 조직의 전략적 목적과 목표를 달성하는데 도움이 되지 못하고, 전반적으로 현 제도에 부정적 인식이 강하였다. 또한 성과 감시와 피드백이 잘 안되고 있으며, 업무평가 결과 활용이 법적으로 강제되지 않고 있으며, 성과가 보상과 제재와 연결되지 못하고 끝으로 공무원들은 현 제도에 상당히 불만족하고 있다는 것을 발견하였다. 이러한 이유로 인해서 공무원들은 업무에 몰입할 수 있는 동기를 부여 받지 못하고 있었다. 이상의 모든 원인들 때문에 가나의 공무원에 대한 업무평가제도는 효과적 집행이 이뤄지지 못하고 있었다.

분석결과에 기반하여 정책대안을 제안하자면, 명확한 업무평가 목표가 제시되어야 하며 이를 모두가 공유해야 할 것이다. 또한 목표는 상사와 부하직원이 공동으로 설정해야 할 것이다. 정당한 평가절차는 평가자 및 평가대상자 모두에 의해 준수되어야 하기 때문에 모니터링에 이해관계자들이 함께 참여하는 것이 필요하다. 상사와 부하직원간의 의사소통과정 역시 개선되어야 할 것이다. 또한 각각의 조직에 대한 성과평가가 전체 공무원 조직의 전체적인 사명과 전략적 목표와 연계되어야 한다. 또한 평가결과가 실제적으로 유효하게 사용되는 것이 무엇보다 중요하다. 뿐만 아니라, 평가자와 평가대상자가 업무평가제도의 효과적 집행을 위해 교육받을 필요도 있다. 각각의 부처별로 각기 업무가 상이하기 때문에 서로 다른 업무평가시스템을 구축하는 것도 고려되어야 할 것이다. 끝으로 업무동기가 높을수록 업무성과가 높아진다는 점을 고려하여, 평가제도의 공정성과 만족도를 향상시킬 수 있도록 참여자들에 의한 검토와 이의제기 과정 또한 보장되어야 할 것이다.

주요어: 업무평가시스템, 성과관리제도, OHCS

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