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Master's Thesis of Public Administration

A Study of the Performance of Reform Institutions:

**Focusing on the Evolution and Institutional Arrangements of
Public Sector Reforms in Ghana**

**개혁추진기관의 성과에 대한 연구:
가나 공공 부문의 발전과 제도 정비를 중점으로**

August 2019

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**A Study of the Performance of Reform
Institutions:
Focusing on the Evolution and Institutional Arrangements of
Public Sector Reforms in Ghana**

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Abstract

A Study of the Performance of Reform Institutions: Focusing on the Evolution and Institutional Arrangements of Public Sector Reforms in Ghana.

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This study assesses the performance of public sector reform institutions as a measure of the institutional arrangements established to implement the reform interventions. A theoretical and empirical analysis was adopted to review, analyze and discuss both primary and secondary data.

Since the early 1980s, most developing countries including Ghana have embarked on numerous public sector reform programmes in a bid to transform its public sector to be more productive, efficient and effective, delivering world-class services to the general public and ensuring sustained national development. The results and outcomes of these wide-range of interventions have been modest and mostly unsatisfactory as compared to the resources, efforts and time invested to design and implement them. This study examined the key role the various reform institutions played at each phase to engender progress or otherwise in achieving the desired results and expected outcomes.

In achieving this objective, this study sought to answer the main question of what has been the perceived impact of Ghana's reform institutions in achieving reform outcomes and results and their sustainability in the public sector.

Additionally, the study evaluated how the institutional arrangements influenced the performance of the reform institution and how both factors also contributed to the results and outcomes recorded.

The views and perspectives of key actors including public servants in Ghana, Experts who have worked with the various reform institutions in different capacities and Officials of the Development Partners who have been the major source of funding and technical assistance to Ghana on public sector reforms were collated and analyzed.

The observations of this study indicate that the various reform institutions did not outlive any political regime and as a result suffered frequent institutional rearrangements, funding and other resources for reforms were woefully inadequate and most importantly, political will and commitment to these reforms was largely deficient. The result of these occurrences led to the truncation and abandoning of reform efforts and as a result, reforms were not sustainable and effectively implemented.

Finally, the study posits the need for an independent and autonomous institution for reforms in Ghana. Relatedly, another observation is the weak and somewhat non-existent political will and commitment needed to carry out reforms. In the light of these observations and others discussed in this research, lessons have been drawn and recommendations made for consideration in the design and implementation of future reform interventions in the public sector of Ghana that will ensure sustainable and effective results and outcomes.

Keywords: Public Sector Reforms, Sustainability, Institutional Arrangements, Performance, Institutions, Ghana

Student ID: 2017-20587

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Abbreviations

CAG	Controller and Accountant General
CSPIP	Civil Service Performance Improvement Programme
CSRP	Civil Service Reform Programme
DPs	Development Partners
ECF	Extended Credit Facility
GIMPA	Ghana Institute of Management and Public Administration
GoG	Government of Ghana
GPRS	Ghana Poverty Reduction Strategy
ICT	Information Communication Technology
IAs	Implementing Agencies
IEG	Independent Evaluation Group
IMF	International Monetary Fund
LGS	Local Government Service
MDAs	Ministries, Departments and Agencies
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MMDAs	Metropolitan, Municipal, District Assemblies
MoF	Ministry of Finance
MPSR	Ministry of Public Sector Reform
MSD	Management Services Division
NDPC	National Development Planning Commission
NIRP	National Institutional Renewal Programme
NPM	New Public Management
NPSRS	National Public Sector Reform Strategy
OHCS	Office of the Head of Civil Service
OSM	Office of the Senior Minister
PIP	Performance Improvement Programme
PNDC	Provisional National Defence Council
PSC	Public Services Commission
PSD	Private Sector Development

PSR	Public Sector Reform
PSRD	Public Sector Reform Directorate
PSRS	Public Sector Reform Secretariat
RBV	Resource Base View
SAP	Structural Adjustment Programme
TMD	Training & Management Development
UNDP	United Nations Development Programmes

CHAPTER I: INTRODUCTION

1.1 Introduction

An efficient and effective public sector is a key determinant of growth and development of a country. Public sector reforms have become a widely used terminology since it gained currency in the early 1980s and has since become a global phenomenon. In developing countries like Ghana, good governance and efficient public service delivery cannot be attained without reform interventions in the public sector. Lessons from the past indicate that implementation of reform programmes was disjointed and sometimes inconsistent leading to inefficiency, unsustainable outcomes and unsatisfactory results.

Present-day deliberations concerning public sector reform date back to old and still unanswered questions in political-administrative theory. First, how vital are the institutions of government and what are the effects of their organization; Second, what are the underlying forces through which governmental institutions are established and sustained, altered or jettisoned; and Lastly, what is the scope and under what circumstances are forms of government a result of careful design and reform (Olsen, 2017).

This study discusses and assesses one of the key facets of modern public administration, the implementation of public sector reform interventions and programmes undertaken since the 1980s in many developed and developing countries, more so Ghana. These reforms have since been in three (3) variants: structural reforms, capacity building reforms and service delivery improvement reforms.

The main prod of this study is to assess the extent to which the institutional arrangements established for reforms in Ghana influenced the performance of the reform institutions to deliver successful and sustained reform outcomes. This will be measured through a review of literature and the impact of reform institutions and interventions as perceived by key actors in Ghana's public sector. In other words, this study aims at evaluating and discussing how the various implementing reform institutions executed their roles and functions to influence the success or failure of respective reform interventions since the 1980s. This is imperative because Ghana has implemented numerous public sector reforms which were expected to improve accountability, governance and effective and efficient public service delivery, however, results and outcomes of these interventions have been disappointing and the current state of the public sector leaves much to be desired.

Public sector reforms are still not an option for the public sector of Ghana, but a necessity. It will help government's respond to its fast-growing environment and society needs and also position it competitively on the global stage.

1.2 Background of Research

Public sector organizations are the main channels used by governments to pursue their development agendas. In broad terms, the public sector comprises of government and all establishments, agencies and organizations that are funded and managed publicly to deliver public agendas, goods and services. The public sector is also regarded as the overall institution which delivers services to the public that are publicly financed, owned and operated. A high level of effectiveness and efficiency of every country's public sector is critical to the accomplishment of national development. Additionally, reforms in

Ghana's public sector have become common place since its inception in the early to mid-80s till present.

It is almost impossible for any country to promote and or attain good governance, an efficient and effective system without reforming its public sector. However, lessons from the past indicate that, reform initiatives and programmes were not successfully implemented to the latter and were fragmented to an extent and as a result, reform outcomes were disconnected, somewhat ineffective and generally unsustainable. For example, the first generation of reforms in most sub-Saharan African countries and in Ghana focused on structural reforms with little or no emphasis on its impact on service delivery etc. (Kiragu, 2002)

In most developing countries, political exigencies recurrently dwarf the enormous outcomes of reforms and hence reforms are discontinued or abandoned. On the other hand, plausible results have been achieved in countries with an appreciable level of political will and commitment of political leadership to reforms.

Factors that drive public sector reforms include: fiscal and economic crisis, domestic pressures and the conditionality's of international financial institutions and development partners. The development and implementation of reforms in recent times have mostly been influenced by the doctrine of New Public Management (NPM) reform which generally presented the adoption and adaptation of private sector styled management approaches into public sector management. Other non-NPM reforms, like decentralization and pay and employment reforms, have also been significant (Bangura & Larbi, 2006).

1.3 Purpose of Research

This research highlights and reviews the evolution and implementation of Ghana's public sector reform interventions in terms of the successes, challenges and lessons learnt and the influence of institutions and institutional arrangements that were established to drive these reform initiatives. The ultimate goal of this study will be to identify and understand the factors that have made the implementation of public sector reforms in Ghana, successful or otherwise. Emphasis shall be placed on the measures to achieve better results and ensure sustainability for future public sector reform efforts in Ghana.

1.4 Problem Statement

Ghana's public sector is faced with a multiplicity of structural, institutional and fiduciary challenges which hinder the efficient and effective delivery of public goods and services. Successive Governments have, therefore, implemented several programs and policies towards the reform of Ghana's Public Sector. However, these reforms did not deliver the expected result and outcomes as well as the change and improvement envisioned for the public sector.

These reforms which can be broadly grouped into five (5) phases: 1986-1998; 1995-2003; 2005-2009, 2009-2017 and 2017 to the present, were largely supply driven, not informed by any reform strategy, nor were effectively coordinated by a central body in a visible manner and had little linkages to each other. A major characteristic and setback of the evolution of public sector reforms in Ghana is the frequent and indiscriminate changes made to the institutions mandated to lead and facilitate the implementation of reforms owing to changes in government and political leadership and their corresponding political agendas. For instance, in May 2005, the government upon realization that the implementation of public sector reforms (PSR) was critical to the government's

vision of human capital development, Private Sector Development (PSD) and Good Governance created the Ministry of Public Sector Reform (MPSR). Then in January 2009, after the 2008 general elections which resulted in a change of government, the Ministry of Public Sector Reform (MPSR) was re-designated as the Public Sector Reform Secretariat (PSRS) and placed under the Office of the President. This re-designation was to acknowledge the importance of the organization as a medium to be used by the Presidency to provide strategic and technical back-stopping role for reforms, as well as coordinate and oversee reform activities from the Presidency. After the 2016 general elections and the subsequent change in government, the PSRS in 2017 was merged with the Office of the Senior Minister (OSM) and now structured as a Department in this outfit. This is in view of the fact that, previous experience with a full-fledged Minister in charge of public sector reforms indicated that sustained results were achieved with this form of institutional arrangement.

It has also become evident that these frequent and unstable institutional rearrangements have largely contributed to the lack of continuity and sustainability of reform interventions in Ghana over the years for obvious reasons. This has awakened concerns and calls from public administrators, practitioners and some development partners of the need to have an independent institution for reforms that can withstand these practices of at-will and politically induced rearrangements. In essence, a more stable reform institution would design and implement long term reforms, consolidate the gains, ensure continuity, sustainable results and outcomes for Ghana's public sector. Others have also proposed a sectoral approach which involves the decentralization of reform initiation, design and implementation to already existing public institutions such as Ministries and other State Agencies.

Although the later alternative seems laudable, research also indicates that, similarly, majority of public sector reforms initiated by mainstream ministries, agencies and departments i.e. sector specific reforms have often been fruitless with little or no results and achievements. This is because these existing institutions are preoccupied with delivering on their core mandates and functions and as such consider and approach reforms as additional responsibilities and with no priority attached, paramount to these obstacles is that the funding required for reform initiatives are generally scarce. Another major setback is the fact that, these mainstream institutions have entrenched organizational cultures that are hostile to reforms. Hence the imperious need and call for a results-driven, proactive and stable institution to lead in the implementation of reforms.

For example, the figure below illustrates and summarizes some of the specific reform interventions funded by Ghana's Development Partners (DPs) between 1997 and 2002. Unfortunately, modest outcomes were recorded for majority of these interventions as per the reports provided by the Office of the Head of Civil Service (OHCS) and the National Institutional Renewal Programmes (NIRP) (Antwi & Farhad, 2010).

TABLE 2
Source and Type of Donor Funding to Ghana's Public Sector Reforms

Source	Amount Provided (in Donor Nation Currency)	Disbursement (up to December 2001)	Reform Component	Implementation Period
IDA	\$20,949,100.00	\$7800612.00	BPEMS	1997–2002
DFID	£2,000,000.00	£2,365,531.00	MTEF	1997–2002
CIDA	C\$1501,100.00	C\$1501,100.00	Fiscal Decentralization	1998–2002
EU	E4,800,000.00	E750,317.00	Audit Service	1999–2002

KEY: IDA-International Development Association of the World Bank; DFID-Department for International Development; CIDA- Canadian International Development Association; EU –European Union; BPEMS - Budget and Public Expenditure Management System; MTEF –Medium Term Expenditure Framework.

Source: *NIRP Annual Report, 2002.*

Diagram 1: Source and Type of Donor Funding to Ghana's Public Sector Reforms (1997-2002) - Adopted from (Antwi & Farhad, 2010)

1.5 Significance and Relevance of Study

The main objective of this study is to assess the perceived impact and achievements of public sector reforms implemented in Ghana and how it is related the performance of the various reform institutions deployed in Ghana to spearhead the implementation of the respective reform interventions to gain in-depth understanding and analyze the impact, results and sustainability of the reform initiatives vis-à-vis the institutional forms and arrangements that were established.

Even though there is a wide range of studies on public sector reforms in Ghana, the focus has mostly been on the reform programmes implemented between the 1980s and early 2000s. Very little research and study has been carried out on the institutions that were established to lead the reform agendas, their structure, roles and mandates and impact as well as the outcomes of their tenures. This paucity of research on Ghana's reform institutions and their influence and roles in the implementation of and attainment of reforms and associated outcomes presents a significant gap that requires attention. In essence, these previous studies and evaluations have predominantly centered on outcomes and results of reform interventions especially from the perspectives of Development Partners (DPs) and other experts leaving out the main actors and beneficiaries – public servants in Ghana. Ghana's public sector is regarded as the engine of growth for the economy and possesses a relatively competent human capital which is adequately capacitated, thus, if systems, processes and procedures are efficiently reformed would result in a substantial improvement in service delivery and capacity to attain developmental goals.

It is worth noting that, the resilience of country's public sector is best assessed in their ability to be proactive and plan adequately for shock waves, which is

contingent on the technical capacities of the institutions at the forefront of emergency management and response, the governance structures and the functioning systems.

1.6 Scope of Research

This study is focused on the public sector of Ghana and conducted in 2018. The timeframe of the study reviewed public sector reforms interventions and institutional arrangements established from 1980 to 2017. The main units of analysis were the reform institutions and the stakeholders who were directly and indirectly involved in the implementation of these reform interventions. In essence, the implementation of the various reforms involved public servants, consultants, technical advisors and project specialists from Development Partners. The outcomes and results of the reform interventions were geared at improving the efficiency and effectiveness of the public sector to be more productive.

The criteria adopted by this study to evaluate the performance of the various reform institutions is a participatory one with emphasis on the key actors who were directly and indirectly informed as stakeholders and beneficiaries. Another consideration was that the need, purpose and rationales of these reforms were expected to address the needs of the needs of these key stakeholders and the public sector in general. On the other hand, a theoretical evaluation would have been desirous owing to the fact that public sector reforms are not novel and restricted to Ghana, it is a global phenomenon, though approach and context differs from country to country. However, for the purpose of this study, the perspectives of the key stakeholders identified, provided a holistic, representative and in-depth assessment of the performance of the various reform institutions and the corresponding reform interventions.

Additionally, the stakeholders interviewed possess the requisite knowledge and experience in reforms implemented in Ghana's public sector reform.

Additionally, it was challenging to properly assess the impact and performance of reform institutions and also achieve the objectives of this study due to the scarceness of performance reforms reports on the various reforms. This was reinforced by the one of the Experts interviewed who posited that progress and monitoring reports submitted to the DPs were not an accurate reflection of what actually pertained, on the other hand, the reports by DPs on reforms were sometimes "sweetened" to not offend government officials.

The rationale for the various phases of public sector reforms have been diverse. First, the rationale of the first phase was primarily to decrease the size of government and restructure central government agencies to function effectively and interventions were focused mainly on the Civil Service and key public institutions. Second, the rationale of the second phase of reforms was mainly capacity building throughout the public sector, the reform agenda at that time invigorated public sector institutions to carry out their mandates in a transparent, professional, accountable and cost-effective approach. Third, the rationale of the third phase was to improve service delivery in the public sector in the context of reforming systems and structures of public service delivery as well as improving the working conditions and human capacity needs of the public servants to engender the desired transformation. Fourth, the rationale for the fourth phase was different in approach and direction as compared to the previous phases. The rationale of this phase was job creation, increase food production and performance management. Finally, the rationale of the current phase of ongoing public sector reforms is to redefine the role of the public

sector as a catalyst for a competitive private sector and as a provider of improved services to citizens (National Public Sector Reform Strategy, 2018).

1.7 Research Outline

This research is organized and presented in six (6) chapters as follows:

Chapter One, Introduction, discusses the background of the research topic, purpose of the research, problem statement, significance and relevance of the study and the outline of the research.

Chapter Two, Literature Review, defines the key terms with regards to the scope of study and discusses empirical and relevant literature on institutional perspectives of public sector reforms and the New Public Management reforms.

Chapter Three, Research Approach and Methodology, details the analytical framework, research variables, research questions and hypothesis. The final section introduces the methodology and data collection.

Chapter Four, Evolution of Reforms in Ghana, this chapter reviews and analyzes the evolution of public sector reforms implemented in Ghana since the 1980s and the respective rationales, processes, structures and institutional arrangements adopted for implementation.

Chapter Five, Findings, Analysis and Discussions, presents the data analysis, interpretations and discussions on the findings.

Chapter Six, Conclusion: Lessons and Recommendations, details a summary of the research findings, answers to the research questions, the

hypothesis, recommendations derived from findings, policy implications and suggestions for future research with emphasis on the issues of successful implementation and sustainability of reforms in the public sector and an evaluation of the impact of respective institutional arrangements.

CHAPTER II: LITERATURE REVIEW

2.1 Introduction

This study adopts a comprehensive review of literature centring on the theories and practices of public sector reforms, theories of institutionalization and the New Public Management (NPM) reform which has been a prod for successful implementation of public sector reforms across the globe.

2.2 Definition of Public Sector Reform

In general terms, the public sector comprises government, agencies, establishments, and other entities that are financed with public funds to deliver public policies, goods and services. The public sector can also be defined as the part of a country's economy responsible for providing basic goods and services. The composition of the public sector varies in every country including such services as the security services and defense agencies, primary education and healthcare for the poor. Generally, the services provided by the public sector benefits the entire society and encourages equal opportunity (WebFinance, 2018).

The scope and responsibilities of the public sector of countries are often over extended and wrought with inadequate financial resources, mismanagement of resources (human and logistic), poorly designed policies and weak systems and measures of accountability. It is against this conditions, that public service delivery has attained new scopes as governments need to be more responsive not only to changes in the external environment but also to the needs of a dynamic and well-informed citizenry in the era of globalization.

According to Schacter (2000), public sector reform is about improving and fixing these challenges and firming up the way that the public sector is managed. Public sector reforms form an vital part of governments' continued efforts to transform the public service, making it more citizen-focused and responsive (Schacter, 2000).

The United Nations Economic and Social Council, in its 2006 paper, states that "public sector reform consists of deliberate changes to the structures and processes of public sector organizations with the objective of getting them to run better. Structural change may include merging or splitting public sector organizations while process change may include redesigning systems, setting quality standards and focusing on capacity-building".

Basically, public sector reforms have a twofold objective, namely: they align governments vision to the traditional roles and functions of the state in society - issues of "what to do" and improve the systems and processes for the achievement of these functions to be more efficient, effective, transparent and accountable – issues of "how to do" it (Therkildsen, 2008). In addition, public sector reforms results in a functioning, result-oriented and value-based government; for instance, financial reforms ensure a judicious use of resources and cost effectiveness, administrative reforms produce improved and responsive service delivery, trade reforms lead to higher trade volumes and a possible influx of foreign direct investment, and so forth (Andrews, 2013).

2.3 Other Perspectives of Public Sector Reform

2.3.1 Globalization and Public Sector Reform

Globalization refers to "a rapidly developing process of complex interconnections between societies, cultures, institutions and individuals world-

wide. It is a social process which involves a compression of time and space, shrinking distances through a dramatic reduction in the time taken either physically or representationally – to cross them, so making the world seem smaller and in a certain sense bringing human beings closer to one another” (Tomlinson, 1996).

Chittoo, Ramphul, and Nowbutsing in their study on Globalization and Public Sector Reforms in a Developing Country argue that globalization and the need for international competitiveness necessitate reforms thus coercing governments to shift the focus from “unpopular” and “politically suicidal” reforms opposed to the mundane traditional public administration system. This phenomenon coupled with domestic and international pressures have also reemphasized the critical need for public sector reforms in developing countries, whilst some countries with rather delicate alliance governments have reinforced this need by institutionalizing agencies to champion continuous reform initiatives regardless of the change of political leadership (Chittoo, Ramphul, & Nowbutsing, 2009).

Also, developing countries, irrespective of the gains of globalization are faced with the threats of globalization and the technology evolution. Respective governments must also institute measures through reforms to safeguard the vices of these phenomena’s and also empower its citizens to capitalize especially on their positive gains.

2.3.2 Good Governance and Public Sector Reform

Good governance infers “an efficient and predictable public sector incorporating participation and the rule of law, i.e., with the characteristics of democratic governance” (Swedish International Development Corporation

(SIDA), 2002). The United Nations Development Programme (UNDP) defines good governance as “the exercise of the political, economic and administrative public sector to lead a society’s affairs characterized by participation, transparency and accountability, efficiency and purposefulness, equality and justice, and the rule of law.”

The pursuit of many countries to achieve good governance also reinforces the rationale for public sector reforms. Underpinned by the model of promoting and facilitating state-society relations with the aim of enhancing social and political accountability as well to make governments more efficient (Therkildsen, 2008).

2.4 Institutional Arrangements for Reforms

2.4.1 Institutional Perspective

Institutions usually emerge as a result of decisions made by a unitary actor or a collective of actors and interest groups. Institutionalism explains how existing political-administrative institutions can be conceptualized, to what extent they have independent and sustained impacts, and the procedures which account for how they are established, managed and altered (Olsen, 2017).

The concept of analyzing an institution is central to the fields of political science and public administration and in recent times, there has been an upsurge in the interest on why and how institutions matter and make a difference. There exists a multitude of viewpoints considered in understanding institutions. The contending approaches prioritize different units of analysis – what are the characteristics of the political actors, the societal process and already set up institutional arrangements (Olsen J. P., 2017) (as cited in (Olsen J. , 1992) , (Goodin, 1996), (Rhodes, Binder, & Rockman, 2006) and (Peters, 2012).

March and Olsen (1989) also argue that other approaches recognize public institutions as mechanisms of thorough knowledge, force and redistribution; controlling and enabling effectual exchange and as mediums for defining acceptable actions (March & Olsen, 1989).

Olsen argues that public sector reforms in the perspective of institutionalism can be discussed from the “actor-centered frame” and “society-centered frame”. First, within an “actor-centered frame”, which highlights factors such as the attributes of decision makers, their objectives, comprehension and resources. This is because institutions may emerge as a result of careful and sometimes intentional decisions and political and administrative decision makers use them as tools to attain set-out objectives. Institutional design highlights that the form of an institution is a determining factor of performance and human choices are significant factors of institutional forms. Second, within a society-centered frame, the descriptive aspects center on the objective characteristics of an institution’s environment (Olsen, 2017). Even though some scholars argue that institutions emerge and or jettison through unplanned and coincidences in the environment, Goodin (1996) explains that institutions subsist and grow owing to their adaptability with their functional environment (Goodin, 1996).

In general, reformers have resilient, reliable and stable objectives that span a course, they also understand how institutional form and arrangements affect performance and success. They know what is required to achieve set objectives and ultimately have the power to do what is required to attain the desired and expected outcomes (Olsen, 2017).

Additionally, reforms do not only require changes to institutions, systems and processes but most importantly changes in the mentalities, norms and attitudes

of the general public. It is in this regard that Thomas Hobbes posited the Leviathan governance system with a centralized and independent authority, to wit, a society of individuals without institutions which set and shape norms and rules to be observed, would make life uncomfortable (Hobbes, 1962).

2.4.2 Establishment of an Independent Agency

The responsiveness of public institutions to political officials and its citizens is a fundamental question in democratic governance and a key source of distinction in responsiveness is the arrangements of the institution (Selin, 2013). Institutions are formed as a result of deliberate and carefully considered decisions and are used by political and administrative actors as one of the policy tools to realize the expected outcomes and results of public policies. Two assumptions form the basis of institutional design, first is whether the structure of the institution is a significant determinant of human choices; secondly, are human choices important determinants of the institutional forms (Olsen, 1997).

The comprehensive nature of public sector reforms requires long-term efforts, resilient organizational skills to stabilize attention, marshal resources and deal with opposition (March & Olsen, 1983). In other words, the speed of reforms and the strict and short-term implementation timelines assigned mostly by donors often dilutes the quality of results. In the case of developing countries like Ghana, incremental implementation will be much desirous even though costly compared to the “big-bang” implementation approach.

In the last couple of decades, the model of Agencification has introduced a transfer of government functions to agency-type organizations, with vertical expertise and separate from ministerial departments. As a result, governments have established agencies at arm’s length, distinct and independent from the

traditional ministries, departments and agencies to undertake administrative, regulatory and policy related functions (Nchukwe & Adejuwon, 2014). In essence, the creation of these agencies was a pragmatic approach to solve the challenges of pitiable and unimpressive performance of the traditional public administrators and agencies. Agencification provides the alternative for decoupling the mundane function of governments to formulate and implement policies. Governments can now focus on the formulation of policies such as public sector reforms while independent agencies implement the policies with less politics, greater autonomy and oversight. Again, the establishment of independent agencies to spearhead government programmes such as public sector reforms will lead to the mitigation and or removal of negative factors that hinder effective implementation, continuity and sustainable reforms. In essence, for reform programmes to be effective and sustainable delivering the desired results, they have to be institutionalized properly.

According to Roness (2001), it is significant to discuss the distinction between substantive policies areas which directly affects people, for example, health policy and then policy areas that indirectly affects people, for example, public sector reform policies. This distinction has been lingering in topical deliberations on New Public Management (NPM), which recommends “distinct institutions for policy advice, regulation and service delivery” (Rones, 2001).

2.4.3 Institutional Adaptability

Institutions are constantly under internal and external threats and pressure and a robust and superior institutional performance alone would not guarantee a high level of effectiveness in the future. Regular challenges and varying needs require institutions to capitalize on innovation and continuous improvements to adapt and counteract to an ever-changing and unpredictable environment.

In times of crisis, countries require institutions with the potential to prepare, expect, adapt and counteract to the varying needs and renewed priorities. Institutional adaptability refers to an institutions capacity “to function in future conditions and to innovate to meet future needs” (UNDP I.-I. , 2010). Adaptable institutions are supple and capable to continually capitalize on internal improvements, while expecting, preparing to respond to crisis with state-of-the-art interventions (Killick, 1995). Such institutions create firm building blocks for developing and sustaining longer-term national resilience.

The two (2) determinant factors of institutional adaptability as discussed are its ability to innovate and continuously improve. First, investment in innovations focuses on seeking “leading-edge” changes to policies, systems and processes as well as attitudes that will ensure improved and sustainable institutional performance over time. This also requires preemptive planning and preparation to adapt to expected environmental changes (UNDP., 2010). For example, the increase demands of a country’s population for basic services like passports, business registration permits and certificates, driver’s license etc. would require an introduction or shift to innovative approaches such as automation of systems and the reengineering of business processes in general to improve service delivery and reduce the challenges associated with the manual systems. Lastly, a continuous improvement of the internal systems, processes and structure of an institution is also imperative and a determinant of its ability to adapt to emerging needs, priorities, standards and environments. A programmatic response and integrated mechanism for continuous improvement is needed to evaluate, redefine and realign institutional performance to counteract changing realities (UNDP., 2010).

2.4.4 Institutional Stability

The stability of an institution refers to the extent to which it mitigates instable performance by instituting best practices and standards to recognize and alleviate threats from internal and external sources. In other words, stable institutions are capable of reducing volatility and irregularities in their performance and in the use of resources available through the institutionalizing of best practice and innovative standards (UNDP B. f., 2011).

In essence, continuous and consistent institutional performance depends on the extent to which innovative measures, institutional arrangements, approaches and other interventions that have been tried and tested are systemized. Performance measures provides a general picture of how well an institution utilizes its resources, the stability methods and on the other hand provides a progressive plan on institutional performance over time (UNDP, Capacity Development Group, 2010).

2.4.5 Institutional Performance and Effectiveness

The performance of an institution refers to how the institution functions and achieves its mandate effectively and efficiently. The effectiveness of an institution can be measured by the quality of its standards and services delivered. On the other hand, the efficiency can be measured by the clarity of its mission; roles and mandate; resource mobilization and utilization; responsiveness; and monitoring and evaluation systems.

Research suggests that performance, adaptability and stability are three (3) essential and critical attributes an institution requires to neutralize crisis. Although institutional performance forms the base of a nation's ability to function and accomplish its duties to citizens, it is not an adequate strategy or

means for countries that require a reaction to unpredictable shocks and an ever-changing environment. Building a robust and resilient nation with corresponding structures requires stable and adaptable institutions. Furthermore, well-performing institutions that have the capabilities to provide basic public services, to formulate and implement policies are highly essential to countries' determinations to accomplish their developmental goals and especially in times of crisis (UNDP B. f., 2011). The measure of the efficiency and effectiveness of public institutions forms the basis of a nations' capacity to manage the functions of its arms of government in overseeing the economy, provide social services, utilize natural resources in a sustainable manner to improve the livelihoods of its citizens. The result of improved efficiency transcends observable cost-cutting factors, and modern research has shown a direct correlation between the operational efficiency of the public sector and economic growth. In other words, an appreciable level of efficiency in public sector institutions enhances the image, public confidence and acceptability of government (UNDP B. f., 2011).

2.3.6 Resource Base View Theory

Public institutions are faced with numerous resource challenges that require deliberate planning and implementation of plans to enable them to remain operational and viable. Resources are the “tangible and intangible assets” an institution deploys in the selection and implementation of its strategies (Rose, Abdullah, & Ismad, 2010).

The Resource Based View (RBV) theory was selected as appropriate to define the resources institutions possess. The RBV theory defines resources as uncommon, valuable, unique and irreplaceable advantages that contribute to an institutions competitive advantage (Rose, Abdullah, & Ismad, 2010). In support

of this definition, Pesic (2007), provides four (4) characteristics of resources in the framework of RBV. First, resources are imperative and used to exploit prospects and or counteract environmental threats of an institution. Second, they are uncommon attributes among the present and future competitors of an institution. Third, resources are unique from one institution to another. Lastly, they are irreplaceable and differ, thus another service or product cannot meet the same purpose (Pesic, 2007). The vital argument here is that, the progression of an institution rests upon its ability to judiciously administer current resources and device strategies to develop new ones (Pearce & Robinson, 2013).

This theory evaluates and categorizes the strategic advantages of an institution based on a combination of its potential, competencies, skills, as well as the tangible and intangible assets (Pearce & Robinson, 2013). The fundamental principle of the RBV theory is that the variation in institutions' is attributable to the fact that they retain distinctive range of resources internally which the institutions capitalizes on to operate (Pearce & Robinson, 2013). These resources and potential possessed by an institution affords it a competitive advantage (Pesic, 2007). In essence, the context of this theory adduces that the resource base of an institution greatly influences its operational strategy and is critical for the development of institutional capabilities and potential which contributes to the competitive advantage of the institution. In the context of the RBV theory, the competitive advantage coupled with above par institutional performance and effectiveness is attributable to the uniqueness of an institutions capabilities (Johnson, Scholes, & Whittington, 2008).

Additionally, the RBV theory hypothesizes that strategic implementation of institutions must consciously and continuously endeavor to secure, develop and improve resources base and institutional competencies in order to survive

competition and stay relevant in an ever-changing institutional environment (Ombaka, Machuki, & Mahasi, 2015). The underlying concept of this theory as argued by Kariuki and Kilika (2016) is that the resources an institution possesses presents the key factors of efficiency, effectiveness and accomplishments and all these contribute to a sustainable competitive advantage of the institution (Kariuki & Kilika, 2016).

Finally, critics of the RBV theory have raised concerns with some components of the model, for instance, they argue that it fails to discuss the managerial implications of the resources. They also argue that its applicability is too narrow and that it is unrealistic and unachievable to sustain a competitive advantage. Furthermore, they suggest that the four (4) characteristics of resources are not relevant nor adequate for an institution to sustain a competitive advantage. The worth of a resource is therefore, somehow unknown to provide for valuable theory (Kraaijenbrink, Spender, & Groen, 2009).

2.5 The New Public Management Reform

The New Public Management (NPM) reforms have broadly influenced public sector reforms in many countries across the globe including Ghana, although the adoption and adaptation of its doctrines differ from country to country (Moon & Kim, 2011). The emergence of NPM dates back the late 1970s and it remains till date, one of the momentous global paradigms in public administration. Its emergence according to Hood could be associated with four (4) administrative “megatrends”, namely:

- i. efforts to rationalize or reduce government growth in relation to government expenditure and employment;

- ii. a swing towards privatization and quasi-privatization and away from core government institutions thus, separating public service delivery from government;
- iii. informatization in the development and provision of public services; and
- iv. the advancement of a more global plan, progressively centered on general problems of public management, design of policy, cooperation among all levels of government and decision making (Hood, 1991).

Additionally, the economic challenges many rich countries faced were associated with the excessive role of government and pressures from globalization in the 1970s and an eroded trust in government also occasioned the rise of NPM to global prominence. All these rudiments combined to drive the global impulsion for reforming the formal and informal connections between government and society (Therkildsen, 2008).

Largely regarded as neoliberal, its models and doctrines have underscored the standard responses and interventions of developing countries to public sector management challenges. Additionally, in borrowing words from a 1940 song, the NPM is described to have “*bewitched, bothered, and bewildered*” policymakers and public sector change advocates since its rise as the foremost remedy for public sector performance challenges in the 1980s. They further explain that during this movement, policy and decision makers as well as reform advocates were charmed by the prospects of applying result-based management practices to rejuvenate government agencies, remove inadequacies and enforce fiscal discipline (Brinkerhoff & Brinkerhoff, 2015).

Proponents and opponents of NPM have widely discussed and expounded their perspectives on the components and doctrines, but the seven (7) overlying principles discussed in Table 1 below underpin most of the discussions of NPM (Hood, 1991);

Table 1 - Seven Principles of NPM

No.	Principle/Doctrine	Meaning	Typical Justification
1	<i>Hands-on professional management in the public sector.</i>	Active, visible, discretionary control of organizations from named persons at the top, 'free to manage'.	Accountability requires clear assignment of responsibility for action, not diffusion of power
2	<i>Explicit standards and measures of performance.</i>	Clear definition of goals, targets, indicators of success, preferably expressed in quantitative terms, especially for professional services	Accountability requires clear statement of goals; efficiency requires 'hard look' at objectives
3	<i>Greater emphasis on output controls.</i>	Resource allocation and rewards linked measured performance; breakup of centralized bureaucracy-wide personnel management	Need to stress results rather than procedures
4	<i>Shift to disaggregation of units in the public sector.</i>	Break up of formerly 'monolithic' units, unbundling of u-form management systems into corporatized units around products, operating on decentralized 'one-line' budgets and dealing with one another on an 'arm's length' basis	Need to create 'manageable' units, separate provision and production interests, gain efficiency advantages of use of contract or franchise arrangements inside as well as outside the public sector
5	<i>Shift to greater competition in public sector.</i>	Move to term contracts and public tendering procedures	Rivalry as the key to lower costs and better standards
6	<i>Stress on private-sector styles of management practice.</i>	Move away from military-style 'public service ethic', greater	Need to use 'proven' private sector management tools in the public sector

		flexibility in hiring and rewards; greater use of PR techniques	
7	<i>Stress on greater discipline and parsimony in resource use.</i>	Cutting direct costs, raising labor discipline, resisting union demands, limiting 'compliance costs' to business	Need to check resource demands of public sector and 'do more with less'

Source: (Hood, 1991)

Therkildsen argues that NPM is founded on three major theories, namely: public choice, new institutionalism and principal-agent theories. Altogether, these theories suggest that public sector agencies must be well-structured to harness the interests of voters, politicians and bureaucrats which are guided by economic self-interest to deliver services effectively, efficiently and accountably. He further explains that, governments role should shift from “rowing” to “steering” in order to reduce the risk of ineffective, corrupt and self-serving government by withdrawing from actively being involved in service delivery and production. Moreover, he opines that, government should function according to private sector-styled management practices (Therkildsen, 2008).

Hong (2013), in his study on NPM, titled ‘Die Hard’ Legacy? NPM Reform and Administrative Law in Korea, argues that many scholars have made assertions of the eventual departure of NPM and a move to Post-NPM in the 21st Century. However, he adds that NPM has been persistent and more viable than expected. He alluded to three reasons that underscore this notable persistence of the NPM. First, one notable doctrine of the NPM is geared towards governments becoming more competitive and having a “small but able” or “doing more with less” government ideology. In other words, political leaders find it prudent and politically right to lean towards this ideology and

use it to drive reforms. Second, private sector breakthroughs and continued innovation has put enormous demand on the public sector to benchmark and employ best practices, private sector-styled management and service delivery. Finally, NPM was viewed as a channel to achieve the common good, founded on support from the public and cumulative demands for governments to reform (Hong, 2013).

To reiterate Roness's argument, distinguishing between substantive policy areas and policy areas like public sector reform. There is a need for detached institutions for policy advice, regulation and delivery of public services (Roness, 2001). A fundamental NPM argument that supports the proposition for this institutional arrangement explains that, such establishments can focus on executing their core mandates and functions in an efficient way without the interferences of policy making, evaluation and so on. Moreover, by detaching the executions of their functions from central government, managers will not be overly-burdened by excessive administrative and bureaucratic rules but allowed to manage in a professional manner (Therkildsen, 2008).

2.5.1 Critiques of New Public Management

New Public Management (NPM) undoubtedly has become one of the prominent and prevailing paradigms of administrative reforms. It originated from and was predominantly successful in some Anglophone countries such as the United Kingdom, the United States of America and Australia, the NPM wave later transcended borders to many countries around the world, inspiring a significant shift in how governments perform (Kim & Han, 2015).

According to Christopher Hood, the ideologies underpinning the NPM was similar to many previous approaches and NPM was regarded as a framework

of general applicability (Hood, 1991). In the early 2000s, NPM-styled public sector reforms were contested by practitioners and scholars alike who advocated for public values such as equity, democracy, accountability, participation, and collaboration beyond the limits of cost-efficiency and neomanagerialism (Moon M. J., 2018). The criticism of NPM can be attributed to the following four (4) assertions (Hood, 1991)

The first assertion is that, NPM was “all hype and no substance”. This perspective suggests that the concept of new managerialism had effected minimal change whilst the old challenges and weaknesses of public administration are still pervasive; the second counter-claim suggest that NPM failed largely in delivering the desired reduction of government and its resultant cost-cutting expectation; the third assertion is that NPM failed to facilitate and provide less costly and better public services for all rather it benefitted only a few who were advantaged. It became an egocentric crusade intended to enhance the careers of an elite group of top officials and bureaucrats in central agencies rather than the low-level staff and entire public service; and the final assertion is that NPM was seen as a universal phenomenon and public management for all seasons.

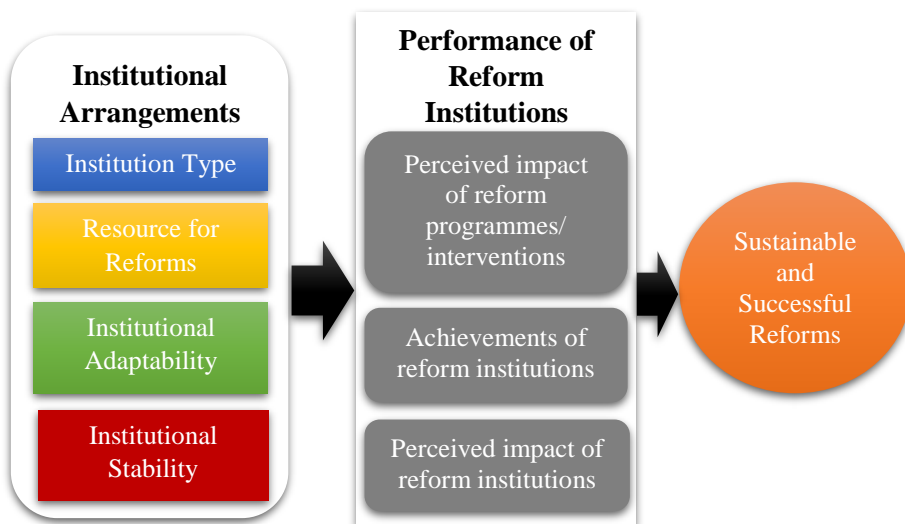
According to Hong, “New Public Management is not a universal good. NPM-based reform has risk and uncertainty in itself” (Hong, 2013).

CHAPTER III: RESEARCH APPROACH AND METHODOLOGY

3.1 Analytical Framework

This study aims to conduct an in-depth analysis to find empirical evidence positing that, the performance of Ghana's reform institutions can be assessed vis-a-vis the institutional arrangements and perception of impact and successful reforms expressed by public administrators, practitioners and some Development Partners (DPs). This ideology is visualized in the Analytical Framework (Diagram 2) provided below.

Diagram 2 – Analytical Framework



3.2 Definition of Constructs

3.2.1 Institutional Arrangements

Institutional arrangements adopted to implement public policies such as reforms refer to the formal organizational structures and informal rules that are established. These arrangements transcend the different levels of government

(central and local) and provide a significant framework for developing and implementing policy interventions.

3.2.2 Institution Type

For the purpose of this study, the institution type refers to the structure and form relevant for the reform institution. Three of such common institutional types are highlighted in this study, namely, an Autonomous Institution, Semi-autonomous and a Centralized in-government Institution. An autonomous institution is one that is first and foremost established by law and exercises self-governing control over its everyday operations. On the other hand, a semi-autonomous institution exercises a certain level of, but not complete, self-government. Lastly, a centralized in-government institution is established by government as a stand-alone institution or placed under an existing government institution with less self-governing tendencies and largely under the control of government.

3.2.3 Institutional Adaptability

The adaptive capacity of a public sector institution refers to its ability to be proactive, plan and strategize in order to meet future needs and environmental changes. Adaptability is the capacity an institution possesses to function in future circumstances and also meet the needs of the future.

Investing in innovation focuses on introducing cutting-edge variations to policies, practices, processes and attitudes which will produce enhanced performance that can be sustained over a period. Some changes however, can be made in response to external changes when they arise. It is imperative for an institution to continuously improve its internal structures, systems and processes to adapt to new needs, standards and environments. (UNDP., 2010)

3.2.4 Resource Available for Reforms

Resources include all assets, competences, institutional procedures, characteristics, information and knowledge that an institution has at its disposal to facilitate the development and implementation of strategies that increase its efficiency and effectiveness (Hofer & Schendel, 2006).

Varied scholars have identified resources as a vital variable in general frameworks of institutional performance and traditional organization scholars recognize resources as fundamental to assessing institutional performance (Lee, nd). According to Rainey, institutional performance has become a central focus for management and public administration because it is regarded as the paramount goal of institutions (Rainey, 2003). In the field of policy implementation, other scholars argue that adequate resources ensure the successful implementation of public policies such as public sector reforms. According to (Thompson, 1967) and (Simon, 1947) there exists a direct correlation between resources and institutional performance.

3.2.5 Performance of Reform Institutions

There is no clear cut model to investigate the success or impact of public policies, scholars and practitioners offer diverse opinions in this regard, some argue that the success and impact of policy should be assessed as a measure of the stated outcomes whilst others still argue that the success and impact of a public policy is relative to the beneficiaries of the policy. The study assessed the performance of the various reform institutions as a measure of the institutional arrangements established and the perception of impact and successful reforms expressed by public administrators, practitioners and some Development Partners (DPs).

According to Munhall (2012), individual perception influences their opinions, judgement and how they understand a situation or person, it can be simply defined as how individual sees things (Munhall, 2012).

3.3 Research Questions

This study sought to explore and answer the question of what has been the perceived impact and performance of Ghana's reform institutions and how they influenced the implementation and success of the various reform interventions. In assessing this impact, this research adopts an in-depth study on the evolution and institutional arrangements of public sector reforms in Ghana. In line with this, a survey will be conducted on public servants, experts who have worked in the various reform institutions of Ghana, top management staff of Ghana's current reform institution and some development partners and documents (including reports, articles, journals etc.) will be analysed as the main thrust in achieving the objectives of this research.

The main question for this research is *what has been the perceived impact of reform institutions in achieving reform outcomes and results and their sustainability in Ghana's public sector?*

Additionally, in achieving the purpose of this research, the following sub-research questions will be addressed:

1. Having a distinct or independent institution for public sector reforms will result in effective, sustainable and successful implementation of reforms in the public sector?
2. How do experts from Ghana and Development Partners who have been involved in the reform process appraise the perceived impact of reform institutions?

3. How do public officers in Ghana who are the main actors and or beneficiaries of the reform process evaluate the perceived impact of reform institutions?
4. What measures and mechanisms must be instituted to ensure the effectiveness and sustainability of reforms in Ghana's public sector?

3.4 Research Hypothesis

H₁: The institutional arrangements for reforms influences the performance of reform institutions.

H₂: The institutional arrangements for reforms and performance of reform institutions influences the sustainability and success of reform interventions.

In order to clarify and provide a clear definition for each construct being measured within the analytical framework, Table 2 below presents the conceptualization of all constructs. Reference to these definitions correspond with theories discussed and literature review.

Table 2 – Conceptualization of Constructs

No.	Concepts	Definition
1	Institutional Arrangements (UNDP, Capacity Development Group, 2010)	"Institutional arrangements are the policies, systems, and processes that organizations use to legislate, plan and manage their activities efficiently and to effectively coordinate with others in order to fulfill their mandate."
2	Resources (Rose, Abdullah, & Ismad, 2010)	"Resources are the tangible and intangible assets an institution uses to select and implement its strategies."
3	Institutional Adaptability (UNDP, Capacity Development Group, 2010)	"Adaptability is the ability to perform in future conditions and meet future needs. Institutions are under constant threat by

		various internal and external factors, and strong institutional performance today does not necessarily ensure high performance in the future.”
4	Public Sector Reforms (United Nations Economic and Social Council, 2006)	“Public sector reform consists of deliberate changes to the structures and processes of public sector organizations with the objective of getting them to run better. Structural change may include merging or splitting public sector organizations while process change may include redesigning systems, setting quality standards and focusing on capacity-building.”
5	Institutions (March & Olsen, 2006)	“An institution is an enduring collection of rules and organized practices, embedded in structures of meaning and resources that are relatively invariant in the face of individual turnover and changing external circumstances.”
6	Institutional Performance (UNDP B. f., 2011)	performance consists of the effectiveness and the efficiency with which an institution fulfils its purpose.”
7	Institutional Stability (UNDP B. f., 2011)	“Stability is the degree to which an institution can decrease volatility of performance through institutionalization of good practices and norms and can identify and mitigate internal and external risks through risk management.”
8	Performance (Munhall, 2012)	Perception influences individual opinions and judgement and how they understand a situation or person, it can be simply defined as how individual sees things.

3.5 Methodology and Data Collection

3.5.1 Type of Research

A case study design was adopted to evaluate the evolution of public sector reforms and the corresponding institutional arrangements that were adopted to implement reform programmes in Ghana. This approach provided a

comprehensive overview of the dynamics that contributed to the successful implementation of reforms, the lessons learnt and the outcomes recorded. Furthermore, it will inform the findings of this study and ascertain if the institutional arrangements established for reform implementation affects the performance of the institutions to achieve successful and sustained outcomes.

3.5.2 Source of Data

The choice of methodology for this study takes into consideration the availability of various actors in the public sector and the approach adopted for this study. Primary and secondary data will be studied and analyzed, which includes the use of an online survey, semi-structured interviews and relevant documents. The primary data collected will present the study with original data source because the data will be collected first-hand and was used for its intended purpose.

First, documents in the journals, reports, evaluation reports, scholarly articles and other related literature will be reviewed and analyzed. The use of these sources of information will provide additional and precise information to support the other sources of data. Additionally, the documents will present factual information and reliable data.

Two (2) instruments were deployed for data collection, an online questionnaire to solicit the viewpoint of public servants and a semi-structured interview questionnaire to afford the experts, officers in the reform institution and development partners to share their candid thoughts and experiences. These approaches will adduce a true picture of the views and perspectives of all respondents on the research subject. Online surveys since the late-twentieth century have increasingly become a popular method of research because

researchers recognized that the internet can be used to conduct meaningful research. Even though this mode has become increasingly popular, social researchers oppose it raising concerns about the representativeness. In other words, will the respondents be representative of meaningful population (Babbie, 2013). In the same vein, the use of in-depth interview is also criticized by researchers to be prone to some level of bias if the constructs and questions are not properly developed which may result in inaccurate data from respondents.

The population of the study comprised public servants from Ghana, officials of the current reform institution, experts who have previously worked with the reform institutions in various capacities and officials of the World Bank who have also been largely involved in Ghana's reform agenda over the years. They were specifically selected for this study owing to the fact that they have been instrumental in the implementation of public sector reforms. This would help in achieving the objective of the study which is to determine how the performance and institutional arrangements established for reforms have contributed to successful reform implementation in Ghana's public sector.

The research data was collected using online questionnaire and semi-structured interview questionnaire and as stated above, it was organized and collected as follows:

- An online questionnaire was administered to public servants to solicit their views about Ghana's reform institutions and implementation of reform interventions in the public sector over the years.
- The semi-structured interview questionnaires were administered to three (3) groups: selected officers of Ghana's reform institution; experts who have worked with the reform institutions either in technical or administrative capacities and some officials of the World

Bank who have been largely involved in reform interventions in Ghana.

According to (Yin, 2014), the first principle of data collection in a case study research design is the use of multiple sources of evidence. The rationale of triangulation is a major strong point of data collection for case study research as it allows a researcher to address a wide range of historical and behavioral aspects and also ensures a quality and reliable research.

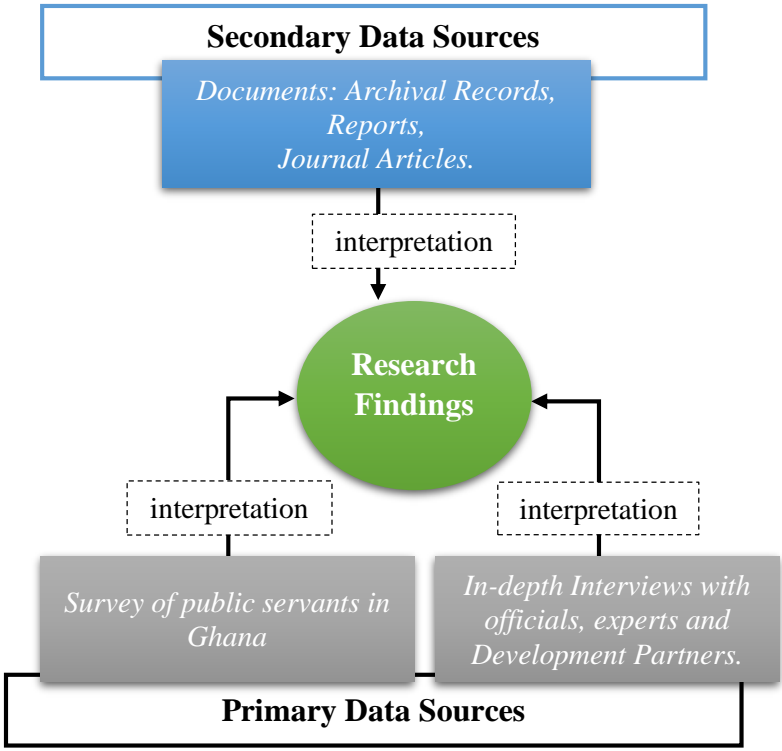
3.5.3 Sampling Approach

A purposive and targeted sampling technique was adopted for both tools for the collection of primary data because it was the best approach of getting respondents who are knowledgeable in reforms by means of having prior experience or worked with Ghana's reform institution, those currently working in the reform institution, development partners who have been supporting and mostly funding these reform interventions and public servants who are the main actors and beneficiaries of these interventions. This approach was chosen on the premise that purposive sampling is a non-probability sampling approach whereby the units of analysis are selected and sampled based on their understanding and expert knowledge. In line with this, the respondents were contacted via email.

3.5.4 Data and Methodological Triangulation

Triangulation refers to the combination of multiple sources of data and approaches in the study of the same phenomenon. The convergence of multiple sources of evidence enhances the validity and reliability of the findings. As indicated above, this research will review and analyze documents as well as data from questionnaires.

Diagram 3: Convergence of Multiple Sources of Evidence (adopted from Yin 2013: p 121)



CHAPTER IV: EVOLUTION OF REFORMS IN GHANA

4.1 Introduction

Public sector organizations are the main channels used by governments to pursue their development agendas. The public sector comprises of government and all establishments, agencies and organizations that are funded and managed publicly to deliver public agendas, goods and services. It is in this light that Governments have carried out varied interventions towards the reform of Ghana's Public Sector. These reforms which can be broadly grouped into five (5) significant phases were programme-based and largely supply driven. Moreover, they were not informed by any strategy, nor were they effectively coordinated by a central body in a visible manner and had little linkages to each other.

Not surprisingly, most of the reform interventions did not achieve the anticipated change and effective performance of the public sector due to a myriad of challenges including the lack of continuity and compliance to reform, changes in government and leadership in the reform entities resulting in changes in prioritization and pace of reform, weak reform coordination in respect of reform alignment, harmonization and policy guidelines' compliance, ineffective prioritization and integration of programmes within the public service, weak capability for monitoring and evaluation including feedback on the direction of the reform goals and the lack of effective institutions to deepen past reform outcomes.

4.2 Overview of Ghana's Public Sector

The 1992 Fourth Republican Constitution (Chapter 14, 190) lists the Public Services of Ghana to include thirteen (13) such Services in addition to the Civil Service with room for more.

Additionally, the Public Services Commission Act - 1994 (Act 482) states the “composition of the Public Services of Ghana as follows, the: Civil Service; Judicial Service; Audit Service; Education Service; Prisons Service; Parliamentary Service; Health Service; Statistical Service; National Fire Service; Customs, Excise and Preventive Service; Internal Revenue Service; Police Service; Immigration Service; and Legal Service; public corporations other than those set up as commercial ventures; public services established by the Constitution; and such other public services as Parliament may by law prescribe”.

The public sector's role as a foremost channel for the provision and delivery of vital services as well as the invaluable contributions to the advancement and growth of the country cannot be overstated. However, in spite of this prominent role the public sector plays in the economic growth of the country, the sector is blemished with high levels of perceived corruption, eroded trust, unresponsiveness to the needs of citizens, ineffective monitoring and evaluation practices, tardiness and unprofessional workforce and a relative dearth and mismatch of skills and competencies in critical functional areas leading to very low levels of productivity. Additional contributing factors include the appalling conditions of work and service, excessive bureaucracy and meager remunerations within the sector.

These inefficiencies enumerated above provoked and influenced the various attempts by successive governments since the 1980s to introduce and implement programmes aimed at reforming the structures and institutions, reviewing and strengthening systems and processes, building the capacity of the workforce, improving performance and enhancing public service delivery within the public sector.

4.3 Evolution of Public Sector Reforms in Ghana

The first phase, involved the implementation of Civil Service Reform Programme (CSRP), its upshot, the Civil Service Performance Improvement Programme (CSPIP). This was followed by the National Institutional Renewal Programme (NIRP), which undertook comprehensive, deep-rooted institutional renewal and capacity building across the public sector. The next phase involved the establishment of the Ministry for Public Sector Reforms as a central coordinating agency to champion reform interventions geared at service delivery improvement, decentralization, subvented agencies reform among others. The final phase continued some of the programmes of the previous stage, especially, service delivery improvements to an extent. However, the focus and approaches were different as well as the institutional arrangement and direction of reform. All these reforms, were generally supply-driven and mostly not coordinated by a central body with the exception of phases three (3) and four (4), in a visible manner and had no linkages to each other.

4.3.1 Phase 1: 1987 to 1998

4.3.1.1 Civil Service Reform Programme

The first phase of public sector reforms was largely in response to the wave of ineffectiveness of Africa's public sector and the economic and financial crisis in the early 1980s which occasioned the intervention of the World Bank and

International Monetary Fund (IMF) through the Washington Consensus¹ to introduce Structural Adjustment Programmes (SAPs) across the many countries. The ultimate goal was to reform the African public sector by reducing its functions and mass, which were highly regarded essential to attain macroeconomic stability at that time (Owusu, 2012).

The Civil Service Reform Programme (CSRP), commissioned in 1987, was a component of Ghana's Structural Adjustment Programme (SAP) aimed at eliminating the functional constraints and deficiencies of the civil service in bringing about the transformation desired. The SAP, which commenced in April 1983 included economic strategies such as "trade liberalization, subsidy withdrawal, currency devaluation, job retrenchment and a reduction in parastatal activity". These strategies were geared at stimulating "production (especially of exports), discourage rent-seeking behaviour, rectify budgetary and balance-of-payment challenges and deepen governments decentralization efforts at the regional and local levels" (Ayee, 2001).

According to (Ayee, 2001), the general objective of the CSRP was to reorganize the civil service to function with improved effectiveness, optimum performance, higher levels of productivity and strengthened capacity for the implementation of programmes to for sustained social and economic development.

According to (Ayee, 2001), the CSRP sought to accomplish the following five (5) targets, namely:

¹ "State intervention in the economy was considered to be the cause of the economic crisis and therefore, the Washington Consensus' universal policy prescriptions for such countries included decreasing state involvement in the economy through trade liberalization, privatizing and reducing public spending, freeing key relative prices such as interest and exchange rates and lifting exchange controls. The extreme form of Washington Consensus policies, which began in the late-1970s and lasted till the late-1990s, had a significant effect on economic policies in Africa, including public sector reform policies".

(i) *control of the size of the civil service*

Under this target, the computerized payroll system used by the Controller and Accountant General (CAG) recorded a 17% decline in the number of civil servants paid monthly between August 1987 and March 1992. This was attributed to the introduction of manpower ceilings by the Manpower Budget Committee and the coordination between the Ministry of Finance (MoF), Management Services Division (MSD) which carried out job inspections and management reviews which provide the rationale for the manpower ceilings and the Office of the Head of Civil Service (OHCS).

Irrespective of this commendable achievement, this target was partly achieved due to main focus on decreasing the size of the civil service which is but only one service of the entire public sector and less than half of the entire public sector workforce. In other words, the scope was limited to the ministries, departments and agencies whilst other public service institutions such as the security services, health and education services and subvented agencies were left out. In the end, the overall effectiveness of this target was contentious, for instance, some workers who were retrenched from the civil service found jobs in other public sector organizations, the degree of flexibility and less government controls enjoyed by some public sector institutions especially subvented agencies allowed for their discretionary staffing levels and financial expenditure management.

(ii) *improved pay and grading*

The partial results of the target to control the size of the civil service did not result in the projected level of enhancement in wage levels because personnel who were retrenched comprised staff with low-pay levels while more senior and expert workers were employed into the civil service (Larbi, 1995).

Prior to the introduction CSRP, the salaries of civil servants had significantly declined in real terms and also become compressed. Notable was the fact that, the wage of a Director in 1984 had dropped to only 7% compared to the 1977 level, in comparing the ratio of this wage to that of a manual worker which had reduced from 6:1 in 1977 to lower than 2:1 in 1984. Additionally, the ratio of the top civil service scale point to the bottom was 2.2:1 in 1984, and as of January 1991 it had increased to 10:1. Comparing these statistics to the target ratio of 13:1 agreed by government to be achieved by 1991, general wage levels appeared to have improved in actual terms over the period of the reform programme, even though they were not returned to their former levels. Also, the salary decompression exercise had augmented the pay of senior civil servants comparable to the junior (Ayee, 2001).

(iii) reform of organization and management

A management review conducted by external consultants on the Office of the Head of Civil Service (OHCS), a key central management agency at the initial stages of the CSRP pointed out various institutional lapses including outdated establishment registers, non-existent establishment controls and a lack of coordination leading to weak personnel and financial control within the service. These lapses however could be attributed to the periods of economic crisis, political instability and inadequate resources. The focus of this reform was to strengthen the central administration and efficiency-control organizations and systems of the civil service situated in the OHCS. The achievements of the CSRP under this intervention were the enactment of a new Civil Service Law in 1993 (PNDC Law 327) which provided a legal and regulatory framework for the civil service, human resource management systems and processes and the capability to implement management and proficiency reviews (Ayee, 2001).

(iv) *planning and strengthening of training;*

Training needs analysis was conducted to assess the human resource challenges and to device a comprehensive training policy and system aimed at equipping the workforce with the requisite knowledge, skills and competencies which was a precursor to administrative reforms, the effective and efficient performance of the service and long-term development. Additional local and donor-sponsored training course opportunities launched under the Training and Management Development (TMD) component of CSRP were the order of the day and focused on management development and improvement. Prominent among them was the introduction of two (2) new training courses at the Ghana Institute of Management and Public Administration (GIMPA) in 1992: The Senior Management Development Programme for Deputy Directors preceding their promotion to the grade of Director and the Certificate in Public Administration designed for professional and technical personnel who were to advance to management positions.

About one hundred and fifteen (115) directors and deputy directors partook in these training courses by the beginning of 1993.

(v) *management of retrenchment or redeployment.*

This was one of the key requirements of the SAP with emphasis of reducing the personnel levels of the civil service and the education service. A systematic approach was adopted with 45,000 posts established to be realized over a three (3) year period.

The objectives of this initiative were largely not achieved because there was too much focus on meeting the conditionality of the SAP with less devoted to proper planning and programme preparation, the targets set were also generally

too ambiguous for the implementers, there was insufficient time for post retrenchment activities and training for staff and the general expectation of the staff who remained after the retrenchment that the reduction in staff levels would culminate into improvement in their salaries.

In essence, the main goal of the CSRP to transform the civil service into an efficient and effective central management agency of government was not achieved and the outcomes were uninspiring.

4.3.1.2 Civil Service Performance Improvement Programme

The unimpressive impact of the CSRP coupled with other legal and socioeconomic issues in the early 1990s led to the introduction of the Civil Service Improvement Programme (CSPIP). It was a sequel to the Civil Service Reform Programme (CSRP) which did not achieve its objectives due to the "lack of ownership and commitment" on the part of political leadership and administrators, and the omission of "historical and cultural factors" (World Bank, 1996).

As part of CSPIP, Performance Improvement Programmes (PIPs) which were to be innovative administrative tools for the MDAs and framework for institutional capacity building were developed. The programmes were focused on service delivery improvements, promoting accountability and results-orientation, enhance monitoring and evaluation and to institute intrinsic measures to develop skills and competencies, performance measurement and leadership.

4.3.2 Phase 2: 1995 to 2002

4.2.3 National Institutional Renewal Programme

The National Institutional Renewal Programme (NIRP) was launched in 1994 with the aim of effecting a comprehensive, deep-rooted institutional renewal and capacity building across the public sector. It was intended to be an all-inclusive reform agenda, as the aegis and harmonizing centre of all continuing and related reforms in the public sector to augment the achievement of government's policy target of thoroughly decreasing poverty and stimulating sustained accelerated development and equitable growth. The main focus of the NIRP was to embolden institutions under the executive, legislative and judicial arms of government, as well as self-governing institutions listed under the 1992 Republican Constitution, to execute their functions in a clear, proficient, accountable and cost-effective manner.

To achieve this above objective, NIRP developed the “Public Sector Re-invention and Modernization Strategy for Ghana: Transforming Vision into Reality” (PUSERMOS). PUSERMOS was focused on transforming Ghana's Public Service from an “input to output” orientation and outcomes-focused sector. In furtherance of the operationalization of PUSERMOS, the government developed a comprehensive public sector management reform agenda which was supported by the World Bank, with the following objectives:

- Rethinking the roles and responsibilities of the state;
- Defining suitable institutions and systems to execute the role; and
- Streamlining the present arrangements and systems to align to the existing design.

The reform framework for the NIRP conceptualized the public service, provided guiding principles for reforms, reinforced the supply driven approach

and provided for the coordination of all reforms which excluded strategic oversight responsibilities in the various environments.

4.3.3 Phase 3: 2005 to 2009

4.3.3.1 Economic Management Capacity Building Project – Public Sector Reform Program

A PricewaterhouseCoopers report titled “Public Sector reforms: towards a future strategic framework”, recommended the government to appoint a senior officer to be in charge for the development of public sector reform strategies. The then government as a follow-up, created an office under the Senior Minister to be responsible for public sector reforms. Consequently, in 2005 the Ministry of Public Sector Reform (MPSR) was established to take charge of the public sector reform programme (PricewaterhouseCoopers Ghana, 2003).

The creation of this ministry was an acknowledgment that the implementation of public sector reforms was crucial to the government’s vision of “human capital development, private sector development and good governance”. In effect, the ministry was created to rejuvenate the reform plans as well as assist and organize future reform strategies of the government. The MPSR was to offer an “institutional home” for all public sector reforms and was charged with monitoring and evaluating the evolution of reforms throughout the public sector.

The Ministry designed a strategy to aid the delivery of the following objectives which were imperative for national development at that time:

- *“Delivery of efficient and cost-effective public services that will improve the living conditions of the poor”;*
- *“Creating a conducive climate and making public organizations more responsive to private sector development”; and*

- *“Building capacity and enhancing efficiency in the machinery of government to provide timely and productive service to the executive branch of Government”.*

A number of interventions or “quick wins” were recognized and carried out imminently as an indication of the drive of the reforms while concurrently engendering goodwill and believability for the reform interventions amongst the key stakeholders. These included, technical assistance and capacity building for public pension and pay reform, service delivery, reform of centralized agencies, decentralization, development communication, right-sizing and/or divestment of four (4) subvented agencies, HRM capacity building, civil service training program, ICT, parliamentary, judicial and procurement capacity building (Global Expert Team - World Bank, 2010).

To guarantee an all-inclusive and incorporated management and oversight of these reforms and to monitor these initiatives, the MPSR developed a comprehensive three-year programme which was costed, prioritized, time-specific and included all the key reforms being implemented in the public sector. The PSR interventions and programmes were intended to achieve the goals of the Ghana Poverty Reduction Strategy (GPRS II) and progressively, the Millennium Development Goals (MDGs).

4.3.4 Phase 4: 2009 to 2016

4.3.4.1 The New Approach to Public Sector Reforms – Public Sector Reform Secretariat

In 2009, after the 2008 general elections which resulted in a change of government, the Ministry of Public Sector Reform (MPSR) was re-designated as the Public Sector Reform Secretariat (PSRS) and placed under the Office of

the President. This re-designation was to acknowledge the importance of the organization as a medium to be used by the Presidency to provide strategic and technical back-stopping role for reforms, as well as coordinate and oversee reform activities from the Presidency. Even though the PSRS was not a ministry the government appointed a Minister of State who was also a member of Cabinet to be in charge of the Secretariat and for the entire reform process.

The approach to reforms in this era was significantly different. The government assessed previous reform initiatives and identified that irrespective of the modest successes achieved, there was a general disconnect of the outcomes from mainstream ministerial functions and were short of accountability. Furthermore, the policy implementations were top-down in nature and were short of the requisite political support and will. This new approach, the government believed, would eventually result in the realization of national development targets (Ohemeng & Ayee, 2016).

Subsequently in 2013, the government agreed on the New Approach to Public Sector Reforms (NAPSR), designed with a new sector-driven path to focus reforms on creating jobs and food production, supply and processing. In other words, sector ministers were charged with the responsibility to assess resources to implement sector-specific reforms focused on performance management systems. This was premised on the fact that, the new reforms would empower the President, with the support of Cabinet, to direct programmes, plans and activities to resolve developmental problems (Ohemeng & Ayee, 2016).

“The new approach stipulated that sector ministers pinpoint reforms required to facilitate their sector programmes and job creation proposals. These needs when identified were then forwarded to Cabinet for approval and implementation at the sector level. From here, the Public Sector Reform Secretariat was expected to assist the MDAs in accessing and using resources to achieve the objectives of the reform projects. The fundamental issue for the MDAs was developing policy outcomes, or what the government considered results-oriented reforms, in response to the question ‘Reforms for what?’” (Ohemeng & Ayee, 2016)

4.3.5 The Next Phase: 2017 onwards

After the 2016 general elections and the subsequent change in government, the Public Sector Reform Secretariat (PSRS) currently has been merged with the Office of the Senior Minister (OSM). This was based on the fact that, past experience with a full-fledged Minister of Public Sector Reforms indicated that sustained results were achieved with this form of institutional arrangement.

Currently, the main focus and concern of this new setup is to develop a National Public Sector Reform Strategy. Ghana’s obligations to its international partners requires the formulation and implementation of a comprehensive reform strategy. This was reemphasized by the International Monetary Fund (IMF) which made the development of a comprehensive National Public Sector Reform Strategy (NPSRS) one of the structural reform benchmarks of Ghana’s on-going three-year Extended Credit Facility (ECF) Programme, 2015-2018. Among other things, the Strategy was to aim at rationalizing the size of the public sector and make it efficient.

4.4 Overview of Institutional Arrangements for Reforms in Ghana

Ghana's experience reforms present a varied picture of the institutional arrangements that were established for implementation in each phase. Evidently, during phase one, reforms were not coordinated by a distinct agency or committee as it were, those reforms were basically aimed at restructuring the civil service as a central management agency of government as well as financial reforms induced by the Washington Consensus.

The second phase witnessed the implementation of the National Institutional Renewal Programme (NIRP) to undertake institutional renewal and build the capacity of public organizations. In this phase, a national Secretariat was established under the office of the Senior Minister as the institutional home and coordinating center of all continuing and related reforms in the public sector.

In furtherance of the incumbents' government's vision of "human capital development, private sector development and good governance", it was deemed appropriate and a key priority to establish the Ministry of Public Sector Reform to spearhead reform implementation in the subsequent phase. To reinforce this resolve, government appointed a full-fledged minister who was also elected as part of the Cabinet. The requisite staff, both public and civil servants as well as consultants were deployed to work in the ministry with funding assistance mainly from the World Bank and other international development partners. Moreover, the institutional arrangements, the clout of the minister, the financial wherewithal and the governments intent and purpose formed the thrust of reform implementation during this period. Arguably, indicators point to the fact that this phase recorded sustained results in reforms.

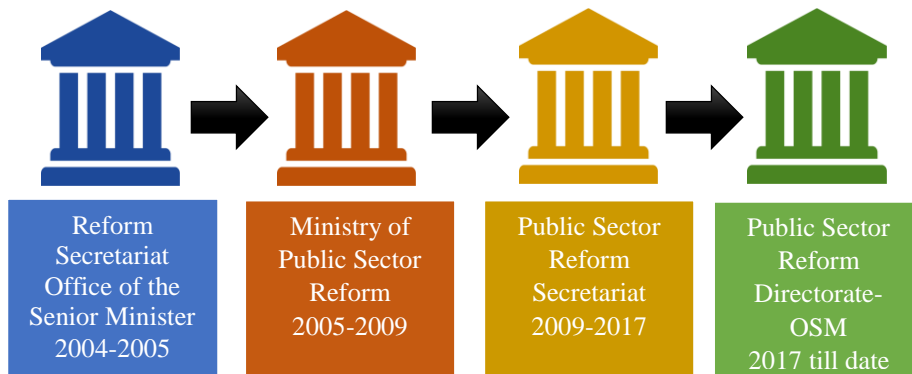
The final phase discussed also witnessed some continuities of reform interventions from the previous phase, however, a change in government and its accompanying vision led to the re-designation of the Ministry of Public Sector Reform (MPSR) to the Public Sector Reform Secretariat (PSRS) under the office of the President. This was to position the new setup under the oversight of the president to be used effectively to provide strategic and technical back-stopping role for reforms. Reforms under this phase were themed "New Approach to Public Sector Reform", which sought to focus reforms on results, particularly the delivery of the Government's main priorities for creating jobs and food production, supply and processing (Global Expert Team - World Bank, 2010). It is worth noting that, the institutional arrangement in phase four (4) was different with regards to the status of the lead organization i.e. the re-designation from a ministry to a secretariat. However, the government appointed a Minister of State at the Presidency to be responsible for reforms who was also part of Cabinet.

Currently, the PSRS has been merged with the Office of the Senior Minister in admission of the fact that, having a minister in charge of reforms would yield the expected results.

To sum, Ghana's reform path has seen some level of inconsistencies in institutionalizing public sector reforms, for instance, reform institutions and directions have been left at the mercy of political leadership and their desired direction for reform. To employ the views March and Olsen (1983), they emphasize that the comprehensive nature of public sector reforms requires long-term efforts, resilient organizational skills to stabilize attention, marshal resources and deal with opposition (March & Olsen, 1983). This is inconsistent

with Ghana's case in the light of the rampant changes in established reform agencies and their focus.

Diagram 4 – Major Reform Institutions



4.5 The Public Sector Reform Directorate – Office of the Senior Minister

After the 2016 general elections and subsequent change in government, the new administration re-established the Office of the Senior Minister (OSM) in accordance with Section 15 of the Civil Service Act, 1993 (PNDCL 327). It had earlier been established between 2001-2008 to coordinate and facilitate Government's strategy of a well-structured framework for the effective implementation of Government programmes and projects. The original mandate of the Office was to exercise oversight responsibility over economic Ministries, Departments and Agencies (MDAs) to ensure prudent economic management. It was also to facilitate, co-ordinate, monitor and evaluate governments flagship projects (OSM, 2018).

In March 2017, the President of the Republic in consultation with Cabinet and the Head of Civil Service reached a decision to integrate the then Public Sector Reform Secretariat (PSRS) into the Office of the Senior Minister. In accordance, the OSM took on an additional responsibility of providing policy guidelines on

public sector reforms and also facilitate the implementation of agreed reform initiatives in Ghana's public sector with emphasis on ensuring its responsiveness in service delivery (OSM, 2018).

4.5.1 Vision, Mission and Functions

4.5.1.1 Vision and Mission

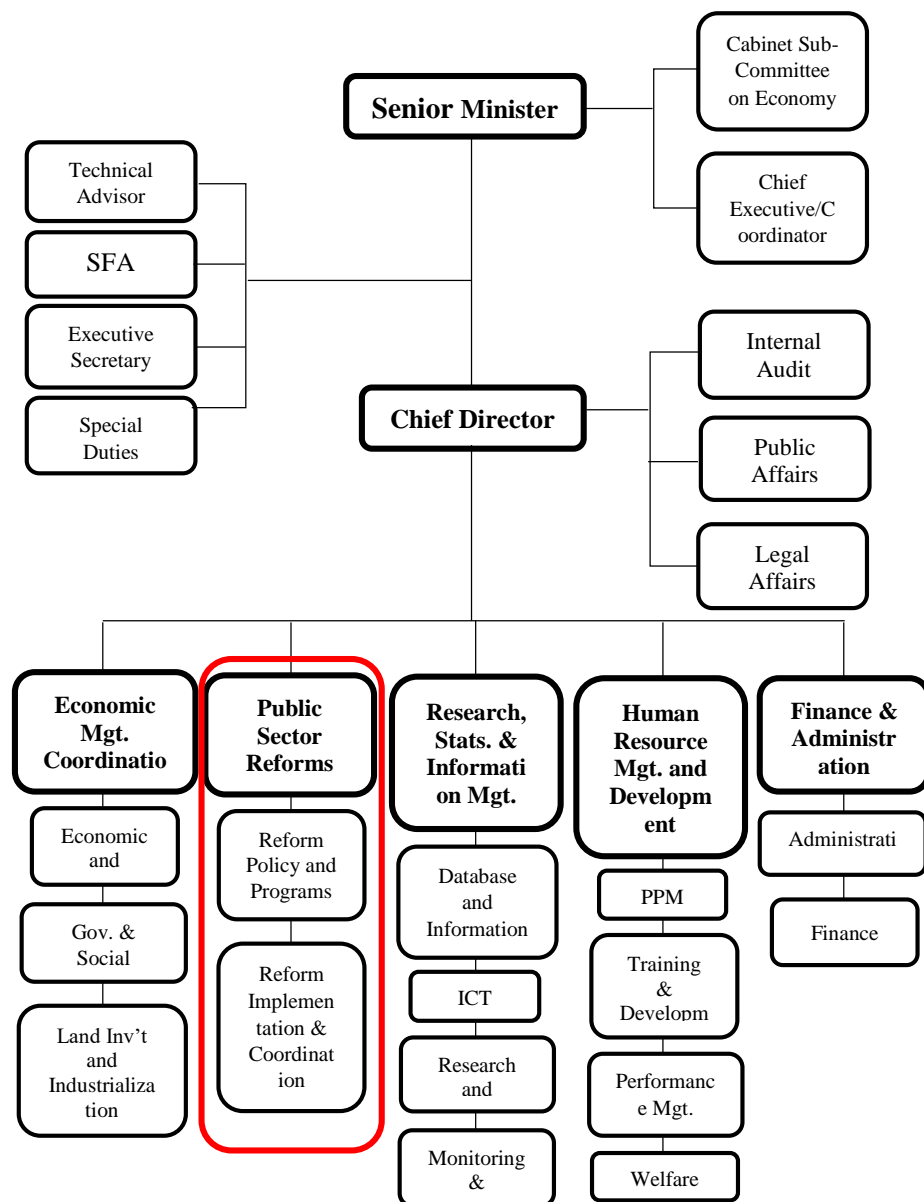
The vision of the Office of the Senior Minister is “ensuring a responsive Government with safer and satisfied citizens”. Their mission is “to improve the quality of life of the citizenry by exploring and utilizing the human and material resources available”.

4.5.1.2 Functions

The OSM has four (4) core functions as follows, to:

- i. exercise oversight responsibility over economic MDAs to ensure prudent economic management;
- ii. promote and improve efficiency and effectiveness of performance in the Public Sector;
- iii. provide policy guidelines in the implementation of agreed reform initiatives;
- iv. facilitate, coordinate, monitor and evaluate flagship projects and reforms in the public sector to ensure improved, timely and transparent service delivery; and
- v. facilitate the institutionalization of public campaign to imbue positive change in the attitude of the citizenry.

Diagram 5: Organizational Structure of OSM



The Office of the Senior Minister's mandate of exercising oversight responsibility over economic Ministries, Departments and Agencies (MDAs) and ensuring an efficient and effective delivery of services in the public sector requires a substantial human capacity. Currently, the office has as staff strength of forty-five (45) persons, comprising thirty-three (33) Civil Servants and

twelve (12) non Civil Servants (including other appointees and staff on Secondment from other public institutions).

4.5.2 Coordination of Reforms

As discussed earlier, poor coordination, lack of continuity and sustainability have been the major setbacks of public sector reform interventions and programmes in Ghana. For optimum results and outcomes to be achieved, future public sector reform programmes in Ghana requires strong coordination and a requisite institutional arrangement.

Under the new dispensation, the implementation of public sector reforms is envisaged to be coordinated at the highest level of government. Aside the Senior Minister and his outfit who are responsible for leading the way and coordinating the daily activities and programmes, specific entities have also been identified to collaborate with the OSM for reform implementation including the Cabinet; a Public Sector Reform Advisory Committee; Public Sector Reform Directorate; Entity Public Sector Reform Implementation Committee and the Public Sector Reform Sector Working Group. The specific roles and functions of the various entities are discussed below:

4.5.2.1 The Cabinet

The Cabinet would be responsible for providing strategic directions and project the underlying principle for the new public sector and ensure the availability of resources for reform coordination and implementation (National Public Sector Reform Strategy, 2018).

4.5.2.2 The Senior Minister

The Senior Minister is expected to provide strategic leadership for reform initiatives. His office would be responsible for presenting general proposals and recommendations on public sector reforms to the Cabinet in consultation with the Public Sector Reform Advisory Committee (National Public Sector Reform Strategy, 2018).

4.5.2.3 Public Sector Reform Advisory Committee

This committee will provide oversight function for reform implementation. The membership of this committee would include the Office of the Senior Minister, Ministry of Finance, Ministry of Local Government and Rural Development, Ministry of Monitoring and Evaluation, Ministry of Planning, Ministry of Business Development, Public Service Commission, Office of the Head of Civil Service as well as representatives of the private sector, academic institutions, civil society, media and trade unions (National Public Sector Reform Strategy, 2018).

4.5.2.4 Public Sector Reform Directorate

The Directorate under OSM is accountable for the overall coordination, financial management and monitoring and evaluation of reform activities implemented by MDAs and MMDAs. In addition, the Public Sector Reform Directorate would be responsible for resource mobilization from the government, Development Partners and other sources in partnership with the Ministry of Finance for reform programme implementation (National Public Sector Reform Strategy, 2018).

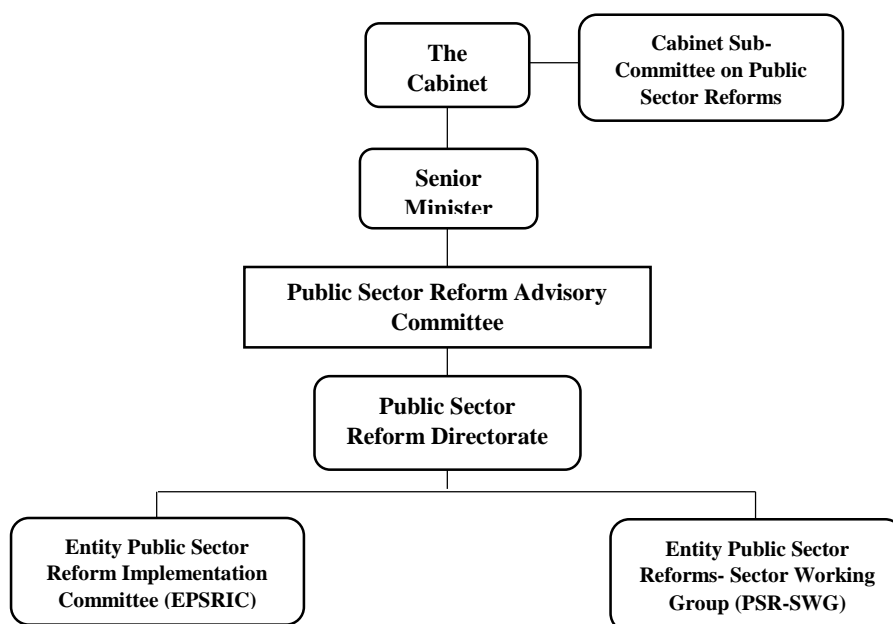
4.5.2.5 Public Sector Reform – Sector Working Group

The working group comprises of representatives of the Public Sector Reform Advisory Committee, key MDAs and Development Partners. They will be responsible for reviewing the annual work programme and budgets, revenues and expenditures, and progress against plans, using indicators and targets stated and have oversight of a pooled-fund for public sector reforms, among others (National Public Sector Reform Strategy, 2018).

4.5.2.6 Entity Public Sector Reform Implementation Committee

This committee will be constituted in each implementing MDA and MMDAs. The committees will be responsible for preparing detailed implementation plans, budgets, targets, and performance indicators for reform initiatives and also ensure reforms activities are captured in their sectoral strategies and plans and well budgeted for (National Public Sector Reform Strategy, 2018).

Diagram 6: Institutional Arrangements for reforms implementation (NPSRS 2018)



4.6 Summary

Firstly, past reforms when aggregated identify three (3) main goals namely, improvements in service delivery, maximization of the returns from the use of public funds and expanded citizen's participation in local governance. It is also worth noting that improvements in service delivery have been the focus of many sector reforms.

The evolution also identifies two (2) aspects to the reform processes. These are the drivers of the reform and the tools used to attain the goals of the reform. The reforms in Ghana have been supply driven with the exception of the Performance Improvement Programme under CSPIP and the MPSR. Most of the reforms were undertaken to address specific national development management problems. Various tools were also deployed to ensure the attainment of the goals of public sector reforms including fee for service measures, staff rationalization, human resources and policy management, client service charters, job evaluation for matching productivity to salaries and human resources information management systems among other things.

Previous public service reforms lacked strong monitoring and evaluation systems to ensure adequate accountabilities at the various levels of the implementation processes. Additionally, a major limitation of past reforms was the weak institutional arrangements that were established for effective coordination and collaboration. However, each of the past reforms has been an improvement over the preceding one.

Finally, the evolution also reveals that sustaining reforms has been a challenge due to the inability of institutions to integrate and mainstream reform programmes into their main activities of after the funding period, lack of strong

ownership of reform initiatives, lack of continuity in the reform programme after a change in government or leadership of the reform entity and the lack of demonstrable political will and commitment of successive governments towards reform programmes.

Additionally, Ghana's public sector reforms from the early 1980s have charted either the top-down or bottom-up approach, whilst overlooking a fusion that harnesses the strengths of both approaches. It will also be prudent for Government to encourage an approach that involves other interested parties and actors into reform development. This move would foster the sharing of knowledge, experience, ideas and resources amongst all parties to further enhance the ownership and sustainability of the reforms which will inure to the advantage of all Ghanaians (Ohemeng & Ayee, 2016).

CHAPTER V: FINDINGS, ANALYSIS AND DISCUSSIONS

5.1 Introduction

As mentioned in Chapter 3, for the purposes of obtaining primary data, two (2) research tools were deployed. First a survey questionnaire was distributed among public servants in Ghana via a Google Form link. Lastly, a semi-structured questionnaire was designed and administered to three (3) groups of people; officials of Ghana's current reform institution, Experts who had worked with previous reform institutions and Officials of the World Bank who have been mostly involved in reform interventions in Ghana's public sector over the years.

The survey questionnaire was made up of three parts: The first part detailed an information for the consent of the respondents about the objective and purpose of the study and an assurance of confidentiality for their responses. The second part contained the major questions of all variables mostly adopting a five options Likert Scale system from "Strongly Agree" to "Strongly Disagree". The final part collects demographic data of respondents i.e. age, gender, job rank, highest education level, duration of service, etc. The final sample used for the analysis was 70 respondents. The respondents for the survey varied in terms of gender, duration of service, job rank, type of service, etc.

For the semi-structured questionnaire, mixed-type (open and closed ended) questions were posed to respondents under four (4) thematic areas, the first thematic area was on the "Institutions and Agency Typology for Public Sector Reforms", the second section was on the theme "Effectiveness & Sustainability of Public Sector Reforms", the third section dealt with questions about

“Benchmarking and Best Practices in Public Sector Reforms” and the final section probed “The Role of Public Sector Reform Institutions”. In essence, these questions were developed and designed to gain in-depth perspectives and understanding of scope of public sector reforms in Ghana and how the roles and functions of the respective reform institutions have impacted on the public sector. The respondents were grouped into three, first, four (4) officials working with the current reform institution; second, three (3) experts from Ghana who previously worked with Ghana’s reform institutions in different capacities i.e. technical and advisory roles and lastly, two (2) officials from the World Bank.

5.2 Analysis of Survey on Public Servants in Ghana

5.2.1 Profile of Respondents

The respondents, totaling 78 were comprised of public servants from Ghana, 42 belong to the Civil Service representing 53.8%, 23 belong to the Public Services representing 29.5% and 13 representing 16.7% belong to the Local Government Service. In terms of age, majority of respondents were in the age range 30-39 years representing 55.1%, followed by 28.2% representing those within age range 40-49 years, 11.5% represented the age range 18-29 years and 5.1% representing those within the age group 50-59 years. Out of the total respondents, 44 were males representing 56.4% while 34 were females representing 43.6%. Furthermore, majority of respondents, totaling 36 and representing 46.2% have been working in the public sector between 7-20 years (7-10 years = 21.8% and 11-20 years = 24.4% respectively), 18 respondents representing 23.1% have been working for 3 to 5 years, 11 respondents representing 14.1% have been working between 5 to 7 years, 8 people representing 10.3% have been working for less than 3 years and 5 respondents representing 6.4% have been working for more than 20 years in the public sector. It was observed that only 6.4% of the respondents have worked in the

public service for over 20 years and as such would have better experience and knowledge about the entire reform evolution, these officials are mostly the topmost bureaucrats, however, the limitation presented in data collection and the medium used presents a certain level of challenge to this group. It was generally difficult to contact these officials to participate in the survey because, first, they were preoccupied with national budget preparation process and mostly out of office at the time of data collection; second, others also had technical challenges accessing the questionnaire and lastly, a few did not show interest for reason of their positions in the public service. This trend however, would not affect the quality of the survey results because a collective majority of respondents i.e. 46.2% have working experience ranging from 7-20 years which covers a large part of the reform evolution.

Lastly, in terms of the education level of respondents, 40 persons representing 51.3% possess Master's Degrees, 27 representing 34.6% possess Bachelor's Degrees, 6 representing 7.7% possess Post-Graduate Diplomas, 4 representing 5.1% possess Diplomas and 1 person representing 1.3% possesses a Doctorate Degree. With regards to their Job positions, 36 respondents representing 46.2% are Senior Management Staff, 32 respondents representing 41% are Management Staff and 10 respondents representing 12.8% are Junior Staff.

Table 3 - Descriptive Statistics of Survey Respondents

Dimension	Measurement	Frequency	Percentage
Gender	Male	44	56.4
	Female	34	43.6
Total		78	100
Age	18 - 29	9	11.5
	30 - 39	43	55.1
	40 - 49	22	28.2
	50 - 59	4	5.1
Total		78	100
Job Position	Senior Management	36	46.2
	Management Staff	32	41

	Junior Staff	10	12.8
Total		78	100
Education level	Diploma Level	4	5.1
	Bachelor's Degree	27	34.6
	Post graduate Diploma	6	7.7
	Master's Level	40	51.3
	PHD	1	1.3
Total		78	100
Duration in Service	Less than 3 years	8	10.3
	3-5 years	18	23.1
	5-7 year	11	14.1
	7-10 years	17	21.8
	11-20years	19	24.4
	20 years above	5	6.4
Total		78	100
Service Affiliation	Public Services	23	29.5
	Civil Service	42	53.8
	Local Government	13	16.7
Total		78	100

5.3 Descriptive Statistics of Constructs

5.3.1 Institutional Arrangements

5.3.1.1 Institutional Type

The review of literature on the evolution of reforms in Ghana since 1980s shows that different approaches and institutional arrangements were put in place in all the phases of reforms. These arrangements and rearrangements were partially or largely influenced by political leadership and other reasons such as economic challenges and policy requirements of Development Partners. The questions under this section sought to identify and validate how essential the varied institutional forms, types and their independence is imperative for reforms to succeed. The results are summarized in Table 4 below.

Table 4 – Responses on Institution Type

Statement	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Q1a. Having an independent institution for public sector	10.3%	2.6%	6.4%	26.9%	53.8%

reforms is necessary.					
Q1c.Reform institutions should be established by law to withstand changes in government and unwanted political interference	10.3%	1.3%	1.3%	10.3%	76.9%
Q1d. Reform institutions are relevant in the public sector to bring about the desired transformation and also improve efficiency and effectiveness.	9.0%	0.0%	2.6%	35.9%	52.6%
	Autonomous	Semi-autonomous	Centralized in-government agency		
Q1b. The reform institution should be?	64.1%	28.2%	7.7%		

From the results collated on Institution Type as depicted in Table 4, respondents generally validate the notion that the type, structure and degree of independence of the reform institution is very critical to its performance and the achievement of reform objectives. First, 53.8% of the respondents strongly agreed with the notion of the need to establish an independent institution for reform, 26.9% agreed with the notion, 6.4% were neutral, 2.6% disagreed and 10.3% strongly disagreed with the notion. Second, on the structure of the independent institution, 64.1% suggested that the institution must be an autonomous one, self-governing and free from political influence and interference. 28.2% preferred a semi-autonomous structure and 7.7% preferred a centralized in-government agency such as ministry or government agency. Third, in order to

reinforce the status and stability of the preferred type of reform institution, 76.9% of respondents strongly agreed with the notion to that the reform institution must be established with the relevant legal framework to enable it withstand the unwarranted institutional changes. 10.3% also agreed with this notion, 1.3% were neutral, another 1.3% disagreed and 10.3% of respondents strongly disagreed with the notion. Lastly, 52.6% and 35.9% of the respondents strongly agreed and agreed respectively that reform institutions are relevant to facilitate the required transformation and improve the efficiency and effectiveness of Ghana's public sector. 2.6% were neutral and 9% strongly disagreed with this notion.

5.3.1.2 Availability of Resources for Reforms

A wide range of resources have been channeled and committed to implement public sector reforms programmes in Ghana's since the 1980s, the human capital has been capacitated through both domestic and foreign training, institutions have been retooled, equipment have been procured and distributed and above all funds have been invested in reform interventions over the years, largely from DPs and the Government of Ghana (GoG), under various agreements and projects. The questions in this sections aims at validating the respondents' perspectives on the necessity of resources in the performance of reform institutions and the achievement of PSR outcomes. The results are summarized in Table 5 below.

Table 5 - Responses on Resources for Reforms

Statement	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Q2a. Successive government's invested resources in capacitating reform institutions to carry out their mandates.	5.1%	23.1%	23.1%	42.3%	6.4%

Q2b. Successive government's invested resources in reform programmes.	5.1%	21.8%	19.2%	43.6%	10.3%
Q2c. Development partners provided more resources for public sector reforms than successive governments.	6.4%	5.1%	17.9%	43.6%	26.9%
Q2d. Staff of the reform institution were well equipped and capable to drive reform agendas.	8.8%	26.9%	29.5%	25.6%	8.8%

From the Table (5), it is indicative that respondents largely agree that resources provided and invested for reforms are imperative for both the success of the reform institution, stakeholders and the entire public sector and a determinant to achieve the expected outcomes. First, 42.3% of the respondents agreed that successive governments had invested resources in capacitating reform institutions to function over the period, 23.1% were neutral on this notion, 23.1% disagreed, 6.4% strongly agreed and another 5.1% strongly disagreed with this notion. Second, on the resource investments made by successive governments specifically towards reform interventions, 43.6% of respondents agreed with the notion, 21.8% disagreed with this, 19.2% of respondents were neutral, 10.3% strongly agreed and 5.1% strongly disagreed with this notion. Third, in evaluating the resource contributions of DPs to public sector reforms over the period as compared to that of successive governments, 43.6% of respondents agreed that DPs had provided more resources for PSRs in comparison with the GoG, 26.9% strongly agreed, 17.9% were neutral, 6.4% strongly disagreed and 5.1% disagreed with this assertion. Lastly, the major resource of any institution is undoubtedly its human capital, as such the superior performance or failure of the institution largely depends on the capacity and competence of its human capital. In evaluating the capacity of the staff of the various reform institutions,

29.5% of respondents were neutral, 26.9% of respondents disagreed, 25.6% agreed, 8.8% strongly agreed and another 8.8% strongly disagreed on the notion that the staff were well equipped and capable to drive the reform agendas.

A peculiar observation made from these descriptive analysis indicates a certain disconnect, majority of respondents were in agreement to the fact that successive governments and DPs had invested huge resources specially to capacitate the reform institutions, however, the responses provided on the capacity of the staff of the reform institutions to drive reforms was slightly in contradiction. This presents a gap that needs to be properly discussed, it may suggest that even though adequate investments were made in resources for reform institutions and reform interventions in general, there was a gap in capacity building of the staff of the reform institutions to better position them to lead the reform agenda as desired.

5.3.1.3 Institutional Adaptability

As discussed in previous chapters of this study, the various reform institutions deployed at each phase was unable to outlive and transcend political regimes. As a result, reform interventions were often truncated in some phases with a few being carried over and the institutions we rearranged and restructured at-will. The questions developed under this variable focused on verifying the level of adaptability of the reform institutions over the years and its impact on the continuity of reforms. The results are summarized in Table 6 below.

Table 6 - Responses on Institutional Adaptability

Statement	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Q3a. Reform institutions need to be proactive in planning and preparations in	6.4%	0.0%	6.4%	29.5%	57.7%

order to adapt to anticipated environmental changes. For example changes in government, economic crisis etc.					
Q3b. Reform institutions should invest in capacity development in order to perform effectively	3.9%	1.3%	6.4%	28.2%	60.3%
Q3c. Reform institutions need to continuously improve its internal process to adapt emerging needs of the public sector.	3.9%	1.3%	3.9%	32.0%	58.9%

Respondents generally agreed that reform institutions need to be proactive in planning and preparing itself and the public sector to adapt to anticipated environmental changes that may arise from unpredictable situations such as crisis. 57.7% of respondents strongly agreed to this notion, 29.5% agreed, 6.4% were neutral and another 6.4% strongly disagreed with this assertion. Another major characteristic of an adaptable institution is its' capacity and potential, on the question of whether reform institutions should invest in capacity development to perform effectively, 60.3% of respondents strongly agreed to this notion, 28.2% agreed with this, 6.4% were neutral, 3.9% strongly disagreed and 1.3% disagreed with this assertion. Additionally, the resilience and adaptability of institutions relies on its ability to innovate and continuously improve its internal structures to meet the needs of its stakeholders, respondents were asked whether it was necessary for reform institutions to improve internal structures to meet the growing needs of the public sector. In their submissions 58.9% of respondents strongly agreed to this assertion, 32% agreed, 3.9% were neutral. 3.9% strongly disagreed and 1.3% disagreed to this assertion.

It is evident through the high and positive submissions of respondents that institutional adaptability is critical not just for reform institutions but public institutions in general. This high level of validation is indicative of the fact that the experience of Ghana whereby reform institutions was rearranged and or restructured haphazardly could have been averted and more positive results and outcomes would have been recorded if the institutions employed adaptability measures.

Additionally, the general high level of agreement of respondents on the three constructs i.e. Institutional Type, Resources Available for Reforms and Institutional Adaptability as exhibited through their responses is indicative that experience of reform institutions was influential in the results of reforms recorded thus far and it also validates the fact that the institutional form, structure, level of autonomy as well as its internal structures are critical to its performance and effectiveness.

5.4 Performance of Reform Institutions

5.4.1 Perceived Impact of Reform Programmes/Interventions

This study recognizes the limitations of evaluating the actual impact of reform institutions and the success of PSRs implemented in Ghana since the 1980s owing to the inadequate and accurate literature and related resources available and the research gap identified especially focusing on the role and impact of respective reform institutions. However, it is envisaged that the views and perspectives provided by the various groups surveyed would complement the available literature for an in-depth analysis. In measuring the success of PSRs in vis-à-vis the role and performance of the reform institutions, the impact of reform programmes is measured as perceived by public servants who are the key actors, stakeholders and beneficiaries of PSRs.

The perception of individuals influences their views, decisions, understanding of a situation or person, significance of an experience and how one reacts to a circumstance. It can simply be defined as how people see things. They represent interpretations of individuals which eventually become their reality, in essence, perceptions of individuals, especially those who are privy and knowledgeable in a particular field are enormously prevailing and effective in the thought process of human beings (Munhall, 2012).

The questions were organized under four (4) areas of the public sector to provide a vivid picture of the perceived impact of PSR interventions as per the perception of respondents. Respondents were asked whether PSR interventions had resulted or contributed to the statements assigned under each section. The results are summarized in Table 7 below.

Table 7- Responses on Perceived Impact of Reform Programmes/Interventions

Statement	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Public Administration					
Improved cost and efficiency in the public sector	5.1%	21.8%	41.0%	24.4%	7.7%
Reduction in excessive bureaucracy and red-taping	11.5%	30.8%	29.5%	21.8%	6.4%
Ethical behavior among public officials	7.7%	24.4%	26.9%	30.8%	10.3%
Increased professionalism	3.8%	15.4%	30.8%	42.3%	7.7%
Public sector motivation and attitudes towards work	11.5%	19.2%	38.5%	20.5%	10.3%
Mean of Responses	7.9%	22.3%	33.3%	28.0%	8.5%

Public Policy					
Policy effectiveness	8.8%	19.2%	29.5%	34.6%	7.7%
Policy coherence and coordination	8.9%	19.2%	34.6%	29.5%	7.7%
Citizen's participation and involvement	6.4%	23.1%	28.2%	34.6%	7.7%
Social cohesion	3.8%	19.2%	35.9%	35.9%	5.1%
Mean of Responses	7.0%	20.2%	32.1%	33.7%	7.1%
Public Service Delivery					
Quality of service delivery	5.1%	19.2%	32.0%	33.3%	10.3%
Public sector innovation	8.9%	20.5%	29.5%	33.3%	7.7%
Equal access to service	7.7%	30.8%	29.5%	26.9%	5.1%
Responsiveness of public sector institutions	7.7%	16.7%	30.8%	35.9%	8.9%
Mean of Responses	7.4%	21.8%	30.5%	32.4%	8.0%
Governance					
Improved citizen's trust and confidence in government	8.9%	29.5%	30.8%	24.4%	6.4%
Transparency and openness	7.7%	28.2%	28.2%	26.9%	8.9%
Increased Efficiency and performance of State institutions	6.4%	19.2%	38.5%	26.9%	8.9%
Mean of Responses	7.7%	25.6%	32.5%	26.1%	8.1%

The first section examined the perceived impact of reform interventions related to public administration in general. First, on the issue of improving cost and efficiency in the public sector, 41% of respondents were neutral on this assertion, 24.4% agreed with it, 21.8% disagreed, 7.7% strongly agreed and 5.1% strongly disagreed with this assertion. Second, respondents were asked whether PSR interventions had led to a reduction in excessive bureaucracy and red-taping in the public sector. 30.8% disagreed with this notion, 29.5% were neutral, 21.8% of respondents agreed to this notion, 11.5% strongly disagreed and 6.4% strongly agreed. Third, on the perceived impact of PSR interventions

on improving ethical behaviour among public officials, 30.8% of respondents agreed to this notion, 26.9% were neutral, 24.4% disagreed with it, 10.3% strongly agreed and 7.7% strongly disagreed on this notion. Fourth, on the issue of PSR interventions resulting in increased professionalism in the public sector, 42.3% of respondents agreed to this notion, 30.8% were neutral, 15.4% disagreed, 7.7% strongly agreed and 3.8% strongly disagreed with this notion. Lastly, under this section, respondents were asked whether public sector motivation and attitudes of public sector workers towards work had improved as a result of PSR interventions. 38.5% submitted a neutral response, 20.5% agreed, 19.2% disagreed, 10.3% strongly agreed and 11.5% strongly disagreed with the notion. From the results from this section, it can be adduced from the mean of responses that PSR interventions did not make an impact on public administration owing to the mean of 33.3% representing neutral responses and 22.3% representing respondents who disagreed with this assertion.

The second section examined the perceived impact of reform interventions on public policy in general. First, 34.6% of respondents agreed to the assertion that PSR interventions had improved policy effectiveness in the public sector, 29.5% were neutral, 19.2% disagreed, 8.8% strongly disagreed and 7.7% strongly agreed with this assertion. Second, on the issue of improvements in policy coherence and coordination in the public sector, 34.6% of respondents were neutral that PSRs had made an impact, 29.5% agreed to this, 19.2% disagreed, 8.9% strongly disagreed and 7.7% strongly agreed with this statement. Third, in terms of enhancing citizen's participation and involvement, 34.6% of respondents agreed to this statement, 28.2% were neutral and 23.1% disagreed, 7.7% strongly agreed and 6.4% strongly disagreed with this statement. Lastly under this area, respondents were asked whether PSR interventions had improved Social Cohesion, 35.9% agreed to this statement and another, 35.9%

were neutral that there had been some improvements, 19.2% disagreed, 5.1% strongly agreed and 3.8% strongly disagreed with this statement. In summarizing the results from this section, it can be adduced from the mean of responses that PSR interventions did not make an impact on public policies owing to the mean of 32.1% representing respondents who were neutral on the statements and 20.2% representing respondents generally disagreed to the statements.

The third section examined the perceived impact of reform interventions on Public Service Delivery. First, on the impact of PSRs on the quality of service delivery in the public sector, 33.3% of respondents agreed that some improvements have been recorded, 32% were neutral, 19.2% disagreed with this, 10.3% strongly agree and 5.1% of respondents strongly disagreed with this statement. Second, in terms of the impact of PSR interventions on facilitating and enhancing innovation in the public sector, 33.3% of respondents agreed that public sector innovation had been enhanced as a result of reform interventions, 29.5% were neutral, 20.5% disagreed, 8.9% strongly disagreed and 7.7% strongly agreed with this statement. Third, respondents were asked whether PSR interventions had made an impact on ensuring equal access of the general public to public services, 30.8% disagreed with this statement, 29.5% were neutral, 26.9% agreed with this, 7.7% strongly disagreed and 5.1% strongly agreed to this statement. Lastly, on the impact of reform interventions on improved responsiveness of public sector institutions, 35.9% agreed to this statement, 30.8% were neutral, 16.7% disagreed with this, 8.9% strongly agreed and 7.7% strongly disagreed with this statement. In summarizing the results from this section, it can be adduced from the mean of responses that PSR interventions did not make meaningful impact on improving public service

delivery owing to the mean of 30.5% representing respondents who were neutral and 21.8% representing respondents who disagreed with the statements.

The final section examined the perceived impact of reform interventions on Governance. First, respondents were asked whether PSR interventions had contributed to improving citizen's trust and confidence in government, 30.8% of respondents were neutral, 29.5% disagreed, 24.4% agreed, 8.9% strongly disagreed and 6.4% strongly agreed to this statement. Second, on whether PSRs had enhanced transparency and openness in the public sector, 28.2% disagreed and another 28.2% were neutral on this statement, 26.9% agreed, 8.9% strongly agreed and 7.7% strongly disagreed. Lastly, respondents were asked whether PSRs had increased efficiency and performance of state institutions, in response, 38.5% were neutral, 26.9% agreed with this statement, 19.2% disagreed, 8.9% strongly agreed and 6.4% strongly disagreed with this statement. In summarizing the results from this section, it can be adduced from the mean of responses that PSR interventions did not make "much significant" impact on governance owing to the mean of 32.5% representing respondents who were neutral and 25.6% who disagreed with the statements.

A general trend is observed in the responses provided by the respondents, majority of respondents selected the neutral response for most of the questions. A dilemma was presented in this case because it was challenging to regard these submissions as substantive or non-substantive. Blasius and Thiessen (2001), however, argue that this common "neutral" responses may be attributable to the following factors of the respondents: First, it may be that respondents felt under pressure to express their views on the issues on which they had none, thus as expected they comfortably select easily defended positions; Second, some respondents resort to this tendency because the "neutral" response presents an

evasive option to be a safe mask for not expressing their real responses; and lastly, it may also mean that the response was submitted for substantive reasons in their bid to hide nonresponse (Blasius & Thiessen, 2001). But overall, it can be adduced that PSR interventions over the years did not make any significant impact in the public sector.

5.4.2 Achievements of Reform Institutions

A wide range of reform interventions have been implemented in Ghana's public sector as discussed in Chapter 4, these interventions were either solely implemented by the reform institutions, jointly implemented with stakeholders and other implementing agencies and in some cases, the reform institution facilitated and coordinated the process. However, in the most recent history, a few of them have been profound and regraded as major and relevant to improving the public sector to an extent. This section details these major reform interventions and solicits the views of the respondents on whether these interventions should be recorded as achievements. The results are summarized in Table 8 below.

Table 8- Responses on Achievements of Reform Institutions

Statement	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Service delivery improvements (Client Service Charters and Client Service Units etc.)	5.1%	17.9%	29.5%	33.3%	14.1%
Improving conditions of work of public servants	12.8%	17.9%	32.5%	29.5%	7.7%
Pay reforms	7.7%	14.1%	29.5%	42.3%	6.4%
Pension reforms	8.9%	11.5%	26.9%	44.9%	7.7%
Subvented agencies reforms	6.4%	11.5%	41.0%	37.2%	3.8%
Decentralization	7.7%	15.4%	28.2%	37.2%	11.5%
Public financial management reform	10.3%	6.4%	26.9%	39.7%	16.7%

State enterprises reforms	10.3%	10.3%	30.8%	41.0%	7.7%
Civil service reforms	8.9%	7.7%	26.9%	47.4%	8.9%
Human resource reforms	10.3%	11.5%	21.8%	44.9%	11.5%
<i>Mean of Responses</i>	<i>8.8%</i>	<i>12.4%</i>	<i>29.4%</i>	<i>39.7%</i>	<i>9.6%</i>

First, 33.3% and 14.1% of respondents agreed and strongly agreed respectively to the assertion that the PSR reform interventions aimed at improving service delivery like the introduction of Client Service Units and Client Service Charters for all public institutions was achieved. 29.5% were neutral, 17.9% disagreed and 5.1% strongly disagreed with this assertion. In terms of the reforms that were implemented to improve the working conditions of work of public servants, 32.5% were neutral in response, 29.5% agreed, 17.9% disagreed, 12.8% strongly disagreed and 7.7% strongly agreed on the achievement of these reform interventions. On reforms that reviewed public sector pay, 42.3% agreed that it had achieved its intended purposes, 6.4% strongly agreed, 29.5% were neutral 17.9% disagreed and 12.8% strongly disagreed with this assertion. Likewise, 44.9% and 7.7% of respondents agreed and strongly agreed respectively that pension reforms had achieved its purposes, 26.9% were neutral, 11.5% disagreed with 8.9% strongly disagreeing with this assertion. One of the major reforms that has been on the table over the years has been the Subvented Agencies Reform programme which is aimed at partially and fully weaning off government agencies which are commercially viable from government funding, this has not been smooth. 41% of respondents submitted neutral response, 37.2% agreed that it has been successful, supported by 3.8% who strongly agreed, 11.5% and 8.9% disagreed and strongly disagreed respectively that this intervention had been successful. In terms of Decentralization reforms, 37.2% and 11.5% of respondents agreed and disagreed respectively that it had achieved success, 28.2% were neutral, 15.4%

disagreed and 7.7% strongly disagreed to this assertion. Another major reform intervention implemented in recent times is the Public Financial Management, in their submissions, 39.7% and 16.7% of respondents agreed and strongly agreed that this reform intervention had achieved its objectives, 26.9% were neutral in response, 10.3% strongly disagreed and 6.4% disagreed to this assertion. In terms of State Enterprises reform, 41% agreed and 7.7% strongly agreed that it had been successful, 30.8% were neutral, 10.3% disagreed and another 10.3% strongly disagreed to this assertion. Civil Service reforms date back to the early stages of the reform evolution and have been a regular component and feature of most reform programmes, in their submissions, 47.4% and 8.9% of respondents agreed and strongly agreed that it had achieved its objectives respectively, 26.9% were neutral, 8.9% strongly disagreed and 7.7% disagreed with this assertion. Lastly, on reforms geared at improving the human resource practices and structures, 44.9% and 11.5% of respondents agreed and strongly agreed that it had been successful respectively, 21.8% were neutral, 11.5% disagreed and 10.3% strongly disagreed to this assertion.

Essentially, the submissions of respondents in evaluating the success of the major reform programmes that have been implemented over the years indicate a general validation of some level of success which is premised on the mean of 39.7% for agreed responses.

5.4.3 Perceived Impact of Reform Institutions

Diverse approaches and circumstances are associated with the implementation of reforms as lead by the various reform institutions over the years, it is incumbent on every institution to tailor its approach, plans, strategies, direction and relations with stakeholders in an effective and coordinated manner to achieve set targets. This section sought to evaluate the impact of reform

institutions on the premise of how they approached, planned, and engaged stakeholders in reform implementation. The result of responses is summarized below in Table 9.

Table 9 – Responses on Perceived Impact of Reform Institutions

	1	2	3	4	5	
Top down	41.0%	16.7%	28.2%	6.4%	7.7%	Bottom up
Consistent	9.0%	17.9%	34.6%	19.2%	19.2%	Inconsistent
Comprehensive	9.0%	20.5%	29.5%	24.4%	16.7%	Partial
Driven by politicians	38.5%	10.3%	29.5%	10.3%	11.5%	Driven by public administration/public official
Crisis and incident driven	29.5%	15.4%	29.5%	16.7%	9.0%	Planned
Relevant	19.2%	24.4%	38.5%	9.0%	9.0%	Not relevant
Opposed by stakeholders	11.5%	17.9%	33.3%	26.9%	10.3%	Supported by stakeholders
Centered on cost-cutting and savings	7.7%	17.9%	46.2%	19.2%	9.0%	Centered on service improvement
No public involvement	11.5%	17.9%	50.0%	14.1%	6.4%	High public involvement
Focused	5.1%	17.9%	42.3%	20.5%	14.1%	Too broad

From the results, majority of respondents submitted high rating for the following assertions. 41% agreed that reform institutions adopted a top down approach for implementation and in carrying out its mandate in general; it was driven by politicians (38.5%); and that reform institutions were established and interventions were introduced as a response to crisis (30%), which indicates that reform institutions were not adaptable. On the other hand, respondents

were indifferent on the following statements: 34.6% were non-aligned about the consistency or otherwise of reform institutions and interventions; 29.5% indicated same response on their comprehensiveness or partiality; 38.5% were also non-aligned about their relevance or otherwise; 46.2% submitted same response on whether they were focused on cost-cutting and savings or service improvement, 50% selected same response on the level of public involvement and 42.3% also expressed their non-alignment to the scope of reform institutions i.e. whether they were focused or too broad.

5.5 Descriptive Statistics of General Questions

The evolution of reforms in Ghana highlighted three (3) major formal institutions and or setups to act as institutional homes for reforms. Respondents were asked to submit their opinions about which of the reform institutions established was visible and made an impact (Table 10). 64.1% indicated that the erstwhile Ministry of Public Sector Reform established in 2005 was more visible and considered to have made more impact, 24.4% selected the Public Sector Reform Secretariat at the Office of the President created in 2009 and 11.5% selected the reform Secretariat that existed in the Office of the Senior Minister between 2004 and 2005.

It is worth noting that even though there is adequate literature to support the choice of respondents, there exists a little bias in their choices because of the tendency for respondents to just select the institutions they are familiar with or existed when they joined the public service as characterized by the age group range of majority of respondents in the survey and the corresponding years in service. Albeit, the tenure of the MPSR remains one of the high points of Ghana's reform journey and this is attributable to the fact that there was a concerted effort and commitment from all stakeholders especially government.

DPs equally provided the required technical assistance and a Multi-Donor Budget support mechanism for reform interventions and above all, the need and rationale for reforming the public sector was rife during that period. According to Owusu-Bonsu (2007) the Ministry of Public Sector Reform was established to implement comprehensive cross-cutting interventions. The focus of the Ministry was on varied, attainable, widely evident reform interventions to endure the provided public sensitization and awareness, design, resource management and implementation support for the reform drive (Owusu-Bonsu F. , 2007) as cited in (Seidu Bogobiri, 2009).

Table 10 – Response on Reform Institution

Reform Secretariat under the Office of the Senior Minister (2004-2005)	Ministry of Public Sector Reform (2005-2008)	Public Sector Reform Secretariat, Office of the President (2009-2017)
11.5%	64.1%	24.4%

Additionally, other general questions were posed to respondents to express their perspectives, the results are summarized in Table 11 below.

Table 11 – Response on Overall Assessment of Reform Institutions

Statement	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
The current institutional arrangement for public sector reforms (Directorate in the Office of the Senior Minister) is well positioned and sustainable	30.8%	26.9%	28.2%	12.8%	1.3%
Overall, Ghana's reform institutions have made valuable contributions to improve public sector governance and performance.	10.3%	11.5%	30.8%	47.4%	0.0%
As a public servant, I am satisfied with the	15.4%	30.8%	32.1%	21.8%	0.0%

performance of Ghana's reform institutions.					
Mean of Responses	18.8%	23.1%	30.4%	27.3%	0.4%

First, 30.8% and 26.9% of respondents strongly disagreed and disagreed respectively with the assertion that the current institutional arrangement of PSRs as a Directorate under the Office of the Senior Minister is a good arrangement and sustainable, 28.2% were neutral, 12.8% agreed and 1.3% strongly agreed with this assertion. Second, 47.4% agreed that on the whole, Ghana's reform institutions had made valuable contributions to improve public sector governance and performance, 30.8% were neutral, 11.5% disagreed and 10.3% strongly disagreed. Lastly, on their level of satisfaction about the performance of the reform institutions, 32.1% were neutral, 30.8% disagreed and 15.4% strongly disagreed with the statement indicating their level of dissatisfaction, however, 21.8% agreed that they were satisfied about the performance of the various reform institutions.

In submitting their overall assessment of the performance of reform institutions (Table 12), 41% indicated an average score, 32.1% selected good score, 19.2% selected poor rating and 7.7% indicated a very good rating.

Table 12 – Overall Assessment of Performance of Reform Institutions

Poor	Average	Good	Very Good	Excellent
19.2%	41.%	32.1%	7.7%	0%

5.6 Analysis of In-Depth Interviews

5.6.1 Perspectives of Officials of Public Sector Reform Directorate (PSRD), Office of the Senior Minister, Ghana (Group 1)

5.6.1.1 Profile of Respondents

The respondents from the PSRD in Ghana were four (4) top management staff, namely the Acting Chief Director (Respondent 1) who is the administrative head, Director (Respondent 2) in charge of Finance and Administration, Deputy Director (Respondent 3) and Assistant Director I (Respondent 4) who are responsible for public sector reforms and other projects (*see details of respondents in Appendix I*). These officials have been working with the reform institution from between five (5) to ten (10) years being involved in management and decision making and also experiencing the institutional changes and political regimes over the period.

5.6.1.2 Institutions and Agency Type for Public Sector Reforms

The analysis of the Ghana's case in the light of the phases and evolution of public sector reforms discussed in Chapter 4 of this study points to the fact that Ghana adopted different approaches and institutional forms and arrangements in implementing reforms in the public sector. As discussed earlier, these approaches and arrangements were partially or largely influenced by political leadership and other reasons such as economic challenges and policy requirements of Development Partners. I sought to identify how essential these varied institutional forms and roles, their independence was imperative for reforms to succeed or otherwise by asking respondents four (4) questions under this theme.

The first question posed to respondents was *“Is having an independent institution or office for public sector reforms needful or necessary for reforms to succeed?”*. In general, all the respondents answered in the affirmative reaffirming the imperative need for an independent institution to drive and implement public sector reforms successfully. Respondent 2, indicated that the success of the preferred independent institution for reforms would need to develop a regulatory framework for reforms (Danyo, 2018). Additionally, Respondent 3 indicated that the independent institution for reforms must equip the human capital with the requisite skills needed to implement reforms successfully (Boadu, 2018). Similarly, Respondent 4 opined that the desired independent for reforms would ensure the constant provision of material and human capital required to deliver the expected reform outcomes and results (Adu-Gyamfi, 2018).

Juxtaposing the answers of the respondents and the current status of Ghana’s reform institution paints a very clear picture that the trajectory of institutional changes has further worsened the clout, functions and relevance of the required reform institution needed to successfully implement reforms in the public sector and ensure results and better outcomes. Indeed, as discussed in the earlier chapters, it is evident and with no prejudice to any political regime that Ghana achieved some satisfactory results in reform interventions and programmes during the phase of the erstwhile Ministry of Public Sector Reform (2005-2009).

The second question posed to respondents was *“which type of institutional structure is appropriate for such an independent institution for reforms?”*. Respondents were divided in their answers to this question with Respondent 1 and Respondent 4 opted for a semi-autonomous structure whilst Respondent 2 and Respondent 3 opted for an autonomous structure for the independent

institution for reforms. These responses are understandable and constructive, in essence, some scholars have posited that having an autonomous institution in charge of public policy like reforms may provide a high level of independence, command influence and detach the institution and its operations from political interference, support and or collaboration. In contrast to the previous view, other scholars argue that it is almost impossible to completely decouple an institution responsible for public sector reforms from government, the bureaucracy and politics. This is as a result of the level of collaboration, support and legal frameworks among other prerequisite needed to legitimize and make such an institution functional.

The third question posed to respondents was “*which type of institution type/types has Ghana deployed in implementing Public Sector Reforms since the 1980s?*”. In general, respondents indicated that the institutional forms of Ghana’s reform institutions since the 1980s has been largely centralized in-government institutions which were highly politicized and partly established to achieve politically motivated reforms. However, in some of the phases of the evolution, the reform institution was structured as semi-autonomous.

The final question posed to respondents in this section was “*what has been the challenges and or difficulties in institutionalizing reforms in Ghana’s public sector*”. Respondents enumerated a list of challenges which have been summarized as follows:

- i. weak and non-existent monitoring and evaluation framework and systems for reform programmes and interventions to ensure the attainment of expected outcomes and sustainability;
- ii. lack of political will and commitment of government for reforms;
- iii. apathy and indifference of public servants to reforms;

- iv. absence of a strategic framework and policy guidelines for reforms;
- v. lack of continuity of reform initiatives largely due to changes in government which results in truncation or reprioritization of reform target and focus;
- vi. inadequate resources, namely human, financial and logistics for reform institution;
- vii. absence of regulatory framework and legislations for comprehensive reform implementation;
- viii. low level of ownership of reform interventions and programmes by public servants and institutions attributable to the top-down approach for reform policy formulation;
- ix. weak institutional arrangement for design and implementation of reforms; and
- x. poor capacity of reform institution to design and implement targeted reform programmes for impact. (Abu-Bonsrah, Danyo, Boadu, & Adu-Gyamfi, 2018)

In summing up the answers provided by the respondents on this thematic area, first, it is clear that the need for an independent institution to drive reforms is imperative, however, from the point of view of the respondents, such an institution would deliver better results and outcomes if the requisite human capital is equipped with the skills needed are deployed and the necessary legal and regulatory frameworks are established. Second, Ghana since the 1980s have had different institutions, their corresponding structures and titles. Most of the phases have been dominated by centralized in-government type institutions such as secretariats and others had semi-autonomous institutions such as a government ministry. Public sector specialists and some experts have called for Ghana to shift to establishing an autonomous institution for reforms

in the form of a Commission or Authority, this argument has largely been influenced by the failure of the former institutional forms to deliver desired outcomes and results coupled with the frequent and indiscriminate changes made by political actors to reform institutions. Finally, the challenges enumerated by the respondents indicate the need for rigorous sensitization of public servants on the need and benefits of reforms in a bid to court ownership and participatory implementation. It is also evident that the absence of monitoring and evaluation framework and systems was a major contributor to the poor and unsatisfactory results attained since the 1980s.

For the purposes of ensuring sustainability and successful implementation of reforms, Ghana's reform institution must address the institutional deficiencies, develop and fill capacity gaps and develop policy and strategies for reforms.

5.6.1.3 Effectiveness & Sustainability of Public Sector Reforms

In broad terms, the public sector comprises of government and all establishments, agencies and organizations that are funded and managed publicly to deliver public agendas, goods and services. A high level of effectiveness and efficiency of every country's public sector is critical to the accomplishment of national development. Reforms in the public sector became a global phenomenon since its inception in the early to mid-80s till present. Development Partners and Governments equally have hugely invested in and funded public sector reforms over the years, but the results have been moderately satisfactory especially in developing countries such as Ghana. Three (3) questions were posed to respondents under this thematic area aimed at learning and identifying the measures and mechanisms Ghana had deployed to ensure the effectiveness and sustainability of reform interventions.

The first question posed to respondents was *“how has reform programmes in Ghana been coordinated (what was the coordinating process)”*. Respondents 3 and 4 indicated that the coordination process for reforms had been inefficient (Boadu, 2018) and not properly coordinated largely due to the fact that reform institutions were poorly resourced (Adu-Gyamfi, 2018) and lacked the needed clout to carry out its mandate respectively. These views were further reiterated by Respondents 1 and 2.

“There was no formal institutional home for public sector reform coordination in Ghana until 2004 when for the first time in that country's history, a Ministry of Public Sector Reform (MPSR) was established by the then Government of the New Patriotic Party to coordinate and facilitate public sector reforms including cross-cutting, sectoral, and specific reforms. Between 2004 and 2008, reform coordination was quite effective. the Ministry was able to bring virtually all on-going public sector reforms and those in the pipeline, including those initiated by the National Institutional Renewal Programme that operated before MPSRS under one umbrella. The Government of the National Democratic Congress that took over the realms of political administration in 2009 down-graded the MPSR to a Public Sector Reform Secretariat(PSRS) operating under the Office of the President. With a diminished power and authority, PSRS was unable to effectively coordinate public

“Reforms coordination in Ghana is very weak. Public sector institutions initiate and implement reforms without recourse to the Public Sector Reforms Secretariat (PSRS), the public institution responsible for provision for reform guidelines, coordination and monitoring and evaluation. The outcome of this is that the PSRS has no database on reforms being implemented by various public sector

The second question posed to respondents under this theme was *“how has the Public Sector Reform Secretariat collaborated and cooperated with Ghanaian public service workers, political appointees and citizens for reform implementation?”*. All respondents were unanimous in agreeing that collaboration with key stakeholders such as public servants, politicians, civil society and citizens in reform design and implementation is very important and

key and some efforts had been made in the past in this regard. However, Respondent 2 highlighted specifically that, from experience, stakeholders and implementing agencies collaborated well with the PSRS whenever reform programmes were provided by PSRS or through a source central fund which is allocated for reform interventions. However, in the instances where PSRS could not raise funds or provide the needed resources, stakeholders just sit back or implement reforms without recourse to the PSRS (Danyo, 2018). Furthermore, Respondent 1 elaborated the current strides being made by Ghana's reform institution to engender collaboration of all key and relevant stakeholders for design and implementation of public sector reforms.

"The erstwhile Public Sector Reform Secretariat is now integrated into the Office of the Senior Minister(OSM), Office of the President, as the Public Sector Reform Directorate(PSRD). The latter is to ensure that all existing public sector reforms are fully integrated by:

- a) reviewing them against their intended goals with revised targets and timelines where necessary;*
- b) ensuring that they are consistent with the national development agenda; and*
- c) ensuring complementarity, compatibility and synergies with all ongoing reforms and the Pillars of the NPSRS, 2018-2023.*

Reform programmes and activities are also to be prioritized and their implementation sequenced. There is currently an on-going active engagement with public service workers, political appointees, private sector operators and the general public using various media including direct contacts, throughout the country to sensitize them on the new reform strategy in a bid to get their buy-in and also to avoid apathy and resistance to change." (Abu-Bonsrah, 2018)

The pertinent issues raised and discussed by Respondents brings to the fore the point that the apart from the phase when the reform institution was a Ministry, all other institutional forms have not been properly established with the requisite legal and regulatory framework to back their mandates leaving the legitimacy and authority of these institutions contestable.

Furthermore, the instances where stakeholders especially institutions collaborate with the reform institution only when it mobilizes funds for reform programmes reaffirms earlier discussions that public institutions regard reforms as costly and not a priority to an extent, thus in the light of prioritizing funds allocated to them through the budgetary system, they will highly consider programmes that are related to their core functions and mandates than reforms. In essence, a well-functioning and capacitated reform institution with the requisite legitimacy and clout would easily mobilize funds from all possible sources which could be ring-fenced for reform across the public sector without challenges.

The final question posed to respondents under this theme was “*how is the implementation of reforms in Ghana’s public sector monitored and evaluated?*”. As discussed earlier, respondents generally were unanimous in agreeing that monitoring and evaluation had been a major challenge and largely nonexistent over the years. However, plans were in the offing for the PSRD-OSM to collaborate with the Ministry of Monitoring and Evaluation, for real-time monitoring of reforms. Reforms will also to be effectively evaluated to ascertain implementation progress and to provide feedback to inform future public sector reform interventions (Abu-Bonsrah, 2018).

5.6.1.4 Benchmarking and Best Practices in Public Sector Reforms

Public sector reforms remain no longer an option for developing countries such as Ghana, but a necessity. It will help Ghana’s government to respond to its fast-growing environment and society needs and position it competitively on the global stage. Two (2) questions were developed for respondents under this thematic area with the aim of highlighting and emphasizing measures and

approaches to achieve results and ensure sustainability for Ghana with reference to the evolution and implementation of public sector reform over the years.

The first question posed to respondents was “*what are the key attributes of Ghana’s approach to public sector reforms that have contributed to successful reforms?*”. On the whole, the answers provided by respondents were indicative that Ghana’s approach to reforms over the years had not been encouraging thus making it challenging to identify a success story (Danyo, 2018) and had always fallen short of attaining the desire and expected outcomes (Adu-Gyamfi, 2018). On the contrary, other respondents point out that past efforts at public sector reforms were modestly successful to an extent and had resulted in improving public service institutional capacity and operation (Boadu, 2018), administrative processes and in service delivery (Abu-Bonsrah, 2018).

Finally, under this theme, respondents were asked “*with regards to the lessons Ghana has learnt over the years in implementing reforms, please list five (5) reform areas that Ghana should consider for its future reform programmes?*”. The respondents were requested to detail the possible areas to be considered for future reform strategies and plans in the light of the lessons learnt from past reform implementation. The areas proposed by respondents, majority of which have been captured and detailed in the recently launched National Public Sector Reform Strategy (2018-2023) of Ghana are summarized as follows:

- i. prioritizing and improving public service delivery with focus on citizens and private sector;
- ii. developing a proficient and meticulous public sector workforce;
- iii. strengthening public sector regulatory framework;
- iv. modernizing and improving working conditions for the public sector;

- v. strengthening local governance structures;
- vi. digitizing public sector services and systems;
- vii. fostering a national awareness and consciousness to reforms;
- viii. empowering and capacitating the reform institution to effectively lead the reform agenda;
- ix. improving public sector pay; and
- x. digitizing records management. (Abu-Bonsrah, Danyo, Boadu, & Adu-Gyamfi, 2018)

5.6.1.5 The Role and Mandate of Ghana's Reform Institution

The evolution of Ghana's reform institutions and their corresponding arrangements provides a somewhat similar picture: reform institutions were setup and restructured for different purposes, structures have been changing over time, every phase of reform in both countries had a respective reform institution, among others. In most developing countries like Ghana, political exigencies recurrently dwarf the enormous outcomes of reforms and hence reforms are discontinued or abandoned. I sought to compare the roles, functions, structures and attributes of current reform institutions in both countries to draw the similarities and differences to draw lessons that could ensure and guarantee sustainability for Ghana. To achieve this, respondents were asked the following four (4) questions under this theme;

- 1. What is the mandate and functions of the Public Sector Reform Secretariat?*
- 2. What are the key challenges your institution encounters in implementing reforms in Ghana's public sector? (please list a minimum five (5))*
- 3. What has been the impact of the Public Sector Reform Secretariat since its establishment?*

4. *What measures and mechanisms are instituted to ensure the effectiveness and sustainability of reforms in Ghana's public sector?*

Their responses are discussed in the proceeding paragraphs.

Currently, the erstwhile Public Sector Reform Secretariat has been integrated into the Office of the Senior Minister at the Presidency as the Public Sector Reform Directorate (PSRD) which is responsible for the overall co-ordination, financial management, monitoring and evaluation of activities carried out by implementing MDAs and MMDAs. In addition, the PSRD is responsible for mobilizing funds from the Government of Ghana, DPs and other sources in collaboration with the Ministry of Finance for the implementation of reforms.

The new institution faces key challenges including: lack of human capital with the relevant skills; inadequate financial and other resources; lack of legislation to back reforms; weak political commitment to the reform institution; resistance of some personnel of MDAs and MMDAs to change; and apathy among public servants and the citizenry as a whole due to reform fatigue. The impact of the Public Sector Reform Secretariat (now integrated into OSM) was generally described by respondents as insignificant (Danyo, 2018), moderately successful (Boadu, 2018) and not tangible (Adu-Gyamfi, 2018). In contrast to these assessment, one of the respondents believed the PSRS had made some positive impact, elaborating that the PSRS succeeded in developing the first strategic framework for public sector reforms in Ghana i.e. the National Public Sector Reform Strategy (NPSRS) (2017-2027) which was later reviewed into the second reform strategic framework, the National Public Sector Reform Strategy (2018-2023) which was launched by the President of the Republic and is currently being implemented (Abu-Bonsrah S. , 2018).

The underlying principles of the NPSRS provides the building blocks for the design and implementation of reform programmes and interventions which would ensure and promote effectiveness and sustainability. First, reform programmes and activities would be prioritized and their implementation sequenced. The rationale and approach to this first principle of *prioritization* would be to identify and implement first the “Quick Win” or “low hanging fruits” projects which have the potential to produce demonstrable results in the short term (3 years). Second, lessons from the evolution of reforms have highlighted the fragmented and uncoordinated nature of reforms in the public sector as a major challenge for the reform institutions. There is therefore the need for *integration* of all existing public sector reforms. To achieve this, reforms should be reviewed against their intended goals; must be coherent and consistent to national development agenda and ensure its complementarity, compatibility and synergies with on-going reforms whilst avoiding overlaps and duplications. Third, the strategy emphasizes the need to engender a high level of commitment to ensure the *sustainability* reforms over time. It is envisaged that the enactment of a new legislation to support reforms would provide the legitimacy for continuity of reforms i.e. programmes and institutions. Whilst other implementing agencies ensure continuity of reforms irrespective of changes in government and leadership, reforms programmes must be aligned to national plans and budgets as well. Additionally, ownership and commitment to the process and outcomes of the reforms should be deepened and key stakeholders must champion and demonstrate political will and commitment towards reforms. Finally, the strategy stresses the need for relentless efforts to be made to ensure that public sector *integrity*, transparency and accountability in service delivery and the use of resources are clearly identified and enhanced at all levels.

5.6.2 Perspectives of Reform Experts from Ghana (Group 2)

The second group targeted for the purposes of gathering data were individuals from Ghana who previously worked with Ghana's reform institutions in different capacities i.e. technical and advisory roles and also conducted some academic research or study on reforms in Ghana. Three (3) respondents with working experience and involvement in government reforms ranging from between six (6) months to ten (10) years were interviewed (*see details of respondents in Appendix I*).

The questions posed to this group of respondents were clear-cut and fashioned to solicit the perspectives of their experience, lessons learnt and alternative ideas they would proffer with regards to the current state of Ghana's public sector, previous and current reform agendas and the possible directions and suggestions for the current reform institutions. Their responses are discussed and analysed in the proceeding paragraphs.

5.6.2.1 Institution and Agency Type for Public Sector Reforms

All the respondents agreed in unison in the affirmative that, having an independent institution for public sector reform is necessary for reforms to succeed. This categorical response further reaffirms the views of respondents from OSM-PSRD who also believe that having an independent reform institution is the way to go especially in the case of Ghana.

The second question posed to respondents under this theme was "*which type of institutional structure is appropriate for such an independent institution for reforms?*". Respondents were divided in their response to this question with each choosing one of the institutional structures provided as options i.e. Centralized in-government institution, Autonomous institution and Semi-

autonomous institution. From their perspectives, it can be adduced that, the structure of an institution for reforms may not be a key indicator and precondition for successful reform implementation as compared to its independence. Additionally, from the Ghana's experience, the literature reviewed indicates that the reform institution has undergone various restructuring at different phases of the evolution process. Juxtaposing this to the respondents' perspectives suggests that the various restructuring the reform institution underwent rather weakened the institutional arrangements and clout to carry out its mandate effectively. For Ghana, the fact still remains that having an independent institution for reforms is the best option.

Third, respondents were asked "*which of the institutional type/types deployed by Ghana in implementing Public Sector Reforms over the years has been effective?*". The answers provided by the respondents indicated that the most effective institutional type deployed by Ghana to implement public sector reforms was a centralized in-government institution. This further buttresses the assertion gathered via the reports and publications reviewed that Ghana made prudent progress and chocked better result during Phase 3 of its evolutionary period when there existed the defunct Ministry of Public Sector Reforms led by a Minister who was also a member of The Cabinet which is the highest decision making body in government. However, some critics still argue that this feat attained was expected due to a number of reasons, namely, the high resolve and commitment of the government of the day, the currency of the reform agenda during that period and the vast financial resources provided by Development Partners for reform programmes and activities.

Finally, under this theme, respondents were asked "What are the key challenges or difficulties in institutionalizing reforms in Ghana's public sector?". They

identified some issues as the key challenges and hurdles that Ghana needs to surmount to achieve better results and outcomes in public sector reforms.

Respondent 5 submitted the following as key challenges that hinder efforts to institutionalize reforms in Ghana's public sector:

1. *frequent changes of government undermine reform continuity;*
 2. *lack of complementary reforms that focuses on creating new shared values to support newly created formal rules;*
 3. *organizations sometimes lack financial resources to sustain the reforms;*
 4. *lack of citizen education about new reforms; and*
 5. *lack of appropriate educational system to produce well-trained graduates.*
- (Appiah, 2018)

Respondent 6 also identified the following challenges:

1. *limited political will and support;*
2. *weak institutional leadership;*
3. *inadequate funding;*
4. *uncoordinated and weak communication drive to attain buy-in;*
5. *challenges in establishment of priorities and quick-wins that are visible;*
6. *weak inter-agency/ministerial (steering/coordinating) committee responsible for policies;*
7. *inability to integrate reforms with national development agenda;*
8. *inadequate qualified staff skill-mix;*
9. *non-autonomous in-government institution;*
10. *lack of continuity of reforms with successive governments; and*
11. *absence of desk offices in reform implementing agencies (IAs), thus IAs did not mainstream reforms into their annual budgets. (Adorbor, 2018)*

Finally, Respondent 7 made the following submissions:

1. *lack of political will;*
2. *resistance to change;*
3. *lack of resources;*
4. *lack of skills;*
5. *lack of a collective agreement on the way forward/strategy; and*
6. *turf fighting/lack of cooperation among enabled institutions.* (Owusu-Bonsu, 2018)

5.6.2.2 Effectiveness & Sustainability of Public Sector Reforms

The first question posed to respondents under this theme was “*how were reform programmes in Ghana coordinated during your tenure (what was the coordinating process) and were they effective?*”. The general consensus and agreement of respondents for this question was that coordination of reform programmes was largely ineffective. In other words, adequate structures and measures were put in place to ensure a high level of coordination among all stakeholders, however, certain rudimentary and a certain level of apathy and resistance rendered the coordination structures and mechanisms ineffectual. According to Respondent 5, his experience leaves him with the viewpoint that there was no central agency coordinating all reform programmes in Ghana. Different Ministries and agencies managed their own reform programmes (Appiah, 2018).

“Reforms were donor driven and funded. Ghana Civil Service was identified as the implementing agency in the 80's (this was not the core mandate of the Civil Service); reforms implemented as project; National Institutional Renewal Programme established to conduct studies on reforms, under the Office of the President, with no implementation powers (1990's); Reform Secretariat established under the Office of the Senior Minister, to review reforms (2000-2004); Ministry of Public Sector Reforms established to implement reforms (2005-2008); Public Sector Reform Secretariat, under the Office of the President, formed to continue checked, uncoordinated implementation of reforms (2008-2017); Such a history of institutional changes in mandates and focus, coupled with limited and

Furthermore, the submissions of respondents also re-echoed the top-down and demand driven approach to public sector reform which in itself was problematic especially in the dealings of the reform entity with other public institutions and stakeholders in general. The leadership of the reform institution has also been discussed by respondents as key to its success. The experience of Ghana, especially from 2005 - 2016 witnessed government appointing ministers to head both the MPSR and PSRS respectively. The interesting twist about these key appointments was that both Ministers belonged to political parties either than the party in government, this was in fulfillment of the governments promise of inclusive governance. Respondent 7, argues that this move was problematic because reform beneficiaries saw these institutions only through the personality of their heads and these Ministers didn't have the same clout as full-fledged Ministers, hence their authority was virtually non-existent (Owusu-Bonsu, 2018).

“Responsibility for public sector reforms was placed at the level of the Presidency and the Cabinet; a designated Ministry was established, through an Executive Instrument, in May 2005, and a Minister appointed. With the coming into power of a new government, the Ministry was replaced by a Public Sector Reform Secretariat, headed by a Minister of State. Both institutions had as Heads individuals who were not members of the governing parties: as such, they didn't have the same weight as the "full" Ministers, hence their authority was practically non-existent. Generally, the reform beneficiaries saw these institutions only through the personality of their heads. Moreover, these specialized structures were established at the request of the donor community, led by the World Bank, for a proof of commitment to reforms, and not out of a strong conviction for their usefulness of purpose. Hence, coordination was not effective.”

Second, respondents were asked *“how well has Ghana's reform institutions collaborated and cooperated with public sector workers, political appointees and citizens for reform implementation?”*. Two (2) out of the three (3) respondents submitted a fair rating for the level of collaboration and cooperation between reforms institutions and stakeholders such as public sector workers, political appointees and citizens for implementation of reform programmes over the year. One (1) respondent rated the level of collaboration and cooperation as very poor. These responses are indicative of a certain level of disconnect between the main actors of public sector reforms, low level of sensitization and communication on essence and benefits of reforms and most importantly the level of apathy and resistance to change that has characterized Ghana's public sector among other things.

Third, the question posed to respondents was *“how was the implementation of reforms in Ghana’s public sector monitored and evaluated during your tenure, were they effective?”*. Respondents submitted varied answers which indicated that some attempts and efforts were made in previous years to monitor and evaluate reform programmes and activities. According to Respondent 6, the absence of a coordinated steering committee did not allow for a coordinated monitoring of activities and the absence of an M&E framework for reforms made matters worse (Adorbor, 2018). Respondent 5 also suggested that M&E was not effectively done because it was carried out by the very institution in charge of reforms instead of an independent or neutral body (Appiah, 2018). However, Respondent 7, submitted that some periodic joint evaluation meetings and exercises but argues they were just formalities for the parties involved. Respondent 7 suggested,

“The only significant monitoring and evaluation activities were conducted during the World Bank periodical missions and the meetings of the Public Sector Reform – Sector Working Group, a collective of major donors and representatives of the Public Service, Local Government Service and the Public Sector Reform Secretariat. Generally, efforts were made by the Secretariat to look good in these meetings and present to the Bank’s mission’s reports with an appreciable level of target achievements in order to meet the criteria for the next tranche of funds. However, the World Bank’s findings reports were usually “sweetened” to not offend government officials.” (Owusu-Bonsu, 2018)

5.6.2.3 Bench-marking and Best Practices in Public Sector Reforms

First, respondents were asked *“what are the key attributes of Ghana’s approach to public sector reforms that have contributed to successful reforms?”*. In their submissions, respondents highlighted that it was somewhat difficult to mention any successful reforms in Ghana (Appiah, 2018), this is partly attributable to the fact that most reform programmes and interventions and their outcomes

were not sustained and continued for reasons already discussed. Reforms that were focused on services delivery, institutional changes, changes in systems, processes and procedures were partially successful. However little emphasis and planning was invested in human capacity changes that could have been realized through training and reform-centered education (Adorbor, 2018). According to respondent 7, inspirational leadership, coupled with practical experience in public service and private business, like the one experienced during the tenure of Minister Nduom, recorded the only significant reform achievements. Additionally, the interest and efforts on the part of some public service institutions, such as the Public Service Commission (PSC), the Office of the Head of the Civil Service (OHCS) and a selection of Ministries and Subvented Agencies, also registered some degree of success because they understood the need for restructuring in order to fulfill their mandates. The reform efforts brought together a group of experts who worked with the public servants and transferred skills and knowledge to those who were willing to learn. One such civil servant became an "internal consultant" to her fellow colleagues in Customer Service and in the preparation of Service Charters (Owusu-Bonsu, 2018).

Finally, under this theme, respondents were asked the question *“with regards to the lessons Ghana has learnt over the years in implementing reforms, please list five key (5) reform areas that Ghana should consider for its future reform programmes?”*. chief among the submissions is the need to re-orient public servants’ mentality to realize that government business and especially service delivery is like any other business and that private sector principles apply in all circumstances (Owusu-Bonsu, 2018) as postulated by the New Public Management Reforms. Additionally, there is an urgent need to develop the human capital, improve further the systems and processes of the public sector

engender the necessary political drive and commitment and also institute measures that would require all public institutions to mainstream reform interventions into their annual budget (Adorbor, 2018) in a bid to create a culture of continuous transformation as desired in Ghana's public sector. Furthermore, these laudable proposals cannot be realized if the image and integrity of the public sector is not improved. To do this, there is a clarion call by many critics and public administrators for the depoliticizing of appointments into key public institutions such as Chief Executives, Chief Directors and Directors (Appiah, 2018). The capacities of key national and governance institutions such as the National Development Planning Commission (NDPC) which is mandated by law to "study and make strategic analyses of macro-economic and structural reform options and make proposals for the development of multi-year rolling plans taking into consideration the resource potential and comparative advantage of the different districts of Ghana" (National Development Planning Commission, Ghana, 2018) and the local governments must be strengthened.

5.6.2.4 The Role and Mandate of Ghana's Reform Institution

Is the current reform institution in Ghana well-positioned to deliver results and ensure sustainability and continuity of the gains of reform interventions?". Respondents submitted equally split responses on this question. Respondent 5 submitted the neutral option on the issue, Respondent 6 submitted an agreement to the notion and Respondent 7 also disagreed with the notion. This signals the continuous uncertainty and pessimism of actors outside the confines of the reform institution who are unable to identify with the vision and see clearly the direction and mission of the current reform institution as a result of the institutional arrangements currently in place.

“What key bottlenecks must the current reform institution address to achieve the desired reform outcomes”. The current reform institution i.e. OSM-PSRD must be setup with the qualified and capable human capital, it should be given some level of independence and autonomy as well as the needed budgetary provision to operate well (Adorbor, 2018). It must also attain and command the needed respect and recognition of the reform beneficiaries and stakeholders and this acknowledgment of "authority in the field of reforms" will come only from the knowledge and expertise of staff and management (Owusu-Bonsu, 2018).

In your view, has the current reform institution made the necessary impact in Ghana's public sector?”. Similar to the first question under this theme, respondents submitted equally split responses on this question. Respondent 5 submitted a neutral option on the issue, Respondent 6 submitted an agreement to the notion and Respondent 7 also disagreed with the notion that Ghana's reform institution has made enough impact as desired. A lot of reasons are accountable for this divided submission but this represents the true reflection of the state of affairs of Ghana's reform approach. The question still remains, are reforms pursued as part of a political agenda, to score political points or to transform the public sector to deliver effective and efficient service and propel the drive for development and growth.

What measures and mechanisms must be instituted to ensure the effectiveness and sustainability of reforms in Ghana's public sector? (please list a minimum five (5).

In their submissions, respondents proposed numerous measures that would ensure the effectiveness and sustainability of reforms in the public sector of Ghana. On the aspects of institutional type and arrangements, Respondent 6 indicated the need to make the reform institution autonomous with the

necessary legal provisions to position it well to carry out its mandate devoid of any unpredictable changes and political interference. Additionally, he suggested the creation of an inter-agency reform coordination committee which should be chaired by the President as a means of providing a coordinating and planning unit that will bring all stakeholders and authorities on board and the designation of desk officers to be responsible for reforms in all government institutions. This assertion was reinforced by Respondent 7, who suggested that the reform institution must have a clear mandate and also address its overlapping functions and responsibilities. Adding that, a legislation should be enacted to establish rules and regulations to support reform interventions. Furthermore, the respondent indicated the need for the reform institution to recruit fresh talent and also assign the responsibility of reforms to highly competent and qualified workforce who are “doers and achievers”. Finally, there is also a need for high level cooperation and collaboration among the reform institution, reform beneficiaries and stakeholders on an equal footing whilst sensitizing all that change is advantageous for all parties at all levels of government.

5.6.3 Perspectives of Officials of World Bank (Group 3)

The respondents (8 & 9) from the World Bank were both Senior Public Sector Specialist with fifteen (15) and seventeen (17) years of experience in government reforms respectively. They have been mostly involved in providing general and technical advice to governments and technical assistance.

5.6.3.1 Institutional and Agency Type for Public Sector Reforms

The respondents were divided in their responses on whether there is a need for an independent institution for public sector reforms. However, both of them submitted that per their experience, a centralized in-government institution is

the best institutional type for a reform institution and recommended such an institutional arrangement for a reform institution. These responses from the officials are indicative of the tendency and practice of DPs to work more with legitimate government agencies who have government backing and support rather than an independent institution which is self-governing. This is premised on the rationale which backs DPs support of programmes and interventions that will build capacity of public servants and address the needs of the general citizenry and improve livelihoods.

5.6.3.2 Effectiveness & Sustainability of Public Sector Reforms

In their responses to the question of *“from your experience, what are the key challenges hindering Ghana's successful implementation of public sector reforms?”*, the respondents indicated the following key issues. Respondent 8 indicated that the reform institutions lacked the capacity to implement the requisite reforms even though they have been afforded expertise advise from consultants and DPs. He added that successive governments have had competing priorities thus limiting the required focus on relevant reforms, majority of which have been unimplemented over the years. Finally, he indicated the lack of political support for reforms which is key in establishing the needed ownership and commitment that will transcend all the levels of government (Muhula, 2018). Respondent 9, in support of the latter submission of Respondent 8, indicated that the only challenge hindering Ghana's successful implementation of public sector reforms is the insufficient government ownership of reforms and the change required from government as the main actor (Kwawukume, 2018).

5.6.3.3 Bench-marking and Best Practices in Public Sector Reforms

The question posed to respondents under this theme was, *“what measures and*

mechanisms must be instituted to ensure the effectiveness and sustainability of reforms in Ghana's public sector?". According to Respondent 8, first, the public must be afforded an opportunity to review government performance on reforms; second, measures of accountability must be incorporated at all levels of government for reform implementation; third, all political actors and stakeholders must recognize and appreciate the benefits of reforms and work in concert towards its implementation; and finally, the required financing and incentives for reforms must be provided to key actors (Muhula, 2018). Respondent 9 indicated the need for the establishment of a reform coordinating body to be chaired by all the central actors such as the Public Services Commission, Office of the Head of the Civil Service and the Local Government Service in a bid to engender ownership and required leadership for reforms (Kwawukume, 2018).

5.6.3.4 The Role and Mandate of Ghana's Reform Institutions

Respondents were asked *"is Ghana's current reform institution well-positioned to deliver results and ensure sustainability and continuity of the gains of reform interventions?"*. In answering, Respondent 8 indicated that the current institutional arrangement is adequate but what is essentially needed to ensure sustainability and continuity of reforms in Ghana's public sector currently is for government vis-à-vis the reform institution to focus on the implementation of the recently launched NPSRS (2018-2023) and the accountability for its delivery (Muhula, 2018). In contrast to this assertion, Respondent 9 indicated that the current reform institution is not a sustainable institutional arrangement because the expected reform outcomes and result may suffer again if there is a change in government after the 2020 general elections (Kwawukume, 2018).

The second question posed to respondents was *"what key bottlenecks must*

Ghana's reform institution address to achieve the desired reform results and outcomes?''. Respondent 8, submitted that, for Ghana's reform institution, the major bottleneck to address is the issue of political will, support and commitment to the reform drive. Adding that, government at the highest level must demand that planned reforms are implemented fully and those in charge of implementation live up to expectation. This was also supported by Respondent 9, who indicated that the leadership bottleneck needs to be resolved. In other words, Government and the reform institutions should show the appropriate leadership in implementing reforms and commit to the costs and benefits (Kwawukume, 2018).

According to the World Bank's Independent Evaluation Group (IEG) report on Public Sector Reforms published in 2008, the World Bank devoted about one-sixth of its loaning and advisory services to reforms in many countries. This was premised on the fact that the quality of the public sector-accountability, effective and efficient public service delivery, transparency is regarded to be contributing factors to national development (IEG, 2008). The underlying principles of the submissions of the officials could be summarized as follows: first, the officials were realistic about what was politically and institutionally feasible owing to their experience and knowledge. Second, from the viewpoint of the Bank, efforts and resources invested by the Bank and its subsidiaries to implement public sector reforms over time should have produced better results and outcomes than recorded. The will, commitment and support of governments had been the widely absent factor in the trajectory. Hence they posited that the commitment of political leadership was the most important measure needed to foster success and sustainability for Ghana's reform interventions and institutions. Third, their submissions could have been generally influenced by their vested interest in the entire evolution and the

outcomes which have been largely unsatisfactory. Some scholars have argued that the World Bank and other DPs who provide support to policies such as public sector reforms must be realistic about the timelines assigned to achieve substantial results, understand the different political contexts, focus on the basic reforms that a country requires first and identify the preconditions to attain set-out objectives. Relatedly, the IEG in their report stated that, public sector reforms require strong ownership by respective country's as such the World Bank need to align their assistance and support to the pace of the country's reform (IEG, 2008).

5.7 Answers to the Research Hypothesis and Research Questions

5.7.1 Research Hypothesis

This study adopted two main hypotheses to verify as true that there is a relationship between Institutional Arrangements for reforms and the Performance of Reform institutions and how this relationship culminates into sustainable and successful reforms.

H₁: The institutional arrangements for reforms influences the performance of reform institutions.

From the study, the institutional arrangements for reforms comprised of the institution type, resources available for reforms, institutional stability and institutional adaptability. On all the measures for institutional arrangements, it was observed that the practices and approach adopted by Ghana for its reform institutions did not position the institutions well to properly function and deliver the expected outcomes. In terms of institutional type, all the previous institutions were not autonomous and unstable – with none outliving the

political regimes that established them. Resources for reform interventions were made available through public and donor funds at a point but the results were moderate and government as well failed to properly resource the reform institutions after this phase. It also emerged that the inability of the previous institutions to perform in future conditions and meet the growing needs of the public sector by aligning its priorities and interventions, created a certain perception that the institutions had outlived their usefulness and relevance. In the light of these observations, this hypothesis holds true that the institutional arrangements created for reform institutions highly influences the performance of the institution.

H₂: The institutional arrangements for reforms and performance of reform institutions influences the sustainability and success of reform interventions.

Institutional effectiveness and performance is very critical to the achievement of its objectives and goals. Additionally, it has already been established in this study that the institutional arrangements have an impact on the performance of the institution. From the perspectives of the respondents in the surveys conducted, it was evident that the previous reform institutions had averagely performed and their impact was moderately satisfactory. Besides this rating, it was also observed that some reform interventions recorded modest achievements in spite of opportunities to achieve more. Thus, this hypothesis also holds true that if institutional arrangements for reforms are properly established, it will largely and positively influence the performance of the reform institutions to deliver sustainable and successful reform outcomes.

5.7.2 Research Questions

This section answers the main and sub-research questions for the study. The lessons drawn from the study are discussed and recommendations are made in

the next chapter (Chapter 6).

The main research question for the study is *what has been the perceived impact of reform institutions in achieving reform outcomes and results and their sustainability in Ghana's public sector*. An overall evaluation is provided in this section.

From the literature reviewed, Ghana, established a Secretariat in 2004 for public sector reform in the Office of the newly created portfolio of the Senior Minister. This Secretariat could be recognized as the first formal institution set up to spearhead reforms in Ghana. The flagship reform approach was premised on the National Institutional Renewal Programme (NIRP) which was actually launched in 1994 was aimed at transforming Ghana's public sector from an input oriented to output oriented and results-focused sector. Relatedly, PricewaterhouseCoopers was commissioned by government to review and identify the state of the public sector and the implications of "upscaling" reform interventions as a sustainable means of the transformation required in the public sector. In 2003, PricewaterhouseCoopers report titled "Public Sector Reforms: Towards a Future Strategic Framework", this report recommended the need to create a ministerial portfolio to be responsible for the development of public sector reform strategies. The then government in response established the Secretariat and placed it under the office of the Senior Minister who was largely influential and carried the necessary clout to get things done. Consequently, in 2005 MPSR was created with a substantive Minister to take over the public sector reform agenda. This was occasioned by Governments acknowledgement that the implementation of public sector reforms was very critical to its vision of human capital development, private sector development and good governance. The MPSR became the "institutional home" for all public sector

reforms and was charged with monitoring and evaluating the evolution of reforms throughout the public sector. A number of interventions were taken over from the previous setup and was visibly and publicly implementing Pay Reforms, Pension Reforms, Decentralization, Service Delivery Improvement Reforms, Business Process Reengineering, Subvented Agencies Reform, Civil Service Reforms and Human Resource Management Reforms etc. In 2009, the MPSR was re-designated as the Public Sector Reform Secretariat (PSRS) and placed under the Office of the President. This was in recognition of the importance of the institution as a medium to be used by the Presidency to provide strategic and technical back-stopping role for reforms, as well as coordinate and oversee reform interventions from the Presidency. Other factors that influenced this re-designation, the new government which had just taken over at the time, assessed previous reform interventions and identified that modest and somewhat unsatisfactory results and outcomes were recorded and there was a general disconnect of the outcomes from mainstream ministerial responsibilities and there was no accountability for previous efforts. To sum, the previous institution adopted a top-down approach to implementation while the new institution adopted a bottom-up approach. Some previous reform interventions such as Service Delivery Improvement, Subvented Agencies Reform, Human Resource Management Reforms were continued alongside the new reform strategy christened the New Approach to Public Sector Reforms (NAPSR). This strategy was a little different from previous ones, it was designed with a new sector-driven path to focus reforms on job creation, food production, distribution and processing. Finally, since March 2017, the PSRS has been merged with the Office of the Senior Minister as a Directorate after a change in government.

Consequently, from the analysis of the literature and data collected, the

following trends and evaluation can be identified. First, the general performance and impact of the various reform institutions has been moderate, unsatisfactory to an extent and their results not measurable to the resources and efforts invested. Second, it is also very evident that the various political regimes indiscriminately reorganized the institutions at-will because it was not a priority in their political agendas. Third, DPs contributed majority of the resources and to some degree the rationale and request for certain reform interventions and the complementary resources and commitment from successive governments waned as time progressed, this eventually resulted in reform-fatigue among all stakeholders. Lastly, in terms of resources, the human resources of the reform institutions were not well capacitated and did not have the requisite competencies to lead reforms, hence the poor results recorded. Generally, the lack of continuity, truncation and sustainability of reform interventions largely attributable to political actors also greatly influenced the expected impact and output of the various reform institutions. It however remains very clear that the tenure and phase when the reform institution was a Ministry recorded better results and outcomes and if these efforts were sustained in a concerted and strategic manner, the story of Ghana now would have been different.

The experience and evaluation of the performance of the various reform institutions from the findings endorses what March and Olsen (1983) reasoned, they emphasized that public sector reforms are comprehensive in nature and as such require long-term efforts, resilient organizational skills to stabilize attention, marshal resources and deal with opposition (March & Olsen, 1983). Additionally, these findings are further validated by the World Bank. In evaluating public sector reform programmes and strategies, they highlighted that, out of three Public Sector reform interventions or programmes in Africa, one results in unsatisfactory and unsustainable outcomes. In other words, the

findings of this study are realistic considering all the efforts and resources invested to implement reforms in the public sector of Ghana, yet the results, outcomes, success and sustainability are not encouraging. An incremental implementation approach is much suited for policies like public sector reforms even though costly compared to the “big bang” approach.

5.7.2.1 Answers to Sub-Research Questions

Having a distinct or independent institution for public sector reforms will result in effective, sustainable and successful implementation of reforms in the public sector?

It has emerged from the study that majority of the respondents (the Experts, Officials of PSRD-OSM and Public Servants) that there is an imperative need for Ghana to have an independent institution for reforms and preferably it should be an autonomous body which is self-governing, adaptable and protected from political interference or any unpredictable circumstance that may arise from other external factors. They believe that is the only option Ghana has if reform implementation would be sustained and effective. In contrast, the perspectives of the officials from the World Bank were divided owing to the following: first, Ghana had enough institutions already and the way to go is to focus on implementing effectively a reform strategy whilst holding people more accountable for outcomes; and second, the current reform institution (OSM-PSRD) is not a sustainable institution and as a result the reforms may suffer if there is a change in government after the 2020 elections.

These findings resonate the tenets of Agencification which is also prominently embedded in the New Public Management reform paradigm. Agencification provides the alternative for decoupling the mundane functions of government of formulating and implementing policies. Governments can now focus on

formulating policies such as PSRs while an independent agency implements with less politics, greater autonomy, coerciveness and oversight. Furthermore, the creation of an independent reform institution to coordinate, facilitate and implement PSRs will mitigate and possibly remove negative factors that hinder effective implementation, continuity and sustainability as experienced in the past.

How do experts from Ghana and Development Partners who have been involved in the reform process evaluate the perceived impact of reform institutions?

From the perspective of the Experts, reform institutions have made moderate impact and could have achieved more if certain preconditions were in place and focus was placed on outcomes and results of implementation. For instance, they indicated a certain level of apathy and resistance to change amongst public institutions and workers, poor understanding of the benefits of reforms which can be attributed to the first point, reform institutions were under resourced owing to the low interest and commitment shown by political leadership and the staff of the reform institutions were not entirely competent to carry out reform interventions.

The officers from the World Bank also indicated that more could have been achieved by the reform institutions if there was high support and commitment of political leadership - Government at the highest level must demand that proposed reforms are implemented and that those charged with implementation live up to expectations and are accountable. They added that the technical capacity of reform institutions was low even with good advice from consultants and DPs.

How do public officers in Ghana who are the main actors and or beneficiaries of the reform process evaluate the perceived impact of reform institutions?

The findings from the perspectives of the public servants who can be considered as the main actors and or beneficiaries of the various PSRs indicate that overall, the impact of the various reform institutions has been insignificant, not tangible and average with majority not being satisfied with the outputs considering the resources and efforts invested by successive governments, DPs and all stakeholders. However, they submitted that some interventions such as the pay reforms, pension reforms, service delivery improvement reforms, civil service reforms, human resource management reform and public financial management reforms for instance, could be recorded as somewhat successful with more room for better results. Lastly, they suggested that the current institutional arrangement for the reform institution is not appropriate and sustainable, this corroborated the view point of one of the officials from the World Bank.

What measures and mechanisms must be instituted to ensure the effectiveness and sustainability of reforms in Ghana's public sector?

In the view point of the Experts, they proposed the following measures as prerequisite mechanisms which if instituted would guarantee effective and sustainable reform implementation and outcomes: there is a need to create awareness of the benefits of change to all stakeholders; reform interventions must be designed and implemented in cooperation with stakeholders and not imposed; a legislation must be enacted to establish the framework to support PSRs; need to appoint and establish institutional desk officers for reforms; adequate funds preferably "ring-fenced" should be provided for PSRs and above all the reform institution must be autonomous.

From the perspectives of the officials from the World Bank, if all the challenges encountered by previous reform institutions are addressed: government should offer an opportunity to the public to review its performance on reforms; there should also be a demand for accountability at all levels of government for proposed reforms; all political actors must acknowledge and appreciate the value of PSRs and work towards it; adequate funds and incentives for reforms should be provided to key actors; and there is also a need to establish a coordinating body chaired by all central actors like the Public Services Commission, Office of the Head of Civil Service and the Local Government Service.

According to the perspectives of the officials at the OSM-PSRD, there is a need for a permanent institution for reform with the unfettered resources; the design and implementation of the new NPSRS is expected to provide the needed framework and roadmap for effective implementation. However, a review of the NPSRS document, a five-year strategy (2018-2023), cited by the officers of OSM-PSRD as the roadmap for effective and sustainable reforms for the public sector details some institutional arrangements for reform implementation, on the contrary, first, the core mandate of the Office of the Senior Minister is mainly to exercise oversight responsibility over economic MDAs to ensure prudent economic management; promote and improve efficiency and effectiveness of performance in the Public Sector; among others. This responsibility is argued by many as gargantuan and such public sector reforms may suffer as economic issues are likely to be prominent and predominant. Second, the NPSRS fails to clarify the sustainability measures for the reform outfit in the event of a change in government after the 2020 general elections considering the fact that the portfolio of the Senior Minister is one akin to this current administration and not a substantive ministry or outfit. It is regrettable

to note that, in the case where this occurs, the reform institution and interventions may suffer the same fate as previous phases.

CHAPTER VI: LESSONS, RECOMMENDATIONS AND CONCLUSION

6.1 Lessons

The major lesson adduced from this study paints a clear picture that the lack of continuity and sustainability of reform institutions and reform interventions is a major factor that has contributed to the poor results and outcomes other than the desired results in Ghana's public sector.

Another lesson learnt is that for the implementation of reform interventions to be effective, sustainable and successful, there is an urgent need to establish an independent reform institution which would be self-governing and devoid of any political interference and unwanted changes. This is further reinforced by the argument of Thomas (1993), who stated that the creation of a distinct institution for reforms, will eradicate politics from government interventions and an independent institution provides a reliable channel for funding with clear lines of accountability (Thomas, 1993). From the past experience, it is observed that Ghana adopted mostly centralized in-government agencies and semi-autonomous types of institutional forms, these institutional forms could not outlive political regimes and suffered at-will and indiscriminate restructuring and reorganization. Thus, an autonomous institution is the only path and option left for Ghana if better outcomes and results would be achieved.

The commitment and support of political leadership is also highlighted as a major factor to ensure success of reforms in Ghana's public sector. Reforms should not compete with other government priorities but must be considered a necessity and imperative priority to bring about the desired transformation, productivity and improved public service delivery. Currently, in Ghana, there

seems to be government support with the development and launching of the five-year reform strategy which is aimed at “improving the performance of the public sector to be responsive for sustained national development and also reorienting public sector actors and institutions to provide enabling environment for rapid gains in private sector competitiveness” (National Public Sector Reform Strategy, 2018).

The literature and findings from the survey indicated that resources were made available for reform implementation and especially during the tenure of the MPSR, however the average results recorded coupled with governments waning commitment and low counterpart funding left successive reform institutions cash-strapped. The technical competencies and capacity of the human capital of the reform institution was also inadequate for effective implementation. Reform interventions are costly and require adequate resources. The viewpoints of Rose et al (2010) as discussed in the literature review stipulates that, resources are unique and irreplaceable advantages that contribute to the competitive advantage of institutions (Rose, Abdullah, & Ismad, 2010). The underlying concept of this argument is that, the resources an institution possesses are the key factors of its efficiency, effectiveness and success and all these contribute to the institutions sustainable competitive advantage (Kariuki & Kilika, 2016).

Again, it would be a fruitless venture if the proposed independent institution is established for reforms and the appropriate structures are not put in place. First, from the findings, it is evident that the various reform institutions were not properly established by law and were only created at the behest of political actors resulting in the rampant reorganization they experienced. Thus, there is a need to properly establish the reform institution by law and adequate legal

framework to legitimize its operations. Lastly, monitoring and evaluation was not a key part of the institutional setup and as such was very weak and non-existent at some points. It is imperative for the reform institution to incorporate M&E in the institutional arrangements and also develop an M&E framework for results.

6.2 Recommendations

To ensure sustainable and effective implementation of PSRs in Ghana's public sector and the desired transformation and results envisaged by all, the reform institution must be repositioned and capacitated with the requisite resources, especially, highly competent and technical staff to enable it facilitate, coordinate and implement reforms in the public sector in an efficient, effective and more results-oriented manner. In essence, the current setting does not only require appropriate structure but a new institutional arrangement.

Second, the institution must be provided a legislative mandate to operationalize its roles and responsibilities and also empower them to deliver and be accountable. This will greatly enhance the quest for sustainability and effectiveness of reform interventions and also safeguard the institution from changes in political administrations.

Lastly, public sector workers, citizens and all stakeholders must be sensitized and made aware of the mutual benefits of reforms to engender ownership and the right attitudinal orientation required for change.

6.3 Limitations of the Study

Overall, this study may be considered subjective because it derived analysis from data collected on the individual perceptions and as such the results may be regarded as biased.

Considering the scope of the study, it would have been ideal and reasonable to interview majority of public servants to gain a wider perspective of their perception of the performance of Ghana's reform institutions and paint a better picture of the subject area, however, there was limited time to attain this desired outcome. Again, the questionnaire was broadcasted widely via email and social media platforms which has wide reach but the responses were a little lower than expected because generally, public servants shy away from surveys of this sort which normally concern an evaluation of government or its programmes. Finally, another challenge in data collection was because the study was conducted outside the jurisdiction of Ghana.

For the literature reviewed, there exists a certain level of vagueness and bias since the various authors developed them based on their perspectives and their own interests with no relation to this study. This may affect the accuracy of some contents in this study.

The analytical framework adopted and the findings derived from this study will be generalizable since the focus was on reform institutions which are quite common in many other countries. There exist some differences in the scope of reforms and nature of each countries public sector, however, the framework of this study would be relevant for a similar study.

6.4 Policy Implications

Based on the study findings, the imperative option for Ghana is to establish an independent reform institution to lead its public sector reform agendas. This would not be novel as most countries, both developing and developed have such institutions underscoring the impact reforms can offer in bringing about the desired change. In Africa for instance, Rwanda has risen to prominence in recent times premised on the achievements the country has recorded and significantly the pace at which these achievements have been attained. The current administration took over in 1994 and brought an end to a major ethnic war that had plagued the country. Twenty years on, the government has remodelled an effective state with the ability to implement gallant development policies and programmes. Crucial to this impressive progress is the continuous PSRs that have culminated in a relatively transparent, accountable, competent and proficient bureaucracy making judicious use of resources from the public and donors (Chemouni, 2016). These reforms have been led by the Ministry of Public Service and Labour which is responsible for institutionalizing efficiency and effectiveness in public service administration and ensure an efficient and results-oriented public administration that delivers citizen centered quality service. (<http://www.mifotra.gov.rw/index.php?id=89>).

Also, the government of South Korea has established the Office of Government Innovation which is responsible for realizing social values, promoting participation and cooperation and building a trustworthy government. In South Korea, government innovation has become a top agenda for the current administration. As a result, innovation is spreading quickly in all public sectors. (<https://www.mois.go.kr/eng/sub/a03/GovernmentInnovation/screen.do>).

Korea, with a similar history to Rwanda, has made giant and impressive strides in transforming its public sector through the implementation of innovative

reform initiatives and best practices since the 1980s. South Korea gained independence from Japan in 1945, the country was then plunged into the infamous Korean war from 1950 to 1953 resulting in the division of the country into two (2) separate states, North Korea fashioned in a socialist-style government and South Korea fashioned in a modern government system. South Korea after the Korean war ended in 1953 and the preceding years, was recognized as one of the poorest and underdeveloped countries in the world and like most African countries during that time. The country experienced severe economic hardships attributable to high inflation, population growth and unemployment among others. Ghana's GDP per capita income in 1957 when it gained independence was estimated to be at par with that of South Korea. Ghana was additionally endowed with plentiful natural resources, a proficient civil service and an effective education system making its economy more prospective than that of South Korea at the time. On the other hand, the three-year Korean war had left the South with very little natural resources and low economic prospects. Currently, sixty years on, the stories and state of the two countries are entirely different and totally opposite. South Korea has advanced rapidly to emerge as the 11th largest economy in the world with prospects of improving further (Riley & Sherman, 2018) whilst Ghana still struggles as a lower middle income economy bedeviled with a lot of challenges which continuously retards its development and growth.

In terms of the resources to complement the implementation of proposed reforms, the GoG would have to first revive the Public Sector Reforms-Sector Working Group which was a forum created by the DPs including all public sector stakeholders to deliberate on reform interventions and strategies for success. Second, the GoG must setup a fund for reforms and provide funds whilst soliciting for complementary funds from its DPs similar to the Multi-

Donor Budget System implemented between 2005-2009. Additionally, government must show the needed political will and commitment to reforms and ensure accountability for reform implementation at all levels of government.

There is also a need to reorient, sensitize and engage public servants and the general public on the need for reforms, their role in achieving success and the mutual benefits reforms will deliver. As earlier indicated, reforms do not only require changes to institutions, systems and processes but most importantly changes in the mentality, norms and attitudes of the general public.

Finally, it emerged in the study that Ghana has recently launched a National Public Sector Reform Strategy (2018-2023), which is a five-year strategic plan to improve the performance and responsiveness of the public sector to attain desired national development goals. Although this document is a significant move, it is somewhat belated and the following critical issues stand out: first, the development of this document was highlighted as one of the requirements of the IMF to the GoG as part of an ongoing Extended Credit Facility Programme, thus, this strategy was not borne as a natural response to a critical need in Ghana's public sector and again, the approach and context would largely be influenced by the demands and or conditions of the IMF and other DPs. Lastly, the document stipulates some comprehensive institutional arrangements for implementation as discussed in Chapter 4, however, there are still questions of sustainability of implementation owing to these reasons, the erstwhile PSRS has been merged with the OSM as a Directorate, OSM is not a substantive government ministry, it is only akin to this current regime. The next general election is in 2020, if there is a change in government, what happens to the strategy which is already regarded as a political tool of the present government and indeed, the Office of the Senior Minister would cease to exist.

The reform institution would suffer another rearrangement or may cease to exist rendering all efforts fruitless and further deepen the challenges.

In the light of these implications, it is incumbent on the present administration to institutionalize reforms by creating an independent reform institution that would see to the implementation of the NPSRS (2018-2023) to the latter. This move may correct the practices experienced in the past and provide a more sustainable and effective tool for transforming Ghana's public sector in the model of countries like Rwanda and South Korea.

6.5 Conclusion

The institution type, the resources and the adaptability of the reform institution have been discussed as very crucial to the performance of reform institutions and the attainment of successful PSR outcomes and results. The focus should be concerted on these key factors if better outcomes and results would be attained for Ghana's reform efforts. This is imperative because the lessons from past approaches in reforming the public sector leaves much to be desired, it is envisaged that this new methodology would guarantee success and progress. It is relevant to reiterate that the proposed institutional type should be an autonomous one which will be self-governing and detached from politics and any unwanted circumstances.

Indeed, establishing an independent institution is not an adequate solution on its own because other factors must also be considered. There is a need to develop and implement a change management strategy, the proposed institutions must liaise and work in tandem with all relevant and key stakeholders and political actors as well and the technical capacity of the institution should be developed further to meet world class standards. Finally,

the needed political will, commitment and support must be courted for positive and sustainable results for the public sector of Ghana.

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APPENDIX I: DETAILS OF RESPONDENTS FOR IN-DEPTH INTERVIEWS

Officials from the Office of the Senior Ministers Office – Public Sector Reform Directorate, Ghana

Mr. Samuel Abu-Bonsrah (*Respondent 1*)

Acting Chief Director

Office of the Senior Minister

Ghana

Mr. Pethuel Danyo (*Respondent 2*)

Director, Finance & Administration

Office of the Senior Minister

Ghana

Mrs. Jemima Aku Boadu (*Respondent 3*)

Deputy Director, Public Sector Reform Directorate

Office of the Senior Minister

Ghana

Mr. Michael Adu-Gyamfi (*Respondent 4*)

Assistant Director, Public Sector Reform Directorate

Office of the Senior Minister

Ghana

Experts in Reforms, Ghana

Dr. Daniel Appiah (*Respondent 5*)

Lecturer/Researcher

University of Ghana Business School

Public Administration Faculty

Mr. H. Kwame ADORBOR (*Respondent 6*)

Director at MPSR (2005-2007)

Director F&A/Ag. Chief Director at PSRS (2011-2017)

Mrs. Felicia Owusu-Bonsu (*Respondent 7*)

Consultant at MPSR (2005-2008)

Technical Advisor on Reforms, Office of the President (2009-2013)

Development Partners

Mr. Raymond Muhula (*Respondent 8*)

Senior Public Sector Specialist

World Bank

Mr. Smile Kwawukume (*Respondent 9*)

Senior Public Sector Specialist

World Bank

APPENDIX II: SURVEY QUESTIONNAIRE FOR PUBLIC SERVANTS

SURVEY QUESTIONNAIRE

Dear Respondent,

This questionnaire is part of an on-going research on the topic “**A Study of the Performance of Reform Institutions: Focusing on the Evolution and Institutional arrangements of Public Sector Reforms in Ghana**”. The questionnaire seeks to solicit your views and perspectives about Ghana’s reform institutions and their role in implementing reforms in Ghana’s public sector. Please, be assured that your response would be kept confidential and will be solely used for academic purposes only. Your name or any form of identity on this questionnaire is not required.

The ratings for your responses should be as follows:

Strongly Disagree = 1, Disagree = 2, Neutral = 3, Agree = 4, Strongly Agree = 5

Section A

Q1. Institutional Type

A study of the evolution of reforms in Ghana since 1980s shows that different approaches and institutional arrangements were put in place in all the phases of reforms. These arrangements and rearrangements were partially or largely influenced by political leadership and other reasons such as economic challenges and policy requirements of Development Partners. This section seeks to identify how essential the varied forms and roles of the reform institutions, their independence is imperative for reforms to succeed.

Please read the statements thoroughly and indicate your level of agreement with the following statements about the **Institutional Arrangements** for reforms.

1. Having an independent institution for public sector reforms is necessary.
Strongly Disagree ☐ Disagree ☐ Neutral ☐ Agree ☐ Strongly Agree ☐
2. The reform institution should be
☐ Autonomous
☐ Semi- autonomous
☐ Centralized in-government agency.
3. Reform institutions should be established by law to withstand changes in government and unwanted political interference
Strongly Disagree ☐ Disagree ☐ Neutral ☐ Agree ☐ Strongly Agree ☐
4. Reform institutions are relevant in the public sector to bring about the desired transformation and also improve efficiency and effectiveness.
Strongly Disagree ☐ Disagree ☐ Neutral ☐ Agree ☐ Strongly Agree ☐

Q2. Availability of Resources for Reforms

Various resources have been channeled and committed to implement public sector reforms programmes in Ghana's since the 1980s, chief among them are the Structural Adjustment Programme (SAP), Civil Service Reforms, Pay and Pension Reforms, Service Delivery Improvement Reforms etc.

Please read the statements thoroughly and indicate your level of agreement with the following statements about the **Availability of Resources** for reforms.

Statement		Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
		1	2	3	4	5
1	Successive government's invested resources in capacitating reform institutions to carry out their mandates.					
2	Successive government's invested resources in reform programmes.					

3	Development partners provided more resources for public sector reforms than successive governments.					
4	Staff of the reform institution were well equipped and capable to drive reform agendas.					

5. In terms of the resources invested in reforms over the years in public sector reforms, please rank the following resources from the highest to the least invested (1=Lowest – 4 = Highest)

Human capital

Budget/Funds

Time/Duration for Implementation

Logistics

Q3. Institutional Adaptability

The various reform institutions deployed over the years were unable to outlive and transcend political regimes. As a result, reform interventions were often truncated in some phases with a few being carried over.

Please read the statements thoroughly and indicate your level of agreement with the following statements about the **Institutional Adaptability**.

Statement		Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
		1	2	3	4	5
1	Reform institutions need to be proactive in planning and preparations in order to adapt to anticipated environmental changes. For example changes in government, economic crisis etc.					
2	Reform institutions should invest in capacity development in order to perform effectively					
3	Reform institutions need to continuously improve its internal process to					

	adapt emerging needs of the public sector.					
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Q4. Perceived Impact of Reform Programmes/Interventions.

Please read the statements thoroughly and indicate your level of agreement with the following statements about the **Impact of Ghana's Reform Programmes /Interventions.**

Reforms implemented in Ghana's public sector have contributed to the following.

Statement		Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
		1	2	3	4	5
Public Administration						
1	Improved cost and efficiency					
2	Reduction in excessive bureaucracy and red-taping					
3	Ethical behavior among public officials					
4	Increase professionalism					
5	Public sector motivation and attitudes towards work					
Public Policy						
6	Policy effectiveness					
7	Policy coherence and coordination					
8	Citizen's participation and involvement					
9	Social cohesion					
Public Service Delivery						
10	Quality of service delivery					
11	Public sector innovation					
12	Equal access to service					
13	Responsiveness of the public sector					
Governance						
14	Improved citizen's trust and confidence in government					

15	Transparency and openness					
16	Increased Efficiency and performance of State institutions					

Q5. Achievements of Reform Institutions

The following reforms implemented and facilitated by Ghana's reform institutions were successful in achieving results and positive outcomes.

Statement		Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
		1	2	3	4	5
1	Service delivery improvements (Client Service Charters and Client Service Units etc.)					
2	Improving conditions of work of public servants					
3	Pay reforms					
4	Pension reforms					
5	Sub-vented agencies reforms					
6	Decentralization					
7	Public financial management reform					
8	State enterprises reforms					
9	Civil service reforms					
10	Human resource reforms					

Q6. Perceived Impact of Reform Institutions

Please indicate your views on the perceived impact of reform institutions.

Public sector reforms implemented by reform institutions were (*please tick where applicable*)

		1	2	3	4	5	
1	Top down						Bottom up
2	Consistent						Inconsistent
3	Comprehensive						Partial
4	Driven by politicians						Driven by public administration/public official
5	Crisis and incident driven						Planned
6	Relevant						Not relevant
7	Opposed by stakeholders						Supported by stakeholders

8	Centered on cost-cutting and savings						Centered on service improvement
9	No public involvement						High public involvement
10	Focused						Too broad

Q7. General Assessment of Reform Institutions

A study of the evolution of public sector reforms indicate that Ghana established three (3) main institutions to lead its reform agendas as follows: 1. Reform Secretariat under the Office of the Senior Minister (2004-2005), 2. Ministry of Public Sector Reform (2005-2008), Public Sector Reform Secretariat, Office of the President (2009-2017). Currently, the Public Sector Reform Secretariat has been merged with the Office of the Senior Minister and structured as a Directorate.

Please indicate your views on the operations and functions of the reform institutions in the following questions:

1. In your opinion, which of the reform institutions established was visible and made an impact

Reform Secretariat under the Office of the Senior Minister (2004-2005) ☐

Ministry of Public Sector Reform (2005-2008) ☐

Public Sector Reform Secretariat, Office of the President (2009-2017) ☐

2. The current institutional arrangement for public sector reforms (Directorate in the Office of the Senior Minister) is well positioned and sustainable

Strongly Disagree ☐ Disagree ☐ Neutral ☐ Agree ☐ Strongly Agree ☐

3. Overall, Ghana's reform institutions have made valuable contributions to improve public sector governance and performance.

Strongly Disagree ☐ Disagree ☐ Neutral ☐ Agree ☐ Strongly Agree ☐

4. As a public servant, I am satisfied with the performance of Ghana's reform institutions.

Strongly Disagree ☐ Disagree ☐ Neutral ☐ Agree ☐ Strongly Agree ☐

5. Overall, how would you rate the public sector reform institutions?

Poor ☐ Average ☐ Good ☐ Very Good ☐ Excellent ☐

Section B: Demographic Information

Please choose the appropriate answer (s)

1. What is your Gender?

Male ☐

Female ☐

2. Which age group do you belong?

18 - 29 ☐

30 - 39 ☐

40 - 49 ☐

50 - 59 ☐

3. What is your Job Position?

Senior Management Staff ☐

Management Staff ☐

Junior Staff ☐

4. How long have you been working for your current organization?

Less than 3 years ☐

3- 5 years ☐

5-7 year ☐

7-10 years ☐

5. Please, indicate your current level of Education

Diploma ☐

Bachelor's degree ☐

Post graduate diploma ☐

Master Degree ☐

PHD ☐

6. Please specify which of the Public Services you belong to:

Public Service ☐

Civil Service ☐

Local Government Service ☐

APPENDIX III: QUESTIONNAIRE FOR OFFICIALS OF OSM-PSRD

SEMI-STRUCTURED INTERVIEW- QUESTIONNAIRE

Name of Interviewee:

Position (in charge of)

How long have you been involved in government reforms?

CODE	THEMES
A	Institutions and Agency Typology for Public Sector Reforms
<u>Preamble</u> A study of the evolution of public sector reforms in Ghana 1980s shows that different approaches and institutional arrangements were put in place in all the phases of reforms. These arrangements were partially or largely influenced by political leadership and other reasons such as economic challenges and policy requirements of Development Partners. This section seeks to identify how essential the varied forms and roles of the reform institutions, their independence is imperative for reforms to succeed.	
1.	Is having an independent institution or office for Public Sector Reform necessary for reforms to succeed? (Please provide reasons for your answer)
1a.	Which type of institutional structure is appropriate for such an independent institution for reforms? <i>(please tick where appropriate)</i> Centralized in-government Institution <input type="checkbox"/> Autonomous Agency <input type="checkbox"/> Semi-autonomous Agency <input type="checkbox"/>
1b.	Which type of institution type/types (in question 1a) has Ghana deployed in implementing Public Sector Reforms since the 1980s? <i>(please tick where appropriate)</i> Centralized in-government Institution <input type="checkbox"/> Autonomous Institution <input type="checkbox"/> Semi-autonomous Institution <input type="checkbox"/> All the above types <input type="checkbox"/> Others <input type="checkbox"/>

1c.	What has been the challenges and or difficulties in institutionalizing reforms in Ghana's public sector? <i>(please list at least five (5))</i>
B	Effectiveness & Sustainability of Public Sector Reforms
<p><u>Preamble</u></p> <p>The public sector is regarded as the overall institution which delivers services to the public that are publicly financed, owned and operated. A high level of effectiveness and efficiency of every country's public sector is overbearing to the success of national development. Reforms in the public sector became a global phenomenon since its inception in the early to mid-80s till present. Development Partners and Governments have hugely invested in and funded public sector reforms over the years, but the results have been moderately satisfactory especially in developing countries such as Ghana. The objective of this section is to learn and identify the measures and mechanisms Ghana deployed to ensure the effectiveness and sustainability of reform interventions.</p>	
2.	How has reform programmes in Ghana been coordinated (what was the coordinating process)?
2a.	How has the Public Sector Reform Secretariat collaborated and cooperated with Ghanaian public sector workers, political appointees and citizens for reform implementation?
2b.	How is the implementation of reforms in Ghana's public sector monitored and evaluated?
C	Benchmarking and Best Practices in Public Sector Reforms
<p><u>Preamble</u></p> <p>Public sector reforms remain no longer an option for developing countries such as Ghana, but a necessity. It will help Ghana's government to respond to its fast-growing environment and society needs and position it competitively on the global stage. This section aims at highlighting and emphasizing measures and approaches to achieve results and ensure sustainability for Ghana with reference to the evolution and implementation of public sector reform over the years.</p>	
3.	What are the key attributes of Ghana's approach to public sector reforms that have contributed to successful reforms?
3a.	With regards to the lessons Ghana has learnt over the years in implementing reforms, please list five (5) reform areas that Ghana should consider for its future reform programmes?
D	The Role of Public Sector Reform Secretariat
<p><u>Preamble</u></p> <p>A review of reform institutions and their corresponding arrangements in Ghana provides a somewhat similar picture: reform institutions have been setup and restructured for different purposes, structures have been changing</p>	

over time, every phase of reform had a respective reform institution, among others. In most developing countries like Ghana, political exigencies recurrently dwarf the enormous outcomes of reforms and hence reforms are discontinued or abandoned. This section seeks to review the roles, functions, structures and attributes of current reform institution.

4.	What is the mandate and functions of the Public Sector Reform Directorate in OSM?
4a.	What are the key challenges your institution encounters in implementing reforms in Ghana's public sector? (<i>please list a minimum five (5)</i>)
4b.	What has been the impact of the Public Sector Reform Secretariat since its establishment?
4c.	What measures and mechanisms are instituted to ensure the effectiveness and sustainability of reforms in Ghana's public sector?

Thank you for your attention and cooperation.

APPENDIX IV: QUESTIONNAIRE FOR EXPERTS

SEMI-STRUCTURED INTERVIEW- QUESTIONNAIRE

Name of Interviewee:

Position (whilst working in government reforms)

How long were you involved in government reforms

CODE	THEMES
A	Institutions and Agency Typology for Public Sector Reforms
<u>Preamble</u> A study of the evolution of public sector reforms in Ghana since 1980s shows that different approaches and institutional arrangements were put in place in all the phases of reforms. These arrangements were partially or largely influenced by political leadership and other reasons such as economic challenges and policy requirements of Development Partners. This section seeks to identify how essential the varied forms and roles of the reform institutions, their independence is imperative for reforms to succeed.	
1.	Is having an independent institution or office for Public Sector Reform necessary for reforms to succeed?
1a.	Which type of institutional structure is appropriate for such an independent institution for reforms? <i>(please tick where appropriate)</i> Centralized in-government Institution <input type="checkbox"/> Autonomous Agency <input type="checkbox"/> Semi-autonomous Agency <input type="checkbox"/> Others
1b.	Which of the institutional type of institution type/types (in question 1a) deployed by Ghana in implementing Public Sector Reforms over the years has been effective? <i>(please tick where appropriate)</i> Centralized in-government Institution <input type="checkbox"/> Autonomous Institution <input type="checkbox"/>

	Semi-autonomous Institution <input type="checkbox"/> All the above types <input type="checkbox"/> Others
1c.	What are the key challenges and or difficulties in institutionalizing reforms in Ghana's public sector? (<i>please list at least five (5)</i>)
B	Effectiveness & Sustainability of Public Sector Reforms
<p><u>Preamble</u></p> <p>The public sector is viewed as the overall institution which delivers services to the public that are publicly financed, owned and operated. A high level of effectiveness and efficiency of every country's public sector is overbearing to the success of national development. Reforms in the public sector became a global phenomenon since its inception in the early to mid-80s till present. Development Partners and Governments have hugely invested in and funded public sector reforms over the years, but the results have been moderately satisfactory especially in developing countries such as Ghana. The objective of this section is to learn and identify the measures and mechanisms Ghana deployed to ensure the effectiveness and sustainability of reform interventions.</p>	
2.	How were reform programmes in Ghana coordinated during your tenure (what was the coordinating process) and were they effective?
2a.	How well has reform institutions collaborated and cooperated with Ghanaian public sector workers, political appointees and citizens for reform implementation?
2b.	How was the implementation of reforms in Ghana's public sector monitored and evaluated during your tenure, were they effective?
C	Benchmarking and Best Practices in Public Sector Reforms
<p><u>Preamble</u></p> <p>Public sector reforms remain no longer an option for developing countries such as Ghana, but a necessity. It will help Ghana's government to respond to its fast-growing environment and society needs and position it competitively on the global stage. This section aims at highlighting and emphasizing measures and approaches to achieve results and ensure sustainability for Ghana with reference to the evolution and implementation of public sector reform over the years.</p>	
3.	What are the key attributes of Ghana's approach to public sector reforms that have contributed to successful reforms?
3a.	With regards to the lessons Ghana has learnt over the years in implementing reforms, please list five key (5) reform areas that Ghana should consider for its future reform programmes?

D	The Role of Ghana's Public Sector Reform Institution
<p><u>Preamble</u></p> <p>A review of reform institutions and their corresponding arrangements in Ghana provides a somewhat similar picture: reform institutions have been setup and restructured for different purposes, structures have been changing over time, every phase of reform in both countries had a respective reform institution, among others. In most developing countries like Ghana, political exigencies recurrently dwarf the enormous outcomes of reforms and hence reforms are discontinued or abandoned. This section seeks to compare the roles, functions, structures and attributes of the current reform institution.</p>	
4.	Is the current reform institution in Ghana well-positioned to deliver results and ensure sustainability and continuity of the gains of reform interventions?
4a.	What key bottlenecks must the current reform institution address to achieve the desired reform outcomes? (<i>please list a minimum five (5)</i>)
4b.	In your view, has the current reform institution made the necessary impact in Ghana's public sector?
4c.	What measures and mechanisms must be instituted to ensure the effectiveness and sustainability of reforms in Ghana's public sector? (<i>please list a minimum five (5)</i>)

Thank you for your attention and cooperation.

APPENDIX V: QUESTIONNAIRE FOR DEVELOPMENT PARTNERS

SEMI-STRUCTURED INTERVIEW QUESTIONNAIRE

Name of Respondent
Position / Designation
How long have you been involved in government reforms
Contact (telephone number and email)

1. Is having an independent institution for Public Sector Reform necessary for reforms to succeed?
2. Which type of institutional structure would you recommend as appropriate for such an institution for reforms? (please tick where appropriate)
3. From your experience, which of the institutional type/types deployed in implementing Public Sector Reforms over the years has been effective?
4. What is your role in reforming Africa's public sector?
5. What are the key challenges or difficulties in institutionalizing reforms in Africa's public sector?
6. From your experience, what are the key challenges hindering Ghana's successful implementation of public sector reforms?
7. Is Ghana's current reform institution well-positioned to deliver results and ensure sustainability and continuity of the gains of reform interventions?
8. What key bottlenecks must Ghana's reform institution address to achieve the desired reform results and outcomes?
9. What measures and mechanisms must be instituted to ensure the effectiveness and sustainability of reforms in Ghana's public sector?

Thank you very much for your attention and cooperation

국문초록

개혁추진기관의 성과에 대한 연구: 가나 공공 부문의 발전과 제도 정비를 중점으로

David Essuman Mensah

서울대학교 행정대학원

글로벌행정전공

본 연구는 공공부문의 혁신을 위해 시행된 제도의 변천을 평가하는 것을 주된 목적으로 삼고 있다. 1980년대 초부터 가나를 포함한 대부분의 개발도상국들은 공공부문의 생산성과 효율성을 향상시키기 위하여 공공부문 개혁 프로그램을 도입하였으며, 이를 통해 글로벌 수준의 공공서비스를 일반 대중에게 제공하고 지속적인 국가 발전을 도모하고자 했다. 그러나 혁신을 위해 투입한 자원과 노력, 시간에 비하여 혁신의 결과는 그다지 만족스럽지 않았다.

본 연구는 가나의 공공부문 혁신을 주도했던 기관이 실제로 개혁을 이끌었고, 그러한 결과가 공공부문에서 지속 가능한지에 관한 질문에 답하고자 한다. 이를 알아보기 위해 가나에서 공공부문의 혁신의 단계를 시기별로 나누고, 각 단계에서 개혁을 추진한 혁신추진기관들이 수행한 핵심적인 역할을 조사하였다. 이에 더해, 본 연구는 제도 정비가 혁신 기관의 성과에 어떤 영향을 미쳤는지를 알아보하고자 한다.

본 연구에서는 문헌 연구를 통해 이론적인 틀을 마련하고, 설문을 통해 과거 가나가 도입했던 제도적인 혁신에 대한 의견을 취합하였다. 가나의 공무원, 특히, 다양한 개혁 기관과 일해온 전문가와 가나의 공공 부문 개혁에 있어 자금 및 기술을 지원한 개발 협력국의 공무원을 포함해서, 개혁에

직간접적으로 관련된 사람들의 관점과 견해를 모아 분석함으로써 혁신의 지속성과 그 이유를 알아내고자 했다.

연구와 설문을 통해 알아낸 것은, 다양한 개혁 기관들이 장기간 유지되지 못하고 잦은 변동을 겪었으며, 자금과 기타 자원을 충분히 지원받지 못했다는 점이었다. 그리고 무엇보다, 개혁을 위한 정치적인 의지와 헌신이 부족했다는 점이 가나의 혁신과정에서 공통적으로 지적되었다. 그 결과 개혁은 지속 되지 못하였고, 개혁의 성과가 일반화되지 못하였음을 본 연구를 통해 알 수 있었다.

마지막으로, 본 연구에서의 분석과 의견 취합을 통해 가나의 공공부문 개혁을 위한 시사점을 도출하였다. 여기에서는 가나에서 독립적이고 자율적인 개혁추진기관의 필요성에 대해 논의하고자 한다. 독립적이고 자율적인 기구는 정권변동이나 정치적인 사건에 영향 받지 않고 개혁과 혁신이라는 가치를 추구해나갈 수 있는 전제 조건이 될 것이다.

주제어: 공공부문 개혁, 지속가능성, 제도 정비, 성과, 제도, 가나

학번: 2017-20587

Acknowledgement

My utmost gratitude is to the **Almighty God** for His guidance, protection, favour and grace that enabled me to go through this course successfully.

I also express my sincere appreciation to my Advisor, **Professor Hong Joon-Hyung** for his invaluable support, contributions and insightful directions at every stage of conducting this study. I also truly appreciate the enormous contributions of his able Teaching Assistant, **Ms. Song You Kyong** for her constructive comments and encouragement, she was always there to assist and help solve challenges that emerged along the way.

Further, I express my heartfelt gratitude to **KOICA** for organizing this program and offering me an opportunity to develop my capacity, in the same breadth, I thank my organization **Office of the Senior Minister, Office of the President-Ghana** for offering me the study leave to pursue this course. To the Director of the GMPA programme, **Professor Kwon, Huck-Ju**, thank you for the many opportunities to learn and contribute to the GMPA program, I am eternally grateful. I equally appreciate all the Professors who tutored me. To **선생님 Lee, Yongmi** and staff of the GMPA office, I am grateful for your efforts.

I owe my beloved wife, **Julie Essuman Mensah** special gratitude for standing in the gap and playing the dual role of taking care of our kids and supporting me to pursue this course. To the rest of my family and friends, thank you for your prayers and support.

Finally, to my graduating mates, **GMPA class of 2017**, thank you for your competitive spirits, cooperation and camaraderie. We made it together, love you guys.