

Bureaucratic politics in neopatrimonial settings: types of appointment and their implications in Ghana

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Citation

Abubakar, A. (2021, May 18). Bureaucratic politics in neopatrimonial settings: types of appointment and their implications in Ghana. Retrieved from https://hdl.handle.net/1887/3176462

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Author: Abubakar, A. Title: Bureaucratic politics in neopatrimonial settings: types of appointment and their implications in Ghana Issue Date: 2021-05-18

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APPENDICES

Appendix 1

| | ANOVA | | | | | | | | | | |
|-------------------|---------|-----|--------|--------|------|--|--|--|--|--|--|
| Appointment modes | | | | | | | | | | | |
| | Sum of | df | Mean | F | Sig. | | | | | | |
| | Squares | | Square | | | | | | | | |
| Between Groups | 65.559 | 2 | 32.779 | 67.388 | .000 | | | | | | |
| Within Groups | 121.120 | 249 | .486 | | | | | | | | |
| Total | 186.679 | 251 | | | | | | | | | |

Appendix 2

| Model Summary: Hierarchical multiple regression of an omnibus merit-based appointment standard to predict the level of autonomy exercised by civil servants | | | | | | | | | | |
|---|--|--------------------|---------------------------|-----------------------|--|--|--|--|--|--|
| Model | ModelRR SquareAdjusted R SquareStd. Error of the | | | | | | | | | |
| | | | | Estimate | | | | | | |
| 1 | .265 ^a | .070 | .042 | 9.77899 | | | | | | |
| 2 | .349 ^b | .122 | .092 | 9.52227 | | | | | | |
| a. Predicto | rs: (Constant), Yo | ur Ethnicity (Reg | ion of Origin), Your Po | licy Area, Your | | | | | | |
| Gender (Se | ex), Your Occupat | ion, Your Educat | ional qualification , You | r type of Employment, | | | | | | |
| Your Level of Employment, Your Age Group | | | | | | | | | | |
| b. Predicto | ors: (Constant), Yo | our Ethnicity (Reg | gion of Origin), Your Po | licy Area, Your | | | | | | |
| Gender (Se | ex), Your Occupat | ion, Your Educat | ional qualification , You | r type of Employment, | | | | | | |

Your Level of Employment, Your Age Group, General Merit

| Model Summary: Hierarchical multiple regression of an omnibus patronage-based appointment criterion on civil servants' loyalty to their patrons | | | | | | | | | |
|---|-------------------|-------------------|---|-------------------------------|--|--|--|--|--|
| Model | R | R Square | Adjusted R Square | Std. Error of the Estimate | | | | | |
| 1 | .298ª | .089 | .062 | 8.30048 | | | | | |
| 2 | .428 ^b | .183 | .149 | 7.90522 | | | | | |
| (Sex), Your | | r Educational qua | ion of Origin), Your Poli alification , Your type of | 5 | | | | | |
| (Sex), Your Level of Em | Occupation, Your | r Educational qua | ion of Origin), Your Poli alification , Your type of eral Political Consideratio | Employment, Your | | | | | |

Appendix 4

| Mode | Model Summary: Hierarchical multiple regression of an omnibus hybrid-based appointment model to predict the level of responsiveness | | | | | | | | | |
|-----------|--|------------------|---|----------------------------|--|--|--|--|--|--|
| Model | R | R Square | Adjusted R Square | Std. Error of the Estimate | | | | | | |
| 1 | .236ª | .056 | .027 | 7.79703 | | | | | | |
| 2 | .437 ^b | .191 | .160 | 7.24455 | | | | | | |
| Gender (S | | on, Your Educati | ion of Origin), Your Pol onal qualification , You | - | | | | | | |
| Gender (S | b. Predictors: (Constant), Your Ethnicity (Region of Origin), Your Policy Area, Your Gender (Sex), Your Occupation, Your Educational qualification , Your type of Employment, Your Level of Employment, Your Age Group , General Merit, General Patronage | | | | | | | | | |

Civil Service Employee Survey

This survey is about how you and your colleagues experience and perceive how civil servants are appointed and how such appointments impact on the civil service. The objective of this survey is to collect data for academic research only, to be used exclusively to write a Doctoral Thesis. The survey is prepared by Abdul-Nasir Abubakar, an Employee of the Forestry Commission currently conducting PhD research at Leiden University, The Netherlands.

You are kindly requested to read these statements thoroughly and respond accordingly, however, you are free to skip a statement or question. Your participation is voluntary with 100% confidentiality; the survey will not ask for your name, nor will it connect individual responses with your person.

Thank you in advance for responding to the questions honestly and to the best of your ability.

Section A: On a scale of 1-7 please respond to the following statements from 1 - Not Important at all to 7 - Absolutely important by a tick mark.

| concagues curr | ent appointmen | is mut the | civil sci vi | ιι. | | | |
|---------------------------|---------------------|------------|--------------|-----|---|---|-------------------------|
| | Not Important at | | | | | | Absolutely Important |
| | all 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | 1 | 4 | 5 | | 5 | v | 1 |
| Personal connections | | | | | | | |
| Political considerations | | | | | | | |
| Educational qualification | | | | | | | |
| Past work performance | | | | | | | |
| Ethnic background | | | | | | | |

1. In your opinion, how would you rate the following as a factor which influenced most of your colleagues current appointments into the civil service?

2. In your opinion, how would you rate the following as a factor which influenced your own current appointment into the civil service?

| eurrent uppoint | | | | | | | |
|---------------------------|---------------------|---|---|---|---|---|-------------------------|
| | Not Important at | | | | | | Absolutely Important |
| | all | • | 2 | | - | | _ |
| | 1 | 2 | 3 | 4 | 5 | 6 | 1 |
| Personal connections | | | | | | | |
| Political considerations | | | | | | | |
| Educational qualification | | | | | | | |
| Past work performance | | | | | | | |
| Ethnic background | | | | | | | |

Section B: On a scale of 1-7, please respond to the following statements from **1** – Not Important at all to **7** - Absolutely important by a tick mark.

3. In your opinion, how important is it that the following general principles are applied in the work of civil servants in Ghana?

| | Not Important at all | | | | | | Absolutely Important |
|--|----------------------------|---|---|---|---|---|-------------------------|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Autonomy from superiors in performing duties | | | | | | | |

| Exercise discretion regarding social network interests in performing duties | | | | |
|--|--|--|--|--|
| Independently interpret and apply civil service rules, regulations and procedures | | | | |
| Advance superiors justifiable interests in performing duties | | | | |
| Downplay personal justifiable interests in performing duties | | | | |
| Advance office's justifiable interests in performing duties | | | | |
| Always prioritise the interests of superiors who helped in appointment when performing duties | | | | |
| Never prioritise social networks interests in performing duties | | | | |
| Always prioritise all office interests in performing duties | | | | |

4. In your opinion, please rate the extent to which you agree or disagree with the following about most of your colleagues in the Civil Service:

| | Strongly Disagree 1 | 2 | 3 | 4 | 5 | 6 | Strongly Agree 7 |
|--|---------------------------|---|---|---|---|---|------------------------|
| They have autonomy from their superiors in performing their duties | | | | | | | |
| They exercise discretion regarding social network interests in performing their duties | | | | | | | |
| They independently interpret and apply civil service rules, regulations and procedures when performing their duties | | | | | | | |
| They advance their superiors justifiable interests in performing their duties | | | | | | | |
| They downplay their personal justifiable interests in performing their duties | | | | | | | |
| They advance their office's justifiable interests in performing their duties | | | | | | | |
| They always prioritise the interest of superiors who helped in their appointment when performing their duties | | | | | | | |
| They never prioritise the interest of their social networks in performing their duties | | | | | | | |

| They always prioritise all their | | | | |
|----------------------------------|--|--|--|--|
| office interests in performing | | | | |
| their duties | | | | |

5. In your opinion, please rate the extent to which you agree or disagree with the following about your own work in the Civil Service:

| | Strongly Disagree 1 | 2 | 3 | 4 | 5 | 6 | Strongly Agree 7 |
|--|---------------------------|---|---|---|---|---|------------------------|
| You have autonomy from your superiors in performing your duties | | | | | | | |
| You exercise discretion regarding social network interests in performing your duties | | | | | | | |
| You independently interpret and apply civil service rules, regulations and procedures when performing your duties | | | | | | | |
| You advance your superiors justifiable interests in performing your duties | | | | | | | |
| You downplay your personal justifiable interests in performing your duties | | | | | | | |
| You advance your office's justifiable interests in performing your duties | | | | | | | |
| You always prioritise the interest of superiors who helped you in your appointment when performing your duties | | | | | | | |
| You never prioritise your social network interests in performing your duties | | | | | | | |
| You always prioritise all your office interests in performing your duties | | | | | | | |

Section C: Background/Bio Data

- 6. Please kindly indicate your most appropriate circumstances to the following statements:
- i. Your Gender (Sex):
 - ☐ Female
 - Male
- ii. Your Age group:
 - □ 20-29
 - □ 30-39
 - □ 40-49

| | \Box 50 – 59 | | |
|-------|--|--|--|
| | \Box 60 and above | | |
| iii. | . Your Educational Qualification: | | |
| | □ Sub Degree | | |
| | Degree (Bachelors) | | |
| | 2 nd Degree (Masters) | | |
| | □ PhD | | |
| | Professional Qualification (Please specify) | | |
| | Others (Please specify) | | |
| i. | . Your type of Employment: | | |
| | Central Government | | |
| | Sector Ministry | | |
| | Department or Agency | | |
| | Other (Please specify) | | |
| iv. | Your Occupation: | | |
| | Career Civil Servant | | |
| | Political Aide/Advisor/Consultant | | |
| | Politician | | |
| | Other (Please Specify) | | |
| v. | Your Level of Employment: | | |
| | Deputy/Asst. Director | | |
| | ☐ Mid-Level Officer/Manager | | |
| | □ Junior Staff | | |
| | Other (Please Specify) | | |
| vi. | Your Policy area: | | |
| | □ Natural Resources | | |
| | □ Health | | |
| | Local Government | | |
| | Public Service Personnel Regulators (OHSC/PSC) | | |
| | Others (Please Specify) | | |
| vii. | Your Ethnicity (Region of Origin) | | |
| viii. | Questionnaire I.D. No | | |

INTERVIEW GUIDE AND QUESTIONS

This survey is about how you experience and perceive how civil servants are appointed and how such appointments impact on the civil service. The objective of this survey is to collect data for academic research only, to be used exclusively to write a Doctoral Thesis. The survey is prepared by Abdul-Nasir Abubakar, an Employee of the Forestry Commission currently conducting PhD research at Leiden University, The Netherlands. Your participation is voluntary with 100% confidentiality; the survey will not ask for your name, nor will it connect individual responses with your person.

1. In your opinion, how would you explain/describe the following as a factor which influence current appointments into the civil service?

- Personal connections
- Political considerations
- Educational qualification
- Past work performance
- Ethnic background

2. In your opinion, how important is it that the following general principles are applied in the work of civil servants and from your experience are they actually applied in Ghana?

- a. Autonomy from superiors in performing duties
- b. Exercise discretion regarding social network interests in performing duties
- c. Independently interpret and apply civil service rules, regulations and procedures
- d. Advance superiors justifiable interests in performing duties
- e. Downplay personal justifiable interests in performing duties
- f. Advance office's justifiable interests in performing duties
- g. Always prioritise the interests of superiors who helped in appointment when performing duties
- h. Never prioritise social networks interests in performing duties
- i. Always prioritise all office interests in performing duties
- **3.** In your experience, do you think the means by which civil servants are appointed into the civil service influence their behaviour and attitude on the job?
- 4. In your opinion and experience, would you say Ghana is a merit, patronage or hybrid based model of appointment and which model, in your expert opinion would you recommend for Ghana.

THEMATIC ANALYSIS OF QUALITATIVE DATA

| Theme: Means of appointment into the civil service | Theme: Responsiveness of civil servants to their principals | | | |
|---|---|--|--|--|
| Key Points | Key Points | | | |
| Educational qualification is primarily considered but not sufficient to influence appointment decisions | civil servants carry out the assignments and directions of superiors | | | |
| Political and personal connections enhance the chance of appointment after qualification | Occasionally civil servants advance organisational interests and not their superiors own | | | |
| The type of bureaucracy and level of appointment affect the influence of patronage appointment | Civil servants attempt to advice(oral/written) superiors when their orders are in contrast with rules | | | |
| Qualification and past experience are insufficient without political/personal connections for appointment | Civil servants comply with superiors directives to protect their jobs and livelihoods. | | | |
| Ethnic background is covertly considered but personal connections and political considerations are overt | Civil Servants are generally inclined execute their superiors legitimate assignments | | | |
| Civil servants are appointed based on 'who you know' but only plays a complementary role and does not | | | | |
| substitute qualifications and competence | | | | |
| Theme: Behaviour and attitudes of civil servants | Theme: Role of networks | | | |
| Key Points | Key Points | | | |
| Civil servants appointed based on merit have limited autonomy i.e. depending on the circumstances | social networks is one of the sources of civil service recruitment | | | |
| Civil servants appointed based on patronage prioritise the interests of their godfathers when necessary | social networks are an informal way of advertisement for recruitment | | | |
| Civil servants appointed based on patronage largely owe loyalty to their patrons as cronies. | social networks play some role in civil service decision making | | | |
| Civil servants hired based on patronage exhibit symptoms of truancy | There are occasions where social network bodies become political to affect civil service duties. | | | |
| Civil servants appointed based on patronage feel obliged to help those who helped to appoint them | Certain social network as a collective serve as pressure/interest groups | | | |
| Civil servants appointed based on the merit principle tend to obey civil service rules | | | | |

Civil servants appointed based on hybrid factors accommodate their godfathers interests within civil service rules/standards

Civil Servants regardless of their resolve to serve the interest of the organisation are controlled by the political elite depending the interests involved

Civil servants appointed based on patronage may flout rules/standards because they are sure of receiving protection from their godfathers.

Civil Servants circumvent conventions to pursue their principals' interests to secure, protect or promote their careers

Civil Servants pursue principals' agenda to avoid victimisation, sidelining or targeting

Civil Servants can hardly successfully contest or compete with principals' interest, hence they play safe

KEYS:

| 1 | Means of Appointment into the Civil Service |
|---|--|
| 2 | Responsiveness of Civil Servants to their principals |
| 3 | Behaviour and attitudes of civil servants |
| 4 | Role of Networks |