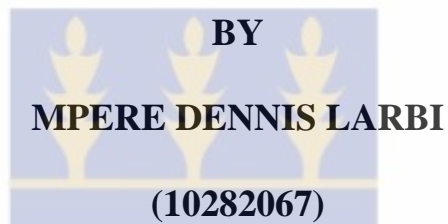


UNIVERSITY OF GHANA

**THE IMPLEMENTATION OF THE SINGLE SPINE SALARY
STRUCTURE (SSSS) IN GHANA**

BY
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The crest of the University of Ghana is a shield-shaped emblem. The top section is light blue and contains three golden stylized human figures standing side-by-side. Below this is a horizontal gold band. The bottom section is a darker blue and features a golden four-lobed scrollwork design. At the base of the shield is a gold banner with the Latin motto 'INTEGRUM PROCEDEMUS' written in blue capital letters.

**THIS THESIS IS SUBMITTED TO THE UNIVERSITY OF GHANA,
LEGON IN PARTIAL FULFILMENT OF THE REQUIREMENT
FOR THE AWARD OF MPhil POLITICAL SCIENCE DEGREE**

JULY 2015

DECLARATION

I do hereby declare that besides the quotations, references and opinions which have been duly acknowledged, this is a research carried out by Mpere Dennis Larbi towards the award of the Master of Philosophy in Political Science at the University of Ghana. I am however solely responsible for any lapses, marginal or substantial, which may be found in this work.

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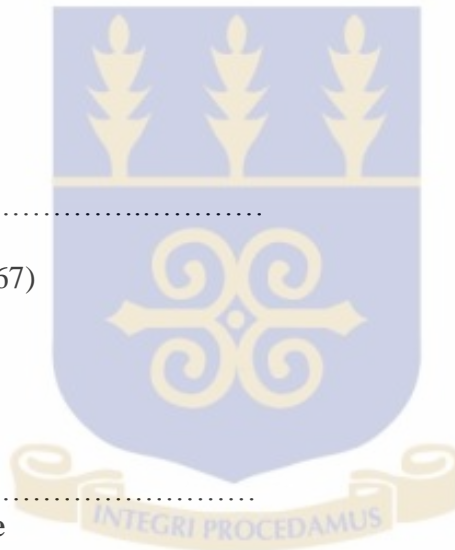
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ABSTRACT

The Single Spine Salary Structure (SSSS) is one of the major components of the Single Spine Pay Policy (SSPP) introduced by the Government of Ghana and got implemented in 2010, to regulate the payment of public service workers especially those under article 190 of the 1992 Constitution of Ghana.

Notwithstanding the well-crafted nature and the objectives of the policy, its implementation has suffered challenges. Analysis of data collected revealed some of these challenges including high public expectations, dissatisfaction of the grading structure by some workers, inadequate financial and human resources facing the Fair Wages and Salaries Commission (FWSC), inadequate education, conditions of service and allowances of workers. This has generated a lot of conflict among competing stakeholders including suspicions, disagreement and strike actions in the process. These challenges the study revealed have undermined the realization of the objectives. Proposals to improve on the implementation of the SSSS such as high collaboration by the stakeholders, depoliticize the process, financial availability by government to handle accommodation, massive education, logistics, and library. Also politicians should stay away from the tendency of promising high salaries for public service workers.

DEDICATION

This work is to the Glory of God Almighty. I also wish to dedicate it to my uncle Mr. Gyeketey Gilbert Larbi and my parents Mr. Andrews Larbi and Mad Comfort Abboabea for their support and encouragements which sustained me throughout my education. May God Almighty abundantly bless and enrich their entire endeavor.



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LIST OF ABBREVIATIONS

BOT	Board of Trustees
BP	Base Pay (BP)
CBA	Collective Bargaining Agreement
CLOGSAG	Civil and Local Government Staff Association of Ghana
CAGD	Controller and Accountant-General's Department
CD	Conversion Difference
CF	Consolidated Fund
CPP	Conventions People Party
EDA	Economic Development Agency
FUSAG	Federation of University Staff Association of Ghana
FWSC	Fair Wages and Salaries Commission
GEA	Ghana Employers Association
GETFUND	Ghana Education Trust Fund
GES	Ghana Education Service
GHc	Ghana cedis
GHOSPA	Ghana Hospital and Pharmacists Association
GNAT	Ghana National Association of Teachers
GMA	Ghana Medical Association
GOG	Government of Ghana
GNAT	Ghana National Association of Teachers
GUSS	Ghana Universal Salary Structure
GWP	Government White Paper
HR	Human Resource

ID	Identification Card
IMF	International Monetary Fund
IT	Information Technology
JR	Judicial Review
KNUST	Kwame Nkrumah University of Science and Technology
LD	Labour Department
LU	Labour Union
MDAs	Ministries, Departments & Agencies
MESW	Ministry of Employment and Social Welfare
MoFEP	Ministry of Finance and Economic Planning
MoF	Ministry of Finance
MELR	Ministry of Employment and Labour Relations
MOU	Memorandum of Understanding
MP	Market Premium
NDC	National Democratic Congress
NLC	National Labour Commission
NPP	New Patriotic Party
PNDC	Provisional National Defence Council
PPR	Pay Point Relativity
PS	Public Service
PSJSNC	Public Services Joint Standing Negotiating Committee
SSNIT	Social Security and National Insurance Trust
SSPP	Single Spine Pay Policy

SSSS	Single Spine Salary Structure
UDS	University for Development Studies
UTAG	University Teachers Association of Ghana
UK	United Kingdom
U.S.A.	United States of America
US \$	United States dollar
WB	World Bank

CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

In many developed and developing countries especially democratic ones where political power resides with the people, government's actions and inactions will either increase governments' popularity and support or electoral defeat, hence the need for public policies to help solve societal problems or challenges. In other words, implementation of policies is very paramount in sustaining various governments in many countries. Policy implementation is often considered as an aspect of policy making process (Hill, 1997:215) and these processes are interconnected that, a change in one stage may affect the outcome of another (Pressman and Wildavsky, 1984: xxiii). Implementation of policies is therefore seen as an open system (Bowen, 1982:1-21).

Policies that are well designed are more likely to be implemented directly and easily than poorly structured ones. Before the 1970s, policy analysts and practitioners saw the implementation stage as not associated with many problems. This comes as a result of the perception that, administrators would carry the various projects through, once the decisions have been made. However, this mindset changed after Jeffery L. Pressman and Aaron Wildavsky's classic studies on implementation in 1973 about the failure of federal

programs for unemployed residence of Oakland, California (Howlett and Ramesh, 2003:185).

Other studies in series of books and articles also revealed challenges of implementation in United States of America (U.S.A). These focused on how ‘Great Society’ programs by President Lyndon Johnson administration (1963-1968) in United States never achieved its intended objectives as planned (Derthick, 1972; Derthick, 1975; Pressman & Wildavsky, 1984). In the words of Grindle (1988:3-4), many programmes failed because they did not have the ‘capacity to implement’. These studies also showed that political power divisions and its related conflict have effect on policy implementation. It was also discovered that some factors like participants, many decision points, and tractability of problems have affected implementation of public policies (Meter and Horn, 1975:445-485; Mazmanian and Sabatier, 1983:4).

It is interesting to note that, for policy implementation to be effective there is the need to consider clear goals or objectives, implementation design, and adequate resources for the entire programme. Some problems of policy implementation failure include “inability of principals to formulate clear policy outcomes or to adequately supervise the implementation of their goals” (Spillane et al, 2002:390). In many developing countries in which Ghana, Togo and Nigeria are not exception, there have been bad records of policy implementation due to “inadequate political commitment, inadequate resources, inadequate involvement of agencies and beneficiaries expected to implement the plan...” (Hug, 1989:18). In many developing countries in Latin America, Africa and Asia, public policies most of the times do not get implemented at all, however, those projects which get through implementation often are different from the original framers intention (Riggs,

1970). According to Riggs (1970), inculcating western models into traditional social systems create hybrid institutions making it difficult to achieve organizational goals and objectives.

Even though these obstacles have not been well addressed, Rondinelli (1982:52-54), indicated that in developing countries policy objectives are mostly imprecisely defined, policies are based on guess work, imaginative accounting in the absence of enough knowledge about the effect of programmes, and political consideration. This process of policy implementation in developing countries becomes a competition due to their political systems, remoteness of policy making process to people and scarce resources.

According to Riggs (1970), political activity is focused on the input stage of the policy process in developed countries, but in developing countries they occur at the output stage. To Riggs (1970:271), because the clientele is unable to exercise political influence to change the rules, its primary strategy involves direct pressure upon the officials concerned with policy implementation, in order to secure a suspension of the rules or to speed the provision authorized services.

This is an indication that “a large proportion of individual demands, and even group demands, in developing nations reach the political system, not before laws are passed, but rather at the enforcement stage”(Scott, 1969:1142).

The Single Spine Salary Structure (SSSS) is the salary and one of the major components of the Single Spine Pay Policy (SSPP). The SSSS has a 25-level grade structure with 189 pay points/notches. If this pay points are arranged like one block on the other, it looks like human spine hence the name ‘Single Spine.’ The SSSS involves all public service

workers irrespective of the type of public organization and area of specialization, to be placed on one common salary structure. According to Co-EN Consultant, the consultant that was appointed to advise government on a sustainable pay structure in 2006, some of the countries that practice SSSS include Zambia, Rwanda, Sierra Leone, United Kingdom (UK), Hong Kong, Thailand, Cambodia, India, Pakistan, and Afghanistan (Briefing notes by the Technical Team, 2009:16).

The SSSS includes public sector workers who fall under article 190 of the constitution of the Republic of Ghana. These include those in the Civil Service, the Judicial Service, the Audit Service, the Education Service, the Prisons Service, the Parliamentary Service, the Health Service, the Statistical Service, the National Fire Service, the Ghana Revenue Authority (the Customs, Excise and Preventive Service & Internal Revenue Service), the Immigration Service, the 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 (Constitution of Republic of Ghana, 1992).

The SSSS has a common base pay and common relativity across all the levels. The base pay involves the minimum pay on the SSSS, while the pay-point relativity being the percentage differentials between successive pay points. The base pay for the SSSS was GHc 1,108.08 per annum when started in 2010 (Daily Graphic, July 1, 2010:1&3). The base pay has increased to GHc 1,898.55 in 2014 (Baah, 2015).

The SSSS excludes the Ghana Armed Forces and article 71 office holders of the 1992 Constitution of Ghana including the President, the Vice President, the Chairman and

Members of Council of State, Ministers of State and their Deputies, the Speaker and Deputy Speakers and members of Parliament, the Chief Justice and other justices of the Superior Court of Judicature, the Auditor-General, the Chairman and Deputy Chairmen of the Electoral Commission, the Commissioner for Human Rights and Administrative Justice and his Deputies and the District Assemblies Common Fund Administrator, the Chairman, Vice Chairman and the other members of the following: National Council for Higher Education howsoever described, the Public Services Commission, the National Media Commission and the National Commission for Civic Education (Ankomah, 2010; Constitution of the Republic of Ghana, 1992).

The importance of SSSS cannot be overemphasized. It eliminates multiple pay structures and places all public sector workers on the same spine. If properly and fully implemented, the SSSS would reduce disparity and distortions in the salary of public workers, better management of salaries making it easier to estimate emoluments in accordance to 'equal pay for work of equal value'. It was hoped that the SSSS when implemented, would help improve the living standards of public service workers in Ghana. According to the then president of the Republic of Ghana, the late Prof Atta Mills (Daily Graphic 2010:1&3), "the near implementation of the Single Spine Pay Policy (SSPP) is a clear manifestation that the government is committed to improving the lot of teachers here on earth." He said this during 3rd Quadrennial National Delegates Conference of Ghana National Association of Teachers (GNAT).

With all the problems associated with policy implementation, it would be interesting to find out if the SSSS does same. The study will attempt to find out.

1.2 STATEMENT OF THE PROBLEM

The Ghana Public Service especially after independence was raised in high esteem for the excellent roles it played with respect to national development process. Productivity, professionalism, loyalty, dedication and integrity were the hallmarks of the service. These qualities began to erode to the surprise of both practitioners and government (Briefing notes by the Technical Team, 2009:2). The reasons for these downward trends include inadequate allocation of resources, politicization, and low remuneration. In view of this, there have been several reforms in the public sector to improve efficiency and effectiveness.

According to Leo Strauss, “all political action aims at either preservation or change, when desiring to preserve, we wish to prevent a change to the worse; when desiring to change, we wish to bring about something better”(Cohen and Fermon, 1996:642). These trends of change have characterized the pay of public sector workers in Ghana. This is seen through committees and commissions by past governments from colonialism and after independence, to improve upon salaries of public service workers. These include Guggisberg Appointed Committee (1927), Harragin Commission (1945-1946), Mills-Odoi Commission (1967), Issifu Ali Committee (1973), Justice Azu-Crabbe Commission (1979), National Committee for Wages and Salary Rationalization (1983), and Gyampoh (1992-1993).

With these attempts, “distortions, inequities and low incomes continue to persist within the Public Services” (WP.No.1/2009). For this reason, the Ghana Universal Salary Structure (GUSS) was introduced in 1999 to tackle the issues of inequities and

distortions. However, these objectives could not be achieved due to the following reasons; some of the public services could opt out of the policy without sanctions, the Central Management Board and the Appellate Body were not under any legal instrument, and also inadequate resources.

Against this background, in 2006 and in line with the objectives of Public Sector Reform Agenda (2006-2011), the SSPP in which the SSSS forms part, was formulated by the erstwhile New Patriotic Party (NPP) government and implemented by the National Democratic Congress (NDC) government in 2010, over a five year period, to regulate payments of public sector workers. However, after its introduction and implementation, the problem of inequities for which the SSSS was to address still exist. This has generated agitations by various labour unions. This agitation has evolved to become a complicated one and presents no easy solution. For instance the Federation of Universities Senior Staff Association of Ghana (FUSSAG) and the University Teachers Association of Ghana (UTAG), embarked on industrial strike after migration onto the SSSS because their market premium was not extended and research allowances were not extended respectively. Health workers raised the issue of internal relativity distortions and lack of transparency in the placement of their job on the SSSS, though re-evaluation of jobs has been made, it has not improved the situation for the better (Ankomah, 2010). The Ghana Medical Association (GMA) on February 2013 called for a nationwide service withdrawal over an unresolved migration on the SSSS. Ghana Prison Service Staff and the Civil and Local Government Staff Association of Ghana (CLOGSAG) have spoken about inequity and distortions in the process. The acting president of CLOGSAG, Mr. Edward Tennyson Foli said during one of their demonstrations that, “the main reason

for presenting a petition is that the existence of CLOGSAG as an association is being threatened” (Daily Graphic, July 9, 2010:9), with respect to SSSS introduction. Subsequently, CLOGSAG, on 14th October 2013 embarked on a nationwide strike in demand of Market Premium (MP).

Government in collaboration with Fair Wages and Salaries Commission (FWSC) (Act 737) has also held numerous meetings, conferences and workshops to find lasting solution to these agitations. There has been an establishment of Public Services Joint Standing Negotiating Committee (PSJSNC) to resolve conditions of service, pay negotiation on base pay, common allowances and other conditions of service between government and organized labour in line with section 68 of the Labour Act 2003 (Act 651:22), which indicate that, “every worker shall receive equal pay for equal work without distinction of any kind” and also chapter five (5) of the 1992 Constitution of the republic of Ghana, Article 24 (1) which states that “Every person has the right to work under satisfactory, safe, and healthy conditions, and shall receive equal pay for equal work without distinction of any kind.”

The payment on the SSSS is seen as a burden on the economy of Ghana which makes its sustainability difficult. According to Mr. Seth Terkper, the finance Minister, “the implementation of the Single Spine Salary Structure (SSSS) was to be cost neutral, but our research has shown that since July 2010 there has been a divergence of GHC 8 billion within the period and something needs to be done about this”(Daily Graphic, February 10, 2014:23).

This work assesses the implementation of the SSSS which is the salary component of the SSPP after the introduction in 2010. It will also look at the reasons for the challenges in its implementation. The work will assess the roles played by the stakeholders during implementation.

1.3 AIM AND OBJECTIVES OF THE STUDY

The broad objective of the study is to examine the implementation challenges of the SSSS in Ghana. Specifically the study will;

1. Evaluate the activities of the actors in the implementation of the SSSS.
2. Ascertain the impact of the SSSS as a pay policy.
3. Assess the process of implementation of the SSSS focusing on the challenges and success.
4. Propose various ways to help strengthen the policy if it should continue.

1.4 RESEARCH QUESTIONS

- 1 Who are the actors in the implementation stage of the SSSS?
2. What roles do the actors play?
3. How do their roles affect the outcomes of the implementation of the SSSS?
4. What has been the impact of the SSSS as a pay policy?
5. What are the challenges in the implementation of the SSSS and how can they be resolved?

1.5 OPERATIONAL DEFINITION

1.5.1 IMPLEMENTATION

For the sake of this study implementation involves process of interaction that exists between the setting of goals and the actions geared to achieving them as defined by Pressman and Wildavsky (1984: xxiii).

1.6 SIGNIFICANCE OF THE STUDY

The study will provide some details on the challenges of implementation of public policies in many developing countries and Ghana in particular and help provide remedies to stakeholders (Government, Labour Unions). Also, it will serve as a policy model for other policy implementers.

1.7 LOCATION OF THE STUDY IN POLITICAL SCIENCE

The study falls under Public Administration, a sub field of Political Science. It will focus on policy implementation and salary reforms.

1.8 ORGANISATION OF THE STUDY

This study is divided into five (5) chapters. Chapter one contains introduction and background to the problem of implementation. Followed by the problem statement, objectives to be addressed, research questions, significance of the study, location of the study in political science and organization of the study.

Chapter two also looks at the theoretical framework of the study and also the current literature relevant to the study of implementation in general, in developing countries, in Ghana, and income policies in both developing countries and Ghana.

Chapter three deals with the methodology of the research. Here introduction begins the chapter and the various research strategies and sampling technique to be used. It also looks at the data collection and sources of data including data analysis framework. The issue of validity, reliability, ethics, limitations and the possible problems are also not left out in this chapter.

Chapter four deals with the analysis of the study under appropriate headings reflecting the objectives of the research. And chapter five involves summary, conclusion and policy recommendations.

CHAPTER TWO

THEORETICAL FRAMEWORK AND LITERATURE REVIEW

2.1 INTRODUCTION

This chapter looks at the theoretical framework upon which the study is built and the review of literature relevant to the study. The first section of this chapter involves theoretical framework made up of the concept of implementation, the theory of implementation where the various models for the study are elaborated and then the deployment of the theory to this work. The second section reviews literature on the general issues regarding policy implementation, studies of implementation in developing countries, implementation in Ghana, and the studies of pay policy in Africa and in Ghana.

2.2 THEORETICAL FRAMEWORK

This work is based on Jeffrey L. Pressman and Aaron Wildavsky's conception of implementation. According to Pressman and Wildavsky (1984: xxiii), implementation is the "process of interaction between the setting of goals and the actions geared to achieving them." In other words, implementation involves the mechanisms put in place to achieve the objectives of identified prior policies. This is where the actual work is done or become manifest. It is seen as one stage leading to the other, and any action to separate "policy design from implementation is fatal" (Pressman and Wildavsky 1984: xxiii). To Pressman and Wildavsky (1984: xxi), "there must be something out there prior to implementation; otherwise there would be nothing to move toward in the process of implementation". Policies contain both goals and the means of achieving them.

According to Mazmanian and Sabatier (1983:4), implementation involves “those activities that occur after the issuing of authoritative public policy directives.” To Grindle (1980:6), it encompasses “policy delivery system” where by specific expectation of achieving a particular goal is accomplished.

According to Williams (1971:14), quoted in Ayee (1992:16) implementation involves “bringing together men and material in cohesive organizational way and motivate them in such a way as to carry out the organisation’s stated objectives.” Van Meter and Van Horn (1975) quoted in Ayee (1994:23) on the other hand, define implementation as “those actions by public-private individuals or groups that are directed at the achievement of objectives set forth in prior policy decision”. To them, implementation involves setting of decision and efforts to accomplish them. From the definitions above, implementation can be seen as futuristic, achievement oriented, dynamic and continuous process.

There have been different patterns or models for the analysis of implementation by different scholars. These include the complexity of joint action, the bottom-up or backward mapping model, the top-down model, and implementation as evolution. This study however adopts the complexity of joint action as the theoretical framework.

2.2.1 COMPLEXITY OF JOINT ACTION

The proponents of this theory are Jeffrey L. Pressman and Aaron Wildavsky. It involves many actors with multiple decisions and clearance points in order to ensure successful implementation. This theory originates from their classic study of Economic Development Agency (EDA) project in Oakland, California in 1973. In any policy formulation and implementation which involves a lot of actors, there exist different

interests. These interests may be channeled to be included in one way or the other into the policy process. This makes the dimensions of the policy complex and frustrates the achievement of the policy goals due to delays, obstructions and bureaucracy. They saw implementation to be complex due to “changing actors, diverse perspective and multiple clearances” (Pressman and Wildavsky, 1984:93).

Pressman and Wildavsky observed that the Oakland project depends on complex joint action involving a lot of actors, with diverse viewpoints (because of their preferences, available resources and the extent to which they commit themselves), and many decision points. They also observed that “when perspectives differ, so also do measures of success” (Pressman and Wildavsky, 1984). While the original EDA leadership used the number of jobs created for minority hard-core unemployed in Oakland as success, the Port of Oakland saw it through expansion of facilities. The Department of Health, Education, and Welfare on the other hand, looked at success as increase in funds for skills centers already established.

They went further to indicate that unimplemented programs are indication of disagreement by participants concerning special ends sought, than the means to achieve them. In other words, when policies depend on many decision points with a lot of clearances by many actors, delay and frustration, poor chances of policy implementation is inevitable. They concluded that, there must be high probability of agreement by actors in every decision stage to ensure chances of program completion. They counted thirty (30) ‘decision points’ in the course of the projects, seventy (70) ‘agreements’ and a 000375 probability of ‘success,’ if the probability of each agreement rose as high as .95 (Pressman and Wildavsky, 1984:102-112).

However, this theory does not come without flaws. Firstly, the theory of complexity of joint action does not indicate abstract and systematic way the relationship between institutions or the functions in programme assembly process (Bardach, 1975) as cited in Ayee (1992). This therefore leads to anticipation in policy implementation failure in policy execution (Ayee, 1991:15-30). Secondly, it does not clearly show detail study about implementation processes that leads to subversion or perversion of policy objectives or actions that result in too much financial costs (Ayee, 1994:22). Thirdly, it does not clearly show the viewpoints and exhibit the importance of the variables including clearance, actors involved, decision points, time and delay in public policy execution (Ayee, 1991). Also, their prescriptions offer less implementable clues with respect to closing the gap between policy design and policy implementation.

Aside its flaws, Pressman and Wildavsky's idea of putting implementation on political science research agenda is highly commendable. The use of multiplicative model from probability theory helps to predict failure in all multi-stage implementation scenarios even when there is high success at every stage.

2.2.2 DEPLOYMENT OF THE MODEL

This research aims at assessing the implementation of SSSS in Ghana and the inherent challenges connected to it. By using the variables by Pressman and Wildavsky in the theory of Complexity of Joint action to ascertain if the SSSS has achieved its results, it will help identify the main actors and participants in the implementation of the SSSS and the challenges they faced. Again, it will help us determine the impact of the SSSS on public service workers. Also, it will help to find out the effects of SSSS on public service

workers through their Labour Unions about the challenges they faced during the implementation.

2.3 LITERATURE REVIEW

This section is divided into four (4) main parts, namely general studies on implementation, Studies on implementation in developing countries, studies of implementation in Ghana, and studies on salary policy in developing countries and Ghana in particular.

2.3.1 GENERAL STUDIES ON POLICY IMPLEMENTATION

There have been many published and unpublished materials or studies on implementation after Pressman and Wildavsky's extensive literature in 1973(Ayee, 1994:1), in the areas of research into public policy implementation, debate on implementation success and theories explaining success and failure of implementation (Anderson, 2011:211). Before Pressman and Wildavsky's work, little knowledge was known in this area by political analysts and theorists (Derthick, 1990). Many scholars were of the view that, once policies are made, smooth implementation would also follow in the same direction without difficulties (Howlett and Ramesh, 1995). For this reason, the study of implementation is seen by many as recent phenomena. This view however has been challenged by Michael Hill (2009);

“The absence of theory and literature on implementation before Pressman and Wildavsky's seminal work (1973) on that topic has been exaggerated: for example, many organizational studies are de facto concerned with this phenomenon. Furthermore, a concern with the relationship between policy making and administration is as old as democratic politics” (Hill, 2009:195)

The interest for it was necessitated by the rapidly awareness of the “difficulties of putting new public policies into practice and of the importance of finding better ways to understand how these difficulties arise and what can be done to overcome them”(Hill, 1993:235).

Implementation studies according to Hill (1993: 213) are categorized into two main sections. The first aspect “focuses on research especially case studies and presenting it largely in terms of the subversion of the goals of the original policy makers” (Hill, 1993:213). An example is by Pressman and Wildavsky in 1973. The other aspect focuses on questions concerning “implementation deficit and their reasons” (Hill 1993:213).

According to Pressman and Wildavsky, even though people discussed implementation, many studies were not done (Pressman and Wildavsky, 1984: xxi). To them “little knowledge was available to assist in the implementation process and only a few observers even appreciated the need to understand why implementation failed” (Yin,1982) in Williams(ed) as quoted in Ayee (1994:67). To other scholars including Van Meter and Van Horn, the causes of the neglect of the studies at the time are the following:

- (i) The naïve assumption that the implementation process was simple, even mundane, containing no great issues, which were worthy of the attention of scholars;
- (ii) The focus of attention in planning, programming and Budgeting(PPB) which gave greater emphasis to authoritative decision makers to the exclusion of “the lower echelons” responsible for implementation.
- (iii) The difficulty of the task deterred other scholars for “analysis of the implementation process raises serious boundary problems...it is often difficult to define the relevant actors”, and
- (iv) The enormous outlay of time and resources.(Yin, 1982) in Williams(ed) as quoted in Ayee (1994:67)

The period of 1970-1987, witnessed some scholars namely Lester, Bowman, Goggin and O'Toole (Lester et al, 1995:201), identified four stages with respect to the two traditions of research. These include the following: (a) Generation of Case Studies (1970-1975), (b) Policy Implementation Framework (1975-1980), (c) Application of Framework (1980-1985), and (d) Synthesis and Revisions (1985-1987) (Linders and Peters, 1987, as cited in Ayee, 1994:67).

(a) Case studies, 1970-1975

This period witnessed little research in public policy implementation. Although many new public programmes were going on or implemented, to Lester et al (1995:201), “little knowledge was available to assist in the implementation process, and only a few observers even appreciated the need to understand why implementation failed or succeeded.” To Goggin (1986:328-347), this study was at a single location, or multiple sites (Pressman and Wildavsky, 1973:xxiii). It did not also encourage theory building to policy implementation. It is interesting to note that, all the case study analysis was directed towards developed or advanced countries. It was not surprised that people concluded that projects and programmes by governments do not achieve its objectives (Lane, 1993:100). The analysis also showcases the challenges that affect smooth implementation of government policies. This includes failure of principals to introduce clear policy guidance outcomes, and effective supervision (Spillane et al, 2002:390; Mazmanian and Sabatier, 1983; Pressman and Wildavsky, 1974; Meter and Horn, 1975; Weatherly and Lipsky, 1977:171-197).

The case study analysis has come under intense criticism of its failure to be used to generalize, by investigators and researchers (Goggin, 1986: 328-329). Aside this

challenge, it is beneficial in the sense that it makes it possible for researchers to focus on specific and detailed studies. (Lane, 1993:100)

(b) Policy Implementation Framework 1975-1980

In this period the model building was taking effect. The literature sought developing analytical frameworks and it involves the desire to find various ways or method for effective achievement of policy implementation (Ayee, 1994:208). A model developed was the “top-down” and “bottom -up” approaches. Other researchers also used these models extensively in the same period (Sabatier, 1986, as quoted in Ayee, 1994:68).

(c) Applications of the frameworks 1980-1985

Here exhibited testing of major implementation frameworks. Some lessons can be drawn from the studies.

1. The models help in general explanations construction to determine success and failure of policy implementation
2. It was identified that time is paramount in implementation research.
3. It was identified that some programs were implemented in a successful manner
4. It was found that “even simple, modest programs can fail” (Horn, 1979 quoted in Lester et al, 1995:205).

The following also came out from the studies in this period; the issue of time was discovered to be useful in implementation studies, the frameworks were important with respect to explanations in identifying success and failure of implementation, some implementation programmes were done successfully, and also, programmes are likely to fail no matter the size of it (Horn, 1979) quoted in Ayee (1994:68). With this contribution in knowledge in implementation, it has not contributed much in distinguishing the types of implementation outcomes, the concept of implementation and why it varies as it does,

the rate at which the patterns occur and “the relative importance and unique effects of each of the various independent variable that are part of any multivariate analysis of implementation performance (Ayee, 1994). Because of this, many have synthesized the two models (Goggin, 1986, as quoted in Ayee, 1994:41).

(d) Synthesis and Revisions, 1985-1987

There have been several articles on implementation that have integrated the two areas to avoid being entangled in any of the models (Lane, 1993:91). This include theoretical framework done by Knoepful and Helmut Weedner in 1982 (Goggin, 1986, as quoted in Ayee, 1994:68). To Richard Elmore there is “no single model adequately captures the full complexity of the implementation process” (Elmore, 1978; Sabatier, 1986:282), therefore the need for combination. Elmore also synthesized his earlier “backward mapping” with a new model “forward mapping”. According to him, efforts must be made by policy makers with resources and policy instruments (forward mapping) and that programme success depends largely on the joining of the two approaches that is forward mapping and backward mapping (Elmore, 1978). He however failed to demonstrate in detail how this is done as compared with other resources to explain a particular phenomenon (Lester et al, 1995: 205). On the issue of synthesis, another scholar called Paul Sabatier also developed the top-down and bottom up approach in implementation studies (Sabatier, 1986:226-281). However this model has been challenged strongly for its emphasis on theories construction instead of providing guidelines to solve specific situations or issues. In other words, according to Michael Hill, it is too normative in nature (Hill, 1997).

It is imperative to point out that, there is no agreement reached on the best way to study policy implementation (Anderson, 2011:211). That is, none of the approaches presents

itself as a perfect one for effective and efficient policy implementation. The earlier literature does not address the reasons for the failure of policies, even though they all show or identify the causes and possible solutions for policy failure (Ayee, 1994:42).

However, the work of Sabatier and Mazmanian on implementation provides a comprehensive remedy of the factors affecting policy success (Sabatier and Mazmanian, 1981:5). But its comprehensive nature makes it difficult for prediction and analysis to be done. When this happens variables affecting implementation are reduced to the most crucial once (Van-Dyck, 1997:8). Aside identification of variables, the process that leads to policy enforcement is also paramount in ensuring policy achievements (Lane, 1993:217). This process is made up of strategies and tactics, delay, motives and consensus building.

However, this study is not in isolation from the literature in existence concerning implementation since it also examines policy implementation. The point of divergence is that, it focuses on pay/salary policy while the others focus on general methods of policy implementation. This study is limited to the factors that support or work against the SSSS in the implementation process and the outcome.

2.3.2 STUDIES ON IMPLEMENTATION IN DEVELOPING COUNTRIES

There has been much work on implementation in developing countries. Kjaer's (2004), article, *Old Brooms Can Sweep Too: An Overview of Rulers and Public Sector Reforms in Uganda, Tanzania and Kenya* categorized public sector reform into five general components, including staff reductions, ministerial restructuring, personnel management,

decentralization and pay reforms. Kjaer (2004) looked at the overview of rulers and public sector reforms in many developing countries including Uganda, Tanzania and Kenya. He was of the view that, any policy no matter its comprehensiveness may create both winners and losers during implementation. He also added that reforms in many African countries have been influenced by both internal and external partners especially the International Monetary Fund (IMF) (Ibid: 392). He attributed challenges in implementation of reforms to lack of leadership and the commitment by civil servants and politicians.

To Ayee (1994), implementation of policies in developing countries often do not materialize, and even those which manage to get through the implementation process mostly are different from the original intentions of the framers. That is, policy implementation in this area bears little resemblance to the classical understanding of implementation as a process. The work of Grindle (1980) is also important so far as implementation in developing countries is concerned. She illustrated the process of implementation with parameters of political issues that goes against developing countries implementation of policies. Grindle (1980) used nine (9) case studies of development programs that were implemented by third world governments. While few focused on successful implementation, it is interesting to note that many of the studies focused on reasons for unsuccessful implementation of policies in developing countries.

Some reasons for unsuccessful implementation of policies in developing countries include resource scarcity, lack of trained staff, and numerous actors (Ayee, 1992:16). Other scholars including Theleyani (1990) and Yeboah (1990) also identified some challenges of implementation, including financial issues, inadequate time, increased in

population, bad economy, and opposition to policies (Theleyani, 1990; Yeboah, 1990). Kjaer (2004) did not agree with the earlier scholars but rather attributed implementation challenges to lack of leadership, commitment by politicians and civil servants. He went further to indicate that governments of various countries failed to clearly spell out what their policies were, and civil servants had to spend much time in deciding which policies appeared to be the most suitable for implementation (Kjaer, 2004:389-413).

Grindle's (1980, in Grindle ed.), article, *Politics and Implementation in the Third World* indicated that, majority of individuals, collective demand making, interest representation and resolution of conflicts occur at the implementation stages in developing countries.

2.3.3 STUDIES ON IMPLEMENTATION IN GHANA

There have been articles, long essays and dissertations on implementation in Ghana. It is interesting to note that most of them have highlighted the causes and solutions for failure in implementation. To some researchers, as indicated by Nkrumah (1980:5), the reasons why policy implementations fail are due to lapses in administration and problems in plan documents.

The work of Sakyi (2008a) traces some of the challenges that affect implementation of civil service reform in Ghana including lack of political will, institutional and human resource incapacity, and the conflicts between various agencies in the process of implementation. It is interesting to note that the issues are not with the formulation of the policies but the implementation.

With respect to challenges on implementation in Ghana, World Bank report in 2012 titled *The Republic of Ghana Selected Policy Issues*, indicated that, Ghana as a country has no

central guidelines for the implementation of projects in general, and controlling of cost in particular. It went further to indicate that, it is common for Ministries, Departments & Agencies (MDAs) to fail to prepare and submit to Ministry of Finance (MoF), detailed work on implementation and plans in procurement because they are not considered as mandatory for budget to be allocated to. The report went further to indicate that, even Public Procurement Act, 2003 which made it possible for effective tendering is difficult to materialize. As a result of this, what is being exhibited is that, many projects and infrastructures have been incomplete, delayed and cost overrun. It was identified that for the procurement system to be effective, as done by Joint Review of Public Expenditure and Financial Management in 2011, these four areas need further reforms including; legislative framework being strengthening, streamlining operations, enhancing institutional development capacity and development of transparency (Ibid :38).

While many scholars attributed the problems associated with implementation to domestic factors, Jeong (1998:223) in his article *Economic Reform and Transition in Ghana* attributed much of the reforms in Ghana to external factors. This is due to the fact that many activities of World Bank and IMF affect Ghana's reforms. Hug (1989) in his book, *The Economy of Ghana: The First Twenty Five Years* also tried to highlight some of the factors that affect development plans implementation. Among them included instabilities in the political arena and adverse terms of trade (Hug, 1989:60).

In the area of education policy, the work of Oppong (2013) sought to find out the extent to which politics has affected the implementation of the Ghana Education Trust Fund (GETFUND). It was revealed that, delays in the release of funds by the government through MoF, made it difficult for the secretariat to embark on its duties on time. Also,

implementation of projects has been influenced by the following factors including; political parties' manifestoes, ethnicity, individual interests, and political party affiliations.

The comprehensive work on implementation by Ayee (1994:208) is very important so far as implementation in Ghana is concerned. In his work *An Anatomy of Public Policy Implementation: The Case of Decentralization policies in Ghana*, Ayee applied dual conceptual framework that are Complexity of Joint Action by Jeffrey L. Pressman and Aaron B. Wildavsky and implementation as Evolution by Giandomenico Majone and Wildavsky, to explain the challenges of decentralization in Ghana. To Ayee (1994) on issue of complexity of joint action, implementation became difficult because of the multi actors or participants, with diverse perspective and decision units involved, needed to be addressed across the country. On the second theory, that is implementation as evolutionary, Ayee indicated that, implementation of decentralization must be seen as evolutionary learning process, since mistakes were repeated while the real objectives of the programme were redefined and published based on the new information. The challenges Ayee identified include lack of political commitment, communication, finance, coordination and personnel. Ayee suggested building of the implementation process into the design of decentralization programmes as a means to ameliorate these challenges (Ayee, 1994).

While Ayee used two theories, this study will use only one model, which is the complexity of joint action to determine implementation problems, the process and achievement of the SSSS objectives in Ghana, as compared to Ayee's decentralization.

2.3.4 STUDIES ON PAY POLICY IN DEVELOPING COUNTRIES

Many works have been done on the pay of workers in developing countries. According to Mengel (2001), article *Top Ten ways to retain High Performance* identified that, poor salary incentives among other things like lack of career growth and lack of motivation from employers have made Information Technology (IT) organisations in South Africa lost employees to overseas lucrative organisations. He was of the view that, wage policies implemented in other places attract some workers to either demand same or leave their organisations. Schreuder and Theron (2001), highlighted that, this high rate of turnover is not only to the private sector but the public sector as well. When this happens, it affects the economic stability of a given country especially the developing ones. They however urged employers to consider motivation of workers serious to ensure reduction in turnover. To Simon and DeVaro (2006), the best organisations, always find ways to motivate their employees attitude to retain them in their organisations. Hater et al (2002) also highlighted that, motivation of employees goes a long way to motivate them which subsequently leads to increase in productivity.

Lindauer et al (1988), article, *Government Wage Policy in Africa: Some Findings and Policy Issues* observed that, macroeconomic imbalances in most African countries caused by misguided economic policies by governments, external terms of trade, and political instability have created fiscal crisis. To them, implementation of pay policies that aim to reduce salary differentials between higher and lower level staff are done without taking into consideration vacancy, turnover rates and staffing needs in the public institutions. And that, at the apex end of the scale, low salaries have made it difficult for governments to attract and retain qualified staff, making them leave to other sectors or travel outside

the country, as agreed by Mengel (2001). They went further to indicate that, many workers' salaries are in arrears as a result of budgetary challenges making it difficult for benefits in which workers are entitled, either by law or custom to be provided. Due to this, according to Lindauer et al. (1988), public sector restructuring is inevitable in many African countries. The growth of government employment was revealed to affect the difficulties of managing wage policies in the public sector. This led to falling in wages of public sector workers which resulted in demoralization of the civil service and a deterioration in government performance (Lindauer et al., 1988:21).

Verner's (1999), work *Wage and Productivity Gaps: Evidence from Ghana* emphasis on how the payment of salaries has affected the output of the country. He indicated that salaries given to workers go a long way to improve on the work of employees. Verner demonstrated the relationship between salaries paid and their contributions to the economy of the country. He indicated that, salaries have direct relations with growth and development of a country. Kjaer's (2004) article *Old Brooms Can Sweep Too: An overview of Rulers and Public Sector Reforms in Uganda, Tanzania and Kenya* pointed out how pay reforms have been resisted by workers in many African countries especially when they consider the reforms being not in their interest. For instance, according to Kjaer (2004: 389-413), in Uganda professionals and medical doctors resisted the efforts by government to remove allowances and monetization of all benefits to public officials.

Roenen et al.(1997:127-135) in their work, *How African Doctors make ends meet: An exploration* indicated that, health workers when pay is low, engage in other activities to supplement their incomes through privately health care services, extract informal fees

from patients, or seeking per-diem payments by attending workshops and seminars in many African or developing countries.

2.3.5 STUDIES ON PAY POLICY IN GHANA

In Ghana like many African countries, the funding of public pay policies since the colonial period to post-colonial period has been the preserve of the government or the state. In view of this, various Commissions and Committees were set up to give recommendations on the best method of salary structures to prevent inequity. These salary reviews and negotiations in Ghana could be traced to colonial era, under Sir Gordon Guggisberg who was the governor of the colony in 1927. He set up the first committee, called **Guggisberg Appointed Committee (1927)** in Ghana, then Gold Coast, to look into the salaries of workers in the following sectors; Agricultural & Forestry Training Centre, Survey Schools and Veterinary School. The presentation of the report indicated that, there existed disparities in the salaries (Gold Coast, 1930). It is interesting to note that, the recommendations of the report could not be implemented because Guggisberg departed from the Gold Coast as a governor soon after the report was completed.

This was followed by his successor, A.R. Slater who appointed J.P.Ross in May 1929, to look into salaries and conditions of services for learners in governmental departments, and to make recommendations on the possible ways to improve upon them. **Ross Committee (1929)** was submitted in July 1929 with its recommendations. It became evident that workers in the public sector have experienced increment in salaries than the private sector workers, and this was in line with the Prime Minister, Winston Churchill's

position that professional and technical officers receive 10% increment than clerical staff (Gold Coast, 1930).

After the Ross Committee witnessed the **Harragin Commission (1945-1946)**. This commission was charged to look into the remuneration and structure of Civil Service in all British West Africa in which the Gold Coast was no exception. It is interesting to note that, the demand by African Civil Servants for “equal pay for equal work”(Gold Coast,1945-1946:10) was rejected by the commission, and recommended the continuation of what existed before, in the white paper issued and published in 1941 by the colonial office, including the following: salaries to be determined based on the nature of work and responsibilities, fixed salaries at rates applicable to staff recruited locally, and the immediate stoppage of providing free quarters for certain classes of offices in places where it existed among others. They were of the view that there are inadequate financial resources in the various West African countries to provide those services (Gold Coast, 1950-1951).

Another commission was the **Lidbury Commission (1951-1952)**. This commission was also charged to look into salaries of workers in the public sector and to recommend the best way to improve the system. The commission accepted the principles in the colonial whitepaper 149 (Gold Coast 1950-1951). In view of this, a select committee on parliament was appointed to review the recommendations brought forward by the Lidbury report. The select committee accepted a pay increment by the government but warned of the negative effect of raised in wages of workers (Gold Coast, 1952).

The Waugh Commission (1957) was to review challenges in the salary structure at the time. They came into conclusion that salary structure should be in consonance with the needs of the civil servants' needs. On the one hand, they warned of high salaries to prevent the creation of privilege class, and on the other hand, they warned low salaries to avoid pressure and competition (Ghana, 1957).

Mills-Odoi Commission (1967) was inaugurated on 28th Jan 1967, to look into the disparities in the Civil Servants on one hand, and the public services on the other. After recognizing the existing disparities, they recommended the following to be made to improve the system; setting up of a permanent body to advise government on pay policies in the public services, and to be known and called as Public Service Salaries and Wages Commission (PSSWC), industrial court be established to resolve disputes, introduction of uniform benefits with respect to retirement among public servants and finally to consolidate non-taxable allowances to taxable ones in the country (Ghana, 1967).

Issifu Ali Committee (1973) was tasked to oversee remunerations and conditions of service of workers and to make necessary recommendations. The following recommendations were made after they saw disparities existing in the salaries of workers. It was recommended that the salaries of chief executives in government organisations should be based on the advice of Price and Incomes Board. Also, grading system and emoluments in government corporations should be on merit based, and that there must be equal pay and remunerations for officers in the Fire service, Police Service and Prisons Service. Equal salaries should also be given to Principal Secretaries and managing Directors of Public Boards and Corporations. The subsidizing provisions for meals, rent/housing schemes and transport services should be made available. And lastly, salary

structure should be compressed to push or increase lower income groups as against higher income groups (Ghana, 1973).

Azu-Crabbe Commission (1979) was to find out the relationship between non-unionised and unionized sectors, and also to classify job classifications in accordance with International Labour Organisation (ILO) conventions. They were of the view that in order to increase productivity, attract qualified personnel into public service and to reduce corruption, pay determination must be influenced by cost of living (Ghana, 1979).

National Committee For Wage And Salary Rationalization, (1983), was set up to do the following: compilation of all relevant data on job classification locally and internationally, evaluate job contents with their appropriate ratings, submission of criteria for remuneration and entitlement rationalization, and to develop guidelines for the rationalization of allowances and salaries to express the principle of each according to his ability and his work based on “equal pay for work of equal value”(Ghana, 1983).

Gyampo Salary Review Commission, 1993, was appointed in December 1992, but the actual work got started in January 1993 and completed on 5th November 1993. The objective of this commission was look into remuneration and conditions of service of public sector workers, and also to examine the differentials and relativities in the public service of Ghana. The recommendations of the commission include among the following: the separation of negotiation for the salaries and conditions of service for top managerial staff and not depend on union negotiations. Also workers should not opt out of the National Pension Scheme done by Social Security and National Insurance Trust (SSNIT), PNDC law 247 and the Social Security Law (1991) because it is considered to be in the

interest for workers. Again, ex-gratia should not be paid to pupil teachers so that they would be motivated to enter into Training College (Ghana, 1993).

The GUSS was also introduced in 1999, with the objective of helping deal with the distortions and inequities in the salaries of public sector workers. This objective could not be achieved because of the following reasons: section of workers opted out of the policy without any sanctions, the Central Management Board and the Appellate Body that were to see its implementation were not supported by any legal instrument, and also they were not resourced adequately (Ghana, 1999).

After the review of the various commissions and Committees reports, the following became clear; the factors that led to the causes of the distortions, disparities and inequalities which resulted in strike actions of public sector workers in compensation or salaries cut across all the reports. The recommendations by the various commissions and committees are not implemented and even if implemented, they were partial. For instance, Mills-Odoi Commission (1967) recommended that an industrial court be establish to oversee the problems affecting workers in public organisations in Ghana which was not done. Issifu Ali Committee (1973) also recommended a compression of the salary structure that will help increase the salaries of the lower income groups that have been highly affected. Azu-Crabbe Commission (1979-1983) was of the view that, job analysts be provided to help assess the value of jobs to determine wages and salaries of workers, and that its evaluation should be done from time to time. Also, the recommendations of the various Commission and Committees were structured on specific organizations to deal with policy planning, coordination, monitoring functions of the government in that sector.

Ayee (1991) indicated that, “ministerial organizations should be restructured to concentrate on sector policy planning, co-ordination, monitoring and evaluation functions of government and be divested of implementation activities.” Government’s responses according to Ayee (1991), had been ad hoc and short lived. Again, responsibilities for the implementation of government approved programmes should be given to decentralized implementation agencies reporting to their political heads at the regional level to ensure its effectiveness and efficiency. To Ayee (1993),

It must be noted that all the commissions and committees since 1967 recommended not only structural reorganization and improved conditions of service for the civil service but also the decentralization of the machinery of government. These recommendations were, however, not implemented mainly because of lack of commitment on the part of both politicians and bureaucrats, their over-ambitious nature, the numerous institutions with differing perspectives involved in implementing them and political instability (Ayee, 1993:25-43).

In a nutshell, the objectives of the various Committees and Commissions over the years have been attempts to provide salary structures that are resilient and ensure efficiency in government organisations in Ghana (Dordunoo, 1998:8).The factors underlying the partial or unfulfilled recommendations by the various commissions and committees would be unearthing by this study.

Jeong (1998), in his article, *Economic Reform and Democratic Transition in Ghana* observed that, a raise in the pay of civil servants has been part of the heavy state spending after the 1992 elections and this has been part of the economic struggle of the country. These increments have been necessitated as a result of the promises given by governments and politicians to workers prior to elections for popular support. He

maintains that, failure on the part of government with respect to the fulfillment of the promises has been industrial disputes (Jeong, 1998:223). This view was shared by Bratton et al (2001) in their work titled *Constituencies for Reform in Ghana*, but they attributed the strike actions to economic difficulties in the 1990s.

Dubbedam et al. (2007), indicated that, in Ghana, pay structures are considered as very complex, made up of salaries, allowances of various forms, periodic bonuses, overtime payments and other remuneration including per diems. These payments are sometimes difficult for the government to pay on time. For instance in the 1990s, according to Appiah-Kubi (2001), proceeds from divestiture were used to pay or settle employee entitlements, made up of accumulated salary arrears in Ghana.

Appiah-Kubi (2001) went further to indicate that, payments of workers in the health services are critical in the determinant of the overall health expenditure. He posits that, in 2006 for instance, health workers pay went up by 35% over budget making them absorbed 76% of the government spending on health, leaving only 6% of the government budget for non-wage recurrent expenditure because the capital expenditure had already been spent (Appiah-Kubi, 2001). The work by Oppong (2013) on the Ghana Education Trust Fund (GETFUND) also revealed that, from 2004 -2009, nearly all allocations of Government of Ghana (GOG) budget to the education sector went into payment of salaries. Baah (2007:2) also indicated that, in 2007, government of Ghana spent about 60 percent of her recurrent expenditure which is estimated to be around US\$12 billion on salaries for public service workers. This goes to affirm the fact that payments of salaries of public sector workers take majority of the government expenditure.

Owusu Ansah (1987) to a large extent agreed with Verner (1999) and indicated that motivation which includes improvement in wages and salaries strengthens workers to put up their best in an organization. He however indicated that during high inflation, increment in salaries of workers becomes useless. Owusu Ansah's (1987) work looked at public services demands among African bureaucracies with Ghana as a case study in the 1980s. However this current study looks at the public services salaries from 2010 when the SSSS begun in Ghana.

E.Gyimah-Boadi and A Essuman-Johnson (1993) also examined the inequality and misunderstandings between the PNDC regime and workers in Ghana. To them, compensation of workers was not the government priority. In other words, the existence of labour unions under the PNDC was nothing to write home about. To them the prospects for the workers was bleak under the PNDC, and that, the government used the security forces to enforce most of their policies through intimidations. However the factors that led to the determinants of the compensation of workers were not highlighted explicitly by their study. This study will look at those factors that affect salaries of workers with respect to the SSSS.

Boateng (2000) *Institutional Determinants of Labour Market Performance* focuses on strike actions between public and private sector workers on the Ghanaian labour market, and its relation to employment and wage growth. He indicated that strike actions embarked upon by workers affect productivity in organizations in Ghana. Another work by Arthur (1991) also attributed challenges in the labour front to low income of workers. Even though Boateng analyzed private and public sectors, this study emphasizes on only the public sector with respect to the SSSS which applies to only public service workers.

2.3.6 THE SINGLE SPINE PAY POLICY (SSPP) AND SINGLE SPINE SALARY STRUCTURE (SSSS)

With the distortion in the GUSS and its failure to address the issue of inequities, the government of Ghana, in 2006 appointed a consultant to advise on a sustainable pay structure, that is Co-En Consulting. After the assignment of the consultancy, a Single Spine Pay Policy (SSPP) was proposed to resolve the distortions and inequity in the government pay administrative system, and to restore equity and transparency in the administration of public service pay (GWP. No.1/2009). The SSPP was formulated by the NPP government and implemented by the NDC government as a policy response to low level of public service pay, inequities in public sector pay within and across service classifications, multiplicity of allowances in the public services. The SSPP was established by government white paper in 2009, (GWP. No.1/2009). The white paper spells out clearly the objectives of the policy. The objectives of the SSPP are to place all public sector workers on one vertical structures, allow government the ability to manage the wage bill more efficiently, ensure that jobs within the same jobs value range are paid within the same pay range, minimize industrial relations tensions related to low pay and distortions across the public service, and to ensure compliance and ease of monitoring the pay structures of self-accounting institutions (GWP.No.1/2009).

For the effective attainments of these objectives, the FWSC was established through an Act of Parliament (Act 737, 2007) in line with the recommendation of the Consultant to:

- a. Ensure transparent, fair and systematic implementation of Pay Policy of Public Sector workers by the government of Ghana.

- b. Help develop and advise government on the implementation of salaries, wages, grading, classification, job analysis and evaluation, performance management and indicators, allowances and benefits.
- c. Be responsible for negotiations where compensation is financed from public funds.

Institutions selected for the coverage are those who fall under article 190 of the 1992 Constitution of the Republic of Ghana. These include the Civil Service, the Audit Service, the Judicial Service, the Education Service, the Prison Service, the Health Service, the Parliamentary Service, the Statistical Service, the National Fire Service, the Customs, Excise and Preventive Service, the Internal Revenue Service, the Immigration Service, the Police Service, the Legal Service, and the local government Service. Also included are public Corporations other than those set up as commercial ventures, Public Services established by the constitution and other public services as parliament may by law prescribe (Constitution of Ghana, 1992). The policy excludes public workers under article 71 of the Constitution and the Armed Forces (GWP. No.1/2009).

The SSPP has four (4) phases. These include development of the SSSS and the migration onto the SSSS, harmonization and standardization of allowances, development of mechanism for the payment of market premium, and finally performance management, monitoring & evaluation-linking pay to productivity. The SSPP is implemented in phases. It is interesting to note that except the SSSS that has been implemented fully, the other aspects are either in the process or have not been implemented at all (Personal Communication, 2015).

2.3.6.1 IMPLEMENTATION STAGE ONE: JOB EVALUATION BY COEN

CONSULT

The consultant conducted job analysis and evaluation exercises in all Public Service Institutions who fall under article 190 of the 1992 Constitution of the Republic of Ghana. Job evaluation involves the process of assessing the relative importance or size of jobs in an organization (Baah, 2007). It has to do with job content and not how well the job holder does the job. This job evaluation exercise was used to determine the value of all Public Sector jobs, to establish internal relativities across and within services classifications to help government reward its employees based on the principle of “equal pay for work of equal value”, consistent with section 10(b) of the Labour Act, 2003, Act 651 and Article 24(1) of the 1992 Constitution of Ghana. The difficulties of managing negotiations with employee associations and the various labour unions annually made it difficult for the government to manage compensation. In order to address this challenge, public sector institutions were grouped into nine service classifications.

These are indicated in the Government White Paper including:

- a. Public Policy, Planning Service, Administration and Related Services.
- b. Health service
- c. Education (Non-Tertiary),
- d. Education (Tertiary), Science and Research
- e. Revenue and Accounting Services
- f. Security Services
- g. Legal and Judicial Services
- h. Sub-vented (Commercial & Non Commercial) and

i. Regulators.

The method used by the Consultant for the job analysis and evaluation was the participatory approach. Thirty -five (35) Human Resource managers along with eighty-three (83) research officers from 74 public sector institutions took part in the exercise. Additional 118 public sector employees were trained for gathering of data on job content (CoEN Consult, 2008; Briefing Notes 2009:6). In all, 1,806 benchmarks/representative jobs were selected for the exercise (Briefing Notes 2009: 6). The job analysis and evaluation exercise was done on the basis of four broad job factor grouping including: knowledge and skills, responsibility, working conditions and efforts. These broad four (4) factors were further divided into thirteen (13) sub-factors. These include: knowledge (knowledge required for satisfactory performance of job duties), learning experience (practical work experience required to perform the job duties satisfactorily), judgement (exercising judgement in decision making), consequence of error (consequences of errors in decision-making), financial responsibility (responsibility for financial resources), responsibility for assets (responsibility for assets and people, patients, students, inmates, goods, tools, equipment), supervisory responsibility (supervision of others), responsibility for relationships (responsibility for effective handling of personal contacts with staff, clients, visitors, general public, private sector, government officials), working environment (exposure to undesirable conditions), hazards (frequent exposure to hazards or the safety requirement under which the work is performed), dexterity (the level of physical agility required by a job), physical effort (physical fatigue that results from performing the duties of the job) and mental effort (mental, visual and auditory fatigue that results from performing the duties of the job) (Briefing Notes, 2009:7-8).

Information was taken from 5,064 jobholders representing 67% of the 7,568 jobholders that were originally planned for the exercise to cover (Ibid: 8)

2.3.6.2 IMPLEMENTATION STAGE TWO: DESIGN OF GRADING AND SSSS

Grading structure is designed for public service jobs after job evaluation has been done and scores are determined. Scoring is achieved by assigning scores to the compensable factors at the various levels. For instance if a job requires very high level of knowledge it can score 10/10, if it needs medium level it may score 5/10 and if it needs low level of knowledge it may also score 1/10. Scoring is conducted for each of the factors for each of the jobs in the organization. Since the thirteen (13) job factors are not equally important for the performance of all jobs within and across service classifications, they are first weighted before they are scored (Briefing Notes 2009: 8). These scores for the factors are then put together to get the Grand Total Score for each job. Jobs are then graded on the basis of the scores. Salaries are determined based on the jobs. With respect to the job scores, a 25-level Grade Structure was developed for the entire public sector jobs. Each level/grade is made up of incremental steps/notches ranging from 7 steps at the highest level (Level 25) to 15 steps at the lowest level (Level 1). The ranges of the levels were determined based on the type of jobs in each Grade and the length of time they may require before promotion. This grading structure however, would inform the basis for conversion onto the SSSS (Ibid: 9). This is illustrated in the table 2.1.

Table 2.1: Grade Structure

GHANA PUBLIC SECTOR															
GRADE STRUCTURE															
	STEP 1	STEP 2	STEP 3	STEP 4	STEP 5	STEP 6	STEP 7	STEP 8	STEP 9	STEP 10	STEP 11	STEP 12	STEP 13	STEP 14	STE P 15
LEVEL															
25	L	L	L	L	H	H	H								
24	L	L	L	L	H	H	H	H							
23	L	L	L	L	H	H	H	H							
22	L	L	L	L	H	H	H	H							
21	L	L	L	L	H	H	H	H							
20	L	L	L	L	L/H	H	H	H	H						
19	L	L	L	L	L/H	H	H	H	H						
18	L	L	L	L	L/H	H	H	H	H						
17	L	L	L	L	L/H	H	H	H	H						
16	L	L	L	L	L	L/H	H	H	H	H	H				
15	L	L	L	L	L	L/H	H	H	H	H	H				
14	L	L	L	L	L	L/H	H	H	H	H	H				

13	L	L	L	L	L	L/H	H	H	H	H	H				
12	L	L	L	L	L	L/H	H	H	H	H	H				
11	L	L	L	L	L	L/H	H	H	H	H	H				
10	L	L	L	L	L	L/H	H	H	H	H	H				
9	L	L	L	L	L	L/H	H	H	H	H	H				
8	L	L	L	L	L	L/H	H	H	H	H	H				
7	L	L	L	L	L	L/H	H	H	H	H	H				
6	L	L	L	L	L	L/H	H	H	H	H	H				
5	L	L	L	L	L	L	L	L/H	H	H	H	H	H	H	H
4	L	L	L	L	L	L	L	L/H	H	H	H	H	H	H	H
3	L	L	L	L	L	L	L	L/H	H	H	H	H	H	H	H
2	L	L	L	L	L	L	L	L/H	H	H	H	H	H	H	H
1	L	L	L	L	L	L	L	L/H	H	H	H	H	H	H	H

Source: Briefing Notes on Public Sector Pay Policy prepared by the Technical Team, 20th April 2009

In the above table, **H** applies to steps for jobs graded high, **L** applies to steps for jobs graded low and **L/H** applies to the highest step for low job and the lowest steps for a high job.

The SSSS is a unified structure for all workers. It is made up of series of incremental pay points that extends from the lowest to the highest. It consists of pay ranges for different job grades superimposed on one pay spine (Baah, 2007:6). The first step in designing of single spine salary structure is the determination of the minimum/base pay on the structure. Through agreement by the social partners, the minimum pay can be the national minimum wage multiplied by 1.5 or multiplied by 2. This is subject to negotiations due to inflation. When inflation is low, the base pay is not negotiated every year but it can be agreed in three years or more. However, in every year automatic adjustment with respect to rate of inflation plus certain percentage will be made. Renegotiation of the base pay is carried out when inflation exceeds the accepted band within the agreed period (Baah, 2007).

The next step is to determine the maximum/minimum pay ratio and the point of increment. For instance it can be agreed the maximum/minimum ratio is 10 to 1 and that the point of increment is 3 percent. Assuming the social partners agree that the base pay on the structure is GHc 500 per month and that the maximum/minimum ratio is 10 to 1, the maximum pay on the structure will be GHc 500 multiplied by 10 which will be GHc 5000. The number of pay points on the salary structure rests on the point of increment as agreed by the partners. It is interesting to note that, the lower the point of increment the larger the number of pay points on the salary spine and vice versa.

2.3.6.3 IMPLEMENTATION STAGE THREE: MIGRATING PUBLIC

SECTOR WORKERS ONTO THE SSSS

Migration involves the process whereby public service employees are moved from their previous salary structure onto the SSSS. This movement is based on the new grading and the associated pay point. Once the mapping and migration are done, FWSC submits the migration data to MoF for approval. After the approval from the MoF, the data are forwarded to the Controller and Accountant-General's Department (CAGD) to affect payment. After that, payment based on the institution's previous salary structure ceases. The FWSC monitors salary payment at CAGD to help clean ghost names from the public service payroll. It is important to note that, in event where an employer earns higher than the levels proposed on the SSSS, the difference is paid as Conversion Difference (CD), i.e. difference between existing pay and the proposed pay on the SSSS, so that no worker would be made worse off. The CD would cease to be paid when the pay on the SSSS is equal to or higher than the consolidated salary at conversion (CoEN Consult, 2008).

2.3.6.4 IMPLEMENTATION STAGE FOUR: NEGOTIATING THE BASE PAY

AND PAY POINT RELATIVITY ON THE SSSS

The base pay involves the minimum pay on the SSSS, while the pay-point relativity being the percentage differentials between successive pay points. The base pay was GHc 1,108.08 per annum in 2010 when the policy started, and the pay point was 1.7% (Daily Graphic, July 1, 2010:1&3). There must be agreement between government and labour unions for each service classification and institution on the allowances that must be consolidated into the basic pay. The allowances here are the once that have already been consolidated in the job evaluation and therefore must cease to exist (e.g. risk, duty,

responsibility allowances). However in accordance with section 102 of the Labour Act, 2003 (Act 651), and the Memorandum of Understanding (MOU) specified in FWSC regulations called Public Services Joint Standing Negotiation Committee (PSJNC), government and labour unions negotiate the standardization of allowances and benefits that were not considered during the job evaluation exercise (e.g. tools, acting, inducement, medical and funeral grant, accommodation, house help, security, vehicle allowance) (GWP 1/2009).

2.3.6.8 EMPIRICAL WORKS ON SSSS

Brenya (2014) used the qualitative document analysis and quantitative accidental sampling technique to assess the objective of the SSSS in relation to labour unrest and its effect on political instability among university senior staff, junior staff, and other workers who are beneficiaries of the policy at the Kwame Nkrumah University of Science and Technology (KNUST). The study indicated that, SSSS had led to an increment in the salaries of some section of workers, and despite the challenges, they want the policy to continue without replacement. However, in his study he observed that, the objectives of the SSSS have not been achieved due to lapses in the implementation which has facilitated strike and demonstration. The causes of the lapses include bad payment (inadequate payment for the work they do), favoritism, problem with allowances and government not being committed to the allowances agreed upon with workers.

Brenya (2014) recommended that the FWSC should review the implementation of the SSSS in order to be more effective to prevent further unrest and instability. Though the researcher focused on the unrest and political instability with respect to SSSS at the

KNUST, the current study looks at the implementation of the SSSS in general and its impact on the policy outcome which the previous study did not consider.

Yamoah (2014) using descriptive research design sought to examine the perceptions of public sector nurses on the SSSS, whether the implementation of SSSS has improved industrial harmony and the impact of the SSSS on the job performance of nurses (senior nurses, junior nurses and midwives) in some selected hospitals in the Greater Accra Region. Yamoah (2014) revealed that, majority of nurses were aware of the policy, and admitted it has contributed in improving on their work performance. This is as a result of boost in their morale after their migration onto the SSSS. However, in his study he observed that, the policy has been politicized which makes it difficult to be sustainable. He also revealed that, inability to ensure equity in the system has led to industrial unrest on the part of the labour front and agitations. Yamoah (2014) recommended that the implementers should continue to work assiduously for all the objectives to be met.

Seniwoliba (2014) adopted the mixed method research approach to investigate the perceptions of FUSAG, TEWU, UTAG and CLOGSAG about the inequalities of the SSPP and its effect on the national economy at University for Development Studies (UDS) Tamale campus. His study revealed that, the policy was welcoming news because workers deserve equitable and fair remuneration to ensure peaceful industrial environment. It was identified that SSSS is an improvement over the past pay systems including equity in salaries of public officials and has removed all forms of discrepancy in the administration of public service salary.

However, his study observed that, the crux of the strike actions of public servants was due to inadequate payments of compensation and benefits in timely manner including market premium and the adoption of international labour relations practices and principles without taking into consideration the macro and organizational context by the foreign consultant. Also, the FWSC was worried about the perception that once the policy was introduced, there would be an automatic increase in the salary of public sector workers across board all because workers were promised “no worker would be worse off” when the introduction of the SSSS begins.

Seniwoliba (2014) revealed that, not only article 190 office holders who were to blame for the galloping of the wage bill, but parliamentarians, political appointees and article 71 office holders are also part. This constitutes over 60 percent of government expenditure and led to budget deficit of about 12 and half percent in 2012(excluding election year expenditure). The study indicated that the pay policy escalated government wage bill from GHc 2 billion to more than GHc 7 billion at the end of 2012. He recommended that FWSC should integrate article 71 office holders unto the SSSS to negate the perception that the only path an ordinary person can enjoy to the fullest is by becoming a politician. He edged public sector workers to be more patriotic and find other ways to settle disputes than strike and demonstrations which leads to loss of productivity and sometimes lives at the hospitals.

Soniwoliba (2014) also recommended that government must resource the FWSC and National Labour Commission (NLC) to deliver on their mandates and also the public service and organized labour association must educate their staff and members on the

direct beneficiaries of certain allowances including the market premium and inducements. He revealed that market premium, job grading, salary restructuring and classification are not a matter for negotiation but management function and prerogative. Even though the study was focused on the dispute resolution, the current study focuses on the implementation and its challenges in general.

2.4 CONCLUSION

In relation to general studies on implementation, the study identified that many studies have been done after the studies by Pressman and Wildavsky in 1973. Implementation was categorised into two parts. While the first focuses on research especially case studies, the other aspect focuses on deficit in implementation and the reasons that account for that. Additionally, with regard to implementation in developing countries, the literature has shown some of the challenges that affect implementation. It was identified that leadership problems, lack of commitment by civil servants and politicians, inadequate resources, numerous actors, and lack of time are some of the challenges in the implementation. Moreover, the literature review revealed lack of political will, conflict and inadequate human resource as some factors affecting implementation in Ghana. Other studies have also focused on challenges in income policies that have resulted to brain drain in many countries. Other studies focused on passed pay policies with Commissions and Committees and the SSSS. The implementation of the SSSS and empirical works on it was not left out.

From the review of the literature, a gap exists with respect to how challenges in implementation have affected the implementation of the SSSS. The study seeks to fill the gap in the literature by investigating the extent of challenges of implementation of the SSSS on policy outcome.

CHAPTER THREE

METHODOLOGY

3.1 INTRODUCTION

Methodology involves how the research questions are spoken distinctly with questions asked in the field for the information needed. This chapter outlines and explains the procedures and techniques used in the study. Apart from the step by step that was followed, there is also the rationale for which method in the research was used. The methods for the study looks at research strategy, data collection, sampling techniques, sampling size, research instruments, validity and reliability, ethics, framework for data analysis and fieldwork.

3.2 RESEARCH STRATEGY

This is made up of the Case Study Research Design, which makes it imperative for researchers to focus on a single group, event, individual, and policy to mention but few and study it into details or in depth over a given period of time. The main disadvantage of this study is its inability to be used to generalize to a larger group or population and its application to other political or social settings. It is interesting to note that case studies can both generate qualitative and quantitative data for analysis, but it's very good qualitatively (Burnham et al., 2004: 53). The study adopted the qualitative or the interview method approach to collect and analyze data to help assess the implementation of the SSSS in Ghana.

“Qualitative research is an effort to understand situations in their uniqueness as part of a particular context and the interactions there” (Patton, 1985 as cited in Merriam, 1998). In other words it involves studies that deal with individual uniqueness and the attempt to make meaning out of it. Research that involves qualitative method helps researchers get in-depth experience of the respondents and help in determining how meanings are formed. Again the qualitative method makes it possible to identify issues from the viewpoint of the participants in the study and their meanings and interpretation they attribute to certain objects, events and behavior (Hennik et al., 2011). The qualitative method like other methods does not come without flaws. One of the major disadvantages is that, it consumes a lot of time (Osuala, 2007).

3.3 DATA COLLECTION

Collection of data is paramount in every research work. Data collection is considered to be crucial in determining success of a research (Burnham et al., 2004). This study employs the collection of data from both primary and secondary sources.

3.2.1 PRIMARY DATA

Primary data involves the data gathered by the researcher himself for analysis. With respect to the sampling technique indicated above, there was the need to identify certain individuals with in-depth knowledge on the formulation and implementation of the SSSS in Ghana. Due to this data was collected from Fair Wages and Salaries Commission, Ministry of Finance, Controller and Accountant’s General Department, Ministry of Employment and Labour Relations, Trades Union Congress, National Labour Commission, Ghana Employers’ Association, and other individual Labour Unions.

3.2.2 SAMPLING TECHNIQUE

This study adopted the purposive sampling technique to decide on the participants for the research to acquire valid and reliable information taking into consideration over concentration in one area. Merriam (1997; 2000) and Tagoe (2009) posit that purposive sampling of nonprobability sampling technique is the most appropriate sampling in qualitative study. Purposive sampling is based on the view that, the researcher wants to discover, understand and gain in depth knowledge so he ought to select a sample from which the appropriate can be learned (Merriam, 2000; Tagoe, 2009). Mugenda and Mugenda (1999:50) maintain that, “Purposive sampling allows a researcher to use study sites that have the required information that could answer objectives of the research.”

This is due to the fact that the researcher needed people with adequate knowledge on the SSSS in Ghana. Since the researcher wants to discover, understand, gain an in-depth knowledge, it was important to get a sample that can provide such information, and that calls for purposive sampling (Tagoe, 2009). Purposive sampling also helps in the identification of success or failure in a given projects (Kumekpor, 2002). In the selection of the sample, some factors were taken into consideration including element of the population, knowledge of the population and the objectives of the study (Babbie, 2004).

These individuals or groups do not only have a fair idea of the SSSS but also know about the genesis of the policy.

3.2.3 SAMPLE SIZE

According to Borrego et al., (2009:53-66), qualitative studies involve a smaller amount of people or groups in order to pay much attention to great detail, as compared to

quantitative studies. This sample selected, however, should be a fair representation of the larger population under study (Kumekpor, 2002). For this study, Sixteen (16) experts were interviewed. They include the following: three persons from Fair Wages and Salaries Commission, one person each from the Ministry of Finance, Controller and Accountant General Department, Ministry of Employment and Labour Relations, Trades Union Congress, and Ghana Employers' Association, making eight (8). Also eight (8) persons each from eight labour unions headquarters in the Greater Accra Region of Ghana.

The researcher contacted the respondents individually by going to the various offices and handed the letter of introduction to them and explained the importance of the research to the person in charge. The conversations were done in a conducive environment, without any stress. This helped in the provision of correct and objective answers (Kumekpor, 2002:1-3).

3.2.4 RESEARCH INSTRUMENT

Primary data for this study was taken using in-depth interviews. Merriam (1998) posits that in all forms of qualitative research, data collections are done through interviews. This means that interview is at the heart of qualitative research. Creswell (2006) defines interview as face-to-face verbal exchange of information in which an interviewer elicits information from the interviewee. The motivation for the choice of the interview method of data collection was to enable the researcher to clarify statements from respondents that may not be clearer by sitting face to face with the respondents. This is due to the fact that,

interview helps to assess people's perceptions, definitions and meanings of events or situations for policy studies.

3.2.5 SECONDARY SOURCES

The sources of the secondary data for the study comprised of literature on official publications, articles, seminar papers, newspapers, university dissertations relevant to the topic, textbooks and the internet. These documents helped provide answers that could not be answered during the interview.

3.4 VALIDITY AND RELIABILITY

Validity and reliability is very paramount in research. Reliability is seen as how stable findings are, and reliability on the other hand, is seen as the truthfulness of the findings (Altheide & Johnson, 1994 in Denzin & Lincoln ed: 485-489). To Kitchin and Tate (2000), validity "concerns the soundness, legitimacy and relevance of a research theory and its investigation" and reliability involves "the repeatability or consistency of a finding" (Kitchin and Tate, 2000:34).

3.5 ETHICS

Ethics play an important role in any scientific research in which researchers should consider before they settle on research plan. This is because social research brings people into direct contact with each other, and there is the need to ensure ethical values (Babbie, 2004). Burnman et al (2004) highlighted five (5) ethical principles to be adopted especially in politics. These include avoiding harm, to avoid deception, privacy or autonomy, confidentiality and informed consent to be the operational principles researchers need to consider in their research journey.

Another scholar also looked at the ethics revolving around three issues including: confidentiality, trust, and codes and consent (Ryen, 2011). This informed consent is made up of “the exercise of free power of choice on the part of human participant, without coercion, deceit, promise of future benefits, or other forms of influencing the participants to act against their better judgment”(Mauch and Birch, 1983). In other words nothing should be hidden from the subjects who are being researched. The assurance of the persons privacy without disclosing of identity is very important that needs to be taken into consideration for any research or study especially, the once involving human beings.

With this current study, respondents were provided with detail knowledge or information about the whole exercise. This was done after permission from the Political Science department of the University of Ghana had been shown to the respondents. After careful study, then consents were given orally by the respondents.

Respondents were assured and reassured of their confidentiality, meaning their names, their occupation and positions would not be disclosed. Due to this, it is imperative for their names not be mentioned in the study. Recordings were also treated as delicate and were destroyed after the whole exercise to obey or follow the agreement made between the interviewer and the interviewee. It is interesting to note that, adherence to the laid down rules was done to help future researchers not to encounter challenges when embarking on similar studies (Bourgois, 1992).

3.6 FRAMEWORK FOR DATA ANALYSIS

Qualitative Content analysis was used to analyze the collected data. This kind of analysis according to Bogdan and Biklen (1992:145 cited in Tagoe,2009) involves “ working with

data, organizing it, breaking it into manageable units, synthesizing it, searching for patterns, discovering what is important and what is to be learned, and deciding what to tell others”.

To Creswell (2007), it involves preparing and organizing the data for analysis, and then reduce the data into themes through a process of coding and condensing the codes, and then represent the data in figures, tables, or a discussion. This type of analysis was developed initially to analyze and interpret text. It is recently applied to verbal data including emails archival materials, interview transcript to mention but few. This implies that qualitative content analysis is employed in dealing with data that involves interpretation. When the materials have been translated into the categories of coding frame by the researcher, then classification of the successive parts of the material based on the categories was carried out. One of the importance of using the qualitative content analysis is that large quantum of data are analyzed systematically and precisely. In other words, it makes data to be flexible, systematic and also reduce it into manageable size for analysis. On the other hand, its weakness stem from the fact that, in broad categorization, important and interesting materials stands to be avoided (Burnham et al., 2004).

In this study the data collected through interview were categorized in a form of description, narration with the use words, field notes and quotation from respondents voices (Creswell, 2003). And they were organized into themes that reflect the objectives of the study.

3.7 LIMITATIONS

Time range was a limited factor for the research to be completed. Some institutions delayed in the provision of some information for the study. This however did not have any effect on the quality of the study as secondary data was used to fill the gap.

Also, the case study nature of the work makes it difficult for the findings to be used to generalize or apply to different settings either politically or socially. It is interesting to note that in-depth interview helped to address these weaknesses.

3.8 FIELD WORK

The researcher made the trips to the various locations on different occasions. This included FWSC, Ministry of Finance, Controller and Accountant General Department, Ministry of Employment and Labour Relations, TUC, and other Labour Unions headquarters, to establish and build rapport with the population under study. After the rapport has been established, permission letter from the political science department of the University of Ghana was made available to be sent to the various establishments to give the researcher permission for the research to be conducted. The day and time for the interview were made by the interviewees to prevent crush with their normal duties. Others also gave the researcher their contacts to be called in a week or two to find out when they will be less busy for appointment to be made. In all of these, copies of the interview guide were given to the respondents to help them be familiar with the content of the interview and also help them to prepare before the day of the interview.

All the interviews were conducted in the offices of the respondents where respondents felt at ease and willing to talk without any intimidation from a third party. After permission has been sought from the interviewees, the interviews were recorded on tape recorders for easy clarifications and details to be captured. It is interesting to note that out of the sixteen (16) respondents, it is only one person, a female who was not willing to be recorded. In this case the researcher had to write the salient points in his note pad. The interviews were transcribed and grouped into themes to aid in the answering of the research questions.

Respondents were assured of the study being academically base and for that matter utmost confidentiality and anonymity would be taken into consideration. The data collected during interview were anonymously coded and tape recordings were confiscated immediately transcription was done. For these reasons, information could not be traced to individual interviewees. Content analysis was done on the transcribed version after it has been grouped into themes.

3.9 CONCLUSION

The chapter looked at the methodology for the study. This chapter witnessed the research strategy for the study, data collection techniques, sampling techniques, sampling size, and research instrument. Validity, reliability, ethics and framework for data analyses together with limitations were also discussed. Field work was not left out in this chapter.

CHAPTER FOUR

DATA ANALYSIS AND DISCUSSIONS

4.1 INTRODUCTION

The SSSS is one of the well-crafted policies towards improvement in salaries of public sector workers in Ghana. Its objective is to ensure equity. However, the implementation has received setbacks. The study therefore seeks to investigate the challenges in the implementation of the SSSS and its effect on the outcome of the policy.

The chapter here presents the findings from the field and discusses the findings alongside the literature. The findings of the research were extracted from the opinions of experts in the field through interviews and secondary data. The respondents of the interview were selected through purposive sampling technique.

4.2 ACTORS AND INSTITUTIONS INVOLVED IN THE IMPLEMENTATION OF THE SSSS

Actors and institutions play an important role in the policy process. It is important to note that some roles may be considered higher than others depending on a particular point in time. Stakeholders in the policy process have their own interests but these interests are shaped by institutional factors (Sapru, 2010). The key institutions and actors in the implementation of the SSSS are FWSC, Ministry of Finance (MoF), Labour Unions, Controller and Accountant General's Department (CAJD), Ministry of Employment and Labour Relations (MELR), National Labour Commission (NLC), Individual institutions and Ghana Employers' Association (GEA).

4.2.1 FAIR WAGES AND SALARIES COMMISSION (FWSC)

The FWSC is the institution responsible for the day to day administration of the salaries of government workers who fall under article 190 of the constitution. The commission was established in 2007 by an Act of Parliament, Act 737 to ensure fair, transparent and systematic implementation of Government public service pay policies, and to develop and advise government on issues related to wages, salaries, grading, classification, job analysis and evaluation, performance management and indicators, allowances and benefits in the public service and to undertake negotiations where compensation is financed from public funds (Act 737).

The commission currently has no board. The tenure of the board expired in June 2012 and a new board has not been constituted yet. The Commission is headed by an administrative head known as the Chief Executive. The Chief Executive was appointed by the president in accordance with article 195 of the Constitution and holds office on the terms and conditions specified in his letter of appointment. The Commission validates the mapping data of individual staff of the various institutions as submitted by their Human Resource managements of the various institutions. Some of the things the Commission validates include the following: staff Identification (ID) number which contains every information concerning the individual once it is entered into their system. They also check the salary of the staff if it is commensurable to his/her grade. They also check the allowances to know the type of allowances that are entitled to the work. After all these are checked, the Commission will put a seal on the letter of the staff and send it to the MoF (Personal Communication, 2015).

4.2.2 MINISTRY OF FINANCE (MoF)

The Ministry of Finance (MoF) formally of Ministry of Finance And Economic Planning (MoFEP) is one of the various government ministries in Ghana. This ministry ensures stability in the macro-economy to ensure development and economic growth. The MOF has the following responsibilities including: to formulate and implement sound financial and fiscal policies, ensures the mobilization and allocation of resources efficiently and effectively, improvement in public financial management, preparation and implementation of annual budget and financial statement of government, manage public expenditure and develop and implement financial sector policies.

MoF has the responsibility to approve migration data on allowances of workers before payments are done when migrated onto the SSSS. They also approve the level of frequency for each pay point for individual institution, approves the level of allowances and conditions of service to make sure that they are de-linked from the base pay and also gives mandate for negotiation to be carried out on salaries after analysis (Personal Communication, 2015).

4.2.3 CONTROLLER AND ACCOUNTANT GENERAL'S DEPARTMENT

The Controller and Accountant General's Department (CAGD) has been established under the Civil Service Act, 1960 (CA.5). The Constitution of the Republic and the Financial Administration Act, 2003, Act 654 provides the legal basis for the governance and operations of the department and the functions of the Accountant –General of Ghana. The mandate of this department is to receive all public and trust monies payable into the Consolidated Fund (CF), providing of secure custody of Public and Trust monies , making of disbursements on behalf of the Government, payment of all Government

workers' wages, salaries and allowances, processing and payment of all Pension gratuity for the Civil Service. The CAGD also establishes, on behalf of government, such accounts with the Bank of Ghana and its agents for the deposit of public funds. Also, the department acts solely responsible for the opening of bank accounts for any government departments. It prepares keeps, render and publish financial statements on the Consolidated Fund of Ghana monthly and yearly. And lastly, sees to the management of efficient accounting systems in all Government Departments. Interview data also revealed that CAGD is an agency under the MoF and for that matter implement policies that have been approved by the MoF with respect to salaries of government workers. For instance, CAGD effects payment after an approval from the MoF concerning mapping and migration onto the SSSS (Personal Communication, 2015).

4.2.4 GHANA EMPLOYERS ASSOCIATION

The Ghana Employers Association (GEA) is an organization of national employers with membership made up of enterprises operating in every sector of the economy. The GEA was formed in 1959 to help protect the interest of employers and also to provide a forum for consultation among members and to share experiences. Once workers were organized, it was imperative for employers to also organize for common interest. It is headed by president, and assisted by two vice presidents and a treasurer.

The GEA served on the board of the FWSC before the tenure of the board expired in June 2012. Apart from serving on the board, the association also follows closely the happenings in the civil and public service since it has impact on the performance of the private sector. They offer advice to their members on some of these issues. Their members are both in the public and private sectors (Personal communication, 2015).

4.2.5 ORGANISED LABOUR / PUBLIC SERVICE LABOUR UNIONS

Organized Labour is made up of association of workers united as a single, representative body for the purpose of improving the working conditions and workers economic status through collective bargaining. After independence, workers in Ghana were organized under a central trade union and given the powers under the Industrial Relations Act, 1958, to enforce collective agreements, negotiate and defend their interest in all establishments. The mother union is the Trades Union Congress (TUC).

The unions played critical role in the policy formulation/consultative stages and the subsequent development of the framework for pay reforms from 2006-2009. The unions were represented and participated in the process of job evaluation and re-evaluation, validation of job evaluation results, in all the technical committees, in the development of Memorandum of Understanding (MoU) for the PSJSNC, in the migration process, in the post-migration task force and in the negotiation of Base Pay (BP) and Pay Point Relativity (PPR) (Personal Communication, 2015). This is an indication that the various unions were not left out in the process of formulation and implementation of the SSSS.

4.2.6 NATIONAL LABOUR COMMISSION (NLC)

The National Labour Commission (NLC) was established in 2005, under section 135 of the Labour Act 2003, Act 651. Before Act 651 was promulgated, labour relations were governed by the Industrial Relations Act (1960), Act 299. Under Act 299, the Labour Department (L.D) which falls under the Ministry of Employment and Social Welfare (MESW), now Ministry of Employment and Labour Relations (MELR), was in charge of the management and settlement of industrial disputes. The Commission has the mandate of receiving labour-related complaints, facilitating and settlement of industrial disputes,

and promoting effective and efficient cooperation between managements and labour. It is important to note that, their laws apply to all workers and employers except the Ghana Armed Forces, Police Service, Prison Service and other security and intelligence agencies. These services are under the Security and Intelligence Agencies Act 1996 (Act 526). The Commission is made up of seven commissioners (nominated by the government, employers and organized labour), and a secretariat. Furthermore, the Commission has the powers of the High Court to receive complains from workers, employers, employers' organisations and trade unions on industrial disagreements and allegations with respect to the SSSS.

4.2.7 INDIVIDUAL INSTITUTIONS

The various individual government institutions under article 190 also take part in the implementation. The individual institutions according to the Briefing notes prepared by the technical team, (2009:15), has the responsibility to list all employee information on total salaries, benefits and allowances. These include base salaries, criteria for allowances and conditions of service. The institutions also modify their internal accounting systems to be compliant with the implementation of the SSSS, if self-accounting. And lastly informs employees of their pay point (new grade and step), and the corresponding amount to be paid (Briefing notes by the Technical Team, 2009:15).

The Human Resource (HR) managers of the various institutions have been trained on how to migrate their staff unto the SSSS. After this is done, the information is submitted to the FWSC for validation (Personal Communication, 2015).

4.2.8 MINISTRY OF EMPLOYMENT AND LABOUR RELATIONS

The Ministry of Employment and Labour Relations (MELR) is one of the government ministries in Ghana. This ministry exists in the promotion of sustainable employment opportunities, management and vocational skills development, safe and group formation, training and re-training, and the harmonization of industrial relations in the country. The Ministry performs this through formulation and implementation of policies, co-ordination, the monitoring and evaluation of performance to improve efficiency and productivity. Interview data also revealed that the Ministry of Employment and Labour Relations enforce labour standards, laws and regulations, and also ensures fairness in the system by negotiations to reduce strike actions. The FWSC and the NLC are agencies that fall under the MELR (Personal Communication, 2015).

4.3 APPOINTMENT AND POLITICS

The main institution for the implementation of the SSSS is the FWSC which is a public institution of trust, and as characteristic of all public trusts there is the presence of Board of Trustees (BOT) which handles management. Currently there is no Board of Trustees for the commission. The tenure of the board expired in June 2012, and a new one has not been constituted. During the interview the researcher was told of plans to constitute a new board as early as possible. Before the tenure of the Board expired, they were responsible for the management of the commission. To some extent the Board is politicized. This is due to the fact that the Board members and the Chief Executive Officer, who acts as the secretary, are appointed by the government. In Ghana, heads of parastatals are asked to proceed on leave whereas public boards are dissolved whenever there is a change in government especially from one political party to another.

Appointments of heads of many public institutions change when there is a change in government and the FWSC which implements the SSSS is no exception. It is interesting to note that since the beginning of the implementation of the policy in 2010, there has been change of government but with the same political party, National Democratic Congress (NDC). The highest position of the Commission, when the implementation of the SSSS began was deputy Chief Executive. However, in 2012, the position of the Chief Executive was established. It will be interesting if there would be changes when there is a change in government from one political party to another (Personal communication, 2015).

Another issue with respect to the Board was the issue of party members, however, competent they may be in general, and being the chairman of the Board in particular. The study contends that since the BOT of the FWSC is responsible for the management and direction of government agenda, politicization of the Board implies the politicization of the whole policy. This has implications with respect to the management since implementation of pay policies require technical and competent caliber of individuals.

The study revealed that, even though politicians do not interfere directly in the affairs of the FWSC, they give promises and high hopes to workers in general and Labour Unions in particular. For instance, the minister of Employment and Manpower Development at the time, Mr Stephen Kwao Amoanor, during an interview with the Graphic, assured medical doctors who were calling attention to the distortions in the SSSS, that, in collaboration with all stakeholders, all concern would be addressed to make the structure more acceptable to all (Daily Graphic, March 21, 2009:1&3).

In another instance, the president of Ghana, the late Prof Atta Mills said during 3rd Quadrennial National Delegates Conference of Ghana National Association of Teachers (GNAT) that “the near implementation of the Single Spine Pay Policy (SSPP) is a clear manifestation that the government is committed to improving the lot of teachers here on earth” (Daily Graphic, Jan 6, 2010: 1&3).

The president also promised workers that the SSSS will surely be implemented during ‘May Day’ celebration, at the Independence Square, Accra. He said “fellow workers, it is the hope of the government that effective July this year the SSSS will see the light of day” (Daily Graphic, May 3, 2010). Also a minister of state was reported to have said “when the Single Spine is implemented, workers would carry sacks to go for their monies” (Personal communication, 2015). These however increased the morale of workers with the coming of the SSSS.

4.4 POWER PLAY IN THE IMPLEMENTATION OF SSSS

Critical analysis of the interactions between the institutions in the implementation of the SSSS is paramount. The interactions help to unravel the challenges in the process of implementation. For the purpose of this study, this part looks at the interactions between the FWSC and Individual institutions, FWSC and MoF, and FWSC and Public Service Unions.

4.4.1 FAIR WAGES AND SALARIES COMMISSION AND INDIVIDUAL INSTITUTIONS

The FWSC is the main institution mandated to implement policies with respect to salaries in the public service especially those under article 190 of the 1992 Constitution of Ghana,

Act 737, 2007. The FWSC cannot work alone without the assistance of the various institutions in the Public Service. The FWSC meet individual institution to review and confirm the correctness of individualized employee information, compare individual consolidated salary amount with the amount corresponding to their pay point, determine if individual's consolidated pay is within, higher, or lower than the pay point for the jobs' designated grade, review the individual and institutional allowances and conditions of service and confirm if they are consistent with what was agreed with government (Briefing notes by the Technical Team,2009:14). With respect to SSSS, the HR managers in the various institutions were trained to migrate their members onto the SSSS, a process called mapping, and submit the data to the FWSC for validation. There are instances where forms were given to the institutions to go and do migration within a limited period of time but the HR managers in some of the institutions delayed in the process without the knowledge of their members. This made the members to agitate of their delayed to be placed on the new pay structure. An official at the FWSC had this to say with respect to the reasons for the agitation. According to him,

So when they submit it, our people verify what they bring about every public service worker. So they check your staff ID (developed by CAGD), so once it is entered every information about you will come out. Why do we check ID? We check it because at the time we were migrating people, some institutions who employed some staff and used their internally generated fund to pay them, wanted to transfer them. For example in the health services and many schools, most of their accountants, cleaners, and cooking staff are not on the Controller payroll. So when we were migrating people, some institutions saw it as an opportunity to offload that burden of their staff to government. Some were also paying allowances that have not been approved by Ministry of Finance and Controller through their internally generated fund. So when we realized that you are paying allowances that you are not supposed to pay, we take it off. So you see the reason why we incurred the anger of some institutions and they keep insulting us? (Personal Communication, 2015)

Due to the processes in the implementation, an institution cannot go and be migrated within a day, it takes time. Most of the times, some institutions were impatient hence agitations. Once the information is checked, the FWSC will put a seal on the letter of the staff and send it to MoF (Personal Communication, 2015).

4.4.2 FAIR WAGES AND MINISTRY OF FINANCE

The SSSS is a financial instrument which is supposed to be drawn from the Consolidated Fund for the payment of the public sector workers. The government has the duty of releasing these monies through the MoF and then the CAGD to effect payment. The MoF only effect payments to public service workers after a validation letter and a seal has been given by the FWSC. An official at the MoF indicated that, “when the ministry feels there is money to pay you that month, we will send it (letter) to Controller for payments to be done” (Personal Communication, 2015). This means that if there is inadequate money, the salaries of some workers would be in arrears. The total number of Public Service unions I interviewed, attested to this fact. There have been instances where FWSC attention has be drawn to further throw more lights on the information of some workers after their migration for payments to be effected (Personal Communication, 2015).

4.4.3 FWSC, ORGANIZED LABOUR AND NLC

There have been confrontations between the FWSC and the various unions over the salaries of their members. This happened when some unions realized that their members have been wrongly placed on the grade structure after the job evaluation. They therefore sent petition to the FWSC for their jobs to be re-evaluated. The Price Water House Coopers began the re-evaluation of about 350 jobs. In situations where the unions are unable to resolve their issues with the FWSC, they present their petition to the NLC for

redress. For instance CLOGSAG threatened not to be part of the process of the implementation of SSSS because their members would be made worse off (Daily Graphic, March 3, 2010: 24-25). Attempts to settle some of the differences with the FWSC were very difficult. According to Mr. Graham, “the commission has taken a consultative stance in the implementation process but the civil servants have maintained a combative stance and have refused to attend meetings to discuss issues” (Daily Graphic, April 16, 2010:16). In another instance, CLOGSAG staged a demonstration against the FWSC on the negotiation of the 2010 salary and conditions of service.

“It was peaceful but later turned into confusion when they refused to wait for their leaders at Independence Square. The leaders were conveyed to the Castle to present their case. The Deputy Chief of Staff, Mr Alex Segbefia received the petition on behalf of the president and assured them the government would give it a due consideration (Daily Graphic, July 9, 2010: 19).

Another issue in point was the disagreement between GMA and FWSC over the payment of Conversion Difference (CD). GMA took the case to NLC for settlement. NLC issued a directive to FWSC to restore the CD of the members of the GMA. When the FWSC was aggrieved and dissatisfied with the directive of the NLC, on 6th June 2013, filed an application at the Fast Track Division of the High Court to seek a Judicial Review (JR) to annul the directive. The NLC and GMA failed to file any response in opposition to the application, even though they were served with the court processes and had the opportunity to oppose the application within seven days after the service of the notice of application on them. Failure of the Respondent (NLC) and the interested party (GMA) to oppose the application within the limited time by law implied that GMA and NLC had admitted the allegations contained in FWSC’s affidavit which was attached to the

application. Finally the court annulled the directives of the NLC (Personal Communication, 2015).

This deadlock between FWSC and the GMA showed up for deliberations at the PSJSNC, but it was agreed the case should be allowed to exhaust all the court processes for lasting solution.

In another instance, Ghana Hospital and Pharmacists Association (GHOSPA) in their disagreement with the FWSC over their salaries presented their case to the NLC. The case was sent to the High Court when the NLC wanted to compel the FWSC to implement ruling made in favour of GHOSPA by them (NLC). In the end, the NLC and GHOSPA lost the case.

The FWSC also meet the unions under Public Service Joint Standing Negotiating Committee (PSJSNC) to negotiate on issues of common interest.

4.5 EFFECTS OF POWER PLAY ON THE IMPLEMENTATION OF THE SSSS

For workers to be migrated successfully unto the new pay structure there is the need for the Human Resource (HR) managers to do the migration of their staff and submit the letters to FWSC for validation. There have been instances where many HRs have failed to do the migration within the period of time given by FWSC. Delay in migration done by some individual institutions mean delay to be placed on the new structure. After the migration is done, it then goes to the FWSC for mapping and validation, which also takes time to be accomplished. When this is done, the FWSC put a seal on the letter and send it to MoF for another check. When the MoF is satisfied, they forward the letter to the CAGD for payment to be made. All these stages take time because they have to ensure

things are put in their proper perspectives. The delay has generated a lot of agitations and strikes in the process and these agitations have to be settled before going forward (Personal communication, 2015).

For a successful policy implementation, there is the need for effective coordination among the actors (Pachierie, 2012). When there are a lot of confrontations and disagreements for instance between the key actors or stakeholders specifically, FWSC and individual institutions, FWSC and MoF, and FWSC, Organized Labour and NLC in the implementation of the SSSS, it hinders implementation success. This is because all the actors must come into agreement and play their respective roles well for the policy to succeed. If this does not happen, it makes it difficult for the policy to achieve its stated aims (Pressman and Wildavsky, 1984).

Changes in leadership or executive head and the board in any state organization whenever there is change in government to be replaced by party appointee preferred by the new administration affects government institutions. The FWSC currently has no BOT since the existing board tenure expired in June 2012. In the absence of the board, some decisions are taken unilaterally.

4.6 IMPACT OF THE SSSS AS A PAY POLICY

Every policy has objectives for which it is intended to help solve societal challenges. The SSSS however is not exception in this regard so far as improvement in salaries of public sector workers is concerned. In looking at the SSSS and other past salary structures, it became clear that the SSSS has been an improvement on the others in many facets.

All the people I interviewed agreed to the fact that there has been an improvement in salary management. This is because FWSC as an institution has been created and given mandate (Act 737, 2007) for the management of public service salaries in the country which did not occur in the previous salary structures. The FWSC has been able to migrate about 97 percent of public sector workers unto the structure. Some of the institutions left include the FWSC itself and others under consideration. The reason why there has not been 100 percent migration is that, day in- day out, some new institutions are being established. Once they are established and they qualify under the policy, they are considered. An official of the FWSC noted;

This is an improvement because for the first time we have been able to migrate public services workers. It did not happen in the previous one. In the previous one people opted out and it didn't work but now we have been able to do it (Personal communication, 2015).

Another impact is that workers have agreed to the fact that there have been fairness, equity and salary increments of Public Service workers in the country. This is as a result of transparent and scientific job evaluation involving the stakeholders. In event where sections of workers were dissatisfied with their grades, job re-evaluation was conducted. In all the processes, unions and the managements of public institutions were involved and they saw the scores. This has created equity in the system. In circumstances where workers are affected in the process, conversion difference is paid to them so that no worker is made worse off. An official at the MoF agreed to the fact that implementation of the SSSS has brought some level of equity and salary increase (Personal communication, 2015). Another official at the CAGD also attested to the fact that, the SSSS has made payment of workers' salaries much easier than what used to be existed

(Personal communication, 2015). With respect to the increase in the salaries of workers, see table 4.1 below:

Table 4: 1 Analysis of Single Spine Salary Structure (2010-2014)

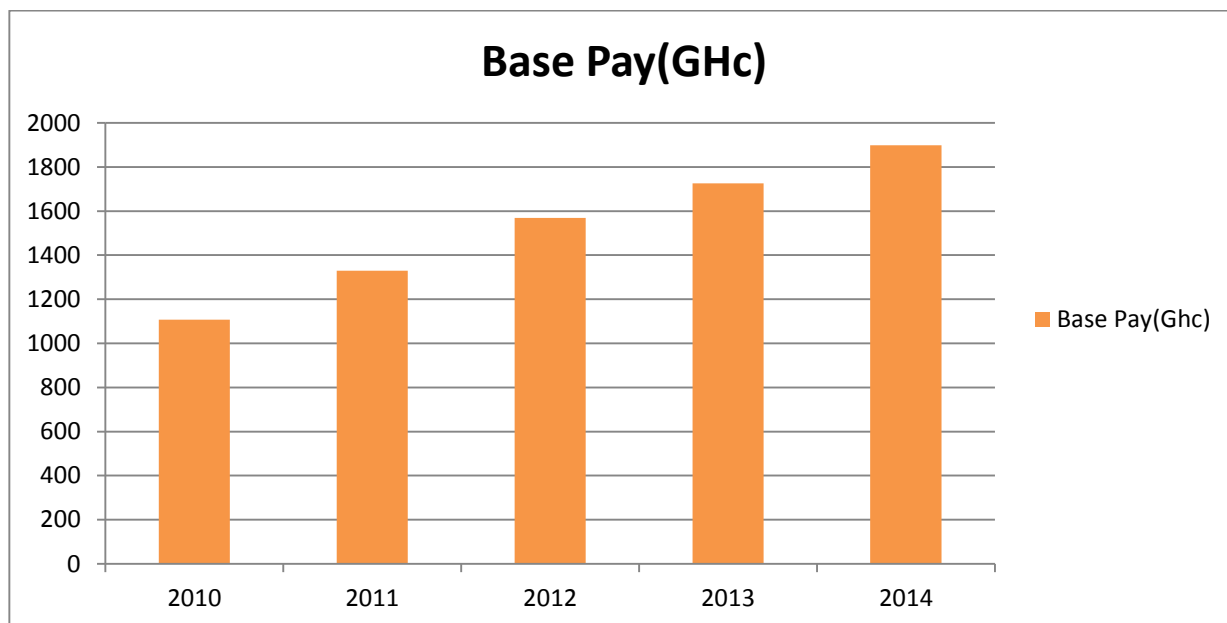
Year	Base Pay(GHc) per annum	% increase	CPI Average	Real Wages(Index)
2010	1,108.08		336.5	3.29
2011	1,329.7	20%	365.8	3.63
2012	1,569.04	18%	399.3	3.92
2013	1,725.95	10%	445.9	3.87
2014	1,898.55	10%	515.0	3.68

Source: Paper delivered by TUC at the 2nd National Forum of the SSPP at Tokoradi from 7th to 9th May, 2015.

For the purpose of this analysis, the year, base pay and the percentage increase would be relevant. From the table above, in 2010 when the implementation started, the base pay, i.e. the minimum pay on the structure, was Ghc1, 108.08. This means no worker could be paid below this figure on the SSSS. This figure however rose to Ghc1, 329.7 in 2011 at 20% increase on the previous year. With 18% increase, the 2012 base pay rose to Ghc1, 569.04. In 2013, the base pay also showed some level of appreciation over the previous year by Ghc1, 725.95 at 10% increase. And lastly, in 2014, the base pay rose to Ghc1, 898.55 at 10% increase. This indicates a significant increase in annual salary of workers on the SSSS even though the rate of percentages differs. It is important to point out that,

the rate of increase in the base pay has been below inflation since 2012. This is graphically represented in a figure 4.1 below:

Figure 4.1: Base Pay increase from 2010-2014



Source: Paper delivered by TUC at the 2nd National Forum of the SSPP at Tokoradi from 7th to 8th May, 2015.

It is important to point out at this juncture that, although there have been an increment in the salaries of PS workers in Ghana which has led to increase in the Government of Ghana (GOG) wage bill, the SSSS is not the sole responsible factor but other government workers especially emoluments of article 71 office holders under the 1992 Republican Constitution of Ghana and the Ghana Armed Forces. This is what an official of one LU had to say;

The wage bill is not only the single spine, it goes beyond and even to the office of the president, the people there how much are they paid? What is the impact on that on the economy, article 71 office holders? Nobody is telling us how much their impact is so we just put all on the single spine. It's not fair but that is probably how they look at it (Personal communication, 2015).

Also, there has been consolidation of allowances especially category one allowance for public service workers. These allowances have been added to compensation. Allowances that have been hidden have now all come into revelation. Government is able to see clear the wage bill and better able to do short, medium, and long term planning. Unlike the previous structures where there were acts and bodies that regulate payments, currently there is an established institution mandated by law that has helped to facilitate the process of implementation (Personal communication, 2015). Category 2 and 3 allowances are being negotiated by the stakeholders and would be added accordingly.

4.7 CHALLENGES IN THE IMPLEMENTATION OF SSSS

The first challenge in the implementation of SSSS is high public expectation. From the interview, it was observed that the issue of high public expectation was very critical. Before the implementation of the policy, unions were given promises by politicians that the new pay regime was going to change their lives. For this reason, workers came in with very high expectation that they will get very high salaries. This happened when the police service being the first institution to be migrated unto the SSSS experienced appreciable increase on their salaries. This fuelled the speculations that indeed the policy was to make every worker better off. In an interview with an official of the FWSC, he indicated that;

...But as we started migrating everybody, they realized that this is a rationalization salary increases then they became disappointed (Personal communication, 2015).

It is interesting to note that, apart from the high public expectations, the interviews revealed that many workers had problems with the grading structure as was developed by the consultant. Job evaluation results were something some of the unions and institutions

disagreed. The disagreement was to be expected because before a major pay reform of this nature is undertaken, there should have been a massive job evaluation in the public service to make sure that the job content and the job descriptions of everybody are very well laid down or spelt out. This was not done. This means that job evaluation was done on the same weak structures that existed. An official of FWSC had this to say;

Somebody would say he is a driver and therefore once he is a driver, he should earn the same salary as another driver in another organization. But when you do an analysis of the job, because it's not about the individuals but the jobs, you notice that although there are some few roles that they are supposed to play, for several years and months, he hasn't got a vehicle. He will just come to office and sit down. This is somebody who on daily basis is overstretched. The key issue to be done was, once this driver is no longer needed, what they should have done was redeploy him to another area within the organization for him to work instead of still keep him as a driver. So when you do job content analysis of the two, you realize that they are not the same although they are all drivers. And they also do comparison of one organization to the other using job titles so that also brought about the challenges and agitations. They cannot use the job title to say that they have to be on the same level for the job content differs (Personal communication, 2015).

In some instances, some workers did not accept the fact that other workers are on the same grade with them. And it brought some agitations and strike actions. An official has this to say;

...if you are a pharmacist and you always thought that if doctors are not there, am the next in line. You have always thought like that, but that one is perception. The reality comes and the score comes, and shows that you are at par with the nurses, will you take it easy? They don't understand that the nurses that do four (4) year course, post-secondary school course are at par with them. But they are all science base course, not that the nurse is doing say art course, they are all science students. (Personal communication, 2015)

The FWSC lacks logistics and adequate human resources that will help facilitate smooth implementation. The FWSC is the institution mandated by law (Act 737, 2007) to implement salary policies in the country. The implementation of the SSSS came at the point when the institution was trying to put its structures into place. Inadequate financial and human resources have been a big challenge to the institution. Lack of funds makes it difficult to employ highly technical officials both from the country and outside the country to manage critical aspect of the policy, and also to provide basic needs in the offices. They operate in a rented apartment and there have been instances where the institution has been in arrears of payment in rent. An official indicated;

The structures for the commission itself was not ready and once it was not in place, the required number of staff we needed were not in place but we were supposed to do this massive reforms. And when that happens it means that whiles you are working on the reforms, you are also trying to more or less put your structures in place (Personal communication, 2015).

Another challenge is inadequate education. Some level of education was done but did not get down well. How the various components were to be determined was not addressed. When some benefits like interim market premium was introduced, virtually everybody felt that they were entitled to it. Market Premium (MP) is an allowance paid to employees whose services are technical but in short supply. This means that not all public service workers are entitled to MP. Its objective is to attract and retain critical skills in short supply to enhance service delivery and effectiveness in productivity. It is interesting to note that, mostly in the public service, once one benefit is approved and somebody is enjoying, everybody wants to enjoy that benefit (Personal communication, 2015). In areas where some level of education was done, it is important to note that, the

understanding did not go well. The leadership of the unions was engaged. The leadership had to inform their members who fall under them. It was realized during the interview that some leaders told their members only things that are palatable and therefore arose their hopes for the policy. This was necessary especially in areas where the executives of the unions were seeking re-election. They sometimes start agitations in the interest of their members in order to pull other union members into their unions. This was obvious in the education and the health front (Personal Communication, 2015).

Another challenge is the issue of conditions of service and allowances. Majority of the workers condition of service had expired. Some expired as far back as 2007 and has not been renewed. And so the figures they saw as their condition of service were very low and they (workers) wanted renew of the figures but that was not possible. This is because the reform is being implemented in phases. The FWSC wanted to migrate all workers before entering into allowances (Personal communication, 2015). So it delayed the implementation of the allowances. Another official also indicated;

This offered management to take unilateral decision in which they were not having the patience to wait which also created a lot of problems (Personal communication, 2015).

The salary structures that existed had over sixty-five (65) different types of allowances. This was cumbersome and difficult for government to manage its wage bill, according to the Chief Executive Officer of FWSC, Mr. Graham Smith (Daily Graphic, April 9, 2010:1&3). These allowances were however put into four categories. Apart from the first category, the other three are subject to negotiations. The category one allowance was added into the base pay during the job evaluation exercise for all workers. Many of the

workers whose allowances were not transferred from the previous salary structures onto the SSSS agitated and wanted the abolishing of the entire policy (Personal Communication, 2015).

4.8 CONCLUSION

The section identified the main actors and their roles in the implementation of the SSSS. The actors have confrontations among and between themselves. These confrontations have some effect on the policy outcome of the SSSS which is settled through coordination. The result of the study confirms the Complexity of Joint Action model, in that, many actors as well as diverse perspective, conflicts and multiplicity of decision points have contributed to the gap between the stated aims and the outcome of the SSSS (Pressman and Wildavsky, 1984:93).

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

The Single Spine Salary Structure has been seen as pay policy that would help ensure fair and transparent in the salaries of public sector workers in accordance to “equal pay for work of equal value”(Act 651, 2003). However, it was observed that the implementation has faced a lot of challenges. The study therefore sought to investigate the challenges in the implementation. In doing so, the study had the following objectives to achieve.

1. Evaluate the activities of the actors in the implementation of the SSSS.
2. Ascertain the impact of the SSSS as a pay policy.
3. Assess the process of implementation of the SSSS focusing on the challenges and success.
4. Propose various ways to help strengthen the policy if it should continue.

To achieve these objectives, interviews were conducted at FWSC, MoF, MELR, CAGD, GEA, Trades Union Congress, NLC and other eight (8) Labour Unions employing the purposive sampling technique in the selection of the respondents.

This chapter summarizes the various findings that were discovered in the process and then draw conclusions based on the findings. It also includes recommendations on how to improve the SSSS. Suggestions on further research into the area are also presented.

5.2 SUMMARY OF KEY FINDINGS

This part of the study summarizes the findings from the preceding chapter. With respect to the objectives sought to be achieved, the following were observed.

5.2.1 POWER PLAYS AMONG THE ACTORS INVOLVED IN THE IMPLEMENTATION OF THE SSSS

It was revealed in the study that there are interactions between most of the actors or stakeholders involved in the implementation of the SSSS. However for the purpose of this study, the interactions between the Fair Wages and Salary Commission, individual institutions, Ministry of Finance, organized labour and NLC were captured. It was discovered however that these confrontations arise as a result of multiple decision points as indicated in the Complexity of Joint Action.

5.2.2 THE INFLUENCE OF POWER PLAY ON THE OUTCOMES OF THE IMPLEMENTATION OF THE SSSS

It became evident in the study that there exist delays in the implementation of the SSSS. These delays are as a result of all the actors playing their respective roles. For instance the HRs in the various public service institutions have the responsibility to do the migration of their staff unto the salary structure and submit it to the FWSC for validation. When the validation is done, the FWSC put a seal on the letter and send it to the MoF for another consideration. After the approval by the MoF, then it is sent to the CAGD for payment to be effected. Delay in one stage, is a delay in the entire process.

5.2.3 IMPACT OF SSSS AS PAY POLICY

The study revealed that the SSSS has impacted in a number of ways. The first impact is the fact that there have been increments in the salaries of public service workers. There has been establishment of FWSC to regulate issues relating to salaries of government workers. The policy has also been able to bring equity into the pay administration. This is because the job evaluation was done in a scientific manner in which workers and their unions participated in all the processes. This has made it possible for government to know the wage bill and planning ahead. The policy has also been possible for the consolidation of all allowances that were hidden from the government.

5.2.4 CHALLENGES IN THE IMPLEMENTATION OF SSSS

The implementation of the SSSS has been plagued with a lot of challenges. The first challenge has to be the managing the high public expectation, as many workers were eager to see huge rise in their salaries due to promises given by politicians. Another has to be the disagreements of unions with the grading structure as developed by the consultant. Also, it was discovered from the study that inadequate financial and human resources by FWSC presented a big challenge for smooth implementation. And lastly, the conditions of service and allowances of workers also presented another case.

5.3 CONCLUSION

It is obvious that the SSSS is a well-drafted policy so far as salaries of public service workers are concerned. However, the implementation has marred with a lot of challenges making it difficult for its aims to be fully achieved.

Also the confrontation between the actors delays the smooth implementation of the SSSS. In view of this there is the need to find solutions to the challenges. The section that follows however provides recommendations for effective implementation of the SSSS.

5.4 RECOMMENDATIONS

From the findings of the study, the following policy recommendations as well as recommendations for future research are made.

The findings of the study indicated that not all the phases of the entire pay reform have been implemented. There is the need to look at the other phases of the policy and should be implemented with caution to avoid further disagreement and agitations. This means that all the process must be transparent and more engagement with the unions. Also, there should be provision of financial resources to enable the FWSC embark on massive public education for workers to know that it is not about salary increases but salary rationalization.

Also, the government should resource the FWSC as an institution with permanent office accommodation. They operate in a rented apartment which sometimes makes them be in arrears for months and years in payments. Government should provide them with full and permanent building or provide sufficient budgetary allocation for them to build.

Another recommendation is in the area of provision of other logistic like vehicles, stationary and computers. Institution of such nature must be equipped with modern technology to help in their operations. Computers are not sufficient. In many cases staff uses their own laptops for office work.

Government should also help in the effort to address the needed human resource constraints that affect the Commission. The Commission should recruit competent staff with requisite training and assisting in training the existing ones to better handle the technicalities of the policy.

In addition, the researcher recommends that politicians should totally stay off the work of the Commission. Even though they do not dictate to the commission per say, the tendency of promising labour unions is very high.

Again the FWSC should get a library stocked with relevant materials to help staff and researchers with information on salaries and pay issues. The researcher realized in the process of the interview that some institutions are still paying some allowances that have not been approved by the MoF, so the FWSC should work hard to ensure that punitive measures are taken against such institutions in order to manage it or if possible be eliminated.

The researcher further recommends that, there should be more study about SSSS and its policy implementation. The studies should be done quantitatively to ascertain the progress of the SSPP and the challenges in the implementation with respect to the other phases.

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APPENDICES**Appendix A: 2015 SINGLE SPINE SALARY STRUCTURE**

LEVEL	Annual (LEVEL) average	Monthly(LEVEL) average	USD/ANNUM@average GHS 3.4/\$	USD/MONTH@GHS 3.4/\$
25	44,879.66	3,739.97	13,199.90	1,099.99
24	39,217.68	3,268.14	11,534.61	961.22
23	34,270.01	2,855.83	10,079.42	839.95
22	29,946.54	2,495.55	8,807.81	733.98
21	26,168.51	2,180.71	7,696.62	641.39
20	22,484.87	1,873.74	6,613.20	551.10
19	18,996.82	1,583.07	5,587.30	465.61
18	17,461.28	1,455.11	5,135.67	427.97
17	16,049.87	1,337.49	4,720.55	393.38
16	14,263.45	1,188.62	4,195.13	349.59
15	12,675.88	1,056.32	3,728.20	310.68
14	11,265.01	938.75	3,313.24	276.10
13	10,011.17	834.26	2,944.46	245.37
12	8,896.89	741.41	2,616.73	218.06
11	7,906.63	658.89	2,325.48	193.79
10	7,026.59	585.55	2,066.64	172.22
9	6,244.51	520.38	1,836.62	153.05
8	5,549.47	462.46	1,632.20	136.02
7	4,931.79	410.98	1,450.53	120.88
6	4,382.86	365.24	1,289.08	107.42

5	3,765.91	313.83	1,107.62	92.30
4	3,235.79	269.65	951.70	79.31
3	2,780.30	231.69	817.74	68.14
2	2,388.93	199.08	702.63	58.55
1	2,052.65	171.05	603.72	50.31

Source: Paper delivered by TUC at the 2nd National Forum of the SSPP at Tokoradi from 7th to 8th May, 2015.

APPENDIX B: 2015 Maximum and Minimum Pay on SSSS

	GHS (ANNUAL)	MONTHLY (GHS)	USD/Month@3.4/\$
Minimum Pay	2269.83 (L2;S1)	189	55.58
Maximum Pay	47, 180.83	3,932	1,156

Source: Paper delivered by TUC at the 2nd National Forum of the SSPP at Tokoradi from 7th to 8th May, 2015.

APPENDIX C: INTERVIEW GUIDE**DEPARTMENT OF POLITICAL SCIENCE****THE IMPLEMENTATION OF THE SINGLE SPINE SALARY STRUCTURE
(SSSS) IN GHANA.**

I am an MPhil student at the Department of Political Science, University of Ghana, Legon. My thesis is focused on the implementation of the SSSS in Ghana. The aim of this research is to look at the factors that facilitate or constrain the implementation of the SSSS and to examine how these factors affect implementation. The research is purely for academic purpose and all the information that you will provide will be treated private and confidential. I kindly implore you to help me answer the following questions to the best of your knowledge.

Thank you.

1. Who are the actors in the implementation stage of the SSSS?
2. What roles do the actors play?
3. How do their roles affect the outcomes of the implementation of the SSSS?
4. How effective is the SSSS as a pay policy?
5. How different is the SSSS with respect to past structures?
6. What are the factors that facilitate implementation of the SSSS?
7. What are the factors that constrain implementation of the SSSS?
8. What are your suggestions for improvement in managing the SSSS in Ghana?

Thank You.