

## A Contextual Framework of Henry Fayol's 14 Principles of Management for Public Sector Efficiency and Effectiveness of Policy Responsibilities by a Government

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### ABSTRACT

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Principles of Management are less discussed in the management of a country in Ghana. Every government has a responsibility to set good policies and implement them for the advancement and development of a country, but this seem to be a constant dream in Ghana. African countries statuses in the world stage are been labelled as developing countries and stack with poverty. Hence, their way of practicing democracy and governance are always downward trajectory. Therefore, the main purpose of this paper is to develop a total conceptual framework that will be suitable for good governance practice in Ghana, for that matter in Africa. This paper depicted a theoretical framework and contextual model of these principles with other identified variables in relationships and co-existence for a common goal. This findings indicated that Henry Fayol's 14 principles of management (independent variable) cannot be treated or practiced in isolation as best management practice in the public administration (moderator variable) but rather has to be effected with Human Resource Management Practice (endogenous variable), and Native Language(s) (exogenous variable), in achieving successful good governance as dependent variable. By and large, Political Will and Social Ethics/Behaviours are part and parcel of exhibiting good governance and are both Mediators within the contextual framework. This research concluded that for African countries to advance there is the need adapt good political will coupled with good ethical behaviours to be built in the citizens and public sector workers for best practice.

#### Keywords:

Principles of Management, Public Sector Administration, Management, Policies, Human Resource Management Practice, Good Governance

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## 1. Introduction

According to Uzuegbu and Nnadozie [1], wrote a paper titled Henry Fayol's 14 Principles of Management, and therefore, recommended that in addition to modifying some aspects to make these principles of management more responsive to the peculiar needs, that further research should

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be undertaken to expand the breadth of these Henry Fayol's 14 principles of management and ascertain their impacts on the management of organisations. They added that, research surveys can be conducted on case study bases to show the level of application of Fayol's principles of management or similar principles. There are several management methods and approaches within the contemporary society and only research can present a reliable picture of what the situation is. Hence, this paper is positioned to review the recommendations made by Uzuegbu and Nnadozie [1].

According to Rahman [2] Fayol was a firm believer in the sense that if organizational leaders used his theories, including the 14 principles of management, then they would be able to achieve performance with excellence. Though, Fayol's works has been criticized on several counts such as; that his theory is said to be too formal, that he did not pay proper attention to worker, that there is vagueness and superficiality about some of his terms and conditions, and that he only gave a hint but didn't elaborate that management can and should be taught subject. However, that despite all these limitations, Fayol made a unique and outstanding contribution to management theory by Rahman [2].

Previous research revealed that not all organizations, for example, either, small organizations or government agencies or churches or manufacturing company, still continue to apply this contemporary old Fayol's framework. And that research may also likely indicate that many modern organizations do not apply all 14 contemporary principles, and that many organizations apply some of principles more intensively than other companies by Rodrigues [3].

### *1.1 Aim and Objectives of the Review – Contextual Framework*

The major aim of this review study is to propagate a new contextual framework of the management principles with the Endogenous and Exogenous variables it associates which help in achieving good governance through public service and policy administration of constitutional/democratic government.

The following are the objectives:

- To show the different components of management principles with other elements and functions of public administration and governance systems.
- To see how both Human Resource Management and Native Languages are related to public administration through the practice of management principles.
- To produce a complete model of all these variables with the Henry Fayol's 14 Principles of Management as the independent variable and the other dependent variables.

### *1.2 Background*

According to John *et al.*, [4] principles of management are well established and accepted by many organizations and as many more researches are conducted, new principles will emerge, where other management principles will be modified, and some will be discarded as not been truly representative of modern management practices in organizations and these shows significance of future research. Findings has showed that the mechanistic management functions which was originally developed by Henri Fayol over 97 years ago are still being taught in today's lessons, but were not designed to be applicable to today's turbulent business environment we are experiencing which requires an organic set of managerial functions by McNamara [5]. According to a conclusion made by McNamara, [5], was about providing a new set of organic management functions which will be applicable to today's work environment. And that this set of organic management functions were synthesized from the works of today's practitioners, consultants, theorists, and researchers. More importantly, it was

discovered that there is limitation to Fayol's theory of management functions that might help improve an organization's operation by McNamara [5].

## **2. Literature Review**

The basis of this thesis is to add value to theoretical research concepts and findings to make it clear for leaders to adopt for better growth and development of nations. According to Ghana's official strategic policy document caved from the objectives of the Ghana Shared Growth and Development Agenda (GSGDA), a budget policy base program for (2012-2014) stated that the following objectives relevant to the Public Service Commission (PSC) as: a) to upgrade the capacity of the Public and Civil Service for the purpose of accountability, transparency, efficiency, effectiveness, timely and good performance and proper delivery of service. b) for the commission to strengthen institutions by offering support and ensuring social cohesion in all levels of the Ghanaian society. c) to rationalize by defining good structures, procedures and roles for the state, foreign and international actors. d) to deepen institutionalization and internationalization of the formulation of policies of planning, and monitoring and evaluation systems in all levels of governance. This GSGDA policy on PSC was a drafted document which formed the bases of good governance with the essence of management principles and public administration functions.

Princeton Professor Woodrow Wilson in 1887 argued that strong leadership duly exercised would be seen as accountable-leadership, which means no danger in power only if it is centred on the heads of service and branches of the service, which is easily watched and can be brought to book. Also in 1976, Wilson said, authority by leaders and top managers are essential to the effective operation of administrative systems and implementation of administrative procedures by Feldman and Khademian [6]. Principles start from the new public management literature which shows the importance of structure managers to manage according to the priorities of political principles and the people they represent. Alberti and Klareskov [7], noted why governments should innovate and sharing information and transferring knowledge on innovations are important tools for stimulating and inspiring governments in their reform efforts towards achieving more inclusive development in governance. Haruna and Kannae [8] wrote that challenges still remain as development management makes it a difficult transition because of the bureaucratic nature and managerial posture it has towards that of good governance – makes it difficult to meet the country developmental needs.

During the 20th century, public administration in the sub-Saharan African countries has undergone multiple reforms with significant implications towards education, training, and preparation of individuals to participate in the practice in development management of their countries. Therefore, most recent reforms in good governance in Africa, is a concept that the international donor communities has pursued based on which developmental assistance is given to Africans by (European Union (EU), [9]; Organization for Economic Cooperation and Development (OECD), [10]; World Bank, [11]; United Nations (UN), [12]; Van Doeveren, [13]; Haruna and Kannae, [8]). In a published reviewed paper titled "Ethics Codes and Codes of Conduct as Tools for Promoting an Ethical and Professional Public Service: Comparative Successes and Lessons" by Gilman, [14], stated that in some cases, the codes have been used as a catalyst to build a modern public administration system. For example, Slovakia focused on ethics standards as a way to reengineer their entire public service systems. In fact, there is no one right way to do this, but it is clear that codes rely on solid public administration systems to be effective. Slovakia developed corruption preventions initiatives because of the commitment of political will.

The gap now is that Political Will eventually fades in the governance structures of Slovakia. But codes and systems supported them to survive because of institutional continuity. In complex

government structures what counts after political will fades is that, the organizations and institutions are viable and have authority. And part of this viability is effective on independent leadership within the organizations. If no one is responsible for continuity during transitions of political authority, it is very difficult for organizations to maintain their effectiveness likewise in Ghana for instance. Some governments form commissions while others appoint independent officers in their respective countries. Ethics and codes become more effective over time in governance. The longer these ethics and codes are in placed the more natural they seem to the public service environment. They also become integrated into the overall management structure and are seen by the public as an effective tool in delivering good governance. However, codes also create friction for example; if there is no political will and institutional importance to nurture its organic development, the code will have less and less impact just as cases in Ghana government structures by Gilman [14].

Africa and any other third world country has been perceived as a consumer of the western dominated public administration systems, new public management systems and governance models which were inherited through colonialism by Uwizeyimana and Maphunye [15]. According to Maldonado [16], governance was first used by the World Bank in 1989 study of sub-Saharan Africa crisis to sustainable growth, which was to portray the need for institutional reform for better and more efficient public sectors of economy.

### *2.1 Language gap in Nation Building for good governance*

According to Caviedes [33], the survival of a nation and the success it will achieve in order to drive towards national status are predicated upon the existence of a language that its people can speak, read and write. It is important to be able to communicate effectively within the modern national state, which is even more crucial to the manifestation of identity as it shows the demarcation and boundary function language can play by Gellner [34]. In other words, primordialists might relied upon the innate meeting between the nature of a language and the character of the people speaking it, but constructivists will be more interested to point out that identification is taught and developed through the presence of a common language. In Europe this was unfolded once the vernacular was able to develop at a literary level by Hastings [35]. The enlightenment perceived a need for a vernacular language to be a lever for challenging the educational privilege of the nobility and clergy and while romanticism stressed the glorification of language as a national treasure, rendering language cultivation a patriotic rather than a social task by Coulmas [36]. Also, Europe is known to home vast number of indigenous languages, together with numerous immigrant languages. Hence, the European Union (EU) acknowledgement of “national” languages as official languages results in as a privileged status for these languages in comparison with the minority languages with which they cohabit. This support prevents hegemony by a single language such as English, and yet still the EU simultaneously undermines these national languages domestically by promoting their minority language competitors.

The key to a conception of a nation is the notion of identity as a source of symbols and legitimacy for mobilization towards the task of nation-building and that whether one is bias to primitive or constructivist explanatory framework of identity formation, all of these approaches shares the view that culture, language, and religion have historically been the central components of national identity (Fishman, [37]; Caviedes, [33]). The theory so far, is either explicitly or implicitly suggested that the task for nation building must be grounded as unification in one language and that De Witte, [38], has questioned whether Gellner, [34], insistence upon a single, uniform language that facilitates nation building is perhaps valid with respect to the social and economic evolution of the time only, and that

the simultaneous industrialization and nation formation characteristics of the eighteenth century are no longer necessary or sufficient configurations by (De Witte, [38]; Caviedes, [33]).

Caviedes [33] said that further criticism of the unitary language theory centres on the reality that language rationalization and unification, there is usually not any emergence of a single pure language and for example, numerous dialects, patois, and minority languages may continue to exist with the advent of national integration. And that it is, recognized that it is not multilingualism per se that engenders division, but the attitudes of the speakers and the sentiments and symbolism of the action presented or attached to the language and so if this is a valid and fair comment to those attempting to include an element of multicultural tolerance within their plans of nation building. It however, made a clear remarks that may be because many of the sociolinguists are dealing with cases in Africa or South-East Asia, where both resources and alternatives for the people needs are few, then one might speculate whether these authors are merely trying to sell in advance prospective (future) governments on what they believe is the most or best option for them to adopt by Caviedes [33].

That EU has around 58 autochthonous languages by Dacheux [39] but only eleven (11) are officially recognized languages within the EU namely Danish, Dutch, English, Finnish, French, German, Greek, Italian, Portuguese, Spanish, and Swedish and this means that all EU legislations must be published in all the member states' official languages, because in effect it is also, a national law. At times, EU addresses linguistic policy matters which is by way of keeping with the norm of European integration, even though, there is no visible uniform policy on that but they develops policies in an ad-hoc manner that gives room for an incremental progression in an attempts to prevent conflict from occurring before situation becomes too late. Even within EU institutions, all the official languages of the member states are the official languages of the EU by Caviedes [33]. EU minority languages are not those "small languages" within the EU, e.g. Finnish, which have a limited number of speakers, native or otherwise, and are therefore marginal. Rather, the minority languages are those existing as mother tongues among a sizeable population within the member states, but which are not the official languages of those particular member states, example are Frisian, Basque, Welsh and Catalan are among the more prominent languages falling under this category. The EU has realized that by failing to acknowledge and cultivate these languages will mean that the EU contributes to their continued marginalization.

Language function is classified into four categories, these are cognitive (related to learners' intellectual development), instrumental (related to the use of language for material purposes), integrative (related to group membership) and cultural (related to cultural appreciation and understanding), and may also be used as a political and social element in the process of building, unification and maintaining of a nation. Contrasting language and colonialism, the strength of the colonial empires were dependent on effective communication between those they colonized and the colonized master. Just as in Latin America, it can be seen very clearly that European powers adopted different strategies, no matter how much the language policy was imposed on the people or community that they conquered. For instance, after the conquest of the territory language became the language of the colonizer (the master), power. The other fact is that the language of colonized (captured) was degraded and that is both physically and mentally to the role of the slave language, even primitive language. During the era of transition from a traditional to a modern society that language started to be treated as a powerful political instrument by Grzywacz [40]. And that language can be used as political and social, which means the process of building, unification and maintaining the nation as a significant and essential element of national identity. National identity is an instrument in a political sense, but it is also seen as an instrument of domestic policy which allows building and maintaining a consolidated society and it involves loyalty towards the nation or the state by Grzywacz [40].

Linguistic culture is defined as a set of behaviors, assumptions, cultural forms and prejudices, folk belief system, attitudes, stereotypes and ways of thinking about language, and religion from historical circumstances all relates to a language and language policy is grounded in linguistic culture Schiffman [41]. According to Amara and Mar'i [42], stated that there is a close connection between language, identity and policy.

## 2.2 Human Resource Management Practice

President John Mahama on General News of Monday, 20 October 2014 admitted in an interview with UK media that Ghana's weak systems are to be blamed for the rising epidemic of corruption in the country and that efforts are being laid by his government to tackle the corruption as a curse that has become pervasive in almost every sector of the country where it is being impeded by human discretion and interference from anywhere. The President said, using the Ghana Integrated Financial Management Information System (GIFMIS), is an accounting tool or system to check public financial management, and he however, deluded that as a case in point some public officials have been deliberately working to derail its full implementation. The President said, "There are accountants in places who just don't want to hear about GIFMIS. However much you train them, they behave like they still don't understand the system. That is because GIFMIS will bring transparency into public financial management", as he addressed the press men in London. The President continued that in the last couple of months ago, corruption scandals and an alleged misappropriation of public funds have hit key government institutions and just recently, the Bureau of National Investigations (BNI) uncovered 22,000 ghost names in the National Service Scheme payroll (a cost to the nation of over 7 million Ghana cedis). Notwithstanding, there are still even direct allegations that the BNI investigators have been bribed by top guns of the government at the National Service Secretariat to bury scalding revelations and evidence. It added that investigations are also ongoing into allegations the Commissioner of the CHRAJ herself, Laretta Lamptey, misappropriated more than \$148,500 of public funds for her own accommodation. She was removed from her post. More so, the President shared his frustration and anguish over the Ghana Youth Employment and Entrepreneurial Development Agency (GYEEDA) rot and revelations of corruption at the World Cup Commission of Enquiry into Ghana's poor showing at the World Cup fiesta in Brazil, this were all on top of recent reports and agenda on corruption in the country.

President Mahama, however, said that these corruption scandals have come about because of weakness of supervision of government agencies in general and that his government has been working towards using technology to limit the incidence of weak supervision and enforcement of laws at government agencies. He added, that "the major opportunity to fight and win against corruption is to eliminate the opportunity for people to be corrupt. It's to prevent them from being corrupt. So while we look for people (who have been corrupt) and sanctioning them, we must also look at ways of strengthening the system." Source: myjoyonline.com

According to Business News of Tuesday, 24 November 2015, by Business and Financial Times Newspaper (B&FT) via ghanaweb.com, stated that Ghana's economy slips to 14<sup>th</sup> in Africa. That Ghana has been ranked 111<sup>th</sup> out of 144 countries which was based on most competitive economy in the world in the 2015 World Economic Forum's Global Competitiveness Index (GCI) reported and this places Ghanaian economy 14<sup>th</sup> in Africa. There were 38 African countries among the 144 countries and it placed Ghana behind Mauritius, South Africa, Rwanda, Morocco, Botswana, Algeria, Tunisia, Namibia, Kenya, Seychelles, Zambia, Gabon and Lesotho. The report assessed the economies of these countries based on 12 key pillars namely institutions, infrastructure, macroeconomic environment, health and primary education, higher education, goods market efficiency, labour

market efficiency, financial market, technological readiness, and market size, of which Ghana economy was 111<sup>th</sup> position – downward trajectory. And these 12 key pillars were further categorized into three (3) sub-indexes namely basic requirements, efficiency enhancers, and innovation and sophistication factors. Hence forth, in critically scrutinizing the report it showed that Ghana performed unsatisfactorily under the basic requirement category, because with a barometer of 7, Ghana economy scored 3.9 in institutions, 3 in infrastructure, 3.4 in macroeconomic environment, and 4.5 in health and primary education. The report stressed that Ghana faces several challenges as the country at the moment is experiencing serious power (electricity) shortfalls like never before. That, the country currently shares between 400-600MW of power daily which brought about low productivity and job losses. Source: B&FT, Business News of Tuesday, 24 November 2015, <http://www.ghanaweb.com/GhanaHomePage/NewsArchive/Ghana>

Kofi Amoabeng said, he want to own Ghana's judiciary on General News of Saturday, 14 November 2015, from [Tv3network.com](http://www.tv3network.com) is one of the Ghana's astute entrepreneurs, and shared his wish to own the country's judiciary in order to make a thriving business out of the system that has recently been hit by scandalous corruption. He is the Chief Executive Officer of UT Bank Ghana and made the revelation on Saturday afternoon when he sat in the hot seat on TV3's Hot Issues to discuss the country's economy, challenges facing businesses as well as the banking sector. He said, "One business I would want to own, if it is possible, is the judiciary and I could make business out of that," he revealed, and argued that for a system where Ghana can put a bit of business to some of its institutions like the Police Service and the judiciary.

Delays in court cases are affecting businesses he said, and that weak institutions and systems in the country is one major challenge for businesses. He particularly lamented about how the judicial system in Ghana is able to be manipulated by some people for cases to be dragged on for years, because his bank - UT Financial Services have cases pending in court for between six and eight years. He continued that one of the interesting things is that the people are able to influence the system so that judgment delays, because UT bank has cases in court that is over six years if not eight years old. In actual fact, there is one case that made me crazy. There is a case where we gave a person a loan, he went to court and UT was found guilty of giving him the money.... at least, instead of the court to tell the man that he should go and give them the principal loan, he recounted. Until the Anas' corrupt judicial exposé report, that he didn't see how such revelations could have been possible but when he saw Anas' report, and then he concluded that then of course, it's possible for a judge to give that kind of ruling, he stated.

Mr Amoabeng on Ghana's economy, talked about how Ghana is gradually losing its economy to foreigners, a situation he warned could cripple the nation if it is not addressed. He said this because he observed that the major and critical sectors of the country's economy were not in the hands of Ghana. For example he cited the telecom, tourism and hospitality, the mining, the oil and the banking industries as those being controlled by foreigners. He fumed that, "when it comes to the whole economy, we've lost it and I think the government has to really take a bold step and say that we want to develop Ghanaians and put some of the businesses into the hands of Ghanaians. I want to see Ghanaian millionaires possibly billionaires and a lot of them," Mr. Amoabeng said. He however, advised that it is imperative for the government to dialogue with the business community and strategise on how to put some of these businesses into the hands of Ghanaians and that, otherwise, the way it is going, we are always going to be marginalized because when the foreigners become very powerful they buy politicians and when they buy the politicians, it means they still get a bigger chunk of economy," he argued.

Citifmonline reported on Regional News of Wednesday, 6 January 2016, that scores of residents in Teshie in Accra on Tuesday, thronged the offices of the Electricity Company of Ghana (ECG) within

their area to express their anger, as according to them, the electricity credits they buy literally vanishes after just a few days of usage. They accused the ECG officials of manipulating the system to short-change the people. The Public Utilities Regulatory Commission (PURC) had increased electricity tariffs by 59.2 percent in December 2015. And that a disgruntled resident told citifmonline.com that he bought GHs50, but it got finished in just two days and to low and behold, the resident said when he visited the ECG office over the matter, he was told that someone had recharged GHs3,000 which got finished within three days, hence he has no cause to complain. This is economic public management or good governance? Source: <http://www.ghanaweb.com/GhanaHomePage/NewsArchive/Teshie-resi...>

Nene Kanor Atiapah III, on Politics of Tuesday, 29 March 2016, said 'ECG prepaid meters are as sick as NDC' on [dailyguideafrica.com](http://dailyguideafrica.com). He is the acting President of the Ningo Traditional Area, and he said that President John Dramani Mahama is indifferent about the plight and suffering of Ghanaians, who are facing untold hardships. The Chief (traditional ruler) said that the National Democratic Congress (NDC) was unwilling to address the concerns of Ghanaians and that the NDC government and the electricity prepaid meters installed in various homes and institutions by the Electricity Company of Ghana (ECG) are the same, because "The ECG prepaid meters are as sick as NDC government." He Lamented. Mankralo of Ningo Traditional Area was of the view that those prepaid meters are money-sucking equipment, which has worsened the plight of Ghanaians. The Chief said he was against the installation of prepaid meters by ECG personnel in Ningo (his community). Nene Atiapah III, in an interview with DAILY GUIDE, said he boldly drove away two ECG personnel who were in his house to install a prepaid meter. He said according to him, that if the government and the ECG do not understand why he boldly disallowed the installation of the prepaid meter in his house, they can come and disconnect his house from the national grid and that he was ready to revert to the use of hurricane lamps.

He continued, "My people in this traditional area are poor farmers and fishermen and they hardly make ends meet and so if I allow ECG to come and install their corrupt prepaid meters my people will not get money to buy credit to reload them. I want to tell the ECG and government to leave my people alone to enjoy their post-paid meters." The Acting President of the Ningo Traditional Area was unhappy with the long queues that customers sometimes form in order to purchase credit for the meters. He fumed that is it not so crazy that other times, too, when you go to buy the credit, the vendor tells you that the network is down? Must a customer sleep in darkness or be deprived of electricity to operate their business because of some 'useless' network failure? In fact, he affirmed that the prepaid meters are as sick as this government, Nene Atiapah III observed. According to the Chief, he noted also that, when a political party also fails to do the proper thing by listening to the cries of the people, we will rise up and vote that government too out, because we the citizens, have power vested in our thumbs and we must use it sensibly on November 7 when we go to the polls, he acclaimed.

### **3. Summary of the Gap of the Research Reviewed**

#### **3.1 Principles of Management and Public Administration Gaps**

The devastating effect of the lack of integrity, transparency and accountability, leads to corruption and misconduct of public officers which is an unethical practice (Armstrong) [43].

Lack of public trust undermines and even destroys political stability of a nation and corruption remains the single most significant obstacle to achieving the MDGs by Armstrong [43].

Authority by leaders and top managers are essential to the effective operation of administrative systems and implementation of administrative procedures by Feldman and Khademian [6].

Challenges still exist as development management makes it a difficult transition due to the bureaucratic nature and managerial posture it has towards that of good governance, which makes it difficult to meet the country developmental needs by Haruna and Kannae [8].

Good governance in Africa, is a concept that the international donor communities have directed based on which developmental assistance they give or will support to Africans (European Union (EU), [9]; Organization for Economic Cooperation and Development (OECD), [10]; World Bank, [11]; United Nations (UN), [12]; Van Doeveren, [13]; Haruna and Kannae, [8]).

Ethics codes and code of conduct has been used as a catalyst to build a modern public administration system by Gilman [14].

### *3.2 Native Language Gaps*

The survival of a nation and the success it will achieve in order to drive towards national status are predicated upon the existence of a language that its people can speak, read and write, by Caviedes [33].

It is important to be able to communicate effectively within the modern national state, which is even more crucial to the manifestation of identity as it shows the demarcation and boundary function language can play in governance by Gellner [34].

The enlightenment perceived a need for a vernacular language to be a lever for challenging the educational privilege of the nobility and clergy and while romanticism stressed the glorification of language as a national treasure, rendering language cultivation a patriotic rather than a social task by Coulmas [36].

The key to a conception of a nation is the notion of identity as a source of symbols and legitimacy for mobilization towards the task of nation-building and that whether one is bias to primitive or constructivist explanatory framework of identity formation, all of these approaches shares the view that culture, language, and religion have historically been the central components of national identity by Fishman, [37]; Caviedes, [33].

Further criticism of the unitary language theory centres on the reality that language rationalization and unification, there is usually not any emergence of a single pure language and for example, numerous dialects, patois, and minority languages may continue to exist with the advent of national integration by Caviedes [33].

It is not multilingualism per se that engenders division, but the attitudes of the speakers and the sentiments and symbolism of the action presented or attached to the language and so if this is a valid and fair comment to those attempting to include an element of multicultural tolerance within their plans of nation building by Caviedes [33].

The sociolinguists are dealing with cases in Africa or South-East Asia, where both resources and alternatives for the people needs are few, then one might speculate whether these authors are merely trying to sell in advance prospective or future governments on what they believe is the most or best option for them to adopt by Caviedes [33].

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EU addresses linguistic policy matters which is by way of keeping with the norm of European integration, even though, there is no visible uniform policy on that but they develops policies in an ad-hoc manner that gives room for an incremental progression in an attempts to prevent conflict from occurring before situation becomes too late. Even within EU institutions, all the official

languages of the member states are the official languages of the EU by Caviedes [33]. The EU has realized that by failing to acknowledge and cultivate these languages will mean that the EU contributes to their continued marginalization.

Every government needs and want the support of the public, but loyalty is not without problems, especially in multi-ethnic societies, precisely because of the threat of losing the social stability by Ortmann [49].

There is a close connection between language, identity and policy Amara and Mar'i [42].

### 3.3 Human Resource Management Practice

- Systems are weak in Ghana by President John Mahama, [43]
- Ghana's economy slips to 14th in Africa, Business News Report, [44]
- Delays in court cases are affecting businesses, Kofi Amoabeng, CEO, UT Bank, [45]
- Ghana losing its economy, Kofi Amoabeng, CEO, UT Bank, [45]
- Teshie residents invade ECG office over 'vanishing' credits/tariffs, Citifmonline, [46]
- "ECG prepaid meters are as sick as National Democratic Congress (NDC)", Nene Kanor Atiapah III, [47]

## 4. Methodology

This review paper is researched based on theoretical and qualitative methods. It is based on inductive and deductive research to add knowledge to the already existing theories in the doctrine of management principles that is used by governments to propagate growth and development.

### 4.1 The Research Strategies/Design

Due to the importance attached to this research, the research strategies adopted are case studies, grounded theory and exploratory, descriptive and explanatory research studies. That is qualitative strategies, presentation and analysis of research findings and discussions. Proposed Model is formulated to support the research findings.

## 5. Findings/Discussion

According to Henderson [48] noted clearly that one of the faultiness in the theoretical debates about Human Resource Management (HRM) in enhancing public sector work for good governance has been a long time argument (right from Taylor's 'scientific management' to the present day). This debate is whether there is one best way to manage? That is to say, is there a set of principles which if applied correctly will always bring better performance, or does it depend on the particular circumstances and factors such as the nature of the work and technology that is employed? This is sometimes referred to as the 'universalist versus contingency' debate.

A resources gap was estimated to be financed through other mechanisms such as strengthening and enhancing revenue collection measures to broaden the revenue base; strengthening management and expenditure controls and ensuring value for money; pursuing the agenda of Public Private Partnership (PPP) in the area of the provision of public infrastructure; and ensuring aid on budget by diversifying other sources of mobilization of external resources. This is how the advancement and future growth of Ghana should come about. By and large, all these points to the fact that, there is a gap or lack of management principles in practice, as well as, lack of public

administration functions in the governance systems of an economy. Therefore, a theoretical research to reveal the factors that lead to the deviation of policy implementation and downward trajectory of an economy is a laudable area to investigate.

One of the goals of the Municipal District Assembly (MDA) is to promote a well managed human resources or workforce who are capable and will be committed to deliver high quality service that will accelerate growth towards the achievement of the Millennium Development Goals (MDGs). This brings to bear with the first president of the Republic of Ghana, and that was Dr. Osagyefo Kwame Nkrumah said in the 1960s during the liberation that “black man is capable of managing his own offers” and that Ghana is free forever. This statement has an inspirational movement of African nations but to date, the reality of African continent is bedeviled with corruption, politicization of important matters and issues, mismanagement of public offices and funds, high unemployment rates, high infrastructural deficits, high immortality rates, lack of stable and sustainable economic growth due to lack of the application of management principles, effective public administration, and good governance.

The core functions of the Public Service Commission (PSC) are to advise government on appointment criteria to public offices or acting in Public Services; to promote also accountability, integrity, efficiency in the public service office; identification and exploration for the recruitment and promotion of suitable personnel to work in public offices and act in collaboration with educational authorities; undertaking the planning of manpower requirements of the public services by the use of data provided by the educational institutions and through other sources; improving recruitment policies and techniques by introducing modern methods and systems finding suitable candidates for office jobs in the public sector; conducting examinations and interview process for the recruitment of potential staffs and for the promotion of qualified and well deserved public service office holders within the corporation of the public to ensure fairness, uniformity of standards of both qualification and selection process used.

The following also are the core mandate of the PSC, is to review the manpower structures and organizations and agencies, and other bodies in the Public Services and advise government on any rationalization and the maximum utilization of human resources in the Public Services; overseeing the human resources development needs by ensuring proper career planning and development in the Public Service sector; in collaboration with training institutions and tertiary institutions, conduct personnel search as human resource management for better improvement of service; and finally, the commission to perform any other duties assigned to it under the Constitution of Ghana and any other enactment. By this, it is obvious that measures are always put in place to get Ghana to be developed.

Almost all the GSGDA strategic policy objectives are in consonance with the MDAs strategic policy objectives; this is to make sure that policies are well implemented for the achievement of good governance for economic growth. A budget Program Summary for the GSGDA and MDA are that, under the Management and Administration of budget program objective, the following are set out: to formulate and translate policies and prioritize PSC for effectiveness and efficiency in service delivery; and coordinate the mobilization of resources, improve financial management by timely conducting monitoring and evaluation and reporting. That this Management and Administration Program will provide logistics and administrative support on Human resource practices; also to undertake research into the implementation of policies by the PSC and provide statistical data for the Human Resource Management Information Systems (HRMIS); the provision of state of affairs of the Human Resource Management in the entire Public Service, producing annual financial report and status report on the implementation of projects as well as monitoring and evaluation reporting to the executive. With these we would see that management and public administration is what constitute governance practices which should always results in economic growth.

In the GSGDA II (2015) policy document by the NDPC stated in the executive summary that, it briefly reviewed the cost framework for the years 2010-2013, for the financing of programmes and project, which were identified with some constraints in the resource allocation and actual expenditures. This now proposes a strategic focus of expenditure outlined under the GSGDA II. The essence of this costing framework was based on the following: ensuring sustainability of macroeconomic stability; enhancing competition among private businesses in Ghana; accelerating agriculture modernization and management of natural resources; development of oil and gas, development of more infrastructure for settlements; ensure good human development, high employment and productivity; and being transparent and provide accountable governance. The total cost of implementing the GSGDA II is estimated at GHS65,051.71 million, which is about US\$16,262.93 million. This is allocated as 44.5% of the bulk of the resources will gear towards financing activities which will provide infrastructure for settlement, and 22.4% will go towards the development of human resources such as employment for productivity.

According to Armstrong, [43], the devastating effects of the lack of integrity, transparency and accountability, which leads to corruption and misconduct of public officers cannot be underestimated because it is an unethical practice such as bribery and fraud have a very real human cost and that is, whether it is about the lives and health of the people which are robbed of at the expense of quality health care and medicines or children not well educated. The financial aspect and even public safety costs of corruption are amazing. This means that a lack of public trust undermines and even destroys political stability of a nation and corruption remains the single most significant obstacle to achieving the MDGs. Although achievement rates vary from region to region and country to country, hence, South East Asia leads the achievement chart and Africa trails and the reasons for poor performance in achieving these goals by African governments are governance weaknesses, poverty traps e.g. false diagnoses and unrealistic expectations, uneven development i.e. improper access to and the distribution of resources, and policy gaps are the main root cause of poor public management and governance which intend are the major problems confronting the developing world – third world countries like Ghana.

## 6. Conclusion

From the reviews and gaps analyzed above, indicates that there are theoretical relationships from the practice of Henry Fayol's 14 Principles of Management to that of HRM, Native Language(s), and Public Administration towards achieving Good Governance.

Contrasting language and colonialism, the strength of the colonial empires were dependent on effective communication between those they colonized and the colonized master. Just as in Latin America, it can be seen very clearly that European powers adopted different strategies, no matter how much the language policy was imposed on the people or community that they conquered by Grzywacz [40]. The other fact is that the language of colonized (captured) was degraded and that is both physically and mentally to the role of the slave language, even primitive language. Language can be used as political and social, which means the process of building, unification and maintaining the nation as a significant and essential element of national identity by Grzywacz [40]. There is no one right way to achieve this, but it is clear that codes rely on solid public administration systems to be effective to prevent corruption through initiatives due to the commitment of political will, which eventually fades in the governance structures by Gilman [14].

*Political Will* can fade off but the organizations and institutions must be viable and have authority and be effective on independent leadership within the organizations by Gilman [14].

Africa and any other third world country has been perceived as a consumer of the western dominated public administration systems, their new public management systems and governance models, inherited through colonialism by Uwizeyimana and Maphunye [15].

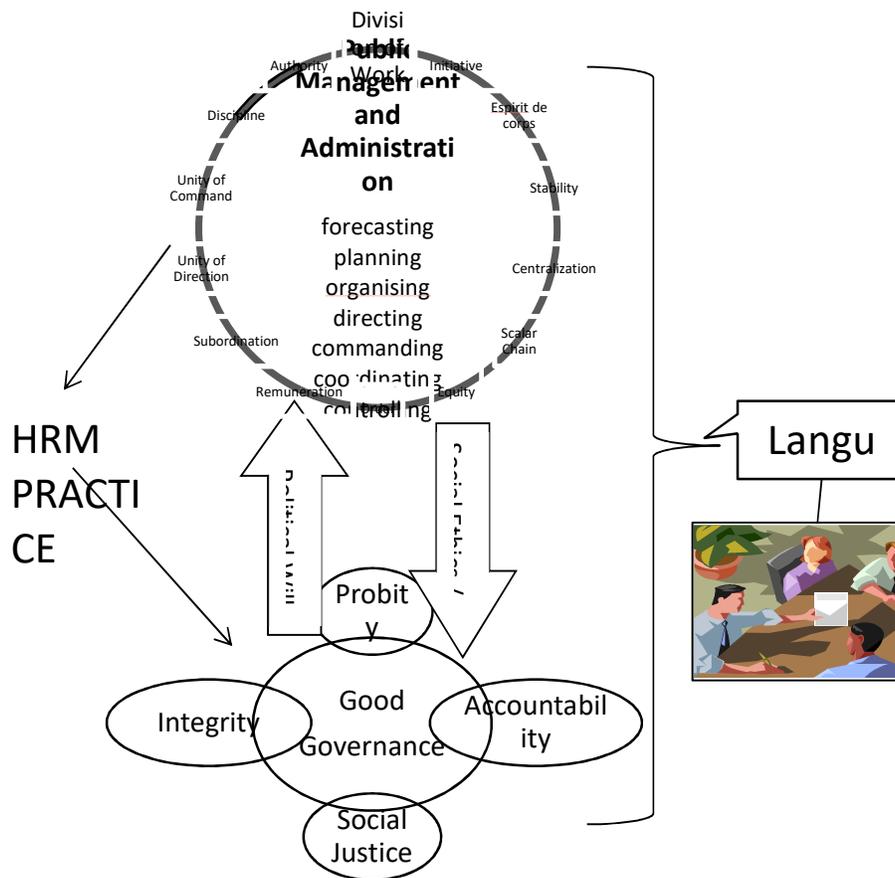
Governance was first used by the World Bank in 1989 study of sub-Saharan Africa crisis for sustainable growth, to portray the need for institutional reform for better and more efficient public sectors of economy by Maldonado [16]. Below is therefore a theoretical model deduced from the findings discussed above.

### 7. Recommendation and Contribution

The following is the recommended theoretical framework gathered by the author.

#### 7.1 Theoretical Framework

The research frame covers areas such as the design below



**Fig. 1.** Henry Fayol's 14 Principles of Management and good governance principles Model

#### 7.2 Conceptual Model supported by Theoretical Framework

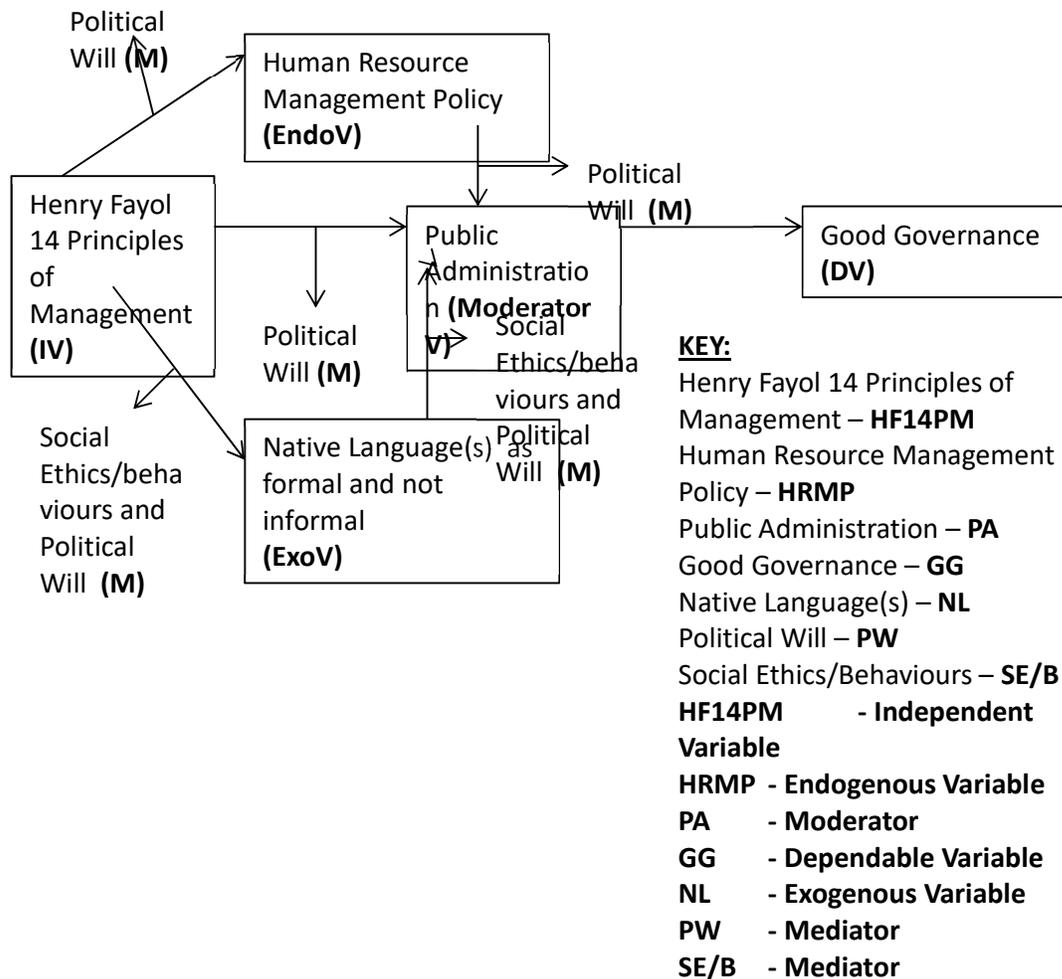


Fig. 2. Conceptual Model

The above are the theoretical contributions and therefore, future research can look into the probability sampling technique by applying quantitative experiment to ascertain the hypothesis in statistical representation and its conclusion.

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