

LEGAL TRANSFORMATION OF A PUBLIC TERTIARY INSTITUTION: TURNAROUND AND PUBLIC INTEREST OF THE GHANA INSTITUTE OF MANAGEMENT AND PUBLIC ADMINISTRATION (GIMPA)

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Abstract: Just over a decade ago, public tertiary institutions depended on the government for funding and received instructions on running their day-to-day affairs from the state. Recently, GIMPA a public tertiary institution deployed legal options to gain autonomy to stabilize its financial performance and service delivery. This article updates the progress that has since been made in understanding the reversal of the stressful financial situation of the institute through the lens of the existing legal framework. Further, the paper examined an ambitious organizational structure dwelling on a robust legal framework to redirect management policies, rules, regulations, and functional decisions of a public tertiary institution serving public management and public administration training and consultancy. Termed "legal framework," this set of legal instruments is cultivated into efficient and effective operations that yield financial stability that ensures growth and is trajected towards national development.

Keywords: Legal system; legal transformation; public tertiary university; turnaround.

1. Introduction

Lately, a public tertiary institution has gained autonomy to be financially self-reliant, and it took charge of running its day-to-day affairs, independent of government funding. The public tertiary institution is the Ghana Institute of Public Management and Public Administration (GIMPA). GIMPA has experience in training public-sector employees. To stabilize its financial performance, this public tertiary institution explored legal options to gain autonomy. Ways to improve the financial performance of an institute have always been a topic of discussion in management circles (Khakimov, 2023; Nwanka, 2024). One such way is for the institution to work

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with decrees; therefore, GIMPA built on decrees to embrace the corporate body status.

This article updates the progress that has since been made in understanding the reversal of the financially stressful situation of the institute through the lens of the existing legal framework. The legal transformation of the institute improved the capacity of the manpower resources of Ghana. Concerning GIMPA, the legal system comprises drafts of proposed laws presented to Parliament (Bondzi–Simpson and Agomor, 2021). Instruments were enacted at different times to deal with certain exigencies, each instrument has conferred on the Institute the status to promote the study of Public Administration and Management in Ghana and Africa. Given the understanding of the dynamics of the legal framework, actors of the institute were energized to go through a restructuring, instituting a new management system, and human resource considerations.

The legal framework adopted by the institute to address its financial limitations led to its transformation. The Legal framework of GIMPA, based on decrees, evolved with the replacement of decrees such as the NLCD 381 1969 which defined the objects and functions of the Institute granting it administrative authority. Changes in the decrees reflected changes in the organizational structure of the Institute. It also shaped the environment and culture of the Institute. This set of legal instruments cultivated an efficient and effective transformation in the operations of the Institute for growth, and resulted in improvement of service to the public. Improving labor legislation in key areas such as fair compensation, job security, professional development, workplace safety, and equitable working conditions is essential for fostering a supportive and empowering environment for educators (Mutalov, 2024). The paper illustrates the determined organizational structure that utilized a vigorous legal framework to redirect management policies, rules, regulations, and functional decisions of the Institute. GIMPA adopted a legal system designed to serve as a strategic position; it was a legal framework that served as the transformational strategy that was needed to determine its financial and academic autonomy. The legal framework energized the growth of the Institute. The legal framework of GIMPA that resulted in its transformation involved the provision of various decrees to educate the public. The study asserts that the legal framework of the Institute defined the scope of public services it provided. This paper discussed the dynamics of legal framework adoption and transformational implications for a public tertiary institute. It also indicates that the management direction of a public tertiary institution guided by a legal framework would initiate positive changes in the conduct of its affairs. This paper clearly reveals that government law provides justification for a public tertiary university or institute to be self-financing and autonomous in the short and long runs. This paper reveals that public tertiary universities facing financial

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constraints due to government allocations could gain financial autonomy by adopting a relevant legal framework, and contributes to the body of literature on legal frameworks. Government laws and directives shape the goals, objectives of the institutions.

2. Theoretical review

Institutional theory explains the actions of various actors in an institution. According to Chakrabarti and Sanyal (2017), it helps improve the rationality of individual decision-making, thereby improving the quality of policymaking in an organization. However, there are two strands of thought on key concepts of Institutional Theory (Silva, Macedo and Thompson, 2024).

Importantly, the foundation of institutional theory is that an environment has an impact on organizations (Wijesundara et al., 2024).

The theory explains institutional changes in motion. For example, a study conducted in Uganda attempted to use Institutional Theory to explain institutional pressures and risk governance in financial institutions (Kakooza et al., 2024). The Theory has also been used or applied in various contexts. For example, it has been used to explain organizational changes in the context of accounting practices (Alsharari and Daniels, 2024). A recent study has used it to explain accounting practices and organizational change in the public sector (Alsharari and Daniels, 2024). In addition, the Theory has been used to explain phenomena including family businesses from a systematic viewpoint (Kalhor, 2024). The Institutional Theory contributes to the understanding of inclusive education (Rapp and Corral-Granados, 2024) and lends support to the resource-based view (Tijani, et al., 2024). It has also been used to explain the process of decision making although Smith and Larimer (2017) suggest that the Rational Actor Model offers an inadequate view of human decision-making. The Theory highlights values, conventions, and presumptions of economic behavior. (Wijesundara et al., 2024).

Some scholars have criticized the Theory as limited to addressing collective problems related to institutions or institutional rules (Smith and Larimer, 2017). Another criticism is that Institutional Theory is unable to explain properly issues of stakeholders. (Wijesundara et al., 2024). The Theory is, however, useful in explaining organizational resources that have a bearing on social and accounting research (Eitrem, et al., 2024); it helps to explain organizational performance, organizational structure and institutional change (Vargas-Hernandez et al., 2024). Therefore, the Institutional Theory explains organizational resilience (Napier, et al., 2024), and particularly explains the external forces influencing an institution. (Wijesundara et al., 2024).

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3. Empirical review

3.1. Legal Systems

Little attention has been given to legal instruments, and the legal transformation of public tertiary institutions (Judijanto, et al., 2024). In Portugal, there has been a growing perspective of a new legal framework for public universities (Amaral, et al., 2013). However, governments have been urged to accord priority to strengthening the legal and regulatory framework that oversees financial services, through enhancing the efficiency and efficacy of the judiciary, nurturing the capabilities and integrity of legal professionals and institutions, and reforming the laws and regulations governing financial transactions, including contract enforcement, safeguarding property rights, and curbing corruption (Abdulai and Issahaku 2024). Thus, previous research indicates that legal systems have a connection with legal instruments.

Legal instruments are also associated with reforms. Judicial reforms impact legal systems (Akpuokwe et al., 2024); this helps to improve legal frameworks for public welfare-oriented businesses (Möslein, 2024). However, legal frameworks serve other purposes such as financial restructuring (Malkawi and Almajed, 2024). These issues have implications for behavioral law (Pardhasaradhi and Anitha, 2024). For example, staff gaps, adjustment and instituting new management are related to evaluating employee performance through change management strategies (Oranye, et al., 2024).

There is evidence of reforms and legal instruments guiding higher education in Poland (Donina and Jaworska, 2024). Some scholars have done a comparative analysis of systems of educational law. This includes the study of van den Hove and Philipsen (2024) which explored the educational system in the Netherlands as Squelch (2024) did for the legal framework of the Australian Educational System (Squelch, 2024). Other scholars have explored quality education in the context of legal frameworks and agreements (Abdullaev and Odilova, 2024). Hence, reforms and legal instruments form legal frameworks.

In Ghana, much scholarly attention on the legal framework has shifted towards land governance and strengthening the Institute of Customary Land Secretariats (Pomevor, 2024). However, it is observed that legal instruments help to induce the transformation of organizations such as revamping homeopathy from the Drug and Cosmetic Act of 1940 to the New Drugs, Medical Devices and Cosmetics Bill, of 2022 (Patil, 2022). Beyond political considerations, legal imponderables are involved when switching between different legal instruments. A choice of legal instruments that serve as a consequence of the original instrument choice would not be reflected in subsequent decisions (Hurka and Steinebach, 2021).

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Based on the legal instruments, an organization is able to create laws and regulations. During COVID-19, some scholars considered framing laws and institutions as a subject of research interest (Fischer *et al.*, 2024). Other scholars argue for enhancing labor legislation related to educational institutions (Mutalov, 2024). This relates to the efficacy of government based on the constitution (Judijanto, *et al.*, 2024).

Related to laws and institutional performance, there are five constitutions of government efficiency according to the variable definition; they all (i.e., the efficiency of government spending, ease in complying with government regulation, the efficiency of the legal framework in settling disputes, efficiency of the legal framework in challenging regulations, and transparency of government policymaking) potentially play roles in mitigating tax evasion (Bani-Mustafa *et al.*, 2024). Moreover, other scholars considered it important to synchronize and coordinate the legal frameworks across various nations and regions, thereby facilitating cross-border trade and integration (Abdulai and Issahaku, 2024). This may reflect migration-related legal instruments in Africa (Akpomera, 2024).

To achieve government efficiency, the state ought to create legal instruments to guide the path of higher educational institutions. Little attention has been given to the legal instruments of the constitution and legislature on the transformation of public tertiary institutions (Judijanto, *et al.*, 2024). In Portugal, there has been a growing perspective on a new legal framework for public universities (Amaral, *et al.*, 2013). However, governments have been urged to accord priority to strengthening the legal and regulatory framework that oversees financial services, through enhancing the efficiency and efficacy of the judiciary, nurturing the capabilities and integrity of legal professionals and institutions, and reforming the laws and regulations governing financial transactions, including contract enforcement, safeguarding property rights, and curbing corruption (Abdulai and Issahaku, 2024).

These laws and regulations are enacted by a council and a set of committees. Considering a governing council, various committees are set up to look at educational performance. For example, in Australia, there were some reforms in the direction of designing policy on education (Stein and Moore, 2024). However, there is a relatively small body of literature on the visions and missions of Ghanaian tertiary institutions (Hu, *et al.*, 2024). In 1969, GIMPA's role was to train public and private-sector employees in management and public administration (Bondzi-Simpson and Agomor, 2021). The Institute had as its object to, among others, promote the study of public administration and management in Ghana. The Institute was equally tasked to carry out studies, inquiries, and surveys on the problems concerning public administration in, or with particular reference to, African

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countries. The Institute was enjoined to advise governments and public authorities by providing solutions to problems. In addition, GIMPA was mandated to assist both public and private enterprises to achieve greater efficiency.

3.2. Legal Systems and Tertiary Institutions

Actors of tertiary institutions or organizations, including tertiary institutions adopt legal systems which regulate their actions. The legal framework adopted by an institution provides it with a regulatory basis (Baratovna and Abdurakhmanova, 2023), and influences the actions of its leaders (Brauckmann, et al., Årlestig, 2023). Thus, these legal frameworks help to improve educational institutions (Khakimov, 2023). Committees set up as a result of adherence to legal instruments sometimes promote professional activities through training (Demchenko et al., 2021). A broad legal framework is provided by administrative law and structures and controls the power of administrative agency (Aman, et al., 2020). This holds actors accountable (Gilbert, 1959) and fuels discretionary policy (Latif and Chariansyah, 2024). This has debate implications for the subject of legal evolution (Barberis and Sardo, 2024). Apart from using legal systems to regulate their actions, members of an institution use it to create autonomy. The existing literature on institutional autonomy shows that an institution is able to regulate its affairs and maintain the institutional right of self-regulation (Saint, 2009). Lessons learned from past operational experiences related to the adoption of legal frameworks and become a springboard for a tertiary educational institution to turn around (Fumasoli and Hladchenko, 2024) and yield better outcomes (Abdulai and Issahaku, 2024). Legal frameworks in sub-Saharan Africa, define and delimit tertiary institutions (Saint and Lao, 2009).

Moreover, autonomy and regulations gained with the adoption of the legal system contribute to defining the products and services of organizations. The adoption of legal frameworks affects institutional leaders (Ruan and Stensaker, 2024) and regulates their dealing with consumers (Magau, 2023). For example, the Ghana Institute of Public Management and Administration (GIMPA) awarded degrees through conventional schooling (Bondzi–Simpson and Agomor, 2021). This relates to the National Institutional Reform Program (Bondzi–Simpson and Agomor, 2021) and shows its effort to manage and accelerate socioeconomic development in West Africa. The Institute provided training in Public Management, Business Administration and Technology based on the GIMPA Act of 2004 (Act 676) and law (Ortagus, et al., 2024).

Furthermore, product and service redefinition as a result of legal system adoption by an organization often begins with organization restructuring and application of strategies. Bondzi–Simpson and Agomor (2021) note that to achieve financial autonomy, the Ghana Institute of Management and Public Administration (GIMPA)

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resorted to the provision of consultancy services as part of the Institute's strategic agility. The consultancy services of the GIMPA provide professional, unbiased, and dedicated advisory support services to various areas of government to enhance their capacity for sustainable development and management (Onabe et al., 2024). Offering consultancy services to the public was one of the Institute's strategies for meeting public interest. The vision of educating the public was realized with the implementation of the Institute's strategies for meeting public interest with satisfactory educational output. The Institute arose and maintained interest in the study of public administration in Ghana and Africa (Fischer et al., 2024).

Organizational strategies inherent in legal frameworks contribute to structural changes. The study of Cioffi (2000) explored structural changes in the context of state and law related to corporate governance, considering governance regimes in the United States of America. The study suggested a connection between change in law and regulatory institutions. The Institute had an official order, based on the Ghanaian Constitution and force of law This implies that higher education requires some form of governance (Donina & Jaworska, 2024).

In addition, these legal strategies play a key role in improving the performance of organizations. Legal systems can cause restructuring activities (Sagintayeva, 2024), and restructuring activities bring improved performance with the adoption of ICT strategies and technologies (Aristovnik, Ravšelj and Murko, 2024). This could be useful for managing academic libraries (Boateng, Aroba & Patel, 2024). For example, the restructuring of the police force in Turkey was governed by a legal framework (Öztan, 2024).

This is illustrated by, for example, the performance demonstrated by a public tertiary institution in promoting public administration. Public administration education has been regulated in some countries over the years to promote its education and associated science (Zhukova et al., 2023). Such educational exposure has promoted the rights of women and their representation in government (Reba, 2024). Emphasis given to the study of public administration exposes the influence of political parties on Ghanaians (Adonteng et al., 2024). The literature shows legal expediency aspects of educational institutions (Yuniditia, et al., 2024). These developments have led to debates on the relevance of the Institutional Theory to the teaching of public administration (Silva, et al., 2024).

In Ghana, a public tertiary institution created consultancy services for the public. Services offered by the GIMPA were in the area of training and consultancy for the private and public sectors. These services helped public administrators to achieve public interest. Previous studies have indicated that financial crises experienced by a tertiary university or institution affect its capacity to contribute to national

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development (De Los Angeles Ramallo, 2024). Therefore, universities ought to have the capacity to address the need for national development. In addition, the institution contributes towards good governance in Ghana. Therefore, sustainable development reflects a country's legal system and institutions. This relates to national governance aimed at protecting future generations (Dernbach, 1998). This could be reflected in education to promote national interest and reflect good governance.

Again, public tertiary institutions can address their financial challenges using legal instruments. Using legal instruments, the GIMPA was able to address its financial situation. Adequate funding gives tertiary educational institutions the urge to do exceptionally well (Ogunode and Mohammed, 2024). The key is that these universities must strive for a balance between running an educational organization and addressing financial inclusion issues (Magau, 2023). In Ghana, the Ghana Institute of Management and Public Administration, a public tertiary institution, was able to achieve that balance (Bondzi-Simpson and Agomor, 2021). Its approach contributes to revenue mobilization models for financing tertiary institutions (Onabe *et al.*, 2024) and has implications for the sustainability of higher educational institutions with a growing trend of AI adoption in universities (Shwedeh *et al.*, 2024). Public universities in Ghana have long enjoyed substantial support from the state to support their basic functions of teaching, learning and research under Article 25(1) of Ghana's 1992 Constitution (Pomevor, 2024).

During the Covid 19 period, the GIMPA remained a self-financed public university in Ghana. This indicates that the Institute did not have recurring financial problems since it was selected to be self-financed under the National Institutional Reform Programme (Agomor *et al.*, 2023). The study of Patil (2022) indicates that a bill was useful in creating a change; in homeopathy from the Drug and Cosmetic Act of 1940 to the New Drugs, Medical Devices and Cosmetics Bill of 2022. Related to institutional transformation and financial sufficiency, views on institutions, policies, institutional change, and the state contribute to understanding of institutional challenges (Silva *et al.*, 2024). The study by Monarrez, Hernandez and Rainer (2021) shows that a bill passed cut a grant and scholarship to 90 percent of tuition (down from 100 percent). This indicates the extent to which state fund is spent by the government on financing college operations.

4. Methodology

The study adopted a quantitative descriptive method of research to gather data on the legal system of GIMPA, a public tertiary university in Ghana. This approach was adopted primarily to explore the effect of the legal system on the institution. Findings on the effect of the legal system of GIMPA on its products and service provision as well as its impact on the public were the statistical data required for the study. In this

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direction, a descriptive normative survey approach was adopted for the study, different from the exploratory descriptive research design (Foster, 2024) which is suitable for collecting texts and associated with a qualitative research method (Hirose & Creswell, 2023). The quantitative case study research method enabled the researcher to gather data from a sample of persons on the GIMPA campus. Twenty participants provided answers expressing their opinions through a semi-structured questionnaire on the effect of legal instruments on the progress of a public tertiary institution. This case study survey approach was used to gather data from staff and students of the GIMPA. The primary data obtained by using the survey questionnaire were analyzed and recorded. Among the significant issues that were considered were consent, confidentiality, and data protection (Khan, Cresswell & Sheikh, 2023).

5. Results and Discussion

This section presents the results and discusses the findings of the study. Legal Instruments of GIMPA, Legal Framework and Council, Legal Transformation and Turnaround Process of the Institute, Changes in Organizational Structure and Management, Changes in Organizational Culture, Effect on Organizational Activities, and Effects on Autonomy and Attention for Other Matters and Legal Transformation Effect on the Public.

5.1. Legal Instruments of GIMPA

The study, conducted at the GIMPA, revealed the legal instrument of the Institute. Over the past 60 years, GIMPA's activities have been guided by five successive legal instruments: EI 117 of 1961; NLCD 381 of 1969; 14 of 1976; PNDCL 318 of 1993; and Act 676 of 2004SMCD. This indicates the efficacy of government based on the Constitution (Judijanto, Zainuddin, 2024). However, EI 117 was revoked in 1969. The Legal framework of the GIMPA was based on decrees that defined the corporate body status of the institute. This finding underscores the role of the Constitution and legislature in the transformation of public tertiary institutions (Judijanto, et al., 2024). A comparison of the results indicating that the GIMPA was driven by legal instruments with higher educational institutions in Poland, indicates the importance of reform as a pathway for institutional progress (Donina and Jaworska, 2024). It is noteworthy that there is a possible bias of a framework giving power to the advisory board in the context of plans, policies, and formulation. (Stein and Moore, 2024).

In recent times, the five successive legal instruments of the GIMPA have served as the legal framework of the Institute. These instruments have been instrumental in revamping the Institute. The legal instrument, EI 117 of 1961, and the GIMPA Act, 2004, (Act 676) were responsible for revamping the management of the Institute and

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schools. For example, the court, under the court of governors, and the PNDC Laws of the court changed after 2001. It guided the actions of leadership, management, and staff of the Institute. Prior to the legal transformation, the Council appointed the principal and vice principal. Then the principal appointed other members of the academic and research staff. The Principal was the chief academic and administrative officer of the Institute and was assisted by the Vice Principal. They were also responsible for preparing guidelines for the direction of the college or the school about the design, content, and methods of training as well as the criteria for the selection of persons for admission to courses of training. The principal had general authority over the staff. The findings show that a bill has the legal potency to revamp an institute. This relates to the findings of previous studies that it was possible to revamp homeopathy from the Drug and Cosmetic Act of 1940 to the New Drugs, Medical Devices and Cosmetics Bill of 2022 (Patil, 2022). The findings also have implications for understanding the theory of public institutions and law (Silva et al., 2024).

The legal potency of the bill in revamping the institute is evident in its ability to address the financially constrained situation of the Institute. The state contributes to our understanding of current worldwide socio-economic and institutional challenges. The autonomous dimension of the GIMPA was designed in the proposition of a bill presented to the Parliament of Ghana. This situation accounted for the Institute's inability to cater for its operational cost. The financially constrained situation of the Institute, over the years, was mainly attributed to cuts or disruptions of government funding. Another factor that accounted for the situation was inadequate funds provided by the government to the institution (Agyeman-Badu, 2012).

5.2. Legal Framework and Council

The finding of the study shows that adopting a legal framework by the Institute was guided by a governing council. The governing council backed by legal instruments equally reflected changes in the Institute. Before the Law made provision for the Institute to be governed by two main authorities, the Court of Governors, and Principal Officers made up of the Director-General, directors in charge of the Divisions/Faculties, and a Secretary (Table 1). The Council's composition indicated the government's focus on the efficiency of public administration. Members of the council were appointed as it pertained to other universities. The Institute had an official order based on the Ghanaian Constitution and force of law. This implies that higher education requires some form of governance (Donina & Jaworska, 2024). The Council was responsible for new appointments to manage a complete escape from financial constraints. The Council appointed a standing committee from its members and they gave direction to the Academic Board. For example, the Chairman

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of the Council was appointed by the President of the Republic of Ghana, and the Chairman served as the Principal Officer of the Institute. In addition, the Council appointed the Director of Academic Affairs and Director of Finance to serve in the court. The governing council sketched out new appointments of staff based on law and diversity for the transformation of the Institute.

The changes in assigned authority of the Institute and new appointments that occurred in the Institute show the efforts of the Council. The Council launched efforts to define, create, and promote the sustainability of the Institute. Ultimately, legal counsel defines the goals of a public tertiary institute. The notion of legitimation arose as the council created laws to shape the goals and objectives of the Institute. The inherent fact is that the Council is able to make bylaws to promote the affairs of the Institute such as promote effective and efficient management. No one could be certain of the long-term impact of legal instruments on an organization, but in the case of the GIMPA, it went a long way to influence its internal rules and objectives.

Efforts of the Council which promoted the sustainability of the Institute were advanced through its functional and legal counsel. The principal force of the Council was shown by way of its functional direction and legal advice to the Institute. A number of committees of the Institute carry out their functions in line with the directives of the Council. The decisions of the advisory board reflected the decisions of the government. This was determined by the laws set by the government. Amid the complex interactions of members of the Council and the committees, a key debate within has been over the direction of the Institute.

The Council also funded the activities of the Institute's committees. But how is such a delicate direction of sustainability achieved without committees? The committee of the Institute is made up of the Rector as Chairperson, the Deputy Rector, the Secretary of the Institute, three (3) deans elected by the Academic Board to serve for two (2) academic years. It also has the power to appoint a member of staff of the Institute, who is at the grade of professor or principal lecturer, and distinguished in administration, management and education, as a rector. An appointed rector serves a minimum of four years. The Council best serves the interest of the Institute and uses the legal framework to gauge the strengths and weaknesses of the Institute and balances it by the weight of decisions taken. These results point to the consequences of design policy and design education reform (Stein and Moore, 2024).

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Table 1: Changes in Authority of the Institute

Legal	Changes in Authority or Roles	Institution/Activities
Council	Rector	
	Deputy Rector	Student affairs and services
	Director and Deputy director	Design of satisfactory courses
	Deputy Director (Deputy to Chief Executive Officer)	Development training programs
	Members of the Advisory Board	Faculty development
	Secretary	Student elections Student Registration Academic materials Class schedule timetable Semester reports

Source: Field Data, 2024.

5.3. Legal Transformation and Turnaround Process of the Institute

Turning to restructuring, the Institute reviewed its functions and goals to accede to legal directives. Restructuring activities were undertaken by the Institute, for example, because, after adopting a SWOT evaluation there was still room for improvement such as in the area of ICT and library management. This finding was consistent with previous findings indicating that ICT helps with academic library management (Boateng, et al., 2024). Regulations implemented by the Institute as a tool of legal transformation focused on fulfilling the functional goals of the Institute and driving progress in Ghana's private and public sectors. This confirms previous findings that legal systems restructure institutions (Sagintayeva, 2024). The legal framework empowered the management of GIMPA to carry out its functions and achieve effective and efficient performance. It appears the institute was bargaining in the shadow of law and finance (Wei, et al., 2024). Restructuring activities of the Institute were driven by law and function. These findings corroborate earlier findings (Fumasoli and Hladchenko, 2024).

The reversal of the fortunes of the institution started with a reexamination of its goals and functions, and this required painful adjustments. One such adjustment was made by the Institute in its vision for educating the public. The legal framework adopted by the GIMPA contributed to transforming it from a small public service institution

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to a tertiary institution that offered a wide range of programs to serve the public interest. The Institute awarded degrees through conventional schooling (Bondzi–Simpson and Agomor, 2021). This relates to the National Institutional Reform Program (Bondzi–Simpson and Agomor, 2021), and shows its effort to manage and accelerate socioeconomic development in West Africa. The Institute also provided training in public management, business administration and Technology based on the GIMPA Act of 2004 (Act 676) and law (Ortagus, et al., 2024).

A re-examination of the goals and functions of the Institute helped in its restricting process. The Ghana Institute of Management and Public Administration Act, 2004 (Act 676) also influenced the creation of a new management structure and human resource placement in the institution. With the restructuring of the Institute, the role of directors and deans emerged. A director was the principal academic and administrative officer of the Institute and exercised general control over the staff. The dean was also responsible for discipline, coordination, and implementation of the Institute's programs. The responsibilities of Deans of various schools are influenced by the GIMPA Acts 2004 (Act 627). This change arose with the need to deal with the financial and human resource issues of the school. In this direction, the name of the Institute changed from the Institute of Public Administration (IPA) to the Ghana Institute of Management and Public Administration (GIMPA). GIMPA Act 2004 (Act 676). The new management structure was headed by a rector responsible for the day-to-day running of the institute. The rector is also a member of the Council. The emerged role of the rector came with that of a deputy. The 1993 (PNDCL 318) repealed by Act 676 as well as GIMPA, Act 2004 introduced the role of Deputy Rector. The Deputy Rector's tasks were related to quality assurance. Changes to the previous organizational structure of the Institute included the introduction of the role of Deputy Rector.

Restructuring activities of the institution brought changes to its organizational structure and promoted optimal use of resources. The legal framework played a major role in promoting efficient and effective resource management of the Institute. The actions of actors of the Institute were increasingly regulated by budgeting and budget allocation. These budgets were determined by expansion projects and previous experiences of the Institute. Resource allocation was done within the legal context of maintaining financial autonomy. In this respect, resource allocation to every school or unit started with drawing a budget and procurement provided the request. It went through a lot of processes and then management approved or rejected it. For example, when the IT directorate raised a request, it was reviewed, and then it went to procurement. Constantly, abreast of its resource gap, the Institute focused more of its activities on mobilizing resources. In the activity context of

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mobilizing resources grew straightened actions of effective and efficient use of resources. Thus, practices of accountability and establishing the feasibility of projects became a life way. Financial sustainability was thus achieved by the institute through efficient deployment and utilization of resources. Therefore, resources were prudently used by the Institute, and it experienced flexible academic progress by raising revenue to stabilize performance standards. This suggests that laws serve as a strategy to not only address problems of human resources but also financial resources.

The transformation of the Institute based on a legal framework had a great effect on making it self-sufficient by shifting from the former ways of seeking funding, and by this, the Institute gained financial autonomy. This accedes to the observation of Saint (2009) that a tertiary institution could be limited or defined by its legal framework. The legal framework adopted by GIMPA contributed to transforming it from a small public service institution to a tertiary institution that offered a wide range of programs to serve the public interest for example. The Institute rose to the occasion, and maintained the interest of its customers in the study of public administration in Ghana and Africa. Public and private sector corporate practices adopted by the Institute contributed to its financial autonomy.

5.4. Changes in Organizational Structure and Management

The legal instruments of the Institute prescribed its functions and objects. Legal frameworks provide the institution with the power to run in a particular direction. These were influenced by a series of reforms carried out under the existing PNDCL 318,1993. This finding shows the extent to which laws could form the foundation of institutions (Hu, Asafo-Adjei & Bonsu, 2024). The legal transformation of the institute began with a redefinition of its vision and mission, and the laws served as a strategy to address problems of human resource and financial resources. Crucially, what is seen in the case of legal transformation is shifts in the mission of the institute. The mission and vision of the Institute dictated by the legal framework of decrees dovetailed into that of management and its auxiliary committees. In addition, the legal transformation of the Institute resonated with the goals of the Institute to address its human resource and financial resource constraints. Thus, the legal framework of the Institute caused the Institute to revisit its vision and mission in line with meeting public expectations and addressing resource problems. This relates to the literature on the visions and missions of selected universities in Ghana (Hu, Asafo-Adjei & Bonsu, 2024).

The redefinition of the functions and objectives of the institutions introduced a new management structure. The new management roles came with new functions. Some of the objects and functions of the Institute under the GIMPA Act 2004 (Act 676)

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were the same as those in the decree it replaced, except that this Law, for the first time, allowed the Institute to offer courses of study leading to master's and doctorate degrees to be awarded by the University of Ghana for the first ten years of its commencement. Questions of what is done in the Institute were defined by the courses offered leading to the award of certificates, diplomas, and degrees. These programs indicated the extent to which the institute met its goals and mission.

The restructuring of the institute by way of legal transformation triggered transformational actions to improve or establish the School of Public Service and Governance (SPSG), Business School (GBS), School of Technology (SOT), School of Law (FLAW). The Institute is now made up of six schools, namely: School of Public Service and Governance (SPSG), Business School (GBS), School of Technology (SOT), Faculty of Law (FLAW), School of Liberal Arts and Social Sciences (SOLASS), and School of Research and Graduate Studies (SRGS) (Bondzi–Simpson & Agomor, 2021). The legal transformation of the Institute gave birth to what is done in the Institute, and improved total quality management practices which had a positive effect on the academic performance of students.

The new management structure introduced emanated from the legal transformation of the Institute. The legal drive of the institution transformed the existing management structure into a new management structure and HR. Changes in the decrees are reflected in changes in the organizational structure of the Institute. The proclamation of NLCD 381 on 12th August 1969 energized changes in the objects and functions of the Institute. The 1993 PNDCL 318 and GIMPA Acts 2004 introduced the functions of Director and Deputy Director. The deputy director carries out the duties of Deputy Director General or Deputy to Chief Executive Officer. This new management function was responsible for faculty development, designing courses, and developing training programs. The Deputy Rector's duties relate to unit committees (external), overall quality assurance, academic operations, academic planning, program development, student affairs, academic registry, research and publication, maintaining standards, Accreditation Committee, general services, scholarship, library committee and in charge of information technology. In addition, the Rector is in charge of standards and accreditation (QASA) and the Office of International Programmes and Development. It is also responsible for six committees: the Faculty Appointments Review Committee, Scholarship and Sponsorship Committee, General Services Committee, Library Committee, Quality Assurance and Accreditation Committee as well as Research and Publication Committee.

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5.5. Changes in Organizational Culture

The actors of the Institute were influenced by an Act of Parliament provided by the Court of Governors, the highest governing body in Ghana. The actions of the actors of the Institute were guided by the Acts provided under the Office of the President. For example, the Institute was influenced to operate in line with the directives of GIMPA and operated under an Act of Parliament. GIMPA's Act 2004 (Act 676). The Act not only guides its resource allocations but also guides the actions of its leadership, management, and staff. Moreover, the National Liberation Council based NLCD 381 of 1969, Act 676 caused less than seven people to be appointed in the institute in the role of Council, Academic Board, and Principal officers. A growing sense of financial autonomy and recognition of financial responsibility governed the conduct of the actors of the Institute. This suggests that the legal framework of public tertiary institutions defines the conduct of their leaders (Ruan and Stensaker, 2024). This suggests that the legal framework of public tertiary institutions defines the conduct of their leaders (Ruan and Stensaker, 2024).

While the transformation of the Institute was seen in policies of the Institute, from the onset, it 'normalized changes' in the Institute in terms of communication, management, and performance. For example, emails were used to inform staff, often during graduation ceremonies and staff durbars. These changes were communicated to students through meetings. The transformation of the legal framework of the Institute influenced changes in management structure changes and closed gaps in financial resource allocation (Table 2). Performance management and evaluation of the Institute directed towards getting students satisfied. Thus, institutions shape individual preferences and incentives, and consequently, their behavior. Related to change, stakeholder engagements were done to bring the attention of staff to changes in the Institute. For example, there is the introduction of performance management and evaluation. Thus, far from being a public institution, the Institute was structured to be like a private one.

Table 2: The legal framework's influence on private management culture

Legal	Organizational Change	Institution/Activities
Board GIMPA Status and Policies	Rector Dean of various Schools	Human Resources (HR)
		Finance
		Market Resources

Source: Field Data, 2024.

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5.6. Effect on Organizational Activities

The processes through which GIMPA created an ideal change in organization and service provision as much influenced by the legal framework behind it. Initially, GIMPA served as a Management Development Institute (MDI). However, based on the GIMPA Act of 2004 (Act 676), it embraced training in public administration and management, information technology and law. Regarding transformation, the new focus indicates the Institute's shift to providing service to public servants of the country: providing education, training, and services in the fields of leadership, management and public administration for the public sector and non-governmental organizations. Change in the mission and vision of the Institute appear markedly coherent with the introduction of an Act that triggered its transformation.

The change driven by the legal framework of the Institute was largely positive. Recent years have seen an increasing trend in positive changes at the Institute. Positive changes occurred after the Ghana Institute of Management and Public Administration Decree, 1969 (NLCD 381) was replaced by the Ghana Institute of Management and Public Administration Decree, 1976 (SMCD 14) on 10th February 1976. Changes in decrees, Acts, and laws adopted by the institution brought positive changes; one such change in law was the dissolved Public Administration Law 1993 (PNDCL 318) which was repealed by Act 676 and created changes in the management structure and organizational culture of the Institute. Workshops, seminars, and informational campaigns that were relevant to educating the public were introduced as part of the organization's change. The decrees adopted by the Institute shaped its policies, property acquisition and improved its finances as well as helped it to meet international best practice standards (Fumasoli and Hladchenko, 2024).

In contrast, the positive changes realized with the legal transformation of the Institute were precedents of negative changes. Having explored the positive changes, there is a need to turn to negative changes. Staff inadequacy was an issue of risk since management was not willing to employ more based on their financial resources. The restructuring of activities of the Institute caused initial difficulties in adjustment to the new activities and events in line with a legal push of the institute to become a specialized university for leadership. In the short run, the changes in the management of the Institute and organizational culture negatively affected the smooth running of the Institute; since a new management structure was being put in place and a new group of persons was engaged (Table 3). Therefore, the legal transformation of the Institute centered on the scarce resources of the institute.

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Table 3: Legal framework influence on Organisation activities of the institute

Legal	Organizational focus	Institution/Activities
Board decisions	Secretary	Operations
		Facility management
		Services within facility

Source: Field Data, 2024.

5.7. Effects on Autonomy and Attention for Other Matters

Influenced by an Act of Parliament which gave it autonomy, it was able to give much attention to other matters including research and publications. The most common hurdle of the researchers of the Institute, and in lieu of a legal framework, was arguably the autonomy of 'institutional publishers'. The Institute gave attention to research and publications. Thus, the legal framework encouraged research and publications among the teaching staff. The lens, for non-academic actors of the institute, represented the ethic of administrative authority.

The legal framework evolved with the replacement of decrees and NLCD 381 1969 which defined the objects and functions of the Institute granted actors of the Institute, administrative authority. The 2020 statutes established the executive committee which is responsible for coordinating the business of the Institute, making decisions, and implementing policies of Council and Academic Board.

The potency of committees was derived from the Institute's legal framework which upheld the governing council's main function as a governing body in the determination of the overall policy direction of the Institute and oversight responsibility for institutional development and overall management (Table 4). These findings indicate the effect of the legal framework in improving an institution (Demchenko et al., 2021; Khakimov, 2023; Latif and Chariansyah, 2024).

Table 4: Legal framework influence on the Autonomy of the Institute

Legal	Autonomy	Institution/Activities
Council	Rector Academic Board	Policies
		Rules
		Regulations

Source: Field Data, 2024.

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5.8. Legal Transformation Effect on the Public

The influence of the legal system on the public was serving the public interest in Ghana. The services of the Institute are enjoyed not only by Ghanaians but also by neighboring African countries including Nigeria. The public tertiary institution's transformation, and the subsequent satisfactory delivery of service to the public has extended to other African countries. Public goods and services provision of tertiary education produced good administrators and fostered public and private sector cooperation. The legal system adopted by the public tertiary institution helped it to serve the public by its satisfactory academic output. This implies that the legal system adopted by the Institute was a significant component of the Institute's strategic agility (Bondzi-Simpson and Agomor, 2021).

Through legal transformation, the Institute was able to provide education on a range of courses to improve public- and private-sector management. In addition, the Institute has provided consultancy and services to address particular management issues affecting the public and private sectors. Private and public organizations that have been involved in the application of wrong management and administrative practices visited the institute for consultancy. The institution provided consultancy services in the area of leadership, management and administration to support the cause of national development. Consultancy services provided by the Institute contributed to the development of the public and private sectors. The finding that the restructuring of the Institute with the adoption of the legal system influenced it to provide consultancy services relates to the findings that the government is interested in enhancing the capacity of its citizens for sustainable development and management (Onabe et al., 2024).

One significant influence of legal transformation on the Institute is fostering public administration education and economic growth. While the legal transformational influence of the Institute was towards public administrators, it is ubiquitous in its depth to good governance through education. Good governance requires efficient and effective public administrators. The legal framework adopted by the Institute promotes management and administrative effectiveness in the public sector.

The tension between a legal framework and good governance appears in the legal transformation of the Institute. The dynamics of legal transformation of the institution's turnaround and public interest goal clearly show that without the existence of a legal framework, public tertiary institutions such as GIMPA will not exist. Education provided in public administration is key for understanding human organization, cooperation among public bodies, and promoting the interest of a nation. The services provided by GIMPA based on legal transformation improved good governance and development in Ghana. Previous studies indicate that good

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governance will encourage economic growth. Legal instruments followed by the Institute progressively expanded the Institute's scope of business to reflect the manpower needs relevant to national development. This study supports previous evidence that institutions promote economic growth (Iskandar et al., 2023).

Conclusions

The study shows that GIMPA achieved autonomy despite being a public tertiary institution. The legal framework helped the Institute to stabilize its operations making it financially self-sufficient. The legal directors of the Council of the Institute aimed at financial autonomy and this affected the thinking of employers and stakeholders of the Institute. The legal framework of the Institute, thus, served as a blueprint defining the strategic planning process of the Institute for public products and service delivery.

In addition, the study shows that a legal framework adopted by the Institute helped it to address its financial limitations. The legal transformation of GIMPA, a public tertiary university, was driven by the factor of board decision and direction to run in an autonomous context. The potency of committees was derived from the Institute's legal framework which upheld the governing council's main function as a governing body in determining the overall policy direction of the Institute and oversight responsibility for institutional development and overall management. The transformation is reflected in the restructured activities of the Institute. The vision and mission of the Institute went through a legal transformation to bring adjustments to the financial affairs of the institution. Finally, the new management structure dictated by legal transformation defined the task of the Deputy Rector. The legal transformation influenced the Institute to adopt a private-public character; consequently, it supported Ghana's national development; also, the transformation improved the capacity of public and private sector employees to promote good governance.

Moreover, the study shows that the Institute's robust legal framework helped it to redirect management policies, rules, regulations, and functional decisions to satisfy the public by bringing changes in organizational culture and management, and changes in organizational culture. The effect of the legal transformation of the Institute involved organizational activities and autonomy. The legal transformation of GIMPA did not only strengthened its management function but also contributed immensely to the delivery of effective and efficient training to public administration and employees of the private sector in various management roles. The legal instruments that formed a strategic legal framework of the Institute gave satisfactory academic input to maintain public interest with the study of public administration,

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management, and laws. Therefore, the legal framework adopted by the public tertiary educational institution helped it to turn around and achieve public interest.

Recommendations

The study also shows that GIMPA achieved autonomy, despite being a public tertiary institution. The study shows the contribution of the legal system to the financial autonomy of public tertiary institutions. The study reveals that the legal transformation of the Institute helped it reverse its financial decline. Consequently, public tertiary institutions that are still struggling to be financially stable can learn by applying the legal framework structure that was adapted by GIMPA to be financially self-sufficient. The findings of the study indicate that the Institute's legal framework helped it to provide public goods and services. Future research should explore legal framework adoption and organizational performance in the private sector.

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Author Contributions

Kingsley S. Agomor is responsible for the entire paper. He is accountable for the conceptualization, note-taking, attention to detail in synthesizing information from secondary sources and review of the literature. He also carried out the data analysis and interpretation of the study. He is the sole contributor to the paper on legal transformation.

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