PUBLIC-PRIVATE PARTNERSHIP IN PORTS OPERATIONS IN GHANA:
EXPLORING THE BENEFITS AND CHALLENGES.

BY

ANTHONY MBA NDOR

(10066989)

THIS DISSERTATION IS SUBMITTED TO THE UNIVERSITY OF GHANA, LEGON IN PARTIAL FULFILMENT OF THE REQUIREMENT FOR THE AWARD OF M.A. PORT AND SHIPPING ADMINISTRATION DEGREE.

JULY, 2012
DECLARATION

I Anthony Mba Ndor, do hereby declare that apart from references to other works which I have duly acknowledged, this thesis is the outcome of my own research work carried out under the supervision of Mr Ofori Abebrese and Dr. Kwabia Kwadwo. It has not been presented in part or in whole for the award of any degree in any other university.

ANTHONY MBA NDOR.
(STUDENT)

MR. OFORI ABEBRESE
(SUPERVISOR)

DR. KWABIA KWADWO

10/12/13
DATE

26/06/13
DATE

26/06/13
DATE
DEDICATION

This dissertation work is dedicated to the fond memories of my late father, Asumpiko Vincent Ndor and my mother, Akolanta Asumpiko, for exposing me to academic and moral discipline early in life for which I have been and shall always be thankful, and to my dear wife, Hannah Aboyinga and son Awingura Mba.
ACKNOWLEDGEMENT

My first and foremost thanks go to the Almighty God whose mercies guided me and provided me with all the inspiration and support needed to make this study successful.

Also, I am greatly indebted to my supervisor Mr. Ofori Abebrese and Dr. Akwabia for their patience, continued support and guidance during the study.

A special note of appreciation goes to the Director-General of Ghana Maritime Authority, Issaka Peter Azuma for the opportunity offered me to pursue this course.

My next thanks go to the following: Mr. Ohemeng-Tinyase Kwame, Madam Rhoda Atiah, Dramani Alhassan and Roger Atinga for that diverse support is gratefully acknowledged.

Lastly, but in no sense the least, I express my thanks and appreciation to my entire family for their understanding, motivation and patience and all colleagues and friends who made my stay at the university a memorable and valuable experience.
ABSTRACT

This study examined the contributions and problems of PPP in Ghana's port industry. The study was guided by the following objectives: to investigate the potential gains of private sector involvement in the operations of ports in the country; to find out the extent to which the private sector is contributing meaningful to port operations in the country; to examine the challenges associated with private sector involvement of port operations in the Ghana and finally to find out how public private partnership in the port industry can be strengthened to enhance ports operations in the country. The objectives were measured empirically through a semi-structured interview guide that contained open ended and closed-ended questions. The interview guide consisted of sections which contained questions formulated to gather data for the measurement of the objectives. The objectives of this study were achieved by focusing on a comprehensive literature review that focused on the nature and importance of PPP in port industry. Findings of the study indicated that PPP in port operations in Ghana is an offshoot port development policy that sought to transform Ghana's ports from service to landlord ports. The policy sought to separate port regulation and management from port operations, introduce more competition into port operations through increased private sector participation and eventually transfer of all cargo-related services and facilities to the private sector.
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CHAPTER ONE

BACKGROUND OF THE STUDY

1.1 INTRODUCTION
Traditionally infrastructural industries especially that of sea trade and ports are monopolistically owned and operated by the public sector. Sea trade and Port operations has been the preserve of the state despite increasing diversification of most state enterprises especially in the developing world (Handley-Schachler and Navare, 2010). Although this model initially produced some desirable results, it ultimately has serious problems relating to under-investment caused to a large extent by under-pricing, low productivity, poor service delivery, long queues, lack of access to basic services and worse of all destructive and undue political interference in the operations of these sea trade (World Bank, 2004). This has resulted in weak performance and stagnant growth of maritime transportation. In view of this, many developing countries especially Africa, in the early 1980s began to consider alternative means of infrastructural development in sea trade and other industries (Jerome, 2008). As a result privatisation or active private sector involvement of marine transportation has now been given a major attention and recognition as a mechanism of providing strong incentives for operational efficiency and improving the financial viability of maritime businesses. Private sector participation is thought to be necessary to improve global maritime operations (World Bank, 2009).

Public-Private Partnership (PPP) involves a contractual relationship and risk sharing between public and private partners for the provision of infrastructure and services. It can also be described as a venture relationship between a government agency and one or more private companies in which the private party provides a public service or project and assumes financial,
technical and operational risk in the project (UNCTAD, 2009). The key objective of government partnership with a private agency is to harness the efficiency and know-how of the private sector, eliminate political interference, raise revenue for the public and increase public shareholding (Evmolpidis, 2005). The foundation of partnership lies in the fact that a corporate or commercial government organisation will not be efficient comparable to a private firm unless it is subject to competition. At the other side of the spectrum, a private firm will not be as effective as expected unless a regulator is available. Thus the efficiency-competition nexus makes a case for partnership.

PPP proliferate every sphere of port management in most developing countries. The reason is that ports operation is complex involving interactions between national and international markets, private and governmental institutions. Additionally, the different ownership of the various elements of port facilities and business makes ports operations very much exposed to risk such as cargo theft (Conley, 2000), organised crime and terrorism (Atkinson, 2000) and manpower risk (Saundry and Turnbull, 1999). These risks cannot be directly controlled by only government institutions. Hence the intervention of the private sector is necessary for managerial improvement.

The involvement of the private sector in marine trade can yield dividends relating to significant infrastructural development (Bagchi and Paik, 2001). Public and private sector collaboration provides the means to combine efficiency and expertise, accountability and broader planning functions of governments. Studies have also demonstrated that partnership between the public and private sector fosters greater economic development and expands the scope of investment in the maritime industry (Flora et al., 1992; Rosenau, 1999; Lockwood et al., 2000). The
important role of the private sector in maritime in recent times has led to increased throughput and frequency of transport services resulting in lower freight rates and improved connectivity (UNTAD, 2009).

As the private sector continue to dominate every sphere of port management in the developing world and particularly Ghana, there is the need to probe further empirically about whether public partnership with the private is seen as a blessing or not to the development of ports in the country.

1.2 PROBLEM STATEMENT
The problems commonly associated with port management in developing countries are multifaceted with far reaching consequences. Cargo and containerised traffic, poor container moves and other risk factors continue to hamper progress of ports. It has been shown that a larger number of ports in the developing world particularly Africa would emerge among the eight-ten largest ports of the world provided that these ports are managed efficiently through private sector involvement (Harding et al., 2007). PPP compel governments to think and behave in new ways that bring about changes in management (World Bank, 2009). It is seen as a tool for improving public service delivery and not merely a means of leveraging private sector resources. In view of this, many governments especially in the developing world are turning to the private sector to design, build, finance and operate port infrastructure facilities hitherto provided solely by the public sector.

In view of the monumental benefits that comes with the implementation of PPP, the government of Ghana has embarked on a liberalised port investment policy that allow moderate
involvement of the private sector in the activities of the major ports in the country. The aim is to increase productivity and accommodate the future growth of the port industry. The private sector is involved in various activities and services of the ports in Ghana such as stevedoring, cargo-handling on quay, marine policing, storage and cargo surveillance. The involvement of the private sector has had significant dividends in the management of the country’s ports. For instance, anecdotal evidence suggests that cargo handling and stevedoring services has improved significantly. There is little empirical research about the contributions of the private sector in the ports industry in the country. This study therefore seeks to fill the research gap by examining PPP in Ghana’s sea ports and whether such partnership is beneficial or problematic to the management of ports in the country.

1.3 OBJECTIVES OF THE STUDY
The key objective of this study is to examine the contributions and problems of the PPP in the port industry in Ghana. The specific objectives are essentially to:

- Provide an overview of private sector involvement in the operations of ports in the country.

- Find out the extent to which the private sector is contributing meaningful to port operations in the country.

- Examine the challenges associated with private sector involvement of port operations in the country.

- To find out how public private partnership in the port industry can be strengthened to enhance ports operations in the country.
1.3.1 RESEARCH QUESTIONS
To obtain solid empirical rigor for the study, the study seeks to address the following research questions.

- What are the benefits of involving the private sector in the operations of ports in the country?
- Is the private sector contributing effectively to enhance the operations and management of ports in the country?
- What are the challenges of public private partnership in the operations of ports?
- In what ways can partnership with the private sector in the port industry be improved to enhance ports operations in the country?

1.4 JUSTIFICATION OF THE STUDY
This study has examined the collaboration between public and private sector in port operations and its implication for policy and practice. Firstly, it will inform policy makers on the benefits and problems arising out of public partnership with the private sector in the operations of ports in the country. This will give way for a more refined policy reform on public private engagement in marine business in the country. Another kingpin of the study lies in its contribution to the efficient management of ports in the country through proper identification of the proper models for public-private engagement in the management of the ports. The study is also purposeful in the field of academics. The literature and findings will contribute to the current stock of knowledge on PPP in the port industry.
1.5 SCOPE AND LIMITATIONS
The scope of this study is limited to the major port in the country precisely Tema. Tema is selected because it constitutes the hub of marine transportation in the country. However, information gathered from the Tema port can be used to generalize for other ports in Ghana especially Takoradi port.

The major limitation of the study is access to information from the respondents, because they think providing answers to the questionnaire may lead to disclosing confidential information to the public and other competitors who might wish to enter the Ghanaian market. Notwithstanding this fact, the researcher has assured the respondents of outmost good faith in ensuring confidentiality of the information provided and this has yielded quality answers from the respondents which have guaranteed the quality of work done.

1.6 METHODOLOGY
The validity of any research findings depends on the appropriateness of the procedure adopted for data collection and the statistical methods of analysis used (Popoola, 2000). For the purpose of this study, an exploratory research design is used. An exploratory design is basically concerned with the discovery of ideas and insights so as to generate possible explanations to a research problem (Robson, 2002; Saunders et al., 2007). The use of this method will therefore enable the researcher to establish issues relating to the gains and challenges associated with PPP in the port industry.
1.7 ORGANISATION OF THE STUDY
The study has been grouped into five chapters. Chapter one contains background information to the study. Others such as the problem statement, objectives as well as significance of the study is discussed in chapter one. Relevant literature including theoretical framework for the study is discussed in chapter two. Chapter three contains the methodology. Analysis and interpretation of data is discussed in chapter four while chapter five presents summary, recommendations and conclusion
CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION
Public Private Partnerships (PPPs) has become broadly accepted and trendy in public sector management. The 1990s has seen the establishment of the PPP as the key tool of public policy across the world as an outcome of New Public Management (NPM). NPM has shifted the focus of management from public service to service delivery. Since the 1980s, privatization, market mechanism, contestability in the delivery of public goods and services, deregulation, and reinvention of the role of government were the keywords of NPM. At the centre of that NPM was a cut-back of public sector expenditure, a delegation of responsibilities to the private sector and fostering of voluntary engagement of private sector aiming at providing public goods.

This chapter presents the theoretical foundation of this study. First, the theoretical information on Public-private partnership (PPP) was dealt with. The potential benefits and challenges of PPP were presented. Then, background information was given on different models of PPP and port management and operation. Finally the challenges involve in managing port in Ghana was also presented.

2.2 DEFINITION OF CONCEPTS

2.2.1 Partnership
Partnership is one of those words which can mean different things to different people, depending on the perspective they are looking from. As partnership concerns the allocation of decision-making, it is not unusual for those who currently make decisions to view partnership in a different light from those who do not. Hammami, et al., (2006) in their study on private
sector participation in public service delivery defined partnership as the relationship existing between two or more persons who join to carry on a trade or business. Each person contributes money, property, labour or skill, and expects to share in the profits and losses or risk of the business. Similarly Partnership 2000 (1996:62) gives a definition of partnership in the context of the agreement: Partnership is an active relationship based on recognition of a common interest to secure the competitiveness, viability and prosperity of the enterprise. It involves a continuing commitment by employees to improvements in quality and efficiency; and the acceptance by employers of employees as stakeholders with rights and interests to be considered in the context of major decisions affecting their employment.

Partnership involves common ownership of the resolution of challenges, involving the direct participation of representatives and an investment in their training, development and working environment. A partnership is the relationship existing between two or more persons who join to carry on activity. Each person contributes money, property, labour or skill, and expects to share in the profits and losses of the business. A partnership must file an annual information return to report the income, deductions, gains, losses, etc., from its operations, but it does not pay income tax. Instead, it passes through any profits or losses to its partners. Each partner includes his or her share of the partnership's income or loss on his or her tax return. Kochan and Osterman (1994: 46-58) summarise the generic definition of the concept of PPP that characterize what they term the mutual gains enterprise: where the multiple stakeholders in an organization(s) all support agreed objectives for mutual gain.

However, while there is no single definition of partnership per the focus of this study the concept broadly refers to long-term, contractual partnerships between the public and private sector agencies, specifically targeted towards financing, designing, implementing, and
operating infrastructure facilities and services that were traditionally provided by the public sector.

2.2.2 Public Private Partnership
The concept Public-Private Partnerships (PPP) has no single definition. Various international organisations have their own interpretations. In the words of Edelenbos and Klijn, (2007) defining PPP is as difficult as defining what the public sector constitute and more difficult to define on the basis of each parties involvement. For some, it means any form of private sector involvement, or joint ventures involving a public sector and a private sector partner; for others (for instance the German International Cooperation -GIZ), it refers to a particular programme or development tool. Gentry and Fernandez (1999) stated that PPP often starts when a crisis is identified. These crises can occur when a service is not delivered, the need is high and government cannot do it anymore. Also when there is long planning, driven by a clear understanding of and respect for needs of various actors and when there is an individual, somebody who pushes for change called the champion that is very influential and can make a huge difference.

Public private partnership is a system in which a service or a project is funded and operated through a partnership of government and one or more private sector organizations e.g. solid waste collection (Awotwi, 2004). According to (Eurostat, 2009) PPP is a concept involving the public sectors working in co-operation and partnership to provide infrastructure and services. It may also be defined as co-operative venture between a public entity and a private party, aiming to realize common projects in which they are share risks, cost and profit.
Public-private partnerships are further defined by Koppenjan (2005) as relationships among
government agencies and private or nonprofit contractors that should be formed when dealing
with services or products of highest complexity. In comparison to traditional contractor-
customer relationships, they require radical changes in the roles played by all partners. PPP is a
broad term that can be applied to anything from a simple, short term management contract
(with or without investment requirements) to a long-term contract that includes funding,
planning, building, operation, maintenance and divestiture. PPP arrangements are useful for
large projects that require highly-skilled workers and a significant cash outlay to get started
(Eurostat, 2009).

Finally the essence of a public-private partnership arrangement is the sharing of risks. Central
to any successful public-private partnership initiative is the identification of risk associated with
each component of the project and the allocation of that risk factor to the public sector, the
private sector or perhaps a sharing by both. Thus, the desired balance to ensure best value (for
money) is based on an allocation of risk factors to the participants who are best able to manage
those risks and thus minimize costs while improving performance.

2.3 EMERGENCE OF PUBLIC-PRIVATE PARTNERSHIPS
Historically, the emergence of a PPP was related to the concerns around increasing public debt
levels. In order to deliver public services, the government had to find other ways to fund
infrastructure. Consequently private sector participation in public service delivery emerged as a
viable option to fight increasing debt. Hammami, et al., (2006) hypothesized that PPP
determinants could be influenced by government constraints, the political environment, market
conditions and macroeconomic policies, institutional quality and a country's legal system and government's past experiences with PPPs.

The existence of public-private partnerships in recent time in the United States is traced back to 1965 with Boston Water Works Company, the first documented private corporation for the provision of drinking water to citizens on a public-private partnership basis (Ewoh, 2007). However, the partnerships proliferated, prominently recognized, and labeled as “public-private partnerships” during the early 1990s. An important factor in the emergence of public-private partnerships as a new form of governance is the “resurgence of neo-liberal politics and policies in Western democracies which emphasize the efficiency of market competition in the provision of public services and the importance of introducing management reforms to make government more businesslike” (Eurostat, 2009).

Conversely, such partnerships encounter intense disapproval in geographical areas where people and political parties strongly retain faith in the capacity of the government to deliver public services. President Reagan's New Federalism ideals is another cause for the interest in public-private partnerships as his federalism concept reduced the federal government's direct assistance to local governments and there was a shift of public responsibilities from the federal government to local governments (Linder, 1999). Local governments were forced to find innovative means to fund administrative as well as capital-intensive projects. As a result, many forms of public-private partnerships thrived.
2.4 IMPORTANCE OF PUBLIC-PRIVATE PARTNERSHIPS

Many public-private partnerships, as some research show, have proved to be cost-effective in enterprises such as port management, water systems, construction and maintenance of new bridges, parking lots, waste water management, solid waste treatment, and transportation (Savas, 2000). Conservatives, who favour a free market economy and public choice theory, argue for the inclusion of the private sector in day-to-day governmental activities, in the hope that such partnership helps to keep the taxes low, assures no long-term responsibility towards employees.

Government’s institutions have been influenced by this remedy as contracting out services and functions to private companies would help them reduce employee payroll, benefit costs, and future pension commitments. Here, government does not need to invest in equipment, expertise, skills, or transportation means. Moreover, such a phenomenon increases competition among bidders and government can choose excellent services for competitive costs. Furthermore, it offers quicker services by slashing the conventional bureaucratic set-up of a government.

Public-private partnerships are praised for innovation and flexibility that is lacking in a governmental setup. These partnerships are custom-braided for each client’s need; they ease financial, administrative and procedural burdens on governments. Additionally, the partnerships are easily formed through a procurement process and can be renewed seemingly easily, without being held up by time-consuming procedures. In most partnerships, private companies are always willing to initiate the deal by investing the initial capital and making the entire procurement process easier for government agencies. As Ewoh (1999) contends, "when profit is the ‘bottom line’ and fresh business the ‘juice of life,’ private companies find that giving may also entail receiving when it comes to government contracts." Some scholars strongly favor
such partnerships, terming them the future best practice methods for governmental agencies in order to be cost-effective and efficient (Savas, 2000; NCPPP, 2008).

These scholars opine that partnerships yield profit for the local governments and the general public in many ways. Savas's study demonstrates that New York City's privatization initiatives in the aggregate have resulted in cost savings, cost avoidance, more revenue, better service quality, greater responsiveness to the public, and direct savings to the public as tax levy spending for Public Assistance has been reduced by over $550 million a year by shifting the emphasis to preparing for work (Savas, 2001). Similarly, the literature illustrates more seemingly cost-effective partnerships in many parts of the United States (NCPPP, 2008). The World Bank (2009) noted that the real benefits of PPPs and are varied and can often be contentious. Some of these benefits include the following:

2.4.1 Improve efficiency and productivity of operations
One of the foremost if not the primary reason for involving the private sector in the operation and management of ports is to increase efficiency. It is generally considered that a profit oriented investor operating in a competitive environment will strive to minimise costs and improve services. These are necessary measures if the operator is to retain and expand the clientele whilst earning a satisfactory return on investment. With this in mind some governments have turned to the private sector to exploit the functioning of this market discipline in their ports (OECD, 2004).
2.4.2 Risk-management and cost-sharing

PPPs additionally allow private and public organizations to share the risk and costs of participating in port development projects (World Bank, 2009). Port development projects often require a great deal of financial investment. Partnerships enable organizations to pool their resources in order to share the cost of designing, implementing and sustaining projects, with the ultimate intention of increasing resource effectiveness (OECD, 2004). Risk-sharing works in the same way. Organizations that take on development projects typically assume all of the risk associated with the project’s potential to succeed or fail. By partnering with another organization, however, the risk can be spread between two or more partners in order to achieve desired outcomes (Commission on UK Public Private Partnerships, 2008). If the project does not succeed, then, both organizations are liable for covering lost assets. Experts argue that risk-sharing has the added benefit of making public service delivery more efficient and can potentially lead to the channelling of additional resources (World Bank, 2009).

2.4.3 Capitalizing on complementary skills and resources

Another important benefit of participating in public private partnerships is the opportunity it gives organizations to share skills and other resources to which they may not otherwise have access (Genevois, 2008). The advantages of capitalizing on complementary skills are extensive; pooling of human capital between organizations can lead to greater involvement in design and decision making, making projects more effective and efficient (Draxler, 2008). Private organizations benefit from access to the public “insider approach,” expanding their knowledge and expertise in areas like shipment rules, international legal regulations of port, government policy direction towards marines etc other issues critical to port management and development (Draxler, 2008). Other advantages include innovation, access to technology
management and access to financial techniques, and the potential to channel local mobility and participation (Andersen, 2004; Draxler, 2008).

Making public-private partnerships available for port development has the potential of making such projects more efficient and effective for delivering marine services. Whether these benefits are actually realized depends in large part on the quality of design and the strength of the relationship between partners (World Bank, 2009). With this in mind, it’s important to note that significant risks are also associated with public-private partnerships.

2.5 DISADVANTAGES OF PUBLIC-PRIVATE PARTNERSHIPS
Some scholars consider public-private partnership as a form of complex decision making networks and contend that it is difficult to achieve complete trust and harmonious joint decision making among actors, given the fact that complex inter-organizational networks are ambiguous and unpredictable (Edelenbos and Klijn, 2007). The partnering government is expected to define its superiority clearly in order to take more authority over the partnership. In these partnerships government is required to play a critical role, as a convener securing citizen access and participation.

It has to possess a crucial capacity, to both manage markets and to support democratic debate. Government is more than a business and its prime duty is to serve citizens, not simply to steer a market process (Warner-Hefetz, 2008). Since the private sector does not take up any responsibility unless it senses profit making in the process, many scholars intensely question the idea of the private sector providing public services on ethical grounds (Bloomfield 2006, Flinders, 2005). Partnered governmental agencies tend to be informal and a little forgiving
towards their private partners, as "governmental controls to enforce ethical standards in partnership situations could strain working relationships with nongovernmental actors" (Ghere, 1996:2).

A city or governmental agency with limited budget and infrastructure finds itself completely dependent on the private company for expertise, personnel, or equipment and is forced to ignore or forgive the loopholes of its private partner. As Klein (2007) very strongly posits, the private sector is characterized for its ability to exploit such situations. It thrives well in a situation where the other partner is experiencing a sudden change that is beyond its capacity to handle or has undergone a disaster.

These scholars doubt if the private companies involved in most of the public-private partnership ever have a service-oriented or philanthropic approach. Especially at the local level, as Bloomfield (2006) stated that the most visible and widely publicized public-private partnerships fall squarely into the category of business transactions: They are complex, long-term municipal contracts with private companies for some combination of services, construction, or financing in return for some combination of public funds, public assets, or user fees. As such, they bear little resemblance to the philanthropic initiatives with which they share the public-private partnership label (Bloomfield, 2006:1).

Likewise, private companies are not always financially reliable as they can go bankrupt, leaving the contract in jeopardy. Also, such partnerships reduce public sector jobs. Monopoly in bidding could occur if a particular project needs wealthy bidders. As Flinders posits:...some strongly believe that public-private partnerships may deliver efficiency gains and service
improvements in some policy areas but these benefits may involve substantial political and
democratic costs.

Further, far from transferring risk to the private sector, it transfers the risk to the government,
workforce, and the public as users and taxpayers. The concept of risk transfer in the context of
essential services is fundamentally flawed (Flinders, 2005: 3-16). Similarly, Bloomfield negates
NCPPP’s (NCPPP, 2008) portrayal of public-private partnerships as innovative, collaborative
undertakings that facilitate responsibilities, risk, and reward sharing between the two partners:
Although government's ability to shift significant project risks to the private contractor is
considered an important benefit of long-term public-private partnerships, the long-term public-
private partnership contracts executed by local governments do not always capture this benefit.

In comparing public-private partnerships in the United States and Great Britain, scholars such
as Forrer, Kee, and Zhang conclude that many public-private partnerships in the United States
are negotiated arrangements without competitive bidding and that many U.S. public private
partnerships are a means of transferring investment risk from the private sector to the public
sector (Bloomfield, 2006:3).

Some researchers classify the disadvantages of PPP into the following;

2.5.1 Lack of Research to Establish Effectiveness
There currently exists a lack of research into whether or not PPPs are actually more effective at
expanding port management and development than other service delivery options. Draxler
(2008) notes, for example, that there exist no studies which confirm that PPPs actually work or
are effective at reducing port costs (Draxler, 2008; World Bank, 2009). Projects, in fact,
require a large initial investment, and research shows that monetary gains occur in the medium to long term only; long after many partners prefer to see returns on their investments (Draxler, 2008). The bulk of the literature concerning theory and experience, furthermore, involves the health sector, not highly commercial areas like port (Draxler, 2008). While some comparisons can be made between the two sectors, more research involving PPPs and port management needs to take place before we can come to many formative conclusions.

2.5.2 Lack of regulation and transparency between partners
While several intergovernmental agreements currently exist which address the regulation and transparency of PPPs, most of these measures are voluntary and have little or no structured mechanism for oversight or enforcement (Draxler, 2009). A lack of transparency between private and public partner operations and miscommunication regarding stated goals and objectives, among other things, can lead to the possibility of market distortions, conflict of interest or a breakdown in project efficiency and effectiveness (Draxler, 2008). If poorly handled, partnerships with little accountability can ultimately foster the creation of corruption between public and private agencies, depriving stakeholders of services and funding (World Bank, 2009). Badly handled partnerships can further lead to loss of interest, withdrawal from the partnership and the failure to meet obligations and stakeholder expectations (Draxler, 2008).

2.5.3 Lack of knowledge of local context
According to Draxler (2008) lack of knowledge of local context often jeopardize several projects carried out under PPP. Experts note that many projects occur without the partners first conducting a needs assessment in the local community, an act that could discourage local participation and investment and consequent sustainability (Draxler, 2008). Projects which
avoid context as well as the participation of local and state governments run the ultimate risk of fragmenting national and international development efforts, which are typically strategically designed to manage and coordinate all aid efforts most effectively (Draxler, 2008).

2.5.4 Privatization and reduction of government control
Some experts argue that PPPs are simply the latest chapter in privatization, whereby big businesses and corporations seek to expand areas of market influence and control (World Bank, 2009). Privatization under PPPs could additionally lead to a reduced amount of government control, as partners take on an increasing amount of educational input and output services traditionally delivered by the state (World Bank, 2009).

2.6 MODELS OF PUBLIC PRIVATE PARTNERSHIP IN PORT SERVICES
2.6.1 Concessions Model
Under the concession model of PPP, the government will award the concessions to the private company through franchise or BOT (i.e. Build-Operate-Transfer) contractual arrangement. The private sector will be fully responsible in delivering the port services in particular areas inclusive of maintenance, operation, management, collection and construction. All the capital investments will be the private company’s obligation, providing all assets required but they will be under the government ownership during the period of concession. The government will take the role of developing the performance standards while ensuring the private firm’s compliance.

The government will seize from the port service provision to price and service quality regulation. The private body will collect tariff directly from customers. In some exceptional cases, the government will be required to provide financial support to the private company in
funding its expenditures. All capital investments to upgrade, build and expand the project will be the responsibility of the private entity using its resources and paid-tariffs. The concession project period will be between 25 to 30 years to enable the operator to have adequate time for recovering the invested capital and generate appropriate returns (Felsinger, 2005:34).

2.6.2 Build-Operate-Transfer Arrangements
Build-Operate-Transfer arrangements will operate as a specialized concession where the private company will fund and develop the new port project based on the performance standard established by the government. The government will select from the Build-Operate-Transfer (i.e. BOT) contractual options including design-bid-build, design-build, design-build-finance-operate (i.e. DBFO), build-transfer-operate (i.e. BTO) and build-own-operate (i.e. BOO). The private company will have the ownership of the port assets. On completion of the contract however, the government will assume the port ownership (Felsinger, 2005:37). This categorization suggests the following (Felsinger, 2005):

- **Build-Own-Operate**- The developer/private firm will build and operate the Suriname ports without transferring ownership to the government.

- **Design-Build-Operate**- Ownership will never transfer to the private company but a single contract will be let-out for designing, constructing and operating the port project.

- **Design-Build-Finance-Operate**- Designing, financing, building and operational roles combine and transfer to the private company.

- **Design-Bid-Build**- The private contractor will make bids based on the specifications proposed whereby the winning bid contractor will take charge of the port project until completion after which the government will be responsible for managing and maintaining the project.
Design-Build- The government will take the ownership of the infrastructure while bearing the role of maintaining, operating and financing the process (Felsinger, 2005:37).

2.6.3 Service Contract
In this PPP option, the government is required to hire a private firm/entity to conduct one or more task as specifically agreed. The project should take between 1-3 years. In most cases the government will primarily provide the infrastructure service/contract while offering just a portion of the port operation to its private partner. The private company will have to perform the required service under the agreed cost. The government will use the competitive bidding guidelines in awarding the contract to the firm. The government will pay the predetermined charge to the private company to compensate for the service based on unit cost or one-time fee. It is recommended that a system cost spreading is used, since some investors may not have the capital upfront to participate (Skilling, 2007).

In this system, the private company will not interact with the port consumers. The government will fund any form of capital investment needed in expanding or improving the system (Booth and Skilling, 2007:46; Felsinger, 2005:38).

2.6.4 Management Contract
Using this option, the government will expand the contracted services to incorporate part or all the management and operations of the port sector. The ultimate service provision responsibility will remain under the government but the management regulation and authority will be the private company's obligation. The private firm will provide the working capital while fund investment remains the government's responsibility. As such, the private company will receive
a certain predetermined labour rate plus other anticipated costs for operation. Private entity will be free to interact with the port clients while the government sets the tariffs (Felsinger, 2005:31).

2.6.5 Lease or Afterimage Contracts
This option will operate in conjunction with the build-rehabilitate-operate-transfer. The private company will entirely be responsible for the port sector service and quality standard while availing the services at own expense and risk. Only the replaceable or new investments will be the responsibility of the government. The operation period will be 10 years but the period can undergo renewal for up-to 20 years. The private company will be responsible for all the customer debts and losses. In the initial stages however, the government will finance the project while the private firm will operate and maintain the ports. A portion of the tariff will transfer to the government for servicing loans that will help in funding the port system expansion (Felsinger, 2005:33).

2.7 PORT MANAGEMENT AND OPERATIONS
Ports are the connecting link between the shipping services and inland transport systems (rail, road and air transportation). They contribute in improving the quality of life by strengthening economies of countries. They act as an integral part of a chain of transport links designed to move cargoes from a place of low utility to a place of high utility and the right place in the right time with the right technology at the right cost (Martin and Thomas, 2001:279). Their primary function is to provide for efficient, low cost, intermodal and intramodal transfer, inspection, storage and control of cargo, in order to maximise value addition to cargo.
The above mentioned function of the ports requires good and efficient management of the port community. Port community are those key commercial organisations whose combined services support the function of a port to transfer cargo between marine and inland transport modes (Martin and Thomas, 2001). A port community consists of five organizational groups, namely: Providers of port infrastructure and facilities; Providers of cargo handling services; Maritime transport operators; Inland transport operators and Representatives of the cargo.

According to Murphy et al (1995) within the port system, one or more organisations as mentioned above fill the following roles.

1. Landlord for private entities offering a variety of services.
2. Regulator of economic activity and operations.
3. Planning for future operations and capital investments.
4. Operator of nautical services and facilities.
5. Marketer and promoter of port services and economic development.
6. Cargo handling and storage facilitating.
7. Provider of ancillary activities.

It can therefore be concluded that port management is governed by several parties with well defined objectives. Martin and Thomas (2001) emphasized that port terminals can either be privatized or be owned by the port authority and provides a model that is essential in the management of port. He explained that the model will offers a simple, speedy, integrated and cost effective transfer of cargo between transport systems.
2.8 PORT MANAGEMENT MODELS

Martin and Thomas (2001) mention a number of factors influencing the way ports are organised, structured and managed as follows:

- The socio-economic structure of a country (e.g. market economy)
- Historical developments (e.g. former colonial structure)
- Location of the port (e.g. within an urban area)
- Types of cargo handled (e.g. liquid and dry bulk, containers)

According to the World Bank Port Reform Toolkit (WBPRT) report (2002), four main categories of ports have emerged over time and they can be classified into four main models. These four main models are Public Sector Port, Tool Port, Landlord Port and Fully Privatised Port or Private Service Port. These models are distinguished by how they differ with respect to their characteristics.

2.8.1 Public Sector Port Model (Service)

The World Bank noted that public sector port mainly focuses on the realization of public interest. In this model, the Port Authority offers a complete range of services required for the functioning of the seaport system. The port owns, maintains and operates every available asset (fixed and mobile), and cargo handling activities are executed by labour employed directly by the Port Authority (Martin and Thomas, 2001). In some developing country ports, the cargo handling activities are executed by a separate public entity which usually reports to the same government department as the Port Authority. According to WBPRT (2002) superstructure development and cargo handling operations are the responsibility of the same organisation (unity in command). With public sector port there is a limited role for the private sector in cargo handling operations. There is less problem-solving capability and flexibility in case of
labour problems, since the port administration also is the major employer of port labour (Martin and Thomas, 2001). There is lack of internal competition, leading to inefficiency and there also is wasteful use of resources and under-investment as a result of government interference and dependence on government budget. Operations are not user-oriented or market oriented, and there is lack of innovation (WBPRT, 2002).

### 2.8.2 Tool port model

As with the public sector port, the tool port focuses on the realization of the public interest. In the tool port model, the Port Authority owns, develops and maintains the port infrastructure as well as the superstructure. Although the equipment is owned by the Port Authority, the cargo handling activities are contracted out to the private sector and these generate conflicts between Port Authority staff and terminal operators, which impede on the operational efficiency. Investments in port infrastructure and equipment (in particular ship/shore equipment) are decided and provided by the public sector, thus avoiding duplication of facilities (Martin and Thomas, 2001).

However, the port administration and private enterprise jointly share the cargo handling services (split operation), leading to conflicting situations. Because the private operators do not own major equipment, they tend to function as labour pools and do not develop into firms with strong balance sheets. This causes instability and dims the future expansion of the companies. There also is risk of under-investment and lack of innovation (WBPRT, 2002).
2.8.3 Landlord Port Model
The landlord port model is characterized by its mixed public-private orientation. Under this model, the Port Authority acts as regulatory body and landlord, while the port operations are carried out by private operating companies. The Port Authority leases out the port infrastructure to private operating companies and they provide and maintain their own superstructure, and also purchase and install their own equipment as required by the market (Martin and Thomas, 2001). The strength in this model is that a single entity (the private sector) executes cargo handling operations, owns and operates cargo handling equipment.

The terminal operators are more loyal to the port and more likely to make needed investments as a consequence of their long term contracts. Private terminal handling companies generally are better able to cope with market requirements. It weaknesses can be found where risk of over-capacity as a result of pressure from various private operators and misjudgement on proper timing of capacity additions (WBPRT, 2002).

2.8.4 Private Service Port Model
In the private service port model, the port land is privately owned as well as the infrastructure including the superstructure. This requires the transfer of land ownership from public to private sector. In this model, the government no longer has any meaningful involvement in the port sector. Here, there is maximum flexibility with respect to investments and port operations. No direct government interference. Ownership of port land enables market oriented port development and tariff policies. In case of redevelopment, the private operator probably realises a high price for the sale of port land. The often strategic location of port land may enable the private operator to broaden its scope of activities. The challenge with this model is that government may need to create a Port Regulator to control monopolistic behavior (Martin and
Thomas, 2001). The government (be it national, regional or local) loses its ability to execute a long term economic development policy with respect to the port business. In case the necessity arises to re-develop the port area, government has to spend considerable amounts of money to buy back the port land (WBPRT, 2002).

2.9 CHALLENGES OF PORT MANAGEMENT AND OPERATIONS IN GHANA
Seaports in Ghana are faced with several challenges and problems, which hinder the smooth operations of the ports and its consequent development (GPHA, 2006). These challenges have been discussed in the sub-sections below.

2.9.1 Inadequate Infrastructure and Facilities at the Ports
Lack of adequate facilities and infrastructure at the ports have militated against ports operations with regard to inter-feeder transfer of cargo and services, cargo storage, cargo consolidation and cargo manipulation as well as cargo packaging and processing. Congestion at container terminals, vessels traffic and delays in cargo flow are borne by this challenge in the operations of the ports.

2.9.2 Burdensome and Bureaucratic Processes of Ports Operations
The activities and functions of the several institutions and agents involved in ports operations in Ghana as a result of poor coordination have resulted in the overlapping and duplication of roles, functions and efforts. Offshoots of these challenges are the delays and long processes in handling and clearance of cargo at the ports.
2.9.3 Slow and Low Level of Adaptation of Ports Technology and Configuration

Port technology and configuration have in recent times due to demand for multipurpose capacities in ports operations. This has become necessary in ensuring efficient and effective operations at the ports. Slow adaptation to modern technology has made improvement in ports operations difficult, especially in the areas of port technology, port management, and port labour and custom practices at the ports. This difficulty has hindered changes in the flexibility and diversity in port management, investment, ports designs and even in the use of ports resources.

2.10 NIGERIA EXPERIENCE

Mohammed (2009) identified some factors that call for port reforms in Nigeria. These factors are: ageing port infrastructure, port design favour the handling of loose shed cargo as against containers, inadequate investment in equipment, cumbersome and bureaucratic cargo clearance and excessive political pressure.

He further stated that Nigeria preferred model for the Public Private Partnership (PPP) is the Landlord port model. Under this model the role of the private sector and the public sector is clearly defined in the port reform policy document. The port reform policy document clearly states that the private sector shall be responsible for cargo operations, port labour, investment in equipment and terminal maintenance, and insurance of concession assets. Whereas the public sector (i.e. Nigeria Port Authority) shall deal with port planning, licensing and control, port development, technical regulation, marine services and channel management.

Some expected benefits and challenges of the PPP in Nigeria were noted by him. Some of the benefits identified are to: increase efficiency in port operation, decrease cost of port services to port users, and attracts private sector participation so as to free public resources for other social
projects. On the other hand, the challenges are: how to prepare redundant workforce for absorption by the market place, the need for capacity building (training and retraining) of port employees and dock labour and how the port authority will shift from operator to regulator and for that matter Landlord

In conclusion, it appears the basis for the involvement of the private sector in port development, the expected benefit and as well as the challenges of such initiatives in Ghana are not quite different from that of Nigeria.
CHAPTER THREE
PROFILE OF STUDY AREA AND METHODOLOGY

3.1 INTRODUCTION
The preceding chapter highlight on the concept of PPP and its related issues such as PPP in port management, models of PPP, advantages and disadvantages of PPP as well as management ports and harbours in general. This chapter presents the approach and methods used in undertaking the research. Explanations of the research designed used, the data requirements, the various data sources, the survey instruments employed, the sampling procedure, the study variables and data analysis as well as data processing are contained in this chapter.

3.2 PROFILE OF STUDY AREA
According to Asuliwonno (2011) the development of seaports in Ghana began long before the 15th century when trade brought about the interaction with the outside world through which ships and sea vessels landed at the various sites along the coast. To Oduro (1999) evidence of this is the several forts and castles found in the coastal towns. However the GPHA (1991) indicated that it was during the early part of the 16th century that ports operations started with the construction of breakwater in Accra.

In 1949, the colonial administration ordered Sir William Halcrow and partners of the United Kingdom to examine a proposal to set up an aluminum industry powered by hydro-electric station on the Volta River basin. Attention was drawn to the need for deep water port at the eastern part of the country leading to the selection of Tema. Works on the construction of the port began in 1954 with the first cargo entry in 1958. The port was opened in January, 1962 to
regular traffic with the opening of the ceremonial declaration on the 10th of February, 1962 (GHPA, 1991).

The port occupies a total land area of 3,904,754 m² and the quay length is 2,196 m². The port has a coverage storage area of 53,270 m² and 97,200 m² of open storage. Plug-in refrigerated containers are found at the reefers at the port. There are bunkering services and dry dock facilities available at the port (Owusu-Mensah, 2007). About 80 percent of imported goods in Ghana are handled by the Tema port. Clinker, oil products, aluminum, vehicles, container cargo, rice, wheat and alumina are the major commodities handled by the ports (Gyebi-Donkor, 2006).

In 1911, a lighterage harbour was started along the west coast of Sekondi and completed in 1914 (GPHA, 1991). Ships calling at this port were anchored offshore and their cargoes were conveyed by lighters and surfboats (GPHA, 1991). Due to the dangerous surf causing the loss of life and cargo and the general slow rate of operations, this port soon became unsuitable and insufficient to handle the fast expanding trade of the century. The need to build a deep sea port at Takoradi, about 4.5km west of Sekondi was discernible. The idea was conceived and borne by Governor Sir Gordon Guggisberg (Oduro, 1999).

The construction of the port began in December 1919 and was completed in 1927. Honourable Sir J. H. Thomas, the Secretary of State for the colonies in the United Kingdom, officially opened the port on the 3rd of April, 1928 (GHPA, 2002). Through hydrographic survey conducted by the Gold Coast governor, Takoradi was chosen and recommended as a suitable site for deep sea port. About one million tons of both imports and exports cargos were handled
by the port annually after the completion of the port. The Takoradi Port has seen considerable expansions in the area of infrastructure after its establishment in 1928 (GPHA, 2002).

3.3 RESEARCH DESIGN
The research method adopted for the study is a case study. According to Nachmias (1992) this research design involves an observation of a single group or event at a single point in time, normally subsequent to some phenomenon that allegedly produced change. The case study approach is an empirical enquiry that allows for an in-depth investigation of the dynamics of a particular system. This study design was employed for the research because the issue under exploration is a contemporary phenomenon within a real-life context which is based on multiple sources of evidence. Kumekpor (2002) indicated that this method leads to a better familiarity with the circumstances of a particular case and helps to assess the reaction of a community or a group with regard to concerns raised during the cause of the study.

The use of this method stems from the fact that it affords the researcher the opportunity of studying a new phenomenon of PPP that is evolving in the operations ports and harbours in Ghana and their impacts in the management of ports and harbours. Also, since the researcher has little knowledge about the phenomenon under study, the case study method was the most appropriate as it provides a platform for the researcher to acquaint himself to the local conditions pertaining in the study area. The method enhances better understanding of the issue under investigation as the approach permits the researcher to learn from practice.

Nevertheless, the case study design has its own limitations, among which are: the high probability of investigator related shortcomings such as poor judgment of issues, and political...
and security difficulties related to the nature of case study. Lack of cooperation from the members of the case being studied may result in gaps in the data gathered for the research. However, these problems were overcome through proper and adequate planning and preparation towards the survey. This was done by educating the respondents on the purpose of the research and also ensuring that data gathered were treated with complete secrecy.

3.4 SAMPLING TECHNIQUE
Purposive sampling technique under the non probability sampling was used to select Chief executive officers or managing directors of organisations that are partnering with Ghana Ports and Harbours in providing a number of services at the port. The purposive sampling was used because it allowed the researcher to select the respondents who have the information needed conveniently.

3.5 SAMPLING PROCEDURE AND SAMPLE SIZE
A list of organisations partnering with Ghana Ports and Harbours Authority to provide a number of services was obtained from Ghana Ports and Harbour Authority and was used to randomly to select twenty (20) organisations. The Chief executive officers or managing directors of these organisations were purposively selected to respondent to the questionnaire.

3.6 TOOLS / INSTRUMENTATION
The questionnaire was used as the main tool or instrument for the study. Questionnaires can be used for a study on perceptions and overt behaviour, hence adopted for the study. Where a respondent cannot answer the questionnaire on his/her own the questionnaire was used as interview schedule. The questionnaire contained both close and open-ended questions.
3.7 DATA COLLECTION PROCEDURE
The researcher recruited and trained two research assistants who distributed the questionnaires. Introductory letter was collected from the school and copies were made for the assistants. The organisations were contacted for permission to administer the questionnaires. The questionnaire has four sections: section A consisted of the demographic information of the various organisations; section B was made of the importance/prospects of PPP to the organisations; section C was made of the challenges of PPP while section D was made of suggestions for improvement to ensure full benefit of PPP.

3.8 PRE-TEST OF RESEARCH INSTRUMENTS
The questionnaire was pre-tested on selected organisations. The results were used to review the questions. Errors and mistakes were corrected.

3.9 SOURCES OF DATA COLLECTION
Data was collected from both primary and secondary sources. The primary data collection instrument was questionnaire administered to a sample of the organisations selected for the study. Secondary data on the other hand was collected from Ghana Ports and Harbour Authority, the organisations policies, reports and statements. Relevant literature was reviewed by the researcher from sources such as books, journals, internet among others to appreciate key concepts, issues and components relating to PPP and port management.

3.10 DATA PRESENTATION AND ANALYSIS
The raw data was organized and edited using the SPSS software version 16.0. Both descriptive and inferential statistics was used for the analysis. Descriptive statistics such as mean, median
range, standard deviation and percentages was used to analyze descriptive data. Tables and graphs were used to present quantitative data.
CHAPTER FOUR

ANALYSIS AND DISCUSSION OF FINDINGS

4.1 INTRODUCTION
This chapter present empirical analysis of the data gathered. The presentation is done along thematic organization of study objectives as input for the discussion phase. It contains descriptive information of the overview of privatisation of the port of Tema, the potentials of public private partnership in the management of the port of Tema, the extent to which privatisation has contributed to effective operation of the port as well as the challenges associated with privatisation in the management of the port of Tema.

4.2 Bio data
The characteristic of respondents provides the general background of the sampled population. This will be useful in the researchers attempt to do content analysis of the information the respondents provided.

| Table 1 - Bio Data |
|------------------|----------------|----------------|
| Age              | Frequency | Percentage |
| 20-44            | 4         | 20%          |
| 45-54            | 8         | 40%          |
| 55-64            | 6         | 30%          |
| 65 and above     | 2         | 10%          |
| Total            | 20        | 100%         |

<table>
<thead>
<tr>
<th>Sex</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>16</td>
<td>80%</td>
</tr>
<tr>
<td>Females</td>
<td>4</td>
<td>20%</td>
</tr>
<tr>
<td>Total</td>
<td>20</td>
<td>100%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Education</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>No formal education</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Basic</td>
<td>1</td>
<td>5%</td>
</tr>
<tr>
<td>Secondary school</td>
<td>2</td>
<td>10%</td>
</tr>
<tr>
<td>Tertiary</td>
<td>17</td>
<td>85%</td>
</tr>
<tr>
<td>Total</td>
<td>20</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Survey
The table 1 above gives a comprehensive analysis of the demographic characteristics of the sampled population. A total number of 20 organizations were randomly selected and a representative of each organization was also purposefully selected for the study. All questionnaire distributed were retrieved. The table shows that majority of the respondents were between the age bracket of 45 to 64 as 40% of the respondents were within the ages of 45 to 54 and 30% were within the ages of 55 to 64. Also 20% and 10% respectively were within the ages of 20 to 44, and 60 and above. Just like the Ghanaian economy where most professional work life is dominated by men, the maritime industry is not an exception; more men were involved in the study than women who had only 20% representation. Again the data indicates that the sampled population have much knowledge in the area of the study as majorities (80%) of the respondents have had higher education up to the tertiary level.
It is the researchers' belief that not only the level of education that will determine one knowledge in a particular field and therefore had to sought the number of years the respondents have worked in the maritime industry. The figure 1 above indicates that all the respondents have had good number of years within the industry. Only 15% have spent between 1 to 5 years in the industry. However most of the respondent have served between 6 to 15 years in the industry, thus, 30%, 35% and 20% have served for a period of 6 to 10, 11 to 15 and, 16 year and above respectively. If the level of education and years of experience is significant enough to influence the accuracy and clarity of information in ones respective environment then it can be concluded that the sampled population has the right years of experience and education to help the researcher to acquire the information required for this study.

Source: Field survey
4.3 OVERVIEW OF PRIVATIZATION AT PORT OF TEMA

In 2000 the GPHA began a programme to increase the participation of the private sector in the provision of services and facilities to ships and cargo in line with the government’s strategic port development policy to transform the ports of Ghana from service ports to landlord ports. The policy includes: Separation of port regulation and management from port operations, introduction of more competition into port operations through increased private sector participation, eventual transfer of all cargo-related services and facilities to the private sector, all other services best provided by the private sector to be relinquished by the Authority, gradually change the status of GPHA from a service port to a slimmer (Asare, 2012) and more efficient landlord port authority managing competing ports.

Since 2001 the privatization process has lead to increased Private Sector Participation in Cargo Handling, Licensing of 9 private stevedoring companies, 75% of stevedoring services transferred to the private companies, Bulk handling transferred to the private sector, 100% of shore handling transferred to the private sector, five inland container depots established in Tema and privatization of Port Labour (Ghana Dock Labour Company). In 2004 the GPHA proposed and established Meridian Port Services Ltd. (MPS), a joint venture limited liability company with Meridian Port Holding Company (MPHC) (Asare, 2012).

4.4 POTENTIAL GAINS OF PRIVATE SECTOR INVOLVEMENT IN PORT OPERATIONS

The desire to involve the private sector in the management and provision of port infrastructure and services is prompted by the recognition that government regulations and processes are not always conducive to efficient operations of commercial activities and by recognition of the private sector's relative strength in this field. Also, in recognizing that investment sources
outside government must be tapped in the provision of such infrastructure and services involvement of the private sector provides the opportunity to share risks and, in times of rapidly changing economic environment to respond quickly to market demands and opportunities. In view of this, the question seeks to solicit views from the respondents on what they consider to be the gains of private sector involvement in port operation.

Table 2 below illustrates the potential gains of PPP in port management from the perspectives of the informants. 43.6% of the respondents indicated that PPP improves efficiency and productivity in port operations. Thus, one of the foremost if not the primary reason for involving the private sector in the operation and management of port of Ghana is to increase efficiency. It is generally considered that a profit oriented private investor operating in a competitive environment will strive to minimise costs and improve services. These are necessary measures if the operator is to retain and expand the clientele whilst earning a satisfactory return on investment. With this in mind the government of Ghana has turned to the private sector to exploit the functioning of this market discipline in the port. On the part of the government, its objective is not to achieve profits for the private investor per se. rather the goal is to improve efficiency and thereby reap the benefits of lower cost and improved services for importers and exporters.
Table 2 - Potential gains of Public Private Partnership in Port management

<table>
<thead>
<tr>
<th>Potential gains</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improve efficiency and productivity of operations</td>
<td>9</td>
<td>43.6</td>
</tr>
<tr>
<td>Reduce financial and administrative burden on the public sector</td>
<td>5</td>
<td>24.3</td>
</tr>
<tr>
<td>Generate maximum revenue and reduce investment</td>
<td>2</td>
<td>12.2</td>
</tr>
<tr>
<td>Attract new or additional business and trade</td>
<td>1</td>
<td>1.7</td>
</tr>
<tr>
<td>Risk sharing</td>
<td>3</td>
<td>18.2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>20</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Source: Field Survey

Results from Table 2 also manifest that 24.3% of the respondents indicates that the potential of PPP in port management is to reduce financial and administrative burden on the government. Public management of a port or a system of ports on a day-to-day basis generates a considerable demand on governmental resources in terms of time and personnel for what is largely a commercial enterprise. Whilst this resource demand falls most heavily on directly concerned ministries and agencies, it can be shown that it frequently spills over to those peripherally involved. Therefore PPP is adopted to shirk some of the responsibilities to the private sector. Whilst professionals in government will continue to be required to manage the residual responsibilities that the government chooses to retain, they will only be a fraction of those that were on the public roster when it played the combined roles of owner, manager, operator and regulator. Not only will there be a substantial reduction in governmental personnel focussed on the port, but also a reduction in the total number of managers and labour involved per fixed amount of traffic handled.
Additionally a total of 12.2% of the respondents were of the view PPP in port management generate maximum revenue and reduce investment (table 2). A valid reason for involving the private sector in the management of ports can be to generate increased revenue for the government. This can be achieved through improvements in efficiency and reductions in costs which can be translated into profit sharing possibilities. Importantly, government can also reduce its risk in terms of revenue expectation by divorcing lease payments from the amount of cargo throughput; however; this would be at the cost of forgoing increased income from expanded traffic levels.

Again, 1.7% of the respondents stated that PPP in port management helps attract new or additional business and trade. On some occasions private project sponsors are solicited who are already involved in trade or transport services (for instance shipping lines). The rationale is that if a port user such as a shipping line which controls a significant amount of cargo becomes an investor, it can be expected that much of the investor's traffic, which may be discretionary in its routing, will be funneled through the port. Finally, 18.2% of the respondents viewed the potential gain of PPP in port management as risk sharing. Thus, within any approach to involving the private sector in the financing and operation of the Ghana port and related activities, an additional important element is the sharing of risk.

It can be deduced that, majority of the respondents (43.6%) considered improve efficiency and productivity as the main key benefit of the private sector participation in port operation. Also, 13.9% of the respondents believe that revenue generation and attraction of new business and trade are less important as compared to risk sharing and reduction of financial and administrative burden on the government.
4.5 Private sector contributions to effective port operations
Public private partnership has a lot of benefits for both the private and the public sector. More importantly it has become a popular panacea for solving the organisational problems of developing governments by reducing the role of the state and encouraging the growth of the private sector enterprises. The principal strengths of the private sector are a much stronger management capability due to its ability to recruit and compensate qualified managers and technicians; relative freedom to operate outside of political and bureaucratic constraints; better company specific labour management; potentially greater experience in developing facilities and providing services at tuned to the competitive world of global trade; and access to non-traditional resources for investment in the infrastructure to serve trade which some individual governments may lack. These attributes of the private sector enable it to respond rapidly to market changes through speedy decision making and investment.

The most significant benefit of private sector participation in ports operation is improved efficiency and productivity. It is therefore logical to identify the areas where the private sector has improve efficiency and productivity, hence the question of the contribution of the private sector to effective and efficient port operations.
Table 3 - Private sectors’ contribution to efficient port operations

<table>
<thead>
<tr>
<th>Contribution</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increase in containers</td>
<td>9</td>
<td>45.8</td>
</tr>
<tr>
<td>Efficient and productivity in container handling</td>
<td>10</td>
<td>49.3</td>
</tr>
<tr>
<td>Increase in capital investment</td>
<td>1</td>
<td>4.9</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>20</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Source: Field Survey

Table 3 captures the views of the respondents regarding the extent to which the private is contributing to efficient management of the port operation in Ghana. The results demonstrate that 45.8% of the respondents indicated that the private sector participation in the management of the port has resulted in an increase in container vessel traffic. Specifically, the secondary document collected from the GPHA shows that cellular container vessel traffic in Tema Port increased from 440 in 2005 to 647 in 2011. Also, 39% of the 1,667 vessel calls recorded in Tema Port in 2011 were container vessels out of which about 80% were handled at the MPS container terminal (Asare, 2012). Clearly, the private sector has been successful in attracting more containers to the Port of Tema as a result of efficient practices.

Another 49.3% of the respondents were of the view that the private sector participation in the management of the port has improved efficiency and productivity in container handling. Documentary analysis shows that Berth occupancy (working) of the container terminal improved from 55% in 2003 to 78% in 2011 whereas berth occupancy (not working) reduced from 15% to 5% within the same period. Also, container handling improved from about 10 moves per ship hour in 2005 to 22 moves per ship hour in 2011. Similarly, container traffic in the Port of Tema increased from 88,538 TEUs in 1994 to 756,899 TEUs in 2011 (Asare, 2012).
A further 4.9% of the respondents were of the view that private sector participation in port management has led to an increase in capital investment. In 1990, the current assets of the GHPA stood at £272.7 million, more than double that at the time of privatization. This surge came from a number of places (Asare, 2012). By far the two largest sectors were investment in the ports themselves and property development.

The results clearly show that about half of the respondents has indicated that the private sector contribute to efficient and higher productivity in container handling at the port which has shown positively in the increase in the number of container vessels traffic and this is supported by the almost 46% of the respondents.

4.6 Challenges of public private partnership in ports operations
The introduction of any form of change in the management of the public sector comes along with some challenges; hence public private partnership comes with its own challenges. As a result, there is the need to identify the challenges of this partnership in order to draw the attention of policy makers to minimise the impact of these challenges, whiles maximising the benefits to the stakeholders.
As can be seen in Table 4, 43.1% of the respondents indicated that a major challenge of PPP in port management is how to prepare redundant workforce for absorption by the market place. Due to the privatization most workers were laid off and how to prepare them home and if possible find them a sustainable source of living was a challenge in the process.

Lack of capacity building (training and retraining) was also mentioned as a challenge by 45.0% of the respondents. Serious capacity challenges anticipated due to rapid growth in volumes particularly port employees and dockworkers. The aim of the private sector is to make more profit; hence they maintain a minimum workforce and this is been a challenge now as the number of cargos and goods is increased at the port now.

Other challenges mentioned by 11.9% of the respondents include the difficulty of regulating the private sector. Thus, it is becoming difficult for the public sector to shift from operator to regulator/landlord and regulating the private operator.
It can be deduced from the table 4 above that, the two major challenge of this PPP is workforce redundancy and the need for capacity building of retained employees. Also, about 12% of the respondents maintain that there is the need to regulate the private sector, which they see as challenge to government. The main aim of the private sector is to make profit, while the port authority is make profit whiles keeping the public interest in mind in its operation. Therefore, regulating the private sector will ensure that they make profit whiles the public interest is taken into consideration.

4.7 Strengthening public private partnership in the port industry
Port operation throughout the world have witness some form of private sector involvement either in the area of cleaning, maintenance, security management and many others. Some have had successful stories and few others have had nothing good to emphasis. There are various factors that have constrained efforts at putting in place measures to achieve the planned goals of public private partnership in the operations of port. However, since there are numerous advantages that PPP can bring to the operations of port management, it is important that enhanced and planned systems are put in place to ensure the successful public and private collaboration in port management. This study sought to find out from the respondents how the current PPP arrangement can be strengthened to improve the management of the Port. A variety of opinions were presented.

From management perspective, the simplest foundation that strengthens the concept of PPP in port operation is setting up realistic achievable goals. They explained that in order for partnerships to work, the objectives of the partnership need to be realistic to the participants and reflect their visions. This strengthening factor mentioned by management have been
acknowledged by three different sources: The perspective of the partnership needs to be set bottom-up instead of top-down, so that objectives can be realistic and common to all participants; a shared vision of the objective of the partnership is an essential part of strengthening partnership and achievable goals must be set.

Higher proportion of the respondent, almost 80% mentioned that the first starting condition that is necessary to strengthen any PPP arrangement within port operation or management is the clarity of financial aspects of the partnership. They explained that there is the need for financial aspects to be clear both before and during the process. Often collaboration becomes slightly more complicated when financial matters are of bigger concern in the arrangement. Conflicts of interest can cause problems and undermine performance. Ports in Ghana belong to the public sector which have social obligations, however when for-profit private actors are involved in their management, their stockholders' interests come first which displaces the priorities of the public interest. The respondents therefore were of the opinion that the financial aspects and other profit making and sharing arrangements should be practically made clear in simply terms so that it will be devoid of some avoidable ambiguity along the lines of operation that can truncate the whole concepts.

Another improvement factor mentioned by the respondents includes continuous capacity building among the various actors involved in the partnership. A total of 50% mentioned that the phenomenon of globalisation is sweeping across all areas of management bring along it with ever changing managerial requirements. They were therefore of the view that for the current concept of PPP to be more successful there should be constant capacity building that will help strengthen the various actors in their respective roles. One respondent indicated that
for PPP project to meet its goals the participants should possess the necessary competencies and their competences should receive constant renewal to help them respond adequately to changing circumstances.

Another important factor that was mentioned includes progress monitoring and reporting by both principal actors and independent institution on the implementation stages of PPP. Almost all respondent (95%) mentioned that reporting on the progress of implementation is a necessary improvement factor of PPP but quickly added that because sometimes colluding tendencies of the principal actor who has direct financial interest report might not reflect the real situation, and therefore recommended double reporting mechanism. They mentioned that there should be independent committee that will monitor progress and report accordingly alongside the report of the principal actors.

The fifth factor mentioned by the respondent during the interview had to do with the fact that some management members are intensive to coordination between the various actors. As port management involves transport chains and other related activities any collaboration arrangement requires a coherent coordination methodology and well committed implementation team. Effective transport chains require intensive coordination between involved actors.

Other factors mentioned by the respondent included proper decentralisation of function to ensure decision making at the implementation point. Others also mentioned the need for empowerment of customers to hold stakeholder's responsible in the implementations of any collaboration activities. They also mentioned trust as one of the cardinal condition that can help strengthen any partnership in port operation. Table 4.5 presents summary opinions of the
various factors mentioned by the respondents to enhance public private collaboration in port operations.

Table 5 - Strengthening public private partnership in port operation

<table>
<thead>
<tr>
<th>Strategies</th>
<th>SA</th>
<th>A</th>
<th>N</th>
<th>DA</th>
<th>SDA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Setting up realistic achievable goals</td>
<td>80</td>
<td>15</td>
<td>5</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Clarity of financial interest</td>
<td>50</td>
<td>40</td>
<td>5</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Progress monitoring and reporting</td>
<td>95</td>
<td>6</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Continuous capacity building</td>
<td>78</td>
<td>15</td>
<td>7</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Effective coordination among actors</td>
<td>85</td>
<td>10</td>
<td>5</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Decentralised decision making</td>
<td>76</td>
<td>14</td>
<td>5</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Customer’s involvement and empowerment</td>
<td>65</td>
<td>23</td>
<td>12</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Trust</td>
<td>56</td>
<td>35</td>
<td>9</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

At least, 50% and above have supported the eight variables identified in table 5 to be significant and contribute effectively and efficiently to strengthening public private partnership in port operation.

From the year 2004 onwards, imports have steadily increased in the port. The number of containers imported to the country rose from 26,747 in the year 2004 to more than 40,000 in the year 2009. Public private partnership has also had the same impact on exports from this port. The number of containers being exported has gradually risen from 2004. This can be concluded by the figures from the annual reports from these ports (Boachie, 2006). The combined export-import will tremendously increase after the introduction of PPP model because the investment
of the operator as sole operator is attractive. In the year 2004, the accumulated export-import container recording was 33,492, this figure rose over the years to reach an all-time high of 59,584 this was achieved mostly by PPP which made great (Asare, 2012) investments in the port sector. Efficiency is from the private company (cargo handling and sharp prices lead to these positive changes can be attributed to the introduction and use of the PPP.
CHAPTER FIVE
SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction
This chapter provides a summary of the key findings of the study, conclusion and recommendations based on the findings of the study.

5.2 Summary of key findings
This study examined the contributions and problems of PPP in Ghana’s port industry. The study was guided by the following objectives: to investigate the potential gains of private sector involvement in the operations of ports in the country; to find out the extent to which the private sector is contributing meaningful to port operations in the country; to examine the challenges associated with private sector involvement of port operations in the Ghana and finally to find out how public private partnership in the port industry can be strengthened to enhance ports operations in the country. The objectives were measured empirically through a semi-structured interview guide that contained open ended and closed-ended questions. The interview guide consisted of sections which contained questions formulated to gather data for the measurement of the objectives. The objectives of this study were achieved by focusing on a comprehensive literature review that focused on the nature and importance of PPP in port industry.

Findings of the study indicated that PPP in port operations in Ghana is an offspring port development policy to Ghana that sought to transform Ghana’s ports from service to landlord ports. The policy sought to separate port regulation and management from port operations,
introduce more competition into port operations through increased private sector participation and eventually transfer of all cargo-related services and facilities to the private sector.

Another finding of the study is that the singular objectives of the privatisation drive was to make port operations more efficient and financially viable; to improve the quality of services to customers; to reduce the cost of doing business at the ports; to encourage sustained growth in the ports industry; to make Ghanaian ports more competitive in the sub-region and finally to generate more private capital for re-tooling and modernization.

Thirdly, the study found that activities within the port have been efficient and traffic at the port has been reduced drastically due to the building of Meridian Port Holding Company as a result of privatisation. With the introduction of privatisation policy, cellular container vessel traffic in Tema Port increased from 440 in 2005 to 647 in 2011 whiles 39% of the 1,667 vessel calls recorded in Tema Port in 2011 were container vessels out of which about 80% were handled at the Maridian Port Services (MPS) container terminal (Ansah, 2007 and Boachie, 2006).

The fourth findings of this study is that public management of a port on a day-to-day basis put much pressure on government as it have to perform both regulatory and service provision function. It was found that the performance of these functions generates a considerable demand on governmental resources in terms of time and personnel for what is largely a commercial enterprise. This made government virtually incapacitated to holistically respond to all major and peripheral issues that were forthcoming as a demand of global business as supported by 24.3% of respondents in table 2.
The study also found that PPP in port management helps attract new or additional business and trade. This is because some of the actors who are involved in the privatization program are giants in shipping and other related activities. This helps attract more customers to the port which ultimately affect the bottom-line business of the port. Again, private sector participation in the management of the port helps to improve efficiency and productivity in container handling.

It was found that due to rapid growth in calls at the various ports, capacity issues have become a challenge to effective implementation of PPP in port operation. Though the collaboration has increased existing capacity, there is still a need for improvement.

5.3 Recommendations
Privatization is a concept, which is rapidly spreading among ports around the world as they seek to become more competitive. In this regard, it has come to stay and the need for more new organizational concepts introduced to make it survive the challenges in its operations. New organizational concepts like TQM, Just in Time (JIT), benchmarking, outsourcing, and strategic alliance. Though, these organizational concepts are not new managerial concepts, but somewhat new in port operation and PPP management and therefore necessary to employ them in management of PPP in port operations. These managerial concepts will help yield much output and improve performance in PPP in port operations. With this kind of concept, performance in various partnership agreements can be measured and areas where reforms are needed will pop up and necessary correction done.

It is also recommended that bigger private companies should be contacted by government to hand over major and several other activities at the port. The reason for this is that the demand
for higher and more advance technologies are emerging which the existing private companies lack the capacity to acquire. For example international port sector is being challenged by the technological innovations. These innovations change traditional port activities, make some work procedures obsolete and at the same time provide new fields of employment. The interface between land and water, transshipment of goods, interaction between the different transportation systems, services provided around goods as well as telematic and information services are the most important areas where the new technologies and new organisational forms are currently taken place. To play an active role in the intermodal transport chain from supplier to customer it is inevitable that ports become nodal points for the different modes of transportation and as such require such newer technologies.

Another recommendation is that the government needs to develop a robust policy and regulatory framework for PPPs in port operation. This policy will give some form of direction as to where the port would want to be in the near future as it will serve as a strategic plan. This will in its bid identify stakeholders and offer some responsibilities in the management of any collaboration. There should also be adequate level of PPP awareness, training and project management capacity to facilitate deal flow. This awareness will help workers quickly identify changes in systems of operation and new operational style and hence can adapt to such change. There is also the need for systemic model for PPP planning, implementation and monitoring to be developed to provide a more scientific approach to the operationalisation of PPP in port operation.
Both government and the private sector should anticipate that change is inevitable in management and therefore be prepared for change when necessary. This will make management to be committed to the change when it happens. Proper systems should be put in place during such change so that it allows essay and common platform for operation. For instance there should be adequate information delivered during the whole process, adequate communication and discussion, all personnel should understand the goals and the need for change and should be willing to commit to it and also there should be a wider participation by all groups affected by the change at all levels within the organization.

There should be some level of deregulation that is seen as a tool through which to stimulate competition in a sector which is predisposed to oligopolistic behavior. Although there are several private sector operators in the Ghanaian port, the common phenomenon is that few companies have dominated certain areas of operations. These tendencies are bi products of existing port regulations which have over regularized the industry preventing competition.

There is also the need for clearer and concise communication between the public and private sector to foster successful PPPs.

5.4 Conclusion
Privatization of ports is under discussion in most countries having seaports. The role that the private sector can play in ports differs but the trends show that many of activities carried out by municipal or state organizations are being transferred to private sector. The expected benefits of privatization are the same as in all industrial sectors that have lately been privatized. These include, among others, better strategic management and long term planning of the activities.
However, there are also many potential negative outcomes if privatization is not implemented efficiently. In many cases a public-private partnership in ports is more appropriate since it can bring similar benefits to the port and its users with fewer risks of failing to meet business and social objectives. It is for sure that port activities cannot holistically be privatized since some of the activities still and will continue to be public good that the private sector will be reluctant to produce. Therefore the concept of PPP is ever laudable and has come to stay.

5.5 Areas of further research
There is, without doubt, plenty of scope for further useful research into theoretical and empirical aspects of PPP in port management is required. There will continue to be considerable ongoing research in emerging areas in PPP and port operations. Performance issues have recently been identified as one critical area in PPP in all areas of public management but difficult to measure. The study therefore recommend future studies to focus on performance management in PPP within port operation with a more quantitative approach to identify significant factors that can be used to measure performance in PPP. Also this study was an academic research for which it scope was more confined within specific period. It is recommended that cross institutional study be conducted to provide a more comparative assessment to help re-strategies efforts to help reap all the intended objectives that lead to any PPP agreement.
REFERENCES

Abdul Salam Mohammed (2009), Nigeria Privatization Support Programme and PPP. Presented to the World Bank Meeting in Washington DC, from June 2-5, 2009


APPENDIX
REGIONAL MARITIME UNIVERSITY
QUESTIONNAIRE

This questionnaire forms part of a study to investigate private public partnership in port operations in Ghana. The aim of the questionnaire is to gather information from management members of ports in Ghana and private firms operating within the ports of Ghana and use that information to find out how to improve the management of PPP in port operations in Ghana. You are invited to participate in this survey by completing the enclosed questionnaire. Your answers will be treated with much confidentiality.

SECTION A: BIO-DATA OF RESPONDENT

1. Age
   □ 20 to 44
   □ 45 to 54
   □ 55 to 64
   □ 65 and above

2. Sex
   □ Male
   □ Female

3. Education
   □ No formal education
   □ Basic
   □ Secondary education
   □ Tertiary level

4. Number of years experience in the maritime industry
   □ 1-5
   □ 6-10
   □ 11-15
   □ 16 and above

5. Position in the Organisation
   □ Owner
   □ Director
   □ CEO/Managing Director
   □ Other, please specify:..............................................................
SECTION B: GENERAL QUESTION ON PPP

6. Mention some potential gains of Public Private Partnership the management of this port

7. What are some of the contribution of private sector to effective port operations?

8. What are some private sectors' contribution to efficient port operations

9. Mention some challenges of public private partnership in ports operations

10. In what ways can public private partnership in the port industry be strengthen

Using a scale of 1-5 (strongly agree to strongly disagree), what are your views on the following strategies of strengthening PPP in port operation

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<th>Strategies</th>
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<th>SDA</th>
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<tbody>
<tr>
<td>11 Clarity of financial interest</td>
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<td>12 Progress monitoring and reporting</td>
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<td>13 Continuous capacity building</td>
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<td>14 Effective coordination among actor</td>
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<td>17 Trust</td>
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