

KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY

INSTITUTE OF DISTANCE LEARNING

**ASSESSING THE EFFECTIVENESS OF THE GHANA MARITIME
AUTHORITY IN MANAGING THE MARITIME INDUSTRY IN GHANA**

BY

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**A Thesis submitted to the Institute of Distance Learning, Kwame Nkrumah
University of Science and Technology in partial fulfillment of the requirement for
the degree of**

Commonwealth Executive Master of Public Administration

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DECLARATION

I hereby declare that this submission is my own work towards Commonwealth Executive Master of Public Administration and that to the best of my knowledge, contains no material previously published by another person except where due acknowledgement has been made in the text nor material which has been accepted for the award of any other degree of the University.



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DEDICATION

This work is dedicated to every individual who made it a success and especially to Priscilla Apau-Danquah for her prayers, love, care and support.



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It is needless to say however, that any inadequacies or errors, substantial or marginal that may be detected in this study, all remain my responsibility.

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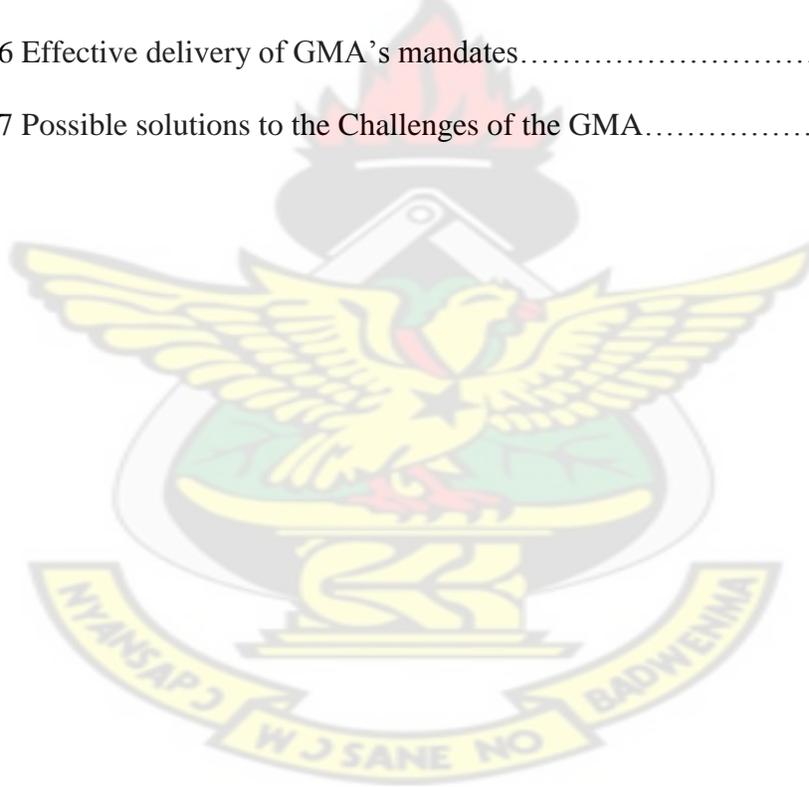
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ABBREVIATIONS

GMA -	Ghana Maritime Authority
GPHA-	Ghana Ports and Harbours Authority
GSC –	Ghana Shippers’ Council now Ghana Shippers’ Authority
IDL -	Institute of Distance Learning
IMCO -	Inter-Governmental Maritime Consultative Organization
IMO -	International Maritime Organisation,
KNUST-	Kwame Nkrumah University of Science and Technology
NTF -	Naval Task Force
RMU-	Regional Maritime University
SAR -	Search and Rescue
SND -	Shipping and Navigation Division
SPSS	Statistical Package for Social Sciences
UN -	United Nations Organisation,
UNCLOS -	United Nations Convention on the Law of the Sea
VTMIS -	Vessel Traffic Management and Information System

ABSTRACT

The study sought to assess the effectiveness of the GMA in managing the maritime industry in Ghana and to identify the major challenges facing the GMA in the discharge of its mandate. The study specifically identified the functions of the GMA, explored the extent to which the GMA has discharged its functions, examined the strengths and pitfalls of GMA in the discharge of its responsibilities, and identified possible ways to strengthen the GMA to help achieve its goals and offered recommendations to strengthen its role over the maritime industry. The views of 75 respondents, selected purposively, comprising maritime professionals from GMA and various maritime sectors within Accra, the port of Takoradi and Tema and Akosombo as well were gathered through two sets of questionnaires and interviews to form the primary data. The secondary data were gathered through library and internet research. The results revealed that maritime professionals from GMA and maritime professionals from various maritime sectors shared similar views about the effectiveness of the GMA in the delivery of its functions. The majority of the respondents from the two sides were of the view that GMA's overall performance has not been very impressive even though GMA has discharged some of its functions very well. The study brought to light that the GMA is concentrating more on the historical functions that were performed under the SND than the new functions mandated by the GMA Act. The study revealed the main challenge hindering effective and efficient delivery of the GMA's mandate as institutional challenges namely: lack of proper management style, strategies, systems, and structures; inadequate competent technical/professional personnel; inadequate logistics, infrastructure and equipment; inadequate funds; lack of rules and regulations to implement the functions and political interference. The study recommended that the sector ministry or the government should ensure that the management of the GMA adopts proper management style, strategies, systems, and structures for the achievement of desired goals and objectives. The management of the GMA should recruit competent technical or professional personnel and existing staff be trained; ensure that the various laws and regulations are developed as a matter of urgency; embark on outreach programmes to inform and educate stakeholders; set up a maritime think tank to generate ideas from experts from the various maritime sectors to help strengthen and develop the GMA and the maritime industry in general; identify other sources of revenue to complement the current sources of revenue to finance its projects. The government/politicians should minimize interference in the management of GMA.

CHAPTER ONE

GENERAL INTRODUCTION

1.0 BACKGROUND INFORMATION OF THE STUDY

Maritime Administration functions in Ghana were performed by the Shipping and Navigation Division (SND), a specialized technical division under the Ministry of Transport and Communication. Mercantile marine offices were established at the Tema and Takoradi seaports to discharge these responsibilities (Merchant Shipping Act 1963, Act 183).

The International Maritime Organization, IMO urged all member countries, including Ghana, to have in place statutory bodies to coordinate and oversee operations in the industry. Therefore there was the need to have in place an effective regulatory body to promote, direct and monitor activities in the maritime industry as required by IMO conventions (Ghana Maritime Authority Bill, 2002).

Consequently, the Ghana Maritime Authority was established by the Ghana Maritime Authority Act, 2002, Act 630 as the statutory Maritime Administration in Ghana to regulate, monitor and coordinate maritime activities in the country.

1.1 PROBLEM STATEMENT

The SND which performed maritime administration functions was not established by statute, it was a desk office and was very weak and constrained in terms of logistics and qualified personnel. Its functions were focused almost entirely on maritime safety such as ships inspections and surveys, registration of ships, provision of mercantile marine services, and examination and certification of seafarers. It was unable to effectively coordinate the activities of the numerous other agencies and institutions in the maritime industry and could not implement effectively the several international maritime conventions which the country is a signatory to.

Therefore Ghana Maritime Authority was established by a statute as national maritime administration to regulate, monitor, and coordinate the activities in the maritime industry.

The general expectations of many Ghanaians were that with the establishment of the Ghana Maritime Authority, the maritime industry in Ghana would improve: rules and regulations would be developed to regulate all the sectors in the industry and the inland waterways.

However, after nine years of establishment of the agency and the implementation of the Act, the public and stakeholders are expressing lack of confidence in the ability of the agency to execute its responsibilities in an effective and competent manner. Maritime professionals in the sectors of the maritime industry (key maritime stakeholders and the main beneficiaries of the Act) hold the view that they are not feeling the impact of GMA in the development of the maritime industry in Ghana. According to them:

The agency started on a 'wrong foot'. There are no proper administrative structures to effectively discharge its mandate. It lacks the required resources (human and material) to deliver the functions efficiently and effectively.

It is not discharging its functions as required and expected.

It has taken the GMA too long to develop laws and regulations required to discharge its regulatory functions.

There is therefore the need to investigate the views of the main beneficiaries of GMA's operations on the effectiveness of the GMA in managing the maritime industry in Ghana.

This will inform the GMA about the expert perceptions about its operations to help address the concerns raised above. It will also help address the challenges if any and as well provide information and confidence that the GMA will discharge its responsibilities as required to the wider public and stakeholders.

1.2 OBJECTIVES OF THE STUDY

1.2.1 General objective

The main objective of this study was to assess the effectiveness of the GMA in managing the maritime industry in Ghana and to identify the major challenges facing the GMA in the discharge of its mandate.

1.2.2 Specific Objectives

Specifically the study had sought to:

- i. identify the functions of the GMA in contemporary times.
- ii. explore the extent to which the GMA's mandates are being discharged in Ghana from 2002 to 2011.
- iii. examine the strengths and pitfalls of GMA in the discharge of its responsibilities.
- iv. identify possible ways to strengthen the GMA to help achieve its goals.

1.3 RESEARCH QUESTIONS

A number of research questions were formulated to help find answers to the objectives of the study as outlined below.

1. What are the functions or mandates of the GMA?
2. To what extent is GMA performing its functions?
3. What are the main challenges hindering effective and efficient performance of GMA's functions?
4. How should GMA be strengthened to help achieve its goals and objectives?

1.4 SIGNIFICANCE OF THE STUDY

This study would be of immense benefit to the Monitoring and Evaluation Division, the staff, management and the Board of GMA. The study would serve as an assessment of the impact of the GMA in the delivery of its mandated functions in Ghana.

Furthermore, the study would also interest maritime professionals and all other stakeholders in the maritime industry as it would help address their concerns, views and anxieties on the implementation of the act by the implementation agency.

Moreover, the study will benefit the maritime community as it would help streamline maritime activities in the country. It would also help the government make informed decisions about this agency and possible ways to resource it.

Eventually it would be of great benefit to the whole country as it would help bring efficiency in the delivery of maritime activities thereby saving cost of doing maritime business in Ghana.

Finally, this study would be of interest to the IMO who is much interested in the activities of National Maritime Administrations of member countries and also encourages such studies in order to offer assistance if need be.

1.5 SCOPE OF THE STUDY

The study covered the GMA, the apex maritime regulatory organization in the maritime industry in Ghana from 2002 to 2011 and within its operational areas especially Takoradi, Accra, Tema (and Volta Lake boat landing sites such as Akosombo).

1.6 LIMITATIONS OF THE STUDY

A number of limitations were encountered and envisaged during the study coupled with its anticipated solutions outlined below. Among these was some respondents' unwillingness to answer the questionnaires administered to them for fear of victimization. They found the study to be very sensitive and were reluctant in releasing information. The investigator had to explain that the study was only for academic purpose and persuaded them to fill the questionnaires. This frustrated the investigator and also resulted in delays in retrieving the questionnaires. Most of the respondents too, were very busy executives with busy schedules. A lot of visits were made to the respondents before they filled the questionnaires. Despite the delays, majority of the respondents were very cooperative.

As a result of the above limitation, a lot of time was spent on the study. The investigator had to work all night long to make up for the time. It also cost a lot of money travelling to and from the three cities namely, Takoradi, Accra, Tema, as well as a trip to Akosombo to conduct interviews, distribute questionnaires and also to retrieve them. The little bursary received from the government, help from friends, and personal income was used to solve this problem.

Again it was a bit difficult sourcing for literature from the GMA. The documents were considered confidential. But again the investigator had to explain that their use was purely for academic purpose.

All notwithstanding, it is believed however, that the above limitations would in no way invalidate the findings of the study.

1.7 ORGANIZATION OF THE STUDY

The study was organized into five chapters. Chapter one offers a brief discussion of the background to the study, the statement of problem, objectives of the study (general and specific), significance, scope, limitations and anticipated solutions of the study.

Chapter two reviews related literature of the study where a historical background of the study, a theoretical framework as well as empirical analyses of the study was espoused while chapter three discusses the methodology used through a research design, population, sampling and sampling techniques, sources of data, procedures for data collection, and data analysis procedures were explained.

Chapter four offers an analyses and discussion of results whereas the final chapter summarizes, offer recommendations and conclusion for the study.

CHAPTER TWO

LITERATURE REVIEW

2.0 INTRODUCTION

This chapter reviews related literature of the study by providing a historical background, a theoretical framework and empirical analysis of the study.

2.1.1 HISTORICAL BACKGROUND OF THE GHANA MARITIME AUTHORITY

Not long after the UN was formed, a conference was convened in Geneva, Switzerland, on February 1948 to consider the establishment of a new organization to deal with international shipping, especially shipping safety. The conference ended with the adoption of the Convention for the establishment of an Inter-Governmental Maritime Consultative Organization (IMCO).

IMCO was formed to fulfill a desire to bring the regulation of the safety of shipping into an international framework, for which the creation of the UN provided an opportunity. IMCO, the first ever international body devoted exclusively to maritime matters was renamed International Maritime Organization (IMO) in 1982 by a convention. The primary aim of IMO was to develop and maintain a comprehensive regulatory framework

for shipping and its remit today include safety, environmental concerns, legal matters, technical co-operation, maritime security and the efficiency of shipping.

According to Article 1(a) of the IMO Convention, the purposes of the IMO are to provide machinery for cooperation among governments in the field of governmental regulation and practices relating to technical matters of all kinds affecting shipping engaged in international trade on one hand, and to encourage and as well as facilitate the general adoption of the highest practicable standards in matters concerning maritime safety, efficiency and navigation, prevention and control of marine pollution from ships. (IMO Convention)

Ghana, a member of the UN and for that matter the IMO was required to have a national maritime administration for effective coordination, and cooperation in maritime matters across nations and for the ratification of its conventions, incorporation of the conventions into local laws and enforcement of the laws for the achievement of its purposes.

National Maritime Administration therefore was a body responsible for maritime industry (i.e. maritime and marine sectors like shipping, ports/ships, shipbuilding, offshore, maritime services and Research & Development, inland shipping, yachting, maritime education, and other maritime services in a country).

Hitherto, Shipping and Navigation Division (SND), a desk office or a specialized technical division, under the Ministry of Transport and Communication, performed the functions of a Maritime Administration in Ghana. The SND was not established by

statute it was a desk office but was very weak and constrained in terms of logistics and qualified personnel.

Therefore there was the need to have in place an effective regulatory body to promote, direct and monitor activities in the maritime industry as required by IMO convention. Consequently, the Maritime Authority Bill was passed into an Act, (i.e. Act, 2002, Act 630) and the Ghana Maritime Authority (GMA), the implementation agency, was established as the statutory maritime administration in Ghana, to implement the act.

The objective of the Authority as stated in the section 2 (1) of the Act, is to regulate, monitor, and coordinate activities in the maritime industry in Ghana with both internal and external functions. Externally the authority was responsible for regulating maritime activities in the marine and maritime zones of Ghana as well as implementing Ghana's international maritime responsibilities, consistent with the rules developed by IMO. Internally GMA was responsible for regulating transportation and navigation in Ghana's inland waters and facilitating maritime transport and industry. To achieve its objective, according to section 2(2) of the Act, the Ghana Maritime Authority was mandated to:

a. Implement the provisions of the Merchant Shipping Act 1963, Act 183 (now Ghana Shipping Act 2003, Act 645, after the repeal of the Merchant Shipping Act 1963, Act 183 in 2003) This Act, according to Amanhyia W. (2010) is the major legislation regulating activities in Ghana's maritime industry. The Act contains procedures, rules and regulations regarding: Ship Registry, Maritime Services, Ship Survey and Inspections, Inland Water way, Wrecks and Salvage. The Act reflects current IMO Conventions on

the various subject matters of maritime activities and is in harmony with similar legislation elsewhere. It also addresses problems of national concern involving safety of transportation on the Volta Lake, ship licensing/registration, and seafarer's engagement and welfare issues, among others. (Shipping Review Vol.12 No.2 April-June 2010);

b. Ensure the safety of navigation;

c. Fulfill flag state and port state responsibilities with regard to international maritime conventions, instruments and codes;

d. Deal with matters pertaining to maritime search and rescue and coordinate the activities of the Ghana Armed Forces, the Ghana Ports and Harbours Authority and any other body during search and rescue operations;

e. Regulate activities on shipping in the inland waterways;

f. Cause to be investigated maritime casualties and take appropriate action;

g. Oversee matters pertaining to the training, recruitment and welfare of Ghanaian seafarers;

h. Plan, monitor and evaluate training programmes of seafarers to ensure conformity with standards laid down by international maritime conventions;

i. Ensure the prevention of marine pollution, protection of the marine environment and response to marine environment incidents in collaboration with other public agencies;

j. Pursue the ratification or accession and implementation of international maritime conventions in conjunction with the appropriate Ministry;

- k. Assess the manpower needs of the maritime sector for national planning purposes;
- l. Liaise effectively with government agencies and institutions that deal with maritime transport and related transport matters for the purpose of achieving harmony in the maritime industry;
- m. Initiate research into national maritime transport development for effective planning and coordination;
- n. Ensure an efficient, cost effective and orderly provision of services in the shipping industry in line with Government policies;
- o. Initiate action for the promotion, establishment and development of private shipping lines;
- p. Advise on policies for the development and maintenance of maritime infrastructure such as ports and harbours in the country;
- q. Advise the Government on maritime matters generally;
- r. Regulate the activities of shipping agents, freight forwarders and similar shipping service providers; and
- s. Perform functions incidental to the functions provided.

The GMA has its head office in Accra with Branch offices in Takoradi and Tema seaports. There are no offices along the Volta Lake boat stations or landing sites yet. Accra office was an administrative office while Takoradi and Tema seaport offices were

the operations centers, where most of the maritime activities took place. The Ghana Maritime Authority Board, a thirteen (13) member board is the governing body of the Authority, with the Director General as the Chief Executive Officer. The GMA has five major divisions, namely the Finance and Administration Division; Planning, Monitoring and Evaluation Division; Maritime Services Division; Inland Waterways Division, and Technical Division. (GMA's Strategic and Corporate Plan, 2010-2015)

2.2 THEORETICAL FRAMEWORK OF THE STUDY

This section discusses theories related to the study. The concept of policy implementation, the policy gap, the empirical findings on policy implementation, problems associated with the research in policy implementation field, methodological issues in implementation research, policy implementation and lessons for service delivery, the Rasiel and Friga's (2001) McKinsey 7-S Model, the Instrumental approach to stakeholder management, were reviewed.

2.2.1 THE CONCEPT OF POLICY IMPLEMENTATION

Howe (1983) described policy implementation as the stage in a cyclical model in which policy was carried out. Theodoulou and Kofinis (2004) also described policy implementation as the stage where policy was actually translated into action to solve an intended problem.

Policy implementation, according to Pressman and Wildavsky (1973) was to carry out, accomplish, fulfill, produce, complete. They stated that "Policies imply theories. Policies become programs when, by authoritative action, the initial conditions are created. Implementation, then, is the ability to forge subsequent links in the causal chain so as to obtain the desired result." They viewed policy implementation in terms of a relationship to policy as laid down in official documents.

Pressman and Wildavsky (1984) defined policy implementation as a process of interaction between the setting of goals and actions geared at achieving them. Policy implementation encompasses those actions by public and private individuals or groups that are directed at the achievement of objectives set forth in policy decisions. This include both one-time effort to transform decisions into operational terms and continuing effort to achieve the large and small changes mandated by policy decisions (Van Meter and Van Horn, 1975).

A more specific definition was provided by Van M. and Van H (1974) "Policy implementation encompasses those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions." They make a clear distinction between the interrelated concepts of implementation, performance, impact and stress.

According to Mazmanian and Sabatier (1983), policy implementation is the carrying out of a basic policy decision, usually incorporated in a statute, but which could also take the form of important executive orders or court decisions. The starting point of policy implementation was the authoritative decision. It implies centrally located actors (such as

politicians, top-level bureaucrats and others), who are seen as most relevant in producing the desired effects. In their definition, the authors categorize three types of variables affecting the achievement of legal objectives of policy throughout this entire process. These variables could be broadly categorized as tractability of the problem(s) being addressed; the ability of the statute to favorably structure the implementation process; and the net effect of a variety of political variables on the balance of support for statutory objectives.

O'Toole (2003) defined policy implementation as what develops between the establishment of an apparent intention on the part of government to do something or stop doing something and the ultimate impact of world of actions. More concisely, he remarked that, policy implementation referred to the connection between the expression of governmental intention and actual result (O'Toole, et al, 1995). As part of policy cycle, policy implementation concerns how governments put policies into effect.

Implementation of policy inevitably takes different shapes and forms in different cultures and institutional settings. This point was particularly important in an era in which processes of government policies have been seen as transformed into those of 'governance' (Hill and Hupe, 2002).

Pressman and Wildavsky (1973) meaning of implementation could easily be equated with service delivery. For our purpose, policy implementation is regarded as the accomplishment of policy objectives through the planning and programming of operations and projects so that agreed upon outcomes and desired impacts are achieved.

The observation is that impact studies typically ask "What happened?" whereas implementation studies ask "Why did it happen?" A widely accepted model of the causal processes of implementation still remains, what Hargrove (1975) had called the "missing link" in social policy studies. According to Petrus, (2005), implementation research has been too restricted in time, number, policy type, defining the concept of implementation, and approach. The literature has come a long way in highlighting the inevitable complexity of the implementation process and the saliency of trying to understand this complexity. Scholars such as Wildavsky (1973) began implementation research in the 1960s and 1970s; however, a common theory of policy implementation is still lacking. There is still some confusion about when implementation begins, when it ends, and how many types of implementation there are. In the literature on policy implementation several obstacles were identified in the way of successful policy implementation.

However, there is also a surprising number of common findings as well as suggestions between scholars of implementation literature. As implementation research evolved, two schools of thought developed as to the most effective method for studying and describing implementation: top-down and bottom-up. Top-down supporters see policy designers as the central actors and concentrate their attention on factors that can be manipulated at the national level. Bottom-up supporters emphasised target groups and service deliverers. Presently most theorists agree that some convergence of the two perspectives exists (the hybrid theory). This brought about a close relationship between policy implementation and service delivery. That is the macro-level variables of the top-down model are tied with the micro-level bottom-uppers (Matland, 1995).

2.2.2 FACTORS FOR EFFECTIVE IMPLEMENTATION OF PUBLIC POLICY

Elmore, (1978) identified some factors for effective implementation of policy which includes:

- (1) clearly specified tasks and objectives that accurately reflect the intent of the policy;
- (2) a management plan that allocate tasks and performance standards to subunits;
- (3) an objective means of measuring subunit performance; and
- (4) a system of management controls and social sanctions sufficient to hold subordinates accountable for their performance.

Successful implementation of policy, according to Matland, (1995) requires compliance with statutes' directives and goals; achievement of specific success indicators; and improvement in the political climate around a program.

Besides this, the success of a policy depends critically on two broad factors: local capacity and will. Questions of motivation and commitment (or will) reflect the implementer's assessment of the value of a policy or the appropriateness of a strategy.

From the above discussion, implementation could be a process, output and an outcome and series of decisions and actions directed towards putting a prior authoritative decision into effect.

2.2.3 CHALLENGES OF POLICY IMPLEMENTATION/THE POLICY GAP

According to Elmore, (1978), failures of implementation are, by definition, lapses of planning, specification and control. Khosa, (2003) noted that the discrepancies between policy and implementation are largely caused by unrealistic policies, and a lack of managerial expertise. Another key finding by Petrus, (2005) was that policy implementation has suffered from the absence of a people driven process. Petrus cited insufficient coordination of policy implementation in virtually all sectors, which has significantly hampered the implementation of policies. In addition, insufficient staffing and capacity of all three spheres of government, as well as the linkages between them, have largely worked against the successful implementation of policies. These findings have an adverse effect on successful service delivery.

Theodoulou and Kofinis, (2004) identified the major challenges and pitfalls which can routinely impede the effective execution of public policies as: clarity of policy goals, information intelligence, and strategic planning.

a) Clarity of Policy Goals

Theodoulou and Kofinis, (2004) stated that if the policy goals were clear it helps specify the ends or objectives from the policy action as well as the basis by which policies could be evaluated for accountability, efficiency and effectiveness and that policies should be formulated with consideration of what the actual specific goals of the policy are.

b) **Information Intelligence**

Another factor was strategic necessity for constant feedback as to how implementation of policy was progressing and its impact on the beneficiaries. It was important to gauge the degree of interagency and intergovernmental cooperation and conflict which may be affecting implementation of policy which required a high level of communication and feedback from both the agency involved and the population affected by the policy action. It added that implementation could be improved if the implementers have insight as to how a policy was affecting a target population.

c) **Strategic Planning**

On strategic planning, Theodoulou and Kofinis, (2004) explained that the purpose was to highlight the importance of assessing the capacity of an agency to meet specific implementation tasks and goals mandated by the policy and that it was a tool with which the agency could evaluate its ability to achieve the goals of the policy and plan for how the policy would be executed.

Peters, (2007) also discussed additional implementation problems similar to Theodoulou and Kofinis (2004) which includes:

- the vagaries of the legislation,
- the number and diversity of competing interest groups involved in the policy process,
- organizational disunity of the institutional actors,
- standard operating procedures employed by administrative agencies,

- poor organizational communication both internal and external,
- the perceived inability of administrative agencies to learn from prior experiences in a reasonably quick period of time,
- inter-organizational politics and conflict, and
- the difficulties experienced with vertical and horizontal implementation structures.

Peters, (2007) explained that the importance of the knowledge of these challenges was to help understand that policy implementation was not easy to begin with, and that it could be made much more difficult if no attention or consideration was given to these potential pitfalls and the subsequent obstacles that it could engender if ignored.

2.2.4 THE '5C PROTOCOL' OF POLICY IMPLEMENTATION: LESSONS FOR SERVICE DELIVERY

Petrus, (2005) reviewed the literature on domestic policy implementation and identified critical explanatory variables that may help understand implementation processes on a variety of issues and in various localities. The variables were content, context, commitment, capacity, clients and coalitions, as well as communication.

Content: Lowi, (1963) characterized policy as distributive, regulatory, or redistributive. Distributive policies create public goods for the general welfare and are non-zero-sum in character. Regulatory policies specify rules of conduct with sanctions for failure to

comply. Redistributive policies attempt to change allocations of wealth or power of some groups at the expense of others. This classifications have been found useful by a wide variety of implementation scholars such as Smith, (1973); Van Meter and Van Horn (1974); Hargrove, (1975). The content of policy is important not only in the means it employs to achieve its ends, but also in its determination of the ends themselves and in how it chooses the specific means to reach those ends. More elaborate understanding of the criticality of policy content was exemplified by Pressman and Wildavsky, (1973).

Context: refers to contextual impacts on implementation effectiveness. The focus here is on the institutional context which like the other four variables will necessarily be shaped by the larger context of social, economic, political and legal realities of the system. It is fairly common wisdom within all streams of implementation scholarship that "a context-free theory of implementation is unlikely to produce powerful explanations or accurate predictions" (Berman, 1980). O'Toole, (1986) has noted, "the field of implementation has yet to address, as part of its research strategy, the challenge of contextuality, beyond fairly empty injunctions for policy makers, implementers, and researchers to pay attention to social, economic, political, and legal setting."

Commitment: this refers to the commitment of the agency responsible for carrying the implementation. Governments may have the most logical policy imaginable, the policy may pass cost/benefit analyses with honors, and it may have a bureaucratic structure that would do honor to Weber,(1922) but if those responsible for carrying it out are unwilling or unable to do so, little will happen (Warwick, 1982). Commitment is influenced much more by the institutional context, and clients and coalitions (Lipsky, 1980). In keeping with the conception of interlinkages between the five critical variables, commitment will

be influenced by, and will influence, all the four remaining variables: content; capacity; context; and clients and coalitions. Those interested in effective implementation cannot afford to ignore any of these linkages and are best advised to identify the ones most appropriate to 'fix' particular implementation processes.

Capacity: The capacity of the public sector is conceptualised in general systems thinking terms as the structural, functional and cultural ability to implement the policy objectives of the government, that is the ability to deliver those public services aimed at raising the quality of life of citizens, which the government has set out to deliver, effectively as planned over time. It obviously refers to the availability of and access to concrete or tangible resources (such as human, financial, material, technological, logistical, etc). Capacity also includes the intangible requirements of leadership, motivation, commitment, willingness, guts, endurance, and other intangible attributes needed to transform rhetoric into action. The political, administrative, economic, technological, cultural and social environments within which action is taken must also be sympathetic or conducive to successful implementation (Grindle, 1980).

Another variable was effective implementation capacity. It is intuitively obvious that a minimum condition for successful implementation is to have the requisite administrative and other abilities to do the job that is, the resources, the capacity to implement. Administrative capacity is necessary for effective implementation. More importantly, it is a political, rather than a logistic, problem, like implementation itself, resource provision deals with questions of 'who gets what, when, how, where, and from whom.' The critical question in understanding how capacity may influence implementation effectiveness is

not simply one of 'what capacity is required but also of how this capacity can be created and operationalized.

Roughly, half of the over 300 empirical studies surveyed by O'Toole, (1986) featured resources as a critical variable. The analytic literature surveyed by Petrus, (2005) also identified administrative capacity or resources as a key variable even more overwhelmingly (e.g. Van Meter and Van Horn, 1974; Edwards, 1978; Mazmanian and Sabatier, 1981).

The answer to the question what capacity is needed to achieve the policy implementation objectives for sustainable public service delivery, seems therefore to be both the commitment and ability to implement in pragmatic ways those elements of accepted strategic management which are appropriate in a given context.

Clients and Coalitions: The importance of government joining coalitions of interest groups, opinion leaders, and other outside actors who actively support a particular implementation process. The support of clients and outside coalitions is a critical variable. Elmore, (1979) considers the finding that implementation is affected, in some "critical sense," by the formation of local coalitions of individuals affected by the policy as one of the "most robust" findings of implementation research.

The first task is one of cataloging of determining the potentially influential clients and coalitions from the larger cast of characters in the implementation theater. The constellation of actors who are directly or indirectly affected by any implementation process is likely to be far larger than the set of key constituencies whose interests are impacted enough for them to have the desire, or the ability, to influence the

implementation process in return. The danger of so limiting the scope of enquiry as to leave out key actors is both real and serious.

It is important to underscore the saliency of consciously seeking to identify key relevant stakeholders, as opposed to all identifiable actors.

Communication could easily be regarded as a variable for implementation. It could be argued that communication is an integral part of all the above-mentioned variables, but is also worthy to single out because of the importance of communication.

The 5 C Protocol detailed above is proposed as a useful vehicle for making sense of these twists and turns, all five are likely to act together often simultaneously and synergistically, any change in one producing changes in the others. This interconnectedness of the variables creates both a challenge and an opportunity. The challenge is to analytically appreciate the resulting complexity. The complexity is not as much in the breadth of the variables as in their depth. Unravelling that complexity is imperative to unravelling implementation effectiveness. The opportunity is to use the five Cs strategically in their complex interlinkages to synergise implementation.

What is implemented may thus be the result of a political calculus of interests and groups competing for scarce resources, the response of implementing officials, and the actions of political elites, all interacting within given institutional contexts.

What the interlinked dynamic 5C protocol implies is that implementation cannot be seen as an activity to be planned and carried out according to a carefully predetermined plan; rather, it is a process that can only be managed and lessons learnt as one proceeds through the different implementation stages.

Managing it, and steering it towards a more effective outcome, entails strategically 'fixing' those variables over which we have some direct or indirect influence so as to induce changes in the ones over which we do not have such influence. The strategic imperative is to identify which, amongst the five, are the defining variables and how we might best influence them to arrive at the desired results.

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2.2.5 Policy Evaluation

The consequences of policy programs are determined by describing their impact, or by looking at whether they have succeeded or failed according to a set of established standards. Several evaluation perspectives, according to Theodoulou and Kofinis, (2004) include:

- the assessment of whether a set of activities implemented under a specific policy has achieved a given set of objectives.
- the effort that renders a judgment about program quality.
- information gathering for the purposes of making decisions about the future of the program.
- the use of scientific methods to determine how successful implementation and its outcomes have been.

According to Theodoulou and Kofinis, (2004), there are four types of Policy Evaluation, namely Process Evaluation, Outcome Evaluation, Impact Evaluation and Cost-benefit evaluation. However, the one which is of interest to the study is the impact evaluation more commonly perceived as a policy evaluation. The objective of this type of evaluation

was to determine whether or not a given public policy or program was in fact achieving the intended purpose as visualized by the various policy actors who either supported or opposed the given policy.

One of the main reasons for undertaking a policy evaluation in the first place was to determine the difference between policy goals and objectives and the subsequent impact that a given policy implemented had achieved, and then to do something about it. There are essentially three options of policy evaluation: 1) maintain the status quo if the policy was working as planned; 2) make adjustments to the policy; or the most drastic, and rare, change of all was to 3) terminate the program or repeal the policy.

Similarly, this study would investigate the challenges facing the implementation agency, the Ghana Maritime Authority in implementation of the GMA Act by exploring its capacity to meet specific implementation tasks and goals mandated by the Act.

2.2.6 EMPIRICAL FINDINGS ON POLICY IMPLEMENTATION

Understanding of how and why public policy is put into effect is implementation theory (Schofield and Sausman, 2004). Implementation models till date have not dealt with the ambiguity, messiness and complexity of implementation. Implementation implies processes and ability to convert policy into action by operationalising the strategy in form of programs. Operationalisation of policy is not addressed in implementation literature. Policy designers cannot anticipate the operational consequences of policy (Schofield, 2004).

The impact of how a program is intending to achieve its policy objectives depends upon the receptivity of the local environment to its means and its mix of incentives and constraints. Programs are applied unevenly across units because each local unit can react differently to the mix of constraints and incentives depending upon the munificence and management of the local context. (Sinclair, 2001). The implementation of a policy through a series of programs is influenced by the role played by various stakeholders and interest groups and therefore management of these groups is one of the factors key to successful implementation (Ryan, 1996). Apart from the interest groups, the characteristics of the program/policy which involve the amount of change being introduced and the number and variety of components in the program influence the degree of complexity and dynamism to be managed in the local context. This can be managed by formal organisational mechanisms such as participation (Stoker, 1989), managing the role of local implementers (Ryan, 1996); use of policy feedback loop and learning (Schofield, 2004) resulting in policy content being adapted to initiatives more suited to local context called backward mapping (Dyer, 1999); increased coordination and cooperation both within organisation and across independent units involved in the implementation process, (Ryan, 1996); facilitated by increased formal and informal communication (Terpstra and Havinga, 2001). All these mechanisms can be influenced by use of incentives and power (Brinkerhoff 1999).

It is recognised that implementing public policies involves a much larger number of agencies and actors, many of which would be outside the formal hierarchical control of the lead implementing unit and thus interorganisational coordination is a distinguishing feature (Brinkerhoff, 1999). This involves both stakeholders, interested parties and other

units involved in the implementation process and the management of an order and coordination among these is called governance (Brinkerhoff, 1999) and thus involves formal and informal networks. Under such conditions, where interorganisational coordination predominates, by facilitating local autonomy, managers may be thrust into leadership roles which are a key ingredient for successful implementation. Leadership roles promote managerial initiative taking and facilitate management of networks.

Policy implementation is a non linear process. (Brinkerhoff, 1999)

The construct “Structure of the implementation organisation” has been identified by researchers of policy implementation. An implementation structure is the entity used by implementers to achieve the program objectives. Using this as a unit of analysis facilitates evaluation of programs (Hjern and Porter, 1981). The identification of the implementation organisation is necessary to facilitate incorporation of all factors influencing policy implementation (Sinclair, 2001).

The main drawback of the empirical research in policy implementation field has been that they have not concentrated on the processes involved in implementation (Deleon, 1999), and have only attempted to either enumerate variables involved or indicate the significance of them.

2.2.7 PROBLEMS ASSOCIATED WITH THE RESEARCH IN POLICY

IMPLEMENTATION FIELD

According to Van H. and Van M. (1974), little is known about the policy implementation because

- ✚ of a naïve assumption that once policy is made, implementation will occur because implementation is simple
- ✚ growth of planning, programming budgeting systems led to neglect of implementation
- ✚ difficulty of the task has discouraged study—because of serious boundary problems, variables are difficult to measure, and requires attention to multiple actions over an extended period of time.
- ✚ studies are hampered by lack of a theoretical perspective especially a theoretical frame work within which policy implementation can be examined.

Literature on implementation theory shows substantial pluralism but little accumulation of knowledge about the process and is fragmented and dispersed (Sinclair, 2001; Deleon 1999; Schofield and Sausman, 2004). Plentiful theories, large number of variables, little consensus and accumulated theory, improper and imprecise definition of concepts and constructs and scarce validated findings reduce the utility of implementation research and its application to practice (O'Toole, 2004; Lester, et al, 1987). There has been predominant concentration on policy formation variables (over 90% of articles focus on formation variables (Sinclair, 2001).

The interest of researchers in policy implementation research has waxed and waned with time (O'Toole, 2000) and have been obsessed with study of failures (Deleon, 1999).

2.2.8 METHODOLOGICAL ISSUES IN IMPLEMENTATION RESEARCH

Forty-five percent (45 %) of the articles do not discuss their theoretical assumptions and do not include outcomes in their studies. Only 30% of the articles show operationalisation of variables and 40% of the articles linked propositions to theory. Methodology used is qualitative and predominantly single case studies (Sinclair, 2001). Of late there have been studies which have used multiple case studies and a small number have gone for quantitative studies. Use of processual studies is not in vogue although emphasis has been there (Deleon, 1999). There is also a paucity of validated findings (O'Toole, 2004).

2.3 STRATEGIC PLANNING

According to Bradford and Duncan, (2000), in order to determine the direction of an organization, its needs to identify exactly where it stands, where it wants to be and how it would get there. This was known as the organization's strategic plan. Strategic plan of an organization may be used to effectively plot its longer-term direction. Therefore, strategic innovation and tinkering with the "strategic plan" have to be a cornerstone strategy for an organization to survive the turbulent business climate.

Strategic planning, is an organization's process of defining its strategy, or direction, and making decisions on allocating its resources to pursue this strategy, including its capital and people, or the formal consideration of an organization's future course. All strategic planning deals with at least one of three key questions: What do we do? For whom do we do it? How do we excel or how can we beat or avoid competition?

From the above, we could ask: what are the functions of GMA? Who are the beneficiaries of its functions? Is GMA excelling in its functions? How could GMA overcome any challenges?

Theodoulou and Kofinis, (2004) stated that the purpose of strategic planning, within the context of policy implementation, was to highlight the importance of assessing the capacity of an agency to meet specific implementation tasks and goals mandated by the policy decision. Essentially, strategic planning is a tool with which the agency could evaluate its ability to achieve the goals of the policy, as well as plan for how the policy would be executed. In many organizations, this was viewed as a process for determining where an organization was going over the next year or more typically 3 to 5 years (long term), although some extend their vision to 20 years. They gave the steps to strategic planning as follows:

- Statement of agency goals, mission, or vision
- Adoption of a time frame
- Assessment of present capabilities,
- Assessment of organizational environment,
- Development of a strategic plan, and
- Organizational integration

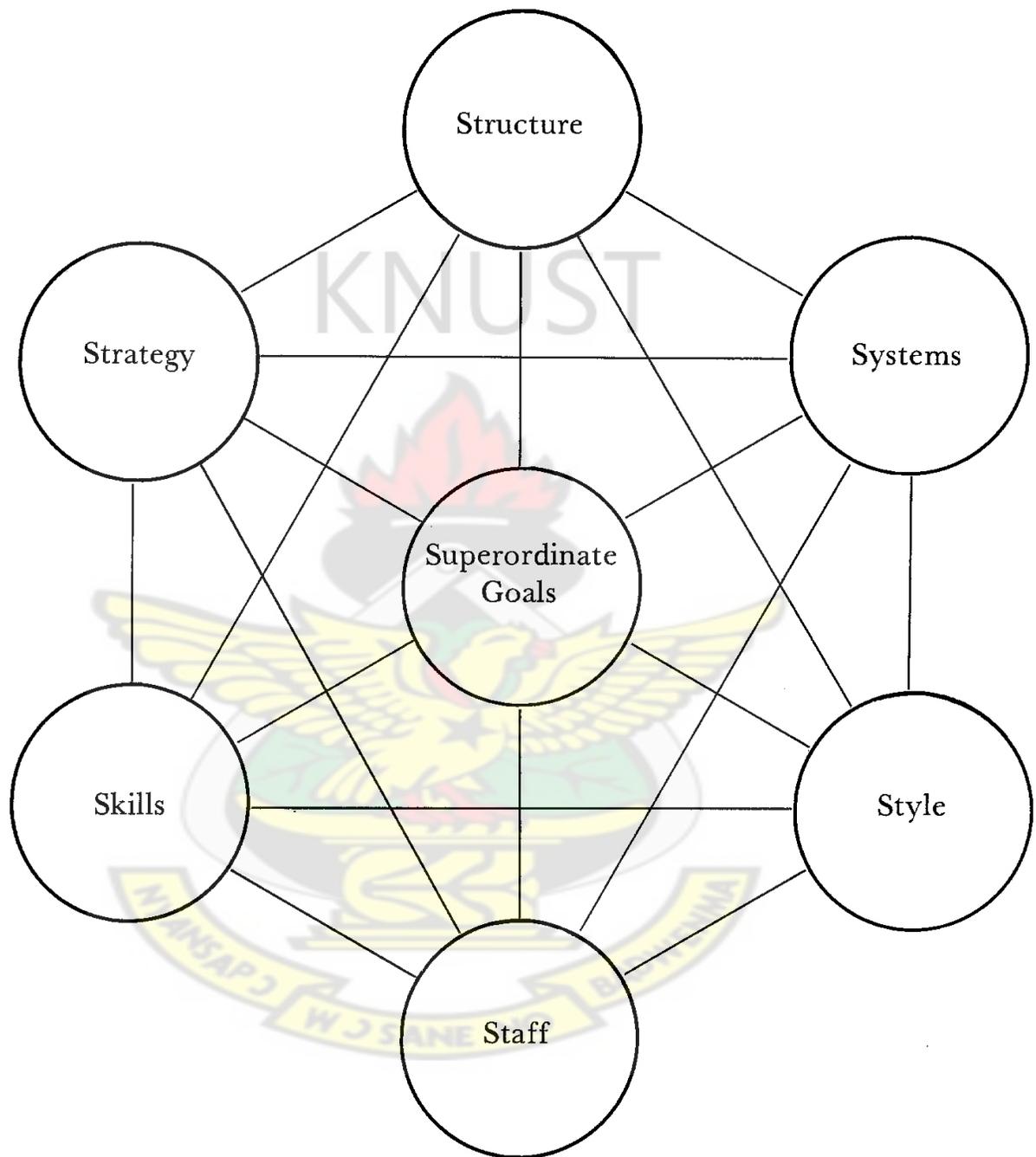
2.3.1 MCKINSEY 7-S MODEL

Rasiel and Friga, (2001) in McKinsey 7-S model framework of a Value Based Management (VBM) model, describes how one could holistically and effectively organize a company for it to function well in order to exert a high degree of influence in its environment. He proposed that strategy, systems, structure, skills, style, and staff - all united by shared values determine the way in which a corporation operates.

The 7-S model offers a sound approach to combining all of these essential factors that sustained organizations. The framework remains one of the enduring elements of diligent and focused business management even though there is surely no 'one size fits all' solution that could guarantee success in business. The 7-S model represents the following: shared values, strategy, structure, system, staff, style and skill. (Rasiel, and Friga, (2001).

The shape of the 7-S model suggested that all seven forces needed to some extent be aligned if the organization was going to move forward vigorously. This framework forces organisations to concentrate on interactions among various units within the organization. The real energy required to re-direct an institution comes when all these variables in the model are aligned as shown in the Figure 2.1 below.

Figure 2.1 McKinsey 7- S Model Shape



Source: www.tompeters.com

(Tom Peters, Golden Bay, New Zealand, 09 January 2011)

2.3.2 ORGANISATIONAL FACTORS INFLUENCING PRODUCTIVITY IN PUBLIC ORGANISATIONS

In Rome, (1958) it was viewed that productivity was an attitude of mind, and that productivity improvement would involve changes in organizational systems, procedures as well as attitudes among members in such an organization.

Experts on productivity in the public sector such as Hughes, (1998), Halachni, (1995) and Richter, (1994) have identified several factors critical or key to productivity improvement in public organizations. These factors include human resources, organizational structure, systems and work procedures, management style, office equipment and materials, and work environment.

They proposed that

- the knowledge, skills and attitudes of employees are significant in productivity improvement therefore public managers should train employees, assign jobs to employees based on their knowledge and skills, involve employees in decision making and objective setting;
- public managers should develop organizational structure for proper assignment of duties, roles and responsibilities;
- systems and work procedures should be properly designed and implemented and resources should also be well distributed among various units;
- public managers must ensure that the management style in their organization is appropriate and sound, fostering desired achievement in production;
- work environment should be conducive with appropriate work tools;

- quality office equipment and materials should be provided and well maintained to increase productivity; and
- work environment must be conducive to the performance of work.

According to Whyte, (2008), to develop an effective organization, the following pieces must fit together perfectly. The pieces include:

- the corporate culture;
- recruitment of the best team to carry out your vision;
- leadership at the customer level;
- continuing education and training of the team and investment in the pursuit of excellence;
- marketing and promotion(making customers aware that your business is available to them); and
- analysis of every activity to measure its success.

Reilly, (2007) on his assessment on how to build a high-performance organization in performance management systems, identified that companies are high-performance organizations because of the effectiveness and efficiency of their leadership and management of operations. The factors that specifically influenced corporate performance identified by Reilly include: talent management, globalization, authenticity, technology, and the like, and the importance of strategy, customer focus, processes, and values to corporate performance. His study further identified specific

actions for implementation to ensure that a business become a high-performance organization, pointing up the importance of a multidimensional approach.

Alignment of values and mission with performance metrics and leadership approach was critical to success as an organization. Each of these areas also have key practices that must be followed from clear and well thought out strategies to an organizational culture that was externally focused on customers, markets, and competitors, to clarity about performance expectations. Thus the study gave the start of a to-do list to examine ones organization's well being and to start on the way to building and sustaining a high growth company. The study highlighted the need to look at companies that are complacent and not performing to their potential to recognize how important it is to know what makes a high-performance organization, as well as the need to begin the building process.

He recommended commitment to continue to develop timely, relevant learning opportunities that will support organisation's effort, the recognition that creating a high performance organization demands the organization unlearn and bury some old habits.

2.3.3 THE INSTRUMENTAL APPROACH TO STAKEHOLDER MANAGEMENT

The strategic stakeholder management described by Berman, et al, (1999) held that to maximize shareholders value over an uncertain time frame, managers ought to pay attention to key stakeholder relationships. A fundamental of this type of model was that the ultimate objective of corporate decision was marketplace success. Firms view their stakeholders as part of an environment that must be managed in order to ensure revenues, profits and ultimately, returns to shareholders. Attention to stakeholder concerns might help a firm avoid prompting stakeholders to undercut or thwart objectives of the organization. This possibility arises because it is the stakeholders who control resources that can facilitate or enhance the implementation of corporate decisions.

Simply put, stakeholder management is a means to an end. The concerns of stakeholders enter a firm's decision-making process only if they have strategic value to the firm. (Pfeffer & Salancik, 1978).

2.3.4 SOCIAL INFLUENCE - POWER AND AUTHORITY

Management theorists noted the importance of social influence in the attainment of organizational goals (Follett, 1926). The earliest literature in the field of scientific management pointed to the central role of manager/subordinate relationships in the promotion of initiative, effort and efficiency (Taylor, 1911). French and Raven's (1959) original research on social influence was concerned with situations in which a supervisor

influences a worker in a work situation. Social influence defined as change in an individual's thoughts, feelings, attitudes, or behaviors that result from interaction with another individual or a group. It is distinct from conformity, power, and authority.

French and Raven (1959) provided an early formalization of the concept of social influence in

their discussion of the bases of social power. For them, agents of change included not just individuals and groups, but also norms and roles. They viewed social influence as the outcome of the exertion of social power from reward power, coercive power, legitimate power, referent power and expert power (Raven & French, 1958a; Raven & French, 1958b) Reward power, defined as the agent's ability to provide the target with desired outcomes such as pay increases or job promotions. Coercive power was the agent's ability to affect negative consequences, such as a demotion or transfer to a less desirable assignment. Legitimate power was the agent's right to make a request, based upon their official position in the organization, as perceived by the target. Referent power refers to the agent's ability to seek the target's response, based upon the target's desire to please the agent. Expert power was derived from the perceived expertise of the agent, gained by experience, education or training (French & Raven, 1959). A sixth base of power, informational power, was added to the taxonomy (Raven, 1965).

A change in reported opinion or attitude (conformity) was considered an instance of social influence whether or not it represented a true private change. There are five areas of social influence (1) minority influence in group settings, (2) research on persuasion,

(3) dynamic social impact theory, (4) a structural approach to social influence, and (5) social influence in expectation state theory.

Minority influence was said to occur when a minority subgroup attempts to change the majority opinion.

While some previous studies have characterized the process of social influence as the majority riding roughshod over the minority, many scholars interested in minority influence believed that every member of a group could influence others, at least to some degree. Studies have found this to be particularly true when the minority group is consistent in what it presents to the majority (French and Raven 1959). The question then was that had GMA been able to use its legitimate power to affect the activities in the maritime sector in an intended direction? Maritime professionals are using their expert power derived from the perceived expertise gained by experience, education or/ and training to affect the behavior of others.

Could the GMA (the minority) have any influence on the various sectors of the maritime industry (the majority) if it was consistent in what it presents to them? Could the maritime professionals also a minority group influencing majority of stakeholders with their concerns?

2.4 EMPIRICAL ANALYSIS OF THE STUDY

This section provides a critique of similar studies in relation to this study starting first of all with studies on Ghana.

Sakyi, et al, (2011) in assessing Barriers to implementing health sector administrative decentralisation in Ghana, a study of the Nkwanta district health management team, examined organisational factors of an implementing agency affecting the implementation of health sector administration decentralisation in Ghana with insights from the Nkwanta district health administration in a qualitative study using data from individual and group interviews through purposive selection of health officials (senior management, middle management and junior workers, who had worked at least three months in the district), directly involved in the work of actual implementation of the programme.

The study found that major factors mititating against effective decentralisation in the district include inadequate funds, lack of qualified personnel, inadequate logistics and equipment, poor interpersonal relationships, lack of transparency and a good operational system, lack of incentives to motivate the staff, political interference, poor infrastructure and high rate of illiteracy and recommended that government should provide adequate funds, logistics, equipment, infrastructure; ensure transparency and employ qualified personnel in the management of the agency; and the implementation agency should employ proper operational systems and motivate staff.

Buabeng, (2010), in exploring the implementation of public policy at local level in Ghana: the experience of Ghana Poverty Reduction Strategy (GPRS), based his conclusion that policies in Ghana have not achieved as much as intended by their design due to a combination of four factors namely, implementation structure, resources, politics, and local factors. His study concluded that while differences in the implementation structure and levels of resources may be responsible for variations in the levels of effectiveness in the implementation of the GPRS in the northern part of Ghana, resources was the only single most important factor responsible for the difference in the implementation and effectiveness of the policy in the districts in southern Ghana.

Tunidau, Thai, and Vinh, (2010) in exploring the critical factors for successful implementation of the International Safety Management (ISM) Code in some Pacific Islands States, determine factors that facilitate the successful implementation of the ISM Code, using the triangulation of a survey of a group of maritime administration personnel and shipping companies in Fiji and two in-depth interviews with senior officers in the Samoa Maritime Administration, identified that maritime safety awareness rooted in a safety culture, senior management commitment and leadership across organisations and the industry, employee involvement and empowerment, enforcement capability of flag state administrations, application of quality management principles in safety management systems, rationalisation of documentation, among others, were essential to the successful implementation of the Code. This study contributed to the literature and provided maritime administrations and shipping companies in the Pacific Islands states with

additional reference and information that would help expedite the effective implementation of the ISM Code.

Zaribaf and Hamid, (2008) in their study of factors affecting implementation of strategic plans at Pasargad Bank in Tehran with the purpose of identifying effective factors, like: leadership, organizational structure, human resources, information systems and technology, on successful implementation of strategies in service sector using random sampling with a statistical population of 300 employees; and using sign test for measuring the effects and Wilcoxon for group difference on depended variable identified that Pasargad Banks are influenced by all sextet factors of leadership, organizational structure, human resource, culture of organization, information systems and technology but their effects rates are different. The study recommended exceptional leadership, good organizational structure, quality human resource, good organizational culture, effective information system, and effective organizational technology.

Makinde, (2005) in exploring the Problems of Policy Implementation in Developing Nations: The Nigerian Experience, identified corruption, lack of continuity in government policies, inadequate human and material resources, lack of cooperation among beneficiaries, lack of funds, lack of training, inadequate monitoring, as major problems that often lead to implementation gap, thereby widening of the distance between stated policy goals and the realization of such planned goals. He recommended that target beneficiaries should be involved in implementation for commitment; attention should be paid to both the manpower and financial resources needed to implement the

policy; there must be effective communication between the target beneficiaries and the implementors of policy programmes, provision should be put in place for adequate monitoring of projects. The study concluded that policies are rolled out regularly in developing nations but, most of the time, without achieving the desired results.

Giacchino and Kakabadse, (2003), in assessing the successful implementation of public policies on decisive factors identified political responsibility for initiative, presence of strong project management or team dynamics and the level of commitment shown to policy initiatives, local capacity and will power, and motivation and commitment of the implementer. Motivation or will is influenced by factors largely beyond the reach of policy environmental stability; competing centers of authority, contending priorities or pressures. The emphasis on individual motivation and internal institutional conditions implies that external policy features have limited influence on outcomes, particularly at lower level in the institution (Matland, 1995). Other aspects of socio-political milieu can also profoundly influence an implementer's willingness.

CHAPTER THREE

METHODOLOGY AND ORGANISATIONAL PROFILE

3.0 INTRODUCTION

This chapter seeks to discuss the various methods and procedures adopted in order to espouse information from respondents to answer the problems of the study through a research design, population, sampling and sampling techniques, data collection procedures as well as data presentation and analysis procedures.

3.1 RESEARCH DESIGN

The research sought to describe, analyze and interpret the views of maritime professionals within the maritime industry such as port sector, shipping sector, and other maritime service sectors (such as freight forwarding, offshore, and education sectors) on the effectiveness of the GMA in managing the maritime industry in Ghana and to identify the major challenges facing the GMA in the discharge of its mandate.

The study also sought to investigate the possible ways to deal with challenges facing the GMA in the discharge of its mandate. It was therefore a descriptive sample survey.

The research design for the study used the descriptive sample survey (non experimental) to describe, analyze and interpret the views, concerns and suggestions of respondents through the use of both qualitative and quantitative techniques.

3.2 POPULATION

The targeted population includes maritime professional staff of the GMA at Accra, Tema and Takoradi offices, Board Members of the GMA, as well as the maritime professionals working in the various maritime sectors (i.e. port authority, shipping agencies, freight forwarders, maritime educational institutions and offshore service organizations) within Tema and Takoradi seaports, as well as Akosombo who have been identified by the GMA as major stakeholders and who have shown keen interest in the operations of the GMA. (GMA's Stakeholder Organisations Data Base 2009).

The population of GMA staff and Board Members is 90 samples. (GMA Annual Report, 2010) while that of the stakeholder maritime professionals identified belonging to two major maritime professional associations: the Maritime Professionals Club (the Ghana Association of Marine Surveyors, GAMS) and the Nautical Institute were 54 and 59 respectively. However some professionals who have retired/resigned from GMA and the major professional associations but were known to have expertise and experience, and were actively involved in the identified maritime stakeholder institutions were also targeted.

3.3 SAMPLING AND SAMPLING TECHNIQUES

A sample is a part of a group or aggregate of entire objects selected with a view to obtaining information about a whole (Commonwealth of Learning, Research Methodology, 2008). However, due to the impossibility of interviewing the entire

population of the study, some part of the entire population was sampled to represent the whole population based on some sampling techniques.

The purposive or judgmental with quota sampling methods were used. The purposive sampling was used because the experts/maritime professionals have the technical knowledge in this area, and were to provide necessary information for the study and quota sampling was used because of the limited time. The entire population was grouped into the following categories:

- a) GMA staff and GMA Board Members,
- b) Stakeholder institutions (port sector, shipping agencies, freight forwarders, maritime educational institutions and other maritime service providers)

A suitable number of respondents were then selected from each group to make a final sample. Respondents for group (b) were selected from the subsets as indicated above for a fair representation of experts from the various sectors.

In all, 85 respondents were picked. Twenty-four (24) respondents from category (a) and 61 respondents from category (b) were selected for the study. The category (a) respondents were as follows: 4 from Takoradi, 6 from Tema, and 14 from Accra. The category (b) respondents were also as follows: port sector 9, shipping agencies 21, others (service providers, education sector, offshore) 31, for both Takoradi and Tema seaports as well as Akosombo. This quota was adopted according the number of maritime professionals identified in the various sectors.

Out of the 24 respondents from category (a) surveyed, 19 (79%) responded to and the questionnaires were retrieved from them. Fifty-six (56) (91%) respondents from category (b) returned their questionnaires.

3.4 SOURCES OF DATA

Both primary data and secondary sources of data were used for the study. Interviews and questionnaires were the main instruments used for primary data collection. Secondary data was gathered from various statutes/instruments, GMA files and reports, journals, articles, papers and on the internet.

After the review of literature on the study from secondary sources, major issues relating to the mandate of the GMA were discovered. The investigator conducted a preliminary interview and then designed a questionnaire to investigate the issue. Preliminary questionnaires were given to experts and based on their suggestions and comments a review was made and submitted to the investigator's supervisor for corrections and approval before they were printed and administered. The questionnaires were first piloted with few respondents and then modified before the major field work.

Significant secondary data/information on the study were gathered at the Regional Maritime University library, the GMA Registry and offices in Accra, Tema and Takoradi, as well as the Shippers Authority library. Some of the documents read were

seminar/conferences/workshop presentations/addresses, journals, reports, memoranda, newsletters statutes/instruments and books that contained materials relevant to the study.

A lot of secondary data/information were also gathered on the internet. The internet was also used to distribute questionnaires by email and to conduct interviews by chatting. The emailed questionnaires were very convenient for both the respondents and the investigator.

3.5. INSTRUMENTATION

This discussed the various instruments used to espouse information from respondents.

Questionnaires were administered to all respondents since they were all literates.

Both open-ended (unstructured) as well as close-ended (structured) questions were used to enable respondents provide the necessary information for the study.

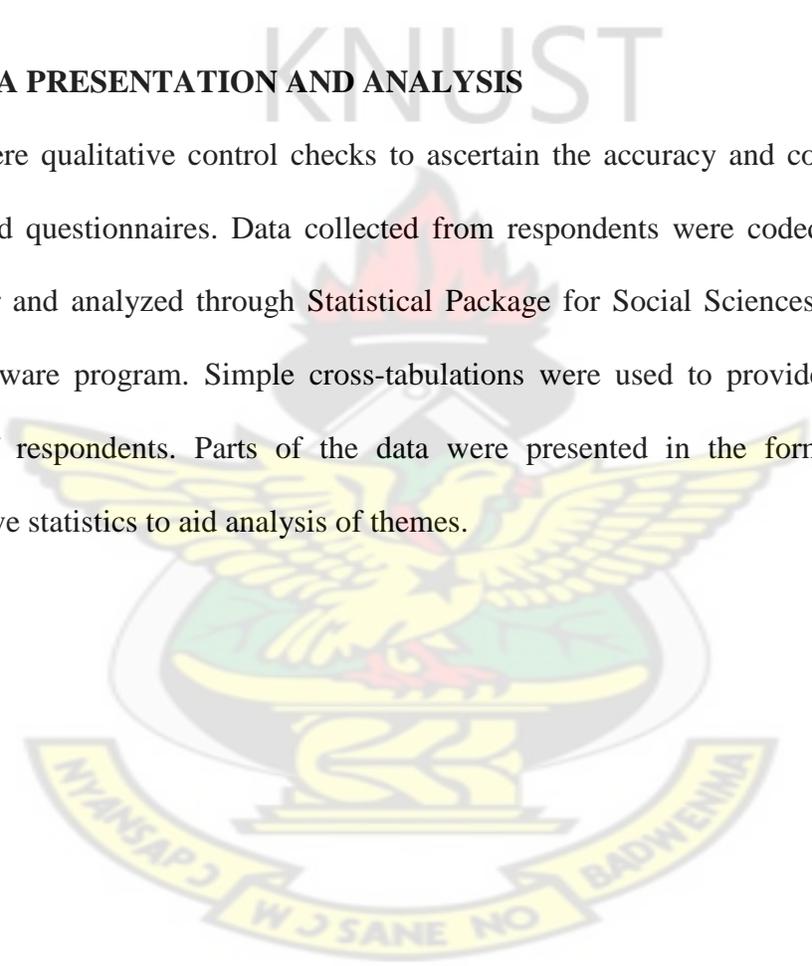
Some of the questionnaires were hand-delivered, some were sent through email, while some were distributed by colleagues in sealed envelopes to respondents. A followed up was done to retrieve all questionnaires administered. The returned questionnaires were thoroughly examined by the investigator to ensure that they had been responded to properly.

Face-to-face interviews were conducted for respondents in maritime sectors as well as with respondents in GMA. The investigator had to book appointments with respondents before the interviews since most of the respondents were busy executives. Some of the

interviews were also conducted on telephone, and by email (chat) through interview guide. Sensitive information which respondents would otherwise not provide in the questionnaires was provided during interviews. However this was time consuming and could not cover all the sampled respondents.

3.6 DATA PRESENTATION AND ANALYSIS

There were qualitative control checks to ascertain the accuracy and consistency of the completed questionnaires. Data collected from respondents were coded and fed into a computer and analyzed through Statistical Package for Social Sciences (SPSS) version 16.0 software program. Simple cross-tabulations were used to provide comparison of views of respondents. Parts of the data were presented in the form of tables and descriptive statistics to aid analysis of themes.



CHAPTER FOUR

ANALYSIS AND INTERPRETATION OF RESULTS/DATA

4.0 INTRODUCTION

This chapter will look at the analysis and interpretation of results. The results were based upon the data gathered from the questionnaires administered and interviews conducted in the Takoradi and Tema seaports and Accra as well Akosombo. The data are presented in a sequence that corresponds with the questionnaire/research questions.

4.1 THE PRELIMINARY QUESTIONNAIRE ITEMS

For the sake of inter and intra comparisons, there were questionnaires for stakeholders as well as GMA Staff. The two sets of questionnaires contained 20 items each (see appendix 1 and 2).

Table: 4.1 below shows the various sectors within the maritime industry where the professional stakeholder respondents belonged. The survey data for the stakeholders indicated that about 33.9% (i.e. majority) of respondents were from the shipping agency.

To be credible to give a fair assessment of the subject matter one has to be very knowledgeable in maritime policies, maritime administration and international maritime conventions as well as been conversant with current industry trends and substantial experience in the maritime industry.

Judging from the statistics as provided in Table 4.2, 73.2% (i.e. majority) of stakeholder respondents have worked for 21 years and above within the maritime industry as compared with

only 5.4 percent of stakeholder respondents who have worked for between 11-15 years. As per the GMA respondents, majority of them had worked for 21 years and above as compared with a minority of said respondents working for between 1-5 years respectively. This indicated that there were more experienced personnel in the stakeholder group with regard to the number of years worked in the maritime industry than that of respondents from GMA and therefore with the requisite experience. To relate “the Instrumental Approach to Stakeholder Management” discussed in chapter two to the study, these stakeholders do not have control over resources that could facilitate or enhance the implementation of corporate decisions. However, their concerns may have strategic value to the GMA for whose functions are geared towards the regulation and development of the maritime industry in which the maritime professionals are key beneficiaries. Their concerns, hence, integrate several streams of concerns among the maritime stakeholders.

Table 4.1: The Maritime Professional Respondents (Stakeholders)

Sector	Frequency	Percentage
Port	9	16.1
Shipping Agency	19	33.9
Service Provider	10	17.9
Offshore	9	16.1
Others (Education/retired)	9	16.1
Total	56	100

Source: Field Data, (2011)

Table 4.2: Experience of the Respondents in Maritime Industry

Years	Frequency		Percentage	
	Stakeholders	GMA	Stakeholders	GMA
1-5 years	0	1	0.0	5.3
6-10 years	5	3	8.9	15.8
11 – 15 years	3	4	5.4	21.0
16-20 years	7	5	12.5	26.3
21 years and above	41	6	73.2	31.6
Total	56	19	100	100

Source: Field Data, (2011)

4.2 THE FUNCTIONS OF THE GMA

The various functions of the GMA according to respondents among other things to implement the provisions of shipping act, ensured safety of navigation (provision & management of light houses) and prevention of pollution; port state control and flag state implementation; maritime search and rescue/casualties investigation; regulation of activities on inland waterways; training, recruitment, welfare of Ghanaian seafarers; planning, monitoring and evaluation of training programmes for seafarers; assessing manpower needs of maritime sector; ratification, implementation of IMO Conventions; coordination/liaising with other maritime agencies; research into maritime transport development; ensuring efficient, cost effective, and orderly provision of shipping services; regulation of maritime service providers; promotion of maritime activities and to advice government on policies and maritime matters. (Source: GMA Act, 2002, Act 630)

Interviews conducted with stakeholder respondents revealed that some of the functions of the GMA were too broad and their effective delivery was a great challenge to the GMA. Assessing manpower needs of maritime sector was cited as too broad.

4.3 HOW GMA WAS PERCEIVED TO HAVE DELIVERED ITS FUNCTIONS

The functions of the GMA were put on a Likert scale (1-6) for respondents to indicate by ticking how well or bad GMA had delivered the stated functions from 6 as excellent to 1 as very poor.

Table 4.3 below shows the results.

Table 4.3: Respondents' ranking of how GMA has discharged its functions.

Functions		Stakeholder		GMA	
		%	Remarks	%	Remarks
1	The implementation of the provisions of shipping act	60.7	Fair	25	Good
2	Ensuring safety of navigation (provision & management of light houses) and prevention of pollution	51.8	Fair	60	Good
3	Port state control and flag state implementation	44.6	Good	40	Fair
4	Maritime search and rescue/casualties investigation	44.6	Fair	30	Fair
5	Regulation of activities on inland waterways	30.4	Good	30	Good
6	Training, recruitment, welfare of Ghanaian seafarers	30.4	Fair	70	Good
7	Planning, monitoring and evaluation of training	44.6	Fair	40	Good

	programmes of seafarers				
8	Assessing manpower needs of maritime sector	41.1	Poor	35	Poor
9	Ratification, implementation of IMO Conventions	51.8	Fair	45	Good
10	Coordination/liaising with other maritime agencies	41.1	Fair	40	Fair
11	Research into maritime transport development	42.9	Poor	40	Fair
12	Ensuring efficient, cost effective, and orderly provision of shipping services	41.1	Poor	45	v. poor
13	Regulation of maritime service providers	50	Poor	40	Poor
14	Promotion of maritime activities	35.7	Poor	50	Poor
15	Advice government on policies and maritime matters	35.7	Poor	45	Fair

Source: Field Data, (2011)

Table 4.3 above shows the statutory functions of the GMA and the various scales of performance that respondents in both sides have used to measure the discharge of those roles assigned the GMA. From the data as provided on the table above, the professional stakeholder respondents said GMA was not delivering the following functions well: Assessing manpower needs of maritime sector (41.1%/); Research into maritime transport development (42.9%/); Ensuring efficient, cost effective, and orderly provision of shipping services (41.1%/); Regulation of maritime service providers (50%); Promotion of maritime activities (35.7%/); Advice government on policies and maritime matters (35.7%).

On the other hand, about 50 percent of GMA professional respondents identified the promotion of maritime activities as very poor followed by an efficient, upsurge in cost of providing shipping services to clients (i.e. 45 percent), lack of regulation of maritime service providers (i.e. 40 percent) and a poor assessment of the manpower needs of the maritime sector (i.e. 35 percent).

Therefore the respondents from both sides agreed that: Assessing manpower needs of maritime sector (41.1%/35%); Ensuring efficient, cost effective, and orderly provision of shipping services (41.1%/45%); Regulation of maritime service providers (50%/40%); and Promotion of maritime activities ((37.5%/50%) were not being delivered well as expected.

Stakeholder and GMA respondents (30.4%/30%) however agreed that the function of regulating the activities on the inland waterways was being delivered well and rated it as good.

The respondents during interviews mentioned some of the activities of the GMA in regard to this function as the training and certification/licensing of boat operators and mechanics along the Volta Lake, the enforcement of safety on the Volta Lake by Naval Task Force (NTF) at major boat centres throughout the country, boat surveys and inspections, boat safety educational programmes, coordination of search and rescue operations, conducting casualty investigations of boat accidents, and the ongoing drafting of Inland Waterways Regulations to enforce safety measures on the inland waters.

Whiles the stakeholder respondents identified that the implementation of the provisions of shipping act; ensuring safety of navigation and prevention of pollution; maritime search and rescue/casualties investigation of shipping incidents; ratification and implementation of IMO Conventions and coordination/liaising with other maritime agencies as being discharged fairly, GMA respondents rated the same functions as being good.

However, the respondents from both sides rated: Maritime search and rescue/casualties investigation; Coordination/liaising with other maritime agencies as being delivered fairly.

The functions: Research into maritime transport development; Advice government on policies and maritime matters were rated by stakeholder respondents as poor but GMA respondents rated them as being fair.

Whilst stakeholder respondents said “Ensuring efficient, cost effective, and orderly provision of shipping services” is being delivered poorly, GMA respondents rated it as being delivered very poorly.

In finding out whether GMA had discharged its responsibilities creditably, majority (69 percent) of the stakeholder respondents indicated that the discharge of GMA’s functions had not been impressive. This was further confirmed by about 63.2 percent of respondents who were staff of GMA also indicated same. However, the remaining 31% of stakeholder respondents and 36.8% of GMA respondents indicated that the GMA has performed creditably. (See Table 4.4 below)

Table 4.4: Respondents opinion on how GMA has discharged its' functions as a whole.

Responses	Stakeholder Respondents	GMA Respondents
16) Yes	31	36.8
17) No	69	63.2

Source: Field Data, (2011)

4.4 THE MAJOR CHALLENGES OF THE GMA

In a follow up finding out from respondents why GMA had not leaved up to her task, as shown in table 4.5 below, 55% of stakeholder respondents and 63% GMA respondents indicated inadequate professional personnel. The respondents during interviews mentioned that GMA needed technical and professional staff from maritime institutions such as maritime lawyers, maritime administrators, marine engineers, master mariners, naval architects, marine radio officers, marine surveyors, among others, to effectively discharge its functions. The respondents advocated that GMA needs more maritime professional staff to be able to deliver as expected.

Fifty-three percent (53%) of stakeholder respondents and (55%) of GMA respondents indicated inadequate logistics. Forty- eight percent (48%) of stakeholder respondents and 45% of GMA respondents respectively ticked inadequate infrastructure and equipment.

The interviews revealed that GMA has not got enough office accommodation for staff especially at the branch offices. There were not enough computers and internet access to effectively carry out administrative functions among various branch offices and centres. There were no patrol boats for GMA at the various ports for the marine surveyors to carry out inspections and surveys at buoys and anchorages nor to go to the offshore. Vehicles were also not enough to move around the ports for operational purposes.

Forty-one percent (41.1%) of stakeholder respondents and 40% of GMA respondents ticked legal inadequacies. During the interviews the respondents mentioned that one of the key factors for effective delivery of most of GMA's functions is the development of rules and regulations (Legislative Instruments, LI) but it seems much has not been done in this regard and it might be difficult for GMA to deliver the regulatory functions without rules and regulations.

The respondents said that the GMA was a regulatory body and for it to be able to perform creditably, the first and foremost thing to do was to have proper administrative structures in place and then develop rules and regulations to facilitate the discharge of the regulatory functions. But it appears it is taking the GMA a longer time to develop the various legislations.

According to the respondents the GMA as the statutory Maritime Administration in Ghana and the apex maritime regulatory body, by now should have had laws and legislations in place for effective delivery of its functions and that the GMA has not been able to regulate the activities of shipping service providers. They cited as an example the numerous seafarer recruiting agencies operating without any regulation and monitoring. Lowi (1963) in his classification of policy content viewed regulatory policies as those that specify rules of conduct with sanctions for failure to comply.

Fifty-four percent (54%) and 60% of the stakeholder and GMA respondents respectively indicated administrative inadequacies as one of the major challenges facing the GMA. The respondents mentioned in the interviews that there was no proper planning of the execution of the mandates since inception. They pointed out that the management of GMA did not put in place proper strategies, systems, structures in place from the beginning and it appears the execution is being done haphazardly. The respondents expressed serious concerns about management style. They raised concerns about lack of clear strategies, systems, structures, skills, and staff of GMA.

Forty-four percent (44.6%) and (45%) of the stakeholder and GMA respondents respectively indicated inadequate funds as another challenge of the GMA, whilst 57.1% of stakeholder and 55% of GMA respondents mentioned political interference (See Table 4.5 below).

All these factors are similar to the factors identified by O'Toole (1986), Sakyi, et al, (2011), Buabeng, (2010), Zaribaf and Hamid (2008), as well as Taiwo, (2005) as factors militating against successful implement of public policies.

Rasiel and Friga, (2001) in McKinsey 7-S model offered a sound approach to combining strategy, systems, structures, skills, style and staff - all united by shared values to sustained organizations to function well.

Table: 4.5: Factors affecting GMA's Delivery of its mandates.

Factors	Stakeholder Respondents	GMA Respondents
Inadequate logistics	53%	55%
Inadequate professional personnel	55%	63%
Inadequate infrastructure and equipment	48%	45%
Legal inadequacies	41.1%	40%
Inadequate funds	44.6%	45%
Political interference	57.1%	55%
Administrative inadequacies	54%	60%

Source: Field Data, (2011)

Next, 25% of the respondents interviewed revealed that some of the functions of GMA are too general and broad which include, Assessing manpower needs of maritime sector, “Ensuring efficient, cost effective, and orderly provision of shipping services” and “Regulation of maritime service providers.” Respondents indicated that it would be a challenge to the GMA to support the manpower needs’ of say, Ghana Ports and Harbours Authority, GPHA, or Regional Maritime University. This relates to Theodoulou and Kofinis’ (2004) and Peters (2007) points of clarity of policy goal/vagaries of the legislation, as a pitfall in policy implementation.

4.5 THE SUCCESSES OF THE GMA

Table: 4.6: Effective delivery of GMA’s mandates.

Factors	Stakeholder Respondents	GMA Respondents
adequate funds	31%	21%
proper administrative structures	13%	19%
adequate professional personnel	20%	25%
adequate infrastructure and equipment	13%	10%
political support	10%	23%
adequate logistics	13%	15%
adequate Legal provisions	28%	36%

Source: Field Data, (2011)

From the Table 4.6 above only about 31% and 21% of the stakeholder and GMA respondents' respectively were of the view that adequate funds had helped the GMA to deliver its functions well. The respondents indicated during interview that the 50% Ghana Shippers Authority revenue to the GMA has contributed greatly to effective delivery of GMA's functions. However, Thirteen percent (13%) stakeholder respondents and 19% GMA respondents indicated that proper administrative structures are one of the successes of the GMA.

The interview revealed that the GMA Act provided for the various administrative structures that must be followed and was guiding the GMA to provide appropriate structures for GMA in the discharge of its functions. Again, about twenty percent (20%) of the stakeholder respondents and 25% of GMA respondents' were of the view that the GMA have quite a number of professional staff which had played a major role in the discharge of its mandates. The respondents during interview revealed that the GMA have a number of internationally trained professionals in maritime law, maritime administration and master mariners, however the number could be beefed up looking the numerous functions that must be performed.

Furthermore, thirteen percent each on one hand and 10% and 15% of the stakeholder and GMA respondents respectively were of the opinion that GMA have some infrastructure and logistics which it inherited from the SND and which was helping it to discharge its functions. They indicated that there were already offices in the Takoradi and Tema seaports which are supporting the GMA in the discharge of its duties. However, they indicated that there may be the need to upgrade.

A further ten percent and 23% of both respondents indicated that government support had greatly contributed to effective discharge of the GMA mandates. The respondents during the interviews mentioned that the government acquired loans for the GMA to function well. One of such support was the ongoing acquisition of vessel traffic management information system (VTMIS) to monitor maritime security along the coast of Ghana.

Twenty-eight percent (28%) of stakeholder respondents and 36% of the GMA respondents indicated that adequate legal provisions have contributed greatly to the successful discharge of GMA's functions though inadequate. These results revealed that the GMA have developed some laws (especially those relating to offshore) to regulate maritime activities. The respondents mentioned bills in parliament which will greatly facilitate the discharge of GMA's regulatory functions such as:

- ❖ Marine Pollution Bill, 2010;
- ❖ Marine Pollution Regulations, 2010;
- ❖ Safety Zone and Pipeline Protection Area Regulations;
- ❖ Ghana Maritime Security (Amendment) Bill, 2010;
- ❖ Ghana Shipping (Amendment) Bill, 2010;
- ❖ Ghana Maritime Authority (Amendment) Bill 2010;
- ❖ Maritime Authority (Fees and Charges) Regulations 2009.

(Source: Field data and Secondary data)

They indicated that the Ghana Maritime Security (Amendment) Bill, 2010 and Ghana Shipping (Amendment) Bill, 2010 have been laid before parliament with reference to The Ghanaian Times, Wednesday, June 1, 2011 edition.

4.6 SUGGESTED SOLUTIONS TO THE GMA CHALLENGES IN CONTEMPORARY TIMES

To identify possible ways to deal with the challenges facing GMA, varied responses were given. A critical look at the responses showed no divergent views between the responses of the stakeholders and those of the GMA respondents. Therefore to make the analysis easier and more meaningful these views were merged as shown in Table 4.7 below.

Majority (i.e. 54.7%) of the respondents indicated that the functions of the GMA were mostly technical in nature and that it needed professionals such as maritime lawyers to take charge of the laws and regulations aspects, qualified marine surveyors and inspectors to do inspections and surveys and assignment of load-lines, naval Architects to inspect and approve ship plans, master mariners among others. This according to Whyte G. (2008), Hughes (1998), Halachni (1995) and Reilly, T (2007) in their studies associated good performance of firms to quality staff.

Tsamenyi, & Mfodwo, (2009) and Amanhyia (2007) also indicated that the GMA needed experienced marine surveyors and offshore safety inspectors to undertake port state inspections at offshore terminals and installations.

With regards to GMA's inland waterways regulation functions, Amanhyia (2007) also indicated that GMA needs to be well resourced in the matter of maritime personnel such as Master Mariners, Naval Architects, Legal personnel and other staff to operate an effective inspection regime so that it can ensure commercial facilities used in lake commerce comply to prescribe acceptable standards.

Table 4.7 Possible solutions to the Challenges of the GMA

Responses	Freq	%
Adequate professional/technical personnel be recruited.....	41	54.7
GMA should adopt better wages and salary for staff to attract the best personnel	41	54.7
Existing staff should be trained	42	56
GMA needs a total restructuring of staff and management	6	8
Adequate logistics/finance be provided by the government.....	19	25.3
GMA should coordinate with GPHA to use its facilities/logistics.....	17	22.6
GMA has many sources to generate revenue, so it should generate revenue	50	66.6
Ministry of Transport/Government should resource/finance GMA	19	25.3
There should be no political interference in the administration of the GMA.....	42	56
GMA management should be improved.....	9	12
There should be clear and proper administrative structures.....	18	24
Various laws and regulations should be made as early as possible.....	31	41.3
GMA should embark on outreach programmes to disseminate information about its functions/activities/programmes.....	20	26.6
GMA/Ministry of Transport should set up a maritime think tank of maritime experts for inputs and advice on a wide range of maritime issues to generate ideas which will help deliver some of GMA's functions and for the general development of the industry.	5	6.6

Source: Field Data, (2011)

A significant majority (54.7%) of the respondents also indicated that GMA should adopt better wages/salaries for personnel so that it would be able to attract some of the technical personnel i.e. seafarers who are being paid well at sea. Majority of (56%) respondents also indicated that

GMA should train the existing staff to meet the needed knowledge and skill requirement of staff. Some respondents mentioned during the interview that, current inspectors and surveyors need a lot of training especially in the offshore facility inspections since it was a new subject to them. Tsamenyi & Mfodwo, (2009) emphasized the need for training personnel in the range of new tasks that lie at the interface of maritime matters and offshore petroleum production.

However, few respondents (i.e. 8%) during interviews pointed out that GMA was currently overstaffed with support staff instead of technical/core staff and needed to be rectified if desired goals were to be achieved.

A minority (22.6%) of the respondents indicated that to enable the GMA to deliver some of its functions effectively, especially those related to marine services within the ports, such as port state controls and inspections, it should coordinate with GPHA (and the Navy) so that it can benefit from the use of some of their facilities such as tug boats and pilot boats until the time that GMA procure/own such facilities. For example the respondents mentioned that if say GPHA pilots are going to say anchorage or buoys with their pilot boats, GMA surveyors could arrange to join them to do their inspections.

Majority of the respondents (66.6%) were of the view that GMA have a lot of avenues to generate its own revenue in addition to the 50% Ghana Shippers Authority revenue it receives, hence, finance should not be a problem to GMA. Examples were cited about light house dues, anchorage dues, inspections and survey charges, registration and licensing fees, fines and penalties, and among others. The majority of the respondents (66.6%) also indicated that GMA should be able to generate its own revenue to procure the needed logistics and not depend on the

government. However another minority (25.3%) of the respondents were of the view that the government (or the Ministry of Transport) should resource the GMA with the needed resources.

Majority of respondents (i.e. 56%) said that it appears government interference in the management of the GMA was high just like other public institutions. Therefore as a specialized institution, GMA must be allowed to manage its affairs with autonomy. Management should be free to take independent and appropriate decisions for the efficient delivery of its mandate.

Twenty-four percent (24%) of the respondents indicated that for GMA to achieve its goals and objectives there should be proper and clear administrative structures. Roles and responsibilities must be clearly spelt out and assigned to staff, there must be proper channels of communication and chain of command, and human resource properly harnessed. Employees should work with zeal under improved condition of service, and that seafarers should be encouraged to take employment with GMA for effective and efficient delivery of its mandate.

Next, a further (12%) of the respondents were of the view that the GMA management should improve its management style.

The above views relates to Theodoulou and Kofinis' (2004) view that there should be organizational integration for effective policy implementation. Rome (1958), Halachni (1995), Hughes (1998), Sarji (1996) and Richter (1994) also indicated that human resources, organization structure, systems and work procedures, management style, office equipment and materials, and work environment were key ingredients to productivity. They stated that the knowledge, skills and attitudes of employees were significant in productivity improvement and therefore public managers should train and assign jobs to employees based on their knowledge

and skills, involve employees in decision making and objective setting, and among others. They maintained that every organization must have an organizational structure that clarified duties and roles/responsibilities; resources should be well distributed and systems and work procedures should be clear. They emphasized that public managers must ensure that the management style in their organization was appropriate and sound, fostering desired achievement in production, and that work environment is conducive with appropriate work tools.

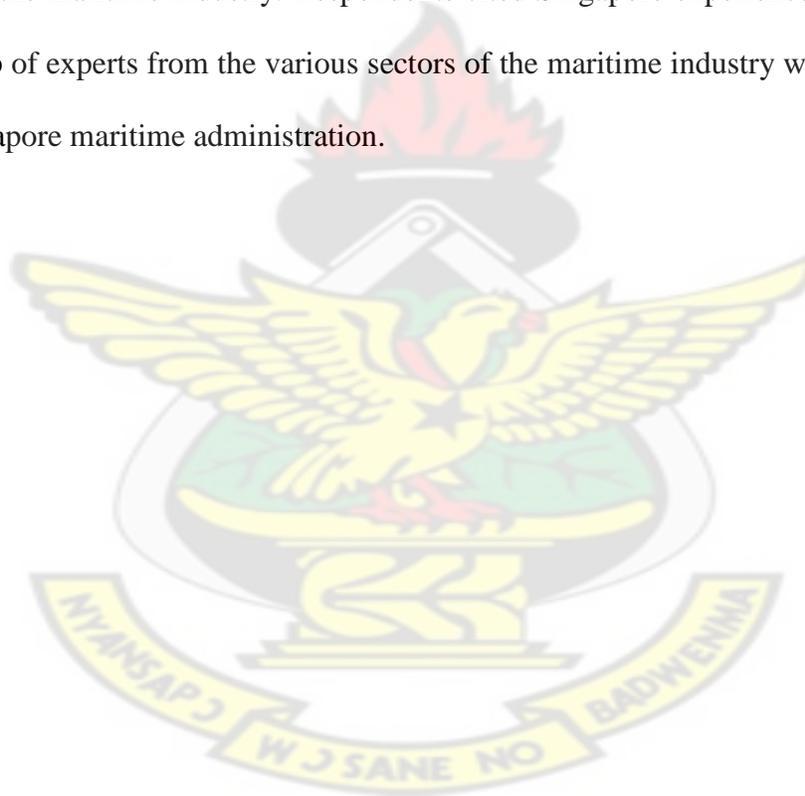
A significant minority (i.e. 41.3%) of respondents indicated that one of the key ingredients to the success of the GMA is the development of rules and regulations, therefore the GMA should engage consultants to develop various rules and regulations. The interviews revealed that the GMA is supposed to make rules and regulations (Legislative Instruments, LI) for the proper implementation of the Ghana Shipping Act, 2003, Act 645.

About (26.6%) of respondents suggested that the GMA should embark on outreach programmes to disseminate information about its activities/functions and also to educate stakeholders about various rules and regulations and keep in touch with its stakeholders. The respondents added that GMA should have a website where stakeholders could visit and learn more about it and its programmes and also have journals/periodicals for information to the public. Patrus, (2005) thought of communication as an important variable for implementation of public policies. He explained that communication is an integral part of all the variables of public policy implementation because of its importance.

Berman, et al, (1999) identified that there was the need for firms to have regular interactions with their stakeholders. Amanhyia, (2008) mentioned the need for the GMA to disseminate

information about its activities through durbars/workshops/seminars/conferences; journals and website to make its activities known to the public.

Few respondents (6.6%) were of the view that for the GMA to develop and make the required impact on the Ghana maritime industry based on the prevailing conditions it requires a lot of inputs of the experts from the various maritime sectors. Therefore the Ministry of Transport in collaboration with the GMA should set up a maritime think tank to brainstorm and generate ideas to help develop the maritime industry. Respondents cited Singapore experience where there was a board made up of experts from the various sectors of the maritime industry whose ideas helped shaped the Singapore maritime administration.



CHAPTER FIVE

SUMMARY OF FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.0 INTRODUCTION

This chapter summarizes the findings of the study, offer recommendations and conclusion for the study. In pursuance of the objectives, the study conducted a descriptive sample survey at the two seaports of Takoradi and Tema, and Accra, as well as Akosombo using questionnaires and interviews for primary data and library and internet research for secondary data. A sample of 75 respondents drawn from the target population of 203 people comprising maritime professional staff of the GMA and maritime professionals from maritime sector institutions within the seaports of Takoradi, Tema and Akosombo provided data for the study. The investigator adopted purposive sampling technique (with quota sampling) so as to reflect the opinions of all the various groups of interest mentioned above.

5.1 SUMMARY OF FINDINGS

There were more experienced personnel in the stakeholder group with regard to the number of years worked in the maritime industry and therefore with the requisite experience.

The GMA was established to implement the provisions of the Ghana Maritime Authority Act, 2002, Act 630. That is to monitor, regulate and coordinate the activities in the maritime industry.

The main functions of the GMA have been identified as indicated in sub-section 4.2 above. Some of the functions were said to be too broad/open and their effective delivery will pose a challenge to GMA.

The results of the study revealed that maritime professionals in the GMA and maritime professionals of the various maritime sectors shared similar views about the delivery of the functions of the GMA. Respondents from both sides rated the “Regulation of activities on the inland waterways” as a well delivered function of GMA.

The study brought to light the fact that: The implementation of the provisions of shipping act; Ensuring safety of navigation and prevention of pollution; Port state control and flag state implementation; Maritime search and rescue/casualties investigation; Regulation of activities on inland waterways; Training, recruitment, welfare of Ghanaian seafarers; Ratification, implementation of IMO Convention functions have been well delivered. The above functions were identified to be the historical functions performed by the SND.

However, the functions: Assessing manpower needs of maritime sector; Research into maritime transport development; Ensuring efficient, cost effective, and orderly provision of shipping services; Regulation of maritime service providers; and Promotion of maritime activities were not being delivered as required. These functions appears to be the new functions (in addition to the historical functions) mandated by GMA Act.

However, about 25 percent of respondents revealed during interviews that some of the functions of GMA were too general and broad. Incidentally most of the functions that were not being discharged well were some of the new functions mandated by the GMA Act in addition to the historical functions that were performed under the SND. Therefore it could be inferred from the

above findings that the GMA was concentrating more on the historical functions than the new functions mandated by the GMA Act.

Majority of the respondents (69/63.3%) from the two sides were of the view that even though the GMA has discharged some of its functions well, other functions are not being discharged as required and expected. Therefore GMA's overall performance has not being very impressive.

The study also identified the main challenges hindering effective and efficient performance of GMA which include among other things as lack of proper administrative structures, inadequate professional/technical personnel, political interference, inadequate logistics, infrastructure and equipment, inadequate funds, and lack rules and regulations to implement the regulatory functions. These challenges could be said to be institutional challenges.

The respondents suggested that: GMA should recruit adequate professional/technical personnel and as well train the existing staff to be able to discharge its function effectively.

GMA should develop various laws and regulations as a matter of urgency to facilitate effective delivery of its regulatory functions.

GMA should generate revenue from the numerous sources available to it to finance its projects.

GMA should embark on outreach programmes to disseminate information and educate the stakeholders and the general public about its functions/activities/programmes.

GMA and the Ministry of Transport should set up a maritime think tank to generate ideas from experts from the various sectors of the maritime industry to help strengthen and develop the GMA and the maritime industry in general.

There should be clear administrative structures, less political interference in the administration of the GMA and that GMA management should improve.

5.2 RECOMMENDATIONS

The GMA have a considerable potential for development. Its functions respond largely to the development of maritime industry in Ghana. The GMA have achieved some successes in the delivery of its mandate, but much was still expected of it.

For the GMA to manage the maritime industry in Ghana to meet the needs of the industry and to fully or effectively exploit its potentials to achieve the desired goals/objectives, the researcher suggests that the following institutional challenges should be addressed by the management of the GMA and the sector ministry or the government:

The sector ministry or the government should ensure that the management of the GMA adopts proper management style, strategies, systems, and structures for the achievement of desired goals and objectives.

In order to project a vibrant corporate image of the GMA and to execute the mandates orderly and effectively, the management of GMA should put in place proper strategies, systems, and structures. There should be proper administrative structures, clear chain of command, clear work procedures, among others as maintained by Rasiel and Friga (2001).

Furthermore, the management of the GMA should also recruit competent technical or professional personnel based on the various functions its needs to deliver. The existing staff

should be trained to meet the demands of the various tasks because, according to Huselid, Jackson, Schuler (1997), Rasiel and Friga, (2001) and Reilly, (2007), the quality of output largely depend on the quality of inputs in production management.

Since the delivery of GMA's functions depend largely on laws and regulations, the management of the GMA should, as a matter of urgency, ensure that the various laws and regulations are developed to enable GMA to deliver its functions effectively and efficiently.

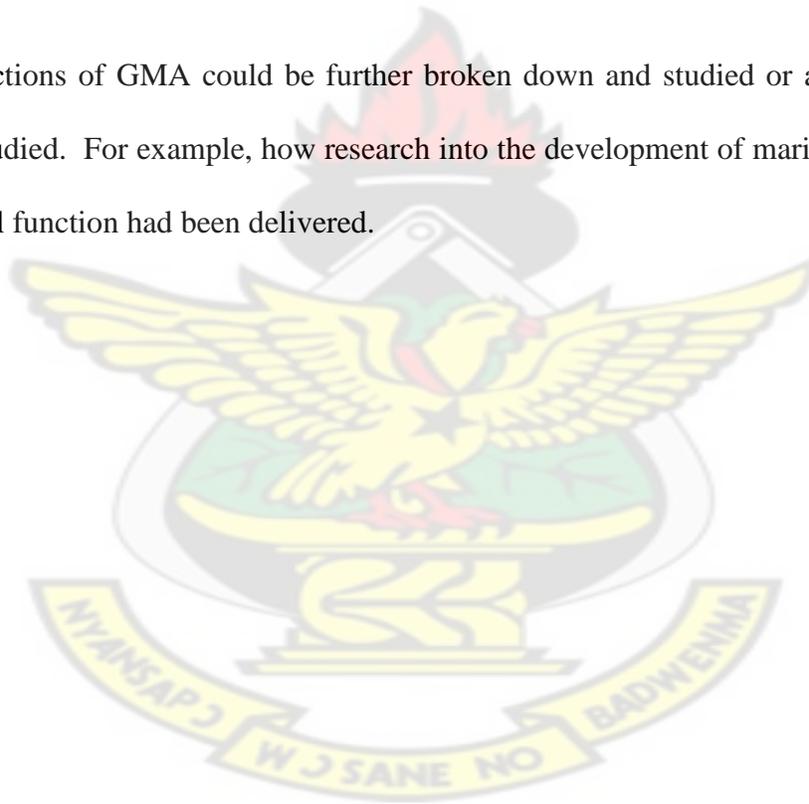
Considering the importance of communication as identified by Petrus (2005), GMA should embark on outreach programmes to disseminate information and educate the stakeholders and the general public about its functions/activities/programmes through durbars, workshops, seminars, conferences; journals and website to make its activities known to the public. The will open the GMA to its stakeholders and provide information and confidence that the GMA will discharge its responsibilities as required to the wider public.

Based on the success experience of the Singapore Maritime Administration through the use of expert knowledge or advice from the various sectors of maritime industry in the development of its maritime industry, the GMA should set up a maritime think tank to generate ideas from experts from the various sectors of the maritime industry to help strengthen and develop the GMA and the maritime industry in general. This will particularly help the GMA a lot since it may not be able or possible to recruit professionals/experts from all the various maritime sectors. There is also the need for the GMA to identify other sources of revenue to complement the current sources of revenue. This would enable it to fund its programmes and activities, procure logistics and develop its infrastructure.

Moreover, the government and politicians should minimise interference in the management of GMA, an autonomous public organization. This would make the GMA more accountable to the government.

Further research on this subject could be done to cover the general population of maritime sector including the maritime professionals. This will cover a larger population and allow for a more in-depth analysis.

Finally, the functions of GMA could be further broken down and studied or any one function could also be studied. For example, how research into the development of maritime transport or port state control function had been delivered.



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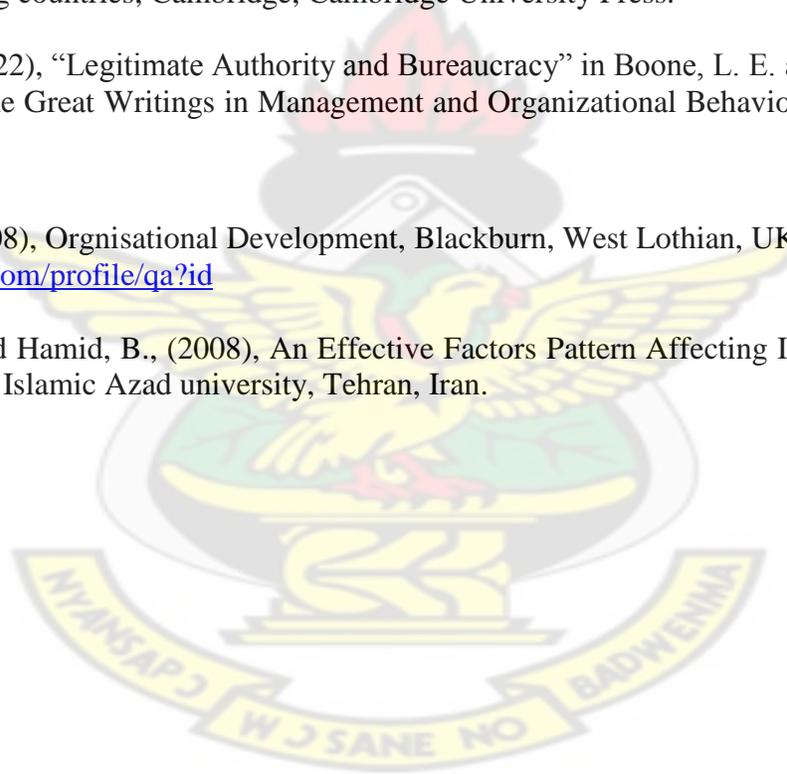
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APPENDIX 1

KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY

STUDENT RESEARCH PROJECT

QUESTIONNAIRE

STAKEHOLDERS MARITIME PROFESSIONALS

This study is being carried out to investigate the challenges faced by the Ghana Maritime Authority (GMA) in the implementation of the GMA Act 2002, Act 630. The GMA was established by Act 2002, Act 630 as the statutory Maritime Administration in Ghana to regulate, monitor and coordinate maritime activities in Ghana. Section 2(2) of the Act specified the functions of the GMA.

The information you provide will be used, in combination with other information, to determine the challenges of the GMA in the implementation of this policy and how best to deal with the challenges.

Please complete the following questionnaire. You are assured of absolute confidentiality.

Please tick where appropriate.

1. Sector: Port Shipping Agency Service provider Off-shore Other
(Please tick).

2. Experience in Maritime Industry: 1- 5years 6- 10years 11-15years 16-20years
 21years and above

3. Please tick the following functions of the GMA according to the extent to which you think the GMA has delivered them, using the scale given below.

- 6— implies excellent
- 5 — implies very good
- 4 — implies good
- 3 — implies fair
- 2 — implies poor
- 1 — implies very poor

FUNCTION	1	2	3	4	5	6
The implementation of the provisions of shipping act						
Ensuring safety of navigation(provision & management of light houses) and prevention of pollution						
Port state control and flag state implementation						
Maritime search and rescue/casualties investigation						
Regulation of activities on inland waterways						
Training, recruitment, welfare of Ghanaian seafarers						
Planning, monitoring and evaluation of training programmes of seafarers						
Assessing manpower needs of maritime sector						
Ratification, implementation of IMO Conventions						
Coordination/liaising with other maritime agencies						
Research into maritime transport development						
Ensuring efficient, cost effective, and orderly provision of shipping services						
Regulation of maritime service providers						
Promotion of maritime activities						
advice government on policies and maritime matters						

In your opinion, is GMA discharging its mandated functions efficiently and effectively?

16 = Yes

17 = No

18 If no, what do you think contributed to GMA's inability to discharge its functions as expected?

- a. Inadequate logistics
- b. Inadequate professional personnel
- c. Inadequate infrastructure and equipment
- d. Inadequate Legal provisions (laws and regulations)

- e. Inadequate funds
- f. Political interference
- g. Improper administrative structures
- h. Others: (Please state)

19. If yes, what in your view accounted for the successful discharge of its functions?

- a. adequate funds
- b. proper administrative structures
- c. adequate professional personnel
- d. adequate infrastructure and equipment
- e. Political support
- f. adequate logistics
- g. adequate Legal provisions (laws and regulations)
- h. Others: (Please state)

20. Kindly suggest ways to overcome the challenges listed above.

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Thank you for completing this questionnaire.

APPENDIX 2

KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY

STUDENT RESEARCH PROJECT

QUESTIONNAIRE

MARITIME PROFESSIONALS IN THE GHANA MARITIME AUTHORITY

This study is being carried out to investigate the challenges faced by the Ghana Maritime Authority (GMA) in the implementation of the GMA Act 2002, Act 630. The GMA was established by Act 2002, Act 630 as the statutory Maritime Administration in Ghana to regulate, monitor and coordinate maritime activities in Ghana. Section 2(2) of the Act specified the functions of the GMA.

The information you provide will be used, in combination with other information, to determine the challenges of the GMA in the implementation of this policy and how best to deal with the challenges.

Please complete the following questionnaire. You are assured of absolute confidentiality.

Please tick where appropriate.

- a) Experience in Maritime Industry: 1- 5years 6- 10years 11-15years 16-20years
 21years and above

Please tick the following functions of the GMA according to the extent to which you think the GMA has delivered them, using the scale given below.

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Planning, monitoring and evaluation of training programmes of seafarers						
Assessing manpower needs of maritime sector						
Ratification, implementation of IMO Conventions						
Coordination/liaising with other maritime agencies						
Research into maritime transport development						
Ensuring efficient, cost effective, and orderly provision of shipping services						
Regulation of maritime service providers						
Promotion of maritime activities						
advice government on policies and maritime matters						

In your opinion, is GMA discharging its mandated functions efficiently and effectively?

19 = Yes

20 = No

21 If no, what do you think contributed to GMA's inability to discharge its functions as expected?

- a. Inadequate logistics
- b. Inadequate professional personnel
- c. Inadequate infrastructure and equipment

- d. Inadequate Legal provisions (laws and regulations)
- e. Inadequate funds
- f. Political interference
- g. Improper administrative structures
- h. Others: (Please state)

19. If yes, what in your view accounted for the successful discharge of its functions?

- a. Inadequate funds
- b. Improper administrative structures
- c. Inadequate professional personnel
- d. Inadequate infrastructure and equipment
- e. Political interference
- f. Inadequate logistics
- g. Inadequate Legal provisions (laws and regulations)
- h. Others: (Please state)

20. Kindly suggest ways to overcome the challenges listed above.

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Thank you for completing this questionnaire.

KNUST

