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GNUST

**THE ROLE OF PUBLIC PRIVATE PARTNERSHIP IN ACHIEVING
DEVELOPMENTAL OBJECTIVES AT ACCRA METROPOLITAN ASSEMBLY**

BY

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DECLARATION

I the undersigned hereby declare that this dissertation is an original piece of work that I prepared in accordance with the rules and regulations governing the writing and presentation of dissertation at the Kwame Nkrumah University for science and technology. To the best of my knowledge, this work has not been presented in any institution for any degree. Except for the few references, which I have acknowledged; I faithfully declare that I have wholly undertaken the research reported herein under supervision.

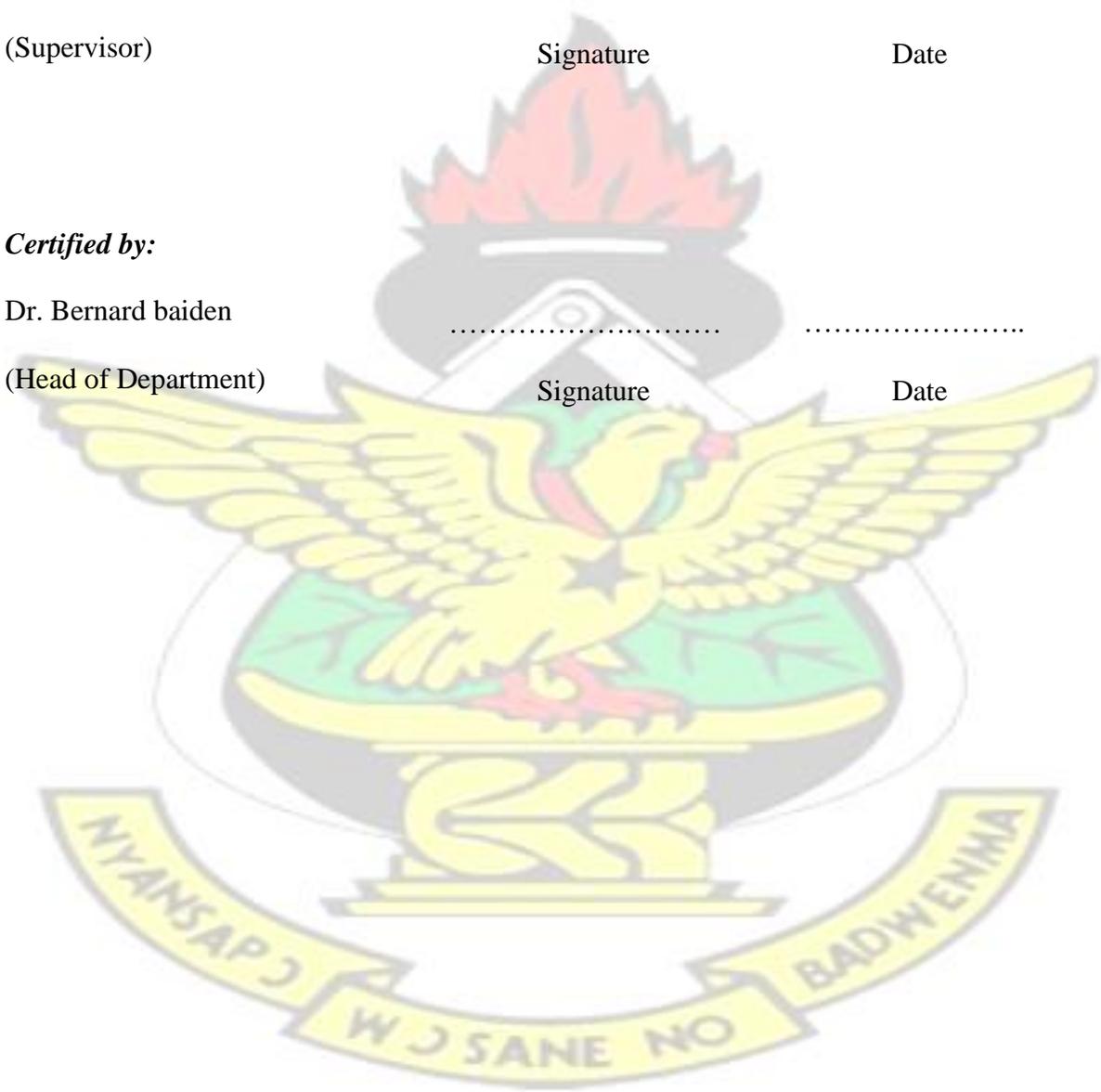


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ABSTRACT

Public Private Partnerships (PPP) is a mechanism for government to procure and implement public infrastructure and/ or services using the resources and expertise of the private sector. These are also employed at the Municipal Assembly level to enhance development. These researches therefore sought to assess ways Public Private Partnership can enable AMA achieve accelerated development. The following proposed objectives firstly assessing the level of awareness, secondly identifying ways to promote PPP and finally identifying potential challenges impeding the implementation of PPP at AMA. Quantitative analysis technique was used in analyzing and interpreting the data. Data from direct fieldwork observations and the use of questionnaires provided relevant information for analysis. The Statistical Package for Social Sciences (SPSS) analytical tool was used to analyze the data gathered from the survey. Findings reveal that PPP is employed at AMA quiet often in the area of Environmental cleaning and at other times in Road and Building construction or Revenue Collection. Corporate Funding Mechanism is often used. The General Assembly of AMA authorizes a PPP project but the key challenge is Bureaucracy which creates a long bureaucratic process for PPPs. PPPs at AMA have not been at their best and therefore need to be improved, however

PPP has contributed significantly to achieving Developmental goals of AMA. Recommendations are Simplifying bureaucratic processes of PPP, Time involved in the process of PPP should be reduced, Feasible and workable PPPs should be employed as well as create more awareness of PPP.

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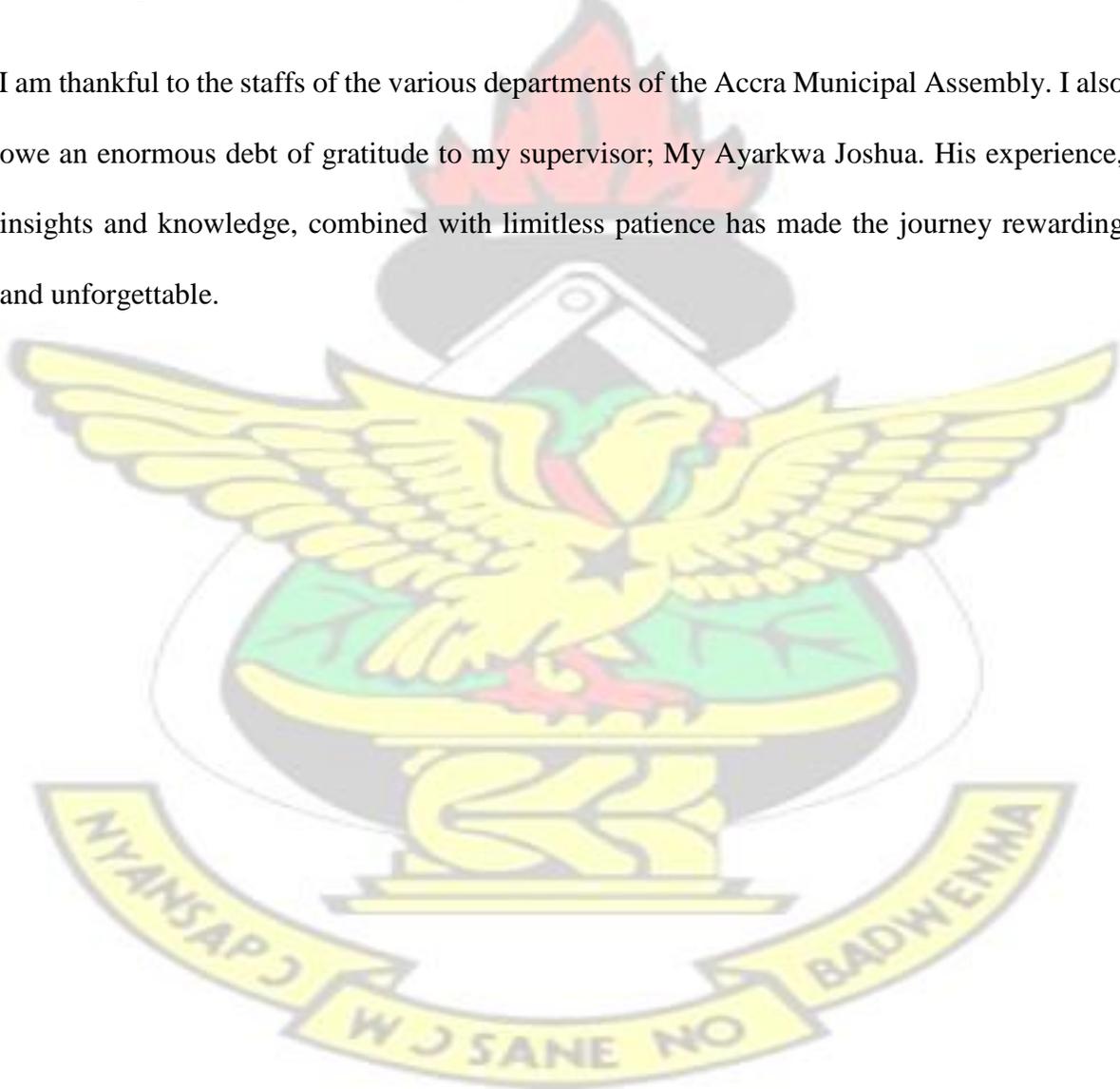
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I am thankful to the staffs of the various departments of the Accra Municipal Assembly. I also owe an enormous debt of gratitude to my supervisor; My Ayarkwa Joshua. His experience, insights and knowledge, combined with limitless patience has made the journey rewarding and unforgettable.



DEDICATION

I first dedicate this dissertation to the Almighty God our creator and then to my wife Abenaa Owusuaa Kwarteng, my son Emory-Emmanuel Kofi Kwarteng and to the CEO of Imperial Homes Ghana Francis Biney and the entire staff of IHL for their support.



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CHAPTER ONE

INTRODUCTION

1.1 Background

The World Bank explains Public-private partnerships (PPPs) as a tool that governments use in procuring public infrastructure or services by patronizing the resources and expertise of the private sector. In cases where the government is having lack of infrastructure and requires additional efficient services, the government results to a partnership with the private sector that is aimed at helping create new solutions and provide financial resource. The skills and resources of the public and the private sectors are merged in Public Private Partnerships via the sharing of risks and responsibilities. This goes a long way to enabling governments benefit from the expertise of the private sector, while also allowing them to focus rather on the planning, regulation and policy. This is done by delegating day-to-day operations to the private sector. For one to achieve a PPP, it is essential that there must be a careful analysis of the long-term development objectives and risk allocation of the partnership. (World Bank, 2015)

The concept of PPP has recently gained popularity in some industries. This interest is however growing as a result of the changing behaviors and expectations of the society towards the public services and the government (Grimsey and Lewis, 2004). Most people expect the government to do more by providing all the public services they patronize. The provision of these public services requires more efficient use of fund.

PPPs are seen as a procurement mode that may satisfy these changing needs considering the factors discussed. However these partnerships are not „miracle“ solutions that can in totality

solve the problems of the conventional procurement. The use of PPPs are most often complicated and cost intensive and therefore only particular projects may qualify for the use of PPPs (Meidute and Paliulis, 2011; Harris, 2004; European Commission, 2003).

1.2 Problem Statement

The essence of this research is to help identify and understand the various Public Private Partnership policy interventions in the country and how the assembly can benefit from this framework to achieve accelerated development in various sectors of their operations.

The questions that naturally arise are that: what is the level of awareness of Public Private Partnership at the Accra Metropolitan Assembly? What are the challenges in implementing these Public Private Partnership in Accra Metropolitan Assembly and what can be done to improve upon these phenomena? There is the urgent need to provide answers to these questions and other questions affecting the operation of Public Private Partnership in the organization. It is in the light of these questions that this present research study is undertaken to identify the role of Public Private Partnership in achieving developmental objectives in Accra Metropolitan Assembly of Greater Accra region in Ghana.

1.3 Aim of the Study

The aim of this thesis is to identify the role of Public Private Partnership in achieving developmental objectives in Accra Metropolitan Assembly of Greater Accra region in Ghana.

1.4 Objectives of the Study

The following objectives are proposed to help in achieving the aim of the study:

1. To assess the level of awareness of PPP at AMA
2. To identify ways to promote PPP at AMA

3. To identify potential challenges impeding the implementation of PPP at AMA

1.5 Research Questions

Following from the proposed objectives of the study, the study sought to provide answers to the following research questions:

1. What is the level of awareness of PPP at AMA?
2. In what ways can PPP be promoted at AMA?
3. What challenges exist that impede the implementation of PPP at AMA?
4. What globally accepted PPP mechanisms can be used to improve PPP at AMA?

1.6 Significance of the Study

The increasing interest in PPP by developing and developed countries has seen the implementation of PPPs reduce the pressure on many governments. With the recognition of known constraints on public resources, fiscal space and the constant necessity to provide infrastructure for their economies to grow; many governments in trying to breach their funding gaps are resorting to the private sector as a source of funding and efficient alternative. While in these countries there are scarcities of resources and by depending and relying on governments to provide the assembly with the needed resources to achieve its set objectives; this leads to set backs and the inability of the assembly to meet its targets. The assemblies have to collaborate with the private sector to establish a partnership by way of PPP to deliver the needs of the community for better life. To achieve these both the assembly and the private sector work hand in hand to achieve reasons as:

- Introducing Private Sector technologies and innovations to provide better public services through improved operational efficiency by exploring PPPs.

- Delivering projects on time and within specified budgets by incentivizing the private sector into partnerships.
- Also developing the local private sector capabilities via joint ventures with large international firms which also provide sub-contracting opportunities as well for the local firms in civil works, facility management, electrical works, cleaning services, security services, cleaning services and maintenance services.

It is in this regard that this research topic has been chosen in an attempt to investigate the extent to which the AMA and the private sector can use PPP to achieve developmental objectives to benefit the communities in the assembly.

1.7 Scope of the Study

The study will be delimited to public private partnership practices at AMA. The study will be further delimited to Finance and Audit Department, Procurement Department, Planning, Budget and the Coordinators of the Assembly.

1.8 Limitations of the Study

The researcher faced these limitations in conducting the research;

1. The researcher had to complete the research in a stipulated short period which caused some constraint in undertaking the study.
2. The researcher had to go through bureaucratic processes to receive permit to issue questionnaires at AMA which took some time.
3. Some respondents were reluctant in completing questionnaires as well as some cases of retrieved questionnaires.

1.9 Organization of the Study

This research work was organized into five (5) main chapters which are elaborated as follows:

Chapter 1 focuses on the background to the study, the problem statement of the study, general and specific objectives, research questions, and the significance derived from study. It will also include definition of key terms and the organization of the study.

Chapter 2 of this research contains a critical review of various literatures on the subject matter being studied. It contains speeches, thesis, books, publications and discussions by other authors or researchers on the topic.

Chapter 3 is made up of the research methodology, the research design and techniques, target population, sampling techniques and size. It also contains the methods of data collection with the data analysis and presentation modes.

Chapter 4 is the analysis and presentation of data, providing an analytical representation of data collected and findings as it relates to the research objectives and questions through both qualitative and quantitative data.

Chapter 5 covers discussions on findings, the conclusion and possible recommendations.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter contains reviews of previous studies relating to the topic under study to inform the current researcher on researches and findings that have been found. For every study it is

important, Literature review is important because: “Knowledge does not exist in a vacuum and your work only has value in relation to other people. Your work and your findings will be significant only to the extent that they are the same as, or different from, other people’s work and findings” (Jankowicz, 2005 as cited by Anon, 2009, p.48).

It is important to note that Public-private partnership (PPP) concept is widely patronized and implemented in the area of public procurement and to some extent lacks both clarity and a single definition (Meidute & Paliulis, 2011). Also there are no clear boundaries for distinguishing what partnership is assumed to be a Public Private Partnership or a form of a traditional procurement therefore leading to some form of confusion within the international experiences and in academic literature also. Public Private Partnership is not a new concept and not a new phenomenon though it sometimes may be perceived as such for its recent patronage and popularity. The growing interest is mostly because of the changing characteristics and expectations of our dynamic society towards the government and public service sector (Grimsey and Lewis, 2004). These days our society expects to see the government in the position that assumes more of a governor’s status and regulator rather than being the direct provider of public services. Also it requires that infrastructure of better quality with a more efficient provision of public services and better use of public money.

Considering all these, PPPs have seen as a procurement mode that may facilitate these dynamic needs (Meidute and Paliulis, 2011).

2.2 Definition of PPP

Public Private Partnership (PPP) can be said to be a form of Private Sector Involvement (PSI) where a partner from the private brings its commercial innovation, capital and skills into the

delivery of the services which the government is initially responsible for providing. But this definition only caters for a part of the broad concept of PPP. It is to some extent very much acknowledged in literature that there is no clear definition for the term PPP that will cover all the essential aspects of the diverse relationships these partnerships consist of. (Daube, Hodge & Greve, 2007; OECD, 2008).

Weihe (2006) states that the concept of PPP “allows for great variance across parameters such as time, closeness of cooperation, types of products/services, costs, complexity, level of institutionalization as well as number of actors involved”, therefore almost any kind of the PPP relationships that comprises the private and the public sector (whether a joint venture or a service contract) can be referred to as a public-private partnership (PwC, 2005).

To be able to make distinction between the varieties of definitions available, Weihe (2006) in his effort to classify the different partnerships into 5 categories categorised them as Infrastructure, Governance, Local regeneration, Development and Policy approaches.

2.2.1 Local Generation and Policy approach

The first and second approach identified are quiet similar. This implies that the Policy approach and the Local Regeneration approach are similar due to the PPP concept as having a diversified definition that covers many changes and dynamisms in policies of economic renewal, environment, instructional and developmental set up. The difference that exists between the two approaches is that the local regeneration approach focuses on the local level while policy approach also focuses on the national level.

2.2.2 Infrastructure Approach

In the third approach which is the infrastructural approach, it covers the cooperation of the public and private sector in order to create and maintain infrastructure. Also it focuses on dealing with the financial and legal sections of the projects.

2.2.3 Development Approach

The fourth approach which is the development approach also focuses on the infrastructural development in developing countries where there are great tendencies for corruption, global disasters and social deprivation. The approach consists of many forms of collaborations between the public and private sectors in areas such as strategic or entrepreneurial collaborations.

2.2.4 Governance Approach

The last of the approaches which is the governance approach as it emphasizes on organizational, management, new ways of cooperation and governing; does not specify any context or policy. For the purpose of this thesis, the concept of PPP will be limited to the infrastructure approach because this is most related to the development objectives and activities of the Accra Municipal Assembly.

2.3 Difference between PPP and Traditional Procurement

The main differentiating point foremost between PPP and traditional procurement is that in PPPs, usually risks are shared between the private and public partners but in a typical conventional procurement a chunk of the risk is taken by the government or public sector (OECD, 2008; European Commission, 2005).

2.4 Different Types of PPP

Many types of PPPs are used around the world. Many of them operate in similar but under different names depending on the country where it is used, whereas for some cases there can be major differences to the approach. Some of the commonly mentioned different types of PPP have been listed as follows.

2.4.1 Design Build Finance Operate (DBFO)

Where the government will retain title of the land and lease it to the private consortium over the life of the concessionary agreement (Levy 1996).

Also a single contract is awarded for the design, construction, and operation of a capital improvement and the title to the facility remains with the public sector unless the project is a design/build/operate/transfer or design/build/own/operate project. The DBO method of contracting is contrary to the separated and sequential approach ordinarily used in the United States by both the public and private sectors. This method involves one contract for design with an architect or engineer, followed by a different contract with a builder for project construction, followed by the owner's taking over the project and operating it.

A simple design-build approach creates a single point of responsibility for design and construction and can speed project completion by facilitating the overlap of the design and construction phases of the project. On a public project, the operations phase is normally handled by the public sector under a separate operations and maintenance agreement.

Combining all three passes into a DBO approach maintains the continuity of private sector involvement and can facilitate private-sector financing of public projects supported by user fees generated during the operations phase.

2.4.2 Design Build Maintain

DBM is also similar to the DB except for the maintenance of the facility for some period of time that becomes the sole responsibility of the private partner or sector. Also benefits are somehow similar to the DB with maintenance risk being allocated to the private sector or private partner and the guarantee expanded to include the maintenance also. Thus the public sector partner in this arrangement owns and operates the assets.

2.4.3 Operation and Maintenance (O & M)

In this arrangement the private sector or company operates and maintains a publicly owned asset. This is very common especially in Mainland China as traditionally the majority of assets in china are state owned. The large number of state owned facilities and services have meant that the Chinese government has held a heavy burden, and thus by the adopting of this PPP the financial commitment can be released.

This type of PPP may sometimes not be as favorable as compared to ones that start from scratch. For new projects the benefits of employment are obvious, but on the other hand for existing facilities and services a consortium taking over can cause changes to the existing employees.

2.4.4 Build Operate Transfer (BOT)

It is keen to note that one of the most traditional types of PPP used in the early days mainly for transport economic infrastructure projects. This has also been the traditional option used in Hong Kong. The BOT involves the construction of the facility as well as the operation of the facility. And thus at the end of the contract period it will be transferred back into the hands of the government.

The private partner builds a facility to the specifications agreed to by the public agency, operates the facility for a specified time period under a contract or franchise agreement with the agency, and then transfers the facility to the agency at the end of the specified period of time. In most cases, the private partner will also provide some, or all, of the financing for the facility, so the length of the contract or franchise must be sufficient to enable the private partner to realize a reasonable return on its investment through user charges.

At the end of the franchise period, the public partner can assume operating responsibility for the facility, contract the operations to the original franchise holder, or award a new contract or franchise to a new private partner. The BTO model is similar to the BOT model except that the transfer to the public owner takes place at the time that construction is completed, rather than at the end of the franchise period.

2.4.5 Build Own Operate (BOO)

This is commonly used in Australia where the contractor constructs and operates the facility without transferring ownership to the public sector after completion. The legal title to the facility that has been constructed remains in the private sector and therefore there is no obligation for the public sector to purchase the facility or take title. Sometimes a BOO arrangement may qualify for tax-exemptions status as a service contract if all Internal Revenue Code requirements are satisfied.

2.4.6 Build Own Operate Transfer (BOOT)

This is commonly used in Australia at the beginning. This is similar to BOT but a larger emphasis on the ownership.

2.4.7 Buy-Build Operate (BBO)

The BBO approach includes an expansion or rehabilitation of an existing facility. Thus in this case the government in partnership sells the asset to the private party or sector, which then effects the improvements necessary to operate the facility in a profitable manner.

2.4.8 Build Transfer Operate (BTO)

This approach is a method that enables relieving the consortium of the furnishing high cost insurance required by the project during operation of the facility (Levy, 1996).

2.4.9 Joint Ventures (JV)

Also in Joint ventures the public sector and private sector jointly finance, own and operate the facility or asset (Grimsey and Lewis, 2004).

2.4.10 Leasing

This is where all or a substantial part of all the risks associated with funding, developing and operating the facility are taken up by the private sector and the facility is given on lease to the public sector (Sapte, 1997).

2.4.11 Lease Purchase

In the case of a lease or purchase, an instalment form of purchase contracted. This approach is a model where the private sector finances and builds a new facility which is afterwards leased to a public sector or agency. The public sector then gives scheduled lease payments to the private party. The public agency accrues equity in the facility with each payment. When the end of the lease term arrives, the public agency then assumes ownership of the facility or purchases it at the cost of any remaining unpaid balance in the lease.

This arrangement allows for the facility to be operated by either the public agency or the private developer during the term of the lease. Lease or purchase arrangements have been used by the General Services Administration projects such as the building of federal offices and by a number of states in the building of prisons and other correctional facilities.

2.4.12 Sale Leaseback

This arrangement is a financial form that allows the owner of a facility to sell the facility to another entity, and subsequently to lease it back from the new owner. Both public and private entities may enter into sale or leaseback arrangements for a variety of reasons. An innovative application of the sale or the leaseback approach is having the sale of a public facility to a public or private holding company with the aim of limiting the governmental liability by certain statutes. With this arrangement, the government that sells the facility also leases it back and continues to operate it after it is constructed.

2.4.13 Tax Exempt Lease

This lease form for public partners enables the financing of capital assets or facilities through the borrowing of funds from a private investor or financial institution. The private partner usually acquires the title to the asset and then later transfers it to the public partner either at the beginning or end of the lease term. The portion of the lease payment used to pay interest on the capital investment is tax exempt under state and federal laws. Tax-exempt leases have been used to finance a wide variety of capital assets, ranging from computers to telecommunication systems and municipal vehicle fleets.

2.5 Reasons for Implementing PPPS

The general objective of procuring a public sector project via a PPP approach is to gain value for money (VFM) (Grimsey & Lewis, 2004; Harris, 2004; Shaoul, 2005) which as Grimsey and Lewis (2005, p. 347) argue is “the optimum combination of whole life cycle costs, risks, completion time and quality in order to meet public requirements”. This definition is concurrent to the one implied by the European Commission (2003, p.55) that identifies the set of factors that determines the value for money: allocation of risks, life cycle costs, time required to implement a project, ability to generate additional revenues and the quality of a service.

In following this, a general principle is used to determine whether a project should be implemented via a PPP or by a traditional procurement approach to evaluate which procurement mode ensures lower life cycle costs, quicker implementation, better allocation of risks, higher quality and additional profits. Thus additional value for money represents additional efficiency gains, delivering or maintaining the same service or asset in a more cost efficient or a more qualitative way than it would have been if the government retained the full responsibility for delivering or maintaining the service or asset concerned (EIB, 2004; Meithedute & Paliulis, 2011; Nisar, 2006).

Also the EIB (2004) states that the critical aspect for reaching value for money is the ability to share risks and rewards appropriately. The OECD (2008) confirms this theory by recognizing that the main reasons for establishing the PPP are the appropriate risk allocation and value for money gains.

Grimsey and Lewis (2005) stated that the value for money gains can only be achieved if the following conditions are present: a competitive environment, optimal risk allocation and if the comparison between the financing options is handled in a “fair, realistic and comprehensive” way. Moreover, when enquiring of PPP’s capacity to provide additional gains, you will have to consider the qualitative benefits of PPPs whether they are achievable and whether they really provide the benefits expected. It is necessary to crosscheck if the private partner has the ability to bring in skills that the government lacks and whether it has the expertise and know-how essential to operate more efficiently compared to the government (PwC, 2005).

Also in relation to the literature review, further reasons underlining the use of PPP as a procurement approach differ between countries depending on the environment present. For example, the main aim of a PPP at the early stage of its development in the United Kingdom was to finance the public infrastructure projects (Meidute and Paliulis, 2011; Grimsey and Lewis, 2004; IMF, 2006)

The issue in those times comprised of a growing need for public infrastructural development just as in Hong Kong and a lack of available public funds to finance this need. As a result, a new initiative took place which is the Private Finance Initiative (PFI). This initiative has the purpose of providing additional funds for public infrastructure projects. Also on the other hand these countries like Australia don’t have such an issue. They on the other hand are capable of financing their projects by themselves but they still choose to involve the private sector for the possibility of achieving additional value (Cheung et al., 2009).

Hong Kong and Australia involve private partners into the procurement of public services with the aim to ensure better quality of services. This, on the other hand, does not seem to be the prioritized reason for the PPP development in the United Kingdom, which emphasizes the point that reasons to implement PPP depend on the circumstances surrounding countries' economic and political environment. But in most countries the choice to employ PPPs is as a result of financial reasons which include lack of public funds and restricted public investment. These reasons get amplified during tight fiscal environments following the development of the European Monetary Union" (EIB, 2004, p.4) is considered as due to this European countries experience difficulties in organizing large investment sums to finance public infrastructure projects from the public funds only.

2.6 Advantages and Disadvantages of PPP

The properly constructed PPPs involve the benefit of bringing better value for money compared to the traditional procurement approach. Delivering projects on time and on budget set (Meidute and Paliulis, 2011) are two of the most important advantages that are hidden under the concept of value for money. A study was conducted by the UK's National Audit Office (2003) the study revealed that from all conventionally procured projects, most comprising 70% were delivered late and as much as 73% with costs exceeding the initial budget (data of 1999), whereas only 22% of PFI projects were late and only 24% delivered project in excess of the budget (data of 2002).

The reason for such a difference lies behind the risks conveyed in line with additional responsibility and accountability attached to the private partner in the case of PPP, what incentivizes the private partner to operate in the most efficient way. In addition, due to the

long term characteristics of the partnerships, partners involved tend to act in a more cooperative way to each other in this case creating supplementary synergy benefits. Private partner manages complex financial arrangements as well as highly technical tasks more efficiently by using its innovative skills while on the other hand the public sector controls the legal system, regulation and policies. As a result, a combination of the leading features of both of the partners produces a higher value (Harris, 2004).

The other advantage of PPPs lies behind the construction of the proposal to procure a public project. Governments construct PPP proposals that focus more on outputs rather than inputs. As a result, such mind-sets encourage government to perform a thorough discussion on which services should be provided, the standards should be expected, and what is the aim of the service provided/asset developed. These detailed discussions on the service provision or asset development requires also in-depth analysis of the project which in some of the cases which may hinder the government from moving ahead if the project becomes inadequate. In addition, such kind of initial discussions encourage the government to think about the project with long term strategic goals in mind rather than focus on short term objectives.

In addition a PPP's capacity to spread the expense of large investments over the lifetime of the asset is perceived as an attractive advantage for the public sector because this cushions or eases the current debt of the government sector as it does not have to incur large expenses or cash outflows. Thus the government can get projects financed even though in reality there are no public funds available and this advantage could be examined from two points of view: first is that the large investment costs are spread out, and second is that the private funds are considered as the new financing opportunities for the government (Meidute and Paliulis,

2011). On the other hand, this advantage should be considered with caution as sometimes the government might be incentivized to prove better value for money for a PPP project than it actually is just to guarantee the financing of the project.

From the private partner's point of view, it can be said that PPPs deliver the advantage of the opportunity for the private sector to get involved in the new markets (telecommunication, municipal water systems, energy, etc.) that otherwise would be closed for the private sector's participation. The private partner involved in the new markets has a support of the government, which may facilitates the gathering of required funds.

It is important to note that one of the main disadvantages of PPPs is the large bidding and contractual costs which refer both to the government and the private partner. Large bidding costs of PPP projects act as a rejecting force for the private parties because they are reluctant to fund heavily the bidding process only to probably be rejected afterward. What concerns government, large preparation costs consist of feasibility studies, lawyers, etc. PPP. Thus projects are highly complicated. Usually, they involve more than two parties: public, private and banking sectors, and all of these parties have their own contradicting aims. In order to construct a unified agreement, a lot of time and capital needs to be invested on complex negotiations.

PPPs are said to deliver benefits since they create or transfer a weighty amount of risk to the private partner. However, it has to be kept in mind that even though most of the risks are transferred to the private partner, the final entity that is responsible for providing services to the public is the government. So as a matter of fact, if the private partner goes bankrupt, the government will solely have to deal with the consequences and try to find other expedients

ways to maintain the delivering of the service to the public. Thus even though the risks are contractually transferred to the private partner, in practice, government retains a large portion of them in case of the private partner's failure.

Note that in a PPP agreement, the government bounds itself to a single private partner for a long term period and it agrees in the present for services and assets that will be in use in future and beyond. There is a certain amount of risk regarding the future consumers' need for the specific service. The idea behind the risks concerned is that the partnership may end up providing services that are no longer required by the public. As a result, the partnership will appear to be less valuable than initially expected.

Finally, PPPs work well only for specific projects, which are complex and call for specific private partner's know-how, skills, and experience. Therefore, benefits that are attached to PPPs are attained only if certain project characteristics are met, whereas if the project is simple, executing it through a PPP implies higher preparation costs, and as a result, lower value for money.

2.7 Choosing a PPP Scheme

After studying present methods of PPPs in Lithuanian legal environment, the next step is to ascertain which one is the most suitable one for the wharf's project.

When considering the institutional partnership, it is key to note that the government within the wharf's project case seeks to transfer the day to day decisions to the private partner. The reason for that is that the government authority does not have the skills and the know-how required to operate the wharf in the most efficient way, whereas the private business has it all.

In the institutional partnership, the day to day operation management is in the hands of both parties involved as the government has at least half of the votes. As this is not the aim of the government authority in this particular case, the institutional partnership mode as an adequate PPP form for the project has been rejected.

Secondly, under the scheme agreed on, the users of the wharf will have to pay for the services directly, whereas in the arrangements the government remunerates the private party for the services delivered.

In conclusion the last PPP method that is concession, has been considered as the most appropriate PPP method.

2.8 Advantages of PPP

The benefits of Public Private Partnerships (PPPs) comprise the following:

- i. They provide speedy, efficient and cost effective delivery of projects.
- ii. Also there is value for money for the taxpayer through optimal risk transfer and risk management.
- iii. Integrating design and the construction of public infrastructure with funding, operation and maintenance or upgrading is an added advantage.
- iv. There is a creation of added value via synergies created between the public authorities and private sector companies, in particular, through the integration and cross transfer of public and private sector skills, knowledge and expertise.
- v. Lessening of constraints and hold-ups in the economy through higher productivity of capital resources and labour in the delivery of projects.
- vi. It provides a competitive

- edge and greater construction capacity (including the participation of overseas firms) for development.
- vii. Accountability through performance incentive management/regulatory regime for the provision and delivery of quality public services.
 - viii. Diversity and also innovations in the provision of public services.
 - ix. An effective utilization of state assets to the benefit of all users of public services.
 - x. Enhances quicker implementation. (Levy, 1996).

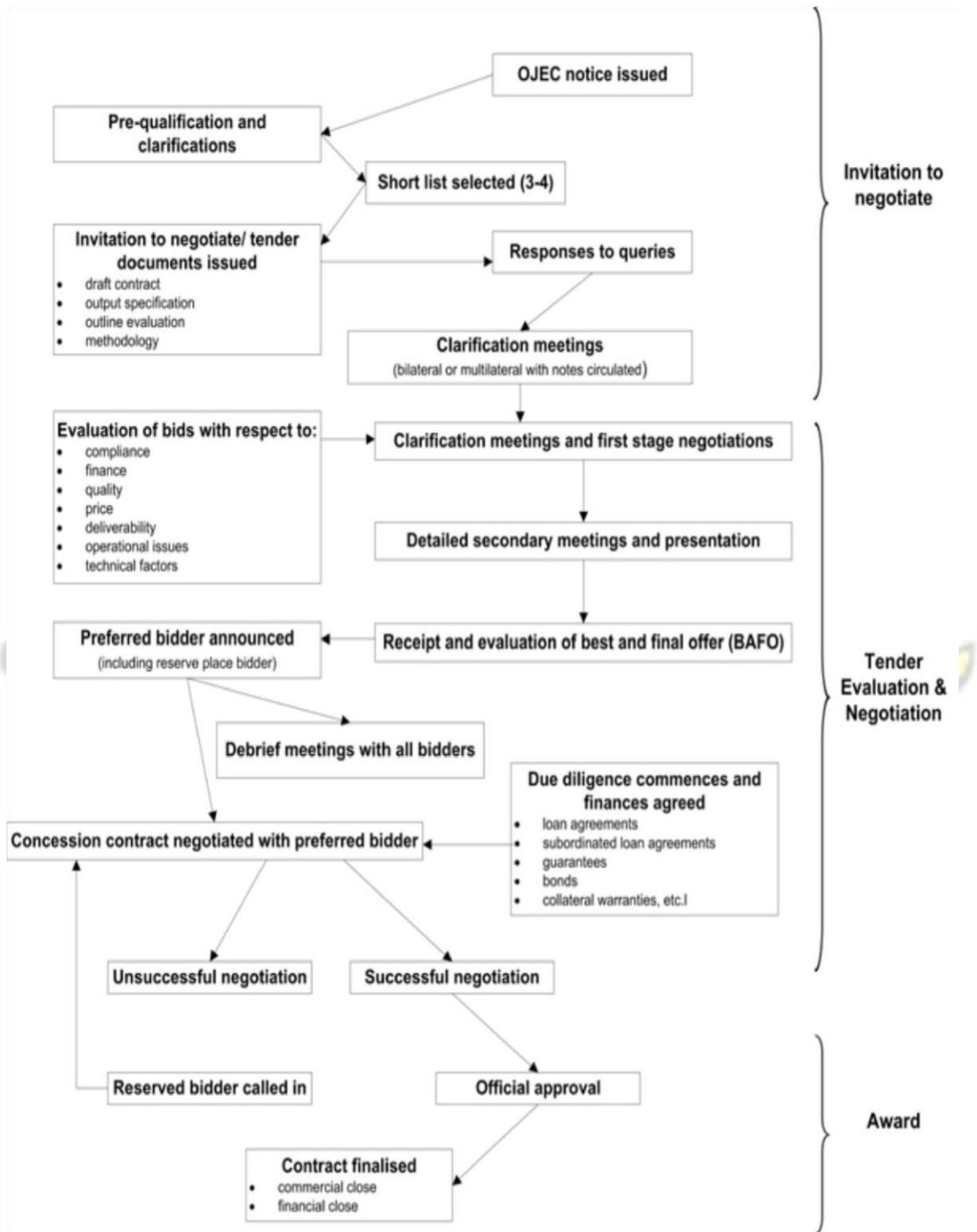
2.9 PPP Tendering (PPP Procurement Process)

2.9.1 The Procedures for PPP tendering can be described in the steps stated below

Five different kinds of procedures can be used in PPP tenders [Wang and Dai 2010]:

- i. The open competitive tendering
- ii. Tendering by invitation
- iii. Registered lists Tendering
- iv. Prequalification and shortlisting for specified projects
- v. Negotiated tendering

Open competitive Tendering is the most used and the most recommended procedure which was revealed by a survey made by Zhang (2004a).



The procurement stages of PPP [CIC 1998; Ahadzi and Bowles 2001].

The figure above (Figure 1) reveals a possible scheme for the PPP procurement stages up to financial close. Some of these tasks are simple to be effected by the contracting authority, as

simple as calls for bidders to be pre-qualified as well as the calls for tenders of qualified bidders. Thus three main phases can be distinguished in the tendering procedure (Tiong and Alum, 1997):

- **Prequalification of tenders.** The prequalification stage is in the aim of reducing the number of interested tenders to a workable shortlist. This consists only of reputable and experienced tenders that are sure to be able to take over project risks. Unnecessary tendering costs of weaker bidders are avoided.
- **Evaluation tenders.** The evaluation stage provides the selection of one or more among qualified bidders. Tenders who are on the shortlist are invited to submit detailed proposals that are evaluated in accordance with the predefined evaluation criteria.
- **Negotiation with preferred tenders.** This stage consists of the negotiation preceding the final awarding. This takes place with just one or a few preferred tenders. The provisions in agreements are carefully reviewed and once it is signed, a contract is award notice will be published and to allow the contract is implemented.
- **PPP awarding.** Here the PPP is finally awarded to the winning or selected party.

2.9.2 Private partner selection methods

The contributions about methods from literature to rank candidate partners for PPP and choose the best one can be distinguished according two categorisations. The foremost is concerned with the moment of the procedure in which the selection method is applied. By this perspective there are some methods that are applied for supplier prequalification and some

other ones that are used in the final awarding of PPPs. Thus it is possible to distinguish techniques actually applied in the real cases and methods only suggested in the literature.

Zhang (2004a) also classifies four commonly used prequalification methods as the binary method, simple scoring, multi-attribute methods, and other methods. These are methods used also for assessing tenders of pre-qualified bidders.

With regards to the bid evaluation, Wang and Dai (2010) also report some methods from practice: lowest price or shortest period, Kepnoe-Tregoe method and Least Present Value of Revenues (LPVR). Thus with regards to the first case, the awarded concessionaire is the one asking for the lowest price for carrying out the project or the shortest concession period. This method is an approach that is much similar to the method that is used in traditional procurement, but it is strongly disapproved by many scholar for not taking in account nonprice factors in the project.

The Kepnoe-Tregoe technique by Zhang et al. (2002) is based on the distinction between must and want criteria. Thus the former are “on-off” criteria where all proposals that do not satisfy all conditions must be rejected. The other bids are then evaluated on a want criteria where a committee deliberates and chooses the sponsor that best meets their requirements. The limit of this method is the discretionary power of the decision makers in distinguishing must and want factors. The LPVR theory entails awarding the bidder with the lowest price and letting the bidder operate the concession until the budget value of the project is obtained. Some of these methods may be recalled in the classification style or method offered by Zhang (2004a).

CHAPTER THREE

RESEARCH METHODOLOGY

The research methodology describes the population of the study and the various instruments of data collection that will be employed in conducting the research. The main sources of data that the researcher will use to gather information are the primary and secondary sources of data.

3.1 Research Design

The research began with the gathering of relevant information on communication through secondary data collection. This provided the researcher with vast literature on the topic to gain in-depth knowledge on the role of Public Private Partnership (PPP) in achieving developmental objectives. This literature was related to achieving development in the Accra Metropolitan Assembly. Primary data was then collected on the role PPP plays in achieving development at the Accra Metropolitan Assembly. The survey instruments used were PPP Interview guide and Questionnaires adapted to suit the Metropolitan Assembly.

The questionnaire development procedure involved three steps that were used to certify the validity of the test instrument.

1. Casual interviews were conducted to obtain information from respondents or staff regarding the role and contribution of PPP to the Assembly. This set the pace to develop the questionnaire.
2. Literature on PPP was used to highlight necessary components for evaluating the role and contribution of PPP to development in the assembly. The questions highlighted all the relevant components pertaining to the study.

3. Finally, the questionnaire was developed and pre-tested using a small sample before the final questionnaire was administered to the full sample.

As a result of the pre-tests, items were added, or deleted; words or sentences were modified to increase the accuracy of communication throughout the questionnaire.

3.2 Data Collection

Discussed below are the processes and sources of data collected for this study.

3.2.1 Primary Source of Data

This form of data is specifically collecting new data for a research work which involves collecting information from the respondents themselves and not basing it on another researcher's work. Primary data provides qualitative data involving perception, attitudes, opinions, and lifestyle. Primary data can be obtained through the combination of methods such as observation, experimentation, interviews (focus group discussion, depth interview and street interview).

The researcher employed the use of close-ended questionnaires. This especially; the closedended questions provided greater uniformity of responses that ensured the validity and the reliability of the research.

3.2.2 Secondary Sources of Data

The secondary source of information which is also known as the desk research involves obtaining information not from the respondents themselves. The researcher gathered information from existing books, pamphlets and magazines at libraries and any other relevant document in order to acquire more knowledge in the field.

3.3 Research Area

The research area of this study is the Greater Accra Region of Ghana. This study area was chosen due to the proximity of researcher and accessibility to the Accra Metropolitan Assembly.

3.4 Population and Sampling

3.4.1 Target Population

This study concentrates on staffs of the Accra Metropolitan Assembly which has been chosen as the area of case study. In all a total number of 45 respondents were obtained from the Accra Metropolitan Assembly to complete the questionnaires.

3.4.2 Sample Frame

The sample frame comprised of staffs of Accra Metropolitan Assembly both in managerial level and non-managerial level with a fair knowledge on issues pertaining to the PPP and its role in development of the Assembly.

3.4.3 Sampling Technique

Simple random sampling method was used to obtain a sample of 45 respondents. Only staffs with considerable knowledge on PPP and its role in development were selected to complete questionnaires.

3.5 Statistical Analysis

The Statistical Package for Social Sciences (SPSS) analytical tool will be employed to analyse the data gathered from the survey. The SPSS provides an easy analysis of data and converts them to suitable variables for decision-making. The analysis and findings will be based on the

objectives of the study. The presentation of the analysis is done by means of descriptive statistics, charts and descriptive tables.

3.6 Summary

The purpose of this chapter was to describe the research methodology of this study, explain the sample selection, describe the procedure used in designing the instrument and collecting the data, and provide an explanation of the statistical procedures used to analyze the data.



CHAPTER FOUR

DATA ANALYSIS

4.1 Introduction

This chapter looks at how the researchers arrived at their findings and how each question was analyzed. Each question in the questionnaire was analyzed with the explanation from the selected respondents. Here the researchers were considering the procurement unit and staff with considerable knowledge in PPP and its role in development were selected to complete the questionnaires in the organization. The analysis was done using sixteen (16) questionnaires, which was administered to respondents and out of that twelve (12) questionnaires were obtained from the organization.

Table 4.1 Genders of the Respondents

Gender	Frequency	Percentage (%)
Male	28	70
Female	12	30
Total	40	100.0

Figure 4.1 shows the frequency and percentage of the gender of the respondent. The respondents who were made up of males constitute the highest with 70% while the remaining 30% constitute of females. This shows male dominance in public sector in the country.

Table 4.2 Age of Respondent

Age	Frequency	Percentage (%)
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20-29	6	15
30-39	18	45
40-49	12	30
50 and above	4	10
Total	40	100.0

Table 4.2 reveals that most respondents comprising 45% are between the ages of 30-39yrs. This is followed closely by 40-49yrs (30%), as much as 15% are 20-29yrs while 10% are 50yrs and above.

Table 4.3 Department of the respondents.

Departments	Frequency	Percentage (%)
Finance Department	4	10
Procurement Department	14	35
Audit Department	8	20
Planning Department	9	22.5
Budget Department	5	12.5
Total	40	100.0

In the table above; most respondents comprising 35% are in the Procurement department, as much as 22.5% are in the Planning department, 20% are also in the Audit department with

12.5% in the Budget department and a few of 10% in the Finance department **Table**

4.4 Qualification of the respondents

Levels	Frequency	Percentage (%)
HND	11	27.5
Bachelor's degree	20	50
Masters/Postgraduate degree	9	22.5
Total	40	100.0

Total 4.4 above show the levels of qualification of respondents with bachelor's degree having the highest and masters scoring the lowest. This gives a good understanding of how the research was carried out with respect to qualification.

Table 4.5 Years of Experience

Years	Frequency	Percentage (%)
1-5years	14	30
6 – 10years	13	32.5
11 – 15years	5	12.5
16-20years	5	12.5
Above 20years	3	7.5
Total	40	100.0

Table 4.5 above shows that, 35% of the respondents have between 1 to 5 year experience, 32.5% of the respondents have years of experience between 6-10 years, and 12.5% of the respondents have 11-15 years and 16-20 years of experience in their respective positions. It can also be seen from table 4.5 that respondents with an experience above 20 years have the 7.5% this gives a good indication that the respondents have a good experience in procurement field.

Table 4.6 Level of awareness of ethical procurement practices

	Mean	Std. Deviation	Rank
Do you know what Public Private Partnership (PPP)	4.0556	1.03553	1 st
Is PPP employed at Accra Municipal Assembly	3.8704	0.64563	2 nd
Is the Assembly who authorizes the process of PPP	3.8519	0.68425	3 rd
Does AMA mostly employ PPP in environmental cleaning	3.7778	0.81650	4 th
How often is PPP approved or employed at AMA	3.7593	0.88882	5 th

This section of the questionnaire sought to give respondents the opportunity to indicate their level of awareness of Public Private Partnership. These responses were ranked based on their mean scores to reveal which practices respondents were highly aware of, as seen from table 4.3

“Awareness of Public Private Partnership” had the highest level of respondent; with a mean of 4.056 and a standard deviation of 1.036. The growing interest is mostly because of the changing characteristics and expectations of our dynamic society towards the government and public service sector (Grimsey and Lewis, 2004).

The 2nd ranked Public Private Partnership awareness was „ whether PPP is employed at AMA“ with a standard deviation of 0.646. Additional value for money represents additional efficiency gains, delivering or maintaining the same service or asset in a more cost efficient or a more qualitative way than it would have been if the government retained the full responsibility for delivering or maintaining the service or asset concerned (EIB, 2004; Meithedute and Paliulis, 2011; Nisar, 2006).

The results further revealed that the authorization process in employing PPP at AMA. Page 9 of Ghana`s National Policy on PPP seek private participation on infrastructure and services for better public services delivery but also indicate a long list of approving authorities from minister responsible for finance, Chairman of the National Development Planning Commission (NDPC), minister of Justices and Attorney General, minister of Trade and Industry, Chief executive of Public Procurement Authority and the Head of contracting entity which hinders Ghana`s speed in approval PPP programs.

„Environmental cleaning were the most areas AMA employed PPP. Public-private partnerships (PPPs) in environmental cleaning can help solve social and environmental problems, like deforestation, that need collaborative solutions. However, they do not offer the same value as strong policy frameworks.(Emily Brickell and Patricia Elias,2013)

The last awareness was how often AMA employs PPP with a mean score than 3.76. . Hong Kong and Australia involve private partners into the procurement of public services with the aim to ensure better quality of services.

4.2 Challenges and Recommendations to Public Private Partnership at Accra Metropolitan Assembly.

From the results presented in table 4.8 the highest-ranking challenge is „bureaucracy in the PPP process/programs“, with a standard deviation of 1.259 and a mean of 4.000. This shows that this variable is a very significant challenge in the implementation of Public Private Partnership. Delivering projects on time and on budget set (Meidute and Paliulis, 2011) are two of the most important advantages that are hidden under the concept of value for money in Public Private Partnership.

The next highest rated challenge is how to effectively rate PPP programs. This variable had a standard deviation of 0.988 and a mean of 3.926. The Kepnoe-Tregoe technique by Zhang et al. (2002) is based on the distinction between must and want criteria. Thus the former are “on-off” criteria where all proposals that do not satisfy all conditions must be rejected. The other bids are then evaluated on want criteria where a committee deliberates and chooses the sponsor that best meets their requirements

The next question explored measures to promote Public Private Partnership. From the review of literature measures were identified and the respondents to the survey were ask to rate the level of agreement with these measures to help improve Public Private Partnership. From the results 3 measures to promote Public Private Partnership had a mean above 4.00 showing how significant the measures are in promoting PPP.

From table 4.8 below, the highest ranked measure was how PPP contributed to achieving AMA developmental objectives, which had a Std. deviation of 0.818 and a mean of 4.482. The general objective of procuring a public sector project via a PPP approach is to gain value for money (VFM) (Grimsey & Lewis, 2004; Harris, 2004; Shaoul, 2005) which as Grimsey and Lewis (2005, p. 347) argues is “the optimum combination of whole life cycle costs, risks, completion time and quality in order to meet public requirements”.

The next is how is PPP important to the development of AMA. The financial crisis of 2008 onwards brought about renewed interest in PPP in both developed and developing countries. Facing constraints on public resources and fiscal space, while recognizing the importance of investment in infrastructure to help their economies grow, governments are increasingly turning to the private sector as an alternative additional source of funding to meet the funding gap.(World Bank,2015).

The least rank measure was how can PPP be promoted at AMA.. This process requires putting into place the enabling institutions, procedures and processes surrounding PPPs in order to fully benefit from PPPs. This means also helping governments to play a critical role in the process and involving citizens as well as other stakeholders. Many governments, regional, international organizations and NGOs now recognize the importance of governance for economic development.(New York and Geneva,2008)

4.3 Challenges and Recommendations to PPP at AMA

Challenges	Mean	Std. Deviation	Rank
Bureaucracy most challenging facing AMA for PPP programs	4.0000	1.25893	1 st

How will you rate the effectiveness of PPP in AMA	3.9259	0.98770	2 nd
Recommendations to PPP at AMA			
Has PPP contributed to achieving AMA developmental objectives	4.4815	0.81821	1 st
How is PPP important to the development of AMA	4.4259	0.68960	2 nd
How can PPP be promoted at AMA	4.3333	0.54944	3 rd

4.4 Chapter Summary

This chapter was devoted to the analysis and discussions of the results obtained from the field survey. It began with a brief discussion of the survey questionnaires and descriptive statistics of the results obtained from the field. The chapter concluded with the mean score ranking of the challenges impeding the implementation of ethical procurement practices. Lastly, the factor analysis revealed main principal measures to promote Public Private Partnership, which shows a high level of agreement between the professional (accountants, budget, auditors, operations, and procurement officers).

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

Having carefully analyzed the data collected and the interviews conducted at Accra Metropolitan Assembly, the researcher has come out with some discussion, summary, conclusions and recommendations. These are the issues and discussions in this chapter.

5.2 Discussion

Most respondents comprised of males than females indicating that more males worked at the Accra Metropolitan Assembly and between the ages of 30yrs to 50yrs. Most respondents are in the Procurement, Planning and Audit departments. Half the respondents hold a First degree with few having HND/Diploma certificates or Masters degree. They also have a considerable long working experience of 1-10yrs. A few have an 11-20yr experience. Very few have a more than 20yr experience.

All respondents know what PPP is and therefore have a fair understanding that made them suitable for this study. Also all respondents again agree that PPP is employed at AMA and this occurs quite often. PPP is mostly employed in the area of Environmental cleaning contracts to Private firms. At other times it is employed in the area Road and Building construction and Revenue Collection. The General Assembly of AMA authorizes the process of PPP. The key challenge facing PPP at AMA is Bureaucracy.

PPPs that have taken place at AMA have been effective but not at their best and therefore can be improved. However PPP has contributed significantly to achieving Developmental goals of AMA. Respondents opined that PPP is important to the development of AMA.

In suggesting ways to promote PPP at AMA, Respondents stated that the bureaucratic process involved in approving PPP projects should be simplified. Also the time involved in the process of PPP should be reduced, Feasible and workable PPPs should be employed as well as creating more awareness of PPP.

The PPP mechanism or style that is most employed at AMA is Corporate Funding, thus the Private firm funds the startup of the partnership projects. This is advantageous to the Municipal Assembly because it is not cost involving and there is less risk to face.

5.3 Summary

More males work at the Accra Metropolitan Assembly and are between the ages of 30yrs to 50yrs. Most respondents are in the Procurement, Planning and Audit departments and hold mostly a First degree or HND/Diploma with Masters Holders. The average working experience is 1-10yrs.

All respondents know what PPP is and agree that PPP is employed at AMA quiet often. PPP is mostly employed in the area of Environmental cleaning contracts to Private firms. At other times it is employed in the area Road and Building construction and Revenue Collection. The General Assembly of AMA authorizes the process of PPP. The key challenge facing PPP at AMA is Bureaucracy. PPPs at AMA have not been at their best and therefore can be improved.

However PPP is important to AMA because it has contributed significantly to achieving Developmental goals of AMA.

PPP at AMA can be promoted by simplifying bureaucratic processes of PPP, the time involved in the process of PPP should be reduced, Feasible and workable PPPs should be employed as well as creating more awareness of PPP. The PPP style most employed at AMA is Corporate Funding.

5.4 Conclusion

PPP is employed at AMA quiet often and mostly in the area of Environmental cleaning contracts to Private firms. At other times in the area Road and Building construction or Revenue Collection. The General Assembly of AMA authorizes a PPP project. The key challenge facing PPP at AMA is Bureaucracy which creates a long bureaucratic process for PPPs. PPPs at AMA have not been at their best and therefore need to be improved. However PPP is important to AMA because it has contributed significantly to achieving Developmental goals of AMA.

PPP at AMA can be promoted by simplifying bureaucratic processes of PPP, also the time involved in the process of PPP should be reduced, feasible and workable PPPs should be employed as well as creating more awareness of PPP. The PPP style most employed at AMA is Corporate Funding.

5.5 Recommendations

Workshops and Seminars can be organized to educate staff in the management level of Accra Municipal Assembly on PPP and the most effective mechanisms that can be employed.

The bureaucratic process involved in approving PPP projects should be simplified in order to have more effective PPPs running to speed development.

Time involved in the process of PPP approvals should be minimized without compromising on scrutinizing the feasibility and efficiency of PPPs before they are commenced.

The Municipal Assembly should focus on attracting and employing more feasible and workable PPP projects that will immensely contribute to development and can be sustainable.



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- 1-5yrs 6-10yrs 11-15yrs 16-20yrs More than 20yrs

LEVEL OF AWARENESS AND WAYS TO PROMOTE PPP AT AMA

6. Do you know what Public Private Partnership is?

- Yes No

7. Is PPP employed at Accra Municipal Assembly?

- Yes No

8. How often is PPP approved or employed at AMA?

- Very Often Often Once a while Rarely

9. In what ways is PPP employed at AMA?

- Environmental cleaning contracts to Private Firms
 Roads and Building construction contracted to Private firms.
 If other, Specify.....

10. Who authorizes the process of PPP?

- The Mayor Board of Directors Assembly

CHALLENGES AND RECOMMENDATIONS TO PPP AT AMA

11. What are the challenges facing PPP at Accra Metropolitan Assembly?

- Insufficient Funds Little Awareness of PPP
 If other, Specify.....

12. How will you rate the effectiveness of PPPs that have taken place at AMA?

- Very Effective Effective Average Very Poor

13. Has Public Private Partnership contributed to achieving AMA developmental objectives?

- Yes No Somehow

14. Is PPP important to the development of AMA?

- Yes No

15. How can PPP be promoted at AMA

Please state;

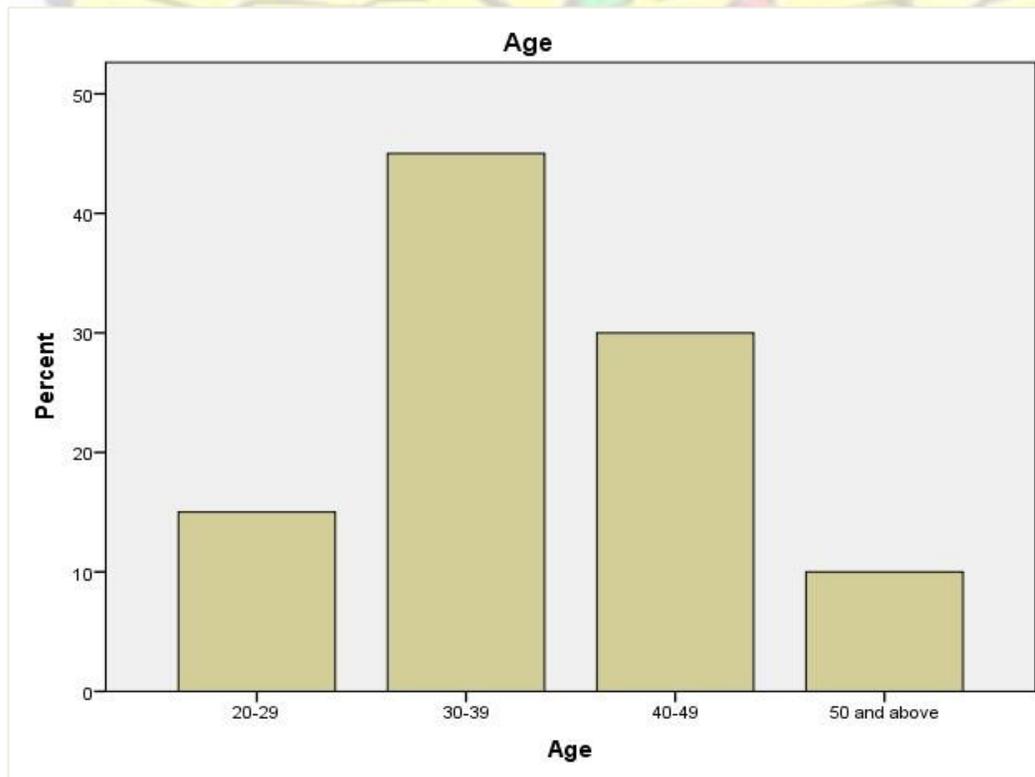
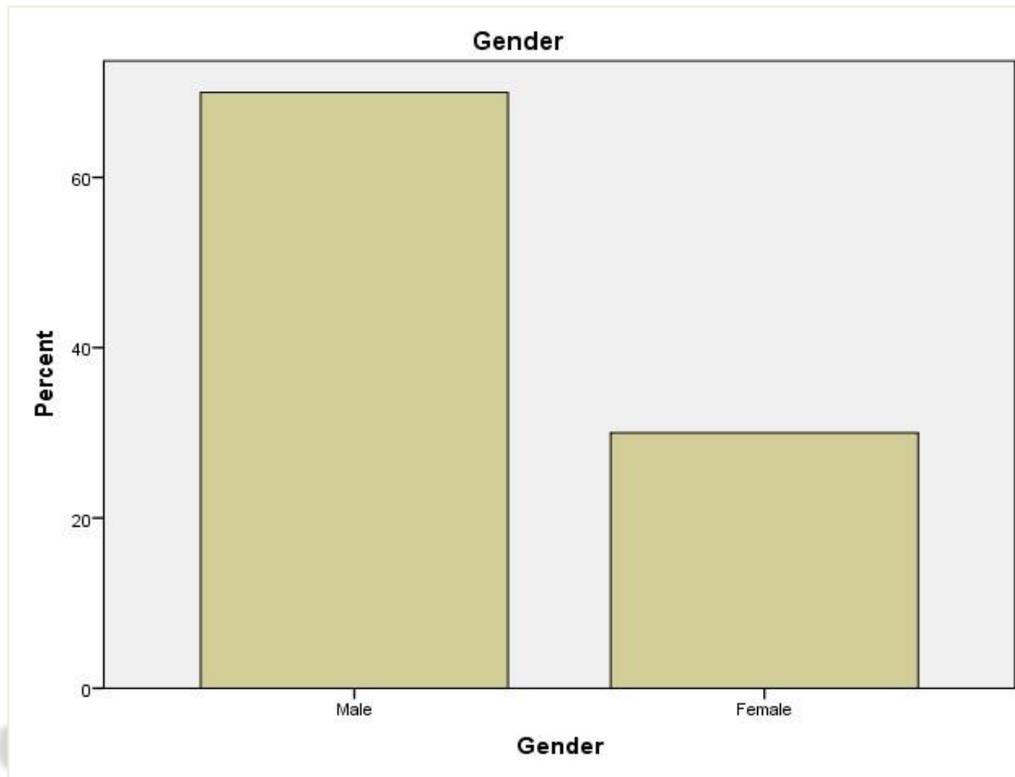
16. What type of PPP mechanisms does AMA employ?

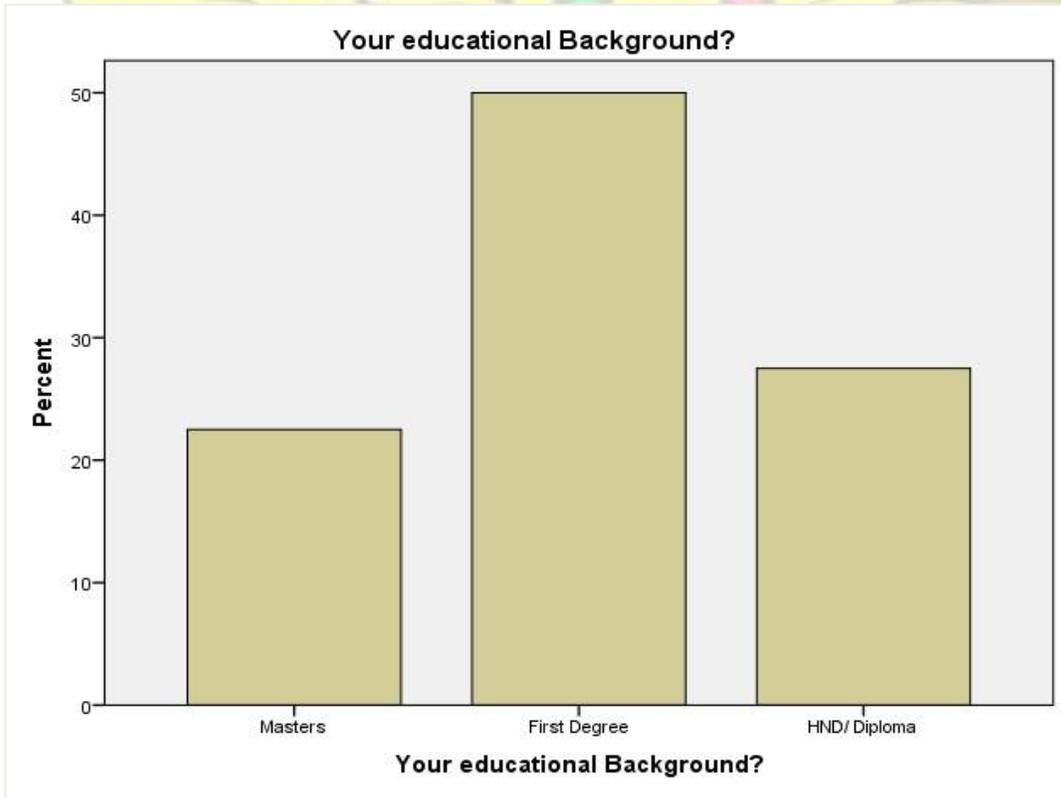
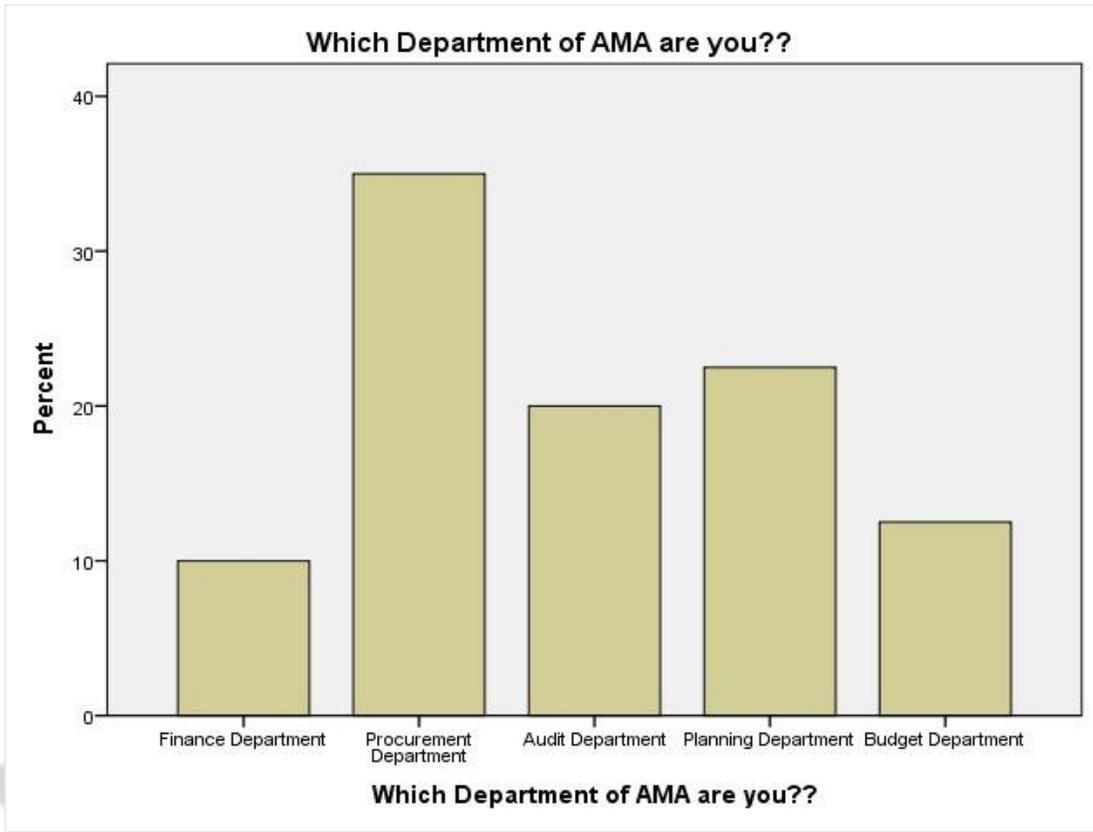
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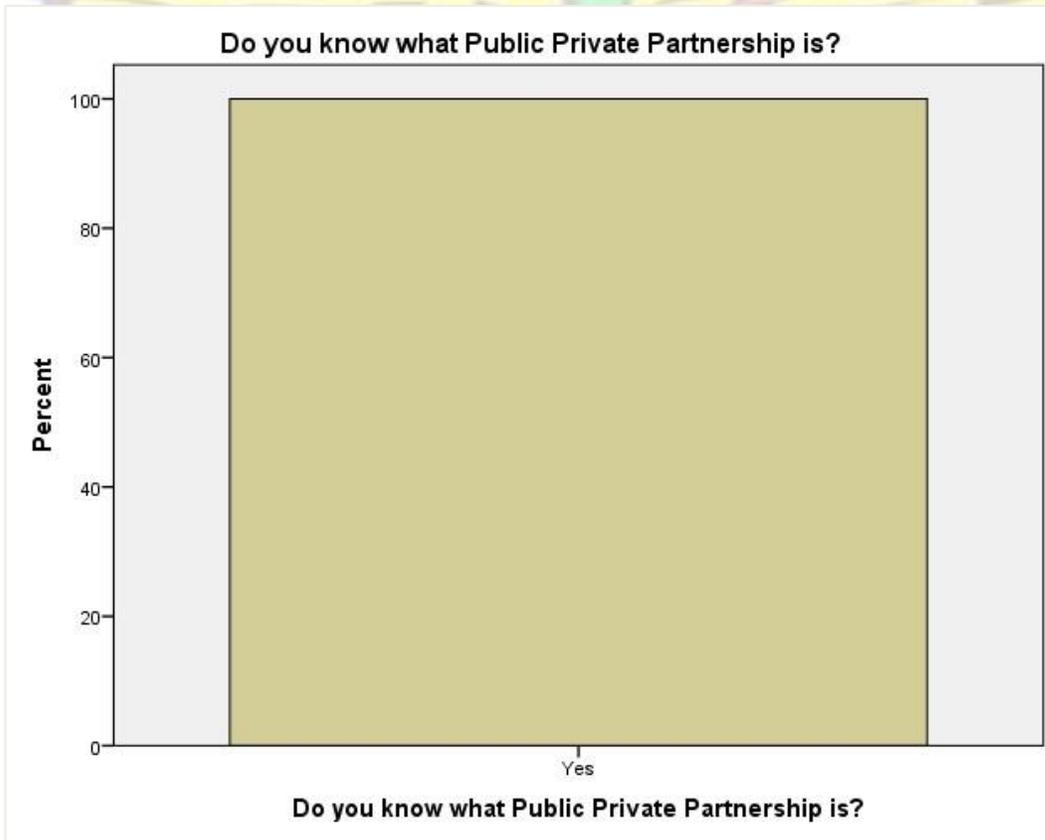
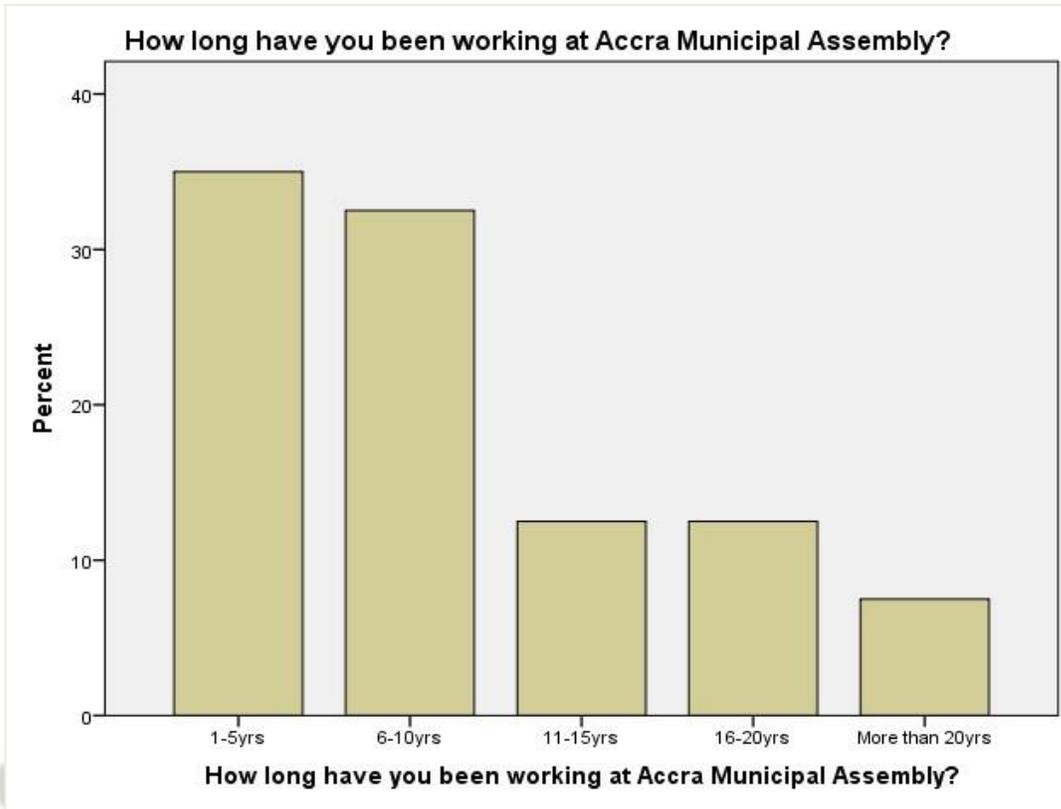
THANK YOU FOR COMPLETING THE QUESTIONNAIRE

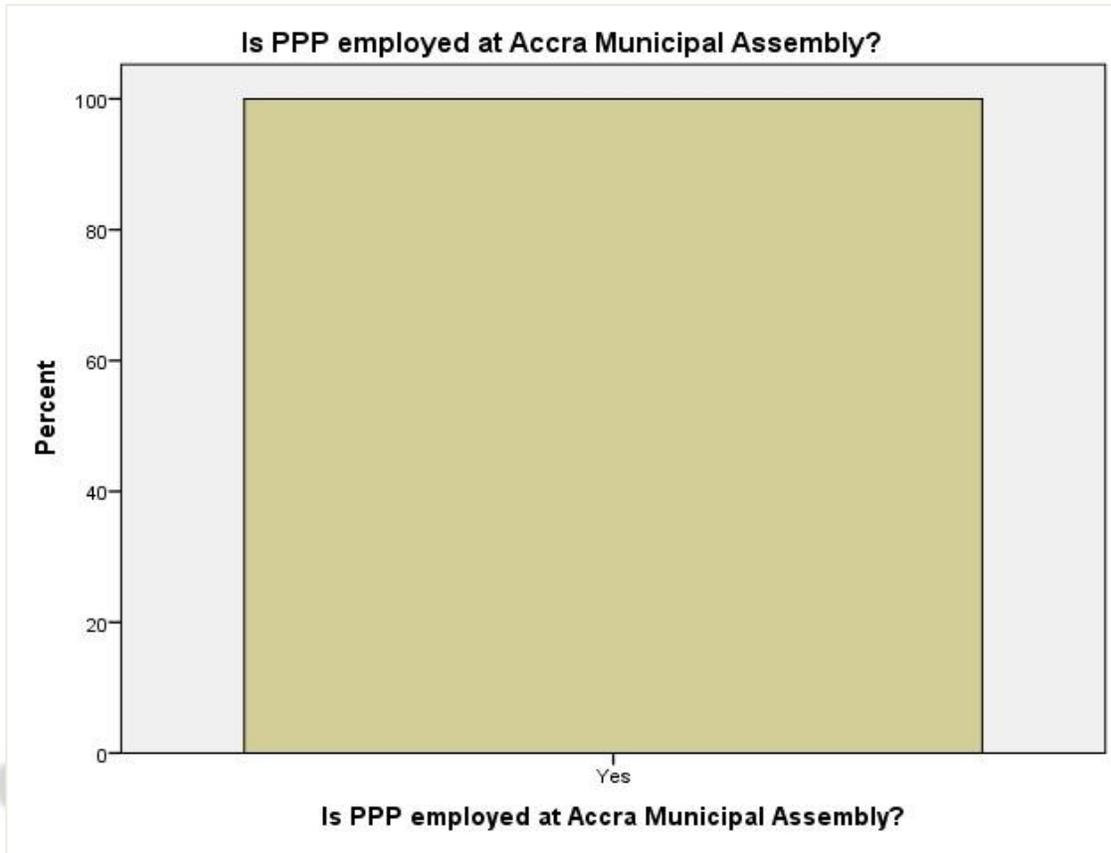


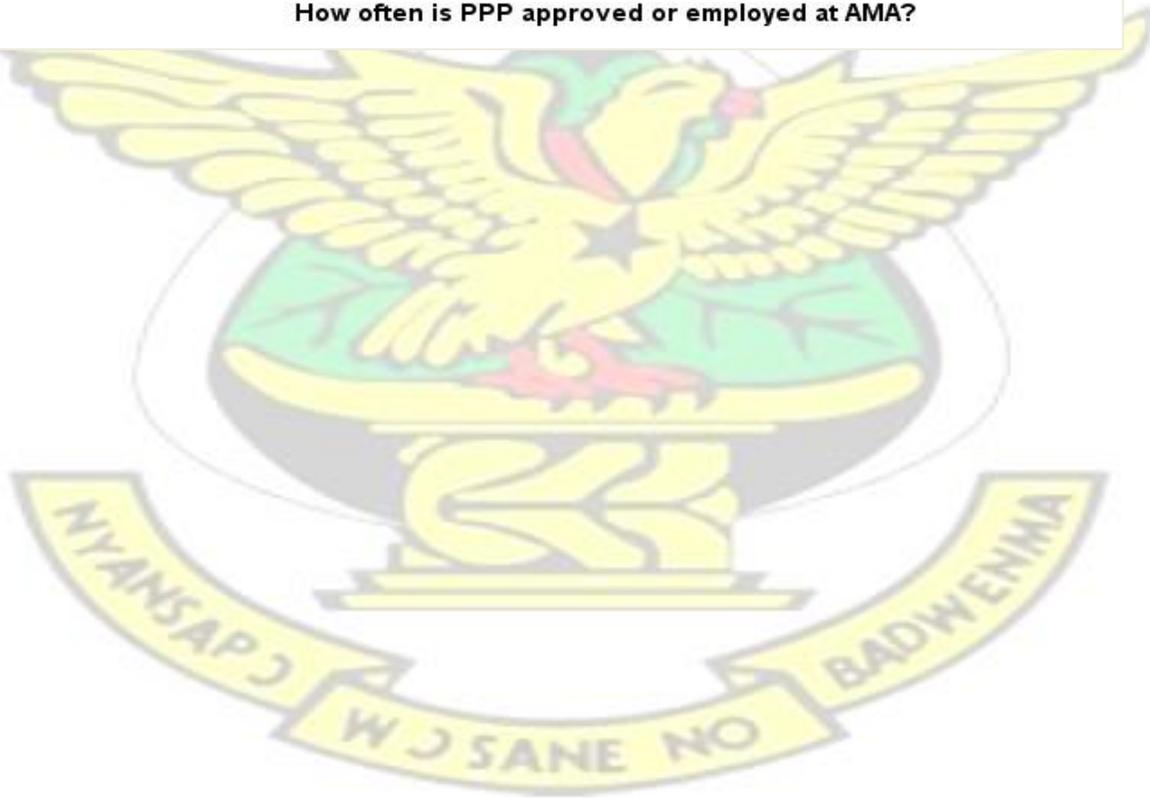
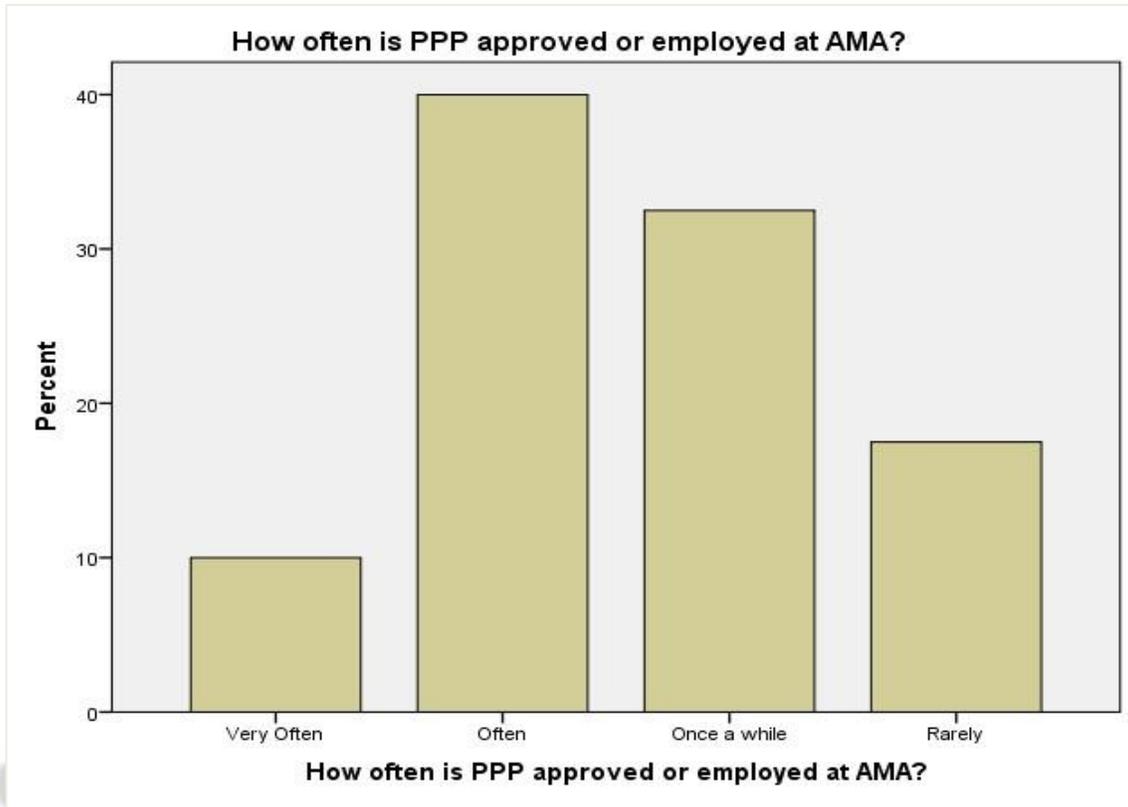
Bar Chart

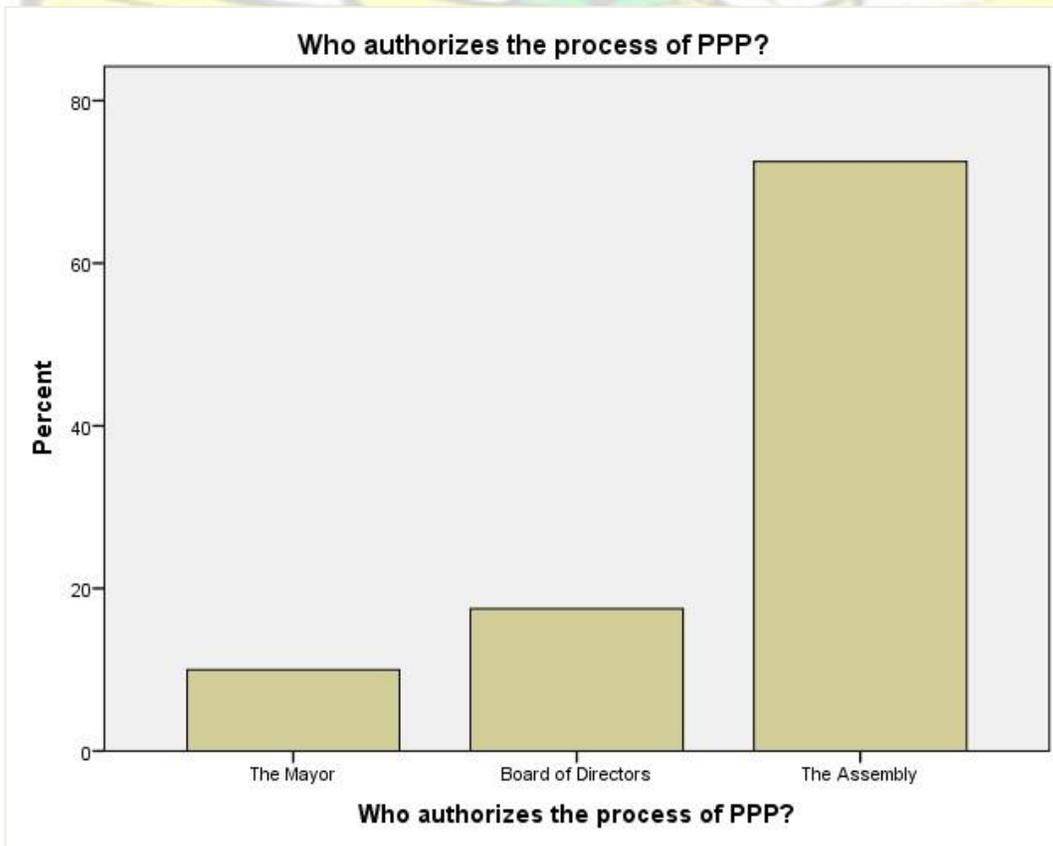
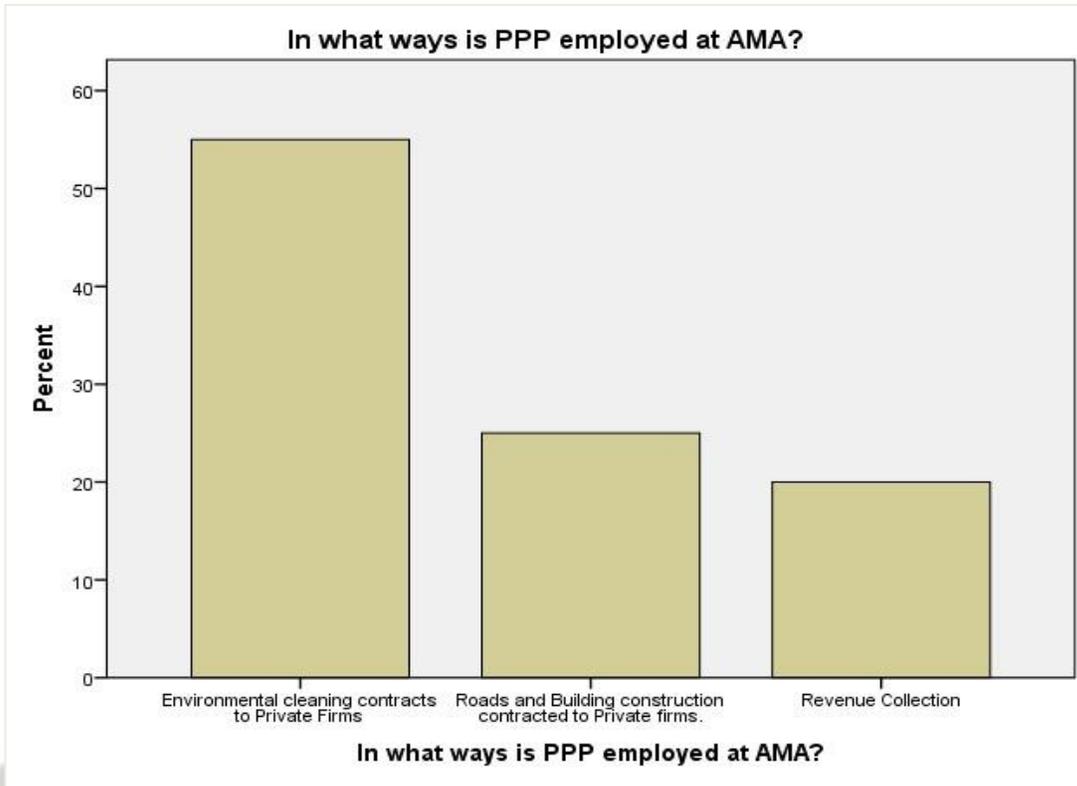


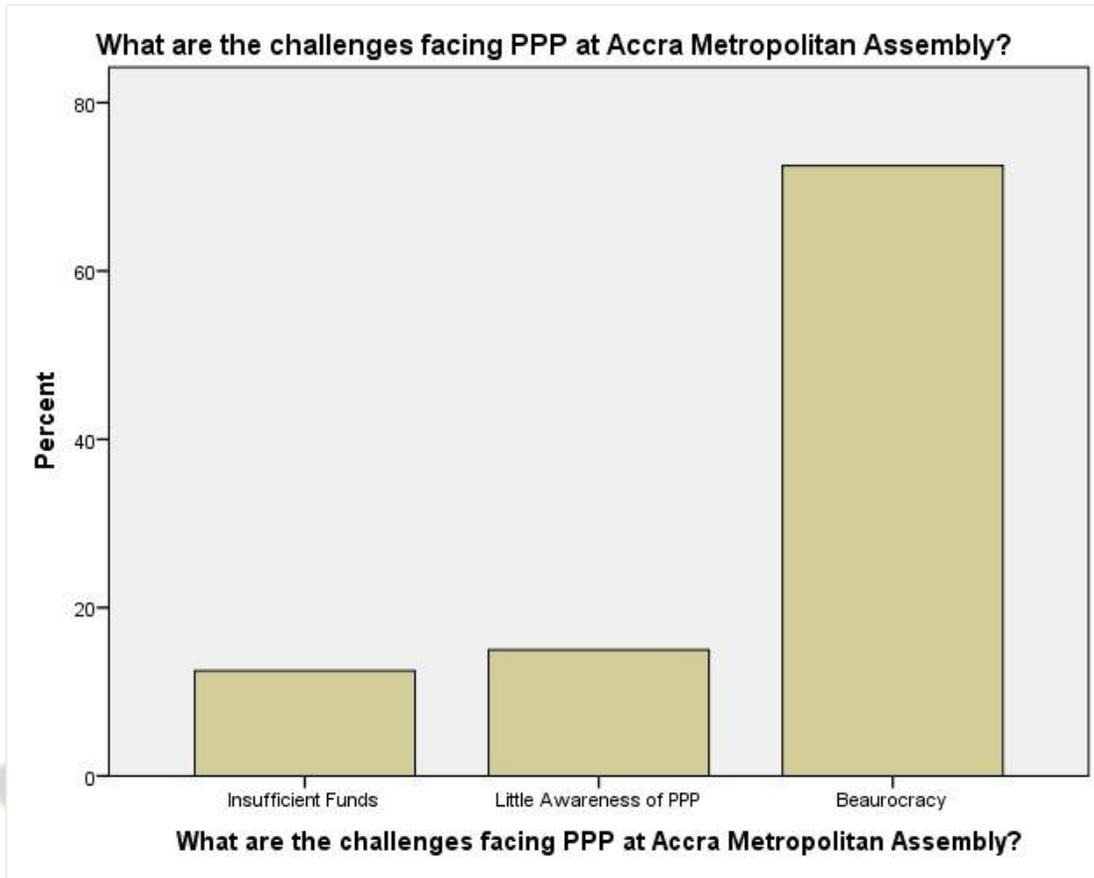




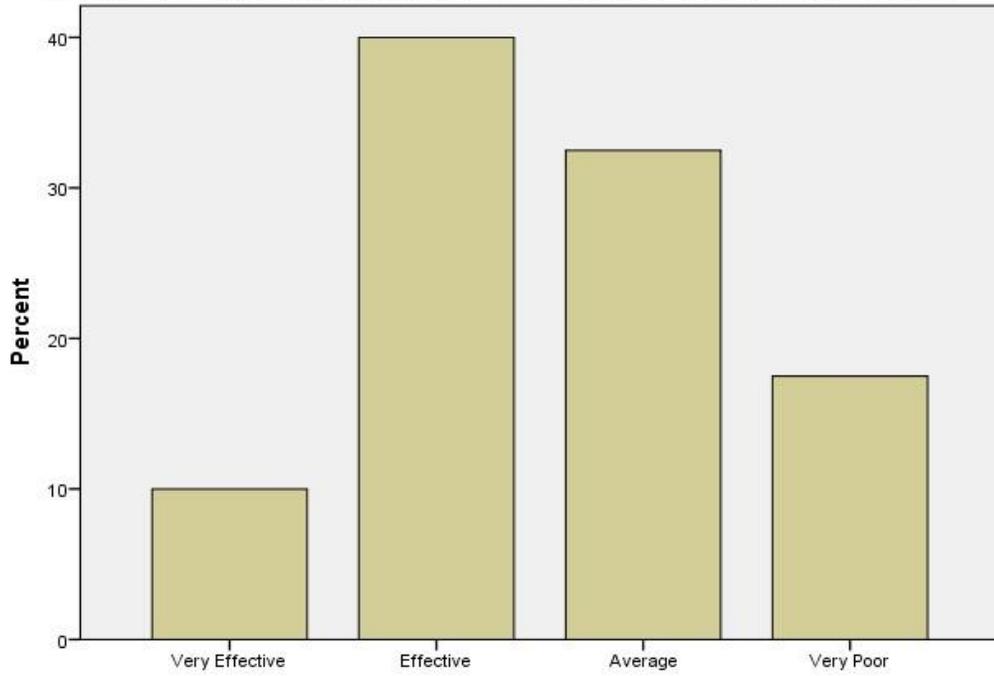








How will you rate the effectiveness of PPPs that have taken place at AMA?



How will you rate the effectiveness of PPPs that have taken place at AMA?

