

UNIVERSITY OF GHANA

**PUBLIC-PRIVATE PARTNERSHIP AND INFRASTRUCTURE DEVELOPMENT IN
ASUNAFO NORTH MUNICIPAL ASSEMBLY OF THE AHAFO REGION IN GHANA.**

BY

GALLEY ABRAHAM

(10081228)

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DECLARATION

I hereby declare that this research work is the outcome of my own research work and effort, except for identified quotations used and duly recognized references. To the best of my knowledge, none of the materials contained herein have been submitted in whole or in part for another degree at the University of Ghana or anywhere else.

.....

ABRAHAM GALLEY

(10081228)

.....

DATE

CERTIFICATION

I do certify that this thesis has been supervised in accordance with the University of Ghana's procedures.

.....

DR. THOMAS BUABENG

(SUPERVISOR)

.....

DATE

.....

DR. ALBERT AHENKAN

(SUPERVISOR)

.....

DATE

DEDICATION

First and foremost, I dedicated this work to the Almighty God, creator of heaven and earth, to my mother, Madam Edith Fansey, my uncle, Thomas Fansey and also to my siblings and friends.

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LIST OF ABBREVIATION

ADB	Asian Development Bank
ANMA	Asunafo North Municipal Assembly
CSO	Civil Society Organization
DACF	District Assembly Common Fund
DFID	Department for International Development
DMTDP	District Medium Term Development Plan
EPA	Environmental Protection Agency
EHSU	Environmental Health and Sanitation Unit
FC	Forestry Commission
GHG	Green House Gas
GHS	Ghana Health Service
GMA	Ghana Metrological Agency
GSGDA	Ghana Shared Growth Development Agenda
ILO	International Labor Organization
IMF	International Monetary Fund
IPCC	Inter-Governmental Panel on Climate Change

LADA	Local Assembly Development Agenda
LED	Local Economic Development
MCE	Municipal Chief Executive
MCE	Municipal Coordinating Director
MFO	Municipal Finance Officer
MPO	Municipal Planning Officer
MBI	Municipal Building Inspectorate
MBO	Municipal Budget Officer
MDA	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MEST	Ministry of Environment, Science and Technology
MOFEP	Ministry of Finance and Economic Planning
NADMO	National Disaster Management Organization
NDPC	National Development Planning Commission
NEPAD	New Partnership for Africa Development
NGO	Non-Governmental Organization
NRCD	Natural Resource Conservation Department
OECD	Organization of Economic Co-operation and Development

PPP Public-Private Partnership

PM Presiding Member

RCD Regional Coordinating Council

TCPD Town and Country Planning Department

UNDP United Nation Development Program

UNEP United Nation Environmental Program

UNFCCC United Nations Framework on Climate Change

ABSTRACT

The study sought to examine the use of public-private partnership in the provision of public infrastructure by the Asunafo North Municipal Assembly. The essence of public infrastructure in ensuring the socio-economic advancement of any country cannot be gainsaid. Despite this reality, available literature shows that there exists a very huge gap in the provision of public infrastructure globally, with developing countries feeling the effect the most. The search for a lasting solution to this problem led to some scholars and development partners recommending public-private partnership as the panacea or an antidote to the infrastructural problem being faced by many countries or government organizations. The implementation of PPP policies itself equally comes with certain issues that should be considered to ensure a successful implementation of the policy. The study adopted a qualitative approach and hence relied heavily on interviews to collect data from the field. Other secondary sources of data such as minutes, reports, development plans among others were extensively used. The rational actor model and the complexity of joint action theory as used by Pressman and Wildavsky were used to examine the findings from the field. The study found out that resource constraint is the basic reason why the Assembly entered into PPP agreements and BOT and BOO are the main forms of PPP being used by the Assembly. Lack of competitive bidding, prolonged operational periods by the private partners, access to relevant information, land issues, excessive bureaucratic systems among others are some of the challenges confronting the Assembly in its bid to adopt PPP in the provision of infrastructure.

CHAPTER ONE

1.0 Introduction

The very first chapter of the research presents a general outlook of the entire work. It states the background of the study, describes the problem statement, objectives of the study, research questions and the significance of the study. It also provides the scope and limitations of the study, the definition of key terms, organization of the study and concludes with a brief profile on the location for the study which is the Asunafo North Municipal Assembly in the newly created Ahafo Region of Ghana.

1.1 Background

The study explored the adoption of public-private partnership (PPP) in providing public infrastructure in local governments in general terms, and in particular the Asunafo North Municipal Assembly, located within the Ahafo Region of Ghana. The main focus of the study was to identify various reasons for using PPP to provide public infrastructure in the Asunafo North Municipal Assembly, and also find the key challenges facing the Assembly in its quest to use PPP to provide infrastructure for the benefit of its citizenry.

The concept of Public-Private Partnership (PPP) is very broad in scope. Its definition varies from writer to writer and also from one context to the other. In line with this, there seems to be no one authoritative universal or general definition of PPP that captures the various forms of PPP wherever they may be found. This assertion was acknowledged by Chan et al. (2006), when they made mention of the fact that PPP has been defined by various actors and the definitions, they provide vary from one country to another, and also from one scholar or writer to another. In spite of this however, various researchers have attempted to provide a generic definition to public-private partnerships. PPP was explained by them to mean a long duration time of agreement

between a private entity and a government or public agency, which elapse usually for twenty-five (25) to thirty (30) years. This relationship leads to the provision of a public investment that generates more value for money compared to the traditional methods of procurement through private sub-contracting and risk-sharing, while still allowing for public control of projects (Akintoye et al., 2016; Bovaird, 2004; Zaato and Hudon, 2015).

From the foregoing, one can infer that PPPs are not simply considered as just merely allowing the private sector or private individual to build a public infrastructural asset or provide a public service to a government institution. According to Sciulli (2008), it involves the private sector or private individual providing essential facilities or service deliveries to the general public for which the government or public is ultimately responsible for. Hodges and Greve (2007,2009), also noted that there are different forms and styles of public-private partnerships (PPPs).

The common forms of PPP, however, are long-term infrastructural contracts. Normally, this type of infrastructural contracts includes agreements that give the private sector the opportunity to design, construct, finance, and maintain a public infrastructure or facility intended for public use. More often than not, a special purpose vehicle (SPV) shareholders company is set to handle the infrastructure project and is mostly responsible for collecting funds either through debt or equity; and funds could be raised from financial institutions, individuals, and the state (Sabry, 2015).

Governments globally have come to appreciate the partnership with the private sector in providing public goods and services, previously regarded as the primary responsibility of governments (public sector), as a means of speeding up development activities in their different countries. Reasons such as rapid population growth resulting in an increase in demand for these public facilities coupled with budget deficits faced by governments globally among many others, leave

governments of the world with no option than to explore the opportunity of partnering with the private sector in the supply of these infrastructural needs through PPP.

Public-Private-Partnership is one of the major mechanisms that most governments adopt in solving the problems of inadequate infrastructure. Shakirova (2017), noted that most governments around the world remain interested in PPP as a medium of leveraging private sector resources and expertise to carry out highly important public works and service projects. Here, the inadequacy of resource on the part of government explains why governments resort to PPP. International financial institutions such as the World Bank (WB) and the International Monetary Fund (IMF) along with other development partners and donor agencies like the European Union (EU), have also adopted the PPP concept and used it as the panacea for developing countries' infrastructural development on various platforms.

In spite of the numerous potential advantages that PPP arrangements offer by bridging the infrastructure supply gap, there seems to be a slow pace to the use of the policy in some developing countries of which Ghana is not an exception. The developed regions of the world seem to have used more PPPs in providing various forms of infrastructure as compared to the less developed regions of the world. This calls for a concern due to the fact that the gaps in the provision of infrastructure are mostly felt in the least developed regions of the world. It seems the partners are mostly skeptical and a little reluctant when it comes to entering into such agreements in the developing regions of the world.

This assumption was proved by Dyke and Jones (2016) when they argued that general observations by scholars revealed that Africa's involvement in PPP has historically been very limited compared to the other parts of the world. Nevertheless, African governments, like many other public institutions, are now more in need of infrastructure development to support the continents'

population growth and demand from emerging countries for their numerous commodities (Dykes & Jones, 2016).

In the case of Ghana for instance, even though pockets of engagements between the public sector and the private sector were ongoing, it was not until June 2016 that a more general comprehensive policy document was framed by the government to guide the implementation of PPP agreements in the country. It appears that the fear of the risks involve for the various partners could probably account for this reason. It is in this light that this research work was carried out to find out more about the adoption of PPP in the provision of infrastructure in the Asunafo North Municipal Assembly.

The literature available reveals that PPP dates back to 2000 years ago in the Roman Empire, where the Roman legions developed networks of postal stations to accompany the vast expansions of the railway system. These postal stations were very small communities found mostly around, among others, stables, warehouses, workshops and hotels. Although these traditionally were public services, private individuals partnering with the state built and managed the postal stations (World Bank, 2009). Besides this, concessions which were thought of as the most common and earliest forms of public-private partnerships globally, where the private sector operates exclusively, maintains and implements infrastructure development or provides certain general economic interest services on behalf of the state dates as far back as thousands of years ago. In the Roman Empire, for instance, these concessions served as legal instruments for road constructions, public baths and the running of markets among others (Jomo et al, 2016). From the above, it becomes clear that partnership between the state/public and private sector in the provision of various forms of public goods and services for the mutual benefit of both parties is indeed an ancient activity.

While PPP practice has been around for a very long time, however, the word ‘private-public partnership’ in itself or PPP in its short form was formed and made popular only during the 1970s, when neo-liberal concepts began questioning the previously dominant Keynesian paradigm and the state’s role in the context of poor economic performance. Instead of blaming the poor economic performance as of then on market failures and inadequacies, the government was blamed for the failure or inefficiency. This development led to the emergence, among other things, of new ideas like New Public Management (NPM) which became the new vogue. In this context, PPPs were frequently invoked as alternatives to bureaucratic public services and inefficient state-owned businesses, often for the promotion of privatization (Cavelty and Sute 2009).

Again, it has been observed that partnership in the of provision of public goods and services for the use of the general public, between the public and the private sector was a major way to reduce the role of the state. It was argued that this would ultimately improve efficiency in the provision of public administration and service (Savas 1982). Another major historical event that impacted greatly on the adoption of PPP by nation states was the advent of the industrial era in Europe during the 19th century which led to massive industrialization and urbanization. This came with its own expansions of public networks in transport, water supply, railways, markets, among others. The creation of railways in Europe around this time took place under concessions, which is a form of public-private partnership. However, this trend was reversed in the 20th century when wars increased the role of the state. To avoid the financial vulnerability of traditionally very long-term procurements, the notion of state-owned was born. As a result of this latter development, after the Second World War public infrastructure was mainly built by the state (Toolkit for Public-Private Partnerships in Roads and Highways).

The need however to fund cost intensive infrastructural contracts and the need for innovation in the private sector innovation in the design and management of public sector infrastructure and public sector facilities such as roads, bridges, airports, markets among others has precipitated a new global movement towards public-private partnership ventures in various fields. The high demand for infrastructural development in developing countries, alongside the pressure on national governments' budgets is increasingly encouraging governments to use the private sector to invest in public infrastructure projects (Alshawi 2009). This it is assumed will eventually help alleviate the budget constraint problems of central governments as is being witnessed in most countries that have a well-designed public-private partnership policy and are implementing the same such as Malaysia, South Africa, among others.

It was recognized during the Third International Conference on Financing for Development (Addis Ababa, 13-16 July 2015), dubbed the Addis Ababa Action Agenda (AAAA) that both public and private investments play a major role in providing the source of finance infrastructural development through public-private partnerships. The Conference again highlighted the need to build the capacity to venture into public-private partnership agreements, while emphasizing the need for fair risk sharing and accountability. The AAAA conference eventually raised the concern for both sectors to be very careful in an attempt to design and implement PPPs in order to avoid the past pitfalls, particularly with regards to the challenges of implementing the ambitious 2030 Agenda for Sustainable Development. The AAAA also highlighted public-private partnerships as a potential source for infrastructure investments (Jomo et al, 2016). It stands to conclude from this therefore that there are challenges that come with PPP implementation and hence the need for conscious efforts to be put in place to help surmount these challenges for the success of PPP.

In their stride to develop their economies, African countries cannot be left with the excuse of not helping provide infrastructure for their citizens. This notwithstanding, there exists a huge gap or deficit in infrastructure in most African countries. With an established relationship between infrastructure and economic development from previous researches that have been conducted, it stands to reason therefore that the huge deficit in infrastructure in some African countries may account for the underdevelopment of these countries. In spite of this, governments of most of these countries are faced with budget constraints and hence unable to fill these gaps in infrastructure development. The story of Ghana has not been different from the trend that has been observed so far. It has been estimated that the country in its bid to address the deficit in infrastructure development would require a sustained expenditure of at least US \$ 1.5 billion per annum for the provision of infrastructure alone for a sustained period of ten (10) years between 2011 – 2021 (Ghana National Policy on PPP, 2011).

It stands to reason therefore that the huge burden on government budgets in Africa coupled with the huge deficit in providing infrastructural investment and other social facilities needed by the public required a paradigm shift in the over-reliance on the state as the sole provider or primary provider of public infrastructure as has used to be the case. The desire to partner the private sector in this regard becomes inevitable for most African Governments including Ghana, who developed a comprehensive policy document on the public-private partnerships in 2011 to chart the way forward in this regard (Ghana National Policy on PPP, 2011). Literature available has made it clear that government or the public sector alone cannot collect all the necessary resources, including finance and expertise, to provide peoples' infrastructural needs, and hence private sector involvement is not only desirable but a necessity (Capital, 2010).

1.2 Problem Statement

Various studies have come out to show that there exists some sort of relationship between the provision of infrastructural development and economic growth in many countries around the world. Abdul G. et al. (2013), for instance, noted that the possible growth and development of a nation or a people depends heavily on the presence of certain basic public infrastructure and services. This implies that the absence or the inadequacy of these public facilities or infrastructure will have adverse developmental effects on the development of such nations. They further noted that despite the established positive link between infrastructure availability and the total economic development of a country, most countries in the developing world and in Africa for that matter are yet to achieve the provision of adequate infrastructure to support economic growth (Abdul Ganiyu et al. 2013). Factors such as rapid population growth and lack of capital, among others, on the part of these developing countries have been identified as contributing to the deficit in the provision of infrastructure facilities in these countries. Data available revealed that most of these developing countries that do have huge gaps in infrastructure provision equally seem to be faced with budget deficits which makes it very difficult for the central governments of these countries to mobilize their own resources for the provision of these infrastructural facilities or services. In addition, there seems to be a persistent increase in demand for these infrastructural facilities owing to rapid population growth being witnessed by these developing countries of the world.

Eziyi and Egidario (2012), noted that eventually, there has been established a general consensus among experts in housing and some policymakers that there are inadequate resources for central governments to single- handily address the growing housing and other infrastructural challenges in many developing countries and hence the need for a shift in paradigm from government's provision of these facilities to various kinds of partnerships between the public and private sector

has been advocated. Rogerson C. (2010), confirms this development by explaining that partnerships between the public sector and the private sector are mostly considered to be very important for successful local economic development planning. In an attempt to find lasting solutions to the infrastructural gaps in many countries, PPP has been recommended by some development partners and scholars as the panacea to filling these infrastructural gaps in less developed countries of the world.

Through decentralization, central governments have ceded most of their authority and resources to local units at the periphery. As a result, the provision of these huge infrastructural needs that are in deficit in many developing countries has become the responsibility of local governments to meet the developmental aspirations of the citizenry. In line with the decentralization policy of Ghana as espoused in the Local Governance Act, Act 936 of the 1992 Constitution of Ghana, Metropolitan/Municipal and District Assemblies (MMDAs) are the main institutions responsible for the provision of public infrastructure and services to the citizenry. The Act among other things, enjoins the Assembly to be responsible for the general or total development of the area and also initiate programmes for the development of basic infrastructure. The provision of school infrastructure, hospitals, lorry parks, markets, roads, electrification, water, and sanitation among others all fall within the scope of the mandate of the local Assembly. The Central Government, on the other hand, provides the developmental framework within which the provision of these basic infrastructure need is provided (Local Government Act 936).

Considering the high demands for these public infrastructures coupled with the meagre resources of the Assembly, the Asunafo North Municipal Assembly has to find alternative means of delivering on its core mandate of development of the municipality through the provision of public infrastructure and other services. The various forms of funds available to the local authorities

which include the District Assembly's Common Fund and the Assembly's own locally mobilized resources otherwise called Internally Generated Funds (IGF), among others, are woefully inadequate, due to the Assembly's inability to collect more revenue from the citizenry living within its jurisdiction. This puts the Assembly in a difficult position in its bid to help meet the infrastructure needs of the citizens at the local level. From the aforementioned, it is evident that the Asunafo North Municipal Assembly cannot solely rely on its own resources to bring about infrastructural development to the people. The need hence arises for other alternative sources such as partnering with the private sector which the Assembly have embraced and have since entered into several of such agreements with various entities from the private sector. There however seems to be certain bottlenecks militating against the Assembly's quest in using PPP to procure public infrastructure for its citizenry. The study is hence designed to look at the whole processes of the Assembly's adoption of PPP in the provision of public infrastructure, identify the challenges if they really exist and make recommendations for a successful implementation of PPP in the municipality.

More so, in spite of the role PPP plays in helping bridge the gap in infrastructure provision, not much research work has been done especially at the various local government levels to identify the key issues pertaining to the implementation of public-private partnership projects so as to ensure its success and sustainability at the local level. Osei-Kyei and Chan (2017), observed in a similar study that even though some work has been done on the proper implementation of public-private partnerships, exclusive attention to find out about the main objectives that draw private investments in developing countries' public-private partnership markets systems have not been extensively researched. They again observed that previous empirical research has been observed to mostly adopt research techniques that are most conducive for regions in the developed world

without enough consideration to developing countries including Ghana. This tends to suggest therefore that there equally exists a gap in the literature with respect to developing countries in this regard. A research study in this direction to address this situation and help fill in this gap in the literature is a welcomed idea. This research, therefore, seeks to identify the key factors regarding the use of PPP in the provision of public infrastructure at the local level.

1.3 Objectives of the study

The study examined the adoption of public-private partnership (PPP) in providing public infrastructure in local governments with specific reference to the Asunafo North Municipal Assembly of the Ahafo Region in Ghana.

The objectives of the study include:

1. Find the reasons why the Assembly adopted PPP in providing public infrastructure
2. Identify the various types of PPP in Asunafo North
3. Find out the key challenges confronting the Assembly in the adoption of PPP in local infrastructure development
4. The way forward in helping improve the use of PPP for local infrastructure development

1.4 Research Questions

1. Which reasons propel the Assembly to use PPP in the provision of public infrastructure?
2. What are the types of PPP models engaged in by the Assembly?
3. What challenges confront the Assembly in the implementation of PPP?
4. Which measures if adopted will help bring about improvement in the use of PPP by the Assembly?

1.5 Justification and relevance of the study

As indicated earlier, previous research works reveal that there exists a linkage in the availability of public infrastructure and socio-economic development globally. The gap in providing these public infrastructural facilities could hence be regarded as a threat to the socio-economic development of any nation or country. The very expensive nature of these public infrastructural facilities coupled with the huge budget deficits engulfing public institutions and nations for that matter makes the provision of these infrastructural facilities become a challenge for public institutions and governments for that matter. Huge investments are needed to provide these facilities in the face of restrictions on the public purse as well.

Public Administration concerns itself mostly with the core mandate of effective formulation, implementation, and evaluation of public policies. The research is important to the field of Public Administration in that first and foremost, it adds to the pool of knowledge or information that is already available on the usage of public-private partnership to procure public infrastructure which could help in theory building in the area of public administration. The study again provides recommendations and guidelines to public officials who are responsible for public policy formulation and implementation on measures to set up to ensure success in the public policy of using PPP to procure public infrastructure for the citizenry.

1.6. Significance of the study

This work is very helpful for various reasons. The Asunafo North Municipal Assembly has a lot of potentials for development but these potentials are being underutilized due to the none availability of the needed resources irrespective of the developmental needs of the municipality. However, the district has not been able to effectively appeal to private entities to come on board

and explore the potentials of the municipality. Despite the rising demand for public-private infrastructure as a result of increasing demand for infrastructure, developing countries around the world have failed to attract more private investment to their countries (Osei-Kyei& Chan, 2017). The study hence provides more insight into the role of partnership between the public and private sectors in local government infrastructure development. The various prospects of public-private partnership in Asunafo North Municipality is identified to serve as a helpful guide for future policy decision making in line with the economic development of the municipality. Last but not the least, findings from the research will help complement the existing pool of literature available on the contribution of PPP in the provision of infrastructure in local government economies. More so, this study could not have arrived at a better time where there are a lot of potentially qualified private sector organizations knocking on the doors of most local assemblies to partner them in various areas of internal revenue mobilization, infrastructural construction, service delivery among others to help develop their local economies.

1.7 Scope and Limitations of the Study

The lack of time and other constraints of resources such as finance and inadequate access to data has led to the researcher limiting the research scope to the Asunafo North Municipal Assembly alone as the only single case that has been studied. The researcher would have loved to have more case studies done in different areas to observe the trend but for time and other resource limitations. This will limit the research in the sense that with a single case study, it becomes very difficult for the researcher to make generalizations of findings beyond the reach of the study. In spite of this, the research will provide more insight into the determining factors that attract public-private partnership or otherwise in the provision of local level infrastructure in the study area and other

local government economies that have the same socio-economic and geographical features or conditions as that of Asunafo North Municipality.

1.8 Definition of Terms

1.8.1 Public-Private Partnership (PPP)

PPP has been variously defined by different writers within different context. The various definitions suggested vary from one country to the other, and also from one situation to the other (Chan et al.2006). I must hasten, however, to indicate that despite the varying definitions of the concept, there exist some similar features in various jurisdictions. In the Ghanaian context, PPPs have been defined to mean those kinds of contract agreements entered into by a public entity and a private sector party, which has clear regulations on shared objectives for the provision of traditionally public-sector public infrastructure and services (MOFEP 2011). Three clear features stand out from this definition which includes: the notion of a contract between the two entities, sector, the concept of sharing of responsibilities and risk, and finally, the private sector executes a public function which traditionally is deemed to be a public function. This is the definition the study largely relied on. This is because it is comprehensive and provides the key features of a PPP agreement as well. It identified the stakeholders in the agreement and the various roles that is expected to be played by each of the various actors.

1.8.2 Local Government

Local government can be defined as government at the Local Level which enables the local people and residents to govern themselves, take initiative and manage their own resources both material and human for development. By extension, there is the transfer or devolution of power, authority, and resources from the government at the central level to the local government to enable it to carry out its core mandate of provision of goods and services to the citizenry.

Local governments are regarded as subordinate territorial units that owe their creation and existence to the state and that derive their powers from general laws made by that state.

1.8.3 Local Economy

With regards to this study, the local economy is explained to mean the entire economic system and range of economic activity in a local area, which in this case is the Asunafo North Municipality, which serves the local population.

1.8.4 Infrastructure

Infrastructure mostly refers to the basic services to industry and households. Typically, there exist two basic types of infrastructure which include economic infrastructure and social infrastructure. Okumagba (2008), refers to the former (economic infrastructure) as those types of infrastructure that is made up of public amenities such as power, supply of potable water, management of waste among others and the latter (social infrastructure) includes health care delivery systems and educational facilities among others.

Gramlich, (1994), also defines infrastructure as having to do with those tangible or material capital stock owned by the public sector. This definition, however, is limited since some of these stocks are owned by the private sector as well. In an attempt to provide a better definition of the concept, Argy et al., (1999), identified economic and social infrastructure. With each of these two types of infrastructure identified, they further classify them as soft or hard infrastructure. By economic infrastructure they refer to those facilities that are considered to provide key intermediate services for business and industry to enhance productivity. Hard economic facilities include roads, electricity, railways, market complexes among others and soft economic facilities include technology transfer, vocational training, financial facilities for businesses among others

The provision of households with basic services however falls within the domain of social infrastructure. Its basic goal is to enhance the quality of life and welfare of the people. Hard social facilities include hospitals, educational facilities, water facilities, sewage systems housing, prisons among others. The soft social infrastructure, however, includes social security systems, community services, care institutions, environmental protection agencies, among others.

In relation to this study, the focus is on the hard-economic infrastructure and the hard-social infrastructure. With this in mind, I define infrastructure to include all those basic physical and organizational structures and facilities necessary for the operation of a society or an enterprise. This includes buildings, roads, power supply among others. However, the focus of the study will be on just the market stalls and toilet facilities, which are the two main areas in which the Assembly partners with the private sector.

1.8.5 Partnership

Partnership here is defined to mean the relationship between two or more people or groups, who have come together to undertake a common activity for mutual benefits.

1.8.6 Private Sector

The private sector comprises all business enterprises or entities that are not owned by the government. These entities or companies are owned by private individuals

1.8.7 Public Sector

Businesses and enterprises including schools and hospitals, among others, that are government owned and controlled by the government.

1.9 Study Organization

The study consists of five main chapters. Chapter One addresses the study's general background. It also includes the problem statement, the study's objectives, research questions, the study's

significance, the study's scope and limitations, the definition of key terms and concepts among others. Chapter two comprises of the review of some existing literature and theoretical frameworks within which the study was situated. The next chapter, chapter three focuses mainly on the research methodology, including an introduction, research paradigm, research method, unit of analysis, data management, ethical consideration and experience from the field. The data analysis and discussion of findings from the field on the topic form part of chapter four. The final part, chapter five is made up of a brief summary, conclusion, and recommendation of the study.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter presents a general examination of relevant works and conceptual literature on the subject matter under review. It focuses mainly on providing a general overview and an appreciation of the concept of PPP, its features and the various types of PPPs that we have. It again looked at the justification for PPP. PPP in local government in Ghana among other things. The latter part of the chapter looked at the conceptual framework within which the entire studies was situated.

2.1 Understanding Public-Private Partnership

Public-Private Partnerships differ in scope and structure from place to place and have undergone significant transformation over the years. Due to this, there seems to be no general agreement on a particular definition of the PPP concept. In view of this, various definitions have been provided by various writers. In spite of this, the concept is mostly seen as a contract or a public agency arrangement with a private entity that is aimed at providing certain public services or goods.

Savas (2005), attempts to define the concept by stating that public-private partnership is an agreement whereby, on one hand, a government body or institution and, on the other hand, a private entity, for commercial or for non-commercial purposes, carry out or engage in a generally public activity. This implies that this kind of relationship mostly involves an agency of both the public and private sectors and is created to build mostly large capital-intensive civic redevelopment projects. More often than not, private capital and management of infrastructure and capital costs

design, construction, maintenance and long-term operation are the characteristics of such undertakings or projects, together with the possibility of public ownership.

Ismail (2013), also viewed PPP as a public sector procurement tool or mechanism enabling the government or a public agency to engage in private sector or entity engagement. Here again the public sector transfers some level of responsibility to the private sector, to enable the private sector provide certain public facilities or services and the service provided is public in nature.

Capital (2010), explained PPP as a sustainable effort between the public sector and the private sector or entity where both partners contribute various resources (either human or capital) that are required to attain a common objective agreed on by both parties.

The final definition of the concept to be looked at under this section is one provided by the World Bank (WB). Here, PPP is seen as an innovative instrument or means which is used by a public institution to involve a private organization that mainly brings capital or its advantage of delivering projects on time and on budget. The public sector here, however, maintains the responsibility to provide these services to the public in a manner that benefits the public and contributes to economic development and quality of life improvement (WB, 2010). The main issues that are clarified from the World Bank definition first and foremost is that the capital in this instance is provided by the private sector. Also, timelines in project or service delivery is key in the definition and finally, the said project or service should lead to an improvement in the quality of life of the people who are the beneficiaries. From the various definitions observed, on the whole, it holds that PPPs have to do with a public sector having a collaboration with the private sector to help provide a general public infrastructure or service, primarily believed to be the responsibility of the public sector.

According to Alfen et al. (2009), this type of agreement enables the private organization to have and maintain control over the investment over a specified period of time, which is normally

sufficiently long enough to give the private entity or sector the opportunity to recover its construction and maintenance costs by means of user fees or other means before handing the facility over to the public organization.

The notion of the public sector partnering with the private sector in providing public goods and services has been around from time immemorial. Toll roads and bridges constructed by private firms have been in operation since antiquity. Darrin and Mervyn (2004), indicated that by the eighteenth and nineteenth centuries alone, nearly 2500 private enterprises had been engaged and went into agreement to develop private turnpikes. As far back as the seventeenth century in France, PPP was used to procure public infrastructure and services. The French concession model, for instance, was pioneered and used to finance, among others, major public infrastructure projects such as railways, water systems, and electricity among others, around this time.

During the post war periods, however, governments have been at the forefront in the provision of infrastructure. In recent times, the last few decades, have once again started witnessing a changing trend in the state's responsibility in the provision of infrastructure. Here again, Darrin and Mervyn (2004) noted that budgetary stringencies that came with the need to expand and improve public facilities and services have prompted governments to turn to the private sector to leverage private finance and improve value for money. Also, the changing attitude towards providing public service, the dissatisfaction of the model of project financing in recent times has led to PPP regrowth.

All these confirm the notion that financing of public infrastructural projects with private funds and some other forms of contracts such as concessions among others, which more often than not are regarded as PPP have been in existence and has been used by nations since time immemorial. However, conscious efforts by governments to use PPP to provide public infrastructural projects

arose as part of a broader privatization strategy, particularly in the 1970s in Chile (Estache, 2005) and in the 1980s in the United Kingdom (Sadka, 2006). By the late 1990s, PPPs became a means to secure private investment or capital and managerial expertise in investment in infrastructure around the globe (International Monetary Fund, 2004). Currently, it has become an increasingly popular procurement option in both first and second world countries. Even the European Commission (EC) has come to appreciate the concept of PPP and as a result, a clear policy has been in place by the EC since 1999 aimed at improving the level of private funding in the procurement of public infrastructure (European Investment Bank, 2005).

General rules or regulations to ensure success in the implementation of public-private partnerships were published in March, 2003, by the European Commission (EC) with specific interest in the advantages the EC perceived that the PPP method could provide accession countries with their requirements for improved infrastructure development. The EC again followed this up by additional practical guidance in the form of “Resource Book on PPP Case Studies” (European Commission, 2004) in June 2004. It again developed a “Green Paper on Public-Private Partnerships and Community Law on Public Contracts and Concessions” (Commission of the European Communities, 2004).

As noted earlier, various types of PPPs exist and different kinds of models are used in different context in different places of the world when it comes to the application of PPP. In spite of the diversity, however, there seem to be some common trends or characteristics which determine whether a project qualifies to be considered as a PPP project or not. These trends seem to cut across board in all PPP agreements.

As the most important elements of a PPP arrangement, Darrin and Mervyn (2004), suggested the following:

Participants

First and foremost a PPP involve two parties namely the private partner and the public partner. Both partners should be a main agent, able to negotiate and contract on their own behalf. Organizational commitment to the partnership should be made by the parties involved in the agreement.

Relationship

The organizations or entities involved in the partnership agreement should be enduring and relational in nature

Resourcing

All the various parties to the partnership are in the agreement for certain reasons to which they must commit certain resources to help in the attainment of the reasons for which they are entering into the agreement. Every party should bring the partnership something of value. This might explain why PPPs usually use best skills, apt knowledge and technological know-how, and resources. These capabilities could either come from the private sector or the public sector. The motive here is to attain value for money in delivering public infrastructure.

Sharing

PPPs involve allocation of risks and results in a collaborative framework agreed between the various stakeholders in the partnership. This type of responsibility is reflected in the contract between the two partners. The public sector has control over policy decisions after getting the advice of the private sector and again differs from essentially command relationships. In this instance, in no real sense is the private sector a partner. Under PPPs, a mutual interest and unified partnership commitment is needed.

Continuity

PPPs generally come with agreements that provide guidelines and offers some level of certainty to the parties involved. As a result of this, the parties in the agreement can take decisions without having to start each time from scratch and develop the first principles and rules governing these transactions.

Therefore, for a project or an investment to be considered as a PPP project, the above-mentioned characteristics must be present in the agreement for such a project or investment to be seen or regarded as a PPP agreement.

2.2 Requirements for good PPP implementation

Witt E. (2013), in his study on the potentials of public private partnership for infrastructure procurement, he noted the following as requirements for public private partnership to flourish:

2.2.1 Political and governance environment

PPPs require enormous capital investments demands from the private sector undertakings involved in the agreement and as such, a relatively stable, enabling political atmosphere is needed to ensure that the public sector is committed to building and maintaining such partnerships with the private sector. In its dealings with the private sector, the public sector is expected to be seen as playing fairly. The government's involvement in PPPs should have clear channels of responsibility, accountability and free, above all from corruption (International Monetary Fund, 2004).

2.2.2 Legal and regulatory framework

The European Commission (2003), suggested that there should be certain reforms to the legal and regulatory framework frameworks of governments. These reforms they argue should include:

- putting measures in place to remove bottlenecks to private sector involvement

- redesigning of present operators ahead of a PPP
- putting in place certain conditions that should make the participation of the private sector possible and effective

2.2.3 Institutional capacity

Successful implementation of PPP requires certain skills and abilities such as a good human resource base, ability to know when to use PPP or not, formulation of good plans to achieve best results, and a better value for money deals. These abilities are needed by both parties. Due to the substantial institutional changes involved in the development of PPP, many member states of the European Union have set up PPP units or taskforces within government to focus on enabling requirements, learning lessons and disseminating best practices (European Commission, 2003).

The private entity is also expected to have the adequate number of expertise to be in the position to finance, construct and also operate significant public infrastructural assets and to also do so more efficiently compared to the public sector. There is also the need to have a large pool of suitable and qualified private partners. This in essence will allow for effective competition in the bidding process (Price Waterhouse Coopers, 2005). This pool of qualified private partners should encompass the locally based private sector as well. This is due to the fact that the lack of suitable local private sector partners might impact on the political acceptability of PPPs. There is the need therefore for the Assembly to invest in capacity training program for its human resource base to equip them with skills in handling PPP projects.

2.2.4 Funding

Conventionally, public funds are mostly used to provide public infrastructural projects with the capital and operating costs incurred during the construction phase are mostly spread over the life of the assets. Under a PPP, however, the investment cost is provided by the private sector agency

most at times and the public sector pays for the provision of services. Therefore, whenever government budgets or resources are restricted and alternative options of borrowing are equally limited, public-private partnership arrangements can allow for such projects to be constructed (Price Waterhouse Coopers, 2005).

Alfen et al. (2009), also put forward some key conditions or measures that need to be put in place to enhance the formulation and implementation of PPP policies. First and foremost, they identified the legal framework. They argued that before a country can embark on any PPP program, there should first be in place a legislation, for the government to demonstrate a political will and commitment to the usage of PPP. Besides, there should also be a regulatory framework to protect the investor from undue political interference and also the end user or beneficiary of the service or facility from negative impacts of monopolies. Thirdly, it was mentioned that there should be in place an administrative framework, that is favorable to the private sector. This should involve a redefinition of the role of government within the framework of exercising general supervisory roles. The key role of the public sector or government here would be to effectively manage procurement systems to ensure that the project attains its needed objectives. This very well explains why the Assembly channels all PPP agreements through its General Assembly, for the Assembly Members to make inputs on the guidelines to be spelt out in the agreement.

2.3 Types of PPP

There are different types of public-private partnerships. The various forms and shapes they take vary depending on where they are located and also the motives of the arrangement. As a result of this, the study looked at the conceptualization of the PPP types by Darrin and Grimsy (2004), where they suggested that the most usual and commonly found types of PPPs include: Build

Operate and Transfer (BOT), Build Operate Own (BOO), Joint Ventures (JV), Leasing, Contracting Out or Managerial Contracts among others

2.3.1 Build Operate Transfer (BOT)

With BOT arrangements, the responsibility lies on the private sector to look for the needed resource for the project, design it, build it and the eventually operate or manage the completed project for some stipulated period of time normally between five (5) to thirty (30) years as per the Ghana Policy Framework on PPP. The eventual owner of the investment, however, becomes the public sector at the end of the expiration period of operation by the private sector as specified by the initial agreement. Build Operate Transfers sometimes are also referred to as specialized kinds or forms of concessions. Under these arrangements, the private entity owns the facility during the operational period which is a period set by the contract. During this period, it is expected that the private operator will recover its investment through the charging of user fees among others. At the end of the operational period, the private sector hence hands over the facility to the public entity.

2.3.2 Build Own Operate (BOO)

Build Own Operate types of PPPs refer to arrangements under which both the ownership and running of the project or facility exclusively becomes the responsibility of the private sector. This type of partnership is designed in such a way that the private sector or entity provides the finance, builds, manages and also owns the facility without any future transfers to the public sector as provided for in the agreement.

2.3.3 Leasing

With this arrangement, some of the risk in the investment is given to the private organization by the public sector. Most often, most PPPs are under concession contracts (BOT-type contracts) or leasing contracts (which cover design and construction or operation but do not include project

financing). The leasing system is commonly found in most Francophone countries in Africa where municipalities construct water facilities and then do contract the private sector for the operation and maintenance of the facility (Rondinelli, 2002).

2.3.4 Joint Ventures

Here, both the public sector and the private sector jointly provide the finance for the construction of the facility. The infrastructure is owned and managed jointly by both sectors. Typical examples are the United States regeneration where local governments buy land for private developers to invest in new facilities of various kinds (Beauregard, 1998).

2.3.5 Cooperative arrangements

These arrangement types mostly are informal in nature. This sometimes takes the form of fiscal incentives or guarantees being given with the motive of attracting private capital into low-cost projects.

In addition to the above types of PPPs provided above, the Asian Development Bank (2008) also conceptualized the following types of PPP. They include:

2.3.6 Service Contract:

With the service contract type of PPP, the central government or public organization contracts out the right to perform or provide a particular kind of public service to a private individual or entity to perform. With this arrangement, the private sector delivers a service at an agreed cost between the two parties and also should deliver to meet certain performance standards set by the government or the public sector. It is argued however that one disincentive of this type of PPP is the fact that the public sector takes charge of the tariff setting and the assets. This is seen as being politically vulnerable and very critical to the sustenance of the system.

2.3.7 Management Contracts:

Another form or type of PPP that the Asian Development Bank (ADB) has identified is the contract for management. A private entity is contracted under this type of PPP to take over and manage a government or publicly owned facility. The private entity in this instance manages the marketing and provision of service (Obozuwa, 2010 as cited by ADB,2008). This type of contract is generally agreed to be limited to three to five years. The private partner provides working capital in most cases, but not investment financing. To provide an incentive to improve performance, a share of profits can be paid to the management contractor. Where this is the case, due to the risk of window dressing to increase profits, safeguards are required.

2.3.8 Lease Contracts:

With regards to the lease contract, the public sector or government finances and builds the infrastructure facility and owns it upon its completion. The operation, maintenance and management of the facility, however, is given or contracted out to a private entity, who generates income from the use of the facility and pays some fee to the public sector. The Canadian Institute of Chartered Accountants (as cited by the Canadian Council for PPP, 2008) defines a lease to be the transfer by a lessor of the right to use a tangible asset, which in this case is an infrastructure. A specified period of time is given as the lease period within which rents are paid in return to the operator. The rent here is taken for the repayment of the money that was used in the construction of the facility

2.3.9 Concessions:

Concession types of PPPs are defined as those types of PPPs where, among other things, the public sector or government concludes an agreement with a private sector to develop, operate and manage facilities such as roads, bridges, tunnels, airports, energy distribution networks, prisons or hospitals

(Deloitte, 2011). Here, the private sector benefits by being given the right to receive a stream of revenue from operation and administration of the infrastructural facility while the public sector regulates the type of services to be provided and at what price or cost, they should be provided. The duration periods for concession types of PPPs are most between 25 to 30 years.

2.3.10 Joint Venture:

Under joint ventures, the infrastructure facility is jointly handled by both sectors (public and private) in terms of ownership. According to India's Comptroller & Auditor General (2009), it was suggested that the public sector partner could bring contributions through fixed assets at a predetermined value, on board. This could be land, building or facilities and/or may contribute to the shareholding capital.

Alfen et al. (2009), also distinguished between two main kinds of partnerships involved in PPP agreements. They noted horizontal and vertical types of partnerships. Vertical partnerships are those in which the public sector usually contracts or enters into an agreement with the private sector through a concessional agreement or PPP contract. Here, the private sector is required to provide some services whereas horizontal partnership is one where both parties (public and private sectors) are regarded as shareholders in a special purpose vehicle (SPV) required to provide infrastructure services.

PPPs can also be classified in accordance with the prevailing mode of sector financing. Over here, we have user-financed which is the situation where the private partner recovers its money invested in the project through user charges that are mostly linked with the usage of the infrastructure facility. This may include toll, license, tickets, tariffs and fees among others. The second of its kind is referred to as budget-financed model. With this type, however, the private sector per the arrangement, provides services or facilities which are paid for by the public sector in the form of

down payments. Here, measures ought to be put in place to ensure that the payment commensurate with the service level provided or the availability of the facility needed (Alfen et al. 2009).

One significant thing to take notice of from the above is that PPPs, as indicated earlier, are, country and situation specific. Due to this, the various types are determined taking into consideration the prevailing legal, institutional, political and administrative structures, among others, within the context in which they are found.

2.4 Potential benefits of PPP

All over the globe, PPPs have been attributed to a number of positive benefits in the provision of goods and services among others.

Some of these overall benefits include: building a private sector-led economy, reduction of the cost of the project life cycle, promoting national economic development and growth in general, and improvement in national infrastructure development. Again, it has been observed that PPPs provide better value for money projects compared to the traditional procurement methods and also help to transfer technological knowledge and skills to indigenous local businesses. PPP is seen as a response to the rising marginal cost of government-funded public service investments imposed by global capital markets. Most importantly, PPP was found to help better manage the twin risk of time and cost overruns than the traditional method of procurement.

Furthermore, PPP has helped nation states cut down on their bureaucratic burdens by transferring some staff within the public sector to the private sector once they acquire services in any sector. In the Malaysian example, for instance, 113,440 were transferred from the government's balance sheet to the private sector with an accompanying annual savings of RM7.79 billion on operating expenditure or \$200 billion in 25 years; and RM161 billion in capital expenditure is a classic example. More than 35,000 employees have also been transferred to the private sector in the United

Kingdom through PPP deals. The extent to which this procurement strategy has been used globally has reached a macroeconomic scale and systemic importance in a number of countries. However, it is important to note that despite the advantages of adopting PPPs, many African countries have found it difficult to make any progress in this regard (Abdul et al.,2014).

2.5 Local government system in Ghana

Decentralization in Ghana is the heart of government business owing to the importance attached to local government in development and service delivery. The current basis of decentralization in Ghana is derived from the Local Governance Act (Act 936 of 2016). It is the legal pillar on which the local government system in the country is structured. The main concept or philosophy behind the program was to bring power to the doorsteps of all and sundry, thereby deepening democracy and accountability. This is with the view of having the citizens actively involved in the administration of the country. Ayee (2003), explained that the motivation for decentralization is people's power and a broader reform agenda whose principles relate to the role and responsibilities of economic development at different levels of government and the private sector.

Attempts were made by successive governments since independence up unto 1988 to decentralize authorities and resources to the local level in the form of regional devolution and districts with a focus on public administration. As it stands now, the current decentralization concept of the country was initiated in 1988 by the PNDC government with the enactment of various legislations to promote participatory democracy. It was also targeted at enabling the local units to have access to resources for development and to also promote transparency in governance (UNDP,2013). This bottom-up approach of governance is seen as more effective and has a wider stakeholder consultation on the formulation and implementation of programmes and policies as opposed to the top-down approach.

The prevailing system of decentralization in Ghana has certain characteristics of a political, administrative, fiscal and market decentralization system. The main feature of the process is the obligation it imposes on Metropolitan/Municipal/District Assemblies otherwise known as MMDAs to actively involve the citizenry under their jurisdictions in metropolitan/municipal/district and community level planning, implementation and oversight to ensure an all-inclusive government. The new National Decentralization Action Plan was introduced in 2009 and this has led to various reforms for the development of local government in the country (UNDP, 2013).

The Local Governance Act, Act 936, spelled out the creation of the various local authorities detailing out the respective boundaries and core mandates of the Assemblies. Ghana has a three-tier local government system made up of the regional coordinating councils and the metropolitan/municipal/district assemblies. The basic criteria for the determination of the status of an area was the population. For a district, the area is supposed to have a minimum population figure of 75,000. Where the population figure increased to a minimum of 95,000, the area becomes a municipality and if it further increases to a minimum of 250,000, then the area attains the status of a metropolitan assembly (Local Governance Act, 2016). The local assemblies also have substructures like the zonal/area councils and unit committees that work to further take governance to the doorsteps of the average Ghanaian. The Ministry of Local Government and Rural Development is the sector ministry responsible for the local authorities.

The local assemblies exercise political and administrative authority within their respective areas of jurisdiction. They perform deliberative, legislative and executive functions. Its membership is made up of political representatives of the people that are either elected or appointed by the

president in consultation with the traditional authorities and technocrats that have been recruited on merit basis to offer their services to the local assembly.

The initial stages of the current decentralization program saw the demarcation of an initial 85 districts under the various 10 regions in 1988 in the country. The districts in existence prior to the commencement of the Act were maintained with others added. More and more districts were added along the way as the nation progressed. Ghana now currently has 263 districts and 16 administrative regions with their various sub-structures in the form of unit committees, town/area/zonal councils. Per the law that establishes them, the district assemblies are regarded as the highest political authority at the local (district) levels with some levels of deliberative, legislative and executive powers. Membership of the Assembly is made up of both elected and appointed members with an administrative class made up of bureaucrats who are responsible for the day to day administration of the secretariat.

The districts assemblies in accordance with the law that establishes them are provided with the needed power and resources to provide basic infrastructural facilities as such roads, schools, hospitals, markets among others.

2.6 Public-Private Partnership in local government in Ghana

Engaging the private sector in partnership to help in the provision of public infrastructural facilities and services in Ghana is not a recent occurrence. Successive governments over the years have been involved in one form or the other of engagement with the private sector. From 1957 to date different forms of PPPs have been utilized by various governments in the area of provision of infrastructural structures such as construction of market complexes, schools, and other services such as power generation, provision of transport among others.

Like many developing countries across the length and breadth of the globe, the nation Ghana has come to terms with the notion of investing in infrastructure facilities and services as means of sustaining the nation's economic growth. In view of this, successive governments since independence had embraced PPP with the view of attaining the common objective of bringing about development to the people. Many times, elections had even been won based on the promises of politicians to provide infrastructural development if they were voted for.

The Ghana PPP National Policy Document (2011), noted that the government has been having difficulties with regards to the provision of public infrastructural facilities to support development in lieu of budgetary constraints on the part of government. The policy document projected that in addressing Ghana's infrastructure deficit, the nation would be required to spend close to US\$ 1.5 billion annually for a whole decade (Ghana PPP Policy, 2011). The need to bring the private sector on board hence becomes inevitable. In this regard, the National Policy on PPP was fully developed and launched in October 2011 with the view of leveraging both public and private sector resources and expertise to help close the prevailing gaps in infrastructure and also deliver efficient public services.

It was the very first time that Ghana's government came out with a comprehensive national PPP policy to help regulate the interface in PPP between the public and private sectors. The policy also aimed at initiating a new improved financing approach and generating critical public infrastructure through collaborative efforts with the private sector (Zaato and Ohemeng, 2016). Per the policy, the sector ministry responsible for spearheading PPP activities with regards to putting the needed legal, institutional and institutional frameworks in place for PPP was given as the Ministry of Finance. To this effect, a special unit called Public Investment Division under the Ministry was created for this purpose. The formulation of this further reiterates government's political will and

commitment for PPP. Forster and Briceno-Garmenda (2010) noted that Ghana with the necessary support from its development partners has committed itself to using PPP to help address the huge gap in the provision of public infrastructure for the citizenry. PPP is now regarded as one of the major means to raise capital and expertise for the provision of certain critical public infrastructure and improve service delivery.

Immediately after independence, the CPP government took the center stage in the provision of infrastructure for the citizenry. The non-availability of the private sector in those days could account for the need for the state to solely embrace this role. Hutchful, 2002 and Killick, 1978 attested to this when they indicated that there was no viable local or foreign private sector presence in the immediate post-independence era and hence the need for the state to become the only actor in national economic development. During the reign of the National Liberation Council however, conscious efforts were made by the state to adopt private sector ideas for development (Danso, 2008). The literature revealed that the ideological disposition of the various successful governments significantly influenced their commitment levels in the role the private sector had to play in the development process of the country.

2.7 Challenges in PPP implementation

The implementation of PPP programs has not been smooth in general terms. Indeed, available literature revealed that the implementation has failed in some instances resulting in huge public sector and private sector debts. Various reasons or challenges account for the failure in the implementation of PPP programs. In their work, Abdul, et al. (2014), identify fourteen (14) different challenges or barriers that inhibit or slow down the smooth implementation of PPPs in Nigeria. From their work, they noted the following barriers or challenges: government corruption, government infrastructure policies, lack of consensus among policymakers, lack of security, high

participation costs, political instability, the absence of strong financial institutions and the absence of a clear-cut contract.

The other challenges or barriers identified include inadequate construction industry, lack of understanding of the concept PPP, inefficient and respectable judiciary, lack of public support, fear of unemployment and the presence of competing projects.

SPAID (2007) in partnership between the Business Trust and the presidency of the South African government, conducted a study to foster the achievement of infrastructure goals for development in a related development. The study identified some key challenges to the successful adoption of PPP in delivering public infrastructure. The report of the study was based on analysis of findings drawn from interview sessions that were carried out. The study identified that there was lack of highest-level policy direction in that leadership on PPP issues was lacking at the highest levels of government. It also suggested that political leadership appeared to have shown inconsistent commitment to PPPs. There was also evidence of mistrust of private sector involvement in infrastructure which manifests in suspicions for the private sector which was believed to have taken profit while shirking its responsibility to provide services. Also, there was the fear of losing control of infrastructure assets owing to the fact that the public sector would have to cede these authorities to the private sector.

Another major challenge identified by the SPAID (2007) was the absence of the capacity to originate or implement public-private partnerships. The report noted in some instances that local managers lack the time, resources, knowledge, and authority among others to make critical decisions on PPP issues. More so, the study reported the evidence of the lack of resources dedicated to fostering public- private partnerships in that there was not put in place a sufficient resource

allocation dedicated for embarking on what needed to be done in order to foster public-private partnership.

Osei-Kyei and Chan (2017), also tried to determine some implementation constraints in public-private partnerships by doing an empirical comparison between developing and developed economies. A comparison was done using Ghana and Hong Kong as a case study. It was conducted using an empirical interview session on subjects involved in PPP activities from both countries. The study suggested the following as the main constraints confronting the successful implementation of public-private partnerships. The factors included long delay in the completion of negotiations, lack of experience and adequate skills in delivering PPP projects, long delays due to political debate, unstable economic and business conditions, complex contract negotiations and high project financing costs. The other factors identified relate to misallocation and incomplete risk transfer, long delays due to public opposition and turmoil, lack of comprehensive and clear policy guidelines and procedures, high user fees, weak public institutional structure and capacity, negative public perception of PPP transactions, immature financial markets, high participation and transaction costs, and the high use of unsolicited proposals.

A comparison of the findings discovered in both countries suggests that the various constraints have varying degrees of impacts in the various countries. It was suggested for instance that constraints that had to do with the general investment climate of PPP projects seemed to have a greater impact in Ghana than Hong Kong whereas those having to do with the organization and negotiation of the all kinds of PPP projects seemed to be more severe in Hong Kong than those in Ghana. Constraints having to do with prolonged delays in finalizing negotiations and delays owing to undue political debate seemed to carry equal weight or have the same levels of impact in Hong

Kong and Ghana. Also, constraints regarding negative public perceptions on PPP issues and the high use of unsolicited proposals had less impact when observed in both jurisdictions.

2.8 PPP in infrastructure development

The world bank and other development partners have suggested PPP as the panacea to the infrastructure needs of most developing countries and have become a major infrastructure procurement tool for most nations across the globe. Witt E. (2013), argued that PPP partnerships offer various benefits including the accelerated provision of infrastructure to beneficiary nations. Public-Private Partnership in infrastructure development has to do with the involvement of the private sector in any or all of the design, construction, financing and operation phases of a public utility infrastructure, service or both, by the public sector. PPP has been used in industrialized countries such as the United Kingdom and Germany and also in newly industrializing countries with tremendous infrastructural demands such as China and India and also in some developing countries such as found in Africa and Latin America (Alfen et al. 2009). This shows that the use of PPP in the provision of infrastructure cuts across board irrespective of the level of industrialization of the country. As identified in the various literature, the high cost of these infrastructural demands coupled with limited resources on the part of governments has eventually led to the private sector being beckoned to come aboard to assist in this regard.

Alfen et al. (2009), again stated that while PPPs are mainly used in industrialized countries to provide public services, including education, health services, waste management and public buildings, in industrializing countries, however, they are mostly used to provide power supply, water systems, good roads, markets among others. This could be so probably because most of these industrialized countries are far advance when it comes to the provision of hard physical

infrastructural facilities as compared to the developing world where these demands are greatly felt to sustain rapid economic development.

One of the key roles of PPP according to Alfen et al. (2009), is to transfer tasks and sometimes responsibilities in some cases for the provision of infrastructure to the private sector, in order to gain efficiency, cost reliability and financial security. This in most instances has replaced the old traditional procurement systems. They, however, cautioned that in spite of this, the public sector should endeavor to maintain its sovereign role of assessing and determining infrastructure needs, monitoring and supervising efficient and competitive procurement systems and finally, ensuring that the necessary environmental and safety standards in the service delivery are maintained. The focus here is to roll in the private sector in the provision of public services whereas the public sector focuses on its main core functions.

Two main fields where PPP can be applied as identified by Alfen et al. (2009), was given as for urban development and for real public estate infrastructure management. They regard PPP as an avenue for the public sector to access private sector resources in developing urban areas and revitalizing deteriorated urban neighborhoods. They went further to make the case that the provision of public infrastructure and services entails numerous tasks that should be engaged in and it is more often than not anticipated that there are efficiencies to be achieved by appropriate delegation of tasks and responsibilities. As a result, PPP is a tool that governments adopt in the pursuance of efficiency.

2.9 Justification for PPP

Various factors have been suggested for the adoption of PPP by both public and private entities across board. Hall (1998), proposed that the motives for a nation or a public institution or agency to prefer to use public-private partnership to execute public projects are that the private sector is

inherently more efficient and more innovative than the public sector. More so, it was suggested that the private sector has the advantage of competitive pressures in the delivery of public services. The argument was also made that the private sector is more capable in managing certain types of risks more effectively than the public sector. Similar factors were outlined by Hodges and Mellet (2004), who added that partnership between the public sector and a private entity would go in the long run to further enhance or promote project monitoring and also ensure accountability. Other reasons such as low cost of projects, timeliness in delivering or completion of projects, quality in the end product and competitive advantage were suggested by Leiringer (2006). On the issue of timeliness in the delivery of projects, a survey of the construction phase of some projects in the United Kingdom revealed that about 89% of PPP projects were completed early as opposed to 30% completion rate for publicly procured projects in 2003 (HM Treasury, 2003).

Mumford (1998), also noted that a clearer definition and specification of user needs, a more careful lifetime design and costing by the private manufacturers, speedier construction and commissioning, more effective contract monitoring, incentives that better align effort with risk and rewards, and decision-making to make better use of asset compatibility among others are some of the reasons why the public sector would prefer to partner with the private sector in the execution of certain infrastructural projects. Hurts and Reeves (2004) equally admitted that the potential of accruing efficiency and value for monetary gains from the projects are the main core reasons that attract governments or the public sector for that matter to PPP.

Vining and Poschmann (2005), as cited in Vining and Boardman (2008), discussed three main reasons why governments around the world engage in PPP. They argue that PPP appears to minimize the expenditure budget of governments. Secondly, because of economies of scale, more experience, better incentives and a greater ability to innovate, both the provision of infrastructure

and services by the private sector are at a lower cost. The third rationale is that it reduces the risk of the government, especially during the phase of design and construction as well as the phase of operation.

Reeves and Ryan (2007) suggested a number of benefits from the implementation of PPP, including faster delivery of public infrastructure, reduced public expenditure and a better value for money compared to traditional procurement methods.

Some other researches that have looked at the end results of some PPP projects tried to seek the views of various parties on reasons for adopting PPP. In particular, a study by Li et al. (2005), who conducted a postal survey to investigate the attractive factors for PPP adoption in the UK, revealed that the top three attractive factors included: "transfer of risk to private sector", "solving the problem of public sector budget constraints" and "non-recourse or limited recourse public funding". In addition, Li et al. (2005) also examined the differences between the public and private sectors respondents' perceptions on the importance of the factors and reported that there are no significant differences in the perceptions except for a few factors that are not among the top three attractive factors.

Cheung (2009) adopted Li et al.'s (2005) questionnaire survey to investigate the attractive factors of PPP adoption in Hong Kong and Australia. The study reported that Hong Kong's top three attractive PPP factors include: "provide an integrated solution (for public infrastructure/services)", "facilitate creative and innovative approaches" and "solve the problem of public sector budget restraint". As perceived by the respondents in Australia, the top three PPP attractiveness factors include "provide an integrated solution (for public infrastructure/services)", "facilitate creative and innovative approaches" and "save time in delivering the project".

It is evident from the above that there are several reasons why both the public sector and the private sector would enter into any form of partnership for the provision of goods and services. Ismail (2013), suggested a summary of the factors or reasons that attract both the public and private sectors to PPP partners as follows: to enable governments to resolve resource restraint in the public sector, to provide integrated solutions, to reduce the risk of capital-related public money, to facilitate creativity and approaches to reduce total budget, save time in delivering the project, transfer risk to the private entity or sector, reduce public sector administrative cost, support local economic development, improve buildability, improve maintainability, non-recourse or limited recourse to public funding and accelerate project development. help with innovative approaches. Above all, the adoption of PPP also provides the private sector with new investment opportunities in areas from which they were previously excluded (International Monetary Fund, 2004).

In their work, Alfen et al. (2009), they maintained that the reasons for which countries adopt PPP in the provision of infrastructure include the need to remove the responsibility of funding the investment from the public sector's balance sheet, the need for competition, the desire to adopt the managerial practices and experiences of the private sector, the need to restructure public sector service by embracing private capital and practices and finally, the desire to achieve greater efficiency than the traditional methods of providing public services. They argued that from all the factors mentioned that efficiency gain from PPP arrangements is the main source of sustainable public savings and as a result of that, most governments are choosing to go PPP owing to the greater efficiency that the private sector delivers as compared to the traditional public procurement methods.

2.10 Theoretical Framework

The study combines both the rational actor model as was used by Branislav Slantchev (2005) and the Complexity of Joint Action Theory by Pressman and Wildavsky (1984) in conducting the research.

The rational actor model derives from the rational choice theory that suggests that human beings are rational beings and will act rationally in any context that they find themselves in. The theory assumes that individuals or actors are more often than not guided by their self-interest as they pursue various choices to maximize the highest levels of utility within any context that they find themselves. Proponents of the theory assume that at the basic level, people are rational. To this extent, they argue that every single act by the individuals is rationally calculated to achieve the highest self-interested economic benefit (Shepsle, 1989). Furthermore to this, Skelcher (2005), also indicated that the action of bureaucrats, who in this case are the decision makers at the Assembly, are targeted towards budget-maximization rather than neutral proponents of public interest.

On the rational actor model, Slantchev (2005), suggests that the rational behavior of any actor is a purposeful behavior. This implies therefore that actors behave rationally if the choices they make are designed to achieve outcomes that are consistent with the goals or objectives of the actor.

The rational actor model treats policies as following idealized sequence. When confronted with a problem or a decision to make, the rational decision maker considers the goals or interests of the organization and determines which ones take priority over the others. After this, the actor identifies and analysis the various options available. In the analysis, the actor traces cost and benefits associated with each option. In other words, the actor tries to estimate the likely consequences of taking a particular decision or choice. The options are then ranked based on merit and the highest ranked option or choice is chosen out of the many alternatives identified (Slantchev, 2005). In essence, the actor is optimizing benefits from the choices being made or maximizing utility. The rational actor theorist assumes that the actor is in the position to determine or relate means to ends will always go for the means that will help them obtain the ends they wish for or want most. In other words, the basic assumption of the rational actor model is that people are rational in the sense that they choose actions that somehow help them achieve their goal

Rational actor theorists would see the public-private partnership arrangement between the Asunafo North Municipal Assembly and any private entity as the outcome of rational calculations by the relevant actors who seek to maximize self-interested outcomes by relating the various means available to them to their corresponding ends. Both the Assembly and the various private entities the Assembly relates with on a PPP bases do fit in here. They both act rationally by weighing options available to them to determine which best suits them.

The Asunafo North Municipal Assembly has the basic mandate to help provide infrastructure to the citizenry of the municipality. Various options choices abound for the Assembly to adopt in its effort to help deliver on its core mandate of providing basic infrastructure for the citizenry. The choice of which alternative to use in the delivery of infrastructure, however, is based on careful calculations resulting from ranking the various alternatives and choosing the one that best serves their interest as in the case of the highest ranked. This falls within the concept of the rational actor model and makes it the best suit for the study. Some limitations to the rational actor model as argued by critiques is the fact that actors may not always be in the position to relate means to ends in an effective way because they do not have access to all the information that they may need or may not have the luxury of time to examine all the various alternatives available to them. A second critique refers to the inability of actors to have total control over the implementation of their actions.

The study again relied on the theory of Complexity of Joint Action to explain some variables and hence combining it with the rational actor model. This theory was propounded by Pressman and Wildavsky (1984). The theory suggests that there are a number of different actors of various capacities involved in the formulation and implementation of a particular policy. These actors may have various interests and perceptions. In view of this, it is essential for a consensus to be reached either explicitly or implicitly before any policy can be implemented successfully. Being the main proponents of the theory, Pressman and Wildavsky (1984), conducted a study on Economic

Development Administration Program in Oakland using the Complexity of Joint Action Model. In the study, it was realized that the Economic Development Administration Program which was adopted was very complex and unclear. The reasons given to this development was explained to mean the nature of the actors coupled with their various perspectives and multiple clearances.

The model maintains that more often than not there are a multiplicity of actors and perspectives involved in the implementation of any program or policy. Each of these actors has their own distinctive perceptions which differ from the other. Therefore, in the quest to succeed in policy implementation, a consensus must be reached between the various actors or agents.

Pressman and Wildavsky (1984), maintained that decision points and clearance isolate each decision in which a major participant has a discernible opportunity to make choices whereas there are a number of decision points along the way at which clearance has to be received if the policy being implemented is to continue. They refer to the point where consensus is reached between the various actors involved as veto point.

Even though the model has been variously criticized (Bardach, 1977), it is very insightful and instructive in offering some variables that can be used to study or understand how PPPs are implemented. The model is generally viewed as useful. For instance, it demonstrates that the complexity of joint action reveals the organized complexity of the policy sphere in which each actor struggles to impose his definition of the situation. Consequently, his/her appeals for coordination may be next to useless, since “each wants coordination on his own terms” (Pressman & Wildavsky, 1984).

Within the context of my study, it was realized that quite a number of actors or participants such as the public sector and private sector agencies come together in the implementation of a PPP agreement. These various agencies and organizations all do their varied interests or motive for

entering into the partnership. These interests as indicated differ from one another and may even contradict in certain cases. In the construction of a market facility based on PPP for instance, the Assembly's main interest may be focusing on delivering on its core mandate of providing developmental needs to its citizenry whereas the private partner may be more concerned with the returns to be made from venturing into such projects. The need hence arises for both parties involved in the partnership to establish a common interest and thereby coming to a consensus for a successful implementation of the agreement. In this regard, the Complexity of Joint Action Model fits my study in combination with the rational actor model.

2.11 Nature of implementation of PPP between the Assembly and the private sector

As indicated earlier, both the public sector (represented by the Assembly) and the private sector have varied interests for which they partner in the provision of the various infrastructure projects within the municipality on PPP basis. There is the need hence for a consensus to be reached for successful implementation. The nature of the partnership requires certain commitments from both the Assembly and the private sector

2.11.1 Commitment on the part of the Assembly

The study observed that the following factors were contributed by the Assembly:

2.11.1.1 Setting the standards

For the intended objectives of the project to be realized, it is important for certain standards to be set and adhered to. The determination of the project design and specifications are all supervised by the Assembly. It was the Assembly that sets these standards and ensured that they were followed.

2.11.1.2 Regulatory Framework

The Assembly again provided the regulatory framework within which the projects were executed. Though the Assembly did not have its own localized policy framework, it relied mainly on the national policy framework on PPP to regulate PPP activities in the municipality

2.11.1.3 Monitoring

It was the responsibility of the Assembly to provide a technical team of monitoring members drawn from technocrats of the Assembly and the Works Sub-Committee Chairman and Secretary. This team was responsible for the periodic monitoring of the project from its inception stage to the final stage and provide a reported to the General Assembly.

2.11.1.4 Land

Another major contribution from the Assembly was the provision of land for infrastructure development. It was only in one instance out of the PPP projects observed that a private entity maintained that the land on which the project was belonged to him.

2.11.2 Commitment from the private sector

2.11.2.1 Money

One of the major ingredients that the private sector brings aboard in partnership with the public sector is the provision of direct financial resource in the form of money and other material resources. As indicated earlier, in the case of the Asunafo North Municipal Assembly, the major motive for entering into PPP agreement is the fact that the Assembly itself lacks the capacity to mobilize financial resources internally for the provision of huge infrastructure projects. Partnering the private sector that has the money to assist is hence a welcomed relieve to the Assembly. In all the five PPP projects studied; it was the private sector that provided funding for the projects.

2.11.2.2 Expertise

The private sector again provided the human capital in the form of the skilled labor force needed for the execution of the projects. The private sector is seen as having the ability to mobilize the requisite expertise needed in the provision of such projects. The project engineers, consultants, and artisans of all kinds fall within the purview of what the private sector brought on board.

2.11.2.3 Technology

Technology here has to do with the requisite knowledge needed in the execution of the projects. Again, this was provided by the private sector. In some cases, the Assembly benefited from the transfer of these technology to the locally based staff.

2.11.2.4 Equipment

The tools, machines and other logistics needed for the execution of the project were provided by the private sector.

An effective combination of these variables from both the public sector and the private sector would result in an effective and efficient supply of public infrastructure in the municipality. Figure 2.1 (Conceptual Framework) summarizes how the Assembly and the private sector partner to deliver public infrastructure for the benefit of the citizenry.

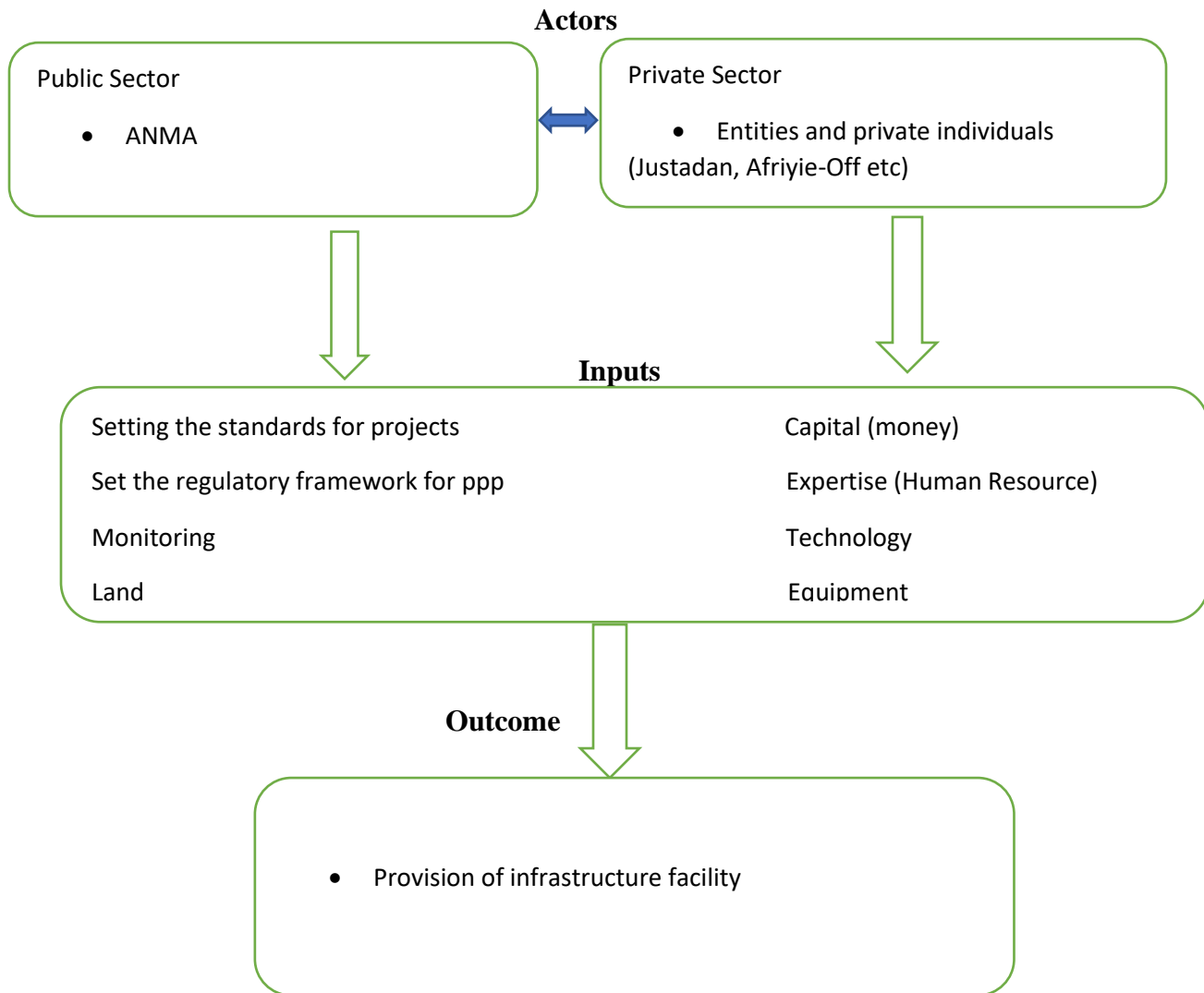


Figure 2.1: Conceptual Framework

Author's own construct (2019)

CHAPTER THREE

METHODOLOGY

3.0 Introduction

This chapter discusses the various procedures and processes that the researcher employed in carrying out the entire research. It also details out the processes that the researcher followed in coming out with the findings of the research. The main issues discussed in this chapter include the research paradigm, the research methods/design and study area. The other relevant issues looked at comprise of the target population, sampling size and technique, data management, field experience and issues pertaining to ethics among others.

3.1 Research Paradigm

The research paradigm deals with the worldview of the researcher, spelling out his/her beliefs, values, philosophical orientation among others which tend to eventually have an influence on his or her research findings. Every research work must have a paradigm that outlines the worldview of the researcher and proposes the lenses from which the researcher sees the problem that is being addressed. Creswell (2007), in confirmation of this assertion suggest that every good research work should one way or the other have a paradigm that informs the conduct of the research process.

In order to achieve the main objectives of the study, an interpretivism worldview was adopted. Interpretivist believe that multiple realities exist subject to human experiences and interpretation.

The reason for this approach is due to the fact that it is the method that best serves the purpose of explanation and helps to describe the relationship between public-private partnerships and its adoption in the provision of local government infrastructure from the perspective of the participants in the study. A deliberate attempt was made to explain the issues from the point of

view of the respondents. In line with the interpretivist school of thought, the study was carried out qualitatively. Castro et al. (2010), suggested that the among the strengths of the qualitative approach in research is the fact that it enhances accuracy in operationalization and measurement of specific constructs, thereby making group comparison, model specification and testing very possible. Out of the different qualitative approaches identified including observation, focused group discussions and interviews among others the research was conducted using the interview method. This is because it was envisaged that this method would allow the study to capture the views and opinions of the various participants involved from their own perspectives. This made it possible for the researcher to ask open-ended questions and thereby offering the respondents the opportunity to make elaborate contributions to the topic.

3.2 Research Design

The research method or design essentially deals with the methods that are used in collecting data and other relevant information from the field of study. Dawson (2002), also gives the definition of research design as the conceptual structure within which a particular research will be conducted. The import of the study is to examine the adoption of PPP in the provision of local infrastructure in the Asunafo North Municipal Assembly. To achieve this, the study used the case study method, which falls within the qualitative approach. This best suit the study owing to the qualitative approach that is adopted by the researcher. The case study method is a restriction or narrowing of focus to one or more towns, individuals or organizations which are studied in great detail (Grix, 2004). In this regard, the research was narrowed to observing the various PPP projects engaged in by the Assembly.

Yin (1994), also indicated that the case study method or design in research is an experiential investigation with focus modern phenomenon within its natural state; when the borders between

the phenomenon and its setting are not visibly manifested. It is a qualitative technique and permits the researcher to explore in-depth into a programme, event and activities among others. This technique fits the study because the researcher intended to focus on just one unit of analysis (the district), where the phenomenon was explored into detail. In this regard, the study selected a single unit of study, which in this case was the Asunafo North Municipal Assembly which was studied into detail. The focus was on Asunafo North Municipal Assembly for various reasons. First, the Assembly over the years has taken a decision to partner with the private sector to help provide basic infrastructural needs such as toilet facilities to its citizenry and hence such projects or facilities abound in the Assembly. Secondly, the municipality has a lot of untapped potentials due to the inability of the Assembly to provide the needed capital for such. A study on PPP in this area and giving the needed recommendations will go a long way to help the Assembly partner with the private sector in this regard to fully tap its potentials.

3.3 Unit of Analysis

The main unit of analysis for the was the Asunafo North Municipal Assembly (ANMA). The district is located in the newly created Ahafo Region of Ghana. The other district within the region include: Asutifi North and South District Assemblies, Bechem Municipal Assembly, Asunafo South District Assembly and Duayaw Nkwanta Municipal Assembly. All the districts within the region do have PPP programmes running but the Asunafo North Municipal Assembly has more and bigger PPP projects and hence the choice of that place for the study. The study was undertaken mainly within the confines of ANMA. Five other private entities who had PPP agreements with the Assembly were also involved. The focus was on these institutions due to the various roles they play in providing various forms of infrastructure in the Municipality on a PPP basis. This in a great deal helped in the understanding of the research problem and questions of the study. The unit was

made up of officials of the Asunafo North Municipal Assembly also known as the bureaucrats or technocrats and the Assembly Members made up of both elected and appointed members. On the other hand, are other key stakeholders such as some private entities and individuals who have various forms of PPP arrangements with the Assembly.

3.3.1 Study Area

ANMA is one of the six (6) administrative districts and one of the three (3) Municipal Assemblies of in the Ahafo Region of Ghana and is located in the southern part of the region, sharing boundaries with Dorma Municipal, Bia, Asutifi and Asunafo South Districts. It covers a total landmass of 1,097km² representing 2.8% of the total landmass of the Ahafo Region which is 39,554km². It has a typical tropical climate and vegetation. Close to 53% of the land size is covered by tropical evergreen forest while the remaining 47% is available for agriculture, human settlement and other economic activities. It is established by an act of parliament, Legislative Instrument (LI) 1873 in 2008, when the hitherto Asunafo District was re-demarcated and split into two, that is, Asunafo North Municipal and Asunafo South District Assemblies. It has one constituency, the Asunafo North Constituency. The Assembly also has six (6) Zonal Councils namely: Goaso, Mim, Akrodie, Ayomso, Dominase and Asumura Zonal Councils.

In accordance with the 2010 Population and Housing Census, the population of the municipality stood at 124,685. In 2014, the figures stood at 158,347 made up of 62,854 (50.4%) males and 61,831 (49.6%) females, indicating that there are more males than females. The projected estimate for 2017 stood at 239,557 (ANMA, MPCU)

The local economy is agrarian in nature. Agriculture accounts for close to close to 62.7% of the local economy followed by commerce which stands at 17.9% then service delivery and industry

The Municipality is majorly agriculture and its related base economy. The agricultural sector accounts for 62.7% of the active labor force. The next important sector to agriculture is Commerce which employs 17.9% of the labor force followed by service 10.6% and industry 8.8%. The Municipality is one of the leading cocoa and plantain producing districts in the country. Other major crops produced in the municipality include cassava, maize, cocoyam and rice (ANMA,MPCU,2014)

Small scale industries and service activities in the municipality include wood processing (Saw Milling) and processing of agricultural produce, palm oil extraction, cassava processing (gari, and cassava dough). Other industrial activities include fabrication, blacksmithing, welding, tailoring, dressmaking, hairdressing and those in the hospitality businesses.

The highest decision-making body of the municipality is the General Assembly presided over by the Presiding Member (PM). The General Assembly consists of forty-one (41) Assembly Members comprising both elected and government appointed members, representing the various electoral areas of the municipality. There are six (6) main Zonal Councils; Goaso, Mim, Akrodie, Dominase, Ayomso and Asumura. These councils are responsible for the day to day administration of the various zones within the municipality. Under the Zonal Councils are the various unit committees headed by the committee chairmen and women, who see to the day to day administration of the various unit committees. Besides, the municipality also has five (5) main traditional councils with three paramountcy which include; Goaso Traditional Council, Mim Traditional Council and Akrodie Traditional Council. The rest include Asumura, Ayomso and Kasapin.

3.3.2 Sources of Data

The research used extensively primary and secondary sources of data in order for the objectives of the study to be attained. The primary or basic sources of data mainly used included data collected

from the field through in-depth interviews organized for the various respondents that were included in the sample and other relevant information that was directly picked from the field of study. Having personal physical contact with the respondents helped in soliciting more information from the respondents and also aided in having the participants share their own views and experiences on the subject matter under consideration.

The initial plan was to engage twenty-five respondents but in all, only eighteen respondents were engaged due to the inability of the other respondents to turn up on the various scheduled dates of the interview and time constraints. The eighteen respondents contacted include some core management staff of the Municipal Assembly, some selected Assembly Members who also double as the chairman of the various statutory sub-committees of the Assembly and some private individuals/organizations that are into PPP agreements with the Municipal Assembly.

Secondary sources of data comprise of that set of data or information not directly obtainable from the respondents or participants. This information does not directly originate from the respondents and as such, it cannot be attributed to them. This source deals mainly with reviews of already documented literature and information. It includes various published and unpublished documents like books, reports, articles, encyclopedia, dictionary, internet sources, newspapers, magazines among others. This was largely used to guide the formulation of the research problem, literature review and in the presentation of findings among others. Extensive use was also made of the Medium-Term Development Plan of the Assembly, District Annual Action Plans, General Assembly Minutes and other relevant reports from the archives of the Assembly.

3.3.3 Target Population

The key personalities targeted during the study period who formed the main participants for the in-depth interview sessions are the core management staff of the Municipal Assembly otherwise

known as the bureaucrats or technical staff of the Assembly comprising the Municipal Chief Executive (MCE), the Municipal Coordinating Director (MCD), the Planning Officer, the Works Engineer, the Budget Officer, the Finance Officer, the Environmental Health Officer and one Assistant Director. The other category of people targeted included the representatives of the people who are made up of the various Assemblymen and Assembly Women. In this regard, some Assembly Members contacted include: Chairman of the Finance and Administration sub-Committee, Chairman of the Works and Development sub-Committee, Chairman of Agriculture sub-Committee and Zonal Council Chairmen of both Mim and Goaso. Finally, five (5) individuals and organizations that are involved in PPP agreements with the Assembly were also targeted and contacted

3.3.4 Sampling Size

Holloway and Wheeler (2002), are of the opinion that sample size does not influence the importance or quality of the study. They explained that there are no guidelines in determining sample size in qualitative research. The choice of the sample size for this study therefore was informed by the amount of time and other relative resources at the disposal of the researcher. A purposive sampling method was adopted in selecting the sample size. According to Marshall et al (2013), a sample size of between 15 to 30 is adequate as it would be simple to infer as to whether a researcher has dedicated sufficient consideration to a thorough analysis of the dataset. Based on this, seventeen individuals were identified and interviewed.

Twenty-five respondents were initially targeted for the study. However, the inability of some respondents to avail themselves for the exercise on the various scheduled dates reduced the total number of respondents to eighteen (18) in all. This was made up of eight (8) technical staff of the Assembly including the Municipal Chief Executive, the Municipal Coordinating Director, the

Municipal Finance Officer, the Works Engineer, Municipal Planning Officer, the Budget Officer among others. Five (5) Assembly Members comprising the chairman of the works sub-committee, chairman of the Finance and Administration sub-committee, Chairman of Agric Sub-committee and Chairmen of Goaso and Mim Zonal Councils. The other five (5) participants were individuals and organizations in various PPP agreements with the Assembly in relation to the provision of infrastructure.

3.3.5 Sampling Method

Sampling is the process a researcher uses to locate and select targeted participants he or she intends to reach in the study and solicit information from them. According to Boateng (2014), sampling is the process of selecting samples from a group or population to become the foundation or basis for studying a population in order to obtain data to address a research problem. A sample therefore becomes a subset of a larger population. Again, Burns and Grove define sampling as the process of selecting a group of people, events or behavior with which to conduct a study. The sample of the research here hence was made up of the eighteen respondents selected from the workers of the Assembly, the Assembly workers and other stakeholders of the Assembly.

To achieve the main objectives of the study, the various participants and respondents were selected using a purposive sampling technique. This is because the research established a criterion to include only subjects or respondents who are directly or indirectly involved in PPP activities at Asunafo North Municipal Assembly and the researcher anticipated that only some specific respondents could provide the much-needed pertinent information that was needed to support the research work.

3.3.6 Instruments for data collection

The main instrument employed by the researcher was an in-depth interview. This was preferred due to the fact that it offered the researcher the opportunity to have personal contact with the respondents and as such be in a better position to interrogate the issues under consideration further and also have the respondents share their personal views and experiences on the subject matter under consideration. A well thought out interview guide was designed which aided the researcher in eliciting for the needed information required to meet the objectives of the study. The interview guide was designed cognizance of the objectives and research questions of the study. It had various headings reflecting the research questions. An interview schedule was also kept to keep track of the respondents in case of contacting them again in the future.

The interview sessions were recorded using a digital recorder. A handwritten note was also made using pen and notepads to serve as backups. The interview session elapsed three weeks from 5th February 2018 to 28th February 2018.

3.3.7 Data gathering procedures

An in-depth interview was conducted with the aid of a digital recorder, which was used to record the primary information that was taken from the various respondents included in the sample size. This was buttressed with handwritten field notes with the help of pen and notepads which were also taken during the interview sessions. This aided in situations where the recordings were unclear and also served as a backup source for the raw data taken from the field.

The next stage was to have all the various recorded interviews transcribed from the audio recordings into a common word document. This was done manually. After transcribing the various audio recordings, both the audio recordings and the handwritten notes made during the interview sessions were typed together into one-word document format.

For ease of analysis, the typed word document was classified and placed under various categories that were arrived at using various themes from the research objectives to help respond to the research questions. The main themes for the analysis include the respondents' appreciation of the concept PPP, identification of the various types of PPP being implemented by the Assembly, challenges and the way forward among others.

The next stage was the analysis and discussions of the research findings. This was mainly done using a detailed description and interpretation of data through narratives and where necessary, direct quotations from respondents were used. The empirical data from the field was not explained and interpreted in isolation. Where possible, this was done matching the empirical evidence (raw data) with available theoretical data. In 1989 Trochim, (cited in Boateng, 2014 p.175), refers to this as an analytical technique which aims at linking data to propositions by using comparisons to explore or determine the relationships between empirically based patterns and predicted patterns or propositions and calls it pattern-matching.

3.4 Data Analysis and Management

Data analysis means to organize, provide structure and elicit meaning. Analysis of qualitative data is an active and interactive process (Polit et al. 2001). It involves the entire process of attaching meanings to the observations made from the field of study. In this instance, interview guides were used to conduct interviews on the field. The guide was structured to aid the researcher to ask questions that will provide responses in relation to the objectives. The responses from the interview sessions were further transcribed and organized in a format that provided the needed information to the research questions.

From the objectives of the study and the research questions posed, four main themes were arrived at. A table was then drawn for the various themes and the various category of responses placed under them in relation to how best the response throws more light on the theme. The various responses under the themes created analyzed and compared with existing literature for meanings to be made out of them.

3.5 Reliability and Validity

Data reliability and validity simply has to do with the extent to which the information or data gathered from the field of study is reliable or dependable. It is a way of authenticating the findings of one's research. Creswell (2007), noted that in qualitative work, validation of data refers to the conscious effort made by the researcher to assess or find out the accuracy of data as gathered from the field. On the field, a conscious effort was made to establish a good rapport between the researcher and the various respondents to ensure that they understand the essence of the research exercise and provide the needed information to the very best of their knowledge and ability. The various questions in the interview guide were also varied and asked in different ways over and over again to see if the same response from respondents could be solicited.

The reliability and validity of the data collected was further enhanced by the researcher using tape recorders to record the interview sessions and later transcribing them. Some of the transcribed interview sessions were later cross matched with documented records of the Assembly to check for their accuracy. This went a very long way to validate the data collected

3.6 Ethical Considerations

This section focuses on the ethical issues that were considered and observed during the period of the study by the researcher. This was to ensure the quality, validity and integrity of the entire

research process and the findings. It goes a long way to increase one's level of confidence in the research findings. This is important due to the fact that researches of this nature involve human beings who have feelings and emotions that ought to be respected. Cognizance of the above, the researcher observed the following ethical considerations;

Every individual has the right to participate or not to participate in any kind of research work unless otherwise determined by law or the tenets of the research in question. This being an academic exercise and not having any legal backing compelling the participation of respondents, an introductory letter was offered and carefully read to the various respondents requesting their consent or otherwise before the commencement of the interview process. Prior to the visit to the field, an introductory letter was taken from the Department of Public Administration and Health Sciences and sent to the organization under study, Asunafo North Municipal Assembly, informing management and also seeking their consent for the study to be conducted there. No individual was coerced to participate in the study. One key respondent declined to grant the interview stating that he was fairly new at the institution. He however asked his assistant who has been there relatively longer than him to help with the needed information. The various sessions were scheduled at the convenience of the respondents.

Prior to the interviews, the various respondents were assured that whatever data or information they provided would be kept in confidentiality and trust. To this effect, the questions were not designed to capture the names of the respondents so as responses could be easily traced back to them.

The research was conducted in both English and Twi. This was as a result of the background of the participants. The participants were made up of public servants who were working at the Assembly, the Assembly Members and the various private individuals or organizations engaging

with the Assembly on a PPP basis. Engagement with each respondent was either in English or Twi based on the respondent's ability to understand and express himself or herself in the language. This was done to ensure that the respondents understood clearly the issues being discussed and also feel at ease to express themselves freely.

3.7 Challenges and lessons learnt

Quite a number of challenges were encountered by the researcher throughout the whole process of the study. Some of these challenges and how they were handled are explained in this session.

The first major challenge to be discussed has to do with the fact that the stipulated time for data collection from the field went beyond the scheduled time period. This was due to the fact that some of the key management staff of the Assembly included in the sample were away attending various workshops and seminars organized for them by the World Bank and the sector ministry during the initial stages that the researcher visited the field to collect data. The researcher had to get access to their personal phone numbers and contact to reschedule meetings with them. Where possible, the weekends were utilized to try to locate them wherever they were.

Another major challenge was the fact that some of the respondents were unwilling to provide responses to certain questions posed to them though issues of anonymity were assured. The researcher therefore had to persistently assure them of their anonymity and also reiterated the main objectives of the whole exercise to the respondents. This technique proved successful in having the respondents feel at home and hence providing the needed responses to the questions posed.

One other major challenge encountered has to do with documentation on the part of the Assembly as most of the PPP agreements entered into with some private individuals have little or scanty documents to show for.

CHAPTER FOUR

PRESENTATION OF DATA AND DISCUSSION OF FINDINGS

4.0 Introduction

This chapter of the study presents detailed analysis and explanation of the data gathered throughout the entire process of the research. It further discusses the data that was obtained from the field of study on the adoption of public-private partnership and infrastructure development in Asunafo North Municipal Assembly. The presentation is done along with the objectives of the study. In view of this, the presentation and discussion were presented under four (4) main themes namely; understanding of the PPP concept, identification of the various types of PPP being implemented by Asunafo North Municipal Assembly, motives or reasons behind the use of PPP to provide public infrastructure by the Assembly, finding out some key challenges affecting the use of PPP in the provision of infrastructure in the Asunafo North Municipal Assembly and finally suggesting measures to mitigate against the challenges as a way forward.

4.1 Demography of study participants

The researcher is of the view that understanding the background of the respondents is very key in appreciating their contributions towards the entire research process. As the sampling technique used is purposive, there was the need therefore for the background of the participants to be known. It is to this effect that a conscious effort was made to solicit for the demographic information of the respondents. Respondents for the research included some key staffs of the Asunafo North Municipal Assembly in the Ahafo Region of Ghana, some Assembly Members and other private individuals and entities who also have some sorts of PPP engagements with the Assembly were also contacted. The age of the participants ranges from twenty-six (26) to fifty-eight (58) years as per the data collected. With regards to the level of education of the participants, all the respondents

interviewed from the information they provided showed that they have had some level of formal education. Three of the respondents completed basic school, two have diplomas, nine have first degree and four have postgraduate degrees. It is important to note also that out of the four post-graduate degree holders, two of them have professional certificates. The data again showed that the minimum and the maximum number of years participants have worked with the Assembly was two to eighteen years respectively. This was true for both the technocrats and the Assembly Member with the minimum years served being a technocrat and the maximum years served being an Assembly Member. This reveals that all the participants have had some years working experience with the Assembly and as such are better positioned to provide the needed responses anticipated for carrying out the study.

4.2 Understanding of the concept PPP among the study participants

The research sought to evaluate the respondents' level of understanding and appreciation of the concept PPP and find out if they know of any such PPP programs or projects within the jurisdiction of the Assembly. It is the view of the researcher that the understanding and appreciation of the concept in itself by the key stakeholders will go a long way to impact on its development in the municipality. Abdul, et al. (2014), among others attest to this reality when they indicated that, the lack of understanding of what PPP is or the concept for that matter influences the success or otherwise of the policy. In the same vein, Osei-Kyei and Chan (2017), in a comparative analysis of implementation constraints in public-private partnership between developing economies and developed economies suggested among other salient variables that correcting the negative public perception on public-private partnership transactions is of the essence for the successful implementation of public-private partnership projects. From the foregoing, the need to try to appreciate the respondents' appreciation of PPP issues in the field of study becomes very critical.

The respondents demonstrated their understanding of the concept to generally mean a situation where a public institution enters into an agreement with a private entity for the private entity to provide any form of service to the public institution.

All the respondents, eighteen (18) in all, further demonstrated that they were aware of the fact that the Assembly was involved in some sort of PPP arrangements with other private partners. Both officials of the Assembly and the Assembly Members demonstrated their knowledge on such PPP programs of the Assembly, by mentioning the various projects of the Assembly that have been procured using PPP. The few private entities, five of them in all, also attested to the fact that they are involved with the Assembly on PPP basis in one way or the other.

It was observed however that not all the respondents were knowledgeable in the specific details of the nature of the PPP agreements the Assembly has with its various private partners. Eight of the respondents for instance, though were key staff of the Assembly, did not have adequate information on some of these private partners nor have any information on how long the Assembly has engaged such private partners on a PPP basis. Three of the technocrats and all five of the Assembly Members, for instance, indicated that they did not know any of the private partners the Assembly was having PPP arrangements with even though they are very much aware of the fact that the Assembly was having such arrangements with some private partners. They equally did not have enough knowledge on the nature of the PPP projects. This is what one Assembly Member had to say when asked whether he knew of the contract details of an on-going PPP project within his area of jurisdiction

‘hmmm, to the best of my knowledge, I don’t have the details of the project. It was only during one General Assembly session that the MCE mentioned that some private partners were coming to help us with some toilets on PPP basis but I have not sighted the details of the said arrangement’

Again, it was observed that the respondents did not agree on the exact period of the inception of PPP into the development programs of the Assembly. The five Assembly Members interviewed and six of the officers of the Assembly linked the commencement date of PPP in the Assembly to the construction of a PPP market project in the Municipal Capital in 2014, and seven others, however, traced it way back to the 2010 and beyond, where the Assembly opened its doors to private individuals to assist in the provision of toilet facilities on a PPP basis. It was observed that the lack of proper documentation on these programs and projects of the Assembly accounts for this disparity. The information available on file is equally very scanty. Below is the response of two key staffs of the Assembly in responding to the question on the when the Assembly decided to embark on PPP:

‘we started about three years ago. This was the latter part of 2014 when we had difficulties in the construction of our market. We then run an advertisement to invite people who were interested in constructing the market and we had two people that responded and after evaluation and negotiation we settled on one who has started work.’

The second one responded by saying;

‘I have been serving as an Assembly Member since the time of President Mills and since then, we have had people who came out to partner with the Assembly to construct WC toilet facilities and operated them. They, however, gave certain percentages of whatever profit they made from the fees they charged to the Assembly. Some are still managing theirs now as I speak’.

A closer check from the records unit gave some scanty information on some files showing records of the Assembly entering into some form of PPP with some private individuals specifically in areas of providing public toilet facilities dating beyond 2014. The lack of adequate records keeping on the earlier PPP arrangements seems to be the reason why the respondents did not agree on a

specific time frame for the inception of PPP into the development projects of the Assembly. To this effect, some of the facilities that should have been handed over to the Assembly by now are still being operated by the private individuals who constructed them.

4.3 Types of PPP adopted by the Assembly in the provision of infrastructure

Noting that there are various types and models of PPP being implemented by various public sector organizations, the study sought to go a step further to find out the nature of the relationship that the Assembly and the other various private sectors engage in with specific regards to the types of PPP that they implement. It was found out that the main type of PPP engagements of the Assembly included Build Operate Transfers (BOT). Under the BOT arrangement, a private entity enters an agreement with the assembly to construct any infrastructure facility the Assembly is in need of. The private entity then operates this facility for some time. The duration of this time is agreed on between the Assembly and the private sector and is normally between five to twenty-five years. At the end of the stipulated operational period, the private entity then hands over the ownership of the facility to the Assembly. At the time of the study, the two major market complexes of the Assembly located at Goaso and Mim were all under BOT arrangements with a private company called Justadan Global Limited. The Goaso project is completed and in use while that of Mim was still under construction. Four other Water Closet (WC) Toilet facilities located within Goaso and Mim were also under this same model.

BOT seems to be the common type of PPP engaged in by the Assembly. Darrin and Grimsy (2004), identified BOT as one of the most usual types of PPP where the private partner looks for the resource for a particular project, designs it, builds it, operates it for some stipulated period of time and hands it over to the public sector entity involved in the agreement. In the case of the Asunafo North Municipal Assembly, the Assembly mostly provides the land and the private partner moves

in with the other resources needed for the construction of the facility. When asked as to why the Assembly prefer BOT to the other models, one of the respondents has this to say

‘we have the land but not the money so it is easier to get the private partner to come on board to put up the infrastructure, run it for some time and hand it back to you because they also do not readily have the land Once they come in and there no issues pertaining to the land, everything moves on well.’

It was found out that the Assembly does have some land vested in it by the state but does not have the needed resources for putting up infrastructure on these lands so it allows the private sector to do so for mutual benefits of both parties.

Besides the BOT, another type of PPP adopted by the Assembly that the study found out was Build Operate and Own (BOO). With regards to this model, the private partner puts up the facility, operates it and eventually owns it. However, during the stipulated operational period of the facility, proceeds from the operation of the facility are shared on an agreed formula between the Assembly and the private entity. In all the PPP projects observed, there was only one case of a BOO. This was found at Mim, where a private individual was constructing a twenty-seater WC Toilet facility for the public. In this particular instance, the Assembly agreed to transfer ownership of the land to the private individual hence the eventual ownership of the entire project in the long run. This is due to the fact that the Assembly is being confronted with a lot of sanitation issues. Most houses in Mim are without toilet facilities and hence the incidence of open defecation is on the rise. The Assembly is hence doing this as a measure to encourage private individuals who can to help solve this problem. The project contractor has this to say;

‘well, the land belongs to all of us and the people living around here too do not have any better toilet facility. I have some money so I just contacted the Assembly and asked to partner with them

to provide the community with a toilet which they agreed. I will construct the WC, operate it and own it but I will be paying something to the Assembly from the revenue we generate'

This project was at a construction stage when the project site was visited and work was ongoing. According to the Assembly, a decision was taken not to use its meagre resources for the provision of public places of convenience but rather encourage the private sector to help in that regard. Incentives, therefore, are put in place to encourage the private sector to come onboard in this regard. This explains why the adoption of BOO in this regard as an incentive to the private sector. From the types of PPPs of the Assembly observed, the conclusion can be reached that the level of importance of the public infrastructure being provided coupled with the contributions being made by either the public sector or the private entity as in the case of the Assembly, are key in the determination of the type of PPP to be adopted in a particular project.

4.4 Reasons responsible for the adoption of PPP in the provision of infrastructure

Data available suggest varied reasons for which both public and private partners enter into PPP agreements. This part of the study seeks to find out the reasons why the Asunafo North Municipal Assembly on one part and the private entities it partners with seek to enter into PPP agreements especially when it comes to the provision of infrastructure. The question was posed to all the eighteen respondents and their responses collated and analyzed. Both the Assembly and the private sector gave varied reasons for which they enter into PPP agreements with each other. This incidence is confirmed Pressman and Wildavsky (1984). They argue that the various stakeholders in the implementation of any policy all have different interests which they seek to fulfill. Due to this, the parties will have to reach a consensus to ensure a successful implementation of such a policy program. They propounded the Complexity of Joint Action Model to explain this phenomenon. In this regard, so long as the reasons for which the Assembly wishes to enter into a

PPP agreement does not impede those for which a particular private sector wishes to do the same, then both have a mutual ground on which PPP could be engaged.

4.4.1 Reasons for which the Assembly engages in PPP

On the part of the Assembly, the reasons given for engaging in PPP included:

Inadequate revenue

One of the major factors responsible for the Assembly's engagement in PPP agreements has to do with the inability of the Assembly to mobilize funds on its own to embark on the construction of these huge infrastructure facilities for the public. The Assembly lacks the capacity in terms of both human resource base and logistics to mobilize revenue locally for the provision of the infrastructure it needed. Woefully inadequate are also the Central Government transfers known as the District Assemblies' Common Fund that the Assembly normally receives from the Central Government. Besides the fact that these transfers are inadequate, they are also erratic in that they are not released on time thereby increasing the overall cost of projects if they are to be relied upon for the provision of infrastructure.

Below is what the Municipal Chief Executive has to say on the issue of the inability of the Assembly to raise enough revenue for its projects.

'in fact, the cardinal reason being that if the Assembly will sit down and wait for its own funding before we can go into certain projects, that one it will take us decades so me I have a conviction that PPP is the way. That is why initially when I took over, and I saw a PPP project which was supposed to have been started that had not started, I immediately went through contract agreement and gave the approval to quick start the project because if we had to sit down and get our own funding for that market project, it will take us decades. So if someone is coming to put it up because

we do not have the funding for it and this will enable our people to get to use it and benefit from it, I don't have a problem with that...'

Here, we have a respondent admitting that if the provision of infrastructure should be left in the hands of the Assembly alone, it will surely take a longer time for the gaps in the provision of infrastructure in the municipality to be filled. He identifies the inability of the Assembly to procure enough capital resources as a major reason why the Assembly has to enter into PPP with private entities with the aim of looking for alternative sources of capital for these infrastructure projects.

One other respondent, who is an Assembly Member also noted that the Assembly has a huge task of providing infrastructure for the people meanwhile, its resources are meagre.

Below is his comments:

'the Local Government Act gave us the responsibility to develop the municipality to improve the living condition of the people in all aspects of development. This task is very enormous in the face of inadequate capital and human resource. As a result, resource scarcity and the technical advancement of the private sector push us to go into PPP'

Another respondent had this to say on the scarcity of resources;

'I can see that the Assembly has a lot of issues to deal with and since the Assembly cannot handle everything in the municipality because it does not have all the needed resources, it will not be out of place to partner with a private person. If an individual is coming to do a project that will benefit the Assembly and the individual, I think the Assembly must join such people to promote development in the community'

Another Assembly Member indicated that:

'when it comes to development, it does not mean that government alone bare all the burden because it cannot bear it. So, when we have some who can support with money for instance in

instances where the government does not have, where both the public and private individuals will benefit at the end of the day, it is important to encourage them. When all the burden is put on the government, the government cannot afford it and it is the people who will suffer in the long run.'

One Zonal Council Chairman also mentioned that:

'our municipality is very, very big and the Assembly alone cannot solve every issue (problem) because we don't have the means so it is important that some of the burden is taken care of by the private sector. This will help the Assembly to concentrate on other aspects of development'.

The chairman of the Agric-subcommittee also mentioned that:

' I can see that the Assembly has a lot of issues to deal with and since that Assembly cannot handle everything in the municipality alone, if some individuals come to do a project that will benefit the Assembly and the individual, it will be good to welcome such an idea and that is why the Assembly join such individuals for development to take place in our community'

The views expressed above saw the various respondents identifying low revenue generation as a reason for the Assembly partnering with the private sector. The reviewed literature equally revealed that even though there is a huge gap in the provision of infrastructure especially in the developing world, budgetary constraints on the part of the public sector or government for that matter has made it very difficult for them to provide the needed resources to find a solution to the gap in the provision of infrastructure. The literature went on to suggest that in view of this, some governments have resorted to using PPP in helping bridge the gap in the provision of infrastructure. Kopp, 1997, (cited in Hammami et al. 2006), supports this view expressed by the respondents. He argued that PPP agreements give the public sector the opportunity to consider otherwise unaffordable projects due to budget constraints, by allowing the public sector to mobilize more

financial capital through the use of the private sector as an intermediary. Similarly, Ismail (2013), indicated that among other factors, the need to reduce the risk of public money tied up in capital investment, facilitate creative approaches and a reduction in total budget cost to the public sector move most of them to adopt PPP in the provision of public infrastructure.

Vining and Boardman (2008), again noted that the need to minimize government budget expenditure, lower cost of provision of infrastructure by the private sector due to economies of scale and greater ability for innovation on the part of the private sector are the cardinal reasons for the adoption of PPP. All these affirm the viewpoint of the respondents.

Quality of work

The second important reason for the adoption of PPP in the provision of infrastructure in the Asunafo North Municipal Assembly is the quality of work being delivered through PPP. It was found out that as compared to the projects initiated by the Assembly itself, the PPP projects were much better in terms of the quality of work done. Below is what the Works Sub-Committee Chairman said on the issue.

'I think the PPP projects are better in quality than those the Assembly itself did through the works department. If you look at the Goaso Market, for instance, you will see that the stores that have been constructed using PPP are much bigger and the inside more spacious than those constructed by the Assembly itself. Again, looking at sanitation, you will have realized that we have not been able to construct any WC toilets but only KVIPs. Meanwhile, all the people we have partnered with for the provision of toilets are doing WC. If the chance; I will go for PPP for all our projects'

The Municipal Engineer also admitted that when the work is given out on PPP, the Assembly is better positioned to monitor the project and any defects detected are corrected on time and hence enhancing the quality of work. Osei-Kyei et al. (2016), in analyzing the factors that lead to the

successful implementation of public-private partnerships in infrastructure development identified proficient service delivery and effective project monitoring as key factors in choosing public-private partnerships. Hodges and Mellet (2004) also equally attested to this finding when they indicated that, partnership between the public and private entity would go in the long run to further enhance project monitoring and also ensure accountability.

Akintoye et al., (2003), also in a related development suggested that PPP is seen by governments as an efficient way of developing ‘value for money’ public infrastructure and at the same time providing modernized public services. Again, PPPs have been observed to have emerged as a very popular means of procuring public works globally as a result of their high success rates in bringing quality and innovation among others to developed projects (Roumboutsos and Saussier, 2014). This supports the view expressed by the respondents that indeed, the private sector has what it takes to deliver quality projects. Perhaps the Assembly is already overburdened with the provision of other services and may also not have the needed technological know-how to ensure delivery of quality infrastructure if left in its hands alone. It might, therefore, be able to do better supervisory work if the private sector is involved in the provision of the facility. Indeed, a visit to some of the project sites showed a clear difference in the quality of work of projects executed by the Assembly itself using its own local contractors and those done on PPP basis.

Timely completion of project

A third motive for the using PPP by the Assembly for infrastructure, as was revealed by the study suggests that PPP projects are normally completed within the stipulated time frame as compared to other sources of funding for projects. The availability of source of funding for PPP projects coupled with the fact that the contractor or private partner seeks to finish the project on time in

order to gain the needed returns on the investment seems to account for the timely completion of PPP projects.

The Municipal Coordination Director indicated that;

‘if you take a common fund project, for instance, you can only continue upon the release of the funds but u cannot trust when the funds will also be released so it delays the project. With PPP however, the contractor knows that he or she must finish the project on time and operate it for a while before handing it over to the Assembly. Any delays will affect the fortunes of the private partner so they do everything possible to complete such project on time and we are also happy’

Here, it came to light that the speedier implementation of PPP infrastructure projects was preferred to the delays in implementing projects using other sources of funding. This finding is consistent with the assertion of Mumford (1998), who suggested that the speedier construction and commissioning of PPP projects make public organizations attracted to them. Reeves and Ryan (2007), among other things also indicated that the faster delivery of public infrastructure on PPP basis compared to other traditional methods of procurement tends to influence the choice of PPP by public organizations. Again, Daniella and Cristina (2009), looking at the advantages and limitations of public-private partnerships in Romania posited that one of the major motivations for PPP is the quicker execution of projects once the contract is signed. PPP projects top the list of the Assembly projects that have been completed within the stipulated time schedule.

4.4.2 Reasons for the private partner engaging in PPP with the Assembly

Profit making

Private entities are in the market to maximize profit and will put their investment where they are assured that they will make profit on them. The study found out that one of the key drivers

facilitating partnership between the Asunafo North Municipal Assembly and other private-sector agencies in providing public infrastructure was the desire to make returns on investment on the part of the private partner. Below is the response of Affriyie-Off, one of the private entities engaged by the Assembly on a PPP basis:

'I know the Assembly is responsible for the provision of public toilets and other facilities in our communities but you see they are not providing them. If you follow up, they will tell you that the Common Fund is too small and has not been coming frequently for them to use in providing these facilities. Meanwhile, the people in our communities also need these facilities. If you build it for them and you take user fees for its usage, you will get your money and even make profit so since I am in the position to provide them, I have decided to do that. I am providing a twenty-seater WC and will manage it to get my money'.

It is indeed evident that profit-making was a major consideration for this respondent partnering the Assembly. The International Monetary Fund (2004), indicated that above all, public-private partnership opens a new chapter of investment opportunity for the private sector to venture into areas from which they were previously excluded with the aim of maximizing profit. Erwin et al. (2017), in a similar study conducted in Indonesia, indicated that return on investment happens to be one of the main aspects of PPP for the private sector.

4.5 The challenges in implementing PPP

The study went further to identify some key challenges that mitigate against the successful implementation of PPP in the procurement of public infrastructure by the Asunafo North Municipal Assembly. It was realized that some major setbacks ought to be surmounted so as to promote a smooth implementation of PPP in the Asunafo North Municipal Assembly. In his work,

Bardach, (1977), acknowledged that there is difficulty in the implementation of public policies and programs that are well designed on paper. He noted that it has been easier to have the policies designed than to have them implemented to yield the needed results. This suggests that more efforts need to be put in if we are to implement formulated policies successfully. Available literature identifies various issues with the smooth implementation of PPP program activities in various jurisdictions. The story seems not to be so different from the field of study, Asunafo North Municipal Assembly, as the various respondents in the study came out with various factors that work against the smooth implementation of PPP, in the provision of infrastructure in Asunafo North Municipal Assembly, irrespective of the good intents of the policy program in the municipality.

4.5.1 Challenges facing the Assembly

Various challenges have been identified in the field as mitigating against the smooth implementation of PPP in the provision of infrastructure in the Asunafo North Municipal Assembly. On the part of the Assembly, the challenges identified included: difficulty in getting the private partner to do things the way the Assembly wants it, long operational periods (on the part of the private sector), resource constraints, among others.

i. Difficulty in having absolute control over the project

The study found out that in projects that were procured through public-private partnerships, it was very difficult for the Assembly to exercise absolute control over such projects. The MCE in his submission lamented that:

‘One of the major challenges facing us is the fact that somebody is bringing his or her own capital to put up a project for you and at a point in time the project is not progressing, it becomes very

difficult for you to continue with the project or even push the person to continue because assuming that the person is short of funds due to one reason or the other, that becomes a difficult challenge'

This observation was equally noted by another technical officer of the Assembly, the Engineer, who shared the views of the MCE. He had this to say in his response;

“What I have seen is that because the private investor is coming with his or her own money (capital) and we are not paying him or her anything, sometimes or even more often than not, it becomes very difficult to control them. They are mostly reluctant to adhere to some of the specifications of the project and the building regulations and stuffs that we have in this country and it is a bit of a problem but we are only trying to get around it.”

Here, both respondents acknowledged the fact that the extent to which the public sector, which is the Municipal Assembly for that matter, has a say or control over the project right from its inception to the completion stage and its maintenance is a challenge that the Assembly is contending with. The general view here seems to depict the fact that since the Assembly does not contribute that much in terms of the resources needed for the projects, they tend not to have much say in the projects. Abdul, et al. (2014), noted this in their study when they indicated that lack of consensus among policymakers as an inhibiting factor to the successful implementation of PPP. As indicated earlier, both the private sector and the Assembly all do have their varied interests in engaging in the partnership and this comes to play throughout the implementation stage of the project. That is why it is very essential that a consensus is reached before the commencement of the project to help curtail some of these occurrences.

ii. Long operational period by the private sector

In situations where the Assembly adopts a BOT type of PPP, the private sector comes in to put up the facility and operates it for some number of years before eventually having the facility returned to the Assembly for ownership. The duration usually is long enough, that is, between five(5) to twenty-five(25) years to enable the private sector realized its capital invested including any anticipated returns on the investment before handing it over. More often than not, the facility is handed over to the Assembly at a point when it has depreciated in value and this is reckoned as a challenge by the Assembly. This is because more money would again have to be spent on the maintenance of the facility.

The concerns of one of the respondents is presented below:

'Another problem we have is the fact that every investor is looking at how to recoup his or her investment and also make a lot of profit out of that because of the time value of money is of the essence here. The person is putting so much so the person will also look up to a longer operational time to derive the maximum benefit from the investment that he is doing today. For instance, if somebody is putting in an amount of Ten thousand Cedis (Ghs 10,000) in a project today, in the next ten years, that money becomes nothing due to the time value of money and as a result, the private investors look for longer operational periods but this a challenge to us at the receiving end'.

Available literature reveal that PPP projects require long term commitments from the various parties involved in the agreement. This long-term commitment sometimes results in lock-ins and reduces flexibility. The private sector having invested so much in a particular project may opt for longer operational periods to recoup its investment. Here, the private sector seeks to use its sunk

cost in the project to hold up the public sector long enough to make its returns on the investment made (Hoff, 1994).

iii. Process of getting approval from the Ministry of Finance and Economic Planning

One other major concern raised by the technocrats of the Assembly bothers on the duration it takes for the Assembly to get clearance from the sector ministry responsible for PPP projects, which is the Ministry of Finance and Economic Planning (MoFEP). In accordance with the Ghana PPP Policy, all public entities engaging in any form of PPP with a private entity should send the proposals and contract documents to the Ministry of Finance and Economic Planning for approval before embarking on such projects. The views of the respondents, however, seem to suggest that this process delays the implementation of the projects as the documents sometimes get delayed at the Ministry. Commenting on this, this is what one of the technical officers of the Assembly has to say:

‘the process of getting endorsement from the Ministry of Finance for our PPP projects actually limits the speed with which we wish to move. Sometimes you agree to do the project with a private partner, you send the documents to Accra and by the time it comes back, interest rates and dollar rate go high and the private partner may eventually lose interest in the whole thing’

Li (2003) and Cheung et al. (2009), indicated that, Public-Private Partnerships more often than not do suffer undue delays in negotiations at all stages including processes in getting contracts approved. This eventually may have implications for the implementation of such projects as it tends to delay a lot of processes. This could also impact on the overall cost of the project in economies like that of Ghana, where interest rates and inflation are continuously on the rise. Osei-Kyei and Chan (2017), also admitted among other variables that the lengthy delays in finalizing negotiations of PPP projects invariably end up negatively impacting the smooth implementation

of such projects. Again, Ball et al. (2000), discovered that PPP negotiation processes are very long processes as a result of the nature of the contracts which are normally complex to decide on or evaluate. This oftentimes may have to make use of external consultants which may lead to delays in implementation. The same observations were made by Carrillo et al. (2008), who also concluded that high transaction cost and lengthy negotiation period among others as factors impeding smooth implementation of PPP. From the literature, it stands to conclude that the total time spent in the contract transaction affects the success of the project. The study found out that the main cause of delay in the entire process happens when the contract documents are forwarded to the MoFEP for the final approval.

iv. Lack of competition from the private sector

One other challenge identified was the lack of adequate competition within the private sector in Asunafo North Municipality in partnering the Assembly for PPP projects. It appears as though the locally based private sector is not well motivated to compete for PPP projects. When asked whether there were enough bids for PPP projects, this was what one respondent said:

‘the responses to our advertisements are so low such that the few that you get, you will have to eventually pamper them just to get the work done. When we have more competition, then we can have good negotiation and get the best out of them. If competition is not keen, you don’t get the best out of your negotiation’.

The study found out that each time PPP projects were advertised, only two or three private entities apply. If this happens, it tends to make the bidding process not highly competitive enough. In some instances, you tend to have the same companies applying all the time and winning the bids. Abdul. et al. (2014), equally revealed in their work that insufficiency in the construction industry is a threat to the successful implementation of PPP. It is indeed true that only one private company

may win the bid to provide the public infrastructure being constructed. However, the availability of multiple companies doing the bidding process will promote competition while ensuring that only the overall most competitive rates have a chance to be chosen (Marcel, 2012). It stands to reason therefore that the absence of a lot of companies doing the bidding will not make the process competitive enough and this may impact on the quality of work. Where this occurs, the public sector agency could make a decision to deregulate and disperse the work among various external and internal sources (UN Secretariat, 1997).

v. Lack of interest in PPP by local private partners

Even though there are quite a number of local private sector organizations within the Municipality that are well equipped with the capacity to engage with the Assembly on a PPP basis, indications, however, reveal that only a hand full of them are interested in having such partnerships with the Assembly. Observation from the field revealed that not much has been done on the part of the Assembly to help educate the general public on its PPP programs and also to extend invitation to the local private partners to engage with the Assembly on a PPP basis in areas that they (the private sector) could afford to and hence the lack of the needed support from the private sector. One of the Assembly Members commenting on this has this to say;

‘what I can say is that if we try to go into partnership with our own local people, it will be a good idea. Some have the ability and capacity to go into partnership with the Assembly. it will help them retain their money here at home. The difficulty of having the Assembly to honor its part of the bargain during such agreements is what scares the local private entities away and so the Assembly must work on that and also educate the people on PPP issues for them to understand the concept very well’.

This finding was confirmed by Abdul et al. (2014), who made a similar observation that the lack of both public and private support for PPP is a major challenge confronting the smooth implementation of PPPs. Again, the informal nature of the private sector in the municipality posed a major challenge as it makes it difficult for the Assembly to identify them and hence partner with them. Ngowi, 2005, noted that in places where the informal sector dominates the private sector, it becomes very difficult if not impossible for the public sector to find qualified private partners to enter into PPP arrangements. The Assembly has little data on the private companies within its jurisdiction and this impacts negatively on the success of PPP within the municipality.

vi. Land tenure system

Another challenge identified from the study has to do with the issue of land ownership. Land tenure explains the system of landholding or ownership. Land ownership in Ghana includes allodial interest, customary freehold, common law freehold, leasehold and customary tenancies (Ministry of Lands and Forestry Ghana, 2003). A greater proportion of land ownership in the Asunafo North Municipality is customary tenancies where stools hold lands in trust for the citizenry. In this regard, it becomes very difficult for the Assembly to access any piece of land needed for a particular project without the authorization of the traditional authorities. In many instances, the Assembly had to fall on the traditional councils for the provision of land for certain projects. This normally goes with the payment of compensations which may eventually impact on the total project cost.

One Assembly Member in a response to the issue has this to say:

‘land issues pose challenges to both the Assembly and private investors when they want to embark on certain projects. Sometimes, investors out of goodwill come to construct structures that will benefit both the Assembly and the entire community but the difficulty in getting access to land will eventually put them off and they will go away. In some instances, if lands are given out for projects,

people come to claim ownership of them and this generates into litigation issues and may lead to delay in the project starting or even stop the project totally'

4.5.2 Challenges facing private partners

Some of the private partners such as Afriyie-Off Ltd., Justadan Global Limited and some other private individuals who have also constructed toilet facilities and operating them on a PPP basis equally came out with some challenges associated with their role in partnering the Assembly on a PPP basis. Among some of the key concerns raised included access to information from the Assembly, excessive bureaucratic procedures, source of capital (funding) among others.

i. Access to information

Cletus (2011), noted that access to information is a requirement for good governance and development. Today's global village requires accurate information for one to be able to make good decisions. Holsen (2007), indicated that the tenet of democracy works by conferring to the general public the legal right to ask for and receive information held by public bodies and further went ahead to discuss the importance of record-keeping to freedom of information. To this effect, various governments have put in place measures to ensure that citizens do have the right to information. Though efforts were put in place by Ghanaian Governments to ensure the same since 1999 through the drafting of the Right To Information (RTI) Bill, it still remains at the deliberative stage till now (Cletus, 2011). Owing to this, people do not have adequate information about government business simply because it has not been made available to them.

This study found this development manifests itself in the study area as well. There seems to be a challenge in accessing information from the Assembly on PPP issues within the municipality.

The information available was very scanty making it very difficult for people to have access to detailed information. Some of the private partners indicated they have little or no knowledge on

the programs of the Assembly on PPP matters. One of the respondents, commenting on the challenges being encountered by the private sector in partnering the public sector for the provision of infrastructure had this to say;

‘the general public I think knows little about this PPP issues of the Assembly. The Assembly has to do a lot of adverts on the radio on PPP to educate the people on these issues so that when they are entering into such agreements with the Assembly, they will not be afraid. You know some people think that once you have a PPP arrangement with the Assembly during a particular regime and that government is no more, then you will lose your investment but it is not so. It will help if more adverts are run on radio and the Assembly educates the local people on these issues. It will encourage a lot of them to come on board.’

ii. Excessive bureaucratic procedures

Another significant challenge identified on the part of the private sector bothers on the bureaucratic principles involved in getting PPP projects awarded and executed. The processes seem to cause much delay in executing such projects on the part of the private investors. In his view, one private investor has this to say;

‘the bureaucracy in this country is just too much. Sometimes the money you use for the project is not even yours because you have taken a loan from the bank then the Assembly will tell you they have to take the contract documents to Accra for approval and by the time it comes if you are not careful, you may even lose interest in the whole project because the interest on the loan keeps piling up.’

Often times, bureaucratic measures are laid down to see to the effective and efficient running of government organizations or public institutions. This in itself is a good principle. However, in

instances where these bureaucratic principles are rigidly adhered to, they tend to slow down on the pace of work.

Daniella and Cristina (2009), indicated that the organizational structures characteristic to the public sector reflected in the hierarchical organization and the bureaucratic structures are rigid. They made the case that the traditional public services are stable and rigid while the practices used in the private sector are innovative, flexible and adopt and change over time. The rigid nature of the public sector tends to delay decision-making processes thereby impacting on the implementation of programme policies.

iii. Source of capital

Another challenged identified on the part of the private sector has to do with access to capital. Most of these infrastructural projects are capital intensive and huge sums of many are needed for their execution. However, there seems to be limited sources from which these funds could be attained. Some of the respondents complained about the high-interest rates of the banks and some other financial institutions that deter them from using them to procure the capital for such projects. This finds confirmation in the work by Abdul et al. (2014), who noted among other things that the high cost of participation and the absence of strong financial institutions, who provide these huge capitals, as a hindrance to the success story of PPP. Osei-Kyei and Chan (2017), also confirmed this finding from the field. They noted that there is evidence of lack of immature financial markets in developing countries making access to huge sums of financial capital very difficult and hence the inability of them being accessed for PPP projects.

4.6 Improving PPP implementation in Local Government

The interview sessions went a step further to seek the views and opinions of the various respondents on measures that could be put in place to further enhance the Assembly's efforts in

using PPP in the provision of public infrastructure. Various recommendations were suggested by the respondents. From the point of view of these respondents, if some of these recommendations are put in place, it would go a very long way to help boost the eventual implementation of PPP programs in the Assembly, which would also impact on the overall infrastructure development in the municipality. Among some of the issues suggested include:

4.6.1 Capacity building of staff

For the staff to be well versed in issues pertaining to PPP and be in a better position to implement same successfully, there is the need for capacity building and sensitization of key staff and stakeholders on pertinent issues concerning the implementation of PPP. This was clearly identified in the response of one of the key implementors of PPP in the Assembly when he intimated that; *‘PPP has come to stay. There is, therefore, the need to build the capacity of staff involved in PPP. Currently, we are depending more on our knowledge and experience in the service which will not help much. We need to build the capacity of the staff in issues relating to PPP in order to avoid mistakes in the process. There is the need for sensitization.’*

Laura and Abby (2013), mentioned that it was necessary to have human capacity available to manage complicated financial structures and monitor projects. It is imperative to access the required commercial and professional skills in order to realize the benefits of PPP contracts. Besides this, there will be a need for sensitization of the general public on PPP program policies.

4.6.2 Consensus between partners

The study found out that both the private and public sectors enter into PPP for varied reasons. There is therefore need for these reasons to be clearly spelled out and consensus reached at the preliminary stages before the implementation of the project.

4.6.3 Lead role in PPP by Central Government

It is also recommended that the central government play a key role in entering into major PPP agreements with multi-lateral agencies on behalf of Assemblies. This is because it was found out that it is easier for the central government to enter in such agreements with the private sector on behalf of the Assembly than the latter doing same. A typical example is the agreement entered in with Zoom Lion Limited on behalf of the Assembly by the central government.

4.6.4 Documentation of all public lands by local authorities

The study recommends that in this day and era of land encroachment and litigation issues, it will be better if local authorities and other public institutions take steps to have all public lands dully registered and fenced if possible, in order to prevent encroachment on them. This will ensure that they have easy access to the lands whenever they are needed for any developmental purpose.

4.6.5 Formalized the operations of all private companies

The study again recommends that the Assembly take steps to have all private entities operating within their jurisdiction dully registered. This will lead to the formalization of the activities of these companies from who revenue could be received for the Assembly. It will again further broaden the scope of local private enterprises that the Assembly can partner with for PPP on small scales due to the capacity of the companies.

4.6.6 Combination of user fees with government payments

The burden of long operational periods of projects by the private sector could be surmounted by conscious efforts being put in place for other payments in the form of grants, subsidies, tax exemptions among others to be collected by the private sector during the operational stage of projects under BOT (Laura and Abby, 2013). When this is done, the private sector takes a shorter

time to gain returns on the investment made. This will hence lessen the operational period by the private sector and also ensure that the project is handed over to the public sector in a good state.

4.7 Conclusion

This part of the study basically touched on findings from the field of study. These findings were presented and explained in line with existing literature that confirmed or otherwise, did not confirm the findings. The study found out that the main reason for the adoption of PPP in the provision of public infrastructure is the lack of capital for such investments. The demands on the Assembly are very high and it is unable to raise the funds needed for the provision of these facilities hence the need to partner with the private sector in the provision of these facilities.

It was also realized that most of the PPP agreements signed with the private sector are on a build operate and transfer (BOT) bases with some isolated cases of built operate and own (BOO) now coming up. There are also a number of challenges including long operational periods, land ownership, bureaucratic systems among others that are adversely affecting the smooth implementation of PPP in the Assembly.

CHAPTER FIVE

SUMMARY, RECOMMENDATIONS, AND CONCLUSION

5.0 Introduction

This chapter provides a brief summary of the main findings, discussions and relevant conclusions derived from the research work. It further suggested recommendations for the successful implementation of PPP in local government based on the research.

5.1 Summary of major findings

This research sought to find out how public-private partnership is utilized to provide public infrastructure with specific reference to Asunafo North Municipal Assembly in the Ahafo Region of Ghana. The study adopted the qualitative approach by using an in-depth interview guide to solicit for responses from the main participants of the study. In all, eighteen teen (18) participants were selected for the study. They comprise five (5) Assembly Members, Five (5) private individuals and eight (8) technocrats from the Assembly. The main findings are thematically organized and summarized below:

5.1.1 Respondents' appreciation of the concept PPP

An attempt was made to evaluate the respondent's appreciation of the concept under study. It was evident from the responses collated from the interviews that the participants in the study are well informed with regards to the PPP agreements that the Assembly was engaged in. On the part of the Assembly Members, two (2) of them could not identify what constitutes PPP or not and hence were unable to confidently tell which projects of the Assembly were procured using PPP. Three (3) technocrats also found it difficult differentiating between what constitutes PPP or not. The overall effect is the discrepancy in the dates given on the initiation of projects using PPP by the Assembly.

5.1.2 Types of PPP adopted by the Asunafo North Municipal Assembly

The study discovered that the major type of PPP that the Asunafo North Municipal Assembly engages in with the private sector is Build Operate Transfer (BOT). This is the situation where the Assembly enters into an agreement with a private entity or individual, who comes aboard to provide a particular public infrastructure based on the needs of the Assembly. The private partner then operates the facility upon its completion for some stipulated number of years before finally having the ownership of the facility transferred to the Assembly at the end of the operational period. During the operational period, the private partner is also responsible for the maintenance of the facility. It was realized that this arrangement was very convenient for the Assembly in circumstances where they readily have the land needed for the project available and the private partner only comes in with other resources such as capital and the technology needed for the construction. Examples of such projects included the market complexes found at Goaso, the district capital and Mim, twenty-seater WC Toilet Facility at Mim, among others.

There was an instance, however, where one private individual indicated that the project was going to be completely owned by him and would not be transferred to the Assembly at any point in time. This was a situation where the land also belonged to the private individual. He, however, indicated that it was a PPP agreement he had with the Assembly and would be paying part of the proceeds from the facility to the Assembly. This depicts the picture of a Build Operate Own (BOO) type of PPP where the private sector provides the public facility, operates it and eventually owns it.

5.1.3 Reasons for adopting PPP in the provision of infrastructure by the Assembly

The study here again sought to find out why the Asunafo North Municipal Assembly chose to embrace PPP in its quest to help provide public infrastructure for its citizenry.

5.1.3.1 Low revenue generation

The study showed that the cardinal reason why the Assembly decided to partner with the private sector in the provision of public infrastructure was lack of the capital for such projects emanating from the Assemblies inability to mobilize adequate revenue needed for such projects. The major avenues of revenue for the Assembly includes the internally generated revenue (IGF) and revenue from other sources such as the central government (DACF) and other donor funds. The evidence on the ground, however, showed that the high demand for infrastructure facilities by the citizenry coupled with the high cost involved in putting up such structures tends to make the main sources of revenue of the Assembly woefully inadequate to meet such demands and hence the need to explore other alternatives and PPP was readily available

5.1.3.2 Quality of work

Again, the quality of work delivered by PPP projects seems to be another major reason why the Assembly prefers to procure projects using PPP as compared to other traditional procurement methods. Evidence on the grounds showed that the PPP Market Stalls constructed at both Mim and Goaso are bigger and more spacious as compared to the ones constructed using either DACF or the Assembly's own internally generated funds. Also, whereas the public places of convenience provided were all KVIPs, those provided on PPP basis are all WCs. This suggests that the private sector has the needed technology and human resource skill to deliver on quality projects.

5.1.3.3 Timely completion of projects

The third motivating factor for the adoption of PPP by the Assembly is the fact that PPP projects more often than not are time-bound and are completed on schedule. This is because the flow of sources of funding for PPP projects seems to be more reliable than the other sources for the Assembly. coupled with this, both the Chief Executive and Assembly Members do have limited

tenure of office and as such would opt for procurement methods that will enable them to deliver on their promises for the citizenry to reimpose their confidence in them

5.1.3.4 Profit-making motive

On the part of the private sector, it was found out that the sole reason why they engage with the Assembly on a PPP basis is to make a profit. They seek to construct these facilities for the Assembly in the form of investment, manage for some specific number of years and have both their investment and returns made.

5.1.4 Challenges encountered in the adoption of PPP for infrastructure development

The study identified some key challenges that come with using PPP to procure public infrastructure in the Asunafo North Municipal Assembly in the Ahafo Region of Ghana. These challenges work against the successful implementation of the PPP policy at the local government level and ought to be surmounted in order to promote a smooth implementation of the policy. They include:

5.1.4.1 Control over the project

One major challenge identified was the inability of the Assembly to exercise absolute control over the project during the construction and operational periods of the project. It was discovered that the private partner seems to have so much control during this period which makes it very difficult for the Assembly to make any significant inputs during this period. In instances where contractors are not meeting certain specifications or delay projects unduly, it was very difficult for the Assembly to coerce these contractors into keeping to specifications or meeting deadlines.

5.1.4.2 Long operational periods for projects

Another major concern on the part of the Assembly was the duration of the operational period on the part of the private sector, especially for projects under BOT. As indicated earlier, the major type of PPP implemented by the Assembly is BOT and as a result, the private partner has to operate

the facility for some number of years before eventually having it handed over to the Assembly. The lengthy duration of these operational periods poses a challenge to the Assembly as most of these facilities are handed over to Assembly at the end of the operational period in a deplorable state and an additional cost had to be incurred in maintaining these facilities before they could be put to use.

5.1.4.3 Undue delay in negotiations

Besides the vetting processes PPP contract documents have to go through at the district level, the contracts again have to be sent to the sector ministry for final approval before the projects are initiated. It was found out that the documents sometimes delay unduly with the ministry and this adversely affects the implementation process of the agreement reached between the Assembly and the private sector. In the case of the Market Complex at Mim for instance, owing to this particular challenge, the project implementation delayed for two years.

5.1.4.4 Insufficient competition from the private sector

The availability of more private sector companies bidding for projects makes the bidding process highly competitive. This further enhances the selection of the best positioned private sectors to engage with for PPP projects. Findings from the field, however, reveal that it is the same companies that are involved in bidding processes with same companies winning the bids most of the time. This takes away the competitive nature of the bidding process and has the potential of adversely affecting the project.

5.1.4.5 Lack of interest in PPP by local private partners

Coupled with the lack of competition from the private sector is the fact that the indigenous private sectors within the municipality seem not to be interested in partnering with the Assembly. This is

because the activities of these private entities are informal. It hence becomes very difficult for the Assembly to recognize them and partner with them.

5.1.4.6 Land tenure system

Land ownership issues also came up as a challenge. Many at times, there often arise tussles between the Assembly and the traditional authorities over ownership of certain public lands. There occurs to be little or no documentation of public lands vested in the Assembly and claim of ownership over them oftentimes become an issue. Some of the lands of the Assembly have also been encroached upon by some private estate developers and squatters.

5.1.4.7 Access to information

On the part of the private partners, concerns were raised on the difficulty in accessing information on PPP projects from the Assembly. The study identified the lack of proper documentation of earlier projects as the main reason accounting for scanty records on earlier PPP projects in the Assembly.

5.1.4.8 Excessive bureaucratic systems

Bureaucratic systems in themselves are not negative but in situations where they are rigidly adhered too without making provisions for innovations, they could slow down certain processes. The decision-making processes in the Assembly systems are bureaucratic and very rigid. This affects the time taken to approve projects in general including PPP projects and is a challenge that faces the private sector.

5.1.4.9 Source of capital

Another challenge the private sector reckons with in implementing PPP at ANMA is the difficulty in accessing readily available capital for huge investment projects. The high cost of interest rates, inflation, and depreciation of the cedi were seen as contributions to this challenge

5.2 Implications for literature

The study provides elaborate information on the role of PPP in the provision of public infrastructure at the local government level and how effectively PPP can be leveraged to help local assemblies bridge the huge gap in infrastructural need. It also offered some recommendations that can be useful to policymakers and academics as well.

To situate the study within the context of a theory, the researcher combined the Rational Choice Theory (RCT) with the theory of Complexity of Joint Action by Pressman and Wildavsky from which combination a framework was presented to explain the adoption of PPP in the provision of infrastructure at the local government level.

The case study method was used in the study and as such, the study focused on a single unit of analyses which in this case was the Asunafo North Municipal Assembly in the Ahafo Region of Ghana. In view of this, chances are that the main findings may differ if the same study is conducted in different parts or districts of the country most especially in areas that have different demographic characteristics from that of the Asunafo North Municipal Assembly, using different methods. Future studies can, therefore, attempt a comparative analysis between two or more districts to see if the findings will be similar to those of this research or differ.

5.3 Conclusion

The study sought to interrogate the adoption of Public-Private Partnership (PPP) in the provision of public infrastructure for local governments with specific reference to the case of the Asunafo North Municipal Assembly of the Brong-Ahafo Region of Ghana. During the process, the study examined factors that compelled the Asunafo North Municipal Assembly to adopt PPP in the provision of infrastructure for its citizenry. It also looked at some of the various types of PPP arrangements that the Assembly was engaged in with the private sector. Again, the study went

further to examine some of the impediments working against successful implementation of PPP in the provision of public infrastructure and made recommendations for the successful implementation of PPP in the provision of public infrastructure.

On the whole, the Assembly seems to be doing well when it comes to using PPP as an alternative in the provision of infrastructure for the people as it can readily boast of two big market complexes that have been established using the PPP concept. There however remain some challenges that if properly handled could lead to greater strides that could be attained.

5.4 Recommendations for effective adoption of PPP for the provision of infrastructure

Like any other major public policy, there are inhibiting factors working against the success of PPPs, which if not tackled would serve as impediments to the smooth implementation of PPP in the provision of public infrastructure. There is a call for pragmatic measures to be put in place to surmount these impediments if PPP is to be relied upon as the main tool to help solve the problem of gaps in the provision of public infrastructure. There have been some suggested recommendations provided based on the findings of the study. These recommendations are presented as follows:

First, the little appreciation of issues pertaining to PPP in the municipality is a major cause of concern. In view of this, the study recommends that the Assembly take steps to build the capacity of the local staff on issues pertaining to PPP and also embark on mass sensitization of the general public on these same issues. This is believed will go a long way to bring on board some of the local private entities who wish to partner with the Assembly.

Again, the interest of all parties to any PPP agreement should first be clearly spelled out with consensus reached before implementation. All this should be documented in the agreement and the document should be readily available to all who wish to have access to it. The various

Assembly Members under whose jurisdiction such projects fall should be well briefed by the project team of the Assembly on all aspects of the project and if possible, have access to the necessary contract documents. This will go a long way to help them supervise such projects very well and also put them in a better position to organize the local people to offer the needed support to the project team in times of need.

The study again suggested that the central government plays the lead role in entering into PPP agreements on behalf of the local authority. This system was found to be much easier as compared to the local Assembly having to enter into its own agreements. A typical example is the Zoom Lion agreement entered in by the central government on behalf of the local Assemblies. Again, all public lands should be documented and the documents kept with the Assembly for easy access and usage in the future. All private companies are also to be identified and registered to formalize their operations. Where necessary, other successes of funding such as grants or subsidies are to be paid alongside the collection of user fees to enable the private sector recovers its investment in the short term to ally the fear of long operational period of projects by the private sector.

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APPENDIX A

INTERVIEW GUIDE

I am a post graduate student from the Public Administration and Health Service Department of University of Ghana Business School.

I am conducting a research on the Adoption of Public Private Partnership in Infrastructure Development in the Asunafo North Municipal Assembly in the Ahafo Region of Ghana, in partial fulfillment of the requirement for the award of an MPhil Degree in Public Administration. I will very much appreciate it if you could spend some time to be one of my research subjects. This interview is purely for an academic exercise and as such your identity will anonymous and your opinion, comments and contributions will equally be confidential. I therefore encourage you to feel free and respond to the issues to be discussed. Thank you.

Contact details of researcher:

ABRAHAM GALLEY

University of Ghana, Legon

Email: aggalley@st.ug.edu.gh

Mobile: 0244480697

RESEARCH TOPIC: Public-Private Partnership (PPP) and Infrastructure

Development in Asunafo North Municipality of the Ahafo Region in Ghana

OBJECTIVES OF THE STUDY:

- Identify the various types of PPP in Asuanfo North Municipality
- Explore how is used for the provision of infrastructure
- Find out factors affecting the adoption of PPP in the provision of infrastructure
- Find out the objectives for entering into PPP agreements
- Challenges and the way forward

GUIDE FOR QUESTIONS

Background information

Name and address of the organization.....

How long have you worked here?.....

Current position in the organization.....

Level of education of the respondent.....

How long has the respondent been with the organization

How long has the respondent been with the organization?

Identification of the various types of PPP in ANMA

Respondent's knowledge on what PPP involves

.....

.....

.....

.....
Is there a policy of the organization for PPP?.....

Does the organization engage in PPP?.....

What types of PPP does the organization engage in?

.....
.....
.....

How long has the organization engaged in PPP?.....

Objectives for entering into PPP agreements

Is the Assembly engaged in any form of PPP with any private partner in the area of infrastructure development that you know of?.....

If yes, please name two (2) of these private organizations/individuals

Any reasons for entering into this arrangement?

.....
.....
.....

How PPP is used for the provision of infrastructure

Is there a specific arrangement for the provision of infrastructure on the basis of PPP?

.....

What are some of these arrangements?

.....
.....
.....

Adoption of PPP

Please give three (3) reasons why your organization engage in PPP

.....
.....
.....

Challenges

Two (2) ways politics can affect the implementation of PPP

.....
.....

Two (2) ways resources can affect the implementation of PPP

.....
.....

Three (3) ways institutional factors can affect the implementation of PPP

.....
.....
.....

Any other challenges you can think of?

.....
.....
.....

The way forward

Three ways to enhance the operationalization of PPP

.....

.....

.....

Final comments on the subject matter

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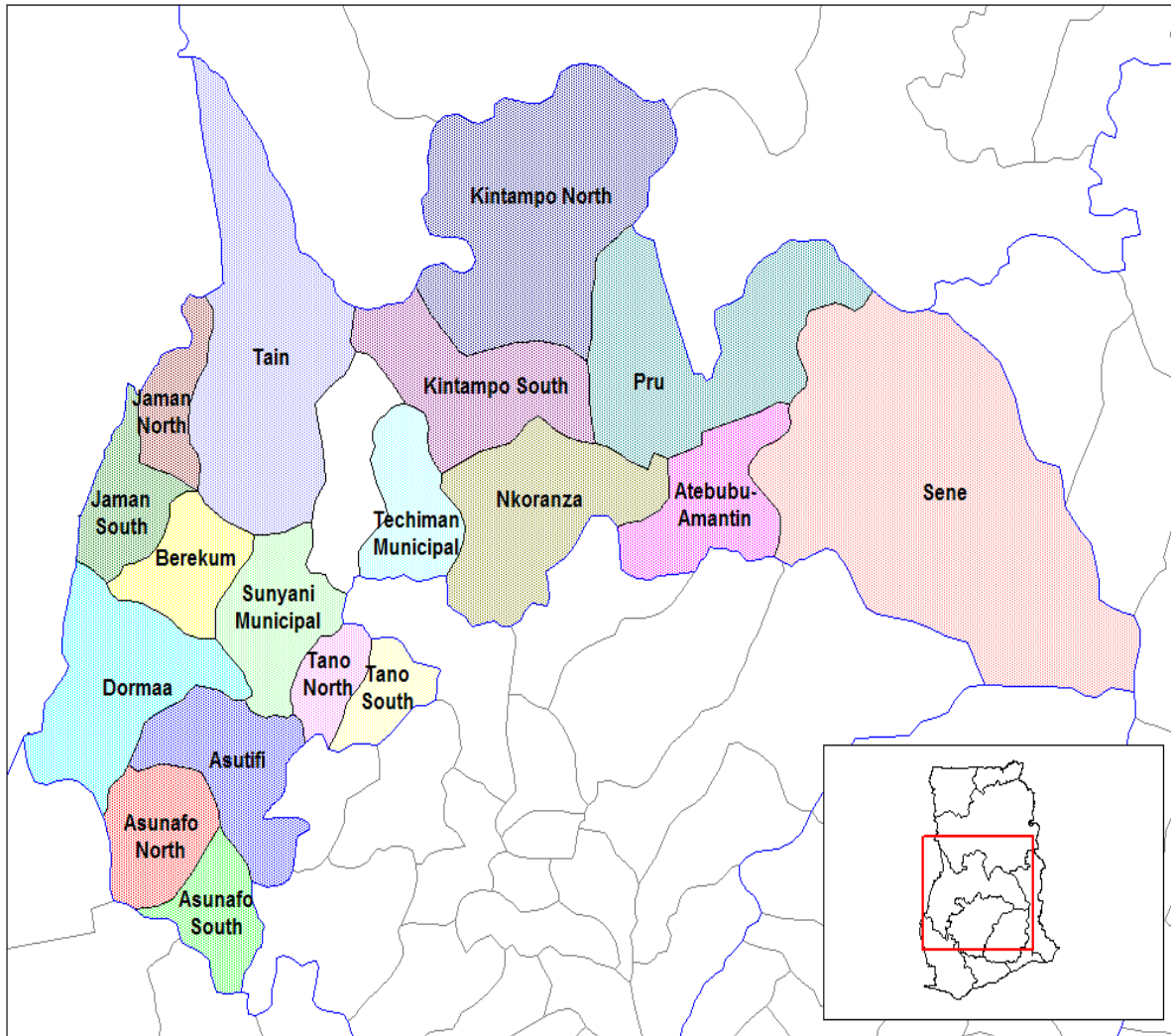
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THANK YOU.

APPENDIX C

Fig 3.2 Map of Brong Ahafo Region showing the location of Asunafo North Municipal Assembly.



Source Medium Term Development Plan, ANMA 2014-2017

APPENDIX D

Table 3.1 Participants of the study

No	Participant	Number of Respondent Selected
	Officials of the Assembly	7
	Municipal Chief Executive	1
	Municipal Coordinating Director	1
	Municipal Planning Officer	1
	Municipal Works Engineer	1
	Municipal Finance Officer	1
	Budget Officer	1
	Assistant Director	1
	Assembly Members	4
	Chairman of Works Sub-Committee	1
	Chairman of Agric Sub-Committee	1
	Chairman of Finance and Admin. Sub-C'ttee	1
	Zonal Council Chairman	1
	Private Partners	4
	total	15

APPENDIX E

Revenue pattern of ANMA from 2015-2017

Revenue	2015	2016	2017
Budgeted for	Gh¢ 10,213,454.46	Gh¢ 11,522,828.03	Gh¢ 11,427,789.83
Actual	Gh¢ 6,505,507.69	Gh¢ 8,343,463.42	Gh¢ 3,124,262.26