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Assessing the effectiveness of state-owned shippers’ councils: the case of the Ghana Shippers’ Authority

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ASSESSING THE EFFECTIVENESS OF STATE-OWNED SHIPPERS’ COUNCILS

The case study of the Ghana Shippers’ Authority

By

HELENA CLAUDIA AMANFU
Ghana

A dissertation proposal submitted to the World Maritime University in partial Fulfilment of the requirements for the award of the degree of

MASTER OF SCIENCE
In
MARITIME AFFAIRS
(SHIPPING MANAGEMENT AND LOGISTICS)

2016

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DECLARATION

I certify that all the material in this dissertation that is not my own work has been identified, and that no material is included for which a degree has previously been conferred on me.

The contents of this dissertation reflect my own personal views, and are not necessarily endorsed by the university.

(Signature)

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“With a joyful and grateful heart
I give all glory to you
Oh Lord, my God”

First of all, I extend a heartfelt gratitude to the Almighty God for sustaining and strengthening me throughout my course, the accomplishment of this work and my stay in Malmö, Sweden.

My sincere gratitude also goes to the management of the Ghana Shippers’ Authority (GSA) especially the CEO, Dr. Kofie Mbiah and his deputy, Ms. Sylvia A D Owu, for their kind words of encouragement. Without the support of my sponsors, Danish Maritime Authority, this milestone would not have been a reality; thank you for believing and investing in me.

My immense appreciation goes to my supervisor, Dr. Momoko Kitada for her patience, guidance, encouragement and time in making this a success. To the staff of the library, Chris Hoebeke, Anna Volkova and Sara Hurst, your prompt response for materials for my work and your patience enabled me to have quite a smooth research, I thank you very much.

I wish to extend my thanks to the GSA staff for their prayers and encouragement; of special mention are Mr. Frederick Atogiyire for his support and Messrs Bashiru-dine Abdul Haki, Paa Kwesi Saforo and Jacob Okine for their selfless involvement in the gathering of data for the study. I also thank the participants of this study for their time and prompt responses.

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Most of all, I am extremely grateful to my husband, affectionately called ŬSouletŵ for allowing me to pursue this programme. You have been my source of inspiration, supporter and prayer warrior and have kept the fire of the home burning in my absence. I sincerely thank you from the bottom of my heart for your patience as well. A thousand kisses of appreciation to my children, affectionately called Ŭthe Chisŵ, for their love and smiles even when I was not around. Many thanks to my mother, Mrs. Love Hammond, and sister, Ms. Celestine Y Amanfu for their support.

To all others that I have not mentioned here, I remain grateful to you forever. God bless you all.

“Happy is the man who finds wisdom,
And the man who gains understanding;
For her proceeds are better than the profits of silver,
And her gain than fine gold” Proverbs 3: 13 - 14.
ABSTRACT

Title of Dissertation: Assessing the Effectiveness of State-owned Shippers’ Councils; the case of the Ghana Shippers’ Authority

Degree: MSc

The approval by UNCTAD for the formation of Shippers’ Councils world-wide was in response to general concerns raised by the “group of 77”. The UN Liner Code accorded the right to the Shippers’ Councils to act as a countervailing mechanism to the activities of liner conferences. The workings of the West and Central African countries led to the adoption of the African transport maritime charter resulting in the establishment of Shippers’ Councils in these countries, one of which is the Ghana Shippers’ Authority (GSA).

Similar to what pertains mostly in developing countries, the GSA was set up as a governmental body to protect and promote the interests of shippers. However, the promotion of trade liberalisation concept with the subsequent removal of all forms of protectionism in trade by international entities like the World Bank and the World Trade Organization (WTO); and at the national level, stakeholders in the industry calling for the privatisation of the GSA have questioned the relevance of the GSA as a State-owned body in this era.

In view of this, the study assesses the nature of the work and performance of the GSA with respect to the services it offers and takes into account its benefits as a State-owned organisation to shippers. The reasons for and challenges of the GSA as a State-owned and as a private body was examined. To achieve the objectives and answer the research questions of the study, a mixed method approach, consisting of questionnaires and semi-structured interview, was employed in the data collection and analysis. The application of the purposive sampling method assisted in choosing respondents who are well-informed about the topic under study.

The study revealed that the GSA should be maintained in its current form but should operate with a high degree of autonomy from any government interference so that it can represent the interests of shippers directly. It also established that the GSA would not be effective when privatised due to the lack of State power or legal backing required for it in a developing economy like Ghana.

Additionally, due to the powerful nature of shipping service providers especially shipping lines, the research confirms that there is the need to have a balancing effect that can assist shippers to obtain services at optimum cost.
KEYWORDS: Assess, Effectiveness, State-owned, Privatisation, Shippers’ Councils, Trade Liberalisation
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<tr>
<th>Abbreviation</th>
<th>Full Form</th>
</tr>
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<tbody>
<tr>
<td>AU</td>
<td>African Union</td>
</tr>
<tr>
<td>AGI</td>
<td>Association of Ghanaian Industries</td>
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<tr>
<td>BSC</td>
<td>British Shippers' Council</td>
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<tr>
<td>CBC</td>
<td>Burkinabe Shippers' Council</td>
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<tr>
<td>CCAC</td>
<td>Republic of Central Africa's Shippers' Council</td>
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<td>CCC</td>
<td>Congo Shippers' Council</td>
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<td>CGC</td>
<td>Guinea Shippers' Council</td>
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<td>CMC</td>
<td>Mali Shippers' Council</td>
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<tr>
<td>CNC</td>
<td>Angola National Shippers' Council</td>
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<td>CNCB</td>
<td>Benin National Shippers' Council</td>
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<td>CNCT</td>
<td>Togo National Shippers' Council</td>
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<td>CNSC</td>
<td>Cameroon Shippers' Council</td>
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<tr>
<td>CNS</td>
<td>Guinea Bissau Shippers' Council</td>
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<tr>
<td>CNUT</td>
<td>Niger Council of Public Transport Users</td>
</tr>
<tr>
<td>COC</td>
<td>Shippers' Council of Chad</td>
</tr>
<tr>
<td>COSEC</td>
<td>Senegal Shippers' Council</td>
</tr>
<tr>
<td>EC</td>
<td>European Community</td>
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<tr>
<td>eSNF</td>
<td>Electronic Shipment Notification Form</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
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<tr>
<td>GIFF</td>
<td>Ghana Institute of Freight Forwarders</td>
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<tr>
<td>GMA</td>
<td>Ghana Maritime Authority</td>
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<td>GNCCI</td>
<td>Ghana National Chamber of Commerce and Industry</td>
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<td>GPHA</td>
<td>Ghana Ports and Harbours Authority</td>
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<tr>
<td>Acronym</td>
<td>Description</td>
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<tr>
<td>GRA</td>
<td>Ghana Revenue Authority</td>
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<td>GSA</td>
<td>Ghana Shippers’ Authority</td>
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<td>GSC</td>
<td>Gabon Shippers’ Council</td>
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<td>GSC</td>
<td>Ghana Shippers’ Council</td>
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<td>GUTA</td>
<td>Ghana Union of Traders Association</td>
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<td>GSF</td>
<td>Global Shippers’ Forum</td>
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<tr>
<td>ICC</td>
<td>International Chamber of Commerce</td>
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<td>IMO</td>
<td>International Maritime Organization</td>
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<tr>
<td>IMF</td>
<td>International Monetary Fund</td>
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<tr>
<td>JITAP</td>
<td>Joint Integrated Technical Assistant Programme</td>
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<tr>
<td>LDCs</td>
<td>Least Developed Countries</td>
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<tr>
<td>MINCONMAR</td>
<td>Ministerial Conference of West and Central African States on Maritime Transport</td>
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<tr>
<td>MOWCA</td>
<td>Maritime Organisation of West and Central Africa</td>
</tr>
<tr>
<td>NAFTA</td>
<td>North American Free Trade Agreement</td>
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<tr>
<td>NIEO</td>
<td>New International Economic Order</td>
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<td>NRCD</td>
<td>National Revolutionary Council Degree</td>
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<td>NSC</td>
<td>Nigerian Shippers’ Council</td>
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<td>OGEFREM</td>
<td>Democratic Republic of Congo Shippers’ Council</td>
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<td>OIC</td>
<td>Ivorian Shippers’ Council</td>
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<tr>
<td>PNDCL</td>
<td>Provisional National Defence Council Law</td>
</tr>
<tr>
<td>SASTALC</td>
<td>Southern Africa Shippers’ Transport and Logistics Council</td>
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<tr>
<td>SCSUs</td>
<td>Shipper Complaint and Support Units</td>
</tr>
<tr>
<td>UASC</td>
<td>Union of African Shippers’ Councils</td>
</tr>
<tr>
<td>UNCTAD</td>
<td>United Nations Conference on Trade and Development</td>
</tr>
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</table>
WMU  World Maritime University
WTO  World Trade Organization
CHAPTER ONE

1.0 INTRODUCTION

1.1 Background of the study

Every Nation in the world with or without a seaport engages in some sort of trade. For the trade to thrive effectively, there must be some kind of collaboration among players. In the international supply and demand of maritime transport, at least two players come to mind. These are the:

- Providers of shipping services who normally are engaged in the supply side of the operations. These include the carriers (shipping lines), ports, shipping agents, freight forwarders, terminal operators among others; and

- Users of the shipping services who are on the demand side of the business. These are mostly the shippers (exporters and importers) or the customers.

Several years ago, there existed a dominant arrangement of conference alliance comprising shipowners who exploited shippers through the imposition of high freight rates and meted out other unequal treatment on them. This led to general concerns by the Group of 77, an alliance of Least Developed Countries (LDCs) within the United Nations Conference on Trade and Development (UNCTAD); this prompted a debate to address the imbalance by advocating for the setting up of a consultation mechanism which identified world trade particularly in developing countries (Ahmia, 2015).

The debate resulted in a New International Economic Order (NIEO) in 1965 which was summarised in the UNCTAD Code of Conduct for Liner Conferences, generally referred to as the UN Liner Code (Parameswaran, 2004). The UN Liner Code offers a platform for addressing issues such as freight allocation, freight rate negotiation, insurance on import and conflict resolution. The new order was confirmed in 1968 at UNCTAD meeting held in New Delhi, India which resulted in the endorsement of the formation of National Shippers' Councils (Blanco, 2007; UNCTAD 1981). In
light of this, Shippers' Councils emerged in various parts of the world including the developed countries. The first known Shippers' Council was the British Shippers' Council (BSC) which was established in 1956 while the first Shippers' Council in Africa was set up in Côte d'Ivoire in 1968.

The main purpose of a Shippers' Council is to organize shippers by equipping them with the required bargaining power needed to obtain adequate and efficient services at a minimum cost in terms of liner shipping (Sletmo & Holste, 1994). Globally, Shippers' Councils have been given the mandate to represent, protect and promote the interests of shippers. According to Addico (2000), the concept of multimodal transport in today's shipping environment has brought with it the urgency for Shippers' Councils as shippers are faced with complex issues which need the expertise of these Councils.

By nature, the majority of Shippers' Councils found in Europe were established as private organisations while in Africa, they are mostly State-owned. The Ghana Shippers' Council (GSC) per its establishment decree, the National Revolutionary Council Decree (NRCD) 254 in 1974 as amended by Provisional National Defence Council Law (PNDCL) 181, was mandated to promote and protect the interest of exporters and importers in Ghana.

However, its Act was amended to Act 562 (1998), which consequently led to a change in its name from GSC to Ghana Shippers' Authority (GSA). The Act mandates the Authority, on shippers' behalf, to consult with and negotiate charges of the various shipping service providers, maintain a membership list of these providers; engage in mutual consultations with other stakeholders in the sector, and resolve shippers' complaints, among others (GSA Regulations, 2012).

The GSA operates under the Ministry of Transport and is a self-governing public shippers' organisation with its main sources of finance coming from service charge levies on shipping lines, the sale of shipment notification forms and warehouse rentals, among others (Addico, 2000).
1.2 Statement of the problem
In recent times, bodies such as the World Bank, World Trade Organization (WTO) and the European Union (EU) have been promoting the concept of liberalisation and withdrawal of various forms of protectionism in trade (Moussa, 1999). The GSA as a State-owned organisation is constrained in policing the services of other major shipping service providers which are equally government-owned, such as the Ghana Ports and Harbours Authority (GPHA), Ghana Maritime Authority (GMA), Ghana Revenue Authority (GRA). The GSA administration is also not exempted from the political interference that bedevils State-owned organisations. Citing the above reasons, there have been countless calls by stakeholders in the shipping industry to privatise the GSA so that it can be operated by the importers and exporters devoid of any involvement by the government.

On the other hand, in developing countries like Ghana, most of the shippers are small in size and fragmented all over the country with weak bargaining power against shipping service providers who are more organised; therefore, governmental intervention to protect the common interests of shippers is called for. A deduced paradoxical statement that “a State-owned Shippers’ Council operating on government annual subvention can never be efficient in today’s highly competitive, liberalized shipping world and a privatized Shippers’ Council without government legislative support could be as dead as some of the cash-strapped trade associations, which cannot attract professionals into their secretariats” calls for research (Addico, 2000). Figure 1 summarises the current dilemmas faced by the GSA.

Figure 1. A model of the problem faced by the GSA
Having those issues in mind, this study will, therefore, examine and recommend whether Shippers’ Councils, particularly the GSA, would be able to execute its mandate effectively while remaining a State-owned organisation or as a privately owned entity.

1.3 Aims and objectives of the study
The aim of this study is to assess and inform policy makers in which capacity — State-owned, privately owned or both practices — the Shippers’ Councils in general, and the GSA in particular, would be able to effectively play their roles.

The specific objectives of this research will be to:

a) Understand the roles of Shippers’ Councils especially that of the GSA;
b) Examine the performance of the GSA based on the services it provides to its major clients, shippers;
c) Examine the challenges that the GSA would face operating as a State-owned organisation or a private organisation;
d) Determine to what extent the GSA can play its roles effectively as a State-owned organisation or as a privately owned organisation; and
e) Recommend whether the GSA should still remain and operate as a State-owned organisation or be privatised

In order to achieve the above-mentioned objectives, research questions have been generated with a focus on having a better and deeper understanding of the study.

1.4 Research questions
This study examines whether the GSA has effectively operated as a government agency or can be effective as a private organisation. In order to answer this core research question, the following five sub-questions were posed to navigate this study and identify the specific areas for investigation.

a) What is the nature of the work or functions of the GSA?
b) What are the challenges of the GSA operating as a State-owned organization and what would its challenges be if it were to operate as a private entity?

c) How does the GSA being a State-owned organization impact on its role in protecting and promoting the interests of Ghanaian shippers?

d) How would it impact on the activities of shippers if the GSA was a private entity?

e) What can be done to enhance the effectiveness of the GSA as a State-owned organization?

1.5 Significance of the study
Shippers’ Councils as organizations ensure that the interests of shippers are largely promoted and protected in their dealings with shipping service providers such as the ports, shipping lines and agents, freight forwarders, customs brokers among others. This it does through a number of services and the provision of facilities to ensure that shippers do not only gain their money’s worth but are also fully satisfied as far as their business transactions are concerned.

This study aims to show the importance of Shippers’ Councils being managed by the governments or being operated as private organisations and how these two statuses impact on the roles of Shippers’ Councils and on the activities of shippers. The result of the study is expected to add to the stock of information on the roles and importance of Shippers’ Councils and serve as a basis for further research and discussions in the future.

1.6 Research methodology
The study will review literature related to the topic under study, which will serve as the secondary source of data by providing the necessary background information needed to set the tone for the research. The Mixed methods of research will be used in gathering direct information or the primary data. The research design adopted for
this study is a survey and the methods applied are the dissemination of a questionnaire and semi-structured interviews. The employment of this type of research tool is aimed at eliciting information which is deemed sensitive in the maritime industry of Ghana.

The study targets selected experts and persons from the maritime industry including stakeholders from GPHA, Association of Ghanaian Industries (AGI), Ghana Union of Traders Association (GUTA), GRA Ì Customs division, shipping lines, freight forwarders associations and others.

1.7 Scope of the study
The research aimed at obtaining a wide range of views/opinions on the effectiveness of the GSA as a State-owned entity. Limiting the scope of the study to a handful of individuals may not yield the adequate results; however, because the researcher intended to obtain vital information concerning the topic under study, the sample size for the research was restricted to a certain group. These are experts and individuals in the maritime field who not only have knowledge about the operations of the GSA but also collaborate with the Authority.

The researcher expects that the contribution of this group of individuals is extremely valuable not only to the study but also to the GSA in particular and could be applied for the purposes of policy making by the government.

1.8 Organisation of the study
To be able to achieve the objectives of this research, the following structure will be used. Chapter one will cover the background and the statement of the problem. It also presents the main objectives, the significance of the study and a brief description of the methodology; Chapter two will review the literature on the structure of Shippers’s Councils, their historical development and their aims and functions. In addition to this, other works with respect to the subject area will also be reviewed;
Chapter three presents how the GSA was established, its mandate and the services it provides.

Chapter four provides the methodology of how the research was conducted. Questionnaire administration and the conduct of interviews assisted in getting information on the performance of the GSA, its representation as well as how it can be made effective; Chapter five focuses on the analysis of data from the research instruments which is then represented by tables, figures, and text while Chapter six will present a summary of the findings resulting from the analysis in Chapter five. Finally, Chapter seven will conclude the findings of the study and proffer recommendations for policy makers and future studies.
CHAPTER TWO

2.0 LITERATURE REVIEW

2.1 Introduction
The transportation of goods by sea has contributed to the distribution and consumption of goods or products worldwide which otherwise would have been impossible. According to Stopford (2009), tramp/bulk shipping, specialised shipping and liner shipping are the three main segments making up the shipping industry.

The main difference between tramp and specialised shipping is that the former does not operate on fixed schedules, nor does it have regular ports of call; ships normally sail to wherever legitimate cargoes are available. The latter, on the other hand, makes provisions for particular/specific goods based on regular services through the use of vessels purposefully and technically built to carry such cargoes but able to carry other cargoes as well (Cage, 1997; Lista, 2014). On the other hand, liner shipping operates on regular and specific routes and advertises its prices. Liner services can be described as the practice of offering consistent sailing schedules and services between fixed ports by common carrier ocean operators in global trade (Sjostrom, 2004; Brooks, 2000; Malmberg, 2001).

Liner shipping was set apart by its distinct feature of arrangements between businesses as a result of the increasing competition and importance attached to this kind of shipping in the transport of cargoes by sea. The Calcutta conference which was founded in August 1875 was postulated to be the first and main practice of agreement in liner shipping to stabilise prices (Rodrigues, Ferrari, Parola, & Tei, 2015). Other authors have, however, asserted that there were other conference systems in existence before the Calcutta conference; these were Cunard line, Collins line and Transatlantic shipping conferences whose focus was not necessarily on pricing (Sloan, 1998; Smith, 1906a).

By the twentieth century, the number of conferences had increased in ocean trade. However, the main discussion is about how these conferences influenced the
establishment of Shippers’ Councils worldwide. The activities of these conferences which included the regulation of sailing schedules, imposition of freight rates and conditions of affreightment had negative impacts on the businesses of importers and exporters due to the high cost involved.

The resultant response was the formation of Shippers’ Councils globally. Formed in 1955, BSC is perceived to be the first of its kind in the world while in Africa, Côte d’Ivoire Shippers’ Council was the first to be established in 1968. Six years on, the GSA was set up in 1974 to protect the interests of Ghanaian shippers and also to act on their behalf.

In order to gain more insights into Shippers’ Councils, this chapter will explore their historical development, concentrating on their characteristics as State-owned or privately owned, their structure, how different they are from Chambers of Commerce and then focus on the concept of free trade and its suitability with the economic environment especially, that of Ghana.

2.2 Historical development of Shippers’ Councils

2.2.1 Liner conferences

Shipping conferences, conferences or ocean shipping conferences are a few of the terminologies which have been used to denote liner conferences (Premti, 2016). Liner conferences have been described in many forms by different writers. The conferences were cartels or associations consisting of shipowners or carriers serving particular trades and offered regular shipping services. As formal bodies who have pooled their resources together, they agreed to limit competition among themselves in order to address challenging issues of pricing, and seasonality and also to manage capacity (Stopford, 2009; Gold, 1981; Sjostrom, 2004; Danas, 1984). The UN Liner Code (1974) defines a liner conference as follows:

“A group of two or more vessel-operating carriers which provides international liner services for the carriage of cargo on a particular route or routes within specified geographical limits and which has an agreement or
arrangement, whatever its nature, within the framework of which they operate under uniform or common freight rates and any other agreed conditions with respect to the provision of liner services”.

Conferences can be open or closed depending on the mode of admission of members; the former admits on the condition that the new entrant has the capacity to meet the minimum technical and monetary standards while the latter grants access into the association based on the interests of existing/current members (Pozdnakova, 2008). To ensure that the commitment of shippers was safeguarded, closed conferences restricted the number of members in the liner trade resulting in a monopoly, despite the fact that Branch (2007) inferred that they were semi-monopolistic in nature.

According to Micco & Pérez (2001), monopolistic powers can be maintained either by the State through trade schemes which are restrictive in nature or by private anti-competitive practice (cartels). The modus operandi of the closed conferences affected the businesses of importers and exporters and was by this time affecting the balance of payment of developing economies due to the huge outflows of foreign exchange (Zamora, 1971).

Although the monopolistic nature of these conferences was generally understood to be disadvantageous especially to shippers of developing countries who were fragmented, a number of advantages, such as availability of regular and high-quality shipping, and stability of freight rates, have been attributed to them. These advantages even had side effects including economic inefficiencies, mostly in the case where the frequency of shipping was unnecessary, resulting in unused cargo space for which shippers paid and also a lack of innovation due to limited competition (Zamora, 1971; Günster, Carree, & Van Dijk, 2011).

Consequently, there was a worldwide uproar especially from developing countries to seek solutions to this canker. The resultant remedy was the intervention by UNCTAD as captured by the UNCTAD Code of Conduct for Liner Conferences which Power (1998) suggests is the single multilateral freight sharing arrangement
which involves the participation of some European Community (EC) member countries.

2.2.2 The resolution by UNCTAD

Owing to the reasons listed above and growing concerns from developing countries in respect of their position in international trade, a request was made for the establishment of an international body to manage the challenges of foreign trade and economic growth; resulting from this was the formation of UNCTAD in 1964 (Zamora, 1971).

In an effort to stop the indiscriminate activities of the liner conferences, a petition was made to the Committee on Shipping of UNCTAD by the Group of 77, a coalition of the least developed countries in UNCTAD. UNCTAD’s intervention culminated in a number of debates including the NIEO which emerged in 1965 and was contained in a document which dealt with the problems of liner conferences known as the UN Liner Code (Parameswaran, 2004).

UNCTAD at its second meeting held in 1968 in New Delhi, India, strongly advocated and supported the establishment of National Shipping Lines and National Shippers’ Councils (as consultation mechanism regarding shipping) among other things; these were thus endorsed. In this regard, these Councils were tasked with the mandate to protect the interests of shippers in the areas of freight rates and conference dealings by acting as countervailing powers (UNCTAD 1981).

The UN Liner Code, which became effective on October 6, 1983, reinforced this mandate by appointing the Shippers’ Councils to provide a means for settling the challenges of freight allocation, negotiation of freight rates, the resolution of conflicts and also to implement the provisions of the Code which included the cargo sharing allocation/formula (Addico, 2000).

A Shippers’ Council can be referred to as a body of experts who advises and assists cargo owners or freight transporters by protecting their interests (Mukherjee &
Brownrigg, 2013). The Council may be a specialised private, parastatal or public legalised entity whose main aim is to provide relevant services ranging from facilitation, protection and representation of shippers’ interests at governmental, regional and international levels and ahead of shipowners and other trading partners (Azoh-mbHi, 2012). As defined by the UN Liner Code (1974), a shippers’ organization is any association or equivalent body which promotes, represents and protects the interests of shippers and, if those authorities so desire, is recognized in that capacity by the appropriate authority or authorities of the country whose shippers it represents.

It can be deduced from the ongoing discussions that Shippers’ Councils were in existence before the UN Liner Code and cannot, therefore, be referred to as products of the Code.

### 2.2.3 The African transport maritime charter

In response to UNCTAD’s support for the creation of Shippers’ Councils where such organisations were not in existence especially in developing countries, African countries adopted this resolution and began establishing them. For this purpose and with the aim of harmonizing their interests, countries in the West and Central African (WCA) region came together to organise ministerial meetings, which they termed as Ministerial Conference of Western and Central Africa (MINCONMAR) now known as the Maritime Organisation of West and Central Africa (MOWCA), on policies pertaining to their shipping and trading sectors (Parameswaran, 2004).

The MOWCA is made up of 20 States, located along the coast of North and South Atlantic Ocean, which offer seaborne trade to the 5 other landlocked countries. The 25 countries are shown in Table 1 below. The first in the series of these meetings was held on May 5, 1975, in Abidjan where a resolution was taken to create Shippers’ Councils in countries where they were not in existence; this was adopted in the Maritime Transport Charter for West and Central Africa (Ademuni-Odeke, 1984). In the revised charter, which was adopted on July 26, 2010, at Kampala, Uganda,
Chapter four on Cooperation among Shippers' Councils, Article 9, still promotes the formation of these Councils and indicates their roles in protecting the interests of importers and exporters among others.

**Table 1**  
*Member countries of MOWCA*

<table>
<thead>
<tr>
<th>Coastal States:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Angola</td>
</tr>
<tr>
<td>Benin Republic</td>
</tr>
<tr>
<td>Cameroon</td>
</tr>
<tr>
<td>Cape Verde</td>
</tr>
<tr>
<td>Congo</td>
</tr>
<tr>
<td>Côte d'Ivoire</td>
</tr>
<tr>
<td>The Democratic Republic of Congo</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Landlocked Countries:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Burkina Faso</td>
</tr>
<tr>
<td>The Central African Republic</td>
</tr>
</tbody>
</table>

Source: (Kamal-Deen, 2015)

The Union of African Shippers' Councils (UASC), one of the specialised organs of the MOWCA and a member of the Global Shippers' Forum (GSF), was established during the 3rd ordinary session of MINCONMAR which was held in Accra, Ghana in February 1977. As a Union established from the Regional Negotiating Committee, it took over the freight rate negotiation functions. Its objectives include optimisation of maritime transport services in member countries, promotion of co-operation policy for the protection of the interests of member states in respect of problems in the carriage of goods. Its membership consists of Shippers' Councils or similar organisations found in WCA countries (Azoh-mbi, 2012). Presently, it has 18 active members as shown in Table 2.
Table 2
Current members of the UASC

<table>
<thead>
<tr>
<th>Name</th>
<th>Name</th>
<th>Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>Angola National Shippers' Council (CNC)</td>
<td>Benin National Shippers' Council (CNCB)</td>
<td>Ghana Shippers' Authority (GSA)</td>
</tr>
<tr>
<td>Burkinabe Shippers' Council (CBC)</td>
<td>Nigerian Shippers' Council (NSC)</td>
<td>Shippers' Council of Chad (COC)</td>
</tr>
<tr>
<td>Cameroon National Shippers' Council (CNSC)</td>
<td>Gabon Shippers' Council (GSC)</td>
<td>Mali Shippers' Council (CMC)</td>
</tr>
<tr>
<td>Ivorian Shippers' Council (OIC)</td>
<td>Guinea-Bissau Shippers' Council (CNS)</td>
<td>Republic of Central Africa's Shippers' Council (CCAC)</td>
</tr>
<tr>
<td>Guinea Shippers' Council (CGC)</td>
<td>Niger Council of Public Transport Users (CNUMT)</td>
<td>Congo Shippers' Council (CCC)</td>
</tr>
<tr>
<td>Togo National Shippers' Council (CNCT)</td>
<td>Senegal Shippers' Council (COSEC)</td>
<td>Democratic Republic of Congo Shippers' Council (OGEFREM)</td>
</tr>
</tbody>
</table>

2.3 Roles of Shippers' Councils in international trade

The primary aim of UNCTAD in advocating the formation of Shippers' Councils was to organize shippers and to give them the required bargaining power to gain acceptable and efficient services at a minimum cost - whether in the liner or tramp sectors of shipping, but the main focus was on the liner services. In their work on Shippers' Councils: role and responsibility a western view Sletmo & Holste (1994) take a different view on this when they suggest that the majority of Councils believed that their obligation was not to precisely enter into negotiations with conferences but rather that this should be left in the hands of the partners involved. Were they referring to entities such as the Chambers of Commerce? This will be discussed in the next section of this chapter. What these writers failed to do was to identify or name Shippers' Councils in this category.

With the common aim of representing and protecting the interests of shippers, the role and extent to which Councils operate may vary considerably from one country to
the other; however, the insurance of efficiency in the business of their clients is key. A great deal has been written about the liner conferences and the reasons for the formation of Shippers' Councils; however, the roles they play on behalf of shippers and, consequently, their effects on national and international trade and on economies have not been widely discussed.

The roles played by a Shippers' Council as a governmental body or a private company depends mostly on the scope of the legal instrument backing it. The foremost role of a Shippers' Council in international trade is to effectively manage the cost of the demand side of the maritime industry and to ensure that stakeholders at the supply side operate in an efficient way in order to maximise the profits of cargo owners (Addico 2000). It does this by providing a range of value-added services which may be legal, technical, organisational, informative and educational in form along with other ancillary services to assist shippers.

The information and education may take the form of empowering shippers through the organisation of forums and seminars whereas the legal services may include organising maritime law seminars for judges and lawyers handling maritime cases involving cargo owners. The law seminars help the judges and lawyers to appreciate the legalities of the industry due to the non-existence of a specialised maritime law bench (admiralty law) especially in developing countries as is the case with the Nigerian and Ghanaian shippers' organisations (Azoh-mbi, 2012).

From this discussion, it is clear that Shippers' Councils have evolved from just seeking shippers' interest through negotiations to advising shippers in all spheres of their businesses. This is because the industry has evolved and is confronted with complex and challenging problems, which can be addressed by a professional organisation.

The above roles are in line with the concepts presented by Sletmo & Holste (1994); the adversarial model, which they define as the situation where the Shippers' organisation directly intercedes on behalf of shippers by gathering relevant
information to put forth its arguments; the role where the Shippers' Council plays the negotiator which they termed the commercial negotiation model; the cooperative consultation model where the Council consults with conferences on matters of mutual concern and the cooperative industry policy making model where a Shippers' Council partners with the State to formulate policies in matters of transportation and infrastructure. In their opinion, devotion from key stakeholders in the industry would have a significant impact on the last model.

2.4 **Conflicting roles between Shippers’ Councils and the Chambers of Commerce**

According to the Encyclopaedia Britannica (2014), a Chamber of Commerce is any of the diverse voluntary bodies of business firms, public officials and professional individuals whose main concern borders on promoting and developing business and industrial opportunities in areas of interest.

Even though, there has not been sufficient work on the role conflicts between the Councils and the Chambers of Commerce, Herman (1983), Mukherjee & Brownrigg (2013) and Sletmo & Holste (1994) asserted that a discussion by the International Chamber of Commerce (ICC) led to the creation of a number of the Shippers' Councils in Europe in the 1950s.

The structure of Shippers' Councils may consist of representatives from key stakeholders and industry executives and it is likely that a Chamber of Commerce can be a member of this structure. Sletmo & Holste (1994) and UNCTAD (1978) suggested that Shippers' Councils can be represented by individual companies (shippers) or by industry associations. The former system is represented by the typical case of the Netherlands Shippers' Councils with a structure of national transport users organizations, whereas the latter is based on product, general trade or industry associations as is the case of the Danish Shippers' Council which is made up of the Council of Industries, the Council of Agriculture and the Danish Chamber of Commerce. This presupposes that a Chamber can be incorporated or integrated into a
Shippers' Council. Again as recommended by UNCTAD (1978), a Chamber of Commerce can represent general cargo owners and assorted commodities who are not affiliated to any organisation. Other Councils such as the Singapore National Shippers' Councils have opted for a combination of the two systems.

These do not make the Chamber of Commerce an organisation that seeks the interests of importers and exporters as played by the Shippers' Council. Rather, the Chamber of Commerce is to promote industrial and commercial interests of its members by collecting, distributing and publicising information of a business nature, such as opportunities for trade and issues relating to local and foreign markets and also organising exhibitions and fairs for businesses to showcase their trade.

2.5 Structure/nature of Shippers’ Councils
One may ask, what is in a name? A name can give an indication of the influence and the importance associated with someone or something. Usually, a corporate name consists of three features, that is, the distinctive feature, the descriptive feature and the legal element (Azoh-mbi, 2012). A Council can be effectively organised based on the composition of the group of shippers involved.

2.5.1 State-owned Shippers’ Councils
State-owned Shippers' Councils as one model, is predicated on the legal backing associated with it; there is a high tendency of government interest or participation. Governmental backing serves as sufficient power for Councils, especially those dealing primarily with small and medium-sized shippers who are scattered or fragmented all over a country or region. In such cases, the State performs the functions of a Shippers' Council or confers such functions on the appropriate agencies. Addico (2000) proposed that State-owned Shippers’ Councils exist as a result of the countries having most of their cargo owners as State-owned Enterprises.

As presented earlier, the roles and strength of a Shippers’ Council are interpreted by its enabling act. This allows Shippers’ organisations to openly interpret and define
their objectives, scope of activities and lobby for more powers and influence when
the need arises. In some cases, the State may deem it necessary to increase the
authority of a Council for reasons of empowerment and efficiency of services to
shippers (Azoh-mbi, 2012). It could be a suitable way by which the government can
assist in improving institutional capacity and stability as this will be some kind of
motivation for government agencies to work hard.

Stemming from this some Shippers’ Councils, such as the GSA, have acquired
warehouses and invested in other facilities like freight parks and logistics platforms
within the provisions of the applicable enabling act. These extended activities can
spark conflicts of duty and interests between Shippers’ Councils and other public
bodies in the maritime sector as there may be overlapping of functions. It would be
imperative, therefore, for governments to exercise the ultimate caution in this
approach.

The practice of a State-owned system of Shippers’ Council is normally found in
developing countries like Ghana, Nigeria, and Angola; however, the Australian Peak
Shippers Association Inc is also a typical example.

2.5.2 Privately-owned Shippers’ Councils
A majority of State-owned businesses were bought by public or private stakeholders
as a result of some countries or economies embracing decentralisation and
liberalisation policies. This initiative, accordingly, changed the nature of the trade of
importers and exporters and the Shippers’ Councils metamorphosed from State-
owned to public and private entities (Addico 2000). Cargo owners in a number of
developed countries are based in the private sector and, as such, the Shippers’
Councils found in this type of setting are privately operated. The BSC is one
example.

The Councils usually consult without any government participation or influence and
act as advocacy groups. The membership of these Councils may consist of individual
companies or private associations whose basic function is to consult with stakeholders on shippers’ problems. They, therefore, act as information exchange centres where they meet to discuss issues relating to services which include frequency of sailings, and surcharges affecting shippers and come up with the best solutions (Addico, 2000; Sletmo & Holste, 1994).

Privately-owned Shippers’ Councils are mostly financed by membership subscriptions and other funds generated internally by the Councils. They may depend on their associates, especially those from marketing sectors who are research inclined, to conduct some studies on their behalf (UNCTAD, 1977). The modus operandi of private Shippers’ Councils might be considered to be the best by some of the organised shippers in advanced countries; however, there are other importers and exporters in these countries who may think that the trade relationship model may not be enough, especially from the perspective of the huge externality involved in sheltering the interests of shippers (Addico, 2000).

In order to reflect the dynamic nature of shipping and economies, some African countries have transitioned, for example, South African Shippers’ Council to Southern Africa Shippers’ Transport and Logistics Council (SASTALC) and others are in the process of transition with a combination of both public and private shippers (Azoh-mbi, 2012).

2.6 The concept of free trade
UNCTAD was established to assist LDCs in developing and promoting their business globally with the aim of speeding up their economic growth to ensure participation and equal balance with their trading partners (Parameswaran 2004). Whether or not this has been achieved is subjected to various opinions but Parameswaran (2004) is of the view that the UNCTAD Liner Code, used as a protective policy, has not been able to achieve this. With the advent of the free-market approach and its acceptance worldwide, the activities of UNCTAD with regard to shipping have been questioned. This according to Mukherjee & Brownrigg
(2013) and Pameswaran (2004) was apparent when the Committee on Shipping was dissolved and shipping was incorporated under a new Committee at the 1992 UNCTAD VIII meeting held in Cartagena, Colombia.

Dunkley (2000) defines globalisation as a process in which the foci of forces affecting people’s lives, both formally and informally, shift from the local and national to the transnational. This process is complex, uneven, and cross-cutting, will probably never be complete and may in time be reversible, at least at certain points, if so desired by sufficient numbers of people.

It has been suggested that the lack of competitiveness of Africa’s trade has resulted in its failure to make any positive impact on the world market because the cost of shipment of cargoes and the quality of services keep increasing and decreasing, respectively, as compared to cheaper, speedier and tailor-made services which exist globally (Audigé 1995).

In the paper titled Maritime Transport Serving West and Central African Countries: Trends and Issues, Audigé (1995) noted that the nature of trading arrangement with respect to liner services has transformed, citing the following as supporting facts:

a) an increasing world-wide integration of manufacturing and supply processes;

b) an expansion of industry participants; and

c) a reduction of the market strength of the liner conferences.

The shift towards deregulation and liberalisation of international trade in cargo within the framework of the General Agreement on Tariffs and Trade (GATT), in the view of Parameswaran (2004), is very prominent as compared to that of the maritime transport services, which is not encouraging. A number of West African countries have shifted towards the concept of liberalisation as a result of coercion from organisations such as WTO, International Monetary Fund (IMF) and World Bank backed by the United Nations (UN), the EU and the North American Free Trade
Agreement (NAFTA), which have put in place policies to support this change (Mukherjee & Brownrigg, 2013).

The Commission of the European Communities (1997) reports that in June 1992, the first Cotonou Round Table Conference was organised by MINCONMAR and the World Bank to assess the current situation of the countries and suggest options for change such as the importance of decreasing government participation in strategies related to shipping; and the need for these to be handled at the regional level as compared to the national level. Study 5 of the meeting which focused on the mission and role of the Shippers' Councils had the following objectives:

   a) to review the operations of the Councils and
   b) to assist their adaptation to the current economic and maritime setting.

During the second Round Table meeting held in June 1997, it was recommended at the first meeting that the mission and role of Shippers' Councils be redefined as necessary, and that they operate and are financed as private sector trade entities representing and protecting the interest of shippers, as was the case in other regions of the world such as Europe. The need, therefore, to embrace the world-wide trend towards liberalisation and globalisation of trade and transport systems was the way forward (Azoh-mbi, 2012).

Although a number of success stories have been linked to globalisation, with its potential and benefits toward improving living standards through increased output, there are a few downsides to it. The suggestion has been made that governments will not be able to formulate economic policies on their own without a suitable and conducive national environment and that the impact can be negative for the majority of nationals and businesses (Bertucci & Alberti, 2003).

2.7 Economic environment and trade liberalisation policy

Three or four decades ago, following the economic settings and the developmental goals which existed at the time, the UNCTAD Code was developed. In current times,
however, the majority of developed countries and some developing countries have initiated plans to re-adjust their economies to meet the changing demand for competition and closer economic integration at the regional level (Audigé 1995).

Typically, these changes are taking place especially in the regions of America, Asia, and Europe with liberalisation and the gradual phasing out of the intervention of governments in the goods and services markets; shipping included. In spite of this, Audigé (1995), observes that a number of developed and developing countries are reluctant to liberalize their shipping businesses. It will, therefore, be of interest to ascertain whether the hesitation of these countries is in relation to their local economic conditions.

2.7.1 Ghana’s economic environment
It is widely suggested that the liberalisation of trade is favourable for the economic growth of a country. In view of this, without regard to whether there were companies in the private sector at that point in time who were interested in such changes in the economy, Ghana as part of the reformation process and programs advanced by the World Bank and IMF slowly liberalized its market regime from an economy largely controlled by the government (WTO, Secretariat, 2001).

This transformational activity has resulted in the private sector being continuously regarded as the engine of the country’s economic growth. A report by the government of Ghana, issued in a press release by the WTO Secretariat (2001), further suggested that efforts have been made to create suitable economic conditions for the attainment of these goals by persistently pursuing policies. These comprise apt monetary and fiscal strategies, reforms in the financial sector, industrial policies and strategies that appeal to investors.

Despite the efforts put in place by the State, the country continues to struggle with unstable currency, power rationing, and steady increases in the prices of fuel, taxes, and utilities, which have affected the rate of improvement in living standards of the people. Ghana’s economy grew by 4.1% and 4.9% in the first quarters of 2015 and
2016 respectively while an inflation rate of 16.7% was realised in July 2016 as compared to 18.4% in June 2016. Although prices of goods and services are rising slowly, there is the need for investors to be vigilant so as to make good business decisions (Kazemi, 2016).

With this unstable economic condition, the question remains whether shippers in Ghana are ready to grapple with a privately owned Shippers’ Council or whether they would like to be protected by the government and keep it unchanged. Whatever the case may be, the reasons behind it and how they oversee the role of Shippers’ Councils in the era of globalisation are of interest.

### 2.8 Summary
An attempt has been made in this chapter to look at the historical developments of Shippers’ Councils from the perspective of the activities of liner conferences and the resultant resolution by UNCTAD and then the African Transport Maritime Charter. The works of other authors with respect to the roles of Shippers’ Councils in international trade were also examined and so was the conflicting roles between the Councils and the Chambers of Commerce. The chapter also studies the nature and structure of Shippers’ Councils and then discusses the concept of free trade, the economic environment, and the trade liberalisation policy and then zooms into the economic environment of Ghana.

The next chapter focuses on the case of the Shippers’ Authority of Ghana.
CHAPTER THREE

3.0 THE GHANA SHIPPERS’ AUTHORITY AT A GLANCE

3.1 Introduction
This section of the study would take a look at the GSA from the perspective of its establishment, and statutes and then delve into its operations and services, its organogram and the sources of its finances. As this is a case study of the GSA, the local challenges it is experiencing will also be taken into account. The aim is for readers to understand and appreciate the essence of this organisation.

3.2 About the GSA
3.2.1 Establishment
Figure 2 below summarises the Decree establishing the GSA, the subsequent amendments leading to the change in name and the mandate assigned to it. The figure also shows that the GSA works with the private and the public sectors of the shipping industry to execute its mandate as related to all modes of transport.

Figure 2. A graphical representation of GSA’s establishment, mandate, and entities it consults with

Over the forty (40) years of its existence, the GSA has chalked up a number of successes, among which include:
a) the formation of shipper committees in all 10 regions of Ghana;
b) resolution of shipper complaints;
c) negotiation of freight and other tariffs

3.2.2 The mission, vision and corporate objectives of the GSA
Most organisations, in the course of their establishment and operations, have a focus in terms of what they stand for, why they exist, the direction they want to take and what they hope to become and achieve. Similarly, the GSA has couched for itself a mission and a vision statement, which it deems as critical elements in its line of work.

On the other hand, the Authority has its set of objectives which enhances its planning and activities for efficiency. The statements and objectives are attached as Appendix 1.

3.2.3 Organisational structure of the GSA
Based on a three-tier organisational arrangement, namely the Governing Board, the Import/Export Shipper Committees and the Secretariat, the GSA receives and acts under legislative support through the Ministry of Transport. The governing board is made up of representatives of shipper institutions as well as other government agencies responsible for maritime trade and transport and operates through its Technical Committees of Finance & Administration, Ports & Infrastructure and Freight & Logistics for the achievement of its objectives.

The ten (10) shipper committees act as one medium by which the Authority’s activities are brought closer to the doorsteps of shippers in Ghana. They are predominantly small-sized shippers from the private sector who meet on a regular basis to discuss common shipping problems affecting the industry. A highly trained professional staff directed by a Chief Executive Officer and his Deputy manages the Secretariat of the GSA as indicated in Figure 3 below. The staff utilises its capacity, professional expertise, and knowledge to provide the best solutions to the problems faced by shippers and also provide its services to the government and its agencies.
3.3 Financial resources of the GSA

Although the GSA is a State-owned enterprise, it operates in a private sector setting and generates its own resources. The sources of funding come from the administration of service charge, electronic shipment notification form (eSNF) proceeds, investment and funds from other projects of the Authority. The government does not fund the activities of the GSA in any way.

3.4 Services rendered by GSA to shippers

In performing its mandate or role of promoting and protecting the interests of shippers in Ghana, the GSA offers directly or indirectly the following services depicted in Figure 4 to its clients on a regular basis.

![Figure 4. Services provided by the GSA to shippers](http://shippers.org.gh/)

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**Figure 4. Services provided by the GSA to shippers**
3.4.1 Shipper education
In order to empower shippers, the business community, other maritime stakeholders and service providers, the GSA educates and sensitises them through maritime seminars, workshops, and conferences. These help them to sharpen their skills, improve their knowledge and subsequently adopt best practices in their operations.

3.4.2 Advisory services
Importers, exporters, individuals, and organisations are offered assistance and advice by the GSA at zero cost. This is done on a daily basis by telephone calls, emails and personal visits to the offices of the Authority. Issues include which freight forwarder to engage, documentation on shipments, as well as the Authority’s own activities.

The GSA also advises the Government on policy making and execution as these affect shippers’ interests.

3.4.3 Shipper representation services
These services involve using the powers conferred on it by the government to legitimately act or represent shippers’ interests in the facilitation of transit trade, negotiation of freight and other charges to ensure that competitive rates are administered by service providers.

3.4.4 Advocacy services
The GSA offers support to cargo owners by acting on their behalf and seeking solutions to the myriad of problems confronting them. It does this through investigating and finding answers to challenges confronting shippers; it also intervenes on a daily basis into complaints by cargo owners with respect to their shipments.

Shippers with valid maritime claims are supported by the Authority through the organisation of some level of legal services for them. Additionally, the GSA acts as an arbitrator in lawful maritime trade disagreements between shippers and shipping service providers.
3.4.5 Research services
As part of its research and development activities, the GSA has on countless occasions conducted studies into challenges and problems confronting shippers. The continuous gathering and organisation of maritime and trade data help inform the other key departments on ways of providing solutions to shipment problems. Information and data gathered also enable the Authority to offer recommendations on strategies and legislative issues affecting shippers’ interests.

3.4.6 Shipper information services
A number of logistics or facilities such as the toll-free hotline, Mobiship (a mobile telecommunication system), information centres and website have been made available by the GSA in order to provide immediate assistance to importers and exporters in their business transactions.

The GSA also provides information to shippers and the general public through its publications, namely the *Shipping Review* (a quarterly journal of well-researched topics which is freely distributed) and the *Maritime Trade & Transport Digest*. In addition to these publications, the Authority also compiles papers presented at the Maritime Law Seminar for Judges and the Maritime Law and Trade Conferences into books namely *The Admiral* and *Maritrade*, which are published.

3.5 International affiliations
To be able to improve its capacity building, represent Ghanaian shippers and contribute meaningfully to the development of the maritime industry, the GSA partakes in activities and coordinates with international and regional bodies such asUNCTAD, WTO, International Maritime Organization (IMO), ICC, UASC, MOWCA, the African Union (AU), and Joint Integrated Technical Assistant Programme (JITAP).
3.6 Challenges faced by the GSA
Despite all these efforts put in place by the GSA to execute its mandate, it continuously experiences some challenges that act as impediments to its progress. These challenges are enumerated as follows:

a. The Authority is not able to execute the provisions of its regulations to the full capacity and this has stifled its activities. In line with this, the GSA cannot intervene in the policies of other governmental agencies which have impact on the operations of shippers;

b. The practice of consulting the government on programmes and policies to assist shippers also delays the progress of the GSA because of the bureaucratic nature of the work of the government;

c. The promotion of the concept of trade liberalisation by organisations such as the World Bank, the WTO, and the EU, that have a certain degree of influence on the GSA in the area of shipping is another hurdle the Authority has to contend with; and

d. Owing to the removal of all forms of protectionism in trade, there have been concerns from stakeholders in the Ghanaian maritime industry that the GSA has gotten to a stage where it should be left to direct its own affairs. Again, shippers are of the opinion that their interests are not fully protected and promoted by the Authority. Thus, they are opting for the privatisation of the GSA where their concerns will be the focus and can be fully addressed.

3.7 Summary
From the above discussions, it can be observed that the GSA has lived up to its core mandate of protecting and promoting the interests of shippers in Ghana without any form of funding from the government. Following appeals by some organisations for fair competition in trade or trade liberalisation, this leads to the question of whether the GSA has effectively operated as a governmental agency or can be effective as a
private organisation. It is, therefore, necessary to investigate the effectiveness of the State-owned Shippers' Council, GSA, as a case. The next chapter discusses the methodology of this study to answer the research questions.
CHAPTER FOUR

4.0 METHODOLOGY AND METHODS

4.1 Introduction
This research seeks to find and answer questions pertaining to the effectiveness of Shippers' Councils as State-owned organisations specifically focusing on the Ghana Shippers' Authority. Thus, the explanation of the research methods applied in the collection and the analysis of the data for this study are presented in this chapter. The different sections to be discussed in this chapter include the sources of data, selection of participants, the research instruments used, the ethical issues, data collection process and data analysis.

4.2 Sources of data
Hollensen (2007) defines primary data as information gathered by a researcher from a direct and original source, usually customised to answer research questions. In particular, it is mostly relevant and specific to the topic being undertaken by the researcher. He further termed as secondary data, the act of collating information that had already been obtained by research for other objectives and that is easily accessible. The generality of secondary data assists in defining research problems and objectives through which primary data can be collected.

Primary data, obtained directly by the researcher, served as first-hand information for the study, while secondary sources of data from related works by other researchers, both published and non-published works, were used as the basis for the literature review. These provided the necessary information on historical data and substantive findings pertaining to Shippers' Councils which helped to fill in some gaps.

In obtaining the primary data, survey research based on the administration of questionnaires and semi-structured interviews was conducted. The questionnaires were circulated to individual Ghanaian importers and exporters, freight forwarders
and shipping lines, while industry executives considered as experts in the area of study were interviewed.

4.3 Selection of participants
In selecting the respondents for this study, the non-probability sampling technique was used based on the judgement of the researcher. This sampling method is a system which does not provide everyone in the populace with an equal chance of being included in the sample (Kumar, 2008). The choice of non-random sampling was to restrict participation to persons in the Ghanaian maritime industry who work closely with the GSA and are familiar with its operations.

Patton (2015) states that purposeful sampling, normally used in qualitative research, aims at deliberately selecting information-rich cases to analyse them for the intention of eliciting vital facts. Accordingly, the application of the purposive sampling method assisted in selecting participants for this research as the researcher wanted to capture persons who are well informed about the topic of study. Against this background, the researcher went further ahead to apply specifically the expert and criterion methods of sampling to elicit information from top executives of the maritime industry considered to be knowledgeable on the topic.

4.4 Research instrument
The research instrument is the means or tool employed for collecting data in order to measure a fact or an event through data gathering and recording, data analysis and decision making (Colton & Covert, 2007; Annum, n.d.). The approach adopted for this research was the mixed method design, consisting of both qualitative and quantitative data. According to Creswell (2014), qualitative data deals with open-ended questions which do not have fixed answers; on the other hand, quantitative data tends to have closed-ended questions with pre-determined responses.

Thus, the researcher used survey research by administering questionnaires and also conducting interviews. The mixed method approach allowed the researcher to gain new insights into areas that the questionnaire was not able to explore, thereby
resulting in the collection of richer data. In addition to this, presenting the findings of
the research was more indicative and analytical due to the mixture of tables and
graphical presentations. Finally, a more holistic view was attained from both the
participants in the questionnaire administration and the interviewees as generally
there seemed to be cohesiveness in their responses.

4.4.1 Questionnaire
The questionnaire, affixed as Appendix 2, was administered to fifty (50) respondents
including individual shippers, freight forwarders and staff from shipping
lines/agencies who are well informed on the issues. The participants were given a
maximum of three (3) weeks to complete the questionnaires after which their
responses were collated and analysed by the researcher. The research tool made up of
nineteen (19) questions all mandatory was divided into two sections, A and B.

Section A focused on the demographics of the respondents focusing on their age,
gender, the category of their organisation, educational level, and work experience.
This was to assist in capturing information about the background of the respondents
and for analysis purposes. Section B of the questionnaire captured the knowledge
that the respondents have about the GSA and about the topic of its effectiveness and
future outlook.

4.4.2 Semi-structured interview
As part of the research, a semi-structured interview was conducted to capture rich
quality information, which is deemed sensitive, from ten (10) selected respondents.
The interview guide is attached as Appendix 3. Eight (8) questions related to the
objectives and research questions of the study made up the structure of the interview.
These questions followed the same pattern as those designed for the questionnaire.

The participants selected and interviewed were from State agencies and shipper
organisations like GPHA, AGI, GUTA, Ghana Institute of Freight Forwarders
(GIFF), Ghana National Chamber of Commerce and Industry (GNCCI), GMA and
Customs division of GRA. The selection of the participants for the semi-structured
interviews was based on established relationship built as a result of official network. They were thus approached and briefed about the study which they consented to participate in; it took on the average 30 to 40 minutes for each face to face interview to be conducted. The semi-structured interview followed the pattern of the questionnaire; as a required field for the interview, respondents had to mention the organisation or entity they were working for. This assisted the researcher in understanding, interpreting and analysing the responses. It also helped to appreciate the views or opinions of the stakeholders with whom the GSA collaborates within the maritime industry.

In order to capture the rich quality information from these experienced interviewees and for clarity purposes, permission was sought from them to record the interviews on a digital voice recorder. The recording enabled the researcher to listen to the interviews as many times as possible in order to have an in-depth understanding and draw out issues of importance for categorisation and analysis.

4.5 Ethical issues
In conducting research, it is important to protect respondents and their environments from any kind of harm, suffering, apprehension or any negative sensation. They must be well informed about the research, its significance and what is expected of them in order to decide whether or not to take part (Oliver, 2010).

Researchers consider ethical issues and the protection of data obtained as essential to their work; subsequently, the core principles of ethics involved in all research such as avoidance of harm, informed consent, and confidentiality were the top priorities in this study. The research process and all the research instruments used were, therefore, approved by the Ethics Committee of the World Maritime University (WMU) before the data collection commenced.

The researcher conducted the study in a professional manner by seeking the approval of participants and furnishing them with information about the study. A consent form, which gives respondents the option to withdraw from participation in the
interviews or completion of the questionnaires at any time that they wished to do so was also administered. This was to avoid any harm or deception and also to respect the privacy of all the respondents; thus all data was treated with confidentiality.

4.6 Collection of data

4.6.1 Demographic Information

A total of fifty (50) questionnaires were administered but only forty-four (44) of them were completed. In terms of gender, a total of 31 males and 13 females represented the category of officials, consisting of 11 freight forwarders, 19 shippers, and 14 shipping lines. The data on the ages of the respondents showed that 25% were between the ages of 20 - 30, 41% ranged between the ages of 31 - 40, while 20% and 14% fell within the ages of 41 - 50 and 51 & above, respectively. The majority of the respondents (50%) hold a Bachelor’s degree, 18% hold a Master’s degree, while 32% hold a Diploma certificate; none have a doctorate degree.

The summary of the above analysis is depicted in Figure 5 and Table 3.

![Figure 5. Distribution of respondents in terms of percentage](image-url)
Table 3
Age distribution and academic qualification of respondents

<table>
<thead>
<tr>
<th>Age</th>
<th>No. of respondents</th>
<th>Qualification</th>
<th>No. of respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>20-30</td>
<td>11</td>
<td>Diploma</td>
<td>14</td>
</tr>
<tr>
<td>31-40</td>
<td>18</td>
<td>Bachelor</td>
<td>22</td>
</tr>
<tr>
<td>41-50</td>
<td>9</td>
<td>Masters</td>
<td>8</td>
</tr>
<tr>
<td>51 &amp; above</td>
<td>6</td>
<td>Doctorate</td>
<td>0</td>
</tr>
</tbody>
</table>

Work experience: Figure 6 shows the work experience of the respondents, where 40% indicated that they have worked in the maritime industry for 6 - 10 years; 32% have worked for 1 - 5 years in the industry while 16% have worked for more than 11 years in the industry. Twelve percent did not indicate the number of years of work experience.

![Figure 6. Work experience of respondents](image)

4.6.2 Demographics of the interviewees
Table 4 below captures a summary of the information about the interviewees who took part in the study. In order to protect their privacy, the names of the interviewees are not revealed.
Table 4

Information about the interviewees

<table>
<thead>
<tr>
<th>Interviewee</th>
<th>Organisation</th>
<th>Type of services offered</th>
<th>No. of work experience</th>
<th>Level of responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Interviewee 1</td>
<td>Customs division, GRA</td>
<td>Collects duty on import and export as well as VAT on import and engages in physical examination of cargoes</td>
<td>Over 30 years</td>
<td>Management</td>
</tr>
<tr>
<td>Interviewee 2</td>
<td>AGI</td>
<td>Advocacy and advisory services to members, gathering of information and trade promotion</td>
<td>Over 15 years</td>
<td>Management</td>
</tr>
<tr>
<td>Interviewee 3</td>
<td>GIFF</td>
<td>Responsible for the arrangement of shipments for shippers</td>
<td>Over 12 years</td>
<td>Management</td>
</tr>
<tr>
<td>Interviewee 4</td>
<td>GNCCI</td>
<td>Develops and promotes the industrial and commercial interests of members</td>
<td>Over 10 years</td>
<td>Management</td>
</tr>
<tr>
<td>Interviewee 5</td>
<td>GPHA</td>
<td>Handles and controls operations and facilities in the ports of Tema and Takoradi</td>
<td>Over 10 years</td>
<td>Management</td>
</tr>
<tr>
<td>Interviewee 6</td>
<td>GUTA</td>
<td>Promotes the welfare of members through advocacy</td>
<td>Over 10 years</td>
<td>Management</td>
</tr>
</tbody>
</table>

4.7 Analysis of data
The research includes both quantitative and qualitative analysis as part of a mixed methodology employed in this study. In this part of the data analysis, the responses from the questionnaire were analysed and examined based on the demographic statistics of the respondents through the use of comparative analyses of their age, gender, academic qualification and years of work experience. This quantitative nature of the data analysis enabled the researcher to understand how individual views
can be represented as a demographic group or as an organisation. Tables, graphs as well as texts were used in describing the responses from the questionnaires.

In addition, a further in-depth understanding of the topic was achieved by qualitative analysis. In analysing the recorded interviews, the responses were coded based on themes assigned to them. These themes were built in connection with the recurrence or emphasis of specific statements by the respondents. In connection with this, the responses were analysed based on a comparative analysis in relation to the experiences of respondents and their degree of impact or involvement in the affairs of the GSA at the policy level.

The research questions guiding these investigations are as follows:

a) What is the nature of the work or functions of the GSA?
This would assist in knowing the level of the respondents' understanding of the operations of the GSA.

In order to recommend whether the GSA should maintain its status as a public entity or should be privatised, there was a need to examine the problems it would encounter and their impact; this is what questions (b) to (d) below set out to achieve.

b) What are the challenges of the GSA operating as a State-owned organization and what would its challenges be if it were to operate as a private entity?

c) How does the GSA being a State-owned organisation impact on its role in protecting and promoting the interests of Ghanaian shippers?

d) How would it impact on the activities of shippers if the GSA was a private entity?

e) What can be done to enhance the effectiveness of the GSA as a State-owned organization?
The import of this enquiry is to assist in finding out how the GSA can further be improved such that it can adapt to the dynamic nature of the maritime industry. In furtherance of this, the findings and analysis of the data will take the following format:

Step 1: Shippers and stakeholders’ perception about the operations of GSA

Step 2: Situational analysis
- Public vs Private
- Challenges

Step 3: Ideas for improving the status of the GSA

4.8 Limitations of the study
Despite the fact that the establishment and management of the Shippers’ Councils may vary from country to country where it may be a State-owned entity with legislative backing, a public limited liability enterprise with government policy to assist its interest or a purely private or commercial body, the research limited the nature of Shippers’ Councils worldwide as being either established and managed as purely privately owned commercial entities or as State-owned organisations with legislative backing.

It follows that the lack of sufficient studies or research work on the subject brought some difficulties and challenges on the gathering and analysis of data. The few authors who tried to research the subject focused on the functions of the Shippers’ Councils and their relevance in addressing shipper problems. This resulted in the limitation of available information relating to the effectiveness of the Shippers’ Council in operating as a State-owned organization or as a private commercial entity.

Again, as a result of seeking vital and sensitive information, the selection of sample size for the research was restricted by using the expert sampling method. Thus, the sample size did not actually reflect the population. Furthermore, time limitation was
a factor that the researcher had to contend with while undertaking this study. Irrespective of these limitations, the researcher was able to achieve, to a large extent, the objectives set out for this study.

4.9 Summary
In order to investigate the topic of this research and also find answers to the research questions of this study, the researcher applied the mixed method approach, made up of both quantitative and qualitative instruments. The instruments used were a questionnaire and a semi-structured interview guide.

The selection of respondents for the study was achieved through the employment of non-probability sampling technique, specifically, the expert and criterion methods of purposive sampling. This assisted in restricting the persons who participated in the study to those who are aware of the operations of the GSA with the aim of obtaining quality data.

Following this, an analysis of data was done based on comparative analysis of the demographic information of respondents, their experiences and the extent of their influence or involvement in the operations of the GSA at the policy level. The next chapter presents the findings of the data collected.
CHAPTER FIVE

5.0 ANALYSIS OF DATA AND FINDINGS

5.1 Introduction

The literature review revealed that despite a global tendency for more open and privatised approach to trades in general, there is currently little information and data to understand whether the GSA has effectively operated as a government agency or can be effective as a private organisation. Based on the research question, this chapter attempts to analyse the original data for this study through questionnaire and interviews.

The questionnaire was drafted to seek the opinions of persons from the maritime industry of Ghana on how to improve the effectiveness of the GSA in these changing times. The following categories of people were given the questionnaires – freight forwarders, shippers and shipping lines. The questionnaire was designed in two (2) sections where section A sought the biographic information of all the respondents who took part in the research, thus: age, gender, academic qualification and years of work experience and section B captured the knowledge that the respondents have about the GSA and on the topic of its effectiveness and future outlook.

The aim of conducting the interview was for the researcher to capture detailed information regarding the study which might not have been considered in the questionnaire. Thus, a number of key industry players who operate in the maritime industry of Ghana were interviewed.

As mentioned earlier in the methodology chapter, the data analysis followed three steps as shown in Figure 7 below:

Step 1: Shippers and stakeholders’ perception about the operations of GSA;

Step 2: Situational analysis (Public vs Private; and Challenges); and

Step 3: Ideas for improving the status of the GSA
5.2 Step one

5.2.1 Knowledge about the nature of the work of GSA

This question was to ascertain the extent to which the respondents are familiar with the nature of the work of the GSA. The rating of their knowledge on this question was based on None, Basic, Good or Very Good.

Of all the respondents sampled for the research, the majority of them, representing 21 (48%), have good knowledge about the nature of the work of the GSA; 14 (32%) rated their knowledge as very good and 7 (16%) rated it as basic. However, two of the respondents did not give any answer.

It is important to highlight here that most of the shippers who were respondents in the survey displayed a very good knowledge of what the Ghana Shippers’ Authority does.

Table 5 shows the ratings of respondents based on their categories.
Table 5
Knowledge about the nature of work of GSA

<table>
<thead>
<tr>
<th>Knowledge of work/Category</th>
<th>No. of freight forwarders</th>
<th>No. of shippers</th>
<th>No. of shipping lines</th>
</tr>
</thead>
<tbody>
<tr>
<td>None</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Basic</td>
<td>1</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Good</td>
<td>9</td>
<td>4</td>
<td>8</td>
</tr>
<tr>
<td>Very good</td>
<td>1</td>
<td>11</td>
<td>2</td>
</tr>
</tbody>
</table>

When the responses from the questionnaire were compared to the responses from the interview, it was evident that all the interviewees, particularly shippers who are primarily the beneficiary of the services offered by the Authority, had good knowledge about the operations of the GSA. They demonstrated this by expressing the view that the GSA was principally concerned with championing the interest of traders and shippers in Ghana and ensuring that these groups stay competitive in the global trade arena. It also assists them with regulations that ensure fair trade practices among service providers.

5.2.2 Benefits as State-owned to shippers
The questionnaire required the respondents to indicate the extent to which the GSA’s status as a State-owned organization has helped in the promotion and protection of the interests of Ghanaian shippers. The essence of this question was to capture the relevance of the GSA as a governmental agency.

The reactions from the participants showed that a majority of them (84%) believe that the GSA as a State-owned organization has benefited shippers largely and fairly. It can be deduced, therefore, that the GSA in its current status is useful to shippers and in broad terms to the maritime industry in Ghana. Two of the respondents, however, did not provide answers to this question. The data has been captured graphically in Figure 8.
As part of the question on the benefits of the GSA as a State-owned entity, respondents were required to explain the reasons for their answers. Below are some of the points highlighted by the majority who opted for “largely and fairly”:

- **A source of information**: Some respondents explained that the GSA has helped in the protection of their interests by providing them with key information which updates them on developments in the local as well as the international shipping environment. The installation of a call centre (toll-free hotline) has given shippers access to instant information, whereas the establishment of shipper information centres has assisted them in gaining access to business information both locally and internationally. Respondents also regarded the publication of the regular Digest of Maritime statistics and Shipping Review as sources of information for shippers.

- **Shipper protection and advisory services**: According to some of the respondents, the GSA as a State-owned organization has aided in the development of their trade by providing them with advice on engaging genuine freight forwarders, which suitable shipping line to engage with on a particular route or market; the Authority has also protected shippers by
providing them with legal assistance especially during disputes with service providers. They further explained that the establishment of the Shipper Complaint and Support Units (SCSUs) at the country’s entry points and ports have brought the activities of the Authority to shippers who could not access such services offered at the head office or branches due to distance; these have made it easier to seek for quick advice and legal assistance.

- **Negotiations for shippers**: A majority of the shippers appreciated the fact that the GSA serves as a medium which mediates on their behalf during negotiations on fees, port, and freight charges, and monitors service quality and standards of shipping service providers. By this, shippers are able to plan their shipments accordingly, knowing how much they are expected to budget for their expenditure and equipped to expect good quality shipping services.

On the other hand, these views were shared by the minority of respondents who chose “Poorly and Not at all”.

- **Poor publicity**: Some respondents explained that the GSA is not performing effectively in terms of publicity in the maritime industry. Hence, some shippers are confused as to which institution to seek help from when faced with issues pertaining to their trade. Some shippers do not have any idea about the role the GSA plays in terms of protecting and seeking their interests in their business transactions with shipping service providers and other stakeholders. Some of these shippers are of the view that the GSA has not made any impact as a State-owned organization and needs to do more.

- **Inadequate services**: Some of the respondents also stated that the GSA as a State-owned organization is lackadaisical in delivering on its core mandate and thus due to its status, shippers are unable to demand accountability, especially when they are not satisfied with the services provided by the GSA.
In summary, the majority of respondents positively feel that the GSA, as a State-owned agency, has offered a number of advantages through its services to their field of work.

5.2.3 Assessing the performance of the GSA

5.2.3.1 Services offered
Here, the respondents were requested to rate the performance of the GSA on services it provides; the performance rating was based on a scale of 1 - 4 with one (1) being the highest and four (4) the lowest. This assisted in verifying the areas where the GSA is lagging in order to improve its effectiveness and efficiency and for better execution of strategies. For analysis purposes, the services were abbreviated as follows:

- Shipper Representation Service (SRS)
- Educational Services (EDS)
- Shipper Advisory/Information Service (AIS)
- Advocacy Services (AS)

From the analysis, it emerged that a majority of the respondents gave the services of the GSA a rating of 1 or 2, which infers that the GSA is performing quite well.

For the freight forwarders, the concentration of the rating was on ŠSRS and ŠEDS, which indicated that, for them, the GSA is performing better with respect to the provision of those services as opposed to the other services as captured in Figure 8.

On the other hand, the shippers' responses suggested that the GSA was performing well in the ŠEDS and ŠAIS, Figure 9 shows that most of the responses are also concentrated around the rating scales of high and low. Unlike the previous two categories, the responses by the shipping lines did not suggest so much variation in performance per the services provided. This suggests that the GSA is, in most cases, performing averagely with respect to all the services.
Figures 9 to 11 give a pictorial view of the responses by the respondents in terms of their categorisation on the performance ratings.

**Figure 9. Responses by freight forwarders**

**Figure 10. Responses by shippers**

**Figure 11. Responses by shipping lines**

In line with this, the opinions of the interviewees were also sought concerning the performance of the GSA in terms of efficiency and inefficiency. The majority of the stakeholders expressed the view that the GSA is efficient in the areas of advice, advocacy, education and sensitization of shippers and stakeholders to new developments and collaboration with stakeholders.
However, the interviewees observed that the lack of full support from the government in the enforcement of regulations, especially in the area of charges has made the GSA very inefficient in its operations. They expressed frustration about the inability of the GSA to deal effectively with the negotiation of charges of shipping lines, which is a major contributory factor to the rising cost of doing business at the ports.

5.2.3.2 Addressing the concerns of shippers
As the GSA does not work in isolation, it is often expected that it will execute its mandate by working closely with other organisations and stakeholders in the industry to address the concerns of shippers. Again, due to its nature as a State-owned organisation, the GSA consulting with other governmental agencies on the concerns of shippers might be quite challenging especially as they equally serve the interests of the government. Therefore, the respondents were asked to assess the GSA’s role in addressing the issues and problems faced by shippers with other State-owned agencies in the maritime industry.

From the survey, the overall reaction from the respondents indicated that the GSA’s role in addressing the concerns of shippers was quite impressive. 73% of the freight forwarders rated the GSA’s role in addressing the concerns of shippers as good. A majority of the shipping lines (43%) who took part in the survey regarded the role of GSA to be fair in terms of addressing the concerns of shippers while 36% of them opted for good. Some of the shippers (26%) considered GSA to be fairly addressing their concerns while an equal percentage (32%) thought the GSA was addressing their concerns in a very good and good manner.

Although the collective data from the respondents suggests that the GSA is doing well in this regard, there were some discrepancies with respect to the categorisation of responses. Despite the fact that a greater number of freight forwarders and shippers were impressed with how the GSA addresses the concerns of shippers with other governmental agencies, most of the shipping lines were not satisfied with this.
This might mean that the Authority is experiencing some challenges in exercising its mandate or it could mean that the mutual interest of serving the government was the problem. Figure 12 shows the responses.

![Figure 12. Assessing GSA’s role in addressing shippers’ concerns](image)

### 5.2.3.3 Effect of government’s interference

Additionally, as a governmental institution, the GSA is susceptible to some form of meddling from the government which can impact on its activities and thus its responsibility of protecting and promoting the interests of shippers. In line with this, respondents were requested to give their views on the extent to which the government’s interference adversely affects the GSA in its operational activities.

<table>
<thead>
<tr>
<th>Rate of interference</th>
<th>Very high</th>
<th>High</th>
<th>Low</th>
<th>Not at all</th>
</tr>
</thead>
<tbody>
<tr>
<td>Freight forwarders</td>
<td>4</td>
<td>6</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Shippers</td>
<td>1</td>
<td>11</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Shipping lines</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>

Table 6

*Responses on the effect of government’s interference*
Table 6 above indicates that out of the total of 44 respondents, 45% think the extent of government interference is high, with the majority being shippers; 32% are of the view that government interference is very high, while the same percentage consider it to be low; 14% consider that there is no form of interference, and the remaining 9% did not answer the question.

In relation to this, the interviewees were asked to give their views on the extent to government's intervention, through a State-owned Shippers' Council, impugns on the concept of free trade. The interviewees stated that in a developing country like Ghana, it would be very difficult for a Shippers' Council to operate without the support of government because of the powerful nature of most service providers who control the market and determine charges to be paid.

They all agreed that the extent of the government's intervention was reasonably acceptable and in the right direction as the market was not perfect and shippers were vulnerable. Therefore, it was important for a State agency like GSA to be in operation to protect shippers' interests.

The above responses show that most of the respondents, especially shippers, are not pleased with the government involving itself in the operations of the GSA, as this can cause disturbances in the execution of its mandate. The GSA should be more proactive in initiating policies which will assist shippers directly rather than involving the government. For those who indicated that there was low interference or none at all from the government, this may seem more as support rather than interference.

In view of the responses given by the respondents of this study, it can be inferred that although the GSA was living up to the expectation of its mandate, there were a few gaps in the delivery of its services and operations. Consequently, the question of whether the GSA should remain as a governmental agency or it should be privatised were asked.
5.3 Step two

5.3.1 The GSA as State-owned

5.3.1.1 Reasons why the GSA should remain State-owned
This question sought to elicit the opinions of respondents concerning the reasons why they think the GSA should still remain a State-owned organisation. A variety of views were received from the respondents as follows:

- **To maintain national identity**: Some of the respondents thought that the GSA should remain a State-owned organization because the laws of the State empowered it to be recognized as the body that represents shippers' interests nationally and internationally.

- **Revenue to the country**: Respondents explained that the GSA should remain a State-owned organization in order to continue generating revenue that can be used to develop other sectors of the economy.

- **Reduced cost of shipping**: According to some of the respondents, the GSA remaining as a State-owned agency will, in the long run, assist in reducing the cost of shipping in and out of the country.

- **Avoid individual interest**: As a State-owned body, the activities of the GSA can be regulated and this would help in avoiding situations where people's personal interests are imposed on the activities of the GSA.

- **Efficiency of GSA**: Respondents were mostly of the view that GSA in its current state is adequately efficient in the delivery of services to customers as it has legal backing and, therefore, needs to remain as such.
Table 7
*Reasons why GSA should remain State-owned*

<table>
<thead>
<tr>
<th>Reasons</th>
<th>No. of respondents</th>
<th>% share</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintain national identity</td>
<td>8</td>
<td>18</td>
</tr>
<tr>
<td>Revenue</td>
<td>5</td>
<td>11</td>
</tr>
<tr>
<td>Reduce cost</td>
<td>5</td>
<td>11</td>
</tr>
<tr>
<td>Avoid individual interest</td>
<td>5</td>
<td>11</td>
</tr>
<tr>
<td>Efficiency</td>
<td>7</td>
<td>16</td>
</tr>
<tr>
<td>None</td>
<td>14</td>
<td>32</td>
</tr>
</tbody>
</table>

It can be inferred from Table 7 that a majority of the respondents did not have any reasons why the GSA should remain State-owned; however, a number of them were of the opinion that to maintain the interest of the Nation and for efficiency purposes, the Authority must continue to be a governmental agency.

5.3.1.2 Challenges/Expected challenges

It was the opinion of respondents that the GSA is not able to execute its mandate largely because of government interference, lack of support from the government and lack of financial support from the State which makes it difficult for the GSA to negotiate charges of shipping lines, especially as it depends on the levies on the shipping lines.

The researcher went further to ask about the expected challenges of the GSA as a State-owned entity; the responses from the participants were not entirely different from those already stated above. These were their views:

- **Government interference:** The GSA would not be able to make policies owing to the fact that it has to report to a particular ministry (Ministry of Transport); hence all policies and initiatives by the GSA would have to go through various channels before implementation. This would give the GSA a limited scope of operation.
- **Poor service delivery:** Respondents envisaged that the GSA would be relaxed in the delivery of its mandate as in the long run most State-owned agencies tend to become inefficient, leading to poor productivity and ineffectiveness.

- **Mismanagement and bad attitude towards work:** Some respondents indicated that the GSA will be characterized by bad management practices by the leadership of the organization coupled with bad attitude of the staff towards work.

- **Inability to make enough profits:** With the aim of protecting and promoting the interest of shippers, the GSA might not concentrate much on making profit which can lead to loss of revenue for the country as opposed to if it were a privately owned organization.

Having these expected challenges in mind, the researcher further investigated what the privatisation of the GSA would signify to stakeholders and the maritime industry under the current economic and political climate faced by Ghana.

### 5.3.2 GSA as a private entity

#### 5.3.2.1 Level of recommendation for privatization of GSA
The research sought the views of the respondents on the extent to which they would recommend that the GSA should be privatized. Some of the respondents (25%) strongly recommended/recommended the privatization of the GSA, while others strongly opposed/opposed (59%) the privatization. Figure 13 below gives a broad perspective on the views of freight forwarders, shippers and shipping lines.
Despite the calls for privatisation of the Ghana Shippers’ Authority by some stakeholders in the maritime industry due to influence from both national and international fronts, a majority of the respondents (59%) sampled for this research did not recommend the privatisation of the GSA.

Out of the total freight forwarders contacted, 55% of them were of the view that the GSA not be privatized, whereas 27% were not sure. On the part of the shippers, 63% recommended that GSA should not be privatized, 32% recommended it should be privatized while the remaining were not certain. On the contrary, 57% of the participants from the shipping lines were of the view that the GSA should not be privatized, although 21% were in favour of the privatisation.

Furthermore, respondents were required to give the reasons behind the recommendations made and these are as below:

The respondents who ‘**strongly recommended/recommended**’ the privatization of the GSA shared equal opinions that the organization would be devoid of any interference from government in its policy making if it were to operate as a private entity. Respondents also supported the idea that the GSA operating as a private body would get a proactive management, which would enhance its performance, leading to an effective and efficient change in its operations.

**Figure 13. Level of recommendation for privatisation**

<table>
<thead>
<tr>
<th></th>
<th>Strongly recommend</th>
<th>Recommend</th>
<th>Strongly not recommend</th>
<th>Not recommend</th>
<th>Not sure</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Shipping lines</strong></td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td><strong>Shippers</strong></td>
<td>2</td>
<td>4</td>
<td>3</td>
<td>9</td>
<td>1</td>
</tr>
<tr>
<td><strong>Freight forwarders</strong></td>
<td>2</td>
<td>0</td>
<td>1</td>
<td>5</td>
<td>3</td>
</tr>
</tbody>
</table>
On the other hand, respondents who shared the sentiment of ‘**strongly not recommend/not recommend**’ were of the view that the continuous operation of the GSA as a government organization would avoid the imposition of individual interests on shippers as it would focus on its mandate of protecting and promoting the interests of shippers, preventing the payment of high charges and unfair trade practices. This group also argued that operating as a State-owned would maintain the image of the country and increase trade focus.

Respondents who were uncertain by answering ‘**not sure**’ indicated that a private Shippers’ Council might not be able to handle the ever increasing Ghanaian shippers while a State-owned entity might equally collapse as others are at the moment.

**5.3.2.2 Why the GSA should be privatized**

This follow-up question aimed at finding out from respondents why the GSA should be privatized. Most of the respondents who shared their views on this particular question recommended that the GSA should be privatized from the previous question. Their opinions are highlighted below:

- **Quality services:** Respondents who supported the privatization of the GSA explained that the services currently rendered by the GSA are not up to expectation. For instance, some shipping lines explained that their clients (shippers) become confused as to which organization to seek assistance from when faced with challenges concerning shipments. The impression is that the privatization of the GSA would ensure quality service delivery to shippers.

- **Effective leadership/management:** According to some of the respondents who are in favour of the GSA operating as a private entity, the current leadership and management are not proactive in their duties. They are convinced that with the GSA operating as a private entity, the management and leadership would be compelled to strive for results.
• **Protect the interest of shippers directly:** Currently, the role of the GSA is viewed from the perspective of shippers as advocating for both government and shippers. Respondents who support the privatization of the GSA argue that this will give the organization a focus of interest which is the ‘shipper’. Hence all policies and initiatives will be carried out to benefit the shippers.

5.3.2.3 Expected challenges
The research probed further to find out the expected challenges the GSA would face should it be privatized. Respondents expressed their views from diverse angles:

• **Excess charges on shippers:** The GSA as a State-owned institution may receive financial support from the government in case of crisis, on the other hand, if privatized, all operations would be self-financed. Therefore, the need to maximize revenue will be necessary leading to excess charges levied on shippers. The respondents were of the view that this motive to increase profits would lead to dominance over the shippers.

• **Inadequate international representation:** Some respondents agreed to the fact that the GSA as a State-owned organization has the mandate to represent the country internationally. As a result, privatization will bring about a poor international outlook and implementation of international policies concerning shipping will not be carried out effectively.

• **Stiff competition from other agencies:** According to some of the respondents, privatizing the GSA will leave an open door for other agencies and bodies in the maritime industry to compete for the attention of shippers, which might not be a healthy competition, thus, stifling the development of business prospects for shippers.
• **Gradual removal/collapse of the Shippers’ Council:** Low capital mobility as a private entity accompanied by excess expenditure might collapse the GSA if it were to be privatized, according to some of the respondents.

It is interesting to note that the responses expressed by the interviewees took a different dimension. According to them, the GSA would lack the capacity to execute its mandate particularly with other governmental agencies due to lack of State support in cases of legality and policy decisions. Without legal backing, it would be viewed as other associations such as GUTA and AGI which rely on demonstrations and public advocacy to push forward their demands with the government.

**5.3.2.4 Ghana’s economic environment**
The respondents were required to give their views about how conducive the Ghanaian economy is for a privately owned Shippers’ Council.

It was clear from the responses given by most of the participants (36%) that the economic condition in Ghana was mostly unfavourable for a privately owned Shippers’ Council. This was reflected in the views of the respondents in their categorisation as depicted in Figure 14 below; however, a majority of the shippers (42%) viewed the economy as conducive to a privately owned Shippers’ Council. From the shipping lines’ point of view, most of them (36%) were unsure about the favourability of the economic environment.
Figure 14. Responses on the conduciveness of Ghana’s economy for a private Shippers’ Council

Stemming from the above responses, the participants were required to share their views on how conducive they think Ghana’s economy is for a privately owned Shippers’ Council. Mixed reactions were received to this section of the questionnaire; below are some of the points highlighted by the respondents.

- **Very conducive/conducive:** Respondents who agreed that the economy is conducive to a privately-owned Shippers’ Council to operate, argued that some private organizations are so far performing well in the country, so they think the GSA will not be an exception. This group of respondents believed that good management practices in the GSA are the only factor necessary to ensure its survival as a private entity.

- **Not conducive:** Advocates of this were of the view that the Ghanaian economy is in crisis (economic downturn) and does not favour the privatization of Shippers’ Councils especially in the case of the Ghana Shippers’ Authority. According to them, uncertainty about the future especially in the area of financial sustainability of its operations makes it unfavourable for the Authority to be privatised. To them, a country characterized by constant depreciating currency and power outages is not in a very good economic standing/situation for operations of individual import
and export companies to financially support the activities of a private organization to champion their interests.

The responses from the interviewees indicated that Ghana is not ready for a privately owned Shippers’ Council as it would lack the necessary legal backing and government support needed to counter the power wielded by service providers. To them, the shipping market in Africa and specifically Ghana is still dominated by shipping lines and skewed in favour of service providers. Therefore, there is the need for a State-owned organisation to provide some level of protection for shippers.

Although a number of reasons and challenges were cited by the respondents for or against the status of the GSA remaining the same or changing, it was deduced that more of the respondents opted for the GSA to remain State-owned. What remains, is how the challenges can be addressed so as to enhance the GSA’s performance.

5.4 Step three
5.4.1 Enhancing effectiveness

5.4.1.1 Preferred organizational form

The aim of every organisation is to ensure that its clients are satisfied with the services offered them; it does this by adapting a unique organisational direction or image towards achieving quality performance. In this regard, there was the need to identify whether the GSA in its current form was meeting the expectations of its clients or whether there was a need for it to be identified in such a way that it would be able to improve upon its quality of services and organisational performance by utilizing its limited resources and skills effectively so as to stay competitive.

With this in mind, the researcher requested from the respondents their views on how the GSA should be organised. From the analysis, most of the respondents (39%) advocated for the GSA being identified as both public and private institution, whereas 30% opted for a public organizational form. Sixteen per cent (16%) on the other hand, thought a private organizational form would be the right step, while 9%
chose the option for a quasi-State institution. Three people, representing 4% of the respondents, did not answer.

Table 8 below gives the analysis and breakdown of the responses based on the categorisation of the respondents who took part in the survey.

Table 8  
*Responses on preferred organisational form*

<table>
<thead>
<tr>
<th>Organizational form/ Category</th>
<th>Public</th>
<th>Private</th>
<th>Both</th>
<th>Quasi-State</th>
</tr>
</thead>
<tbody>
<tr>
<td>Freight forwarders</td>
<td>5</td>
<td>2</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>Shippers</td>
<td>4</td>
<td>3</td>
<td>7</td>
<td>4</td>
</tr>
<tr>
<td>Shipping lines</td>
<td>4</td>
<td>2</td>
<td>6</td>
<td>0</td>
</tr>
</tbody>
</table>

The feedback from both the questionnaire and interview showed that respondents unanimously agreed that the GSA should remain State-owned and should be fully funded by the State; those who supported the option of 'both' were of the view that the GSA remaining State-owned was fundamental. They, however, stated that the Authority should be allowed to perform its role autonomously in terms of capacity building to improve upon some areas and have a high level of influence on government policies. In the opinion of the interviewees, there was the need for the GSA to have a strong governmental support in order to demonstrate a strong will to enforce its regulations. In addition, the exercise of financial independence from service providers who are being levied to finance the activities of the Authority can improve its performance.

**5.4.1.2 Capacity in promoting the interest of shippers**

This section of the questionnaire looked at how the GSA should represent shippers or the approach through which shippers’ interests or concerns should be addressed. Thus, respondents were required to offer their views by selecting one or more of the following options:
a) As representing shippers’ interest directly with government interference
b) As representing government’s interest for shippers without worrying about what shippers interests are
c) As a private advocacy organisation (without any legal backing)
d) As a quasi-State institution (established and funded by government but its operations are not controlled by the government)
e) As a purely governmental agency (with government influence)

Based on the options and from Figure 15 below, most of the respondents indicated that GSA should represent the interest of shippers directly without the government interference or consultations with the government. A number of them were of the view that government’s interest for shippers should be the way forward because the government would be able to serve shippers better and promote their interests.

Largely, it could be inferred from this that respondents were more interested in how they were represented by the GSA than the organisational form it takes. In other words, the reformation of a Shippers’ Council, whether it should be public, private, or both, may not be of significance in the case of Ghana despite a global debate and trend of moving towards privatisation. It is, however, to conclude that the majority of stakeholders in Ghana would prefer a moderate level of change in the GSA rather than a radical one by emphasising the interests of Ghanaian shippers in their operations and services.
5.5 Summary

This chapter has demonstrated that the GSA has largely performed well in its services and dealings with other stakeholders, with special emphasis on other State-owned agencies, to promote and protect the interests of Ghanaian shippers. It also looked at the reasons why the Authority should remain State-owned and its expected challenges in this regard as against the reasons and expected challenges as far as its privatisation was concerned. A greater proportion of the responses were in favour of the GSA remaining a State-owned entity, but to enhance its effectiveness, it should be both a private and public entity with full government support and representing the interests of shippers directly.
CHAPTER SIX

6.0 RESEARCH FINDINGS AND DISCUSSIONS

6.1 Introduction
This chapter presents the summary of the key findings of the research conducted to assess the effectiveness of State-owned Shippers’ Councils; the case study of the Ghana Shippers’ Authority with the following five research questions in mind:

a) What is the nature of the work or functions of the GSA?

b) What are the challenges of the GSA operating as a State-owned organization and what would its challenges be if it were to operate as a private entity?

c) How does the GSA being a State-owned organisation impact on its role in protecting and promoting the interests of Ghanaian shippers?

d) How would it impact on the activities of shippers if the GSA was a private entity?

e) What can be done to enhance the effectiveness of the GSA as a State-owned organization?

Although the empirical data provides an idea about how different stakeholders describe the current status of the GSA and what they expect from the GSA, a further discussion can be developed to deepen our understanding of what 'effectiveness' means to the GSA. To do this, this chapter attempts to bridge the gap between the existing knowledge from the literature review and the new knowledge obtained by this research.
6.2 Findings from the study

6.2.1 Question one

What is the nature of the work or functions of the GSA?

From the analysis, it was evident that the majority of respondents were knowledgeable about what the GSA stands for and its operations. Most of the shippers, who the GSA represents, were familiar with what the Authority does. It should also be stated here that the demonstration of knowledge about the work of the GSA by the other respondents indicates the benefits or importance of the organization as it serves not only shippers but the entire maritime industry and the general public.

Against this background, it can be deduced that there is generally a good relationship between the GSA, its clients – the shippers and the stakeholders in the industry. Prior to this research, there was hardly enough information to understand how the services provided by the GSA are appreciated by their clients. One of the contributions of this study would be to have made such information available.

6.2.2 Question two

What are the challenges of the GSA operating as a State-owned organization?

Overall, the results from this question indicated that the challenges would be the inability of the GSA to fulfil its mandate largely because of government interference, inadequate support from the government and lack of financial support from the State.

Consequently, the Authority would be lackadaisical in its operations and deliver poor services to its clients because of poor management practices, poor leadership and bad attitudes towards work.

It was the view of some of the respondents that the country would lose out on revenue owing to the fact that the focus of the GSA would be mainly to protect and promote the interests of shippers and not necessarily on making profit for the State.
The challenges highlighted here are similar to the characteristics of other organisations recommended for privatisation in the global debate. However, it is not enough to say that the GSA should be privatised. Therefore, the next research question examines any potential challenges for the GSA to operate as a private entity.

**What would its challenges be if it were to operate as a private entity?**

The respondents gave varied opinions on this question but the most challenging factor they conceded would be the lack of capacity by the GSA to execute its mandate, most particularly in its dealings with other governmental agencies as it would lack State support in cases of legality and policy decisions.

Other challenges which they envisaged were shippers being charged excessively to maximise profits because as a privatised institution, the GSA would have to support itself financially. On the other hand, the inability of the GSA to mobilise enough money to fund itself and other activities might lead to total collapse or gradual removal of the organisation.

Again, the country would be poorly represented internationally as a result of privatising the GSA, which would not have legal backing from the government. On this account, the low international outlook would affect the implementation of international policies concerning shipping which can impact on the activities of shippers.

A strong support for the promotion of privatisation at global level emphasises the increase of efficiency and profitability. Indeed, if transformed to a private entity, the efficiency of the GSA as a service provider may be increased. However, the overall performance of the GSA could be compromised if it loses its public status with the above-mentioned reasons in mind. It is, therefore, necessary to think about what would be the way to maximise the interests of Ghanaian shippers and what roles the GSA can play at both national and international levels.
6.2.3 Question three
*How does the GSA being a State-owned organization impact on its role in protecting and promoting the interests of Ghanaian shippers?*

It was deduced from the analysis that legal backing from the State makes the GSA recognizable at both the national and international levels; for this reason, it is able to deliver efficiently in its services to shippers as it represents their interests especially in the areas of advocacy and advice on legal issues.

Again, because of its status as a State-owned organisation, the GSA is deemed reputable and trustworthy and is able to work effectively with other State-owned agencies in matters concerning shippers as they all tend to operate within the broader framework of government policy objectives. It is also able to engage the government on issues concerning the welfare of shippers and in policy making.

However, it was also observed that inadequate support from the government in the enforcement of the GSA’s regulations, especially in the area of negotiation of charges, has rendered the GSA very inefficient in its operations. Accordingly, the GSA is unable to execute its mandate of promoting and protecting the interests of shippers which has led to a high cost of doing business at the ports and huge expenses borne by shippers.

In addition to this, a large number of the respondents (61%) felt that government interference in the activities of the GSA was high and was not a welcome idea. This prevents the GSA from making and implementing initiatives and policies as these have to be approved by the government. It tends to limit the scope of operation and flexibility of the Authority.

6.2.4 Question four
*How would it have impacted on the activities of shippers if the GSA was a private entity?*

The study revealed that the GSA would have been able to deliver quality services to shippers if it were privately owned as it would be operated by an effective
management or leadership which would be proactive in its responsibilities and thereby strive for best results.

Furthermore, the findings on this showed that the GSA would focus on and serve fully the interests of shippers directly in contrast to the current situation where initiatives and policies which can benefit shippers have to be approved by the government.

These voices represent a choice of privatisation for the future GSA. Modern organisations should accommodate effective management and leadership, which will eliminate the negligence in unethical acts and promote transparency across the organisations. This view matches the trend of global debates in promoting privatisation and the case of the GSA remains in such a discussion.

### 6.2.5 Question five

*What can be done to enhance the effectiveness of the GSA as a State-owned organization?*

The information gathered from this enquiry revealed that the GSA should continue to operate as a State-owned organisation and must be fully supported financially by the government. However, the organisation should be given the flexibility to operate autonomously, irrespective of being a governmental agency, so as to effectively handle directly shippers’ interests with absolutely no influence or interference from government.

The support of the government, both legally and financially, would enable the GSA to enforce its regulations fully without the fear of being intimidated by service providers who it levies to some extent to finance its activities.

### 6.3 Discussion: a pathway for the GSA

For many African economies, the deregulation of the maritime sector is still at the early stages and would require new ideas and infusion of best practices from the developed world to ensure that there is a robust, fair and efficient trade and transport
sector that offers shippers, quick, safe and efficient delivery of cargoes by all modes of transport and at optimum cost. This is largely and currently the essence of the Shippers’ Councils in Africa, which is quite different from the liner conference era when they were established.

The findings of the study reveal that Shippers’ Councils are still relevant and necessary especially in developing economies where service providers are more organised. It is crucial, therefore, for governments and policy makers to lend the needed support in order for the Councils to realise their full potentials and assist shippers in the best way they can.

The findings also reflected the discussion from the literature review where Sletmo & Holste (1994) suggested a partnership between the Shippers’ Councils and the State in the formulation of policies in the areas of transportation and infrastructure. Their view that key stakeholders in the industry should be involved in assisting the Councils in this regard echoes the consideration of a partnership or cooperation between the public and the private sectors.

6.4 Summary
Although, the global pressure from the World Bank and other bodies to end protectionism in trade continues to be promoted, the findings from this study has revealed that the economic environment must be conducive for such a process to take place. However, in the case of the GSA, it could still maintain its public status while it attempts to practice effective management and leadership thereby eradicating all forms of unethical acts and promoting transparency in its operations.
CHAPTER SEVEN

7.0 CONCLUSION AND RECOMMENDATIONS

7.1 Conclusion
This study was undertaken with the aim to assess and inform policy makers as to the capacity of State-owned, privately owned or both practices in which the Ghana Shippers’ Authority, in particular, would be able to effectively play its roles.

The analysis and findings demonstrate that the GSA should remain State-owned but with a high degree of autonomy from any potential government interference so as to serve the interests of shippers directly. The reason for this organisational form is primarily based on the legal authority or State power that the GSA needs to effectively execute its mandate.

Additionally, the study revealed that the GSA would be ineffective as a private entity because of the lack of State power or legal backing required in a developing economy like Ghana and also the economic environment is generally not conducive.

On the challenges of the Ghana Shippers’ Authority, it is evident that the Authority is lacking in the area of enforcing its own regulations, especially where shipping lines are concerned since the Authority depends on levies from the shipping lines to operate, which often present a conflict of interest. This has resulted in a very difficult situation where shipping line charges are largely unregulated; coupled with this is the proliferation of many other charges which has resulted in the high cost of doing business at the borders and ports of Ghana. This continues to be the leading discussion among stakeholders in the maritime industry as it has led to inefficiencies in businesses of shippers.

The consensus was that the GSA needs to resolve this situation so as to be financially independent to enforce its regulations and fairly hold all service providers accountable for their actions.
An attempt has been made to provide adequate information on the benefits and challenges to be derived from the GSA in its current form and from the perspective of privatisation. The researcher initially expected that with the strong calls for the GSA to be privatised, this would be reflected in the study. However, wide and varied opinions on the benefits and the reasons why the GSA should remain State-owned were not expected and have made this study worthwhile.

7.2 Limitations
The research may not have exhausted all areas related to the topic due to the limitation of insufficient research work, time, and limiting the establishment and operations of the Shippers' Councils as either State-owned entities or as a private organisation; however, the researcher believes that this can be used as a working tool by policy makers and other interested groups for informed decisions, while further research would be required in the areas of funding avenues and the extended role of the GSA to air cargo owners.

7.3 Recommendations
In view of the general study, analysis and findings deduced from this research, it is evident that the GSA was observed to be very efficient in the areas of shipper education, sensitization, training, and trade facilitation. Its ineffectiveness and inefficiency, on the other hand, emanate from the areas of publicity and failure to ensure that charges at ports are fairly and equitably levied, and the cost of doing business is competitive. On account of these findings, the following recommendations are made:

For a developing economy like Ghana, the market is, to a certain extent not competitive. However, service providers are powerful in nature and operate virtual monopolies; it is important for the State to have a stabilizing effect especially in the area of cost, service quality and regulatory powers in the adherence to standards. This is where a State-owned Shippers' Council is needed to handle the problems of shippers who are mostly smaller in size and scattered all over the country.
In this regard, government support in the enforcement of the GSA’s regulations is the way forward. Support from the government will not only be advantageous nationally but will assist in building and strengthening the capacity of Ghanaian shippers globally.

The respondents reasoned that the GSA was contributing to the concept of free trade by facilitating trade with the view to promote the competitiveness of shippers. The GSA should be allowed to operate with government policy supporting its interest, but its operations should be devoid of any government interference. The only reason for the interference or intervention of the government should be in cases of deadlock.

The call for full financial support to fund the activities of the GSA is a laudable idea but this would absolutely not be possible and should not be recommended especially in this era of economic difficulties the country is undergoing. Therefore, the way out would be for the government to fully support the GSA in the enforcement of its regulations for it to be effective and efficient, while it proactively searches for self-funding avenues.

The GSA was applauded for its contributions to the maritime industry, which is a step in the right direction; however, it is suggested that it intensify its publicity and advertisement by taking advantage of social media and visiting schools or universities to talk about its operations.

With the preference for an organisational form where the GSA identifies itself as a public-private institution, it is recommended that the GSA strategize in order to adapt to the dynamic nature of the maritime industry both nationally and internationally. It can involve shippers directly in its daily operations and produce half year reports on its activities for the attention of shippers and also can enter into a partnership with shippers to create tailor-made activities for their benefits.
Lastly, it is recommended that the shippers widen their cooperation, commitment and interests in the activities of the GSA as this would assist the Authority in recognising their needs readily and seeking their interests directly.
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APPENDIX 1

The mission statement

“To be a state-of-the-art organization which utilises its available human resources to effectively and efficiently manage the demand side of shipping with a view to protecting and promoting the interests of Ghanaian shippers in relation to port, ship, inland transportation problems and the provision of ancillary shipping services”.

The vision statement

“To ensure for the Ghanaian shipper quick, safe and reliable delivery of cargoes by all modes of transport at an optimum cost”.

The corporate objectives

a) Pursuing optimum deregulation and liberalization of shipping services in Ghana.

b) Interacting with shippers and providing them with the necessary training so as to improve upon the quality of shipping services.

c) Ensuring the payment of competitive freight rates and other port and ancillary charges through effective monitoring and negotiation.

d) Assisting in the provision of current infrastructure to meet changing developments and technology in the shipping industry.
APPENDIX 2

QUESTIONNAIRE

WORLD MARITIME UNIVERSITY, MALMO SWEDEN

This questionnaire has been designed to solicit views from officials of the maritime industry of Ghana on the study entitled "Assessing the effectiveness of State-owned Shippers’ Councils; the case of the Ghana Shippers’ Authority (GSA)." It is purely for academic purpose leading to the award of a Master of Science Degree in Shipping Management and Logistics. Your honest response will determine the creditability of the findings. Please be assured that your responses will be treated as highly confidential and therefore be forthright with your answers.

The completion of this questionnaire will not take more than 15 minutes of your time. Please, all fields are required to be filled. Kindly tick (√) in the bracket provided where applicable.

Please provide your contact information, including the institution where you work, for any clarification of your responses (you will only be contacted if the researcher needs additional explanation of your response).

SECTION A

1) Please indicate your age range
   a. 20 ÷ 30 [ ]
   b. 31 ÷ 40 [ ]
   c. 41 ÷ 50 [ ]
   d. 51 and above [ ]

2) What is your gender? Male [ ] Female [ ]
3) Kindly indicate your highest educational qualification
   Doctorate [ ]
   Masters [ ]
   Bachelor [ ]
   Diploma [ ]
   Other, Please specify…………………………………………………………

4) Which of the following categories does your organization belong to?
   Importer/Exporter [ ]
   Freight Forwarder [ ]
   Shipping Line/Agency [ ]
   Others, Please specify your organization……………………………………

5) Kindly indicate your years of work experience in the Maritime Industry
   …………………………………………………………………………………

SECTION B

6) How would you rate your knowledge about the nature of the work of the GSA?
   Very Good [ ]
   Good [ ]
   Basic [ ]
   None [ ]

7) Please rate the performance of the GSA on the following services on the scale of 1–4 with one (1) being the highest and four (4) the lowest
   a) Shipper Representation Services [ ]
   b) Educational Services [ ]

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8) To what extent has the GSA’s status as a State-owned organisation helped in the promotion and protection of the interests of Ghanaian shippers?

Largely [ ]
Fairly [ ]
Poorly [ ]
Not at all [ ]

Please explain your answer

9) How would you assess GSA’s role in addressing the concerns of shippers with other state-owned agencies in the maritime industry?

a) Very Good [ ]
b) Good [ ]
c) Fair [ ]
d) Poor [ ]

10) To what extent do you think government interference adversely affects the GSA in its operational activities?

a) Very High [ ]
b) High [ ]
c) Low [ ]
11) What in your view are the main reasons why the GSA should remain a State-owned organisation?

…………………………………………………………………………………………
…………………………………………………………………………………………
…………………………………………………………………………………………
…………………………………………………………………………………………
…………………………………………………………………………………………
…………………………………………………………………………………………

12) What challenges do you envisage, should the GSA continue to operate as a statutory organisation?

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13) To what extent would you recommend that the GSA should be privatised?

<table>
<thead>
<tr>
<th>Strongly Recommend</th>
<th>[ ]</th>
</tr>
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<tbody>
<tr>
<td>Recommend</td>
<td>[ ]</td>
</tr>
<tr>
<td>Strongly Not Recommend</td>
<td>[ ]</td>
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<tr>
<td>Not Recommend</td>
<td>[ ]</td>
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<tr>
<td>Not Sure</td>
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Please explain briefly your answer

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81
14) What in your view are the main reasons why the GSA should be privatised?

15) What challenges do you envisage, if GSA operates as a private shipper organization?

16) Which of the following organisational form, do you think the GSA should assume to enhance its effectiveness?

a) Public [ ]
b) Private [ ]
c) Both Public and Private [ ]
d) Quasi-State Institution [ ]

17) In promoting the interests of shippers, how would you recommend that the GSA holds itself out? Kindly tick (√) one or more as you deem appropriate.

a) As representing Shippers’ interest directly [ ]
b) As representing government’s interest for shippers [ ]
c) As a private advocacy organisation [   ]

d) As a quasi-state Institution [   ]

e) As a purely governmental agency [   ]

18) Considering the trade practices pertaining in developing nations like Ghana, how conducive do you think Ghana’s economic environment is for a privately-owned Shippers Council?

   a) Very conducive [   ]

   b) Conducive [   ]

   c) Not conducive [   ]

   d) Not sure [   ]

19) Briefly explain your answer to question number 18 above.

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THANK YOU!!!
APPENDIX 3

INTERVIEW QUESTIONS

WORLD MARITIME UNIVERSITY, MALMO SWEDEN

ASSESSING THE EFFECTIVENESS OF STATE-OWNED SHIPPERS’ COUNCILS; THE CASE OF GHANA SHIPPERS’ AUTHORITY (GSA)

1. What is your understanding or expectation of the roles of the GSA?

2. With regard to the performance of the GSA, when do you find they are efficient and when are they not?

3. What in your opinion are the challenges of the GSA operating as a State-owned organisation?

4. What challenges do you envisage, should the GSA operate as a private entity?

5. What organisational form would you recommend the GSA assume to enable it to improve in executing its mandate? How would you justify your response?

6. How in your opinion can the GSA improve its performance while remaining as a State-owned organisation?
7. Considering the trade practices pertaining in developing nations like Ghana, how would you explain Ghana’s readiness for a privately-owned Shippers’ Council?

8. To what extent do you think government’s intervention in the maritime industry through a State-owned Shippers’ Council impugn on the concept of free trade?