

**AN ASSESSMENT OF THE SUSTAINABILITY OF EU MICRO-
PROJECTS PROGRAMME. A CASE STUDY OF SABOBA/CHEREPONI
DISTRICT.**

By

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DECLARATION

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

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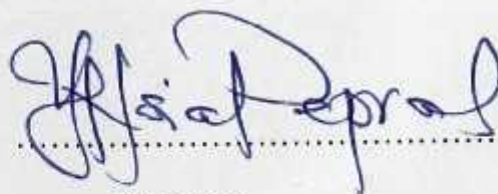
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ABSTRACT

Sustainability as a development paradigm is pertinent in ensuring that community projects are well thought out, executed, monitored, managed and maintained for the benefits of the present and future generations. The study considered four main indicators such as the participation of community members in the project implementation process, resource management capacity and project management capacity of the beneficiary communities as well as the opportunities available for community members to seek accountability from implementing agencies to enhance or sustain the EU Micro-Projects Programme.

The purposive sampling technique was adopted to select the units of data collection. Seven out of the twenty five communities that implemented the EU Micro-Projects in Saboba/Chereponi District were selected for this study. In all a total of 90 households were sampled from these communities and in addition to these households, institutions like the District Implementing Committee (DIC), the Community Implementing Committees (CICs) and the District Planning and Co-ordinating Unit (DPCU) were also interviewed. The project manual and reports of the programme provided a wealth of information for triangulation.

The study revealed that from 2001 to 2007 the EU Micro-Projects Programme has made immense contributions to the provision of socio-economic infrastructure in Saboba/Chereponi District but the sustainability of these projects cannot be ensured. In terms of participation of community members, it was dominated by a few leaders in the communities, especially in project selection and identification. This dominance led to the selection of projects that were not priorities for community members. The resource management capacity of projects resources was weak especially at the community level and the project management capacities of the Micro-Projects were also weak. Though the project made provision for community members to participate in the monitoring and evaluation of the projects, these opportunities were not known to community members.

Recommendations were made to ensure the sustenance of these projects by improving communication during project implementation, building the capacity of community structures to keep up to their task and taking the pain to sensitise community members to acknowledge their roles and the opportunities available to them.

It is hoped that these recommendations will help to improve the sustainability of EU Micro-Projects Programme and also interest government, Micro-Projects Management Units and other donors who are interested in supporting rural communities.

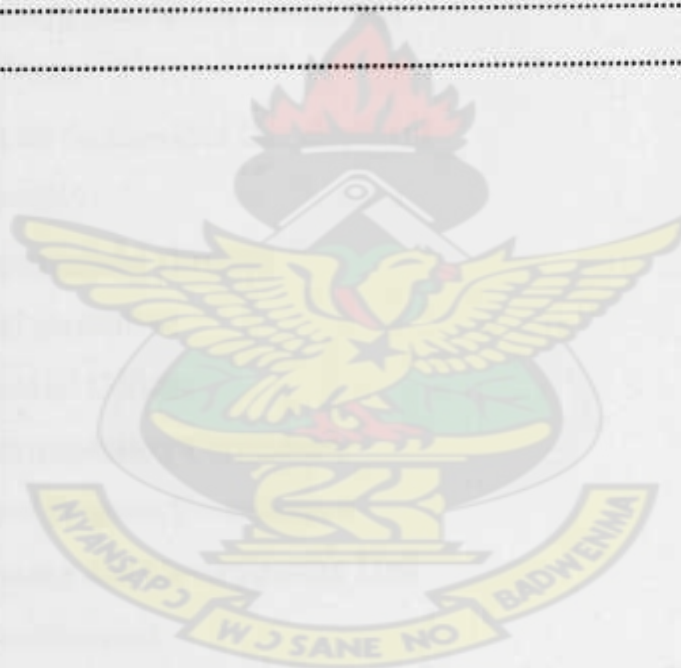


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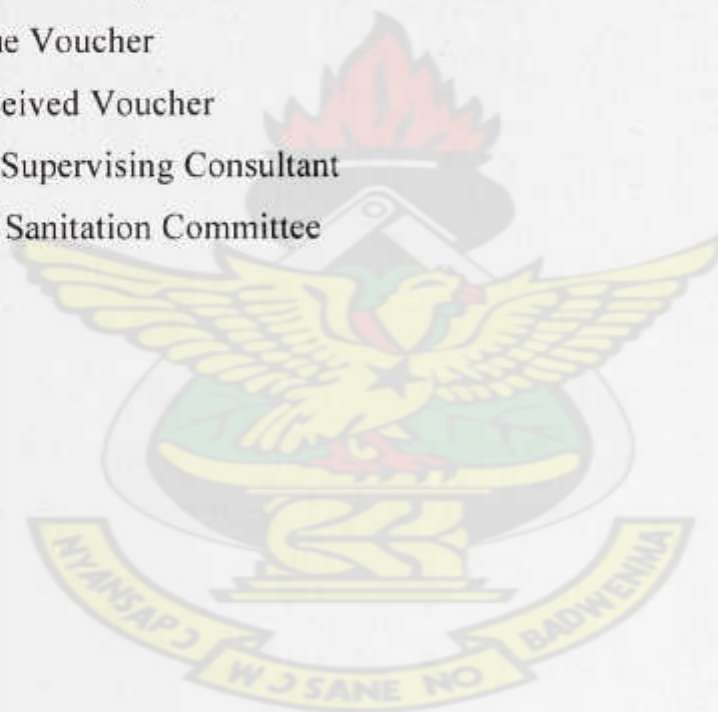
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ACRONYMS

ACP	-African, Caribbean and Pacific
AC	-Audit Consultant
CD	-Core District
CIC	-Community Implementation Committee
CPF	-Counterpart Fund
CSD	-Commission on Sustainable Development
DA	-District Assembly
DCD	-District Co-ordinating Director
DCE	-District Chief Executive
DFO	-District Financial Officer
DIC	-District Implementation Committee
DMC	-District Micro-Projects Co-ordinator
DPCU	-District Planning and Co-ordinating Unit
EC	-European Commission
EURO	-European Currency
EDF	-European Development Fund
GCB	-Ghana Commercial Bank
GNP	-Gross National Product
GOG	-Government of Ghana
IC	-Information Campaign
ILIP	-Individual Limited Intervention Project
KVIP	-Kumasi Ventilated Improved Pit
LID	-Limited Intervention District
MOF	-Ministry of Finance
MPMU	-Micro projects Management Unit
MPP	-Micro Project Programme
MTDP	-Medium-Term Development Plan
NAO	-National Authorised Officer
NSC	-National Steering Committee
ODA	-Official Development Assistance

OECD	-Organisation for Economic Co-operation and Development.
PTA	-Parents Teachers Association
PM	-Presiding Members
PRF	-Project Request Form
RC	-Regional Micro Projects Co-ordinator
SIV	-Stores Issue Voucher
SRV	-Stores Received Voucher
TSC	-Technical-Supervising Consultant
WATSAN	-Water and Sanitation Committee



CHAPTER ONE

GENERAL INTRODUCTION

DEDICATION

I wish to dedicate this study to my adored parents Mr. and Mrs. Sukpen.



CHAPTER ONE

GENERAL INTRODUCTION

1.0 Background of the Problem

Poverty and the realities of global inequalities have been a major concern to the international community in the last century (Ghaus-Pasha, 2004). However, the new century opened with an unprecedented declaration of solidarity and determination to rid the world of poverty which is mostly a phenomenon in developing countries where about one fifth of the children die in the first year of their birth and nearly half of all those who survive are malnourished (ibid).

Several attempts have been made to address the widening global inequalities and poverty among world populations. These attempts include good governance through decentralisation which is recognised as one of the most important conditions for addressing poverty in the third world (Annan, 2000). Also important to address poverty in developing countries is the need for support from the developed nations in the form of projects, funds and technical support to strengthen structures and processes within developing countries to enable them put up to the task of eradicating poverty.

As a result of this, over the past half-century developed nations have given about 1 trillion dollars in external aid to poor nations (Osei, 2003). The massive inflows of aid have been expected to boost the recipient countries' growth rates and thereby help millions to escape poverty. Whether this has happened is an issue of a major debate among scholars yet to be unravelled.

In Ghana the issue of aid only gained prominence in the last two decades following significant increases in aid flow as a complement to the reform efforts. Aid remained at less than 5% of Gross National Product (GNP) until 1985 when aid flow began to climb steadily (World Development Indicators, 2003). The aid/GNP ratio first peaked in 1989 at about 14% and then again in 1991 at a slightly higher level. At this time, the average of aid/GNP ratio in sub-Saharan Africa was about 10%. At its peak in 1991, net Official Development Assistance (ODA) per capita was about \$60, compared to about \$40 for Sub-Saharan Africa (World Development Indicators, 2003). In the reform years Japan's aid to Ghana grew steadily and in the mid-1980s Canada became one of the prominent donors to Ghana (Aryeetey et al, 2003).

This support from donor agencies came in the form of projects, programmes and technical assistance at the local level.

One of such projects is the EU Micro-Projects programme which is a partnership between European Commission and Government of Ghana. Since 1990s the programme has gone through five phases in which a total of 3743 Micro- projects have been implemented in Ghana (EU Manual, 2008). In Saboba/Chereponi District the implementation of the EU-Micro projects programme began in the fifth phase of the Micro-Projects programme in 2001 till date. During the period a total of 25 projects have been implemented, involving a total amount GH¢ 161,810.76 under the water and sanitation, education, health and economic sectors. The specific projects that have been implemented in the Saboba/Chereponi District includes construction of classroom blocks for schools at the basic education level, teachers' quarters, clinics, nurses' quarters, market stores and stalls, boreholes, and toilets structures. From the above discussions it can be realised that the contributions of the EU Micro-Projects Programme to strengthening the decentralisation process through increasing access to socio-economic infrastructure have been immense and it is as a result of these contributions that the research seeks to assess the sustainability of these projects to find how well the implementation was carried out to reflect local priorities.

1.1 Problem Statement

Donor support for decentralisation and governance in less-developed countries is often provided in a context where the status of the decentralisation process, in terms of legislation, policies and implementation, is unclear (OECD, 2004). In such contexts decentralisation processes are formulated on an interactive basis where policy formulations and experiments on the ground go hand in hand. Thus, in most cases donors are planning and implementing their programmes in an environment where the direction of the decentralisation process is still uncertain, where government has not yet formulated priorities for donor support and where modalities for donor-government interaction have not yet been established (OECD, 2004). Under such conditions the support is normally in three forms which include the following; Creating a favourable legal and political environment, assistance to start implementation of decentralisation and assistance to deepen and sustain decentralisation (EU, 2000).

The EU Micro-Projects programme is in the last category as it has an overall objective of improving the standard of living among rural and peri-urban poor through ensuring equitable provision of socio-economic infrastructure by strengthening structures and processes of the ongoing decentralisation.

Micro-Projects have been based on the principle that sustainability can be achieved through participation from beneficiaries of the projects. As a result the District Implementing Committees (DIC) and the Community Implementing Committees (CIC) are recognised as the main physical implementing and monitoring instruments of Micro-Projects programme in each district.

The programme implementation procedure is to promote community mobilisation, women's participation and democratic decision-making. This includes participatory project selection, implementation and monitoring and evaluation that are sensitive to gender specific concerns. Even though these projects are always packaged in a way that seems to be the most efficient for addressing problems in the developing world, the reality is that the developing nations are still plagued with poverty and inadequate socio-economic infrastructure. The major issues with the implementation of these projects in the developing world are;

- What attempts are made during implementation of the projects to instil a sense of ownership in the beneficiaries to ensure sustained access to socio-economic infrastructure?
- What attempts are made to limit donor conditionality to ensure that projects are beneficial to the communities and
- What practices are pursued to ensure that these projects and their benefits are expanded and sustained to benefit today's generation and the generations to come?

Some years ago donor funding was short term in nature and involved the use of foreign expatriates who returned to their home country as soon as the aid period ends. Given the primarily technical focus adopted, after the withdrawal of the donors, projects were often left in the hands of local organizations without the necessary technical and managerial capabilities to sustain the system over time (Heeks and Baark, 1998; Braa et al., 2003). Such

projects could not be fully institutionalized as they were not part of the organizations work routines. Also, there were normally no clear and explicit sustainability strategy (Young and Hampshire, 2000) left in place to ensure that the benefits, if any, are sustained and further strengthened over time (Heeks and Baark, 1998).

However, in recent times attempts are made by both donors and recipient countries to provide clear exit strategies well known to all from the beginning. Among the efforts to provide exit strategies include the use of local nationals and expertise in the implementation of donor funded projects and the establishment of local structures to manage these projects and programmes.

Despite the attempts to ensure the sustenance of these projects, it is observed that the beneficiaries of these projects still lack the abilities to maintain these projects and their benefits. This is evident in the poor physical state of structures provided by donors over time and inability of the beneficiary communities to expand such structures to meet future needs. The fact that this situation leaves the poor and deprived communities constantly affected has therefore led to long time debate on aid effectiveness forcing aid donors and recipients themselves to remain on the sidelines on this debate. Tsikata, (1997) finds an educative conclusion to this debate by suggesting that development aid has not had a significant impact on growth in recipient countries. However, there is some evidence that aid has had positive effects when the policy environment has been conducive to growth.

1.2 Research Questions

From the problem above, some research questions were formulated to direct the examination of relevant variables and to guide the analysis and interpretation of the survey data. The main focus of the study constitutes a search to answer the following questions:

- To what extent have the EU Micro-Projects been able to address the needs of the beneficiary communities?
- Who is involved in the selection, implementation and evaluation of the projects and to what extent?
- What are the opportunities available and which systems are in place for accountability and how often do beneficiaries utilise these opportunities to demand accountability from implementing agencies during and after the implementation of the projects?
- How well are project resources managed to ensure the achievements of better results?

1.3 Objectives of the Study

The overall objective of this study is to determine how well the Micro-Projects Programme was implemented in the Saboba/Chereponi District to ensure the sustenance of these projects and their benefits. The specific objectives are:

- (i) To find out how the Micro-project are selected and how they are aligned with the priorities of the beneficiaries.
- (ii) To identify the major stakeholders in the project implementation and the roles played by these stakeholders.
- (iii) To examine the opportunities available for beneficiaries to demand accountability from implementing agencies and other stakeholders during and after project implementation.
- (iv) To examine how well project resources are managed to achieve project targets and
- (v) To show cases of the lessons learnt and make recommendations of best practices to influence subsequent phases of the EU Micro-projects.

1.4 Scope of the Study

The study is focused on EU Micro-projects programme in Saboba Chereponi District from 2001 to 2007. In terms of geographical coverage the research will concentrate on only the communities that have benefited from EU Micro-Project Programme within the above period. The period specified denotes the start of the project in the district to the year 2007. The research is also concentrated on issues relating to the selection and identification process, implementation, monitoring and evaluation of the projects. Also looked at is the level of beneficiary participation at each stage of the projects, the beneficiary communities' management capacities, the resource management capacities and the opportunities available for the beneficiary communities to seek accountability from implementing agencies. Apart from the foregoing the study also looked at the roles and responsibilities assigned to various stakeholders such as the District Implementing Committee, Community Implementing Committees, District Planning and Co-ordinating Unit and the beneficiary communities just to mention a few.

1.5 Research Methodology

The research adopted a case study approach since the sustainability of donor funded projects is a contemporary issue. The research is specifically on EU Micro-Projects Programme one of the donor funded projects that the Saboba/Chereponi District is currently benefiting from. The study made use of both quantitative and qualitative data. The use of qualitative methods ensured an in-depth analysis of the cases without losing sight of their uniqueness and quantitative method was also applied in some cases to increase the possibility of making limited generalisations.

1.5.1 Data collection

(i) Secondary Data

Secondary data sources were relied on in reviewing relevant literature and statistical data on the subject matter. Reports, journals, magazines, policy documents and other printed materials on the subject matter were also consulted to get more insight into the theoretical framework of the topic area and project documents and reports were consulted to establish the Project procedures, contribution of each stakeholder and the principles on which the programme is built. The Internet was also used for information to improve the quality of the study.

(ii) Primary Data

Primary data was collected from the field with the aid of Semi-structured questionnaires, interview guides, focus group discussions and the compliments of direct observations. Each of these methods was selected based on appropriateness in soliciting information from a particular unit or respondent. At the district level, a focus group discussion was organised for members of the District Implementing Committee (DIC) and District Planning and Co-ordinating Unit (DPCU) which are the two main implementing agencies of the projects. However, at the community levels interview sections held with respondents and questionnaire administered to others depending on the capability of respondents to understand the questionnaires. In assessing the physical state of the infrastructure facilities observation was used. At the community levels a focus group discussion was held for the Community Implementing Committees (CIC).

1.5.2 Sampling Procedure

The purposive sampling technique was extensively used for the study and with some reliance on simple random sampling. The choice of Saboba/Chereponi as a study area was purposive based on the reason that the district is one which has not only benefited extensively from the Micro-Project Programmes but also benefited extensively from other donor funded projects. The units of analysis constituted the individual Micro-Projects as any data collected was used to analyse these projects.

Purposive sampling technique was again employed in selecting the communities within the Saboba/Chereponi Districts which have benefited from Micro-Projects Programmes from 2002 to 2007. A list of the communities which have implemented the EU Micro-Projects was collected from the district assembly and adopted as the sample frame. In all a total 25 projects have been implemented in the district between 2001 to 2007 but all these projects can be categorised into four main groups. These categories include health facilities, water and sanitation facilities, income generation facilities and educational facilities. To ensure that the various types of the Micro-Projects implemented are considered in the sample, all communities which benefited from the programme were grouped into four categories, depending on what projects they have benefited from. Out of a total number of 25 Micro-Projects within the study period, two Micro-Projects were selected from each category.

These projects were selected based on their location that is, considering whether the community is close to an urban settlement or not. In each broad category one project was selected from the rural setting and the other from the urban setting as this disparity could influence the factors that ensure sustainability of the projects such as cohesion of the community. In the case of the income generation category only one community (Kplaba) was selected due to the fact that it was the only community which implemented a market facility. This explains why seven instead of eight communities were sampled. Table .1.1 indicates the communities selected and their population size.

Table 1.1: Projects selection and criteria

COMMUNITY	CATEGORY OF PROJECT	SETTLEMENT SETTING	PROJECT TYPE	POPULATION
Jagridokondo	Educational	Rural	Classroom block	367
Sambuli	Educational	Urban	Teachers quarters	2205
Kpalba	Income generation	Urban	Market store	880
Kucha	Health	Rural	Rural clinic	454
Chereponi	Health	Urban	Nurses quarters	7932
Wapuli	Water and sanitation	Urban	Borehole	1688
Dicheni	Water and Sanitation	Rural	Borehole	146
Total				13672

Source: Author's Field Surveys, 2009.

The purposive sampling technique was employed again in selecting the DIC and CICs in the selected district and communities to solicit information from them. In determining the sample size, the total number of households of the selected communities was determined by dividing the population of these communities with the average household size of each community as found in the population and housing characteristics prepared by the DPCU. The table below indicates the household size of each of the communities selected as presented in Table 1.2.

Table 1.2: Number of Households in the Selected Communities.

Community	Population in 20000	Population in 2009	Average hh size in 2000	Number of households in 2009
Jagridokondo	289	367	7.0	52
Sambuli	1735	2205	7.3	302
Kpalba	692	880	7.5	117
Kucha	357	454	9.6	47
Chereponi	6241	7932	7.7	1030
Wapuli	1328	1688	5.4	313
Dicheni	115	146	6.8	21
TOTAL		13672		1883

Source: Author's Field Survey, 2009.

From the table the projected total number of households considered for 2009 in this study is 1883 and with the formula below the sample size is determined.

$$n = \frac{N}{1 + N(\alpha)^2}$$

Where n = sample size, N = total number of households of communities selected and α is the confidence level.

$$\Rightarrow n = \frac{1883}{1 + 1883(0.1)^2} \Rightarrow n = 90$$

The formula above adopted a confidence interval of 90% in determining the sample size of the research to be 90 households. The margin of error for the study is therefore 10% which is acceptable in social science research. Error was further minimised with the use of data from sampled institutions such as the DIC and CICs. This is because information gathered from these institutions was used for triangulation.

1.5.3 Analytical Tools

Information from the field was properly organised through data numbering, coding, editing, cleaning and entry processes. The research made use of quality control measures such as triangulation to provide valid and reliable information. Appropriate descriptive statistical tools were used to process the raw field data for interpretation and analysis. These were in the form of percentages and ratings. Edited and coded data is presented in tables and graphs to enhance visual appreciation of the presentation.

1.6 Significance of the Study

Contemporary debates on aid management have resulted in the consensus that aid disbursement and other practices should be aligned and harmonised to the maximum extent possible to improve aid delivery and effectiveness (AFRODAD, 2007). The Rome Declaration (2003), the Paris Declaration (2005) and the Accra Agenda (2008) for aid effectiveness helped donors and partner countries to identify specific actions to be implemented and also developed indicators of progress to be measured at the national level and monitored internationally (AFRODAD, 2007). Also stressed is the fact that to maximise the benefits of aid in developing countries, it is important for contemporary discussion to focus on qualitative output of aid rather than the quantity of aids received. It is in this context that this study is significant as it sought to look at how aid is managed at the grassroots and community level which is the end destination of all aids received.

By providing knowledge on lessons learnt and best practices of aids management at the grassroots and the community level, the research intends to contribute to sustainable socio-economic growth and a rising general living standards, while maintaining financial stability and contributing to general development.

Also over the past fifty years of development aid, not much consideration has been given to post-donor support period of projects. Historically, donors had treated development separately from sustainability (Joaquin, 1996), which has resulted in the aggravation of persistent poverty. As a result this report is to inform policy makers and development partners on the innovative ways of designing policies, projects and programmes. Regulative instruments and principles on which donor projects are based can also be altered to ensure aid effectiveness and sustainability at the local level. This is likely to shift donors and government's attention from how much aid is provided or delivered to focus on whether the aid provided achieves the expected results and whether the results are sustainable.

1.7 Limitation of the Research

The research initially anticipated challenges which were likely to affect the successful conduct of the research. These challenges ranged from the difficulty in collecting data and the readiness of communities to support the research process. The first of these challenges was the anticipated difficulty in reviewing secondary data since most district assemblies do not have a culture of keeping organised information of their outfit. In cases where this information exists it was also anticipated that there will be a difficulty in accessing it as the civil service had the ethics of keeping certain information about their outfit confidential.

Another anticipated problem was the fact that community members will not be willing to avail themselves during the research process. This was as a result of the fact that the research area is a farming community and the period of the research conflict with the land preparation period. However, the district assembly and the communities were willing to provide data on the projects.

1.8 Organisation

The report is organised into five main chapters. Chapter one is dealing with background of study, problem statement, objectives, research questions, significance and research methods that the study adopted. The second chapter is the literature review and covers literature on understanding sustainable development and this chapter is concerned with what other authors have written on the topic. Chapter three concentrates on the study area, emphasizing the social, physical, economic and institutional settings in the region of the study. Data presentation and analysis is carried for in chapter four as the chapter presents and analyses data collected from the field. The conclusions and recommendations are discussed in the chapter five of the report.



CHAPTER TWO

UNDERSTANDING SUSTAINABLE DEVELOPMENT

2.0 Introduction

This chapter presents the literature review on the study. It concentrated on defining sustainability, identifying the perspectives to sustainable development and criteria for measuring sustainable development. Also considered in this chapter is Ghana's experience in linking national strategies with local actions and the determinants of the sustainability of development projects.

2.1 Sustainability Defined

Defining sustainability has been a difficult task as several essential conceptual elements of the term have been put out in public domain for some time now. The term in its present context was not used in academic discourse across a wide range of disciplines until 1980s after a few seminal publications (WCED, 1987). The term did not become popularised until about two decade ago after the release of "Our Common Future" by the WCED in 1987. Since then, a series of publications has defined, redefined, and scrutinized the idea and applied it to most human endeavours. Although the term is undeniably needed for forging a quality and durable future that comes with nearly universal appeal, some commentators have argued that sustainability is conceptually too vague to have much practical value. Others have suggested that the idea became so diluted and misapplied as to be meaningless in most forums (Charles, 2001).

Despite the many misinterpretations of what sustainability is, widespread cooption of the term, and countless questionable claims of praxis, the concept has historical and theoretical foundations from which it grew that are only now beginning to solidify into a defined science (McDonough and Braungart, 2002). Here, it is important to note that sustainability does not simply involve attaching the broad meaning of the root word "sustain" to any and all human activities, nor does it necessarily mean maintaining the status quo in perpetuity; instead, it has antecedents that place it in a fairly clear and definite context. Indeed, calls for sustainability grew out of a need for real change out of concerns that economic growth-based development efforts were performing poorly in meeting human needs and improving human welfare in many regions, while simultaneously depleting resources rapidly, degrading the environment, pushing environmental thresholds in unprecedented ways, and compromising ambitious nature conservation efforts (Mitra, 2003).

Thus, sustainability can be articulated with methodological and scientific rigor making it credible and useful for analyzing and managing human activities, especially as they relate to nature, resources, and development. Moreover, the importance of the doctrine's timeliness and urgency should not be underscored given a number of undeniable challenges we face including tremendous and growing population pressure, huge and mounting socio-economic disparities, and increasing human-induced environmental degradation including global-scale changes. The culmination of all of this is that, for the first time in our occupation of the planet capable of and already pushing many complex and interconnected global biogeochemical thresholds to their breaking points.

Despite the difficulty in defining sustainability several scholars and organisations have made attempts to define the term. Some of these definitions fall specifically on the need to change our society as quoted in the United Nations Brundland Commission's Report of 1987. According to this report Sustainability is meeting the needs of the present generation without compromising the ability of the future generations to meet their own needs. Also to consider is the fact that there are some definitions of the concept that are more specific to certain human and environmental parameters. Examples of such definitions include the following;

Rosenbaum (1993) defines sustainability as using methods, systems and materials that will not deplete resources or harm natural cycles.

Vieira (1993) also defines sustainability in terms of the use of natural resources as a term that identifies a concept and attitude in development that looks at a site's natural land, water and energy resources as integral aspects of development. Critically, common to these definitions by the two scholars is the mention of natural resources which is important as far as human development is concerned.

Early (1993), in discussing the term considers it in terms of the interaction of human patterns with natural systems as he identifies sustainability as a concept that integrates natural systems with human patterns and celebrates continuity, uniqueness and place making.

Despite the plurality of these definitions they are not enough to describe the term and it is important to place the definition of sustainability in the context of the subject matter. Attempts to satisfy the above have led many scholars and projects into define sustainability

in development terms. As a result very few people have a deep and/or shared understanding of what sustainable development is. However, scholars over the years have expressed thoughts of what sustainable development is.

Devuyst (2003) acknowledges that sustainable development and sustainability are strongly contested terms and depends on the values, philosophy and assumptions of the individuals and groups concerned. Devuyst concluded there is no end point or nirvana called "sustainable Development" but however what exists is an ongoing process to interpreting what is needed to achieve greater balance. As a result, he emphasized that Sustainability should start from the Knowledge that the concept is not a 'fixed state of harmony' and that the concept is value based.

It is important to note that the most commonly used definition of sustainable development is the definition by WECD (1987). Even though, this is the commonly used scholars like Giddings et al, 2002 describe it as "political fudge" as the definition reflects limited aspects of the concept and as the ambiguity is used in order to gain widespread acceptance. The views of scholars like Giddings shows that sustainable can be not fully be describe in a statement but by examining the components and perspectives of the term. This is because any attempt to describe the term in a statement might be too vague to lose its meaning or too specific to be confined to a particular context. The following section of this review will deal with the three major components of the term.

2.2 Components of Sustainable Development

The definition of sustainable development by WCED (1987) embraces three main dimensions: environmental responsibility, economic returns and social development as endorsed by Harris (2001). The crust of these dimensions as discussed by Harris is reviewed below.

Economic returns:

This is based on the premise that economically sustainable system must be able to produce goods and services on a continuity basis, to maintain manageable levels of government and external debt and avoid extreme sectoral imbalances that damage agriculture or industrial production. Here sustainability means providing economic welfare at present and in the future, while paying more attention to the "natural capital".

Environmental responsibility

This has to do with maintaining a stable resource base, avoiding over-exploitation of renewable resource systems or environmental sink functions and depleting non-renewable resources only to the extent that investment is made in adequate substitutes. This includes maintenance of bio-diversity, atmospheric stability and other ecosystem functions not ordinarily classified as economic resources. Therefore, from an environmental point of view, sustainability means setting limits for consumption, population growth and pollution, as well as the faulty ways of production; including wasting water bodies, cutting the forests or the soil erosion.

Social Development

Social Development has to do with achieving distributional equity, adequate provision of social services including health and education, gender equity and political accountability and participation. The social dimension of sustainable development is, thus, based on the notion that man constitutes an important means of development and its prime target is who should strive to achieve this notion for both present and future generations.

The three dimensions mentioned above have generated debates on sustainable development as a contested paradigm. The debates have led to the evolution of two levels of meaning for the term, the first level being unitary, vague, often brief, and supported by core ideas that are susceptible to differing interpretations. On the other hand, the second level of meaning has to do with interpretation of the concept into action. It is at this level that political arguments rage and account for the proliferations of the definitions. To this end several scholars have argued from several perspectives on this concept as they attempt to bring these three mutually exclusive issues together. The competition arises from the emphasis placed on these three imperatives and from the difficulty encountered in the practical implementation of the concept. As a result of the contestation, Lafferty (1996) observed the calls within the scientific and academic communities for the term sustainable development to be scrapped. However, Jacobs (1999) defended the need for the term since it was common for such contested terms to have two levels of meanings.

The discussions above acknowledged that the major issues of economic returns, environmental responsibility and social development have led to the generation of several perspectives of sustainable development which should be considered when implementing and setting up any strategy involving a group of individuals. The consideration of these

issues will help appreciate the impacts of the different opinions each individual bring to the process. This is because on one hand the opposing views of the various stakeholders may frustrate the process and on the other hand in case where these views are properly harmonised, it could also provide essential audit for both strategies and actions for sustainable development.

As a result of the importance of considering and incorporating the various opinions and perceptions of stakeholders, scholars have concentrated on identifying these perceptions as held by different stakeholders.

In this respect, Drummond and Marsden (1999) discussed two positions on sustainability which they assumed represented a wide range of perceptions held by different stakeholders on assessing government policies on sustainable development. This they categorised into “Soft” and “Hard” sustainability. The table below show the attributes of the categorised perceptions on sustainable development.

Table 2.1: Perspectives to Sustainability

SOFT SUSTAINABILITY	HARD SUSTAINABILITY
- Prevention of catastrophe for human society.	- Promotion of society in harmony with supporting ecosystems.
- Acceptance of science and modern technology	- Questions science: seeks alternative technology.
- Anthropocentric	- Eco centric
- Intergenerational distribution treated separately	- Intergenerational distribution central to sustainable development.
- Lower environmental risk aversion	- High environmental risk aversion

Source: Drummond & Marsden (1999)

Another major perspective of development is the divide between environmental sustainability and economic sustainability which are key components of sustainable development. This perspective as put forward by Ekins (2002) has an aim of resolving the conflict of whether or not the environment should be regarded as having an economic value

or as having a low moral value. According to Ekins (2002), considering the environment as having an economic value could trade the environment off and also considering it as having a moral value has a potential making the environment ignored.

Also, Solow (1993) asserted that social capital could be substituted for consumed environmental resources since the social capital generated in this way will feature in the overall equation. To pursue the goals of sustainable development in this respect there is the need to reconcile the monetary and physical sustainability gaps. From the above it is important to note that all discussions on sustainable development have always been within the definitions of what is shallow and deep ecology.

To conclude, Sustainable development sets out a three-dimensional lens for viewing the world. Sustainable development is a holistic approach to improving the quality of life. It postulates that there are intrinsic links among economic, social and environmental well-being. Changes in any one domain will have an impact upon the other two dimensions. From a social perspective in particular, human well-being cannot be sustained without a healthy environment and is equally unlikely in the absence of a vibrant economy (Torjman, 2000). So for the practicality of the concept it's important to find ways of improving the integration of these dimensions and also developing practical criteria for measuring them to ensure the quality of assessing development.

2.3 Criteria and Indicators for Measuring Sustainable Development.

As already noted in the discussions above, the practicability of sustainability is one of the problematic issues within the subject matter that scholars have struggled to address and this resulted in the notion that sustainable development is political fudge. It is in relation to the above conceptions that the role played by indicators can be appreciated.

Acknowledging the importance of the indicators in ensuring sustainable development, the Commission on Sustainable Development (CSD) approved a work programme on indicators for sustainable development from 1995-2000. The essence of the work programme was to redefine indicators of sustainable development and make them accessible to decision makers.

In agenda 21 by CSD, the indicators for sustainable development were organised under the three main dimensions of sustainable development that is the economy, environment, social and also to cover the fourth dimension of sustainable development that is institutional capacity (UN, 1996). However between 1996 and 1999, 22 countries volunteered to test these indicators by assessing the application of these indicators to ensure their acceptability by 2001. The result of the preliminary testing of the indicators by CSD was the adoration of a revised and re-structured frame work that proposed 58 indicators for performance measurement of sustainable development and to guide national development beyond the year 2001.

Based on the indicators that were popularised by CSD, countries and organisation have concentrated on developing checklist for measuring sustainable development along the main dimensions of the subject matter. Among the number of checklists that evolved from these indicators is that adopted by 'The EEA Financial Mechanism' and 'The Norwegian Financial Mechanism' in 2006. This particular checklist as reviewed below are organised along the three dimensions of sustainable development.

Environmental

This sector of the checklist related to the issues regarding the environmental dimension to determine whether or not the project has a positive environmental impact and how the key aspects of environment have been considered. According to the EEA Financial Mechanism and the Norwegian Financial Mechanism in 2006 the following issues should be considered:

- The extent to which the project will reduce and prevent emission of persistent toxic pollutant.
- The use of project to recover natural resources.
- The project must reduce the use of fossil energy.
- The project's benefits to biodiversity.
- The inclusion of green procurement targets within the project.

Economic

With regards to the economic dimension, it is important to identify the sustainable economic drivers that influence the project and to determine whether or not the project in itself makes any kind of contribution for the establishment of economic tools for sustainable development. Economic sustainability regarding profit generation and financing of the maintenance of the

project results is part of a project's overall economic feasibility and is covered elsewhere, e.g. in the FMO appraisal manual.

- The ability of the project to strengthen the financial tools for ecosystem protection.
- The project must take cost all ecosystem effects into consideration.
- The financial drivers of the project must be sustainable.
- The polluter pays principle must be followed.

Social

The social issues relating to sustainable development comprise the knowledge and conduct of the population, their health and integrated sustainable development management. Other parts of the social dimension related to the other cross-cutting issues, good governance and gender equality. The issues to be considered under this sector include:

- The project must increase the public's understanding of sustainability.
- The project must influence citizens' positive sustainability behaviour.
- The project must create positive effects for the public health.
- The project contribution to more integrated policy, planning or management, for sustainable development.

The above checklist as discussed is normally adopted when considering sustainable development and project sustainability at the macro level but it is important to note the role of the local level in implementing sustainable development is very crucial. One major way of ensuring effective implementation of sustainable development at the local level is to ensure that the various stake holders involved in the process and are provided with the instruments they needed to assess progress. The limitation of the check list to the macro level assessment of sustainability brings to the fore the issue linking national strategies with local actions. This is important because all actions that need to be done at the local level needs to operate within a policy framework. In ensuring sustainability the challenges have always being with how to effectively link the national strategies and local actions. The next section would look at Ghana's experience in linking the national strategies with local actions.

Ensuring Sustainable Development: Ghana's Experience and Lessons in Linking National Strategies with Local Actions.

Ensuring Sustainable development depends on many factors. According Vordzorgbe (2005), one of these major factors is effective integration of the economic, social and environmental dimensions. He further asserted that to achieve this cross-sectoral integration, as well as intra-sectoral completeness, it is critical to ensure linkages between local actions and national

strategies and mechanisms for sustainable development. From his arguments in the context of country-level sustainable development, we need to think nationally and act locally. Developing and nurturing sound horizontal and vertical linkages between stakeholders, sectors, spatial aggregations, political or public administrative levels and units, and various development strategy processes are essential in ensuring the effectiveness, efficiency, relevance, ownership and sustainability of development policies, strategies and initiatives (ibid).

The situation in Ghana is not different since over the years there have been attempts to ensure there is linkages between local actions and national level development programming. An example of these efforts is the bottom-up approach to planning that seeks to link national programming and district level actions. This section seeks to review some of the efforts Ghana as a country has made to ensuring sustainable development by looking at the linkages between dimensions of local and national development, showcasing the lessons from the Ghanaian experience. These experiences and lessons by Vordzorgbe (2005) are along the lines of the World Summit on Sustainable Development (WSSD) process. The WSSD identified ten major guidelines for assessing country-level linkages to ensure sustainable development. These guidelines have been adopted as the criteria for assessing Ghana's efforts of achieving sustainable development. The following section below seeks to review these guidelines in relation to the Ghanaian context indicating the lessons learnt and experiences.

Pursue strategic, integrated and coherent processes for development programming:

According to DoeVordzorgbe (2005) effective linkages are nurtured within the context of comprehensive development approaches that allow for integration of various strategic processes and ensure coherence in development programming. In the case of Ghana in relation to this, even though Ghana had a long tradition of planning which started from 1919 with Guggisberg plan, the first attempt at ensuring horizontal and vertical linkages in development programming was in the vision 2020 in 1995 as this document provided a broad vision that incorporated goals and strategies aimed at development of the institutional framework for sectoral and other plans. It was in the vision 2020 that a participatory process of preparing plans was adopted to cover all sectors and included cross-sectoral issues, provided for roles and linkages between various levels of public administration, and provided umbrella for other development processes.

Despite the efforts made towards ensuring the above, attempts at ensuring a broad-based and local level ownership countrywide failed; there was no scenario analysis as part of the framework for integrating various strategy processes and an overall and integrative model that integrated macroeconomic, sectoral, spatial/physical, and, financial aspects of planning. Another failure is the fact that trade-offs in integrating environment, social and economic issues were not specified or agreed while sectoral priorities were not adequately reflected in budgetary allocations. GPRS and GPRS 2 helped in addressing issues that Vision 2020 could not tackle in terms of ensuring these linkages and currently there is a draft National Development plan seeking to further enhance the linkages to ensure sustainable development. Ghana's quest to design an effective national strategy for sustainable development was underscored by the hosting of the International Forum on National Sustainable Development Strategies in Accra. An example is the 2008 Accra agenda on aid effectiveness.

Institutionalize development linkages:

In relation to the issue of institutionalizing the process of development, Ghana in a more elaborate manner tackled this by the decentralization of development planning and management since 1988 and made it a constitutional requirement since 1992 in Ghana under which district assemblies are the deliberative, legislative, development programming and budgeting authorities at the local level. Even though there had been previous attempts to institutionalize development linkages, it was only in 1988 that a de jure linkage between local and national levels was established; however, the linkages have not been effective because of some purported financial, managerial capacity, bureaucratic, infrastructural and institutional constraints.

Balance top-down with bottom-up approaches to strategy formulation and development implementation:

According to DoeVordzorgbe (2005) this is a critical requirement in ensuring effective linkages between local actions and national development by promoting multi-stakeholder participation and ownership. The emerging trend is clearly towards the adoption of this mindset by addressing the bias towards top-down development approach. In Ghana this is evident by adoption of a participatory approach in national-level development strategy processes such as the Vision 2020, Ghana Poverty Reduction Strategy (both versions), the National Economic Forum (1997) and the National economic Dialogue (2001).

At the programme level, the application of the demand-driven approach, through relying on the local level for the source and implementation of project ideas, is growing as shown in the cases of the Ghana Capacity 21 Programme, the Village Infrastructure Project and the Northern Ghana Biodiversity Conservation Project. Notwithstanding the efforts made, the level, scope and quality of participation has been low, as it has been constrained by the following factors: (a) dominance of public agencies in participatory processes, (b) inadequate time for stakeholders to prepare for participation in forums held to elicit their support, (c) inability to completely or affectively implement outcomes of consultative processes to assure effective and continuous participation, (d) the use of methods of multi-stakeholder processes, such as 'brainstorming' that have limitations in ensuring total participation, (e) lack of timely and equitable access to advance information, education and communication on the processes, objectives, methodology and expected outcomes of consultations by all potential participants. These were identified by DoeVordzorgbe as challenges to achieving the balance between the top-down and the bottom-up approaches to formulating plans in Ghana.

Enhance the human focus of development strategies:

According to WSSD, it is important to note that increasing the potential for sustainability and effective linkages between sectors and administrative levels, at least at the planning stage it is important to deepen, broaden and strengthen the human dimensions of development strategies. However achieving this is possible by fostering local-national linkages. This is evident in comparing the Economic Recovery Programme that focused on macro-economic aggregates to the Vision 2020 and the GPRS.

Act at both national and local levels and ensure feedbacks between the two levels:

Another important stage of ensuring sustainable development is ensuring feedback between all levels. For example at the strategy level, the decentralized planning system in Ghana requires that District Assemblies prepare their development plans based on planning guidelines emanating from national strategy processes and as provided by the National Development Planning Commission. The essence of this is to ensure linkages, feedback and synchronicity between local and national level development strategy processes. However, the good intentions of the system have been hampered by untimely release of planning guidelines, inadequate understanding and application of them by several Assemblies, and inadequate attention to and integration of district plans in national development strategy work. At the programme level, the Ghana Capacity 21 Programme supported the development of the District Environmental Resource Management Information System

(DERMIS) that was a component of the Environmental Information System Development (EISD) under the Ghana Environmental Resources Management Project that operationalized the Environmental Action Plan. The DERMIS will be integrated in a national participatory sustainable development and poverty reduction monitoring system to be designed under a new UNDP-supported Programme to Support Promoting National Strategies for Environmental Resource Management. Similarly, the Cap21 Programme supported the development of District Environmental bye-laws that will be extended to all districts by up streaming them in the capacity development programme of the Institute of Local Government Studies. The main challenge is to ensure feedback between activities at the two levels (Vordzorgbe, 2005)

Effective linkages and feedback require adequate monitoring:

The Ghanaian experience with monitoring strategy process has generally been inadequate. For example, the NDPC developed monitoring formats for data collection to monitor Vision 2020 but was unable to implement this system while most of the indicators developed to monitor the First Step framework were implementation steps or output variables that could not be used to track progress on achieving the main Vision 2020 goals and targets.

The existence of the requisite capacity for development strategy formulation and implementation is one of the most important factors in ensuring effective linkages:

One of the major constraints to the effective linkage among stakeholders, sectors and administrative levels, and between Socio-economic frameworks and spatial planning is the inadequate capacity at both national and local levels and within both public sector and major groups for development strategy work.

Utilize prominent national champions:

Promoting sustainable development as a rubric for institutionalizing local – national linkage requires local and national champions of NSSDs, individuals and institutions. In the case of Ghana, the NDPC which should have been in the business of sustainable development has been hampered by knowledge, resource and visibility constraints. The National Committee for the Implementation of Agenda 21 (NACIA) has been ineffective. It is only now that efforts are underway to assemble high-profile individuals as patrons of Agenda 21. However, within the narrow confines of building links between local and national development, there is some advocacy support from local government officials, civil society groups, such as

religious groups, traditional authorities and groups, the press and other special interest groups.

Show commitment to the linkages:

It is essential that parties to the linkage show commitment to the underlying strategy process and the resultant linkage relationship to nurture it and prevent regression. The pace of Ghana's development has not matched the depth of its experience with development programming because very few of the previous development plans were fully implemented over their planned timeframes, partly due to relatively little commitment by most previous governments to the development plans they themselves formulated. This breeds cynicism among local stakeholders, alienates them from the development process and weakens their sense of ownership of development processes.

Effective linkages require the use of local knowledge:

In promoting multi-stakeholder and local-national linkages, it is essential to encourage the application of indigenous knowledge systems that allow local circumstances to inform the linkage relationship. Effective application of this principle in the implementation of the National Wetlands Conservation Project has yielded positive results in several project areas.

Assessment of the Ghanaian experience through the WSSD process has revealed some areas a breakdown in the process. These relates to defects in the approach to the design of the development strategic framework, extent of participation to major stakeholders, local and national capacity, information issues, public resource allocation and incentives and monitoring. All these need to be addressed to ensure effective linkages of local actions and national strategies and programmes.

In conclusion, the above discussion sought to identify the efforts Ghana has made in achieving sustainable development through an effective integration of the economic, social and environment dimensions and also to ensure cross-sectoral integration as well as intra-sectoral completeness. However it failed to look at the factors that influence the sustainability of specific project. The next section will look at the sustainability development projects and the factors that determine the sustainability of these projects.

2.5 Determinants of the Sustainability of Development Projects

It is almost without exception that every definition of sustainability is immediately followed by a list of some key determinants or factors. The extension of the definition of the concept of sustainability to incorporate institutional and management sustainability has brought the term into the lexicon of the corporate sector; whereby businesses, organisations and projects are encouraged to consider the impact of their activities on the larger society. In considering these impacts there is always the need to be guided by determinants. There are a wide range of determinants that have been cited by authors but the most common of them are as follows with their corresponding influencing factors (Harold, 2003). These determinants are presented in the table 2.2:

Table: 2.2 Major influencing factors of the Determinants of Sustainability of Projects

Determinants	Factors
Technical factors	Preventative Maintenance Availability of spare parts Maintenance – major repairs or replacement Electricity supply and affordability Standardisation of components Tools and equipment availability
Community and social factors	Community management capacity User satisfaction, motivation and willingness to pay Involvement of women Social capital or cohesion Continued training and capacity building
Institutional factors	External follow-up support Continued training and support to the community structures Private sector involvement in goods, services and management contracts Legal frameworks for recognition of the local committees and ownership Supportive policy and regulatory environment

	Clarity over roles for operation and management
Environmental factors	Conservation of the level of production and quality of natural resources involved.
Financial factors	Adequate tariff for recurrent costs Adequate tariff for capital replacement or system expansion costs

Source: Harold, 2003.

It is important to point out that this table presents a composite picture of factors which appear to be very important to post-project sustainability from a broad set of sources. As such there will always be alternative views about exactly which factor, or set of factors, is most important in any particular case and there will always be context specific issues which may explain the predominance of any one factor over another.

Two issues are seen as being important above all others as factors in post-project sustainability and these are financing for recurrent costs and some form of external support (Harold, 2003). Adequate tariff collection has been cited repeatedly by most scholars either as a cause for failure, or a reason for success. However, even with such a clear indication of its significance, the issue of cost recovery is a complex one and has widely differing interpretations depending on country context. In China, high levels of cost recovery are an accepted norm for Rural Water Supply Projects, and even contribution to capital costs through repayment of loans is common place (Water Supply and Sanitation Programme-World Bank, 2002).

In many other developing countries like Ghana, cost recovery is very problematic. High poverty levels, lack of regular cash incomes and the poor design of tariff structures are all factors which may limit the success of cost recovery efforts. Nonetheless as a World Bank evaluation report states: "Sustainability can only be ensured if tariffs generate enough resources to operate the system, finance the expansion of the service to new customers and ultimately replace the infrastructure after its useful life" (Paraguay ICR, 1999).

Secondly, some form of external follow-up is clearly seen as critical to post-project sustainability. Such support can help communities as they face a range of challenges, including technical problems, organisational difficulties and the resolution of social conflict. As stated earlier, recognition of the need for such support is now gaining broad acceptance, both within the World Bank and in other sector institutions, as is evidenced by recent documents treating this issue (Rosenweig, *ed.* 2001, Lockwood, 2002, IRC 2003). Further evidence of the importance of post-project support has been provided by a multi-country study carried out by the UK NGO Water Aid in 2000.

The factors considered in the Table: 2.2 can further be outlined into two broad issues which can lead to problems for community-managed projects after the projects have been implemented, this include the following:

- Those limitations within the community such as community dynamics, political or social conflict, lack of cohesion, lack of capacity (technical, managerial etc), lack of financial resources; and
- Those constraints which are external to the community: lack of spare parts supply, lack of supportive policies and legislation or the lack of long term support to help communities through major repairs, conflicts and others.

In some instances there is a direct relationship between factors that are within the control of the community, and those which can be considered as being external. In the next two sections the details of both sets of factors will be discussed. This will help start a process of identifying what might be the most important issues to include in the field study.

2.5.1 Internal factors

It is clear that several of the factors identified in the table: 2.2 fall within the sphere of control, or influence of the community. Broadly speaking there are five main factors:

- Preventative maintenance of facilities, including both communally managed infrastructure and household level infrastructure.
- Tariff collection and cost recovery to cover routine operation and maintenance of the infrastructure.

- Adequate capacity (technical, financial, administrative etc.) within the community necessary to manage a system, or to engage with an external party to operate and manage the system on its behalf.
- The continued involvement of community women, along with men, in all aspects of system management and maintenance.
- Adequate levels of social cohesion, or social capital, required to achieve system management and the motivation, or willingness, to contribute resources, time and money.

A very close examination of these elements reveals that they are linked with and to certain extent conditional upon some external factors being in existence. For example, it is logical to relate adequate management capacity of the community structures with continued technical support and training in key areas over time.

Also, the success of cost recovery efforts as a **determinant** of post-project sustainability is influenced by the extent to which individuals and the projects committees are supported, retrained and guided in relation to tariffs structures and broader financial management. The absence of such external guidance is likely to affect the success of cost recovery. Clear and widely disseminated rules and regulations will also benefit community management and tariff collection efforts.

The remaining internal factors that can be considered as critical to the sustainability of projects are closely related to the willingness, or motivation, of a community to maintain their facility and, secondly, the level of social capital of the community that enables successful collective action (in this case meaning the maintenance of physical infrastructure and other project benefits). In comparison with all other factors identified in the table, these are perhaps the most abstract and difficult to define or measure, although there is now a growing body of knowledge about how to go about this (World Bank, 2002).

Several researchers point to motivation as one of the keys to sustained project benefits. It is generally accepted that motivation or willingness to contribute to the maintenance of a system is based on a perceived benefit (Harold, 2005). In the case of communal projects, motivation and willingness must be generated on both an individual and collective basis, amongst both individual household users who pay a tariff and community members who

volunteer time and are involved in the management of the system. Taking a broader perspective, external actors must also be motivated to contribute towards supporting community managed Projects; local governments may perceive a political benefit, the private sector a profit motive and central government may see sustainable service provision as part of their broader development agenda. For whatever reason, and from whichever perspective, motivation is clearly a critical factor in post-project sustainability.

Similarly, an adequate degree of social cohesion within a community is now considered by many to be a fundamental factor in sustainability. The collective willingness to maintain a community project, is a reflection of social cohesion, and is dependent on the concept of community identity. Ironically, as some researchers suggest, this very community "spirit" may be directly threatened by the development process itself, including the provision of improved services, which breaks apart community loyalties and traditional obligatory relationships (Cater *et al*, 1999).

2.5.2 External factors

The second set of factors to bear in mind when attempting to understand post-project sustainability, are those which can be considered as being exogenous to the community. The primary factors or groups of related factors, identified in table are as follows:

- Access to, or availability of, spare parts, tools and equipment for the community to carry out repairs.
- The availability of some form of external follow-up support, which can be provided in many different ways and by a range of institutions; this includes two other important factors, relating to continued training and support of community management structures and individuals.
- The presence and strength of private sector companies and entrepreneurs providing goods and services and skilled technicians to carry out complex repairs.
- The existence of a supportive policy environment, legal frameworks underpinning the legitimacy of project committees, and clearly defined roles for operation and maintenance.
- A system source that continues to produce the natural base needed in sufficient quantity and quality to satisfy users.

Simply, in terms of keeping the physical infrastructure working, an adequate supply of spare parts and maintenance tools is obviously of primary importance to long-term sustainability. Supply chains are now recognised as one of the “*key determinants of sustainability*” (Davis and Iyer 2002), especially where the technology provided is imported. Majority of recent World Bank proposal documents focus attention on the creation and support of spare part outlet chains, normally based on private sector providers, precisely to fill this perceived weakness.

Another very important factor highlighted in table concerns the provision of follow up support to rural communities in the long-term. This is increasingly recognised as a critical factor in sustainability, as evidenced by the importance it is accorded in many recent World Bank project proposals and in several recent publications by sector organisations such as the Environmental Health Project-USA (Lockwood, 2002) and the IRC (Schouten and Moriarty, 2003). In both of these documents, and in other fora, it is argued that the majority of rural communities cannot be expected to manage on their own projects indefinitely.

In order to guarantee the sustainability of projects and the associated benefits, it is necessary to provide support and guidance which addresses a range of issues. A number of other primary factors highlighted by this review, such as continued training and capacity building, all fall under the umbrella of follow-up support; there are four main functions provided by such support mechanisms above and beyond technical support for the operation and maintenance of physical infrastructure. There is now undoubtedly a strongly held belief that the presence of a dynamic private sector is a key factor in post-project sustainability. The private sector is no longer viewed as a partner only for the implementation of projects, but is now considered as being an important complement to the public sector in maintaining projects.

Frequently, project budgets are now designed to include small, but significant, sums of money exclusively for training and encouraging the private sector to meet the challenge of supporting rural communities. It should be noted that the private sector is defined here as including NGOs as well as individual artisans and entrepreneurs.

By extending the determinants of sustainability in the review to cover development projects in general it is possible to identify the following broad conclusions about the critical issues

affecting sustainability. These issues can further be categorised into pre-project issues and post-project issues as presented in the Table 2.3:

Table: 2.3: The Distinction between Pre-Project and Post Project Determinants of Sustainability

Pre-project issues	Post-projects issues
Community participation	Financial and tariff collection
Demand responsiveness approaches	User satisfaction
Empowerment	Capacity of Project committees
Technical Design	Definitions of roles and responsibilities for project management
Construction quality	On-going training
Gender and poverty focus	
Training	

Source: Author' Construct, 2009

To conclude, though all these determinants can be said to be equally important to look at generally, the significance of one of the determinants over the other will only be seen when considering specific projects and specific stages of a project life cycle.

The major gaps in the literature above is that the issue of when each of these determinants should be considered significant in the assessment of sustainability is not determined and also the extent to which a researcher can pursue these determinants in the assessment of the sustainability of projects is not also determined.

It is however observed from the study that sustainability of projects is not only limited to internal determinants but also influenced by some external determinants which are equally critical. These internal and external factors could influence the sustainability of projects at different stages of the project's life cycle such as the pre-project stages and post-project stages.

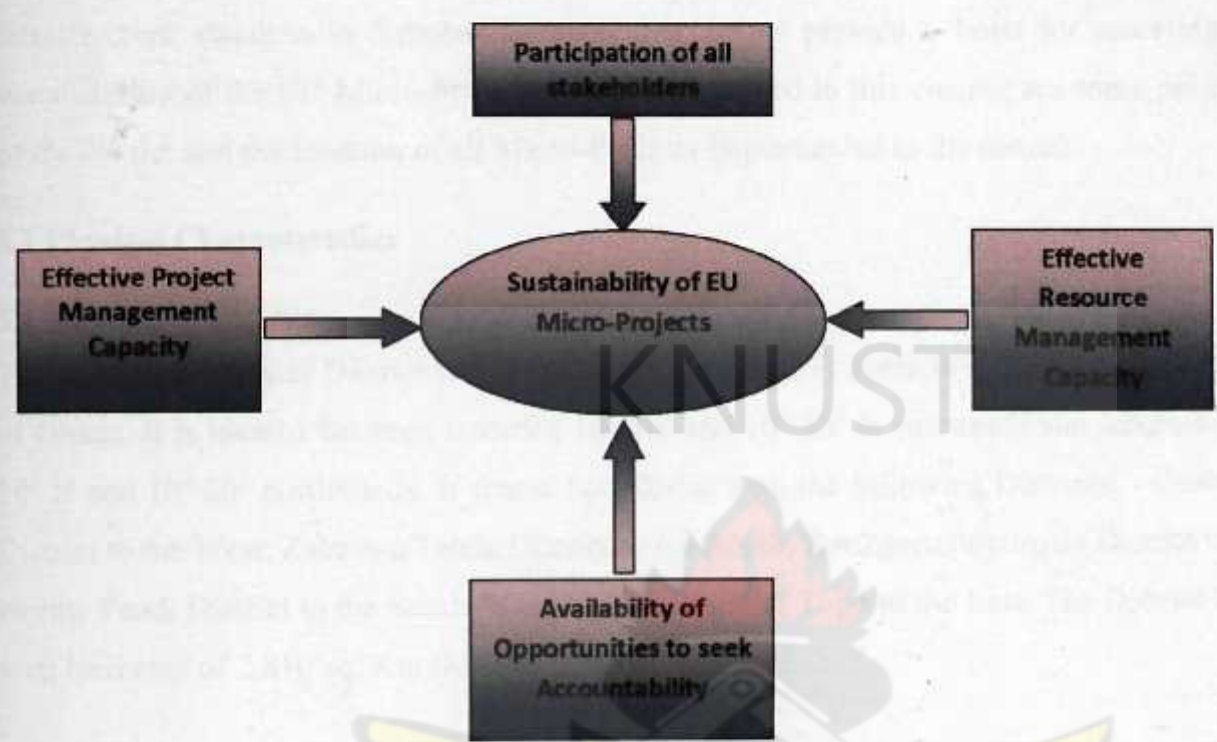
For the sake of this study it will not be feasible to consider all these determinants as they might not directly relate to the processes and context of the programme to be assessed. In addition, some of these determinants fall outside the domain of the objectives of this research and could be considered as areas for further research. The research is concentrated on assessing the issues which are within the spheres of control of the communities and would not pay attention to the influences of the external determinants. However, because there is

always a link between the internal and external determinants reference would always be made to the some external factors were the links exist.

Considering the EU-Micro-projects procedures and concepts, the internal determinants as identified in the literature review would be organised into four major issues to ensure an effective application of these determinants in the assessment of the EU Micro-Projects programme. These major issues include participation of all stakeholders in the implementation process, projects management capacity, resource management capacity and the availability of opportunities for the communities to clarify issues concerning the projects.

The choice of the above issues is in consonance with the EU Micro-Projects concept of sustainability which stresses participation of the beneficiary communities as the way to achieve sustainability of the Micro-Projects. Another reason for prioritising these determinants among all the identified determinants in the literature is that the Micro-Projects are in the early stages of their life cycle and can only be assessed by concentrating on the pre-project determinants of sustainability. However, post-project determinants that can be measured at the early stages of projects lifecycles such the capacities, roles and responsibilities of the local committees and tariffs collection at the local level will be considered in the analysis. Therefore the sustainability of the Micro-Project will depend on participation of the beneficiary communities in the implementation of the projects, effective resource management, effective project management and the availability of opportunities for community members to seek accountability. The determinants that affect sustainability of the Micro-Projects are presented diagrammatically as in figure 2.1:

Figure 2.1 Analytical Framework.



Source: Author's Construct, 2009

CHAPTER THREE

PROFILE OF THE STUDY AREA

3.0 Introduction

This chapter presents a brief discussion of the general characteristics and socio-economic infrastructure situation in Saboba/Chereponi District to provide a basis for assessing the sustainability of the EU Micro-Projects. Also highlighted in this chapter are some priorities of the district and the location of all Micro-Projects implemented in the district.

3.1 Physical Characteristics

3.1.1 Location and Size

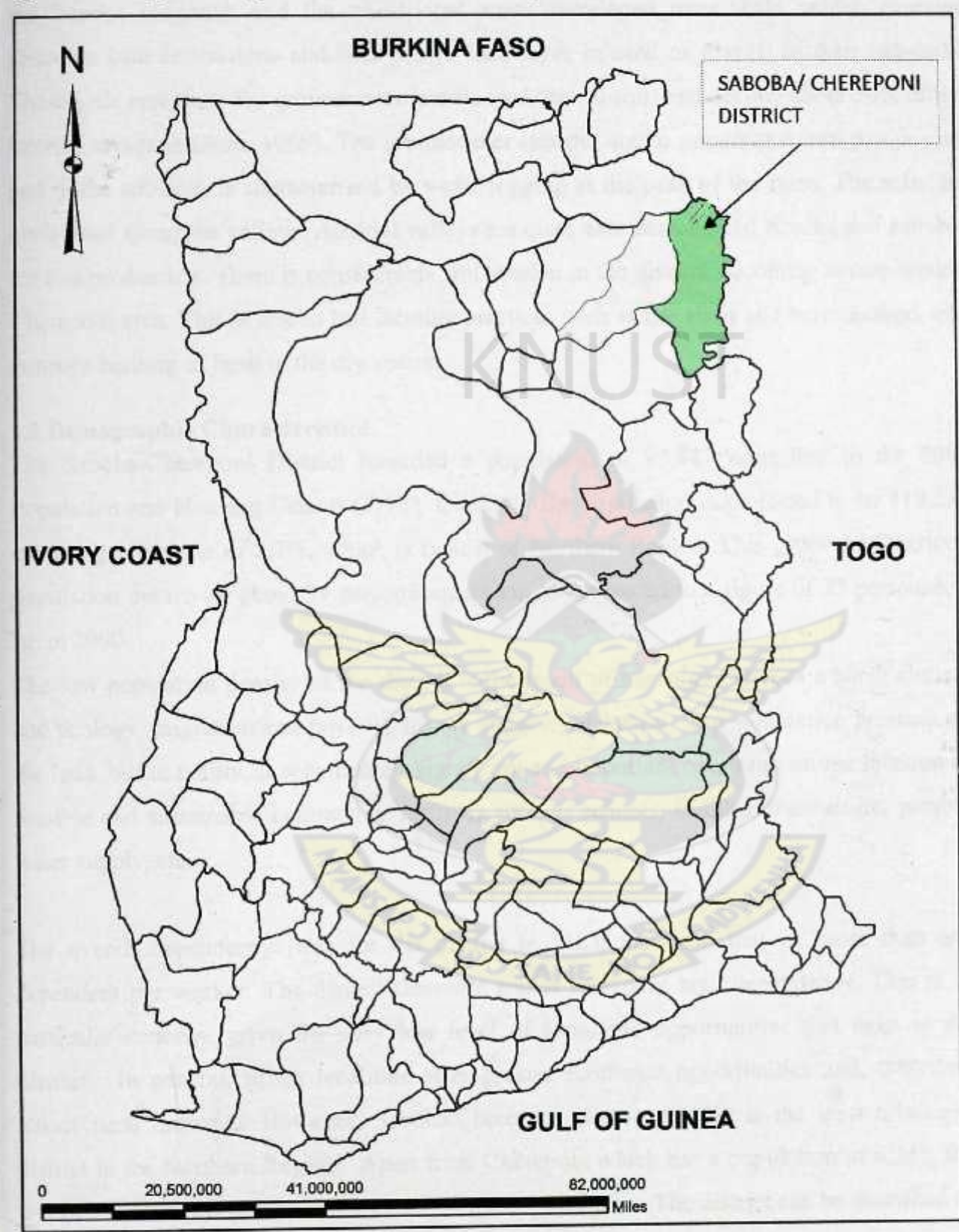
The Saboba-Chereponi District is one of the twenty one (21) districts in the Northern Region of Ghana. It is located between latitudes $10^0 10^1$ and $10^0 20^1$ N eastwards and longitude $10^0 10^1$ N and $10^0 20^1$ northwards. It shares boundaries with the following Districts: - Gushiegu District to the West; Zabzugu/Tatale District to the South; Bunkpurugu/yunyoo District to the North; Yendi District to the South-West; and Republic of Togo to the East. The District has a total land area of 2,810 sq. Km (MTDP, 2006).

3.1.2 Climate and Vegetation

The district is located in the savannah ecological zone. The climate is characterized by alternative wet and dry seasons of equal lengths of six months. Annual rainfall is about 1000mm or less, falling between May and October. A long dry period follows the end of the rains from November to April. Temperature, which is generally high throughout the year, ranges between 21^0 C and 41^0 C (ibid).

The profile of the district's MTDP also reveals that the Guinea Savannah vegetation is degraded in several locations. These areas include areas where agricultural activity is currently high and severely degraded lands that have been become uncultivable. Trees sparsely populate such areas and these areas are also with vegetation made up of grass interspersed with drought resistant trees. The common tree species are the "dawadawa" and shea trees. The vegetation is greenish only in rainy season and very dry in the harmattan period.

Figure 3.1 Map showing the Location of the Study Area within the National Context



Source: Saboba/Chereponi District's Dev't Plan, 2006

3.1.3 Geology and Soils

The Voltain shale underlies the whole district. According to Adu (1969), most of the soils in the interior savannah and the transitional zones developed over shale, which contains abundant iron concretions and iron pan (a hard layer in sand or gravel) in their sub-soils. These soils constitute the groundwater laterite (red topical soil) and occupy about 50% of the interior savannah (Adu, 1969). The groundwater laterite, due to impervious iron pan or clay pan in the sub-soil, is characterized by water logging at the peak of the rains. The soils are quite good along the valleys. Alluvial valleys are quite extensive around Kpalba and suitable for rice production. There is considerable soil erosion in the district, becoming severe around Chereponi area. This is due to bad farming practices such as the slash and burn method, and rampant burning of bush in the dry season.

3.2 Demographic Characteristics

The Saboba-Chereponi District recorded a population of 93,847 according to the 2000 Population and Housing Census (PHC). Currently the population is projected to be 119,277 using a growth rate of 2.7%, which is typical of Northern Region. This gives the District a population density of about 39 persons/square km as compared to a figure of 33 persons/km sq. in 2000.

The low population density of the district is the result of interplay between a harsh climate and ecology, migration and poverty. It may suggest a relatively low population pressure on the land, but in reality, it constitutes a significant and important constraint on the location of feasible and sustainable community facilities such as schools, health infrastructure, potable water supply, etc.

The overall dependency ratio for the district is 112.0 per cent, that is, more than one dependent per worker. The district therefore shows markedly high dependency. This is of particular concern, given the very low level of economic opportunities that exist in the district. In general, urban localities offer greater economic opportunities and, therefore, attract rural migrants. However, Saboba/Chereponi District (7.0%) is the least urbanized district in the Northern Region. Apart from Chereponi which has a population of 6,241, the rest of the district is predominantly rural in terms population. The district can be described as a typically rural and scattered. By Ghana Statistical Service and 2000 Population and Housing Census geographical delineation, there are twenty (20) settlements in the district. With the 2000 Population and Housing Census, only Chereponi which has 6,241 people can

be described as urban. With population aside, Chereponi and other five settlements perform typically agricultural functions with very limited urban functions and formal employment avenues.

Chereponi, Saboba, Sambuli, Wapuli, Wonjoga and Sangbana have populations above 1,000 people. The settlement pattern of the district is scattered and many settlements have less than 500 people, and most of the villages are located in the interior sector of the district. One reason could be attributed to their farming method, as farms are located very close to homes. This settlement population distribution pattern does not augur well for development in the case of the distribution of socio-economic and technical infrastructure, which requires certain population threshold to make them viable.

3.3. Socio-Economic Infrastructural Facilities

According to MTDP (2006), the district has inadequate infrastructural facilities in the areas of health, water and sanitation, housing and education. There is no bank in the district. There are two postal agencies and only one telephone line service in the whole district, located in the office of the District Chief Executive. The commonest sources of drinking water in the district are the rain, spring, river and stream (50.2%). About 17.2% of households use borehole, followed by use of dug-outs for the collection of rainwater (12.7%), (12.4%) use well and pipe-borne water in the form of a standpipe, either inside or outside the house (7.4%). Other sources, constituting mainly tanker supply, represent only about 0.1 per cent of household water sources.

This means that only 24.6 per cent of households have access to potable water (pipe-borne plus borehole); this has implications for water borne diseases for the district. The dependence on these sources of water has major implications for the health of the population. Contaminations during the process of water collection may aggravate the incidence of diarrhoea and other water-borne diseases. Table 3.1 presents the distribution of the type of toilet facility available to households in the district. For the district as a whole, 91.1 per cent of households have no toilet facilities of any sort (MTDP, 2006).

Table 3.1: Type of Toilet Facilities in Saboba/Chereponi District

District	WC	Pit latrine	KVIP	Bucket/ Pan	Facility in another house	Public toilet	No facility	Other
All districts	2.5	2.0	2.3	1.6	1.0	14.5	75.9	0.2
Saboba- Chereponi	1.3	0.6	1.5	0.4	0.7	4.4	91.1	0.0

Source: 2000 Population and Housing Census. Ghana Statistical Service

The use of water closets (WCs) and the KVIP is very limited. About 1.3 per cent of households in the district have water closets, while 1.5 per cent uses the KVIP.

The pit latrine and other types of latrines are relatively uncommon in the district. Members of households with inadequate toilet facilities or with no toilet facility at all, are compelled to rely on alternatives such as the bush, farms etc. This has significant implications for transmission of infections, and consequently, for the health and well-being of communities, which in turn, may impact productivity negatively.

With regard to health, the district has two major facilities namely: the Saboba Medical Centre located at Saboba, being run by Assemblies of God Church and the Chereponi Health Centre under Ministry of Health at Chereponi. There are smaller clinics at Wapuli, Sambuli and Wenchiki being run by the E.P Church, the Catholic Church and the Ministry of Health respectively. Currently there is no medical doctor in the whole district. The nurses: patient ratio is 1: 3,227. The main reported cases in the district are malaria, diarrhoea, pneumonia, typhoid fever, guinea worm, anaemia, intestinal worms, eye infection, snake bites among others.

On education, the district has 25 nurseries, 92 Primary Schools, 20 Junior High Schools (JHS) and 2 Senior High Schools (SHS) located in Saboba and Chereponi. Saboba has a Technical/Vocational Institute where Junior Secondary School graduates are admitted for courses in Carpentry & Joinery, Building and Construction and Mechanical and Electrical Engineering. With regard to the literacy rate, Table 3.2 depicts the literacy rate in the district.

Table 3.2: Literacy rate in Saboba/Chereponi District

LITERACY RATE	MALE	FEMALE
Not Literate	19,095	21,059
English	3,021	1,958
Ghanaian Language	603	350
English & Ghanaian Language	1,018	507
Other	145	130
Total	23,882	24,004

Source: 2000 PHC, Ghana Statistical Service

It can be inferred from the above that literacy rate among male segment of the population is greater than the female group. This situation could be attributed to certain cultural practices, which do not allow some people to send their children to school, especially the girl-child. The teacher-pupil ratios of nursery, primary, junior secondary, senior secondary and technical /vocational school for the district were found to be 1:83; 1:55; 1:36; 1:19 and 1:27, respectively. These figures point to the fact that quite a number of children in the school-going age are not attending school. Out of the 412 teachers in the district, nearly 56 per cent are untrained. The situation even looks more alarming at the pre-school level where as large as 88 percent of the teachers are untrained. Major reasons cited for this state of affairs are lack of accommodation for the teachers and the absence of electricity in certain parts of the district that could serve as pull factors. The literacy rate, defined as the ability to read and write, was estimated at 16% according to 2000 PHC. This figure is comparatively lower than the national average of 45 %. To reverse the trend, the District Assembly has stated quite clearly that education is one of its major priorities.

The district can boast of four (4) dams located at Lower Nansoni, Tombu, Chereponi and Saboba and, a few dugouts. These dams basically serve as sources of water for livestock and occasionally, human beings, too. Except Nansoni dam, which is used for dry season gardening where the water stock lasts into the dry season, most of the dugouts are silted and require immediate de-silting.

A good transportation network and a reliable communication system are very important ingredients for socio-economic development. There is a very poor network of secondary roads in the district. These include the 58km Yendi-Demon-Saboba road; the 65km Yendi-Wapuli-Saboba road; the 48km Saboba-Chereponi road and the 96km Yendi-Chereponi road. The physical conditions of some of the roads are bad and virtually inaccessible during a greater part of the rainy season, especially between July and October. Transportation within and outside the district is very poor. Most people rely on either bicycle or on their feet. People walk several kilometres to attend markets, hospital and even to school.

At the district level, it is Saboba, Sambuli, Demon and Kuntuli which have access to electricity as source of lighting 6.9% as compared to more than 93.1% in the rest of the district. Apart from the obvious benefits of lighting, the availability of electricity is closely associated with health, economic and social activities and living conditions; for example, cereal and grain mills require electricity. Table 3.3 below indicates the main sources of lighting in the district.

Table 3.3: Main sources of lighting in the district

District	Electricity	Kerosene lamp	Other
All districts	22.0%	76.5%	1.5%
Saboba/Chereponi	6.9%	91.8%	1.3%

Source: 2000 Population and Housing Census. Ghana Statistical Service

3.4 Development Priorities of Saboba/Chereponi District

The prioritised goals of the district as contained in the medium term development plan of the District are to guide development. These priorities are also important in assessing the impact of projects that have been implemented in the district. The medium term development plan of the district has specified provision of socio-economic infrastructure as the main development priority. Among the socio-economic infrastructure enumerated is the provision of the following facilities.

- i. Provision of educational infrastructure
- ii. Improve road network
- iii. Improve access to potable water
- iv. Provision alternative job avenues/economic activities

- v. Provision adequate health facilities
- vi. Provision adequate irrigation facilities
- vii. Provision adequate house hold VIT-latrines/toilet facilities
- viii. Adequate marketing centres
- ix. Wide coverage of Hydro-Electric Power in the district.

3.5 The EU Micro-Projects Programme in Saboba/Chereponi District

Saboba/Chereponi District started benefiting from the EU Micro-Projects Programme in 2002 from the 5th phase of the Micro-Projects Programme. The Micro-Projects Programme has contributed immensely to developmental efforts of the district especially in the provision of socio-economic infrastructure. The projects so far implemented in the district can be grouped into four main categories which are health facilities, water and sanitation facilities, educational facilities and income generating facilities. From 2002 to 2007 a total of 25 projects were implemented in the district. The table 3.4 shows a list of the implemented projects and their location.

Table 3.4: List and Location of EU Micro-Projects in Saboba/Chereponi District

Project Category	Location	Year Of Completion
Water and Sanitation		
1. KVIP(10-Seats)	Wapuli	2003
2. Borehole	Dicheeni	2003
3. Borehole	Naja	2003
4. Borehole	Jagridokondo	2003
Education		
1. 3-unit classroom p/s block	Kinabulk	2002
2. 3-unit classroom p/s block	Kunjib	2002
3. 3-unit classroom p/s block	Kpani	2002
4. 3-unit classroom p/s block	Naturi	2002
5. 3-unit classroom p/s block	Kpenchi	2003
6. 3-unit classroom p/s block	Naja	2004

7. 3-unit classroom p/s block	Jakpa	2004
8. Teachers Quarters	Sambuli	2004
9. 3-unit classroom JHS block	Nalogni	2007
10. 3-unit classroom p/s block	Jagridonkondo	2007
11. 3-unit classroom p/s block	Ugando	2007
12. 3-unit classroom p/s block	Yawgu	2007
13. Teachers Quarters	Jayoni	2007
Health		
1. Rural Clinic	Garinkuka	2002
2. Rural Clinic	Kucha	2003
3. Nurses Quarters	Chereponi	2004
4. Rural Clinic	Nansoni	2004
Income Generation		
1. 10 Market Stalls	Kpalba	2003
2. 10 Market Stalls	Kpalba	2003
3. 10 Market Stalls	Kpalba	2003
Ware housing		
1. Ware house	Saboba	2004

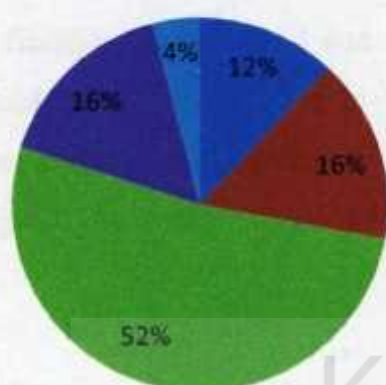
Source: Author's Field Survey, 2009

3.5.1 Allocation of the Micro-Projects by Sector

Allocation of the Micro-Projects by sector indicates that in Saboba/Chereponi District over fifty percent of the implemented projects were educational projects. This clearly shows the district's commitment to providing educational facilities which is one of the major priorities of the district. On another breath it shows the commitment to improve the pupil-teacher ratio which is caused by the lack of accommodation for teachers. The figure 3.2 describes the allocation of Micro-Projects according to sectors:

Figure 3.2: Percentage Allocation of Projects by Sector

■ Income Generation ■ Health ■ Education
■ Water and Sanitation ■ Ware housing



Source: Author's Field Surveys, 2009

The details as presented in Figure 3.2 show that the investment in social infrastructure in the district was tilted towards educational facilities with as much as 13 projects implemented in the educational sector.



CHAPTER FOUR

THE SUSTAINABILITY OF EU MICRO-PROJECTS IN SABOBA/CHEREPONI DISTRICT

4.0 Introduction

This chapter presents findings of the social and demographic characteristics of individuals from sampled households in the survey district with emphasis on some basic background characteristics such age, sex, education, ethnic and social features of the households sampled. These variables are significant in deriving meaningful deductions so as to make appropriate recommendations.

According to African Forum and Network on Debt and Development (AFRODAD, 2007), current discussions at the international level have demonstrated that international aid to developing countries have been ineffective in addressing the developmental challenges in the developing world. This aid which is always in the form of loans, grants and projects has not been sustainable to continuously address challenging situations in developing countries.

4.1 Demographic Characteristics

4.1.1 Sex Distribution

The distribution of the respondents according to gender shows that out of the 90 respondents interviewed 52.2 percent were males and 47.8 percent were females. The results as presented above depicts that there was a greater number of male respondents as compared to the number of female respondents with a percentage difference of 4.4 percent. The pattern of the sex distribution of the respondents does not really depict the sex distribution of the entire population of the district. The male dominated sample is opposed to the sex distribution of the entire population in the study area which is female dominated (representing 50.1 percent of the entire population). On the other hand, the male domination in the sample also confirms the fact that traditionally women are not always allowed to represent households in the district. The results are presented in table 4.1.

Table 4.1: Sex Distribution

Sex	Frequency	Percent (%)
Male	47	52.2
Female	43	47.8
Total	90	100.0

Source: Author's Field Survey, 2009

4.1.2 Educational Characteristics

In relation to education, the study revealed that of the 90 respondents interviewed 53.3 percent had no education, while 15.6 percent had primary education, 24.4 percent had secondary education and 6.7 percent had tertiary education. This shows that the study area is largely characterised by people with low educational background as more than half of the respondents had no education at all. This further confirms the low literacy rate prevailing in the district as presented in the profile of the district.

4.1.3 Ethnic Background

The ethnic background of the study area is largely dominated by Konkomba as the survey results presented in the table below depicts. About 79 percent of the respondents were Konkomba, with 4.4 percent being Dagomba. The rest of the respondents made up 10 percent and 6.7 percent of the respondents were Chakosi and Ewe, respectively.

Table 4.2: Ethnic Affiliations of Respondents

Ethnic Affiliation	Frequency	Percent
Konkomba	71	78.9
Dagomba	4	4.4
Chakosi	9	10.0
Ewe	6	6.7
Total	90	100.0

Sources: Author's Field Survey, 2009.

4.2: Participation in Project Implementation Process

The EU Micro-Projects programme implementation procedures seek to promote community mobilisation, women's participation and democratic decision-making. These include participatory project selection, implementation, monitoring and evaluation that are sensitive to gender specific concerns. The section seeks to assess the sustainability of these projects considering the determinants of sustainability as identified by scholars in the literature review. The determinants to be considered include the scope of participation of the various stakeholders in the project selection, design, implementation, monitoring and evaluation. Also critical in assessing the sustainability of the projects is a review of the financial capacity and management capacity of the projects. Apart from the aforementioned determinants the extents to which the implemented projects addressed the priority needs of the communities was also assessed.

4.2.1 Project Identification and Selection

The parameters used to assess the participation of beneficiary communities included the assessment of the extent which the projects are aligned to the needs of the communities and identification of possible negative effects within the projects identification process. The review of the above is to find out the perceived benefits of the projects from the beneficiary perspective which is critical to the sustenance of the projects. To ensure that these issues were adequately analyzed the EU Micro-Project implementation manual was reviewed.

According to the manual, the implementation of the Micro-Projects is preceded by information campaign in the district aimed at informing local communities and the district assembly about the concept and procedures of the Micro-Projects Programme. The main institution responsible for the information campaign is the District Implementing Committee (DIC). The DIC was to be trained as the Trainer of Trainers (TOT) so as to successfully carry out the information campaign. The essence of the campaign was to allow the communities to decide on their priorities and therefore determine prioritised development projects. Even though the campaign was part of the community entry processes of the EU Micro-Projects Programme, it was also meant to keep the communities sensitised about the concepts and procedures of the programme.

In Saboba/ Chereponi District the campaign started by sensitising the general assembly about the projects. After the sensitisation, each of the Assembly members was tasked to relay information about the Micro-Project to members of their electoral areas. Considering the fact

that the information campaign started with the sensitisation of the general assembly it was expected that the main source of information about the EU Micro-Projects Programme to the communities would have been from the various assembly members.

However, the study revealed that information about the EU Micro-Projects Programme got to communities through other channels as well. Out of a total number of 90 respondents interviewed, 42.2% of them claimed they heard about the EU Micro-Projects Programme from the district assembly through the District Planning Officer during their normal visits to the district assembly to seek development projects. Other members heard about them from the village chiefs, the Assemblymen and the head teachers. The rest of the respondents representing 6.7% and 7.8% said they got to know of the EU Micro-Projects through the Member of Parliament and the village chairman of the New Patriotic Party (NPP), respectively. The views of the respondents indicated that assembly members were not effective in disseminating the information about the projects to communities, thus confirms that the approach was not adequate. This was because most of the assembly members failed to fulfil their obligations which include keeping their electorates informed about the proceedings of the assembly meetings.

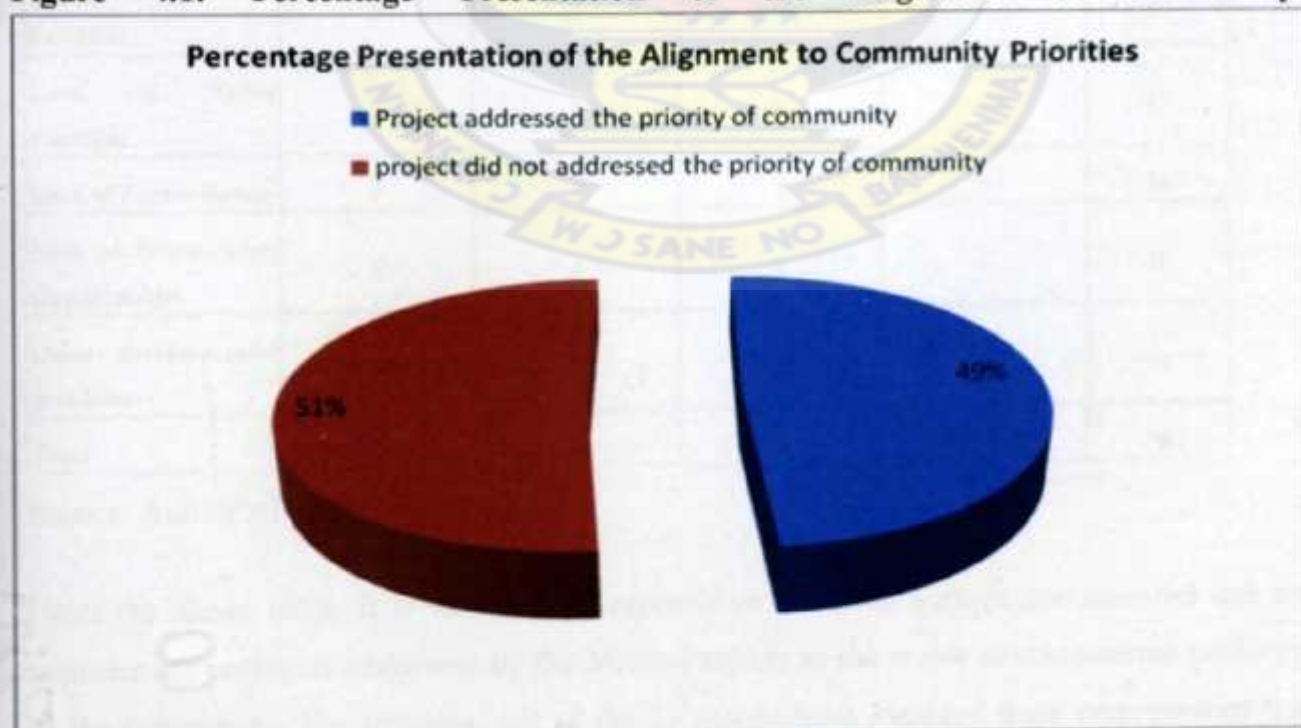
On the other hand, the DIC only commenced their role of sensitising the communities about the procedures and concepts of the programme when the communities had shown interest to apply for the Micro-Projects. However, in a discussion with the project co-ordinator of the Saboba/ Chereponi District, it was revealed that the sensitisation by the DIC was not appropriately done because of the lack of commitment on the part of DIC members. Also, the inadequate training given to the DIC members contributed to their poor performance in the sensitisation process as the one day training programme, coupled with low remuneration failed to equip DIC members with adequate skills to carry out the task. This however, left the burden of the campaign to the project co-ordinator and few members of the DIC.

One of the major flaws identified in the sensitisation process was the trust placed in the DIC to solely carry out the community entry and sensitisation. This is considered as a flaw because community entry is a technical area which should be handled by experts who are conversant with the processes and not a group of people put together such as the DIC. In cases where the community entry process is carried out by locally instituted structures it is

only done well under the guidance of experts. This is because the involvement of the community structures in such technical areas is critical in building their capacity to sustain the projects.

Project identification was done by the community members through community meetings where members decided to apply and select projects to be implemented. The community members discussed and agreed on the projects to be selected for implementation using certain criteria as contained in the EU Micro-Projects Programme document. The criteria to be considered included ensuring that the projects chosen were among the four main project categories that are supported by the EU Micro-Projects programme; that is water and sanitation projects, health projects, income generating projects and educational projects. Also considered is the criterion by EU Micro-Projects that there should be evidence that this projects are either in the Community Action Plans (CAPs) or in the District Medium-Term Development Plans (MTDP). What is questionable about the process of projects identification is the level of participation of all stakeholders. The process of project identification as identified above sort to ensure that projects identified at the community level represented the interest of all members of the community. However the process failed to achieve the intended aim as most of the projects selected did not represent the priorities of the communities at the time as shown in the Figure 4.1.

Figure 4.1: Percentage Presentation of the Alignment to Community



Source: Author' Construct, 2009.

An interview with respondents showed that out of a total number of 90 respondents, 51.1 percent claimed that the projects did not address the most pressing needs of the community as against 49.9 percent who agreed that the projects addressed the most pressing needs of the community at the time. The description of the views of the respondents demonstrates that the scope of community participation was limited to the more dominant individuals.

To further confirm the fact that majority of the implemented projects did not address the prioritised needs of the community, the results of a cross tabulation of the major development problems in the communities with respective Micro-Projects implemented were examined.

Table 4.3: Cross Tabulation of Major Development Problems and Facilities Provided

Developmental Problems	Project Category				Total
	Health Facilities	Water and Sanitation Facilities	Income Generation Projects	Education Facilities	
Lack of Educational Facilities	5	4	0	2	11
Lack of Potable Water	0	1	4	0	5
Lack of Electricity Facilities	3	10	1	2	16
Lack of Health Facilities	0	3	0	2	5
Lack of Toilet Facilities	4	3	0	6	13
Lack of Feeder Roads	5	1	5	5	16
Lack of Employment Opportunities	0	4	0	6	10
Other developmental problems	8	0	3	3	14
Total	25	26	13	26	90

Source: Author's Field Surveys, 2009

From the above table, it is shown that respondents from the various communities did not consider the problems addressed by the Micro-Projects as the major developmental problems of the community. For instance, out of the 25 respondents sampled from communities that implemented health projects, none of the respondents considered lack of health facilities to be

the major developmental problem of their community. In these communities lack of feeder roads, farm inputs and irrigation facilities were considered to be more pressing needs as compared to the provision of health facilities.

In the case of the 26 respondents sampled from communities that implemented water and sanitation projects only one and three respondents considered lack of potable water and toilet facilities, respectively, as the major developmental problems of their communities. Instead respondents from these communities considered lack of electricity as their major developmental problem.

The responses above is not to say that the Micro-Projects never addressed any of the needs of communities but rather to say that there were more pressing developmental problems that should have given the first consideration. As reviewed in the literature, the sustainability of a project depends very much on the perceived benefits of that project has to the beneficiaries. It is as a result this that the failure of the Micro-Projects' identification process to address community priorities should be of major concern to the implementing agencies.

The major stakeholders in the community selection process included the chiefs, Assemblymen, Unit Committee members, Area Council representatives and the Community members in general. Apart from the institutions identified above as stakeholders, no other group of individuals were recognised or identified as stakeholders representing a different interest. The process of selecting projects was supposed to be taken solely by the communities. However in taking this decision it was necessary to perceive the community as a single system made of different units which are interconnected to ensure that the views of all are represented. The study showed that in all the communities surveyed the process adopted by communities in project selection failed to adopt PRA tools that could ensure participation of all interest groups within the communities. For example tools such Focus Group Discussions and the "Market of Greatness" were not used to encourage participation from all. This limited the scope of participation of community members in the project identification and selection process. Groups like the physically challenged, women, the youth and men were not identified as groups representing an interest.

Also, the programme's criteria of ensuring that all projects prioritised by communities were in the MTDP and the CAPs also played a role in limiting the freedom that was allowed to communities to prioritise the projects. This served as limitation because the programme

assumed that the preparation of the MTDP and the CAPs was participatory enough and captured the interest of all groups in the community. However, the survey revealed that during the preparation special recognition was not given to fact that the community is made up interconnected groups that are related.

The EU Micro-Projects are demand driven which means that all beneficiary communities should have applied for the project through the District Assembly. As a result application forms (see appendix 3) were supplied to all communities that expressed interest in applying for the Micro-Projects to provide information about their prioritised projects. It was that process of application by the communities that led to the next stage, which is screening and approval of prioritised community projects by the District Assembly. The screening process by the district is done based on the district assembly's ability to implement the prioritised projects. The research revealed the following could adequately explain what is referred to as the ability of the assembly: technical abilities and expertise and whether the district Assembly has the legal authority as an entity to implement such projects.

Ensuring that the prioritised projects of the community are in the MTDP or in the CAPs was also considered at this stage. Another criterion at this stage was that, there should a confirmation from the necessary sectoral agencies that all communities are qualified for their prioritised projects. For example, in the case of educational projects the district education directorate was consulted to ensure that the community actually needed the facility and therefore qualified for such a facility. After considering the above issues at the district level, the list of approved projects are forwarded to the Micro-Project Management Unit (MPMU) for appraisal of the projects proposals. The MPMU appraise the projects' proposal based on the rough project cost estimates prepared by the Technical Supervising Consultant (TSC) and MPMU. It is at this stage that the approximate number of prioritised projects for the district is determined by the MPMU based on the allocated European Development Fund (EDF) budgets for the districts. The role played by the district assembly in the screening community prioritised projects also acts as a limitation to the freedom of community members to prioritise their projects. This is because community members are not offered an opportunity to justify their prioritised projects.

The process of appraisal by the TSC and MPMU did not also seek to involve beneficiary communities. The appraisal of the projects was carried out by consultants because the

appraisal was considered to be technical and should not involve the beneficiary communities. The consultants did not also make any effort to keep the beneficiary communities informed about the criteria employed in the appraisal. The significance of the involvement of community structures in these processes is to enable them acquire expertise that will help them in attempts to expand these projects. This is crucial in ensuring that the benefits of the projects are extended to future generations.

According to the concept of the EU Micro-Projects Programme, the identification and selection of Micro projects is a process that involves local communities themselves in indicating their priorities based on their felt needs with the prime objective of solving specific problems of the communities. However the survey revealed that the process failed to ensure adequate or full participation of the beneficiary communities because of the flaws identified in the projects identification and selection processes. These flaws are likely to affect the sustainability of the projects as they limited the scope of participation of members of the beneficiary communities. Communities' participation in all aspects of projects processes is not only critical because it ensures sustainability of the projects but also because it plays a part in building the capacities of community structures to take up such responsibility after the programme is completed.

4.2.2 Project Construction

As already acknowledged, the EU Micro-Projects concept of sustainability stresses the participation of stakeholders at each stage of the project implementation. This section of the discussion will consider the project implementation in terms of the contributions of each stakeholder at every stage of the implementation and the composition of the stakeholders and who took part in decision making at the various stages of implementation.

The major stakeholders in the implementation of the EU Micro-Project Programme included institutions which played key roles in ensuring the successful implementation of the Micro-Projects. These stakeholders can be categorised into two main groups which are community structures and district level structures. The Table 4.4 presents the stakeholders, their composition and functions.

Table 4.4: Composition and Functions of Stakeholders

Stakeholders	Composition	Functions
District Implementation committee (DIC)	DCE – Chairperson , Presiding Member, District Coordinating Director – Vice chairperson Planning Officer The District Community Development Officer/ Social welfare officer District works foreman Representation from the 5 sub-committees of District Assembly One Assembly woman District Finance officer and ex-officio members.	<ol style="list-style-type: none"> 1. Coordinate and monitor the activities of the various communities. 2. Evaluate procurement proposals and supervise the procurement of materials. 3. Liaise with the District Assembly and MPMU 4. Educate actors on the programme and resolve conflicts during implementation. 5. Appoint and withdraw District Micro-projects co-ordinator.
Community Implementation Committee (CIC)	Local chief, the Assemblyman of the community, chairman of the Unit Committee, A representative of women, A literate person from the community as secretary, Co-opted member where necessary and relevant.	<ol style="list-style-type: none"> 1. Mobilise local project resources. 2. Preparing schedule of activities and indicating labour gangs.
District Micro-Projects co-ordinator (DMC)	Normally the planning and Budget officer of the District	<ol style="list-style-type: none"> 1. Plan and implement of all approved projects. 2. Purchase and store projects materials. 3. Arrange for the timely supply of materials to project sites. 4. Monitor all project stores and expenditures with auditors. 5. Engagement of skilled artisans . 6. Prepare returns of projects with the DFO to the MPMU. 7. Open and maintain project site books.
Community	All Individual Members of the Community.	<ol style="list-style-type: none"> 1. Contribute one-fourth of the total cost of the project. 2. Assess the services of the information campaign

		consultants, the RCs and MPMU during planning.
		3. Assess inputs of the TSCs, the ACs and RCs to give management a feedback on the field occurrences.
		4. Assess DA in their attitude towards projects maintenance.

Source: Author's Field Surveys, 2009.

The functions of the various stakeholders as presented above were designed to allow effective participation from the beneficiary communities. As a result of this commitment the programme made provision for the CIC which is composed of representatives of the traditional authority, the local government authority, women and the community in general. The composition of the CIC was to ensure that the views of these institutions are represented in the management of the projects at the community level but this did not materialise. For instance female respondents said that their representatives never sought for their views and challenges during the project implementation process. In most cases these representatives sat in the meetings of the CIC as individuals. This restricted participation from the community as there was no other way of ensuring the views of these institutions are represented. The limitation to participation was caused by the lack of communication between the institutions and their representatives. Apart from the above the composition of the CIC in itself also limited participation from the entire community because it failed to allow representation for the physically challenge and other minority groups.

The community in general had two broad functions to play in the physical construction of the facilities, which is contributing to the project's cost and assessing the services of the other stakeholders. The research however revealed that the role of the communities was only restricted to the provision of labour in terms of digging trenches for the foundation , carrying project materials to the site, supporting the artisans to work and providing food for the artisans which constituted one-fourth of the contributions. This, according to the DIC, affected the willingness of some community members in participating in the physical construction of the projects as they felt that by virtue of their contribution they were also entitled to decision making. Despite this, participation of community members in the physical construction of the projects was still high because of the commitment of the community

members to development of their communities. This is supported by responses from respondents which showed that, 95.6% of the respondents participated in the project construction while 4.4% did not. The 4.4% who did not participate claimed that it was because they were assigned to other projects by their households at the time of implementation of the EU Micro-Projects.

In carrying out their roles community members faced challenges such as project scheduled activities conflicting with some activities in the traditional seasonal calendar like farming. Another challenge to participation from community members is the fact that they sometimes also lacked the needed skills to participate in the construction of projects. For instance, in cases where community members had to mix and prepare concrete for the artisans they needed basic skills in building and construction such as what quantity of water and amount of cement to use.

One of the best practices acknowledged by community members in Sambuli, Kpalba and Jagridongondo was the allocation of work to labour gangs during the physical construction of the projects. According to these members, the community was allowed to join labours gangs that worked on days that were convenient to them. In communities that did not allocate work, it became difficult to mobilise members to work as most of them absented themselves hoping other members would be present. Generally, the contribution of community members in terms of labour was enormous in the physical construction of the Micro-Projects with the exception of the borehole projects which demanded more skilled labour which could not be provided by community members.

The responsibilities of women within their respective communities during project implementation included cooking, carrying mortar and materials and also fetching water for the construction of the structures. The above showed the roles of women did not include making decision on project construction which is crucial as the role played in every aspect of the projects implementation is a major determinants to the sustainability of such projects. The roles women played were not without challenges. Among the challenges faced by women was performing their roles alongside with routine household chores and farming activities. The contribution of women was not only in kind but also in cash to enable them buy ingredients for cooking. In the face of these challenges the women still contributed because

they felt that somehow the community will benefit from these projects. As observed by a female respondent in Dicheeni community, she said;

"As I thought about the fact that my community needs development then I felt that I had to contribute to the project."

The limitation of the role of the community to only physical construction of the structures overshadowed their roles in assessing services of the technical consultants as part of the beneficiary assessment. This assessment was to offer the communities an opportunity to participate in the monitoring and evaluation of the Micro-Projects programme. The community members were not also aware that they had roles to play in monitoring the projects. This could be attributed to the discontinuation of the information campaign which was to sensitise communities on their roles. Therefore this created a gap that denied the communities access to information on their expected roles and responsibility. Even though community participation in the physical construction process was encouraging, however, in terms of decision making and assessment of the various activities during implementation the role of communities was not recognised.

With regards to decision making during the physical construction of the Micro-project, surveyed data indicated that beneficiary communities were not involved in decision making. Decisions on what to do, when to do it and who do it were solely taken by the DA and the TSC without consultation from community members. For example, responses to the question of who decided on the materials to be use for the construction of the Micro-Projects indicated that members of the beneficiary communities were not involved in the taking these decisions. All the 90 respondents interviewed indicated that the decision of what materials to use was taken by the district assembly. However a discussion with the Micro-Projects co-ordinator also revealed that the construction materials were determined by the Technical Supervision Consultants. The above situation indicates that the role of the beneficiary communities in assessing inputs of the TSC, Audit Consultants (AC), and Regional Micro-Projects Consultants (RC) was ignored. To further confirm this is the responses on who decided on the layout of the project. The responses from the communities showed that they did take part in this decision as varied responses were given by community members. The Table 4.5 indicates that even for a particular project the respondents had different answers. The variation in the

responses of the community members was explained by the Project co-ordinator to be as a result of the fact they were not aware of who took the decision.

Table 4.5: Decision Making on Layout of the Projects

	Project Type				Total
	Health Facility	Water and Sanitation	Income Generation	Educational Facility	
Assemblyman	3	0	0	0	3
Community	1	0	0	0	1
DA	21	13	13	26	73
Engineers	0	13	0	0	13
Total	25	26	13	26	90

Source: Author's Field Surveys, 2009

The role played by some external stakeholders in the implementation process of the Micro-Projects Programme is worth mentioning. These institutions played a vital role of acting as extension support services to the District Assembly. They include the Technical Supervising Consultants (TSC), the Financial Supervising Accountants/Auditors (FSA) and the Micro-Projects Management Unit (MPMU). The table below depicts the composition and functions of these stakeholders.

Table 4.6: Composition and Roles of External Stakeholders.

Stakeholders	Composition	Functions
Technical Supervision Consultants	Consultancy firm	<ol style="list-style-type: none"> 1. Advise the DIC on the feasibility and the viability of Micro-projects for the District 2. Assist in the education and guidance of rural communities during the pre-project identification and implementation period. 3. Advise the DIC on specifications, quantities and quality of materials to be purchased or procured 4. Supervise and issue site instructions to work foreman.

		<ol style="list-style-type: none"> 5. Ensure control on projects expenditures 6. Prepare project monthly reports indicating status of implementation and projected resources. 7. Provide on-the-job training for local personnel engaged on the project. 8. Prepare project completion reports indicating original cost estimates and implementation schedules, status at completion and reasons for variance.
Accountancy and Auditing Consultants		<ol style="list-style-type: none"> 1. Auditing of the Districts micro projects accounts and making appropriate professional recommendations for prudent management of funds provided. 2. Provide on-the-job training to District accounting personnel and related personnel engaged on the MMP
MPMU		<ol style="list-style-type: none"> 1. Co-ordinating all activities relating to the technical implementation of MMP. 2. Releasing funds expeditiously to the District. 3. Liaising with District Assemblies from the Head office and also the Regional Offices in the implementation of the programme. 4. Provision of Monitoring and evaluation support.

Source: Author's Field Survey, 2009.

From the table the role and functions of the external stakeholders as stipulated in the project document at the community and the district level is to advise, assist and supervise. The facts gathered in this study indicate a trend that is contrary to the stipulated roles of these institutions. This is because in most cases the expert advice of these institutions was imposed on the communities for the reason that the community members are ignorant. All these influences the sustainability of projects as it serves as a restriction on the participation of the beneficiary communities.

To conclude, the EU MPP sought to ensure communities' participation in project implementation in terms of personnel, organisational structures and finances. Even though these parameters are critical in ensuring the sustainability of projects as identified in the literature review, the programme however failed to ensure that these structures created actually existed and performed the expected functions which is equally critical. The above situation did not only restrict participation from the communities but also prevented the acquisition of skills that will have been acquired by the local personnel and structures through participation.

4.2.3 Project Management Capacity

The project management capacity was discussed by highlighting the availability of local managerial structures, effectiveness of meeting techniques; effectiveness of communication, conflict resolution strategies, effectiveness of leadership, monitoring and evaluation methods. The responsibility for the implementation of the EU Micro-Projects Programme is with the district assemblies in accordance with the Government of Ghana's decentralisation policy. However, the MPMU supported by technical assistance from consultants is charged with the day to day management of the programme. To ensure sustainability it is often important to establish local structures to manage, operate and maintain development projects. It is in this light that the EU Micro-Projects programme had the concept of establishing local structures such as the DICs and the CICs to ensure the effective implementation and management of the projects.

A survey of the seven projects indicated that CICs ceased to operate after the completion of the project. As acknowledged by the CIC in Dicheeni community, they said

"Our main role was to keep inventory of project materials and at the end of the construction we had nothing to do".

The above shows that the role of the CICs was limited to keeping inventory of materials brought to the communities. The research also revealed that not all members of the committee were abreast with all issues concerning the materials. This resulted in the pilfering of project materials in Kucha and Kpalba communities by the artisans in collaboration with some CIC members. Also discovered from the survey is the lack of interaction between the CICs and DIC to discuss issues of common interest and this created suspicion among members of the two bodies. Another ineffectiveness of the structures was in the relationship between the CIC and the community as a whole. In all the communities, the CICs never met the communities to brief them about the state of the projects unless it was a meeting organised by the DA. Invitation was not also extended to CICs members to sit in DIC meetings to observe proceedings as spelled out in the programme manual. The ineffectiveness of the CICs after the completion of the projects made communities to adopt ad hoc approaches to managing the projects. Table 4.7 shows management styles adopted to manage Micro-Projects surveyed in Saboba/Chereponi District.

Table 4.7: Management Styles for Managing the Surveyed EU Micro-Projects.

Project Type	Management Type	Frequency of Meetings	Revenue Mobilisation
Rural clinic	Managed by Nurses	No meetings	Nil
Nurses Quarters	Managed by Nurses	No meetings	Nil
Market Stores	Interim committee	Monthly	Nil
Toilet Facility	NIL	No Meetings	Nil
Classroom block	PTA	Monthly	Nil
Borehole	WATSAN	Monthly	Project levy
Teachers Quarters	Teachers	No meetings	Nil

Source: Author's Field Survey, 2009.

The presentation above gives a vivid description of how the Micro-Projects were and continue to be managed after construction. The situation as depicted in Table 4.7 shows the weak management capacity of the community structures. However, projects related to sectors that had already existing intervention in local management were better managed than those projects that did not. For instance, the boreholes at Dicheeni and 3-Unit classroom block at Jagridongondo communities were managed by the Water and Sanitation committees (WATSANs) and Parents Teachers Associations (PTA) respectively. This explains why the water facilities had project levies to sustain and manage the facility.

In all communities that implemented facilities other than boreholes and classroom blocks, no revenue mobilisation strategy is put in place to ensure routine maintenance of the facility but communities rather relied on the district authority to maintain these facilities. According to the respondents though the attitude of relying on the district assembly to maintain the Micro-Projects is not sustainable that was the only alternative since communities had not instituted any levy to sustain and manage these structures. Experiences from CICs showed that it has always been difficult to get the district assembly to respond on issues of maintenance promptly.

The research also revealed that even with the facility that instituted project levies, accounts were not rendered to community members. For example, in Dicheeni community where a project levy had been instituted the WATSAN was not well organised, and as a result only few members of the WATSAN managed activities and failed to render accounts appropriately to the community. Attempts to seek accountability from the WATSAN led to squabbles between some community members and the WATSAN which discouraged some community members from paying the levy. The above also depicts that the community level projects structures had weak conflict resolution and leadership abilities. As a result of the ineffectiveness of the structures meetings were not held and thereby leading to a communication gap between the structures and the communities. The unfortunate state of management of the projects at the community level explains why some of the facilities are already deteriorating. The rural clinic in Kucha community is beginning to show weakness in the plastering and the walls around the borehole at Dicheeni community are broken and have not been rebuilt. The photographs in Plate No. 4.1 indicate the state of the rural clinic at Kucha and the borehole at Dicheeni communities:

Plate No 4.1: Deteriorated State of the Micro-Projects in Kucha and Dicheeni Communities



Source: Authors' Field Survey, 2009.

Apart from the inefficiency at community level regarding the management of the projects, the DIC which is the main managerial structure at the district level also had some managerial problems. The reports of Micro-Projects Co-ordinator revealed that the DIC had not met regularly as expected and as a result minutes of their meetings were not readily available to be attached to returns sent to MPMU. The failure of the DIC to meet had further implications relating to the role they played in the project implementation process. It led to ineffectiveness in the co-ordination of the activities of all project communities and a delay in evaluation of procurement proposals and supervision of procurement processes. This inefficiency in the DIC partly also accounted for the failure of the DIC to continue the information campaign.

Another managerial issue recognised as key to the sustainability of projects from the literature review is the need for continuous training for community structures after the completion of the projects. This was not catered for by the EU Micro-Projects Programme procedures. The significance of continuous training is not only to build the capacity of the structures to maintain the projects but also to equip them with knowledge of how to motivate the community and other donors to support in the future expansion of the project.

In conclusion, it can be realised that the management capacity of the Micro-projects was, to some extent ineffective since the main structures instituted to manage these projects ceased to work after the completion of construction. Also, contributing to the weak management capacity was the ineffective communication between the community and district level structures, the lack of continued external support for the projects and the lack of funds for the

DA to attend to the maintenance of the projects. These and others like the ineffective conflict resolution and leadership abilities impacted negatively on the sustainability of the projects; explaining why some of the projects are beginning to deteriorate.

4.2.4 Resource Management Capacity

Management of projects resources effectively to achieve better results is another important factor that ensures the sustainability of development projects and programmes. The management of resources was considered from two main perspectives that is examining the balance between local and foreign resources and examining how the total available resources were effectively utilised to ensure the achievements of results. Maximising complementarities and shared resources go a long way to ensure effectiveness of resources and ownership of the projects by the beneficiaries. The participation of the beneficiary in planning and executing plans to maximise complementarities of resources is very pertinent as this will not only perk up the sense of ownership on the part of the beneficiary but impact skills on the beneficiary which could help in the future management of project resources.

As already noted the EU Micro-Project is undertaken on the basis of a “partnership” between the communities, District Assembly and Micro-Projects Programme. The principle of partnership accentuates the need for self-help spirit on the part of the beneficiary communities. This required that at least one-fourth of the total cost of the project be provided from local resources, with a maximum of three-fourth being provided from Micro-Projects finance. The community is expected to provide its contribution in cash or kind. For this, the following among other quantifiable variables constituted the local contribution; unskilled labour, locally available materials, storage/warehousing, DIC/CIC administration and secretarial services.

Responses from the respondents sampled showed the contribution of communities as presented in Table 4.8

Table 4.8: Internal Stakeholders and their Contribution to Projects Cost.

Stakeholders	Contribution
Community members	<ul style="list-style-type: none">• Labour for digging foundation• Labour for carrying project materials• Labour construction• Contributing food for the artisans
Traditional Authority	<ul style="list-style-type: none">• Releasing land for project construction• Organisation of the community members for work.• Warehousing for project materials
CICs	<ul style="list-style-type: none">• Taking inventory of project materials• Administrative duties• Secretarial services
District Assembly	<ul style="list-style-type: none">• Providing sand and stones• Supervision functions• Contracting artisans• Providing some running cost of project implementation
Women	<ul style="list-style-type: none">• Fetching water• Cooking for artisans• Carrying project materials
Men	<ul style="list-style-type: none">• Digging foundation trenches• Off loading project materials• Providing food for cooking• Preparing mortar for the artisans

Source: Author's Field Survey, 2009

Despite the immense contributions by the communities in terms of local resources and labour, the latent function that beneficiary participation in project financing was to bring to bear on the project ownership by the beneficiaries did not occur. This is because there was no conscious effort to communicate the quantified contribution of the communities to its members. The inability of the implementing agencies to communicate the quantified local contributions to beneficiary communities affected the sense of ownership of the projects by community members. This also influenced the preparedness of the communities to plan for,

and execute maintenance of the Micro-Projects facilities. In the long run most communities underestimated their contributions thereby feeling the projects were not theirs after all. The relevance of the counterpart support from the communities in ensuring ownership from community members got lost as a result of the inability of the MPMU to communicate the quantified contributions of the communities to its members. This failure made it difficult for the process to foster a sense of ownership in community members.

However in terms of the effective utilisation of project resources, the EU Micro-Projects Programme put a lot of disbursement procedures in place to ensure that funds are not misapplied. Among these procedures is the role played by the Technical Supervision Consultants in endorsing all request made by the district assembly noting the materials requirements, manpower requirements and the cost estimates relating to the materials to be purchased for the execution of each stage of the projects. Before approving requests endorsed by the Technical Supervision Consultants the MPMU is also tasked to review these requests. To further ensure that requested funds were used as stipulated, no funds were further released to the district assembly until a detailed statement of expenditure of received funds was presented to the Head Office of the MPMU. Also as a result of the commitment to prevent the mismanagement of Micro-Projects resources in the implementation of the Micro-Projects, the following were identified by EU Micro-Project programme as sanctionable offences;

1. Misapplication of micro-projects funds;
2. Diversion of project materials;
3. Failure of the District to go through proper tendering process;
4. Failure of the a community to make its one-fourth ($\frac{1}{4}$) contribution;
5. Misuse of projects vehicles;
6. Misappropriation of micro-projects funds;
7. Failure on the part of the part of the district to effectively implement it projects according to schedule; and
8. Failure on the part of the districts, supervising consultants or Auditors to submit the appropriate reports relevant to the implementation of the Micro-projects programme according to schedule and in accordance with agreed formats.

Considering, the commitment of the MPMU to eliminate misuse and misapplication of the project resources one would have looked at malfeasance in the management of the project

resources as an impossible task. The survey however revealed that resource mismanagement was minimised at the district level. However at the community level there were instances of diversion of resources especially by artisans as in the cases of Kucha and Jagridongondo communities due to the inability of the CICs to properly monitor the artisans at the site. The intension of the artisans to divert project resources compelled them to decrease the quantity of materials estimated for construction. This was reported by the CICs as the cause of the rapid deterioration of the facilities in some communities.

A review of the responses from the seven projects sampled revealed that even though the MPMU principles on resource management provided an advantage in terms of reducing the project cost with the use of local materials and labour, there was however some challenges in convincing community members to contribute to project cost. Prior to the implementation of these projects, community members had always thought that it is the role of the district assembly to provide them with infrastructural projects and for this reason did not understand why they should be burdened with contributing to the cost of the projects. For example, in Wapuli, community members failed to contribute to project construction because they felt that the artisans were contracted by the assembly and should be paid by them. The lack of commitment to contribute towards the projects' success on the part of communities delay project schedules and even accounted for the non completion of the KVIP in Wapuli community.

4.2.5 The Opportunities available for Accountability in Micro-Project Procedures

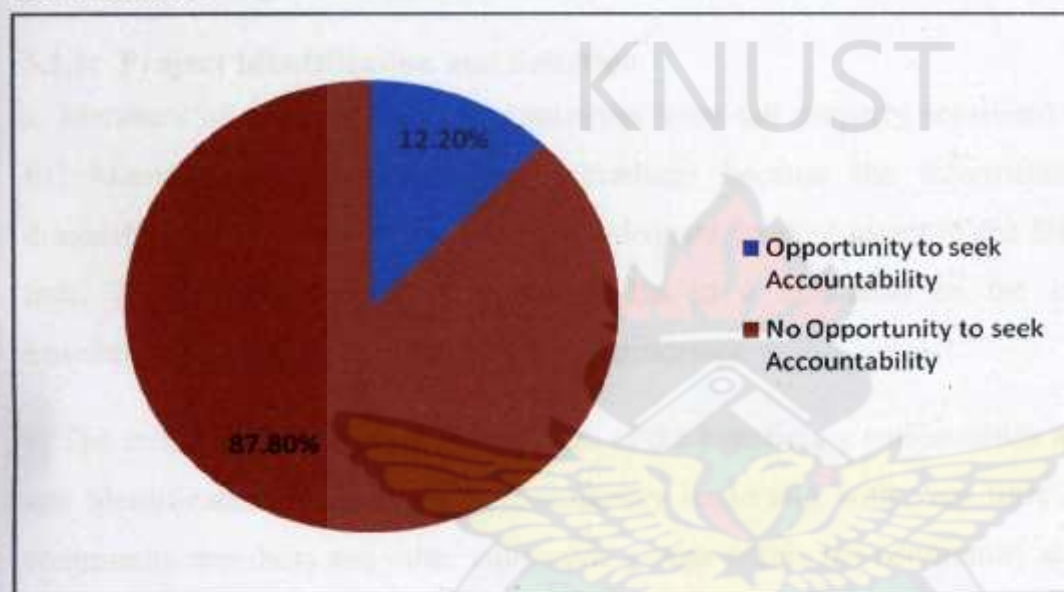
The monitoring system for MPP provides beneficiaries of the MMP opportunities to assess the TSCs, ACs, RCs and MPMU head office for the delivery of the Micro-Projects during the planning and construction phase. This opportunity also extends to beneficiaries assessment of the services to be provided by the district assemblies during the post construction phases.

During the construction stage, the inputs of the TSCs, the ACs and RCs were also to be assessed by the communities as well as the districts to give management a feed back on the field occurrences as well as aid transfer of knowledge to beneficiary communities and districts.

The ex-post monitoring gives the communities an opportunity to assess the district assembly on their attitude towards maintenance and sustenance of the facilities provided. The importance of this is the fact that it offered the districts as well as the communities the

opportunity to critically evaluate the “human face” of the Micro-Projects apart from the completed facilities. The realities of the opportunities available for beneficiaries to seek accountability or clarify issues about the project as gathered from responses showed a deviation from what is contained in the project manual. Most of the respondents interviewed reported that they were not allowed any opportunity to seek clarification on issues concerning the project as stipulated in the project manual. The views of the respondents as gathered from the field are presented in Figure 4.2:

Figure 4.2: Percentage Allocations to Opportunity Seek Accountability by Beneficiary Communities



Source: Author's Surveys, 2009

The graph shows that out 90 respondents, 12.2% of them claimed that they had the opportunity to seek clarification on issues concerning project implementation while 87.8% of the respondents said they were not. The views of the respondents as presented above are further confirmed by the claims by all the respondents interviewed that they were not informed about the total cost of the projects. The variation between the requirements in the project manual and the reality on the field is because of the discontinuation of the information campaign which was to offer the respondents an occasion to know all the opportunities available to them.

CHAPTER FIVE

SUMMARY OF MAIN FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.0 Introduction

This chapter is devoted to presenting the summary of the findings of this study. These findings were based on the analysis and interpretation of the data collected from the field. Also included in this chapter are the recommendations to address challenges identified that hinders the sustainability of EU micro-projects in the study area and lastly provide a conclusion of the study.

5.1 Main Findings of the study

5.1.1: Project Identification and Selection

a. Members of the beneficiary communities were not properly sensitised to understand the EU Micro-Projects' concepts and procedures because the information campaign was discontinued. This was as a result the inadequate training given to the DIC to perform this task. These developments consequently led to a limitation on the knowledge of the beneficiary communities about the project processes.

b. The scope of participation of members of the beneficiary communities in project selection and identification was limited to community leadership with very little contribution from community members and other vulnerable groups within the community such as women, the youth and the physically challenged.

c. The survey also revealed that more than half of the respondents felt that the Micro-Projects failed to address the most pressing needs of the beneficiary communities at the time of their implementation. This, to the respondents, was as a result of the EU principle of supporting only projects that are within the four specified categories.

d. The belief that the prioritised projects in the MTDP and CAPs were the reflection of the priorities of the communities without testing how participatory the preparation of these documents were, limited the communities' freedom to prioritise their needs.

e. Members of the beneficiary communities were not offered an opportunity within the screening and appraisal process of the Micro-Projects to justify their community's prioritised projects. This process did not only fail to help the general assembly and the Technical Supervision Consultants to assess communities' prioritised projects based on the

developmental context of the community but also limiting the freedom of the communities to drive the process of project identification and selection.

5.1.2 Project Construction Process

- a. It was also observed from the study that the partnership principle of the EU Micro-Project Programme of requiring that at least one-fourth of the cost was supported from local resources played a key role in reducing the total project cost and helping to maximise complementarities of project resources. However, the fact that communities contributed to project cost did not instil a sense of ownership of the Micro-projects in the community members. This is because no attempt was made to communicate the quantified local contribution of communities to its members. As a result members of the benefiting communities underestimated their support and this therefore failed to inspire a feeling of ownership in members of the communities.
- b. The formation of labour gang in project communities promoted participation from members of the community. The formations of the gangs allowed communities to work with gangs that were scheduled at convenient times to them. The scheduling of work to labour gangs according to the respondents allowed them enough time to attend to other competing activities when they were off schedule.
- c. In all the communities surveyed it was noticed that the roles of the members were limited to providing the local contribution which is in the form of labour and local materials. The role of the community members in assessing the services of other stakeholders was relegated to the background.

5.1.3 Project Management Issues

- a. The EU Micro-Projects Programme established local managerial structures within the various communities to ensure the successful construction of the infrastructure facilities. These structures made up of the DIC and the CIC, however failed to ensure the maintenance and sustenance of the Micro-Projects. All these structures ceased to operate after the completion of the project construction. A discussion with DIC revealed that they equated their roles to keeping inventory of project materials and so the completion of the facilities marked the end of their functions.

- b. It was also realised that Micro-Projects that were implemented in sectors that had already existing managerial structures benefited from the managerial expertise of these structures as they subsequently had to manage the EU Micro-Projects. For example, the PTA and WATSAN took over the management of the Micro-Projects in Jagridongondo and Dicheeni communities, respectively.
- c. All the implemented Micro-Projects excluding the water projects had no project levy instituted to ensure sustenance and maintenance of the projects. Communities which owned these projects had to rely on the district assembly to maintain these structures which to most of the respondents was not sustainable. For example, the CIC in Kucha community stated that attempts made to get the assembly attend to repair works on their facility yielded no response.
- d. Training the CIC members in only inventory taking failed to enable them play their roles effectively. In Saboba/Chereponi District the DICs were just given some guides on how to keep inventory of project materials. The inadequacy of the training given to the CICs accounted for the dissolution of the CICs after the completion of the projects.

5.1.4 Resource Management Capacity

- a. The reliance on the local contributions from the beneficiary communities enabled the Micro-Projects programme to maximise the complementarities of project resources.
- b. Instituting sanctionable offences and appropriate sanctions for committing such offences by MPMU helped to minimise the incidence of mismanagement of funds at the District level but at the community level there were still incidences of diversion of resources by the artisans.

5.1.5 Opportunities Available for Seeking Accountability

- a. The EU Micro-Projects programme made provision for community members to assess the services provided by other stakeholders such as the D A, TSC and MPMU. However the beneficiaries were not aware of these opportunities and as a result failed to use them.
- b. In making decisions on how to manage project resources and on the layout of the projects, community members were ignored because these decisions were considered to be technical. Also frustrating was the fact that members of the beneficiary communities were not allowed to question these technical decisions.

5.2 Recommendations

Considering the findings of the study as presented in the section above, the following recommendations are made to help improve the operations of the EU Micro-Projects Programme to ensure sustainability of these projects. These suggestions are discussed with respect to the principles for assessing sustainability of development projects as identified in the data analysis.

5.2.1 Project Identification and selection

- a. In order to ensure that the information campaign is carried out well, it is necessary for the MPMU to engage the services of a local NGO specialised in community entry processes to facilitate this campaign. The facilitation process should be driven by the DIC and CIC members and guided by the local NGO through demonstrations in project communities. The essence of this is to enable the DIC and the CICs learn on the job, which is a more effective way of impacting knowledge to adults. The services of this NGO should also be engaged in helping the beneficiary communities adopt more participatory project identification and selection methods which will take into account the views of all groups and individuals in the community especially, the vulnerable.
- b. To ensure that the prioritised communities' developmental projects are truly representative of the communities' views, it is important for a confirmation process to be put in place to confirm that these prioritised projects are truly a representation of the communities' choice. The confirmation process could be in the form of organising public hearings at the community level after the prioritised developmental projects of the communities are submitted to the DIC. Also important to consider is the need for the beneficiary communities to be represented at the general assembly's screening process of the projects. This would not only enable communities justify selected project but prevent the situation where prioritised community projects could be disapproved without a proper consideration of the developmental situation of the communities.

5.2.2 Project Construction Process.

- a. Considering the enormous benefits of the one-fourth contribution of local resources from beneficiary communities to projects cost, there is still more room to maximise these benefits. This could be done by not only communicating quantified contributions of beneficiary communities to its members but also ensuring that MPMU and TSC make conscious efforts to involve community members in the quantification of their

contributions. This has a potential of offering community members an opportunity to value their own contributions and consequently inspiring a sense of ownership of the projects among them.

- b. To further encourage participation from community members in project construction it is important for the MPMU to institutionalise the strategy of forming 'labour gang' among community members. Assigning work to labour gangs as seen in the case Sambuli community motivated members of the community to participate in the physical implementation the project. This will also lessen the burden of community members because they will have the choice of working at times that were more convenient.

5.2.3 Project Management Issues.

- a. After the completion of projects, community meetings should be organised to assess the roles of the CICs. This process can offer the community members an opportunity to decide whether to reconstitute the CICs or not; depending on their performance during the construction stage of the projects. The process should also involve training on basic managerial skills for the newly constituted CIC members. The process of community assessment of the CICs should be very participatory to include the vulnerable groups.
- b. There is also the need for community members to be sensitised by the MPMU and the DIC on the need for them to institute a project levy to ensure that the facilities are well maintained. The reliance on the district assembly to maintain these structures is not sustainable in attending to minor repairs.

5.2.4 Resource management.

- a. The mismanagement and diversion of project resources at the community level can be eliminated by frequent monitoring by the Micro-Project co-ordinator and the TSC. Frequent visits of the Micro-Projects co-ordinator and the TSC to project sites to communicate the material specification to be used by the artisans to community members will help members of the community to monitor the artisans.
- b. To ensure that the EU Micro-Projects are tailored to effectively address the priorities of beneficiary communities, it is important to also make more open all decisions making processes and involve communities in all activities undertaken during the project implementation. In cases where decisions to be taken are considered to be technical

community members should be allowed to observe the process. This will not only help community members better understand the EU Micro-Projects principles but also help them acquire knowledge on project management.

5.2.5 Areas for Further Research

There is a need for MPMU to conduct further research into the linkages between external and the internal determinants of sustainability of the EU Micro-Projects Programme discussed in this study. For instance taking maintenance as a determinant it is important to note that it is only preventive maintenance that can be catered for by the communities but in the case major maintenance works and expansion there is the need for communities to be supported from external sources. As a result it is therefore necessary for the communities to be linked with such external sources. This could further enhance the performance of the projects and thereby lead to the sustenance of their benefits to future generations.

5.3 Conclusion

The research was embarked upon with the aim of adding to the research on ensuring the sustainability of developmental projects. This was done by considering the determinants of the sustainability of development projects in relation to the EU Micro-Projects Programme's concept of sustainability through participation of the beneficiary communities

The study revealed that even though the EU Micro-Project Concept sought to ensure sustainability through participation of the beneficiary communities, the practice of this principle in reality is confronted with certain challenges which need to be addressed to improve the sustainability of the Micro-Projects.

Considering the challenges with the beneficiary participation in selection, identification, construction, monitoring and evaluation of the projects, the study also suggested some recommendations to help address the challenges. These recommendations are to improve the financial capacities and management capacities of these projects.

It is hoped that these recommendations would help improve the sustainability of the EU Micro-projects Programme in long run and would also interest donors whose resources are at stake, government whose responsibility it is to develop communities and the communities whose development is at stake.

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APPENDICES

Appendix 1A

KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY

DEPARTMENT OF PLANNING

QUESTIONS FOR COMMUNITY MEMBERS

Name of community.....

Name of respondent.....

Date of interview.....

Section A- Introductory

1. Educational level: ☐ No education ☐ primary ☐ Secondary
 ☐ tertiary

2. Gender: ☐ Male ☐ Female

3. Tribal Affiliation ☐ Konkomba ☐ Dagomba ☐ Chakosi
 ☐ Ewe ☐ others, Specify.....

4. What are the development problems in the community? Number them in order of priority:

<input type="checkbox"/> lack of educational facilities	<input type="checkbox"/> lack of school electricity
<input type="checkbox"/> lack of potable water	<input type="checkbox"/> lack of clinic/health post
<input type="checkbox"/> lack of toilet facility	<input type="checkbox"/> lack of feeder roads
<input type="checkbox"/> unemployment	<input type="checkbox"/> others, (specify).....

.....

5. What category of the EU micro-project is implemented in this community?

- ☐ health facility ☐ water and Sanitation ☐ market stores ☐ Educational
☐ others, (Specify).....
.....

6. When was this project implemented?

Section B- participation in project implementation

7. How did you get information about the EU micro-project?
.....

8. In your opinion did the project address the most pressing need of the community?
☐ Yes ☐ No

9. If Yes/No, Explain.....

10. If no, which other project would you have preferred to be implemented?.....
.....

11. Why do you prefer this project?.....
.....
.....

12. Who selected this project?.....
.....

13. What was the basis for selecting this project?.....
.....
.....

14. If the community, how was the decision taken?

- ☐ the community agreed after being informed ☐ community discussed, voted
and agreed at meeting
☐ chief and elders decided and announced to community ☐ assemblyman decided
and announced to the community ☐ CIC decided ☐ district
assembly decided ☐ others
(specify).....

15. Did you participate in the implementation process? ☐ Yes ☐ No

16. If no why?

.....

.....

17. If yes, which part of the implementation did you participate in?

☐ identification and selection ☐ planning and design ☐ physical
implementation ☐ maintenance ☐ monitoring and evaluation

18. Why did you have to participate in it?.....

.....

.....

19. Did you face any problem in carrying out your role? ☐ Yes ☐ No

20. If yes, what was the problem?.....

.....

.....

21. If no, why did you not have problems?.....

.....

.....

22. Did the community take part in the implementation process? ☐ Yes ☐ No

23. If yes, what role did the community play in the implementation process?.....

.....

.....

24. If no why?.....

.....

.....

25. Did women take part in the decision to implement this project? ☐ Yes ☐ No

26. If no why?
.....
.....

27. If yes, what was the role of women?.....
.....
.....

28. Did they face problems in performing these roles?.....
.....
.....

29. What are these problems?.....
.....
.....

30. Who decided on the following?
(i) When the project should start and end?.....
(ii) What materials are needed?
(iii) How much the community should contribute?
(iv) When to procure materials for the project?.....
(v) Which days community should work?.....
(vi) What should be done?.....
(vii) Others (specify).....

31. What is the community's contribution towards the projects?
[] communal labour [] sand [] water
[] money [] others (specify).....
.....

32. What difficulties do you encounter in making these contributions?.....

.....
.....
33. Did the district assembly play any role in the implementation process? ☐ yes

☐ No

34. If yes what role did they play?

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

35. If no, why?.....

.....
.....

36. Was the project completed as planned? ☐ Yes ☐ No

37. If no why?.....

.....
.....

38. Are you satisfied with the quality of work done? ☐ Yes ☐ No

39. If no why?.....

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

Section B- Resource Management

40. Do you know the total donor support for the project? ☐ yes ☐ No

41. If yes how much is the support?.....

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

42. If no, why?.....

43. Who decided on the materials to be used? ☐ the chief ☐ the community
 ☐ Assemblyman ☐ CIC ☐ district Assembly ☐ others specify

44. If the community how was the decision arrived at?

45. Does the project have recurrent cost? ☐ Yes ☐ No

46. If yes from which sources does the community mobilise these funds?

☐ payment of project levy ☐ payment of user fees ☐ district assembly

☐ communal labour ☐ sector department ☐ others (specify)...

.....

47. If it is a user fee, how much do you pay each time you use the facility?.....

48. Are you able to pay? ☐ Yes ☐ No

49. If no why?

50. Who keeps the money? ☐ the chief ☐ CIC ☐ Assemblyman
 ☐ a person chosen by the community ☐ others, specify.....

51. Does he/she (they) render accounts to the community? ☐ Yes ☐ No

52. If yes how?.....
.....
.....

53. What is the frequency?.....

54. If no, why?.....
.....
.....

55. Do you know how the funds are used?
.....
.....

56. Are you offered an opportunity to seek clarification on issues concerning the project? ☐ Yes ☐ No

57. If yes what are some these opportunities?.....
.....
.....

58. In your opinion is the project financially sustainable? ☐ yes ☐ No

59. Why the answer?
.....
.....

Section C- Environmental Responsibility

60. What kinds of technologies were adopted to construct the facility?
.....
.....

61. Who decided on the layout of the project? ☐ the chief ☐ Assemblyman
☐ the community ☐ the CIC ☐ district assembly ☐ others specify..
.....

62. If the community, how was the decision taken?.....
.....
.....

63. Are the technologies compatible with your culture? ☐ Yes ☐ No

64. If yes, how?.....
.....
.....

65. If no, why?.....
.....
.....

66. Are the technologies affordable as far the community is concern? ☐ Yes ☐ No

67. Explain the answer?.....
.....
.....

68. Do these technologies affect your environment in any way?.....
.....
.....

Section D- Management capacity

69. What measures are put in place to ensure that the facility is running?.....
.....
.....

70. Who is responsible for the day to day management of the facility?.....
.....

71. How was the person selected? ☐ Selected by the community ☐ Volunteered
☐ Selected by chief ☐ Others (specify).....

72. How often are meetings held? ☐ Weekly ☐ Monthly ☐ Quarterly
☐ Yearly ☐ Others (specify).....

73. What is usually discussed during meetings?
.....
.....

74. Was the management staffs trained to enable them carryout their task?
☐ yes ☐ No

75. If yes, what training were they given?.....
.....
.....

76. If no, why?.....
.....
.....
.....

77. In your opinion what are the main operational problems?
.....
.....
.....

78. In your view how would these problems be solve?
.....
.....
.....

KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY

DEPARTMENT OF PLANNING

QUESTIONS FOR COMMUNITY IMPLEMENTING COMMITTEE (CIC)

(Semi-Structured Interview Schedule)

1. Name of community.....
2. Type of facility.....

Section A- participation

No.	Questions	Responses from CIC
3.	How did the community decide on how to apply for the EU micro-project?	
4.	In your opinion has the project addressed the most pressing need of the community? If no, which other project would you have preferred?	
5.	Who selected this project and how was the decision taken?	
6.	What was your role in the implementation of the project?	
7.	Did you face any problem in carrying out your role and if yes what are they?	
8.	What role did the community play in the implementation process?	

9.	Did women take part in the decision to implement this project?	
10.	What is the community's contribution towards the projects? What difficulties did the community encounter in making these contributions?	
11.	What role did the district assembly play in the implementation of project?	
12.	Was the project completed as planned?	
13.	Are you satisfied with the quality of work done?	

Section B- Resource Management

No.	Questions	Responses from CIC
14.	Do you know the total cost of the project?	
15.	Who decided on what materials to be used?	
16.	Do the project have recurrent cost recurrent cost? If yes from which sources does the community mobilise these funds?	
17.	Are user fees charged and what problems do you encounter in collecting these fees?	

18.	Who keeps the money and how often are accounts rendered?	
19.	In your opinion is the project financially sustainable?	

Section C- Environment Responsibility

No.	Questions	Responses from CIC
20.	What kind of technologies was adopted building the facility?	
21.	Who decided on the layout of the project?	
22.	Are the technologies compatible with your culture?	
23.	Are the technologies affordable as far the community is concern?	
24.	Do these technologies have any effect on your environment?	
25.	What are some of the impacts of the technologies on the environment?	

Section D- Management capacity

No.	Questions	Responses from CIC
26.	What measures are put in place to ensure that the facility is running?	
27.	Who is responsible for the day to day management?	
28.	How often are meetings held?	
29.	What is your opinion about management sustainability of the facility?	
30.	Were you trained to enable you carry out your task?	
31.	In your opinion what are the main operational problems face in carrying out your task?	
32.	In your view how can these problems be solved?	