

CHAPTER ONE

GENERAL INTRODUCTION

1.1 Background to the Study

In the 1960's when development began to pick up among newly independent countries, the objective set out as well as the means of achieving it looked simple, raise the living standards of the less advanced newly independent nations using capital and technology of the industrialized world. Forty years later the situation in the vast majority of these countries defies logic. Poverty, ignorance, malnutrition, hunger and disease are real. Indeed in most countries the living standards have actually fallen. The lack of progress has over the years, provoked numerous theories and new strategies which still failed to deliver the goods. Every one appears to be turning around in a circle. Is it the concept of development that is wrong or the approach to it? Asks Oyowe (1993).

These theories were expected to improve the economic performance of developing countries through the provision of roads, hospitals, schools, improve the health and educational sector. In time past, development related responsibilities had been taken away from local people which resulted in the exclusion and marginalization of many groups. Half a century of professional development planning has demonstrated the shortcomings of the top-down approach. Plans drawn at the centre by outsiders with little or no reference to the priorities of the people who have to implement it, are not implemented like the shape envisaged by the architects. (Dalal- Clayton et al, 2003).

Long stated that Freire a pioneer in participation, is of the conviction that every human being no matter how “ignorant” or submerged in the “culture of silence”, is capable of looking critically at his world and that provided proper tools, he can gradually perceive his personal and social reality and deal critically with it. Those who in learning to read and write, come to a new awareness of selfhood and begin to look critically at the social situation in which they find themselves, often take the initiative in acting to transform the society that has denied them this opportunity of participation (Long, 2001).

An evaluation of 25 projects sponsored by the World Bank recorded that 13 had been abandoned a few years after financial assistance ended. It was realized that the main causes of the failure were lack of participation by the local communities and lack of attention to building the local capacities to manage such projects. It has become clear that outsiders can not necessarily identify local priorities nor understand how best to meet them. (Delal- Clayton et al, 2003)

In Northeast Brazil, despite sustained efforts to reduce rural poverty and the expenditure of more than \$3.2 billion, the rural poor are little better off than they were two decades ago. Brazil faces a difficult macroeconomic environment that has tended to restrict the amount of funds available for rural development (RD). In addition, project implementation has often been seriously undermined by the excessively centralized organization of decision-making in Brazil prior to the approval of a new constitution in 1988. Nevertheless, a preliminary evaluation of the latest RD intervention in the Northeast-the reformulated Northeast Rural Development Program-suggests that rapid progress can be made if community participation is enhanced and decision-making

authority is decentralized to lower levels of government or institutions. (Jo ban van Zyl, et al,1995)

Community participation in project preparation and management is an approach to development with the view that development has to begin with the people who know most about their environment and livelihood system. There is therefore the need for development agencies to value the indigenous knowledge and skills of the people to be developed. It is for this reason that a new paradigm to development has been adopted where beneficiaries are to be involved in all the stages of development projects.

Participation in project preparation and management is also seen as ‘a process through which primary stakeholders’ influence and share control over their own development initiatives, decisions and resource which affect them (World Bank, 1998 cited in long, 2001). United Nations Center for Human Settlement (UNCHS)-Habitat (1984), defined participation as a direct involvement of the community in decision making and implementation of programmes which concern them. (Midgeley ,1986), also intimated that participation is “a deliberate active process by which beneficiaries influence the direction and execution of development efforts with a view of enhancing their well being in terms of destiny, income, personal growth, self reliance or other social values’.

Participation approach to management of projects and development is a new paradigm to development which advocates for beneficiaries involvement in all the stages of development projects. This is due to the fact that, participation is crucial in building local

capacity, self reliance and ensures effectiveness and sustainability of development projects (Long, 2001).

Ghana, for over a decade now, has been implementing political and administrative decentralization. This is to ensure grassroots participation in decisions that affect their well being and development. However after implementing the decentralization policy for all these years, one would expect that development beneficiaries would be involved throughout the project cycle but the situation on the ground leaves much to be desired.

1.2 Problem Statement

The effectiveness and efficacy of donor support programmes have taken the centre stage since International Government to Government transfer of capital and expertise first begun on a scale, more than 40 years ago. (Brinkerhoff and goldsmith, 1992) At the heart of this debate is “sustainability”. Why do development efforts so often seem not to ensure continuity after everything is said and done, especially in Africa and Ghana specifically?

According to an official task force on aid efficacy, Cassen et al (1993, p 307), “A subject requiring much more attention is the life span of projects beyond the time of donors involvement. Perhaps, one question above all deserves asking more often about most aid is that, will this help in the long-run to increase recipients self reliance?”

The question that comes to mind immediately is the type, form and level of participation. Participation is the most important concept in development, because it is potentially a vehicle for different stakeholders to influence development strategies and interventions

(Mikkeleon, 2005). Beneficiary communities most often know their environment better and therefore are able to appropriately diagnose economic and social need and problems of their communities and most often have an insight about what could be done to curtail the problem. One would therefore expect that participation of beneficiaries would be an integral element of all international donor agencies, governments, Non – Governmental Organization (NGOs) and other private development organization, which develop projects designed to benefit the poor. This is however not the case.

It is obvious that outsiders cannot necessarily identify local priorities nor understand how best to meet them. For this reason, where development is led at national and international level, with specialized agencies designing, planning and supporting development by and for others, it has not been sustainable. The means has to be created to rebuild broad base participation in policy making, planning and management. This is essential if the process of development is to be made acceptable to society as a whole (Dalal-Clayton et al, 2003).

Ghana like many other developing countries has come to realize the important role beneficiary communities play in issues relating to their own development. Ghana recognizing this very important element of development process in 1988, embarked on the political and administrative decentralization with aim of ensuring grassroots participation in development projects. Over a decade of implementing the decentralization policy, some development programmes and projects are designed and implemented without the full involvement of the beneficiaries, whose lives these projects and programmes are perceived to be affecting (Wani, 2006).

The Upper West Region has over the years witnessed the influx of development projects meant to improve the lives of the beneficiaries. Most of these projects were initiated by the government of Ghana or donor agencies. A report from the monitoring team of the District Wide Assistant Project (DWAP, 2008) and the Quarterly report of the Regional Economic Planning Unit (RPCU, 2008), revealed that most projects were not sustained after the implementing agencies had pulled out of their respective Districts. Some physical infrastructure emanating from some of these projects have been abandoned, examples include the construction of a 3 unit classroom block at Gurungu in the Wa West. Also some communities such as Zangum, Dangi, Bugubelle, Wa-pani and Kajukpere in the Sissala East, Wa municipal and Wa East respectively were unable to contribute the counterpart funding required by some projects and for that matter. It is however not clear as to whether projects beneficiaries are usually adequately involved throughout the project cycle. Training and capacity building meant for the project beneficiaries were among some of the serious issues raised in the report for both Donor and GoG projects (ibid).

In accordance with the Evaluation Policy of the International Fund for Agricultural Development (IFAD), the Office of Evaluation (OE) conducted an Interim Evaluation of the Upper West Agricultural Development Project (UWADEP) in Ghana in May-June 2005, given the interest of both the Government of Ghana and IFAD's Western and Central Africa Division to proceed with further investments in the area. Rural credit for income-generating activities was the project. The project reached 5, 805 beneficiaries in 379 groups for a total of c 5.6 billion, equivalent to USD 640 000 (about 60% of target). Even though women constituted 56% of this number they received only 47% of total loan

amount. The largest portion (64%) of the disbursements went to farming which is dominated by the males. Loans for income-generating activities such as trading and food processing, reserved for women, followed with only 24%.

The projects were in the form of Dams, irrigation, water and roads construction. After the end of the project irrigation infrastructure (dams and canals) were incomplete on several sites. The few that were completed were not used by the farmers.

Farmers still largely depend on hand-dug wells, as was the case before the project rehabilitations took place. The evaluation team could find only 23 hectares of additional irrigable area resulting from the project being used. Prescribed sanctions were not applied to defaulting contractors and users in several instances by the Ministry of Food and Agriculture (MOFA) since it observed there was inadequate participation and capacity training for prospective beneficiaries.(IFAD, 2005)

The study is therefore driven by the desire to investigate the type and levels of involvement of beneficiary communities in projects preparation and management in the Upper West Region. A comparative study of donor, NGO and government initiated projects to determine the one that involves beneficiaries more and also explore other avenues that will enhance beneficiary participation will be done.

1.3 Research Questions

The research seeks to address the following questions.

- To what extent do beneficiary communities participate in the problem identification, design, implementation, monitoring and evaluation of development projects?
- What mechanism do project donors (development agencies, NGOs and government projects) have in place to ensure community involvement in project implementation and management?
- What are the factors responsible for low level of community participation in project implementation and management?
- What mechanism should be put in place to ensure desirable levels of participation of the beneficiaries in problem identification, design, implementation and monitoring of development projects?

1.4 Objective of the study

The main aim of the study is to examine the extent to which beneficiary communities participate in community development projects in the Upper West Region and also explore other avenues that will foster community participation. The specific objectives include:

- To examine the extent to which beneficiary communities participate in project preparation and management.
- To examine the existing arrangements/structures that creates the opportunity for beneficiary involvement in project preparation and management.

- To ascertain the mechanisms put in place by project donors (development agencies, NGOs and government projects).
- To examine the extent to which these mechanisms facilitate community involvement in project preparation and management.
- To identify ways of facilitating and promoting the ideal level of participation.

1.5 Justification For The study

A study of 121 rural water supply projects in 49 countries of Africa, Asia and Latin America revealed that participation was the most significant factor contributing to project effectiveness and sustainability. (Dalal-Clayten, 2003) It is widely acknowledged that the top down approach is a major contributing factor to the failure of most development projects. Yet donors and governments continue to define where, whom and by what means a project should be implemented. (Mikkels, 2005)

Most donor organizations have recognized the contribution beneficiary participation offers to project effectiveness, sustainability and management, empowerment of people as well as improving beneficiaries capacity to take charge of their own projects. Despite all these, few donors and governments adopt and ensure interactive participation. It is said that, project results are best when beneficiary communities are involved in the decision making process through all the stages of the project. Results are likely to be poor if involvement is only in consultation. (Dalal- Clayton et al, 2003)

Large sums of money, both foreign and local have gone into development programmes such as the village infrastructure, capacity building, social sector and agriculture sector investment project. The study is therefore paramount since all these benefits are aimed at improving the standards of living among community members especially, and therefore the need to guide against wastage through the full participation and utilization of such projects. External bodies in most cases do not understand the dynamics of the local people and therefore what they perceive to be the needs of the people may not be their real needs. Failure to involve beneficiaries in all stages of development projects could result in provision of irrelevant projects and service and perpetual reliance on external bodies instead of empowering and building the capacities of local people to develop themselves.

1.6 Scope

Geographically, the study will cover some selected District of the Upper West Region, concentrating on government, NGO and Donor supported projects implemented between 2004 and 2009. The study will review literature on the following concepts: community, forms of community participation, participation, community participation, typology of community participation, project management, project implementation, levels of community participation, barriers to community participation and management and cost of community participation and management.

1.7 Organization of the study

The study will be made up of five chapters. The first chapter will form the introductory aspect. This will consist of a general background to the study, the problem statement, and justification of the study, goals and objectives, research questions, scope of the study, limitation and organization of the study.

In the second chapter literature on concepts which forms the theoretical component of the study will be reviewed. Key concepts appropriate to the study such as participation, community participation, types of community participation, project management, project implementation, levels of community participation, barriers to community participation and management the cost of community participation and management and the rationale for community participation.

Chapter three will focus on the profile of the study District/Region and the methodology of the study. Data presentation and comparative analysis of community participation in donor, NGO and government supported development projects are presented in chapter four. Chapter five will finally sum up the findings of the study, offer recommendations and viable suggestions necessary for further studies.

CHAPTER TWO

REVIEW OF LITERATURE

In order to put this research in its appropriate context, this chapter reviews concepts of community participation in project preparation and management for a better understanding into the research topic. Concepts and terms such as participation, community participation, types of community participation, project management, project implementation, levels of community participation, barriers to community participation and management and cost of community participation and management are among the terminologies that would be reviewed.

2.1 Community

Various authors have defined Community differently. Some focused on community as a geographical area, some on a group of people living in a particular place while others looked at community as an area of common life. According to Cohen (1985), 'community' involves a group of people living in particular place and have something in common with each other and the thing held in common distinguishes them in a significant way from the members of other possible groups.

Hence, territorial or place community can be seen as where people have something in common, and this shared element is understood geographically. This is also known as 'locality' (Cohen, 1985). Hogget (1997), on the other hand defined community using interest. People share a common characteristic other than place. They are linked together by factors such as religious belief, sexual orientation, occupation or ethnic origin. Thus,

there is the 'Catholic community', the 'Chinese community' or the university community (Hogget, 1997).

Madrid (2002), on the other hand viewed community as the existence of ties between people which motivates individuals to act for the collective gains rather than self. In line with this, a Ford Foundation Workshop on Rural Development defined a community as 'a large group of people with common ties cemented by common interests, values, goals, beliefs and living together in a geographical setting and interacting with one another continuously to lead all or most aspects of one's life' (Ford Foundation, 1984).

Cohen's (1985) work around belonging and attachment is a great help in this respect. He argues that communities are best approached as 'communities of meaning'. In other words, "community" plays a crucial symbolic role in generating people's sense of belonging. There is no agreement on the best definition for 'community' which is often used interchangeably with 'local' or even in combination as 'local community'. These two terms are of central importance to any level of community development since it is basically development by and for people living in specific localities. Both terms suggest some level of identity or cohesion. Local apply to geographical area, while 'community' refers to a group of people sharing some common interest. (Cohen, 1985) Community in the context of this study therefore is a group of people living in a particular place and connected by a common interest which creates a sense of belonging such that they can organise to address issues that are of concern to them.

2.2 Participation

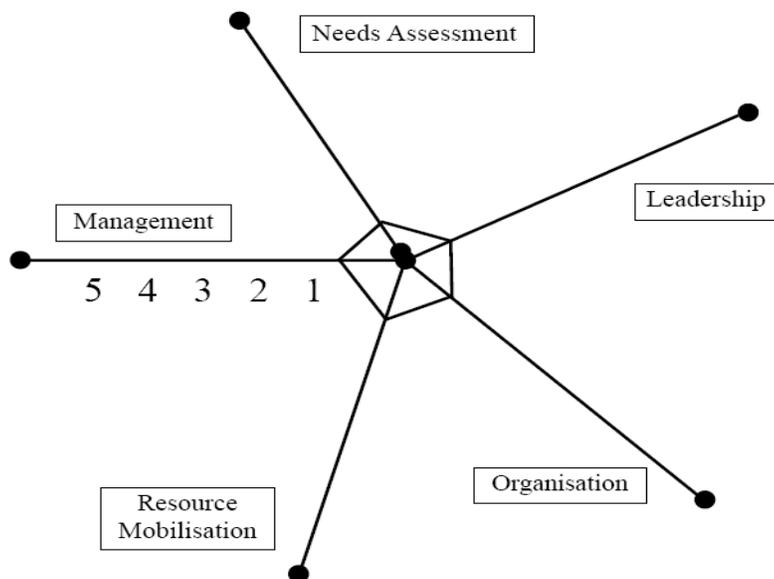
The word participation has diverse interpretations. Participation as a concept of development means getting the populace involved in taking decisions that affect their well-being. It seeks to give local people the responsibility to manage their own affairs, especially with regard to planning, implementation, and monitoring and evaluation of development projects and programmes. Participation should therefore lead to the improvement of the quality of life of the people and this improvement should be sustainable.

For some, it is simply having decisions, being consulted, providing resources or providing information. For most analysts, participation emphasizes the decision making role of the community (Fleming, 1991 in Brohman, 2002). Participation is vital in building local capacity and self reliance as well as ensuring effectiveness and sustainability of development projects. It is for this reason that the development paradigm which has emerged, placed much emphasis on bottom-up approach to development planning, where there is full involvement of development beneficiaries in all decision making affecting their well-being and development. (Mikkelsen, 2005)

Sherry Arnstein, about 31 years ago wrote about this situation. She offered an analytical visualisation called, 'ladder of participation'. The bottom step is that of informing people, while the top step is citizen control. Mid-way, where partnership begins to develop, the degree of participation moves from mere tokenism to degrees of citizen power (Arnstein, 1969). A more recent visualization that stresses the same point is that of the spidergram presented in figure 2.1. The spidergram is a tool that allows planners to see participation

as a process and assess the changes and progress of a programme, over time. Here, it is possible to describe changes in the process by plotting the situation along (5) five continuums. Each is a critical factor in participation and all are joined in the middle to give a holistic view of the programme. The five factors are needs assessment, leadership, organisation, management and resource mobilisation.

Figure 2.1 Participation viewed as a spidergram



Source: Rifkin et.al 1988

By placing a mark corresponding with the width of participation in the programme on each continuum, over time, it is possible to record the changes in participation.

The World Bank's (1994), Learning Group on Participatory Development defined participatory development as: "A process through which stakeholders influence and share control over development initiatives, and the decisions and resources which affect them"(Dalal-Clayton et al, 2003). The Swedish International Development Cooperation

Authority (SIDA) also viewed popular development as 'a basic democratic right that should be promoted in all development projects. It is also considered a means of increasing efficiency, effectiveness and sustainability in development projects' (Forster, 1998 in Long, 2001), USAID also perceived participation as 'The active engagement of partners and customers in sharing ideas, committing time and resources, making decision and taking action to bring about a desired development objectives' (USAID, 1995 in Long, 2001).

Gesellschaft fur Technische Zusammenarbeit (GTZ) definition of participation is evolving.

“.....Participation is seen as a principle to promote initiatives, self-determination and the taking over of responsibility by beneficiaries, thus representing a critical factor for meeting a project's objectives. Increasingly, however, it is felt insufficient to establish participation on a project island. The term has to be understood as a socio-political process concerning the relationship between different stakeholders in a society, such as social groups, community, policy level and service delivering institutions. In this, meaning participation aims at an increase in self-determination and a re-adjustment of control over development initiatives and resource” (Forster, 1998 in Long, 2001).

According to the United Nations Economic Commission for Africa (UNCA), popular participation as a concept may be considered as the active and meaningful involvement of the masses in decision making process for the determination of social goals and the allocation of resources to achieve those goals. It may be direct as when views are expressed openly to those empowered to hear them, indirect as through mass demonstrations against particular policies, or expressed through boycotts of goods and services that are not acceptable, or in elections. Effective participation must of necessity relate to those sections of the masses who are directly affected, such as communities or

groups e.g. co-operatives employees of a particular industry, councils, artisans or professional societies, associations, villages etc.

In recent years, there has been increasing number of analysis of development projects showing that participation is one of the critical components of success in irrigation, livestock, health, water, sanitation and agricultural products (Montgomery, 1983; Kottak, 1991). All the evidence points towards long term economic and environmental success coming about when people's ideas and knowledge are valued and power is given to them to make decisions independently of external agencies (NGOs, government departments etc) but which invariably refers to the same ideas inherent is the term participation.

Therefore, participation whether 'people' or 'popular' as a development strategy is a very potent tool. It makes development programmes and projects relevant to the society affected facilitate project acceptability and promote speedy programme implementation at low cost levels. These dimensions of relevance, speed, acceptability and cost are of crucial implementation at low cost levels. These dimensions of relevance, speed, acceptability and cost are of crucial importance to the donor community as they strive to assist the continent of Africa and developing countries at large to overcome the economic crisis it is currently going through.

Popular participation as a development tool also entails the empowerment, by the government of the people to take part in the decision making on societal issues of importance and acceptance of those decisions for the promotion of change. It thrives in an atmosphere that is legally, politically and financially supportive and does not stifle the expression of new ideas, however controversial or unreasonable. It facilitates voluntary

expenditure of personal resources, time and even physical efforts. It however requires behavioural and operational change in people, whatever their situation in life and function in society may be. Furthermore for popular participation to be effective, it requires that the active participation of the poor at the grassroots level be protected by the government against the intimidation of the local rich and politically powerful (UNECA 1992).

Reviewing participation from 'human nature' Kunfaa (1991), views participation as people involvement in decision making, planning, implementation and evaluation of programmes and project that affect their lives (Kunfaa, 1991).

There are two main categories of participation, Instrumental participation (participation as a means) and Transformational participation (participation as an end in itself). Instrumental participation is used to improve development activities, making development interventions more effective and sustainable by involving the beneficiaries. Transformational participation on the other hand ensures people's influence on their own situation as empowerment. (Oakley and Marsden, 1991, in Mikkelsen, 2005) Community participation therefore fosters effective project implementation and sustainable development, empowers communities and builds their capacity to be self reliant and take charge of their own development.

In conclusion, participation is indispensable in sustainable community development. Beneficiaries of development projects need to be involved in their own development by contributing their knowledge, resources and skills.

2.2.1 Review of Theories of Participation

There are as yet no universally accepted theories of community participation in the development programmes. However scholars have come up with a set of propositions stating the conditions under which people do or do not participate. These propositions are given in the theory of collective action as developed by Oslon (1971) and Buchanan and Tullock (1965).

a. Oslon's theory.

The theory by Oslon (1971) is based on analyzing the benefits and costs of collective goods. Oslon observed that benefits derived from most Common Pool Resource (CPRs) are collective goods that once produced are available to all the members of the organization. Oslon intimates that groups of individuals having common interest do not necessarily work together to achieve them. Oslon argues that unless the number of individuals in a group is quite small or unless there is coercion or some other special device to make individuals act in their common interest, rational, self interested individuals will not act to achieve their common or group interest.

Oslon (1971) adds that some mechanisms must be found to course the members to pay for the collective goods provided them or institute some incentive that will motivate the members to contribute to the organization. In addition the individual is too small to have any significant effect on his organization either by contributing or not contributing. However the individual can share in the benefits generated even if he has not contributed – free rider problem. This is particularly evident in large groups where the actions and dealings of individual members are less noticeable and the cost of bringing the members together are also high. This creates conditions necessary for free riding. Oslon thus

suggest that the group should be small enough so that individual action of any one or more members is noticeable to any other individuals in the group.

b. Buchanan and Tullock's Theory

Propounded by Buchanan and Tullock (1965), the theory emphasizes the individual behaviour based on the understanding that collective action is composed of individual actions. The theory explores the conditions under which a group comprising free and rational utility maximizing individual chooses to formulate or abide by a rule or a set of rule of retained use of CPRs. They argue that a group chooses a collective mode of action when each of its individual members finds it profitable to act collectively rather than individually, for instance, when his perceived costs are less than his perceived benefits from the collective action. Therefore they argue that what determines the optimal rule or choice is the cost (external and internal).

Singh (1991), summed Oslon and Buchanan and Tullock theories by reiterating that people will participate in collective action when;

- they are organized in small groups
- the expected private benefits from collective action exceeds the expected private cost of participation
- there is an assurance that the expected benefits would in fact accrue to the participants.

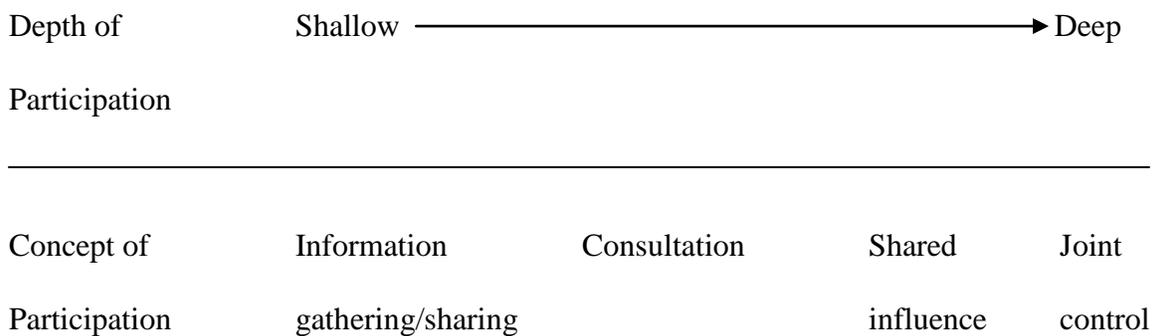
2.2.2 Dimensions of Participation

According to Fowler (2000) participation can be looked at from three different perspectives, which are Depth, Breath, and Timing. The concept of participation used in this work would be defined in line with these perspectives.

Depth:

Fowler (ibid) defines depth of participation as a measure of stake holder's influence on decision making. It can also be understood as a continuum of stakeholders' involvement shown from zero to substantial control. Tri (1986) cited in Fowler also describes this level as taking part in the active and positive sense of exercising a share of responsibility in the carrying out of some process. This emphasises the central priority of maximising participation of all stakeholders in decision making from the crucial stage of information gathering/sharing to the final stage of joint control.

Figure 2.2: Depth of Participation as a Continuum



Source: Fowler (2000:23) The Virtuous Spiral

This involves taking decisions about the setting of targets, the application of resource and the management of operations. In such a case everybody without exception takes part in all stages of effort to achieve development and on the enjoyment of its benefits. This

means that all individuals, social groups and nations play their part in matters of concern to them at the local level, regional and internal levels. This is what tri (ibid) refers to as “full creative participation”.

Breadths:

Fowler (ibid) defines breadth in participation as a measure of the range of stakeholders involved. That is the range of interested parties that are involved or whose views and actions must be taken into account in local government. These include both men and women on equal footing. This issue of who should be involved is very relevant in this case and the Food and Agricultural Organization (FAO: 1979 cited in Fowler 2000), stresses the fact that participation is a basic human right. The participation of the people is clearly the basic condition of the people forming part of the operational aspects of development in any human society. Participation only has a meaning when the principle of equality and individual liberty is admitted. In a similar way, (Koko 2001 cited in Sarpong July 2004) asserts that the emphasis on participation is on District Assemblies or local authorities facilitating the participation of citizens not as consumers or clients but as policy makers and managers at the local levels.

Timing:

Timing in participation relates to the stage of the process at which different stakeholders are engaged. To Fowler (2000), “timing has both practical and symbolic importance”. He explains that in practical terms, the timing of who is involved influence the quality and soundness of participation. Involvement of stakeholders from the beginning is ideal since poor timing could lead to destruction in the decision making process. When timing is incorrect, people feel railroaded, oppressed or disrespected. It is therefore necessary to

design participatory processes that are time sensitive and do not create any imbalance between depth and breadth in the process of governance.

It is never too late to participate but it is better to start earlier. The timing of participation should therefore start from the level of consultation, all phases of project cycle, that is, from needs assessment through appraisal, implementation to monitoring and evaluation. This will enhance ownership and commitment to the course of development since right timing enhances better understanding of the decision making process.

2.2.3 Levels of People's Participation in Development

Mikkelsen (2005), once again identified different levels of participation. The ladder of participation ranges from passive participation which is the least desirable to self-mobilization, which is the most desirable level of participation. It should however be noted that it is not easy to chose between the ideal types. This is because in real life situation there are a number of constraints on who participates and on what type of participation is possible.

The conceptual framework diagram below in figure 2.3 shows some levels of participation and the role of beneficiaries and development agencies. At each level there is an expected degree of participation that would yield an anticipated result. Some levels of participation are less desirable and there is the need for strategies to increase participation at those levels to make them more desirable.

a. Passive/Tokenism Participation

In passive participation, people participate by being told what is going to happen or has already happened. It is a unilateral announcement by an administration or project management without listening to people's responses. The information being shared belongs only to outside professionals.

b. Participation in Information Giving

This is the situation where people participate by responding to questions posed by extractive project team using interview guide, questionnaires/surveys or similar approaches. People do not have the opportunity to influence proceedings as the findings of the survey are neither shared nor checked for accuracy.

c. Participation by Consultation

People participate by being consulted and external people listen to views. The external professionals define both problems and solutions and may modify these in the light of people's responses. Such a consultative process does not concede any share in decision making and professionals are under no obligation to take on board people's views.

d. Participation for Material Incentives

People participate by providing resources, for example labour in return for cash, food or other material incentives. Much on-farm research falls in this category as farmers provide the fields but are not involved in the experimentation or the process of learning. It is very common to see this called participation, yet people have no stake in prolonging activities when the incentives end.

e. Functional Participation

People participate by forming groups to meet pre-determined objectives related to the project, which can involve the development or promotion of externally initiated social

organisation. Such involvement does not tend to be in the early stages of project cycles or planning but rather after major decisions have been made. These institutions tend to be dependent on external initiators and facilitators but may become self dependent.

f. Interactive Participation

People participate in joint analysis which leads to action plans and the formation of new local institutions or strengthening of existing ones. It tends to involve interdisciplinary methodologies that seek multiple perspectives and make use of systematic and structured learning processes. These groups take control over local decisions and so people have a stake in maintaining structures or practices.

g. Self Mobilization

People participate by taking initiatives independent of external institutions to change systems. They develop contacts with external institutions for resources and technical advice they need but retain control over how resources are used. Such self initiated mobilisation and collective action may or may not challenge existing inequitable distributions of wealth and power. Participation has been seen as a means to ensuring the more efficient implementation of preconceived plans, often through existing government or external structure. It is worth noting that, the typology of participation can function as a useful analytical tool as long as it is taken for no more than a description of ideal types. The 7-state 'scale' of participation has been criticized for attaching values to the different types of participation, with self-mobilisation indicating the best level of participation. In real life situation however, there are a number of constraints on who participates and on what type of participation is possible. It is not always possible to choose between such ideal types (Mikkelsen, 2005).

2.2.4 Typology of Interest in Participation

There are different and sometimes conflicting interests in participation. Below is a table showing the Levels of participation, the purpose of participation, interest of the implementing agency and the beneficiary.

Table 2.1: Typology of Interest in Participation

<i>Form of Participation</i>	<i>Interest of the Implementing Agency</i>	<i>Interest of the Beneficiary</i>	<i>Purpose of Participation</i>
<i>Nominal</i>	<i>Legitimization- to show they are doing something</i>	<i>Inclusion - to retain some access to potential benefits</i>	<i>Display</i>
<i>Instrumental</i>	<i>Efficiency-to limit funders' input and make projects more cost-effective</i>	<i>Cost-of time spent on project - related labour and on other activities</i>	<i>As a means to achieving cost-effectiveness and local facilities</i>
<i>Representative</i>	<i>Sustainability-to avoid creating dependency</i>	<i>Leverage-to influence the shape of the project and its management</i>	<i>To give people a voice in determining their own development</i>
<i>Transformation</i>	<i>Empowerment- to enable people to make their own decisions, work out what to do and take action</i>	<i>Empower -to be able to decide and act for themselves</i>	<i>Both as a means and an end, a continuing dynamic.</i>

Source: Adopted from Mikkelsen, (2005)

2.2.5 Cost of Participation

The value of participation has come to be accepted. However it must not be assumed that participation of all the people at all times is possible, necessary and a good thing. Complete participation may lead to complete inertia, due to the cost involved and practical difficulties such as reaching a quorum, time and energy. Whether at the local or higher level, it is essential to first identify the appropriate level of participation that is desirable and feasible. Dalal-Clayton (2003), acknowledged five different costs involved with participation. These are:

- *Cost of Providing Access to Information:* Active participation of people in planning would mean they should thoroughly understand the processes as it unfolds and decisions that are being made, which would require effective and timely feedback, the sharing of reports and recognition of contributions of different groups and individuals.
- *The Cost of Raising Expectations:* Participation of beneficiary especially at the initial stage of a project may generate considerable excitement and expectations. If there is no follow-up to early discussions, disillusion may set in and jeopardize people willingness to continue to participate. This can be minimized by cautions initial discussions that focus on problem identification and which provides all stakeholders with a clear idea of what is possible and what is not, given the resources that are available.
- *The Cost of Facilitation:* Open and frank discussions over resources and use for example can lead to conflict that needs to be addressed. This requires specialist skills and time.

- *Transaction Cost of Maintaining institutional mechanisms for local management:* These include non-market costs involved in conflict resolution, time spent in meetings and time spent on resource management.
- *The Cost of Being Actively Involved:* This participation involves costs in terms of both money and time, for local people who must take time out of already busy lives. There are also costs for food and accommodation and the potential for political and social disputes that surface or are generated by the intervention of outsiders. These need to be compensated (Dalal-Clayton, 2003)

2.3 Community Participation

Although many people agree that community participation is critical in development programmes, very few agree on its definition. The various definitions are:

- Voluntary contributions to public programmes but people do not play a role in shaping the programmes
- Involvement in shaping, implementing and evaluating programmes and sharing the benefits
- An active process where intended beneficiaries influence programme outcomes and gain personal growth (Oakley, 1989 cited in Susan B. Rifkin, Maria Kangere 1988).

These three views correspond with frameworks drawn from those involved in rural development thinking. The following table illustrates two additional aspects of defining participation—that of interaction between professionals/planners and community people and the process of developing community participation.

Table 2.2: Practice of Community Participation

<i>Approach</i>	<i>Model</i>	<i>Process</i>
<i>Medical</i>	<i>Compliance</i>	<i>Marginal Participation</i>
<i>Health Planning</i>	<i>Contribution/ Collaboration</i>	<i>Substantial participation</i>
<i>Community Development</i>	<i>Community Control</i>	<i>Structural Participation</i>

Source: Rifkin et.al 1988

The table above illustrates the different approaches. They should not be seen as mutually exclusive. It is perhaps better to see them on a continuum that at one end has information sharing and at the other, empowerment. While there is no one definition of the concept, the continuum presents a framework, which allows the range of views to be accommodated.

While many development economists define community participation as the equitable sharing of the benefits of projects, social planners tend to defined it as the community's contribution to decision making (Fenster, 1993 in Long, 2001). Participation is nothing less than the fabric of social life. People have always participated in the development of their own livelihood strategies and cultures. Whether through formal or informal organisations, autocratic or democratic means, a variety of structures and procedures

have evolved to define and address collective needs, to make plans and to take steps necessary to implement them (Dalal-Clayton et al, 2003).

Community participation is key in community development, Reid (2000), asserted that communities that engage their citizens and partners deeply in community development agenda raise more resources, achieve more better results and develop in a more holistic and beneficial way (Reid, 2000). Abbot (1996), on the other hand views community participation as being the key to sustainability, security, peace, social justice and democracy. Community participation is assumed to contribute to enhanced efficiency and effectiveness of investment and to promote processes of democratization and empowerment (Abbot, 1996).

Experience of three large donor agencies' efforts to incorporate participation of the beneficiary into projects and policy development process revealed that certainly, there is a growing acceptance by the World Bank, DFID and GTZ of the need and value of participation of the beneficiary throughout the project cycle. However, there has not been sufficient involvement of beneficiaries throughout the project cycle. It is clear that sustainable development cannot occur without the beneficiary participation. It is in fact the pivot upon which sustainable development rides. It helps to improve the design of policies so that they correspond to the needs and conditions of the people to whom they are directed (Cornia, 1987 in Brohman, 2000).

The study therefore perceives community participation as a process through which people who live within a specified geographical area and have legitimate interest communally influence decisions and development initiatives that affect their well being.

2.3.1 Forms of Community Participation

Mikkelsen (2005), identified three main forms of participation. These are; induced participation, coerced participation and spontaneous participation.

a. Induced Participation

This arises where a decision has already been taken but people are consulted or involved as though their views are of some relevance. Most of Ghana's past approaches to regional development planning were characterised by this level of participation. Few persons from the sector ministries and other central government agencies formulated national development plans with little or no involvement of the ultimate beneficiaries of those plans. Technocrats after designing plans handed them over to stakeholders without any opportunity for their input in the plan preparation process.

b. Coerced Participation

This form of participation forces beneficiary groups to participate in the decision-making process and implementation of such decisions. There is normally a sanction for non-participation. People who are compelled into decision making and implementation in most cases do not feel part of the decision-making and implementation process.

c. Spontaneous Participation

This form of participation neither induces nor coerces people to get involved in the process. It arises as a result of common interest which may or not be threatened. It is the ideal level of participation. There is a clear understanding and recognition for the need to participate, share ideas, articulate one's views and really be a part of the process of decision-making and implementation and this thus makes such decisions sustainable.

2.3.2 Barriers to Community Participation

Beneficiary participation in development initiatives is paramount in ensuring sustainability of development projects. However there are some constraints which tend to obstruct the realisation of the essentials of its practice. Fakade (1994), identified two broad categories of barriers to participation. These are structural barriers which comprise socio-cultural, economic, political and administrative barriers and non-structural barriers emanating from project planning and implementation problems.

- *Socio-Cultural Barriers:* Beliefs and norms have considerable influence on development processes. Differences in ethnicity, religion, gender and status may result in varied responses and initiatives even when opportunities for participation exist. A male dominated culture where women are preferred to be seen and not heard, as pertains to most African communities, poses difficulties to participation by women folk. Participatory development therefore had to consider the contextual barriers which perpetuate people's isolation from the development process.
- *Economic Barriers:* Participation cannot be possible for people who have been dispossessed and do not have access to natural, economic and financial resources.
- *Political Barriers:* This provides the framework for participation and therefore an appraisal of the nature of devolution of power in the state. In highly centralised systems, the state is hostile to participatory processes and least accountable to its citizenry. There is therefore little prospect for participation in development. The reverse is true for decentralised systems. Where political ideology of a country does not promote opinions and diffusion of ideas, no genuine participation is achieved.

In conclusion, community participation in their own development promotes dignity and self-reliance in the beneficiary community. The beneficiary becomes more convinced of his contribution to the development of his community. Community participation therefore brings about community empowerment. The individual and the community at large become empowered to influence and manage the outcome of development processes. This strengthens the community's sense of responsibility and confidence to take on further responsibilities.

2.4 Project management

Project management is the discipline of planning, organizing, and managing resources to bring about the successful completion of specific project goals and objectives. It is often closely related to and sometimes conflated with program management. A project is a temporary endeavour, having a defined beginning and end (usually constrained by date, but can be by funding or deliverables), undertaken to meet particular goals and objectives, usually to bring about beneficial change or added value. The temporary nature of projects stands in contrast to business as usual (or operations), which are repetitive, permanent or semi-permanent functional work to produce products or services. In practice, the management of these two systems is often found to be quite different, and as such requires the development of distinct technical skills and the adoption of separate management. The primary challenge of project management is to achieve all of the project goals and objectives while honouring the preconceived project constraints. Typical constraints are scope, time, and budget. The secondary—and more ambitious—challenge is to optimize the allocation and integration of inputs necessary to meet pre-defined objectives.

There are a number of approaches to managing project activities including interactive, incremental, and phased approaches. Regardless of the methodology employed, careful consideration must be given to the overall project objectives, timeline, and cost, as well as the roles and responsibilities of all participants and stakeholders.

The 'traditional phased approach' in project management identifies a sequence of steps to be completed. In the "traditional approach", five (5) components of a project implementation are identified. They include;

- Project initiation stage;
- Project planning or design stage;
- Project execution or production stage;
- Project monitoring and controlling systems;
- Project completion and evaluation stage.

Not all the projects will visit every stage as projects can be terminated before they reach completion. Some projects do not follow a structured planning and/or monitoring stages. This mostly will depend on the type and location of the project (Wikipedia, the free encyclopaedia undated).

2.5 Conceptual Framework of Beneficiary Participation in Development Projects

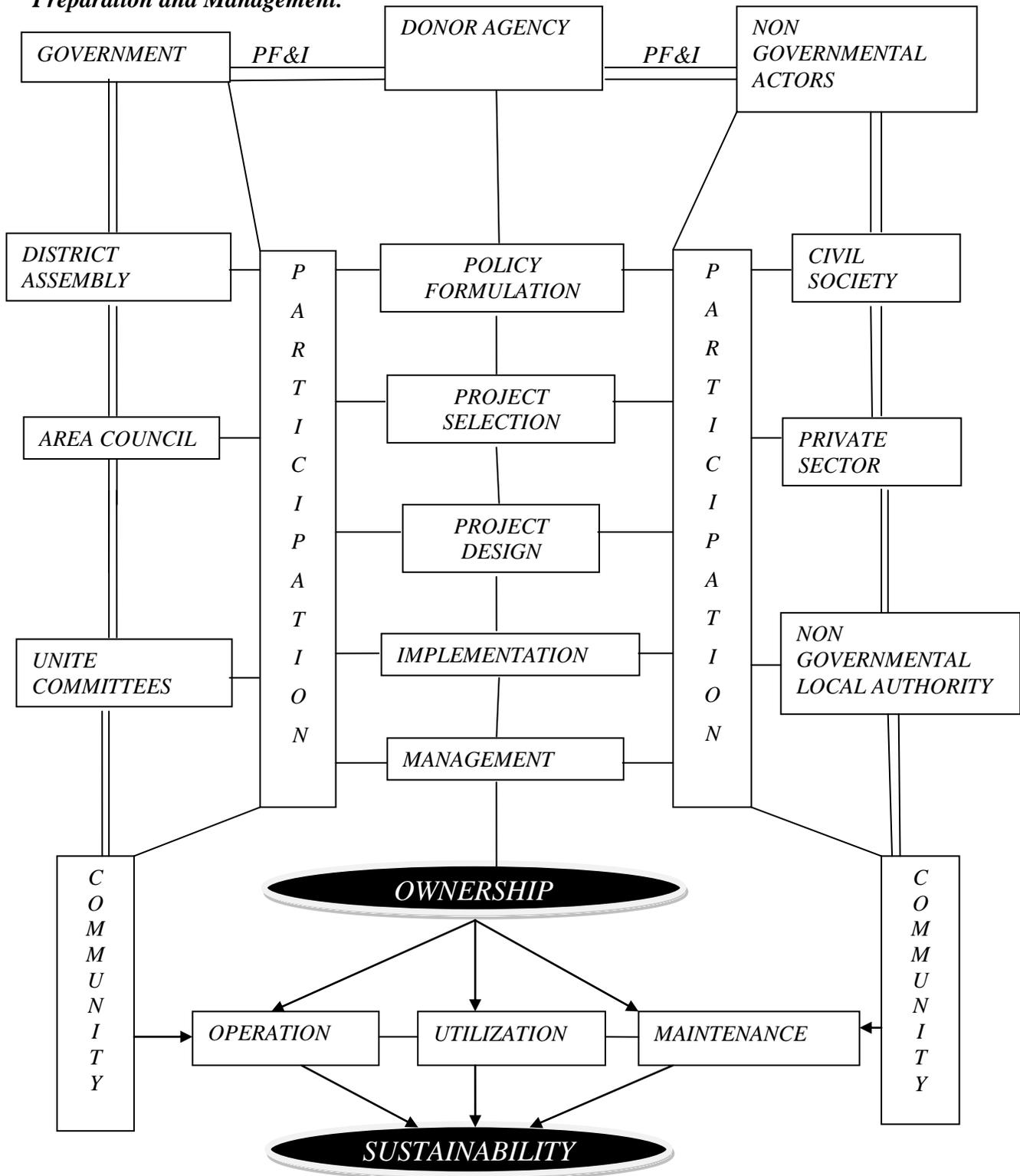
According to Midgely (1986: 44), participation is a deliberate active process by which beneficiaries influence the direction and execution of development efforts or policy with a view to enhancing their well being in terms of destiny, income, personal growth, self reliance or other social values. Community participation therefore fosters effective

project implementation and sustainable development, empowers communities and builds their capacity to be self reliant and take charge of their own development.

Since development assistance by donors does not take place in vacuum, a frame work for policy formulation, implementation, and management of Government of Ghana (GoG), Donor Agencies and Nongovernmental Actors is presented in figure 2.2. From the framework, nongovernmental actors involving civil society, private sector, non-governmental local authorities (NGLA) and the community are expected to participate both in the formulation and implementation of programmes and projects to ensure ownership and sustainability of these projects.

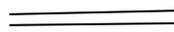
The same goes with the various decentralised structures of local governance, as actors in facilitating the implementation of projects through various community education and animations. This level of participation encourages beneficiaries to participate fully right from the formulation of policies to the implementation of the conceived project and the management of the project. Secondary data and the administration of questionnaire are carried out to find out whether in the preparation and management of projects, all these actors were taken into consideration. The study then seeks to suggest strategies that would help increase beneficiary participation to the desirable level.

Figure 2.3: Conceptual Framework for Community Participation in Project Preparation and Management.



Source: (Adopted from Adu 2001)

KEY



Actors



Process

PE&F

Policy Formulation and Implementation

2.6 Study Indicators

Looking at the literature reviewed so far, community participation in project preparation and management can best be analyzed using the following indicators:

- Frequency and patronage of community meetings/forums for project implementation
- Community, Governmental and nongovernmental actors initiated development projects (Existence and number of ongoing or completed projects or programmes).
- Mobilizing local, government and donor assistance resources for development projects.
- Monitor project implementation and management.

2.7 The Problem Associated with Community Participation in Project

Preparation and Management

Turning first to the community's lack of power and influence, communities perceive some of the key problems in project preparation and management as the lack of sufficient and adequate knowledge. But most community's feel that they have very little or no power to influence or correct the situation.

Another general problem with community participation and also in respect to project preparation and management is the lack of effective community leadership that can stimulate community action at the local level. This is revealed in the organization of the people for communal work, community meetings or even in their mobilization for voluntary contribution. Community leaders are supposed to play a vital role in organizing these activities failure of which results in limited involvement or the lack of it in totality.

Again, involving local communities in planning for development calls for a considerable amount of time, money and manpower. Popular participation thus increases the length and cost of a planning exercise and so is regarded by some planners as an inefficient way of making decisions, particularly if the decisions are urgent. Participatory planning also requires considerable organization, capacity and effective organizational structure. This calls for time, expense and political organization. The organization of project management team, identification of project stakeholders and other workshops , discussion groups and fora to facilitate community participation in project preparation and management for example a school project, could be quite expensive as a result of which most District Assemblies and communities are unable to fully support such activities or at best superficially support them.

The problems high-lighted above are by no means, exhaustive. If these can be reversed, community participation would become more meaningful and purposeful in basic project preparation and management delivery.

2.8 Key Issues and Lessons from the Literature

One very important lesson learnt from Oslon's theory (1971) of participation is that self interested individuals will not act, unless there is cohesion or other special device to make individuals act on their common interest. Therefore for people to participate in educational and other social infrastructural development, there should exist clear benefits. The process could therefore start with one person who believes that there is a problem internally or externally. This could be in material or non material form. It implies that motivation to participate comes when people realize the benefits that accrue from participating.

Again, in soliciting for community participation, it is important to keep parents and the communities (Primary stakeholders), fully informed about the aims of a development project. They need to be assisted to understand what they stand to derive from their participation as well as the harm that may be done to them by the lack of their active involvement. A stress on the importance of a proposed project would serve as an incentive in its self for people to participate.

The involvement of chiefs and opinion leaders in some cases helps keep community members focused on issues and activities involving project preparation and management. This implies that community participation spirit develops gradually when the local action and initiatives are organized as a unit.

The literature reviewed and lessons discussed above are vital points that will inform discussions of the ensuing chapters on community participation in project preparation and management.

CHAPTER THREE

OVERVIEW OF THE UPPER WEST REGION AND METHODOLOGY

This chapter presents a profile of the study region, indicating the physical and socio-economic characteristics as well as the potentials for development.

3.1 Physical characteristics

This section looks at the physical characteristics of the study area, thus, location and size, geology, soil, climate, vegetation and transport systems in the region and their implication for development. The Upper West Region was the last Region to be created in the country, making it therefore the youngest. This naturally deprived it of so many development interventions from development donors. The creation of the region has however opened it up for various forms of development intervention from different development partners. In their haste to administer their interventions, a lot of issues are taken for granted without due recognition to the physical characteristics of the region. The six selected communities are active areas of development interventions in the Region. Analysis of community participation in project preparation and management in these communities is necessary because underdevelopment in Ghana is basically a rural phenomenon. These six communities in spite of receiving various project interventions have rural settings as well. And the need to involve the beneficiaries could avert some of the difficulties development partners go through.

3.1.1 Location and size

The region covers a geographical area of approximately 18,478 square kilometers. This constitutes about 12.7 per cent of the total land area of Ghana. The region is located at

10° 20' N and 2° 15' W. By virtue of its location, it has the potential for international and inter-regional trade and other bi-lateral relations, but the overspill of criminal activities and disaster such as bush fire, disease and pestilences, arm robbery among others from its neighboring countries is a threat to its development.

3.1.2 Climate

The climate is tropical equatorial, which prevails throughout the northern part of Ghana. Temperatures are high all-year, ranging between 15c°-45c°. The temperatures are lowest in December/January, while the highest occur in March /April. The average annual and average monthly temperatures are 21c° and 38c° respectively. The Harmattan, characterized by cold, dry dusty wind with occasional haze occurs between November to April yearly. The Region has a single rainfall regime from May-October. The average annual rainfall is about 1,200mm/year and they are torrential, erratic and stormy. The single rainfall regime does not make farming all year round possible. Most farmers therefore become redundant during the long dry season, from November to May. There is therefore the need for irrigation facilities in the Region to provide employment opportunities during this period. And most development activities are expected to exercise their projects within this season since farming activities would have been brought to a halt due to the dry season, leaving the people with nothing to do. A high level of cooperation and participation would be anticipated within this period.

3.1.3 Vegetation

The vegetation is guinea savannah, depicted by isolated woodlands, short thick trees, shrubs and grasses of varying heights. The common economic trees in the Region

include sheanut, baobab, kapok, dawadawa, acacia, neem, ebony, mangoes, cashew and acheaple. Over 30% of the natural vegetation has been destroyed by annual bush burning, inappropriate farming practices, indiscriminate cutting of trees for wood, charcoal and poor animal husbandry practices. The consequence of these practices is the fact that the Region is faced with a serious problem of manmade degradation of the environmental. This has also contributed to the annual flooding that destroys homes and property around the Eastern corridors of the Region coupled with the opening of the Bagri Dam in Burkina Faso.

3.1.4 Topography, Relief and Drainage

The land is generally undulating with height between 180-1300m above sea level. Drainage is the dendrite type, especially around the eastern corridor dominated by the Kulpawn and its tributaries. Most of the rivers (in Wa West, Wa East, Sissala West and Sissala East) over flow their banks during the raining seasons and make most parts of the district inaccessible during this period. However, they dry up during the dry season but offer great opportunities for fishing and irrigation dams if they are properly harnessed.

With a generally gently undulating topography, the Region especially around Wa West, Wa East, Sissala West and Sissala East are bound with fresh granitic and bromine rock outcrop which gives the region a whale-back landscape appearance. The granitic and bromine rocks weather fast as a result of low rainfall, high evaporation and sparse vegetative cover to form soils of lesser depths rich in minerals for potential farming. The bromine and granitic geological formations in the district are characterized by meta-sediments and meta-volcanic rock formation. The bromine formation has a 65% of yielding underground water, while the granite has 55% chances of yielding water.

There are varieties of soils in the Region which support plant growth to various degrees. The type of soils in the Region includes Savannah Ochrosols, Tropical brown earths and Terrace or Alluvial soils. These soils are better suited for the cultivation of cereals and root tuber crops including millet, maize, sorghum, yam and cash crop like cotton. They respond well to the application of organic manure and commercial fertilizers to give high yield.

3.2 Population and Demographic Characteristics

Man is the focus of all development efforts. They also serve as the crucial means to the expected end. It therefore becomes imperative to have knowledge of the population being studied with regards to the age and sex composition, spatial distribution ethnicity, and other major characteristics.

3.2.1 Population Growth

The Region had a population of 576,586 according to the 2000 population and housing census. The projected population for the year 2010 stands at 683,418. Population growth rate declined from 2.3% in 1984 to 1.7% in 2000 and is expected to decline further. The reduction in the growth rate can be attributable to decline in fertility rate due to effective family planning education and seasonal out-migration.

Population density increased from 31 persons/km square in the year 2000 to 35 persons/km square in 2007. Irrespective of the gradual increase in the population density, it is still lower than the national average of 77 persons/km square. There are however pockets of geographical areas (especially around Wa, Nadowli, Jirapa, Lawra and

Nandom) where the population density is higher than the national average. The rest of the settlements have population figures less than 5,000.

Further east and south-east of Tumu, the density reduces to 5 persons per km². This is the Tumu Gap, part of the Middle Belt of Ghana which, as a result of several factors, ranging from historical to the poor nature of the land is the least inhabited area of the country. However, towards the Western corridor, a number of towns have population figures over 5,000, density can be as high as 95 persons per km². The 2000 Population and Housing Census further revealed that a significant number of people from the region, forming about 22.6% of the total population reside outside the region.

The region however exhibits an increasing trend in urbanization, from 10.8% in 1984 to 17.3% in 2000. This further increased to 18.4% in 2007 and there is the need to manage urban development, especially in the regional and district capitals, and other emerging urban centres through conscious urban planning strategies.

3.2.2 Age and Sex Structure

The region has a fairly young population with 53% being below 20 years, and this implies that there is a huge potential labour force for the future. However the current economically active population is overburdened as there is a high dependency ratio of 0.81 and this partly accounts for the unacceptable poverty levels and child labour in the region. By virtue of this situation, District Assemblies are forced to channel a lot of resources into the provision of welfare services especially educational infrastructure to take care of the children and the aged. The region also has a consistent female dominance ratio of 92 males to 100 females. Generally, over 60% of the population

composing children, women and the aged are socially and economically vulnerable, and need to be protected.

3.2.3 Ethnicity and Migration

The major ethnic groups in the Region are the Dagaaba, Waala and Sissala, and minority ethnic groups include Lobis, Vaglas, Chakali and Kassenas. There is however peaceful co-existence among the ethnic groups as a result of long interaction, intermarriages and religious tolerance. Over 50.2% of people from the major ethnic groups reside outside the region. The Waala and the Sissala ethnic groupings have 51.6% and 53% respectively living outside the region. They however have a strong link with home and can therefore place pressure on services like water and health facilities when they come home for funerals and other festivities. The unfavorable weather and living conditions at home account for this situation, and there is the need to improve the situation if the trend is to change. Even though remittance for this floating population could be harnessed for regional development, the importation of communicable diseases such as guinea worm, TB, HIV among others by such people is a worry and this could be a threat to the region and needs urgent attention.

3.2.4 Development implications

There is however an emerging positive trend in intra- regional migration towards the East (particularly Wa East, Nadowli, Sissala West and Sissala East districts) where fertile arable land abounds, but this trend equally has to be managed through the opening up of roads, provision of services to be able to tap this potential.

With the current youthful population, the Region stands to benefit immensely from the highly energetic labour force that when properly harnessed, would improve the economy of the Region positively. With the availability of water bodies such as dams, dug outs and the Black Volta River which flows along the whole of the western borders of the region, fisheries activities could be undertaken by communities located near the water sources.

The major crops cultivated in the region are maize, millet, sorghum, rice, groundnuts, cowpea, yam and cotton. The minor crops are bambara beans, soya beans, sweet potatoes and vegetables such as okro, pepper, tomatoes and other leafy vegetables. The cash crop farmers rely on cotton, groundnuts and sorghum (kapaala). The Kapaala production is being promoted by Guinness Ghana Limited for its brewery. Few farmers have mango and cashew plantations. Livestock production in the region is focused on breed improvement, range over sowing and pasture development, fodder banking and other improved animal husbandry practices promoted by Animal Production Unit. There has been a modest growth rate among cattle, sheep, goats, pigs and poultry as a result of the introduction of improved breeds and good husbandry practices.

Despite the modest progress made in crop and livestock production, the region has always experienced food shortages. This hence implies the need to streamline the activities of farmers through education and to also involve the youth in such areas so as to prevent them from migrating into urban centers for non-existent jobs.

3.3 Research Approach

<i>Data Required</i>	<i>Sources</i>	<i>Collection Method</i>	<i>Purpose</i>
<i>Primary data</i>	<ol style="list-style-type: none"> 1. Beneficiary communities (community members especially women and the youth). 2. Beneficiary households (House hold heads, chiefs, and opinion leaders) 3. District Assembly 4. Municipal Assembly 5. Office of Plan Ghana 6. Department of social welfare 	<ol style="list-style-type: none"> 1. Formal interviews using structured questionnaires 2. Focus group discussions. 3. Observations 	<ol style="list-style-type: none"> 1. Acquired firsthand information from people who were directly involved in these case study projects. 2. Acquired information from direct beneficiaries of these projects. 3. Observed the level of participation and cooperation among beneficiary community members.
<i>Secondary data</i>	<ol style="list-style-type: none"> 1. Journals 2. Text books 3. Library materials 4. Internet research 5. Project reports and newsletters 	<ol style="list-style-type: none"> 1. Reviewed literature, concepts and theories 	<ol style="list-style-type: none"> 1. Aquired direct information from projects implemented 2. Informed author of similar works done so far and helped in

			<i>making informed conclusions and recommendations</i>
<i>Qualitative and quantitative data</i>	<i>1.Secondary and primary data analysed</i>	<i>1.Reviewed and analysed literature and questionnaire</i>	<i>1.Provided descriptive and scientific analysis of information gathered</i>

Source: Author's construct

3.4 Rational for Case Study Approach

Sarantakos (1996) citing Yin (1991) defined case study as an empirical inquiry of a contemporary phenomenon within its real context using multiple source of evidence. The case study is a type of research different from other forms of investigation with its unique characteristics. The principal objective of case study approach according to Bell (1992) is concern with the interaction of factors and events giving a vivid practical picture of the interactions. The case study approach employs several data collection methods in order to avoid errors. Mostly observations and interviews are used in case studies (Bell, 1992). The respondents in this type of research are treated as experts instead of mere source of data (Sarantakos, 1996). The major concern of case study is generalizing findings, because it is limited to a particular area. However, Bell citing Denscombe, mentioned that generalization is possible if the situations are similar and the details are sufficient and appropriate.

3.5 Validity

This is the ability to measure what is supposed to be measured in order to ensure accuracy of the results of the research. In doing so, the right instruments should be used to measure the appropriate variables. In other words a valid measure gives results which represent the reality and conditions of the environment under study (Sarantakos, 1996).

He also identified two forms of validity in research. These are the internal validity and the external validity. The former according to him represents how useful the measuring instrument is to measure the variables. And the latter has to do with the possibility of generalizing the findings of the study taking cognizance of the instruments used in the study.

3.6 Method of Data Collection

The methodology used for the study involved both primary and secondary data. The primary data was gathered by means of questionnaire survey. Secondary data was gathered through a review of literature on concepts and theories which form the bases for the study. Both qualitative and quantitative data were gathered in the course of data collection. Direct and indirect observations were also employed. Direct observations were employed at places where direct contacts with projects was possible and indirect observations were employed for indirect community participation in project management. Transect walks were made under the guidance of community implementation committee and some members of the community. This was within the week data collection exercise in each of the communities began. In the course of the walk pictures were taken of existing projects.

3.6.1 Data Collection

Information on the concepts of participatory approach to project preparation and management were gathered from secondary sources. Finally, data on the implementation of development projects (both donor and government) and the extent of participation and management by stakeholders were collected from the project coordinators, Implementation Committees and Community Implementation Committee (CIC) members of the various projects from the sampled projects in the selected Districts in the Upper West Region.

On primary data, a formal interview using structured questionnaires was used. Those interviewed included Assemblymen and unit committee members, chiefs and other community members who were directly involved or affected by the implementation of the projects in their respective communities. The questions that the questionnaire sought to find answers to were related to the extent of participation by local people in the problem identification, project selection and design, implementation and management and how all these have impacted on ownership, utilization, maintenance and sustainability of the projects.

3.6.2 Sampling Techniques

Three different development projects were studied to ascertain the extent to which beneficiary communities were involved in the various stages of project. They span from donor projects, Non-governmental project and government initiated project, and their beneficiary communities were sampled for data gathering, using purposive sampling technique. The selection of the projects was based on the following criteria:

- That, the project is a government , NGO or a donor initiated project,
- That, the project was implemented between 2004 and 2010,
- That the project attracted communal interest or beneficiaries had a key role to play,
- And that, the project is still fresh in the minds of the people.

These projects were also selected and analyzed in the light of the study objectives and questions.

3.6.3 Unit of Analysis

In a case study approach, units of analysis refer to the institutions, organizations, about which conclusions are drawn (Inkoom, 1999). In the case of this study, the unite of analysis was based on a simple random sampling of households within communities that have benefited from at least one of the three selected case study projects.

3.6.4 Sample Population

The sample population is the total number of individuals in the study area. This study covers two Districts in the Upper West Region. Tumu, Bugubelle, Kasanpuori, and Sentie all in the Sissala East District. Bamaho and Nakori can however be found in Wa municipal District. The total population in this study is 12,674 constituting 11,563 for Sissala East District and 2,211 for the Wa municipal Assembly.

3.6.5 Sample Frame

The sample frame is the list of all sample units in the population. In this study the sample frame comprise all households in the communities as given by the 2000 Population and Housing Census of Ghana. From the census, the total number of

households as projected for 2010 for the two Districts are, Sissala East: 2,708 and 387 for Wa Municipal. Thus the sample frame is 3,095 for the study. From this sample frame only adult eighteen years and above were interviewed.

3.6.6 Sampling Procedure

Individuals representing households were interviewed using 150 questionnaires. The sample size was arrived at using the relation $n=N/[1+Ne^2]$, where n = the sample size, N = the total household considered (3095), e = margin of error (0.08) at 92 per cent confidence level. The sample questionnaire was distributed among the research communities based on proportions i.e. $z=p/P$, where z = sample representation for a community, p =total household for the concern community and P = sum of households of the concern communities studied. This is summarised in table 3.2 below.

<i>Community</i>	<i>Population</i>	<i>Projected Total Households (2010)</i>	<i>Household Questionnaire</i>
<i>Tumu</i>	8858	2011	97
<i>Bugubelle</i>	1859	335	16
<i>Kasanpuori</i>	181	242	12
<i>Sentie</i>	665	120	6
<i>Bamaha</i>	949	220	11
<i>Nakori</i>	1262	167	8
<i>TOTAL</i>	13,774	3,095	150

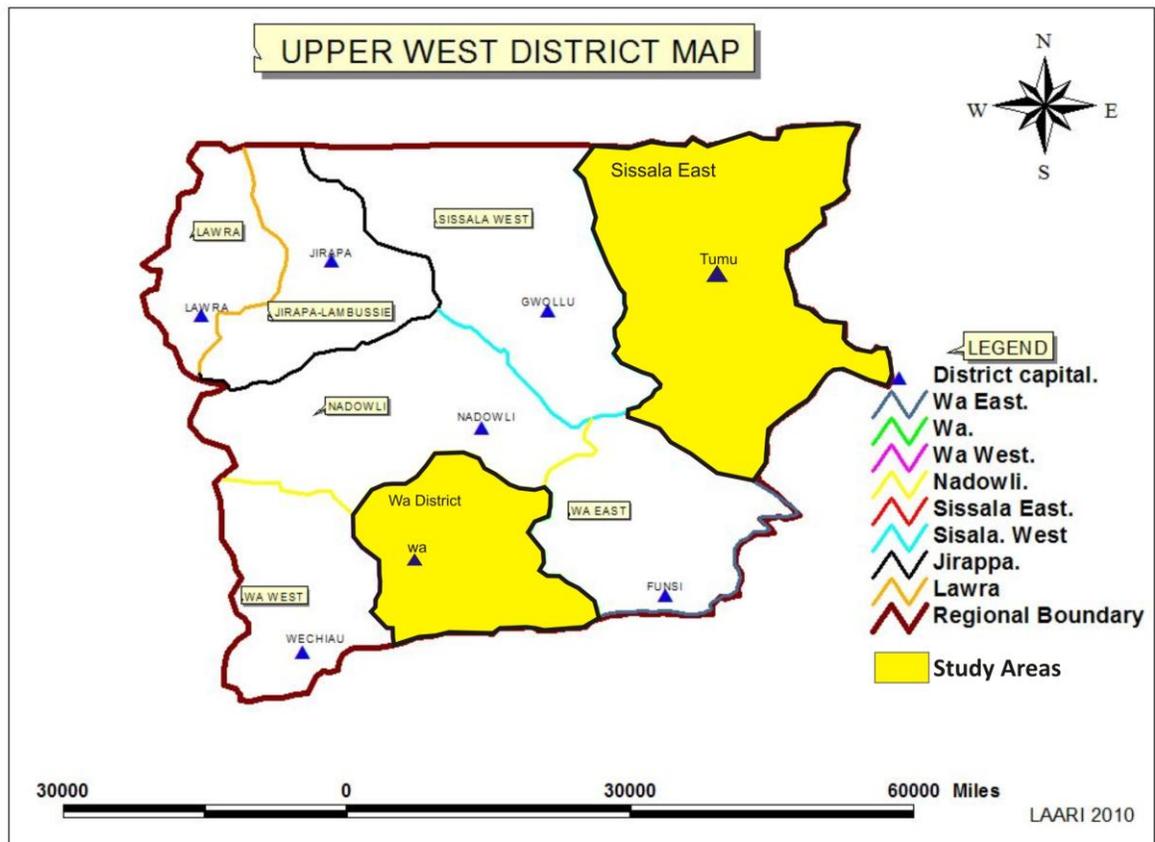
Author's Construct, 2010

In the administration of the questionnaire, stratified sampling procedure was employed to select households interviewed. A proportion of those interviewed were the youth (18-37 years), then a proportion being middle age class (38-47 years) and the rest in the older generation (48 and above). The reason for this segregation was to get opinions from these categories. The older generation will have experienced the changes that have taken place since the establishment of the projects to date while the middle age class and the youth will give their opinion on the how the project has impacted on their lives in terms of capacity building and experience in project sustainability in the community. Gender balance was given serious consideration as a proportion of women were interviewed to get their perception of community participation in project preparation and management. Members of households were selected and interviewed on their opinions on community participation in project preparation and management.

3.6.7 Data Analysis

Data obtained from the field was organized through data cleaning and processing, by coding and editing before the data entry process. The Statistical Package for the Social Scientist (SPSS) was used for data analysis. Appropriate statistical tools were used to process the raw data for interpretation and relevant inferences were made from the output of the SPSS analysis. The use of trend analysis, bar charts, pie charts, and tables and maps were employed to represent the data for interpretation.

FIG. 3.1 MAP OF UPPER WEST REGION INDICATING STUDY AREAS



Source: Department of Geography and rural Development, 2010

3.7 A Review of the Projects to be studied.

Three projects were purposively sampled for the study using the criteria below;

- That, the project is a government or a donor initiated project,
- That, the project was implemented between 2004 and 2010,
- That the project attracted communal interest or beneficiaries had a key role to play,
- And that, the project is still fresh in the minds of the people.

With the above criteria, the following projects were selected for study. The construction of a three unite classroom block and a CHPS compound at Tumu and Bugubelle respectively by the European Union Micro Project (Donor Project), implementation of the Livelihood Empowerment Against Poverty (GoG Project) Programme in Kasanpuori and Sentie and the Village Savings and Loans Association (NGO Project) Project by Plan Ghana in Bamaho and Nakori. These projects were implemented in the Sissala East and Wa Districts respectively. Below is a brief background of these projects.

3.7.1 Case Study One: The Construction Of A One Number Three Unit Classroom Block and CHPS Compound at Tumu and Bugubelle Respectively by the European Union Micro Project

The Micro Project Programme (MPP) is a collaboration between the Government of Ghana (GoG) and the European Union (EU) to provide facilities that will enhance development and improve upon the living standards in the rural communities in Ghana. It is essentially a rural development programme with the beneficiary rural communities actively involved in the implementation of the programme.

A micro project is undertaken on the basis of a “partnership” between the community, the District Assembly and the Micro Projects Programme (MPP) – sponsored by the Government of Ghana (GoG) and European Union (EU). The principle of partnership underscores the need for “self help” spirit on the part of the beneficiary community. Consequently, MPP requires that at least one fourth (1/4) of the total project cost be provided from local resource, with a maximum of three fourths (3/4) being provided

from micro project finance. Micro – Project finance can be used to support projects in a wide range of social and socio economic activities. The project categories include;

- Social Infrastructure Projects such as schools, clinics and water/sanitation (wells/KVIP).
- Socio Economic Projects like income generating projects such as corn milling, cassava processing and oil extraction.
- And environmental projects like woodlots, erosion and site degradation.

In 2007, the first phase of the 6th Micro – Project was launched in the Upper West Region. The Sissala East District Assembly benefited from a total of four projects. Two being CHPS compounds, and two three unite classroom block. Two of these four projects are being considered for study. After an examination of the poverty profile of the District it was observed that both communities were dominated by a youthful population and yet were not making good use of educational and health facilities provided them. These facilities are focused on providing basic education and health to the people in the community. Could it be that these projects were not their priority or that members of these communities were not involved in the construction of these projects? (EU District Coordinator’s monthly report 2008).

3.7.2 *Case study Two:* The Implementation of Livelihood Empowerment Against Poverty (LEAP) Project in Kasanpuori and Sentie

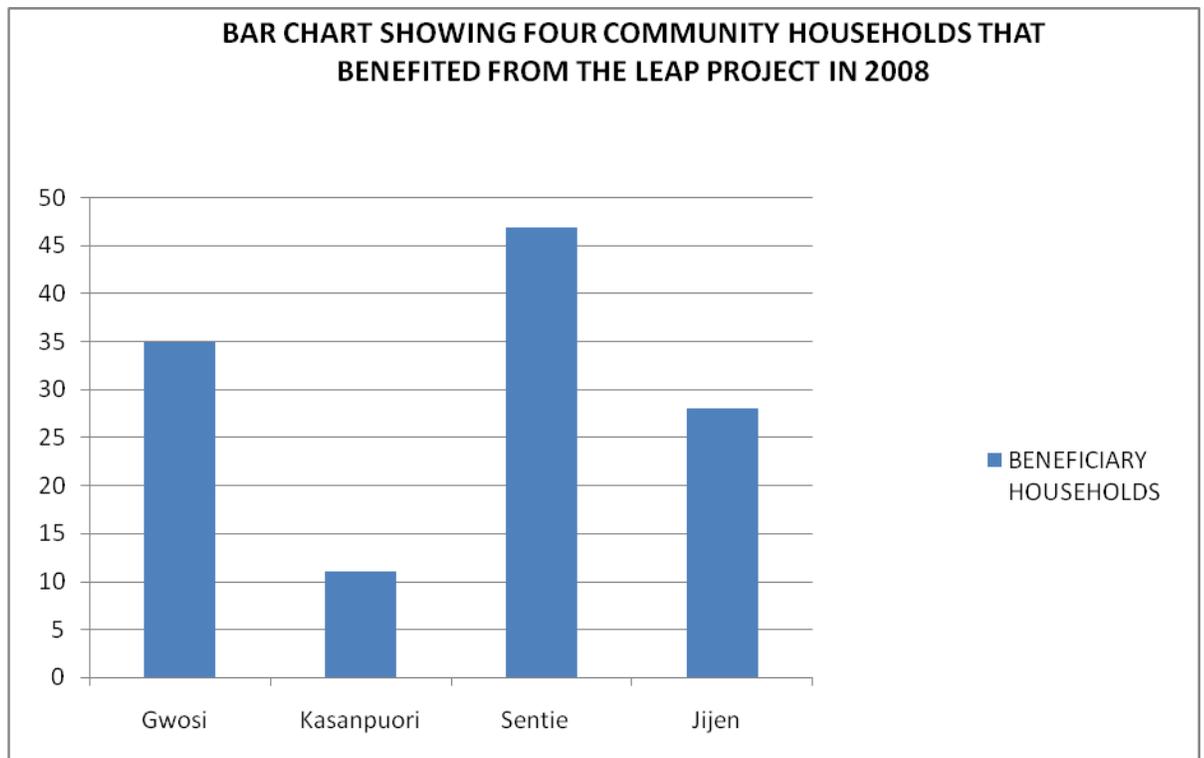
The Livelihood Empowerment Against Poverty LEAP was introduced in March 2008 under the then Ministry of Manpower, youth and employment as a social intervention programme to cater for orphaned and vulnerable children, the extremely poor who are above 65 years and persons with severe disabilities without productive capabilities.

The five-year programme which falls under the National Social Protection Strategy is expected to cover 370 households by 2012. The objective of the programme is to empower and help the extremely poor to meet their basic needs, and the stipend provided is to help them out of the malaise of extreme poverty, and ultimately empower them to contribute to the socio-economic development of the country.

The District was roped into the programme in 2008 with four initial communities, they are:

- Gwosi- 35 beneficiary households
- Kasanpuori- 11 beneficiary households
- Sentie- 47 beneficiary households
- Jijen- 28 beneficiary households
- Total -121 beneficiary households.

Figure 3.2 represent the above statistics in the Bar chart below.



Source: Authors construct.

Beneficiaries received grants up to December 2009. An examination of the graph above clearly shows Kasanpuoria a Kasina community as being the lowest beneficiary household from the LEAP project. Whiles Sentie, a Sissala speaking community is the highest beneficiary of the project. The focus of the study will however be on these two communities among the others. The selection is based on the fact that, the two communities are among the most deprived from the rest and has been given little attention in terms of development over the years due to their geographical location or ethnicity (Kasanpuori - Kasina and not Sissala). Choosing the highest and the lowest beneficiary communities will help establish whether it was a case of lack of participation or a case of ethnicity.

3.7.3 Case study Three: The Implementation of Village Savings and Loan Associations (VSLAs), by Plan Ghana in Bamaho and Nakori.

Plan is an international humanitarian child centred development organization without religious, political or government affiliation and was created in 1937 during the Spanish civil war in order to assist children affected by the war and has since developed to become a leading humanitarian organization in the world. Plan's vision is of a world in which all children realize their full potential in societies which respect people's rights and dignity. Plan has 15 donor countries and currently works in 45 developing countries in Africa, Asia, and in the Americas and its headquarters is located in UK. Plan Ghana began operations in 1992 and currently works in 6 program Areas and they include Aseewa, Bawjiase, Mankessim, Hohoe, Wa and Tumu. Today, Plan works in over 150 communities more than 16,400 children are benefiting from program activities in health, education, livelihood and water and sanitation.

With research findings indicating that income of parents in Ghana are generally low with many of them earning less than \$2 a day and also realizing that majority of parents do not develop the habit of saving which invariably affect their children's educational and nutritional needs especially in Bamaho and Nakori in the Upper West Region. Plan Ghana in collaboration with Care Ghana and Barclays UK developed the Banking on Change project with the sole aim of providing families with access to credit to enable them improve upon their well-being through the Village Savings and Loans Associations Program which is currently been implemented in the Tumu, Wa, Bawjiase, Mankessim and Hohoe program areas. The program is been implemented through numerous Local

Non-Governmental Organizations and in the Wa Municipality, Youth Action for Reproductive Order (YARO) is implementing the project in various communities and currently has over 40 VSLAs.

Village Savings and Loan Associations (VSLAs), based in the community, are complementary to micro finance Institutions (MFIs), tending to serve the very poor whose income is irregular and less reliable and who may not be full-time business people. Their principal need is for services that help them manage their household cash-flow and provide useful lump sums for life-cycle events – which may or may not include income generation. These people are more likely to be economically vulnerable and, for the most part, they live in rural areas that are served only intermittently by local markets, at the periphery of the national economy.

The current annual progress report of the Growth and Poverty Reduction Strategy (GPRS II) indicates that out of every 10 people, 9 are poor within the Upper West Region, hence making the Region the most poorest in the country. This unenviable position lives no doubt that the Region needs all the support it could get. Bamaho and Nakori, suburbs of the municipality are a credible example of high urban poverty. With a very high population, the areas lack so many basic needs such as potable water, electricity and accessible roads, thus exposing the people to endemic poverty.

3.8 Project Cycle Phases

There tend to be a natural sequence in the way projects are planned and carried out for socio economic development, and this sequence is often called the “project cycle”. The

project cycle can be divided into identification, preparation and analysis, appraisal, implementation, monitoring and evaluation

For the purpose of this study, the phase of the project cycle is explained to be the period of time during which a project is formulated, designed, implemented monitored and evaluated. It must however be noted that these phases merge into each other and may conflict with actual progress of project development. For the purposes of the study however, the project cycle for donor, GoG and NGO phases of a project has been adopted. These are identification (formulation), design (planning/appraisal and preparation), implementation, monitoring and evaluation (Long, 2001).

Project identification phase is the information gathering phase where various aspects of an intended project are assessed. The determination of how the intended project will contribute to a specific goal within a sector of interest. The identification is normally based on information from a feasibility study. For the purposes of this study, this phase will be regarded as the information gathering within the beneficiary communities where problem identification and analysis are done. Most developing countries have an economic development plan of some form that identifies sectors to be given priority and areas where investment is needed. In the process of preparing an economic development plan, specific suggestions for projects usually will have come from the operating agencies responsible for project implementation, and these agencies may be encouraged to proceed with detailed project preparation.

Once project have been identified, there begins a process of progressively more detailed preparation and analysis of project plans. The process includes all the work

necessary to bring the project to the point at which a careful review or appraisal can be undertaken, and, if it is determined to be a good project, implementation can begin. In the preparation and analysis of projects, consideration will be given to all aspects.

After the project has been prepared, it is generally appropriate for a critical review or an independent appraisal to be conducted. This provides an opportunity to re-examine every aspects of the project plan to assess whether the proposal is appropriate and sound before large sums are committed.

The implementation phase of a project cycle is when the actual project is carried out. The objective of any effort in project analysis and appraisal clearly is to have a project that can be implemented to the benefit of the society. Thus implementation is perhaps the most important part of the project cycle. Yet there are some aspects of implementation that are of particular relevance to project appraisal and analysis. The obvious one is the fact that, the better and more realistic a project plan is, the more likely it is that the plan can be carried out and expected benefits realized.

Monitoring goes on during the implementation of the project at regular intervals. Feed backs in monitoring are used as correction measures to ensure that implementation of projects are in line with project objectives. Evaluation is normally carried out at the end of the project. In some cases, it is done after a major stage of a project is completed and other times at the middle of the project (mid-term and terminal evaluation). Evaluation is done to determine the success of a project in meeting its set objectives and goals. (Long, 2001)

3.9 Summary

This chapter described the geographical characteristics of the study area and how it enhances community participation in project preparation and management or otherwise. The chapter also spelt the methodology of the study and how the research was carried out. A case study of three development projects was considered for the study. Largely, qualitative analysis was used in this study for the analysis of data. This forms the bases of analysis in the next chapter.

CHAPTER FOUR

RESULTS AND DISCUSSION

4.0 Introduction

This chapter dealt with the analysis, presentation and discussion of data gathered from the field. Secondary data was incorporated into the analysis and discussed where seen appropriate. The sampled projects were examined in relation to beneficiary communities' participation at the different phases of the project cycle, namely, project identification, design, implementation monitoring and evaluation. And the influence of the spidergram at each stage of the project implementation. This chapter also looks at the level of participation (high or low) and the factors responsible for either and participation mechanism among others.

4.1 Characteristics of Respondents

4.1.1 Age of Respondents

Results of the study revealed that majority of respondents who are members of households from six communities are within the middle age class. Bamahu has 27.3 per cent of the respondents falling within the age range of 28-57 years. Whiles majority of the respondents in Bugubelle, Kasanpouri, Nakori, and Tumu were in the range 28-37 years, constituting 43.8 per cent, 33.3 per cent, 25 per cent and 34 per cent respectively of the responses gathered from the communities. Sentie was the only community with majority of its respondents shared equally within the range (18-27 and 38-47) and (28-37 and 48-57). Very few respondents from all six communities were in the range of 58 years and above. Those in this class constituted 8.3 per cent, 37.5 per cent and 5.2 per

cent for Kasanpouri, Nakori, and Tumu respectively. A base age of 18 years was used for the classification because, in Ghana, it is the legal age at which one is considered mature enough to make decisions on his or her own. Table 4.1 below shows the age distribution of respondents in the six communities.

Table 4.1 Age Distribution of Respondents

<i>Community</i>		<i>Age</i>					<i>Total</i>
		<i>18-27</i>	<i>28-37</i>	<i>38-47</i>	<i>48-57</i>	<i>58+</i>	
<i>BAMAHU</i>	<i>Frequency</i>	2	3	3	3	0	11
	<i>% within Community</i>	18.2	27.3	27.3	27.3	0	100.0
	<i>Frequency</i>	2	7	4	3	0	16
<i>BUGUBELLE</i>	<i>% within Community</i>	12.5	43.8	25.0	18.8	0	100.0
	<i>Frequency</i>	3	4	2	2	1	12
	<i>% within Community</i>	25.0	33.3	16.7	16.7	8.3	100.0
<i>KASANPOURI</i>	<i>Frequency</i>	1	2	1	1	3	8
	<i>% within Community</i>	12.5	25.0	12.5	12.5	37.5	100.0
	<i>Frequency</i>	2	1	2	1	0	6
<i>SENTIE</i>	<i>% within Community</i>	33.3	16.7	33.3	16.7	0	100.0
	<i>Frequency</i>	32	33	20	7	5	97

<i>TUMU</i>	<i>% within</i>	32.7	34.7	20.4	7.1	5.1	100.0
	<i>Community</i>						
<i>TOTAL</i>	<i>Frequency</i>	42	50	32	17	9	150

Source: Author's Field Survey (April 2010)

4.1.2 Sex of Respondents

A proportion of males and males were purposively selected and interviewed based on acquiring the views of females especially as indicated earlier. This is to allow for gender version of the perception of community participation in project preparation and management. Also, due to some cultural prohibitions, seventy three (73) men and seventy seven (77) women were interviewed in all the six communities. In the cultures of these communities, women do not grant audience to outsiders (strangers) without permission from their spouses. But some of the projects under the study, such as the Village Loans and Savings Scheme by Plan Ghana, are pro female projects, hence accounting for the larger proportion of females in the distribution.

Results of the survey shown in Table 4.2 gives a sex distribution of males and females in each community. However, in Bamahu 100 per cent of the people interviewed were females while 0 per cent was males. The reason is that, the group that was meeting on that day of the interview was purely a single sex group. Apart from that, all the other communities have a balance segregation of male/female proportion as indicated in the table below.

Table 4.2 Sex Distribution of Respondents

		<i>Sex</i>				<i>Total</i>	
		<i>Male</i>	<i>Per cent</i>	<i>Female</i>	<i>Per cent</i>	<i>Frequency</i>	<i>Per cent</i>
Community	<i>BAMAHU</i>	0	0	11	100	11	100
	<i>BUGUBELLE</i>	10	62.5	6	37.5	16	100
	<i>KASANPOURI</i>	6	50	6	50	12	100
	<i>NAKORI</i>	4	50	4	50	8	100
	<i>SENTIE</i>	3	50	3	50	6	100
	<i>TUMU</i>	50	51.5	47	48.5	97	100
Total		73	264	77	336	150	100

Source: Author's Field Survey (April 2010)

4.1.3 Educational Level of Respondents

For any community to develop, the caliber of its human resource is an important issue to be considered. Educational attainment informs the type of responses and the understanding of respondents of the issues pertaining to community participation in project preparation and management by them. It also influences the type of employment opportunities available to the people in the community. This confirms Okech and Mwangone (2005) assertion that the quality of labour in the community controls migration of experts from other areas into the community.

The effectiveness and quality of participation of the people in project preparation and management in the community is influenced by education. The various donors of development projects will be able to estimate the skilled labour that they can mobilised

in the communities and how to fill any gap that may exist. It will also be possible to know the type of jobs that these projects should stimulate to engage the unskilled labour force. This will bring all hands on deck to contribute to the development of the community. Empirical data from the field revealed that at various levels of education, more are educated in Tumu than their counterparts in the other communities.

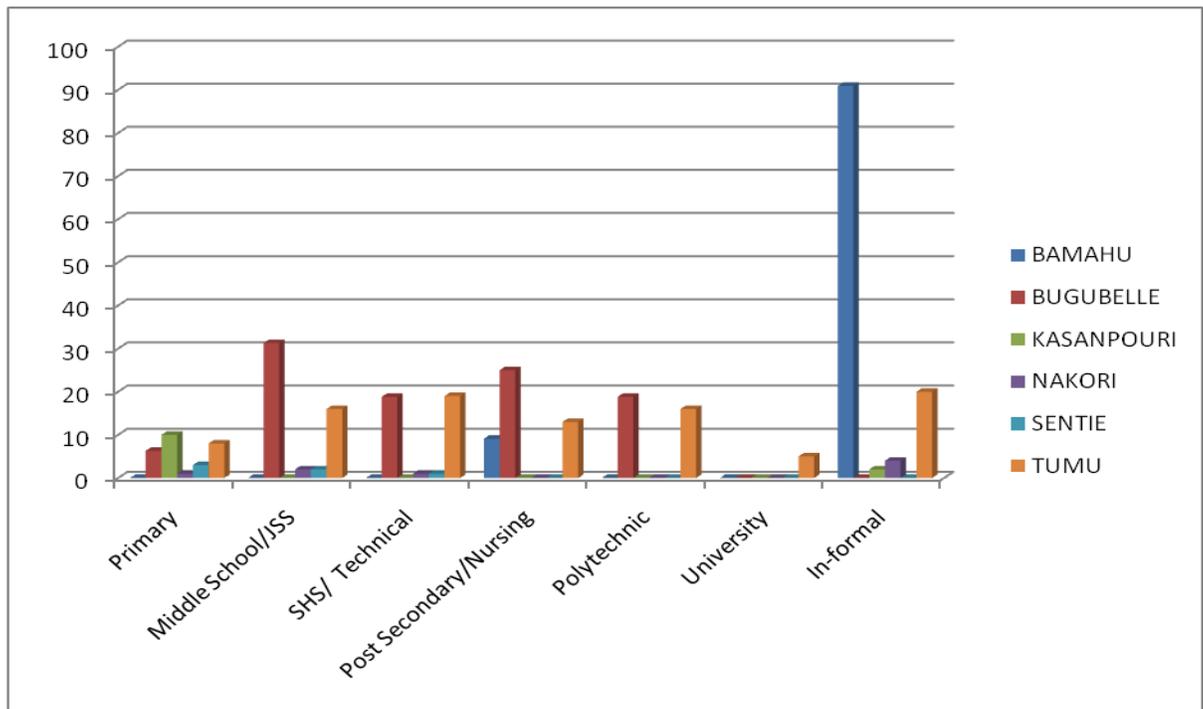
This is also due to the total sample size interviewed as shown in table 4.3 and figure 4.1. However for all communities except Bugubelle, majority of the respondents have no formal education. The literacy situation is however high in Tumu as compared to the rest of the other communities. This means that majority of the members of the communities would be engaged in low income livelihood activities as compared to their educated counterparts in Tumu. Once they are the majority, plans should be made to involve them in community development activities that do not require specialized expertise.

Table 4.3 Educational Level of Respondents

<i>Community</i>	<i>Educational Level</i>							<i>Total</i>
	<i>Primary</i>	<i>Middle School/ JSS</i>	<i>SHS/ Technical</i>	<i>Post Secondary/ Nursing</i>	<i>Polytech nic</i>	<i>University</i>	<i>In-formal</i>	
<i>BAMAHU</i>	0	0	0	1	0	0	10	11
<i>BUGUBELLE</i>	1	5	3	4	3	0	0	16
<i>KASANPOURI</i>	10	0	0	0	0	0	2	12
<i>NAKORI</i>	1	2	1	0	0	0	4	8
<i>SENTIE</i>	3	2	1	0	0	0	0	6
<i>TUMU</i>	8	16	19	13	16	5	20	97

Source: Author's Field Survey (April 2010)

Figure 4.0 Educational Levels of Respondents (Percentage)



Source: Author's Field Survey (April 2010)

4.2 Review of Community Involvement in Development Projects

Beneficiary communities' involvement in development projects that are meant to benefit themselves is very crucial to the success and maintenance of a project. It is against this background that a review was done to ascertain the role of beneficiary communities played in the above selected projects. The projects were categorised under donor, NGO and government supported projects. The analysis was done along the phases of the project cycle. For each phase of the project cycle, the extent to which the beneficiary communities were involved in the projects activities as well as their roles against that of the implementing agencies in decision making, materials provision, labour provision, project funding, supervision and post implementation management among others were analyzed.

4.2.1 The role of Beneficiary Communities in Donor supported Projects (Eu micro project).

The supported projects under review in the Upper West Region are the construction of a three unit classroom block and a Community Health Planning System (CHPs) compound at Tumu and Bugubelle respectively by the European Union Micro Project, implementation of the Livelihood Empowerment Against Poverty (LEAP) Programme in Kasanpuori and Sentie and the Village Savings and Loans Scheme Project by Plan Ghana in Bamaho and Nakori. This section will therefore examine the roles played by these six communities. Details of the statistics of community involvement in the EU project decision making can be found in appendix a and b from page 91-93.

4.2.2 Project Identification

The 6th phase of the European Union Micro project was introduced to the Sissala East District in 2006. As of then, the District was faced with so many challenges with regards to educational infrastructure, water and sanitation and health facilities. Though there had been some interventions to solve some of the challenges faced by the District, there were not enough to solve all the problems of the District.

Decisions with regards to the identification and analysis of projects in the District were done at the community level as per the project guideline. An animation was carried out by the project coordinator during a community durbar to select the most pressing needs of the community. This was further synchronised to the selection of three most pressing needs of the community. The final project, a three unit classroom block was selected

through the help of the District EU Micro Project Coordinator. The study revealed that the community was the driving force behind the decisions made.

The selection of the CHPs compound at Bugubelle was no different from the selection process in Tumu. The nearest health facility to the community is the hospital in Tumu which is about 42miles away. The news of a health facility was therefore received with much joy by community members. The community rated the project highest among no other project. As that was the only project they insisted they needed most as of then.

Figure 4.1: A three unit classroom Block Constructed in 2008 under the EU Micro project in Tumu



Figure 4.2: Front view of the three unit classroom Block Constructed in 2008 under the EU Micro project in Tumu



4.2.3 Project Design

The study revealed that when communities decide on their most pressing needs based on a needs assessment which is normally conducted by the project coordinator and the people. The final decision on the type of project settled on is submitted to the MPMU office in Accra through a report of the community animations carried out. It is there that the designs of the projects are prepared with their accompanying bill of quantities (BoQs). When this is done, a manual containing detailed drawing and other specifications of the project are enumerated and submitted to the various District Assemblies as their guide for the construction of the project. The designs of the projects are therefore not subject to any review by the beneficiary District assembly or beneficiary community. This is because any change in the design of the project would affect the BoQs and hence the need for additional money to support the changes. If an

Assembly wishers to change the design of a project, then it would have to notify MPMU for permission, and bur the additional cost of the changes to the design. The involvement in the decisions regarding the designs of the project is reflected in the responses of the two communities. According to the people of Tumu, their involvement in decisions concerning the designs of the project was low. Bugubelle community rated their involvement in project design low, (10 per cent, appendix a) and Tumu rated their involvement in project design equally as low as Bugubelle, (6.3 per cent, appendix b).

4.2.4 Project Implementation

Labour Provision

The two donor supported projects were jointly implemented by the beneficiary communities and the facilitating agency. The two communities as part of their 25% contribution to the project were supposed to provide sand, stone, water and land for the project. The Bugubelle community, due to its rural nature was able to convey the needed sand, stone, and water needed for the project. This was through the guidance of their Community Implementation Committee for the project (CIC). An artisan was however contracted for the actual construction of the CHPs compound. The people also provided shelter and food for the artisans. The community rated their role as 48.9 per cent as against 51.1 per cent for EUs involvement.

The situation in Tumu was however slightly different from that of Bugubelle. Tumu is relatively an urban town with a high rate of literacy, and so the possibility of the CIC mobilising members of the community to gather sand, stone and water and carry it to the project site was impossible. The parents' teacher association (PTA) decided to levy

themselves so that the money that would be generated would be used to purchase the required sand, stone and water for the project. And so this was carried out until the completion of the project. Artisans were however recruited for the actual construction works and paid off by the project. The community rated themselves as 15.8 per cent as against 84.2 per cent of EUs contribution.

Material Provision

All the materials for the construction of the two projects such as cement, wood, nails and other building materials were provided by the European Union through its 75% contribution. This was based on the BoQs of each project design. The equipments for the operation of these facilities were provided by the departments that the projects fall under, i.e. Ministry of Health and Ministry of Education. And so both teaching and learning materials were provided by the educational ministry through the District Education Directorate and that of health, through the District Health Directorate. Both communities, Bugubelle and Tumu rated their role in the provision of materials to the project as 0 per cent (appendix: a and b).

Cash Provision

Principle of the Partnership

The Government of Ghana (GoG) and the European Union (EU) under took the micro project on the basis of a “partnership” between the community, the District Assembly and the Micro Projects Programme (MPP).The principle of the partnership underscores the need for ‘self –help’ spirit on the part of the beneficiary community. Consequently, MPP requires that at least one fourth (1/4, 25%) of the total project cost be provided

from local resources, with a maximum of three fourths (3/4, 75%) being provided from micro projects finance. The research however revealed that, the project was entirely financed by the European Union through its 75% contribution. The money provided catered for the purchases of raw materials and the payment of artisans that were recruited for the project. Since most communities were unable to honor their side of the bargain. In Bugubelle, the community members catered sand, stone and water which when quantified would form their 25% contribution they were to pay. The situation in Tumu was a little different. Due to its high literacy rate and the fact most parents are public sector employees, the parents decided to levy themselves every month for the money to be used in carting sand, stone and buying of water to aid in the construction of the project. This could be equated to the community's 25% contribution as shown in appendix a.

Procurement

All procurements for the projects were done by the District Assembly through the District Implementation Committee chaired by the District Chief Executive. All procurements were done through the procurement process of vetting three invoices before approval is given for one. This explains why the communities rated themselves 0 as against 100 for the District Assembly.

4.2.5 Project Monitoring and Evaluation

The survey revealed that the two donor supported projects were jointly supervised by the beneficiaries of the project but at a minimal rate. In Tumu the project was sited a bit out of town hence making it extremely difficult for beneficiaries to easily monitor it. The same can be said of the CHPs compound in Bugubelle. So much of the monitoring was left onto the artisans of the project and the Community Implementation Committee members (CIC). The evaluation of the project was mainly done by the District Implementation committee and the EU technical consultant. The community was not involved in this exercise and this is why they rated themselves very poorly from the tables above.

Members of the two communities maintain that the projects benefits have been enormous. The people of Tumu admitted that before the construction of the day care centre, most parents were always worried as to where they would live their children knowing that they are in safe hands whiles they also go to work. They continued that the project had come to relieve them of the burden of living their children with baby sitters and the worry of getting better educational foundation for their children. The headmistress maintained that since the construction of the school block, enrolment had increased drastically hence the need for additional classrooms to cater for the increasing numbers.

The Bugubelle community on the other hand recalled some of the instances where pregnant women had to be carried on donkey cart or bicycle for delivery. Others recalled the numerous instances of snake bites during the rainy season that ended up killing both

the young and the old. The construction and operation of the CHPs had come to solve most of their ailment problems and improved their man power for their predominantly agricultural activities. Hence they were very much grateful for the project and requested for more.

Figure 4.3: A CHPs compound constructed in 2008 in Bugubelle under the EU Micro project.



Figure 4.4: A picture showing a CHPs compound constructed under the EU project in 2008 in Bugubelle



4.3.1 The role of Beneficiary Communities in Government supported Projects.

The implementation of the livelihood Empowerment Against Poverty programme is being implemented in Kassanpouri and Sentie all in the Sissala East District. The detailed statistics can be found in appendix c and d of page 95-97.

4.3.2 Project Identification

The two projects above were government initiated projects and supported by the beneficiary communities. The survey revealed that before the inception of the programme, poverty in terms of good shelter, food, clothing, water, soap and other basic needs were hard to come by in both communities.

The households interviewed revealed that, members from Kassanpouri were disadvantaged in so many development projects and interventions that the District was benefiting from. Despite the fact that the community is populated by middle aged, majority of them do not have jobs. The only job available to most of them is farming which has become an unfavorable venture due to the erratic rainfall pattern. Based on these factors, the community was selected by the social welfare department to benefit from the project. The community therefore rated themselves low, (5% to 95% by the social welfare department) as shown in appendix c.

The case of Sentie was not different from Kassanpouri. The study revealed that the community before the intervention of the project had identified school, clinic and water as the most pressing need of the community. Notwithstanding these, the community a predominantly agrarian is unable to produce enough to feed its self. Sentie with a much youthful population from table 4.2 experiences its fare share of migration during the dry season and this to a very large extend affects economic activities in the area. Hence their involvement in the project. The community however rated themselves (10% to 90% for the welfare department) as shown in appendix d.

4.3.3 Project Design

Interviews with households from the two communities i.e. Kassanpouri and Sentie showed that the beneficiary communities involvement in decisions concerning the designs of the projects were low. The project according to some of the community members was introduced to them by some people from the government who they later found out to be a committee (Community LEAP Implementation Committee) that was to

assist in implementing the project. Despite their low involvement in the project they were grateful for the selection of their community as a beneficiary in the whole project. They therefore rated themselves 0 to 100% for both cases.

4.3.4 Project Implementation

Labour, Cash, Material Provision and Procurement

The survey revealed that, the two communities did not provide any form of labour cash or material for the project implementation. Three community members from each community, who could read and write, were selected from the two communities to form the Community LEAP Implementation Committee. All materials meant for the implementation of the project were procured by the Ministry of Social Welfare through the District Social Welfare Department of the District Assembly. All the Monies to be given to the identified vulnerable households were provided by the Ministry through the District Assembly and finally the Social Welfare Department before disbursed through the post office. These bureaucratic stages take longer periods before they get to the District Level for disbursement to take place. This was affecting the implementation of the programme as a whole. The two communities therefore rated themselves very low in all these activities as shown in appendix c and d.

4.3.5 Project Monitoring and Evaluation

The role played by the beneficiaries of the government support project in monitoring and evaluation was not very encouraging. Some members of the two communities declared that some community members out of curiosity and fear of unfair distribution of the

money found themselves at the post office every time disbursement was going on. They therefore rated themselves very low as shown in appendix c and d.

Figure 4.5: A group of LEAP beneficiaries being assisted to collect their monies in (Sentie, 2009).



Figure 4.6: A group of LEAP beneficiaries being assisted to collect their monies in (Kassanpouri, 2009)



4.4.1 The role of Beneficiary Communities in Non Governmental Organizations (NGOs) supported Projects through the Village Savings and Loans Association in Bamahu and Nakori. The detailed statistics can be found in appendix e and f of page 99-102.

4.4.2 Project Identification

The Village Savings and Loans Associations (VSLA) were introduced to the Bamahu and Nakori by Barclays UK in partnership with Plan Ghana and CARE International. The basic principle of the Village Savings and Loans System is that members of a self selected group voluntarily form a VSLA and save money, through the purchasing of shares (savings). The savings are invested in a loan fund from which members can borrow, repaying with a service charge determined by members. The primary purpose of a VSLA is to provide simple savings and loan facilities in the two communities as they do not have access to formal financial services. Hence the technicality involved makes it impossible for the community members to initiate or design such projects. Bering in mind their non-involvement in this process, the community members rated themselves low in appendix e and f.

4.4.3 Project Implementation

Community Participation

Associations are autonomous and self managing. The survey discovered that VSLA are made up of 10 to 25 members. The purpose is to strike a balance between being big enough to create a useful pool of capital and small enough to keep meetings manageable. Members self selected themselves, and are among the adult population. The membership

was however opened to both women and men. The association is comprised of a general Assembly and a management committee. Members of the management committee are elected by the General Assembly who directly manage the activities of the Association. Meetings were equally held at regular intervals, weekly or fortnightly. The two communities therefore rated themselves very high as they saw their participation as the essence of the whole association. Figure 4.7 and 4.8 shows some community members in Bamahu and Nakori being taken through some animation in preparation for the VLSA Programme by Plan Ghana. Figure: 4.8 (Bamahu, 2010)



Figure 4.8 (Nakori, 2009)



4.4.4 Material, Cash provision and Procurement

The survey revealed that the Associations provide money box for saving of the money, a bell to call meetings to order, benches and a table for the members to sit during meetings. And these procurements were done strictly under the supervision of the project coordinators. All other procurements were done by Plan Ghana without their involvement. Cash generated as a result of the activities of the project was left in the hands of the community members to decide on what they wanted to do with their individual monies. The community therefore rated its self very high as shown appendix e and f.

4.4.5 Project Monitoring and Evaluation

Monitoring among and between members was observed to be a key issue in the association. Individual members monitored to ensure that their savings were registered properly by the treasurers and members who were borrowing were being given the right amount and also paying the right interest. Members take each activity at meetings more seriously as they believe vigilance is the sure rest way to ensure that the association's activities succeed. After a cycle (year) when disbursement takes place, some members reenroll onto a new scheme based on their performance in the old scheme. The study revealed that in most situations, members reenroll for the next scheme. Project coordinators also do assess the schemes to determine whether the objective of Plan Ghana and Care International as far as VSLA is concern is being met. Appendix I from the back page depicts pictures of a typical day of a VLSA meeting at Bamahu.

4.5 Community Participation Mechanism

To ensure community development through participation, the two case study Districts, Sissala East and Wa Municipal planning and coordinating units, have been coordinating the activities of development actors in their Districts. According to the two Assemblies, dialogue is the main tool between them and development agencies on the importance of involving community members in their development activities. Intermittent sensitisation and community animations are normally held in communities to educate them on the need to concern themselves with development projects that are implemented in their communities and for that matter take part.

According to the District planning officer for the Sissala East District, before a donor project is implemented, community animation must be held to inform their people as to what the project is all about, what the community stands to benefit from the project and the role the community is expect to play in the project. This according to him makes implementation faster and ensures sustainability of the project. Financial difficulties however often hamper the carrying out of this duty especially among government sponsored projects that are often awarded on contracts.

The following participatory mechanisms were identified in the District. These mechanisms were common to donor, government and Non Governmental Organisation supported projects. The commonest among them were;

- Counterpart funding: Counterpart funding happens to be one of the mechanism adopted by donors and other development actors to ensure beneficiary participation and commitment to development projects. EU, Community Based Rural Development Projects (CBRDP) and the District Wide Assistance Project (DWAP) were some of the projects identified in the two Districts operating this mechanism.
- Information sharing: The study established that, the most essential way for participation by communities to occur is for them to have the same information on a particular project, as the implementing agencies. Information related to projects should be shared with beneficiary communities as a way of getting them involved in projects. The study revealed that there was a “two way” information flow, from the government implementing agency or donor to the community

beneficiary and a reverse flow, from the beneficiary to the implementing agency. That is top bottom-bottom up approach.

- **Shared Decision-Making:** Shared decision-making is used to engage beneficiaries in joint discussions, planning and decision making. The study revealed that this mechanism was commonly used in the donor supported projects than in the government supported projects.
- **Consultation Mechanism:** The study disclosed that, consultation was often carried out through field visits, interviews and meetings. In the course of the project's implementation, the beneficiary communities of the donor NGO and government supported projects were consulted in one way or the other, by the facilitating agencies or consultants.
- **Joint Assessment:** Joint assessment is carried out in projects through participatory assessments and evaluations. The study revealed that joint assessment rarely occurred in the government supported projects. It was rather in the NGO projects that the implementing agencies and the beneficiary communities jointly carried out assessments and reviews.

4.6 Factors Responsible for Low Community Participation in the projects under review

The study revealed that though community participation in development projects is vital, there are some constraints to its facilitation. Some of these bottlenecks identified in the projects under review are discussed below.

- The study disclosed that participatory approaches take ample time which in most cases is not fostered into the projects time frame. As a result, the facilitating

agencies in most cases satisfy donors by beating time to the detriment of participation.

An interview with some of the facilitating agencies revealed that, donors normally require the implementing agencies to achieve project outputs within the stipulated time irrespective of whether participatory approaches were adopted or not. It was also revealed that projects are normally evaluated on project output of which participation is rarely a part. The study identified this constraint as one of the reasons why the LEAP project is facing a lot of difficulties with regards to the non involvement of community members in the initiation of the project and also the weak monitoring and evaluation mechanisms to facilitate the project.

- Related to the above is the community availability issue. Most of the households interviewed admitted that nothing could convince them to participate in a project at the expense of their livelihood activities. The beneficiaries were mostly farmers and for that matter were not ready to satisfy their farming periods for community projects. They stated that due to the one rainy season period, they needed to use the time judiciously. Some of the community members were of the opinion that since projects were often awarded to contractors, and they are well paid to do the job there is no need to participate since they will only be offering a free service. This mind set was one of the major stabling blocks to the implementation of the EU projects (Construction of three unit classroom block and the construction of a CHPs compound) And so a few members participated in the fetching of sand, stone and water for the project.

- The study also established that, community members are increasingly demanding for transparency and accountability from their leaders and there seem to be strife when these demands are denied. The study identified low accountability on the part of community leaders to the entire community as one of the factors responsible for low level of participation in projects. In Tumu, for instance, levies for the school project was not forthcoming due to the fact that the community leaders and the community implementation committee were not accounting regularly for monies paid much earlier.
- Disparities in counterpart funding was also a constraint to participation. The study revealed that some community members felt cheated when they realized other communities in the District had benefited from projects that required virtually no contribution from the beneficiaries. In Bugubelle for instance the people could not come to terms with the fact that some communities benefited freely from HIPC and Common fund projects, but they were made to contribute towards their EU project (CHPs compound).
- The study established that bureaucratic administrative structures under which some of the implementing agencies work also negatively affect participation. The study also revealed that there were times when the government implementing agencies failed to include the communities in decisions made at the District Assembly. Some of the facilitating agencies explained that even though the agencies sometimes involved the communities in decision making, they were not obliged to do so all the time. This was a case in point under the LEAP programme in Kassinpouri and Sentie.

4.7 Assessment of the Sustainability of the Case Study Projects.

Sustainability is one of the top concerns in development efforts. The ability of the beneficiary communities to sustain the projects after implementation is greatly desired. This section of the study examines the sustainability of the projects under review. For the purposes of this study, the three DFID's (2000: 12), sustainability indicators were used for the assessment. They are financial capacity, management capacity and community commitment. The sustainability indicators in this context are explained below.

- **Management Capacity:** There are structures in place that have the capacity to continue the functioning of the project over a long term.
- **Financial Capacity:** The ability and willingness to contribute financially towards the project. This could be through levies, user fees or revolving fund.
- **Community Commitment:** The willingness of the community to prevent the project from being damaged and ability to manage damages when they occur.

i. Management Capacity

The study discovered that two donor supported projects built the capacities of some community members in groups by equipping them with the requisite skills for the management of the projects. In the case of the EU projects in Tumu and Bugubelle, Community implementation Committees was formed. It included a membership of a chairman, secretary, treasurer, store keeper, women's organiser, and three other members. They were taken through book keeping, organisational training, store records keeping, minutes writing and other capacity building training.

Similar capacity training was also provided for the Community LEAP Implementation Committee (CLIC) at the community level in Sentie and Kassinpouri. Members were trained on how to identify those who qualify to be considered under the programme, that is;

- Extremely poor subsistence farmers and fisher folks,
- Extremely poor citizens above 65 years
- Incapacitated/extremely poor PLWHAs
- Pregnant women/ lactating mothers with HIV/AIDS

Likewise the NGO projects (VLSA), Plan Ghana built the capacities of their members through community animations and sensitisation to equip the community members with the vital skills to manage the project. Much emphasis was however laid on the general Assembly and the management committee, who were responsible for the day to day running of the association.

ii. Financial Capacity

The study revealed that the community members of Tumu decided to levy themselves for the construction of the EU school since they could not go fetching sand, stone and water. This almost every parent tried to do. The contribution of each parent was collected and managed by the CIC on behalf of parents. According to the headmistress of the school, the school was depending on 12 Ghana Cedi feeding fee levied on parents every term to feed the children. This she insisted was highly inadequate and could not last till the end of the term. Hence the need for more support to be able to feed the children. The CHPs compound also under the same project was fully constructed through the 75% contribution of the project. After its handing over to the Ghana health service, the

Director of the service intimated that it was their responsibility to equip the centre and run it. This he maintained involved the acquisition of medicine and other medical logistics and tools to make the place function. An investigation however revealed that the compounds were operational but not fully.

With the financial operations of LEAP in Sentie and Kissanpouri, much depended on the timely releases of funds from the central government for it to be disbursed to the identified individuals and households in these communities. The Social Welfare Director in an interview stated that releases of funds often delayed and thus affecting the running of the programme. He also complained of the lack of funds for monitoring activities on the field hence affecting proper assessment of progress of work. Unnecessary bureaucratic processes he continued were hampering the speedy execution of work.

The Bamahu and Nakori communities through the (VLSA) were committed to financially sustaining the project since they know it is their contribution that would sustain the association. In an interview with some of the community members, they stated that they were more committed to the project because it served as a livelihood to them. Some intimated that the project was what was sustaining their families and they would continue to be in it until otherwise.

iii. Community Commitment towards Project Management

In an interview with the head mistress of the school constructed in Tumu under the EU project about the commitment of parents towards the school, the headmistress lamented that after the construction of the school parents and the community at large had lost interest in the school. She explained that parents were no more interested in contributing

towards the maintenance of the school with the excuse that the capitation grant was supposed to cater for such issues. The headmistress added that though it is the capitation grant that is to help maintain the school, the money is never enough to take care of the huge expenses of the school and it never came on time. The school was therefore in distress as far as community commitment was concern. The same could not be said of the CHPs compound in Bugubelle. According to the nurse, the community members often came around to assist clean up the place anytime they were called upon and were most often willing to contribute as and when there was the need.

According to the Director of the social welfare, the LEAP programme was initially received with much enthusiasm in both Sentie and Kassinpouri. But this dwindled away after the first year when the money meant for the programme was not fought coming as it use to. Some of the beneficiaries according to the coordinator started politicising the entire programme hence making it difficult for genuine people who qualify under the programme to come under it. The lack of funds to also monitor activities regularly was also hampering the success of the programme.

Community members in Nakori and Bamahu under the (VLSA) in an interview showed a lot of interest and commitment to the whole programme. They intimated that, the programme was running on their money and so any lack of interest would mean not being interested in once investment. They therefore attached all the seriousness needed to ensure that the project is successful. Participants were also very happy about the commitment of the Plan Ghana facilitators. Since they were always at their meetings to monitor events. They were therefore grateful to them and the NGO as a whole.

4.8 Comparative Analysis of Beneficiary Communities Participation in Donor NGO and Government Supported Projects.

This section comparatively assesses the levels of participation of the beneficiary communities to donor projects, government projects and nongovernmental projects. To objectively do this a summated scale, which ranges from “0 to 4” was developed with the help of the beneficiary communities. The scale was used to rank the participation of beneficiary communities and the facilitating agencies. A higher score implies a greater participation. As much as this scale is useful in determining the levels of beneficiary communities’ participation in development projects, depending on the context with which it is used, it could be subject to various interpretations.

Table 5.0: *A scale for Analysing Community Participation in Development Projects*

<i>Score</i>	<i>Description</i>
<i>4</i>	<i>Took an initiative in the activity and exclusively carried out the activity</i>
<i>3</i>	<i>Played a greater role in the activity</i>
<i>2</i>	<i>Equal support from counterpart body</i>
<i>1</i>	<i>Played a little role in the activity</i>
<i>0</i>	<i>Played no role in the activity</i>

Source: Author’s Field Survey (April 2010)

Table 5.1 Community Participation In Development Projects

<i>Project Activity</i>	<i>Projects</i>		
	<i>EU</i>	<i>VLSA</i>	<i>LEAP</i>
<i>Project Identification</i>	2 / 2	1 / 3	1 / 3
<i>Project Design</i>	1 / 3	0 / 4	0 / 4
<i>Project Implementation</i>	2 / 2	3 / 1	0 / 4
<i>Project Monitoring</i>	1 / 3	3 / 1	1 / 3
<i>Project Evaluation</i>	0 / 4	2 / 2	0 / 4
<i>Project Funding</i>	1 / 3	2 / 2	0 / 4
<i>Post Implementation Management</i>	0 / 4	2 / 2	0 / 4
Total	7 / 21	13 / 15	2 / 26

Source: Author's Field Survey (April 2010)

Table 5.1 presents a degree of the beneficiary communities' participation as against that of the facilitating agencies, in each of the projects activities. The numerators indicate the communities' participation whilst the denominators represent the facilitating agencies participation. The ideal situation is where a project would be rated 4 in all the activities. This would give a total score of 28. In dividing the total scores obtained in each project category would give the following results;

- EU: $7 / 21 = 0.33 = 33\%$
- VLSA: $13 / 15 = 0.86 = 86\%$
- LEAP: $2 / 26 = 0.07 = 7\%$

In relating to the above results, it could be concluded that a score of 28 / 28 would give a result of “1”. Using a scale of “0 to 1” with “0” being the least score and ‘1” being the highest score, this can be placed on the four levels of participation as follows.

Table 5.2: Level of Community Participation in Development Projects

<i>Level of Participation</i>	<i>Description</i>	<i>Role Played</i>
<p>“0.76 – 1.00”</p> <p><i>Self mobilization</i> <i>(Most desirable)</i></p>	<ul style="list-style-type: none"> • <i>Community takes the initiative</i> • <i>Community identifies and analysis the problem</i> • <i>Community mobilises funding for the project</i> • <i>Community implements the project</i> • <i>Community manages project after implementation</i> • <i>Community plays a greater role than the facilitating agency</i> 	<ul style="list-style-type: none"> • <i>Most roles played by the community</i> • <i>Community independently initiate change whiles</i> • <i>The development agency supports the initiative</i>
<p>“0.51 – 0.75”</p> <p><i>Interactive</i></p>	<ul style="list-style-type: none"> • <i>Community and facilitating agency jointly identify and analyse problem</i> 	<ul style="list-style-type: none"> • <i>Community virtually plays equal role as the development agency</i>

<p><i>Participation</i> <i>(Desirable)</i></p>	<ul style="list-style-type: none"> • <i>Community and facilitating agency jointly mobilise funding on an agreed percentages</i> • <i>Community and facilitating agency jointly implement project</i> • <i>Community and facilitating agency jointly monitor and evaluate project</i> • <i>Community and facilitating agency jointly manage post implementation issues</i> 	<ul style="list-style-type: none"> • <i>Community do analysis</i> • <i>Development agencies plays a facilitating role</i>
<p><i>“0.26 – 0.50”</i> <i>Participation by Consultation</i> <i>(Less desirable)</i></p>	<ul style="list-style-type: none"> • <i>Facilitating agency consults community to identify and analyse problems</i> • <i>Facilitating agency consults community in mobilising funds</i> • <i>Facilitating agency consults community on project implementation</i> • <i>Facilitating agency consults community on project monitoring and evaluation</i> • <i>Facilitating agency consults community on post implementation management</i> 	<ul style="list-style-type: none"> • <i>Community plays a lesser role</i> • <i>Community gives views</i> • <i>Development agency defines problems and solutions</i>

<p>“0.1 – 0.25”</p> <p><i>Passive Participation</i></p> <p><i>(Least desirable)</i></p>	<ul style="list-style-type: none"> • <i>Facilitating agency identifies and analysis problem and tells community</i> • <i>Facilitating agency mobilises funding for the project and relays information to community.</i> • <i>Facilitating agency implements projects and informs community</i> • <i>Facilitating agency informs community about post implementation management</i> • <i>Facilitating agency plays more role than the community</i> 	<ul style="list-style-type: none"> • <i>Community plays least role</i> • <i>Community receives information</i> • <i>Development agency gives out information</i>
---	---	---

Adopted from Mikkelsen, 2005

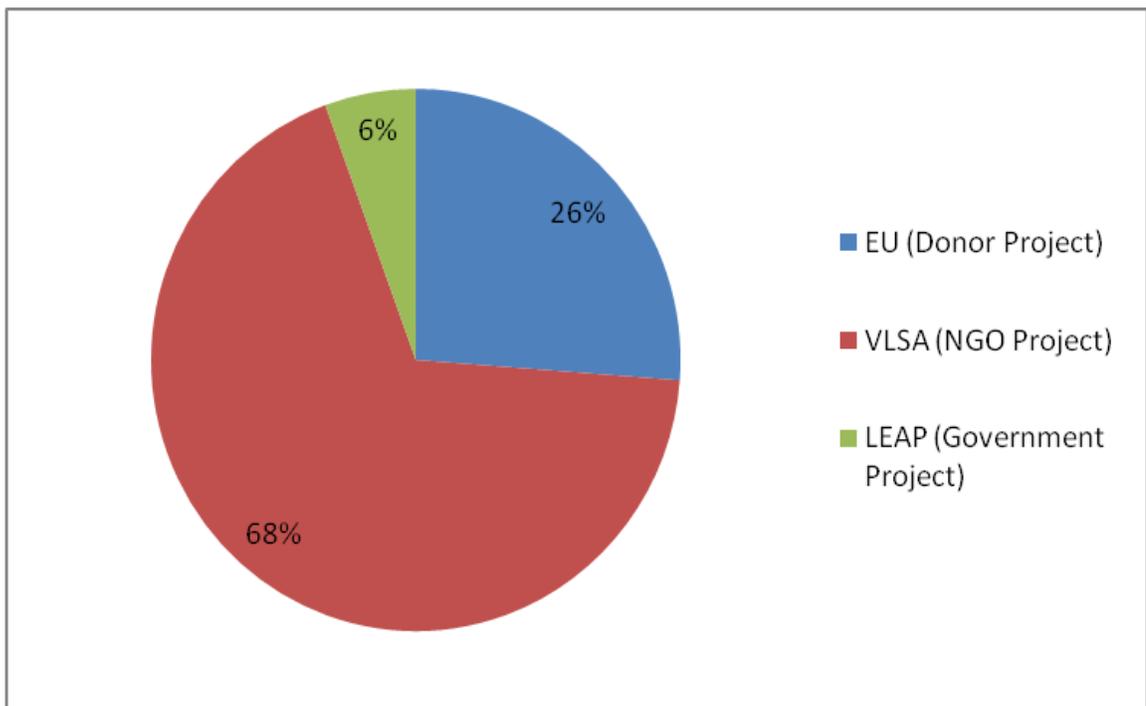
The analysis gives varying levels of beneficiary participation in the donor support project (EU), Government project (LEAP) and NGO project VLSA. The beneficiary participation in the donor supported project (EU) scored 7 (0.33), Government project (LEAP) scored 2 (0.07) and finally the NGO project (VLSA) scoring 13 (0.86).

The analysis has further revealed that the beneficiaries of the donor supported projects were not too involved in the implementation of the project. For instance a total of 33% of community beneficiaries from the table above (table 5.1) were involved in project activities. They however participated by consultation going by Mikkelsen’s level of community participation in development project which is a less desirable form of participation

The government supported project (LEAP), scored the least in the level of community involvement in project participation. A total of 7% score represented the level of community participation in this project. This according to Mikkelsen, is a passive form of participation which is most least desirable form of participation.

The VLSA project in Bamahu and Nakori involved about 86% of its community beneficiaries. This was the only project that the community beneficiaries participated fully. Hence the most desirable form of participation (self mobilization) as indicated above in table 5.2. The analysis clearly indicates therefore that community beneficiaries are more involved in NGO and donor support projects rather done government projects.

Figure 4.9: A pie chart showing the percentages of Community Participation in Development Projects



Source: Author's Field Survey (April 2010)

CHAPTER FIVE

KEY FINDINGS, RECOMMENDATIONS AND CONCLUSION

This chapter presents the summary of the key findings drawn from the comparative analysis of community participation in NGO, government and donor supported development projects. It also encompasses some recommendations and conclusions to the study.

5.1 Main Findings of the study

The studies on the three projects unveiled some similarities and variations in beneficiary communities' participation in NGO, government and donor supported projects. Generally, there was more beneficiary community participation in the NGO and donor supported projects than in the government supported projects

5.1.1 Government Supported Projects, LEAP in Sentie and Kassinpouri

- The study revealed that the government supported projects (LEAP) was totally an initiative government brought down to the beneficiary communities. The communities were only in support of it since they felt it was free money that would bring relief to the vulnerable, disabled and the aged.
- The beneficiary communities' involvement at the design phase of the government supported project was non-existent. The project was virtually designed by consultants in collaboration with the government implementing agencies and brought down for implementation.

- The communities' involvement at the implementation phase was quite encouraging. However, the implementation phase was driven by the implementing agencies, social welfare department and the Ghana Post Office.
- The study also disclosed that monitoring and evaluation of the government supported projects was poorly being done due to lack of funds to implement this task. This was therefore making it difficult to assess the progress of the program.
- It was also observed that some members in the two communities, though qualified decided to opt out since they felt it was politically motivated.

5.1.2 Donor Supported Project, EU micro project in Tumu and Bugubelle

Relatively the donor supported projects offered more beneficiary involvement in the projects' activities.

- The study revealed that the EU project was conceived and initiated by the government in collaboration with the donors. The micro projects (a three unit classroom block and a CHPs compound) at the community level were however initiated by the community members themselves through community animations conducted by the Project District Coordinator. It is worth noting that even though the communities did not initiate the projects at the national level, the facilitating agencies (Sissala East District Assembly and project coordinator), through participatory methods were able to facilitate the communities into accepting and owning the projects.
- It was revealed that whereas the community members of Bugubelle were able to carry sand, stone, and water to the project site as part of their 25% contribution to

the project, their counterparts in Tumu could not do this. They had to rely on the service of a tipper truck to carry out this exercise and pay for the services through monies they were able to generate through community levies. This was observed to be due to the high level of literacy rate in the community hence preventing most of them from physically carrying out this act. Hence a much lower level of direct participation

- There was a significant involvement of the beneficiary communities in the implementation phase of the projects. The study revealed that the beneficiary communities were the driving force for the projects implementation. The beneficiary communities' contribution was in-kind and cash. The communities provided cash, labour and some building materials. Counterpart funding required by the project was 25% of the total project cost in kind or cash. All other funding and provision of materials and equipments were provided by the donor – EU at a total of 75% of the project cost.
- Monitoring of the two donor supported projects were jointly done by the beneficiary communities and the District Project Coordinator. However, the beneficiary communities played little role in the evaluation of the projects.

5.1.3 NGO Supported Projects, Village Loans and Savings Association (VLSA) in Bamahu and Sentie

- The study revealed that the project was an initiative of Plan Ghana and Care International with support from Barclays UK with the aim of inculcating in

people the habit of savings culture. The communities were in support of it since they knew it was for their own benefit.

- The beneficiary communities' involvement at the design phase of the projects was non-existent. The project was also designed by consultants in collaboration with their partners and funding agencies.
- There was high level community participation throughout the implementation phase. The project by its nature is a continues participatory process and therefore demands the attention of members involved. The project coordinators were also very supportive through attendance of meetings as they made it a point to attend any time a group was meeting.
- The study also revealed that there was a high level of monitoring and evaluation. It was observed that members of the groups monitored each other to ensure that mistakes were not made in the entries of contribution or withdrawals from the main savings. The coordinators also availed themselves anytime an association was meeting to coordinate and solve whatever problems an association or a group encountered. Evaluation was also mainly done by the project coordinators to ascertain whether the project impacts were being met. Members of the groups also evaluated themselves at the end of each year.
- The members of all the associations were however very grateful to Plan Ghana for introduction of the project since it was helping them a lot in their personal and family live.

5.1.4 Similarities and Disparities in Beneficiary Involvement in NGO, Government and Donor Supported Projects.

The study on the three projects unveiled some similarities and variations in the beneficiary communities' involvement in NGO, government and donor supported projects. A summary of these similarities and differences are presented below.

The major similarities identified by the study are that:

- The beneficiary communities' involvement in the design of the NGO, government and donor supported projects was generally low. The designing of these three projects under review were championed by consultants in collaboration with the implementation agencies, with little involvement of the beneficiary communities. The projects were however not forced on the six community members examined, as through some level of animations, projects were accepted by community members.
- There was a substantial involvement of the beneficiary communities in project implementation for all the three projects under review. Participation took the form of cash contributions and in-kind services in the form of labour and material provision.
- The study also revealed that there was low beneficiary involvement in evaluation of the projects. The projects were evaluated by consultants in collaboration with the implementation agencies with little involvement of the beneficiary communities.
- Only the donor supported project (EU) required some counterpart funding from the beneficiary communities. The contribution was in cash or kind in the form of

materials for construction. The NGO and the government projects did not require any counterpart funding.

5.1.5 Key Factors Responsible for Low Community Participation in Government NGO, and Donor Supported Projects.

Five main factors were identified to be responsible for low community participation in both the government and donor supported projects. These are:

- The rigidity and limited time for project implementation discourages implementing agencies from adopting participatory processes. The study disclosed that participatory approaches take ample time, which in most cases is not factored into the projects time frame.
- Related to the above issues are the community availability issues. Participation turns to be low when a project's implementation period coincides with the peak farming period. This is because practically the people would be highly engaged in their livelihood activities (farming).
- The study identified low accountability on the part of community leaders to the entire community as one of the factors responsible for low level of participation in the projects. Participation in the form of financial contribution is low when the community has accountability problems with community leaders.
- Disparities in counterpart funding was also identified as a constraint to participation. The problem was more evident in government projects, where beneficiaries could not reconcile the differences in counterpart funding. Some government projects (for instance HIPC), required no contribution from the

beneficiaries whereas others like the EU project required a specific percentage contribution from the beneficiary community.

- The study established that bureaucratic administrative structures under which some of the implementing agencies work do not promote participation, due to the fact that participation requires professionals to deal with beneficiary communities as equals and involve them in decision making.

5.1.6 Local Structures for Community Participation

The study identified the following local structures very useful in facilitating community participation. Some of them were formed as a result of the projects. Examples are: Community Implementation Committee by EU and LEAP. The VLSA is also made up of members of a management committee who are elected a General Assembly. The Assembly members, Unit Committees, Chiefs and Elders, School Management Committees, Parent-Teacher Associations and faith-based organizations such as the Christian and Muslim groups. These structures facilitated the mobilization of labour and other resources in support of the projects.

5.1.7 Project Sustainability

The sustainability of the projects was of a great concern to the development actors. The study revealed that management capacities of the beneficiary projects were strong except for LEAP. All the communities have committees trained and equipped with the requisite skills to manage the projects. Financially, the study disclosed that the beneficiaries of the NGO supported project had the capacity and the willingness to support the project. Funds were easily mobilized by the Bamahu and Nakori communities in support of the

project. The EU project could also sustain its self through their mother departments that they belong to i.e. GES and GHS. The LEAP which is a government project is not however financially stable. The study revealed variations in the levels of community commitment to prevent and manage damage. The commitment of the beneficiaries of the donor supported projects is low. The Tumu and Bugubelle community members are not willing to do anything after the construction of the project. The study revealed that there is a high communal spirit and enthusiasm towards the VLSA project continuity. On the other hand, the commitment level towards the government and donor supported projects needs much to be desired.

5.2 Recommendations

1. Project Duration

Participatory approaches in development projects takes so much time, as much as implementing bodies would normally want to satisfy donors by beating time at the expense of participation or have themselves to be blamed for non performance. This was true for the EU project. The survey revealed that the project took off in haste without much attention to community animation and sensitization. To get beneficiaries involved throughout project cycle demands ample time. The study therefore recommends that donors and development practitioners in general (especially consultants) to design the logical framework, and incorporate time for participation. This will enable the facilitating agencies room to ensure adequate participation of project beneficiaries.

2. Re-Orientation of the Governmental Implementing Agencies

Government implementing agencies are the ‘frontlines’ of development, as such, the development approaches it adopts largely determine how effective projects would be. However, government facilitating agencies work under bureaucratic systems that have little room for beneficiary participation, to Oakley (1991), such bureaucratic administrative structures retain control over decision-making, information and knowledge which beneficiaries would require to play an effective part in development activities. Administrations imbued with this culture also have a negative attitude towards the practice of participation (Oakley 1991).

Some efforts are being made to re-orient the approach of these agencies to participatory development. The study therefore recommends that the government implementing agencies consciously integrate participatory approaches into their work. In-service training in participatory approaches for the staff of government implementing agencies would go a long way to engender beneficiary participation in development projects.

3. Policy Dialogue

The study has recognized the need for a policy dialogue between donors and recipient governments on the need for beneficiary participation at all stages of the project cycle. In fact, donors and governments should make community participation one of the criteria for funding and enforce it during project implementation. Community participation should be one of the focal points during evaluation of projects.

Secondly, there is the need for ‘partnership for participation’ between donors, Civil Society Organization, NGOs and governments where forums would be held for

interaction and negotiation on the topic of participation. This would help to determine how the partners can work together to make community participation a reality.

4. Procurement

The study revealed that contractors and materials suppliers were engaged without the knowledge and involvement of the beneficiary communities. Due to this, the communities could not have the moral right to monitor the services of the service providers. It is recommended that the beneficiary communities be involved in the engagement of service providers. For this reason, the study recommends that the District Assemblies in collaboration with development partners should organize intensive capacity building workshops in the areas of basic book keeping and accounting procedures as well as negotiation skills for beneficiary communities. Though the store keepers of the EU project were thought some material entry skills, that could not be considered a total education on the subject matter. The same could be said of the VLSA and LEAP programmes.

5. Re- Assertion of the Role of the Traditional Authority

In times past, community development initiatives were one of the key responsibilities of the Traditional Authorities. However, this vital function has been relinquished to the government, which is far from the situation in time past. If the most desirable level of participation (self mobilization) would be achieved, then the study recommends that the Traditional Authority re-asserts itself to play a more active role in community development, taking the initiatives in addressing the felt needs of their communities.

6. Transparency and Accountability

The study revealed that cash contributions from the communities were not forthcoming. One of the reasons was that some community leaders and committees for projects had not been transparent and accountable to their communities on financial issues. Monies realized from the EU projects for instance were not easily accounted for. To enable community members contribute financial resources willingly towards development projects, the study recommends that community leaders and committees entrusted with levy collections, regularly account to the community.

7. The Right of Participation

In as much as efforts are being undertaken by the government, NGO and donors to increase beneficiary involvement in development projects, the study recommends that the communities demand active role in projects. The communities could come out with some principles on community participation, which would guide projects that are implemented in the communities. For instance, communities could negotiate with the District Assemblies that a proportion of artisans required for a community project (like a school infrastructure project) should be recruited from within the communities (where available). Or some community leaders should be involved in all projects related decisions. This can be possible when the communities have been empowered and sensitized by the District Assemblies and NGOs to handle these issues tactfully.

5.3 Conclusion

Project ownership and sustainability issues are best addressed when the community has greater responsibility to run its own affairs than an external body doing it all. In this study, an attempt has been made to analysis the extent to which beneficiary communities were involved in donor, NGO and government supported projects. The study ascertained that generally beneficiary communities were not adequately involved in development projects meant to improve on their lives. Participation at the initial and latter phases of the projects cycle was generally low but was quite encouraging at the projects implementation phase. The study however established that, the donor and NGO supported projects were doing relatively better than the government supported projects in terms of the levels of participation in projects. The study also identified some constraints to community participation in the three projects. Common among them were; inadequate time (duration) for project implementation, inadequate involvement in monitoring and evaluation, accountability and bureaucratic approaches adopted by government implementing agencies among others.

The reasons noted for desirable or less desirable levels of beneficiary participation in development projects may not be applicable to all community development projects. However, the findings would contribute to how best desirable levels of participation can be ensured. It is hoped that the recommendations made will go a long way in engendering the desirable levels of community participation in project preparation and management for beneficiary communities.

References

- Abbot, J. (1996): Sharing the City: Community Participation in Urban Management. Earthscan, London, pp10
- Alan Fowler (2000): The Virtuous Spiral. A guide to Sustainability for NGOs in International Development
- Brinkerhoff D. and A. Goldsmith (1992). Promoting the Sustainability of Development Institutions: 'A frame work for Strategy'. Published in *World Development*, Vol. 20 No. 3, 1992.
- Brohman, J. (2000): Popular Development. Rethinking the Theory and Practice of Development. Malden, Massachusetts, USA Blackwell Publishers Inc. pp221
- Buchanan and Tullock (1965): People's Participation In Natural Resources Management - Workshop Report 8.
- Cassen, R, et al (1993): Dose Aid Work? New York, Oxford University Press.
- Cohen, J. (1985), Participation's place in Rural Development. Seeking Clarity through Specificity. *World Development*, pp 188
- Delal-Clayton Barry, Deut David and Oliver Dudois (2003): Rural Planning in Developing Countries. Supporting Natural Resource Management and Sustainable Livelihoods. Earthscan publications Ltd. USA.
- DFID (2000): Sustainable livelihoods Guidance Sheets. Department for International Development, pp 12.
- DWAP Quarterly Monitoring Report of the Upper West Region, (2007).
- Emmanuel Sarpong (2004): Community participation in the development and management of Basic Schools (Unpublished).
- EU District Coordinator's monthly report 2008.
- European Commission and Government of Ghana, Micro Project Manual, June 2006.
- Fekade, Wubalem (1994): Local Determinants of Development Sustainability. A case study of Development Projects in Tanzania. Spring Research Series, No. 7, Spring Canter, Dortmund, Germany.
- Ford Foundation (1984): A report on Women's Contribution to food Production and Rural Development in Africa. Adis-Ababa, Ethiopia, pp 34

IFAD Evaluation, (2005). Republic of Ghana: Upper West Agricultural Development Project

Inkoom, K.B Daniel (1999). Management of Non-Reserve Forests in Ghana. A case study of Mpohor Wassa East District. Spring Research Series No. 24. Publishers: SPRING Programme, Dortmund.

Jo ban van Zyl, et al (1995), Decentralized Rural Development and Enhanced Community Participation. A Case Study from Northeast Brazil

Kofi Adu (2001): Decentralized Approach to Donor Support for Development In Ghana. A Case Study of EU Micro Projects Programme Approach.

Kottak, C. P. (1991). "When People don't come first: some sociological lessons from completed Projects". Putting people first 2nd edition. Cornea M. New York, Oxford University Press.

Kunfaa,E. (1991): Social Infrastructure and Demography: Social Infrastructure Planning in District Development.(Unpublished), Dortmund Germany. Pp15

Livelihood Empowerment Against Poverty (LEAP) programme: Ghanaian Times, Wednesday, 27, January, 2010.

Long, Carolyn (2001). Participation of the Poor in Development Initiatives: Taking Their Rightful Place. Earthscan publications Ltd,UK

Long, Carolyn (2001). Participation of the Poor in Development Initiatives: Taking Their Rightful Place. Earthscan publications Ltd,UK

Madrid, N. (2000). The Role of Communication in Urban Communities.ITD Publishers, London, pp 75.

Midgeley, James (1986): Community Participation Social Development and the State. London Methuen Publishers.

Mikkelsen Britha (2005): Methods for Development Work and Research. A new Guide for Practitioners. Second Edition. Sage publications India Pvt Ltd. New Delhi

Montgomery, J. D. (1983). "When local participation helps". Journal Policy Analysis and Management pp 90.

Oakley, Peter (1991): Projects with People: The Practice of Participation in Rural Development. Geneva, ILO Publications

Okech, N. Roselyne and Mwagona (2005). Tourism Contribution in Local Economies: Focus on Poverty Reduction in Kenya.

Oslon, Mancur (1971): The Logic of Collective Action: Public Goods and the Theory of Groups, (Revised Edition), New York, Schhocken Books.

Oyowe A. (1993). "Development and Cooperation". An article in the January-February, 1993 edition of The Courier No.137

Regional Planning and Coordinating Unit quarterly report for the Upper West Region (2007/8).

Regional Review, Upper West Region: 2008

Reid, Norman J. (2000): How People Power Brings Sustainable Benefits to Communities. USDA Rural Development, pp3

Sarantakos, S (1996). Social Research. Maxmilla Press Limited.

Singh, k (1991): Managing Common Pool Resources. Principles and Case Studies. Anand, India; Institute of Rural Development.

Susan B. Rifkin, Maria Kangere (1988): CBR a Participatory Strategy in Africa pp 43.

UNCHS-HABITAT (1984): Community Participation in Execution of Low – Income Housing Projects. Nairobi, Kenya.

Uphoff- Tilting Projects to People. in Michael, M. Cernea (1985). Putting People First, Sociological Variables in Rural Development. Oxford University Press. Pg 359- 88,

Village Savings and Loan Associations (VSLAs),by Plan Ghana 2006.

Wani Yosia Abe, Henry (2006). Sustainability of Donor Supported Projects in Ghana. Unpublished Thesis Submitted to the Department of Planning, KNUST.

Wikipedia, the free encyclopaedia undated.

APPENDICES

Appendix A

Table 1.0: An examination of the roles played by the community members and European Union in the construction of a three unit classroom block at Tumu.

Project Activity	Role Played		Role Played by development agency	
	TUMU	Rating (%)	European Union	Rating (%)
Problem identification				
<i>Project Initiation</i>	<i>Initiator of the project Jointly analyzed the problem Supported the initiative</i>	<i>49.5</i>	<i>Jointly analysed the problem Facilitator Animator</i>	<i>51.5</i>
<i>Decision Making</i>	<i>Mainly at the implementation stage by the Community implementation committee (CIC)</i>	<i>15.8</i>	<i>Championed all decisions made in the project cycle</i>	<i>84.2</i>
Project Design				
<i>Decision Making</i>	<i>Supported the initiative</i>	<i>6.3</i>	<i>Limited to the Micro-project management unit (MPMU) and the</i>	<i>93.7</i>

			<i>District Assembly (DA)</i>	
<i>Project Implementation</i>				
<i>Labour provision</i>	<i>Provided the land but did not provide labour for the project</i>	<i>15.8</i>	<i>Employed artisans for the actual construction of the project</i>	<i>84.2</i>
<i>Material provision</i>	<i>Did not provide material for the project</i>	<i>0</i>	<i>Provided all materials for the project</i>	<i>100</i>
<i>Cash provision</i>	<i>Community contributed cash for the fetching of sand, stone and water as part of their 25% contribution</i>	<i>25</i>	<i>Funded 75% of the entire project</i>	<i>75</i>
<i>Procurement</i>	<i>Not involved</i>	<i>0</i>	<i>Controlled all procurement</i>	<i>100</i>
<i>Monitoring</i>				
<i>Supervision</i>	<i>Is done by some Parent Teacher Associations</i>	<i>2.1</i>	<i>Is mainly done by CIC members and project</i>	<i>98.9</i>

	<i>(PTA) members</i>		<i>officers</i>	
<i>Evaluation</i>				
	<i>Not involved</i>	<i>0</i>	<i>Evaluated the entire project</i>	<i>100</i>

Source: Author's Field Survey (April 2010)

Appendix B

Table 1.1: An examination of the roles played by the community members and European Union in the construction of a CHPs compound at Bugubelle.

<i>Project Activity</i>	<i>Role Played</i>		<i>Role Played by development agency</i>	
	<i>BUGUBELLE</i>	<i>Rating (%)</i>	<i>European Union</i>	<i>Rating (%)</i>
<i>Problem Identification</i>				
<i>Project Initiation</i>	<i>Initiator of the project Jointly analyzed the problem Supported the initiative</i>	<i>50</i>	<i>Jointly analysed the problem Facilitator Animator</i>	<i>50</i>
<i>Decision Making</i>	<i>Driving force Final decision came from them</i>	<i>44.4</i>	<i>Facilitator</i>	<i>56.6</i>
<i>Project Design</i>				
<i>Decision Making</i>	<i>Supported the initiative</i>	<i>10</i>	<i>Limited to the Micro-project management unit (MPMU) and the District Assembly (DA)</i>	<i>90</i>
<i>Project Implementation</i>				

<i>Labour provision</i>	<i>Provided the land and labour for fetching of sand, stone and water only as 25% contribution.</i>	<i>48.9</i>	<i>Employed artisans for the actual construction of the project</i>	<i>51.1</i>
<i>Material provision</i>	<i>Did not provide material for the project</i>	<i>0</i>	<i>Provided all materials for the project</i>	<i>100</i>
<i>Cash provision</i>	<i>Community did not contribute cash for any purpose.</i>	<i>0</i>	<i>Funded 75% of the entire project</i>	<i>100</i>
<i>Procurement</i>	<i>Not involved</i>	<i>0</i>	<i>Controlled all procurement</i>	<i>100</i>
<i>Monitoring</i>				
<i>Supervision</i>	<i>Limited to artisans working on the project</i>	<i>5</i>	<i>Is mainly done by CIC members and project officers</i>	<i>95</i>
<i>Evaluation</i>	<i>Not involved</i>	<i>0</i>	<i>Evaluated the entire project</i>	<i>100</i>

Source: Author's Field Survey (April 2010)

Appendix C

Table 1.2: An examination of the roles played by the community members and Government in the implementation of LEAP in Kasanpuori

<i>Project Activity</i>	<i>Role Played</i>		<i>Role Played by Government agency</i>	
	<i>Kassanpouri</i>	<i>Rating (%)</i>	<i>Department of Social Welfare</i>	<i>Rating (%)</i>
<i>Problem identification</i>				
<i>Project Initiation</i>	<i>Supported the initiative</i>	5	<i>Initiator of the project</i> <i>Jointly analysed the problem</i> <i>Facilitator</i> <i>Animator</i>	95
<i>Decision Making</i>	<i>Not involved</i>	0	<i>Facilitator</i>	100
<i>Project Design</i>				
<i>Decision Making</i>	<i>Not involved</i> <i>Supported the initiative</i>	2	<i>Designed the entire project</i>	98
<i>Project Implementation</i>				
<i>Labour provision</i>	<i>Not involved</i>	0	<i>Established a District LEAP Implementation Committee</i>	100

			<i>(DLIC) and a Community LEAP implementation Committee (CLIC).</i>	
<i>Material provision</i>	<i>Did not provide material for the project</i>	<i>0</i>	<i>Provided all materials for the project</i>	<i>100</i>
<i>Cash provision</i>	<i>Community did not contribute cash for any purpose.</i>	<i>0</i>	<i>All funds were provided by the Government</i>	<i>100</i>
<i>Procurement</i>	<i>Not involved</i>	<i>0</i>	<i>Controlled all procurement</i>	<i>100</i>
<i>Monitoring</i>				
<i>Supervision</i>	<i>Limited to DLIC and CLIC members</i>	<i>10</i>	<i>Is mainly done by DLIC members and project officers</i>	<i>90</i>
<i>Evaluation</i>				
	<i>Not involved</i>	<i>0</i>	<i>Evaluated by DLIC</i>	<i>100</i>

Source: Author's Field Survey (April 2010)

Appendix D

Table 1.3: An examination of the roles played by the community members and Government in the implementation of LEAP in Sentie

Project Activity	Role Played		Role Played by Government agency	
	Sentie	Rating (%)	Department of Social Welfare	Rating (%)
Problem identification				
<i>Project Initiation</i>	<i>Supported the initiative</i>	<i>10</i>	<i>Initiator of the project Jointly analysed the problem Facilitator Animator</i>	<i>100</i>
<i>Decision Making</i>	<i>Not involved</i>	<i>0</i>	<i>Facilitator</i>	<i>100</i>
Project Design				
<i>Decision Making</i>	<i>Not involved Supported the initiative</i>	<i>5</i>	<i>Designed the entire project</i>	<i>95</i>
Project Implementation				
<i>Labour provision</i>	<i>Not involved</i>	<i>0</i>	<i>Established a District LEAP Implementation Committee</i>	<i>100</i>

			<i>(DLIC) and a Community LEAP implementation Committee (CLIC).</i>	
<i>Material provision</i>	<i>Did not provide material for the project</i>	8	<i>Provided all materials for the project</i>	92
<i>Cash provision</i>	<i>Community did not contribute cash for any purpose.</i>	0	<i>All funds were provided by the Government</i>	100
<i>Procurement</i>	<i>Not involved</i>	0	<i>Controlled all procurement</i>	100
<i>Monitoring</i>				
<i>Supervision</i>	<i>Limited to DLIC and CLIC members</i>	15	<i>Is mainly done by DLIC members and project officers</i>	85
<i>Evaluation</i>				
	<i>Not involved</i>	0	<i>Evaluated by DLIC</i>	100

Source: Author's Field Survey (April 2010)

Appendix E

Table 1.4: The Implementation of Village Savings and Loans Associations in Nakori

Project Activity	Role Played			
	<i>By community members</i>		<i>Role Played by Donor agency (NGO)</i>	
	Nakori	Rating (%)	Plan Ghana	Rating (%)
Problem identification				
<i>Project Initiation</i>	<i>Supported the initiative</i>	8	<i>Barclays UK in partnership with Plan Ghana and CARE International Initiator of the project</i> <i>Jointly analysed the problem</i> <i>Facilitator</i> <i>Animator</i>	92
<i>Decision Making</i>	<i>Not involved</i>	0	<i>Facilitator</i>	100
Project Design				
<i>Decision Making</i>	<i>Not involved but Supported the initiative</i>	3	<i>Designed the entire project</i>	97
Project Implementation				

<i>Community role</i>	<i>Community members interested self selected themselves into groups and clusters</i>	92	<i>Facilitator Animator</i>	8
<i>Material provision</i>	<i>The community provides money box for saving of the money, a bell to call meetings to order and benches and a table for the members to sit during meetings.</i>	8	<i>Plan Ghana however provides each member of an association with identity savings booklet (Passbook) and lockable cash book for all financial transactions.</i>	92
<i>Cash provision</i>	<i>Community contribute all cash in a form of savings among members which would be</i>	100	<i>Facilitates the process</i>	0

	<i>borrowed out to other members with interest.</i>			
<i>Procurement</i>	<i>Procures money box and a bell</i>	45	<i>Controls all other procurement such as motor bikes, fuel, facilitation materials and other necessary tools for the project</i>	55
<i>Monitoring</i>				
<i>Supervision</i>	<i>Members monitor keenly all activities that take place during and after meetings</i>	89	<i>Facilitates the process</i>	11
<i>Evaluation</i>				
	<i>Not too keen</i>	8	<i>Facilitates the process</i>	92

Source: Author's Field Survey (April 2010)

Appendix F

Table 1.5: An examination of the roles played by the community members and NGO in the implementation of Village Savings and Loans Associations (VSLA) in Bamahu

Project Activity	Role Played by Donor agency			
	Bamahu	Rating (%)	Plan Ghana	Rating (%)
Problem identification				
<i>Project Initiation</i>	<i>Supported the initiative</i>	<i>15</i>	<i>Barclays UK in partnership with Plan Ghana and CARE International Initiator of the project</i> <i>Jointly analysed the problem</i> <i>Facilitator</i> <i>Animator</i>	<i>85</i>
<i>Decision Making</i>	<i>Not involved</i>	<i>0</i>	<i>Facilitator</i>	<i>100</i>
Project Design				
<i>Decision Making</i>	<i>Not involved but Supported the initiative</i>	<i>10</i>	<i>Designed the entire project</i>	<i>90</i>
Project				

Implementation				
<i>Community Participation</i>	<i>Community members interested self selected themselves into groups and clusters</i>	97	<i>Facilitator Animator</i>	3
<i>Material provision</i>	<i>The community provides money box for saving of the money, a bell to call meetings to order and benchers and a table for the members to sit during meetings.</i>	35	<i>Plan Ghana however provides each member of an association with identity savings booklet (Passbook) and lockable cash book for all financial transactions.</i>	65
<i>Cash provision</i>	<i>Community contribute all cash in a form of savings among members which</i>	100	<i>Facilitates the process</i>	0

	<i>would be borrowed out to other members with interest.</i>			
<i>Procurement</i>	<i>Procures money box and a bell</i>	<i>50</i>	<i>Controls all other procurement such as motor bikes, fuel, facilitation materials and other necessary tools for the project</i>	<i>50</i>
<i>Monitoring</i>				
<i>Supervision</i>	<i>Members monitor keenly all activities that take place during and after meetings</i>	<i>90</i>	<i>Facilitates the process</i>	<i>10</i>
<i>Evaluation</i>				
	<i>Evaluated themselves after disbursement</i>	<i>21</i>	<i>Facilitates the process</i>	<i>79</i>

Source: Author's Field Survey (April 2010)

Appendix G

Picture 1, 2 and 3 depict a typical day of a VLSA group meeting at Bamahu (2009).

Picture: 1



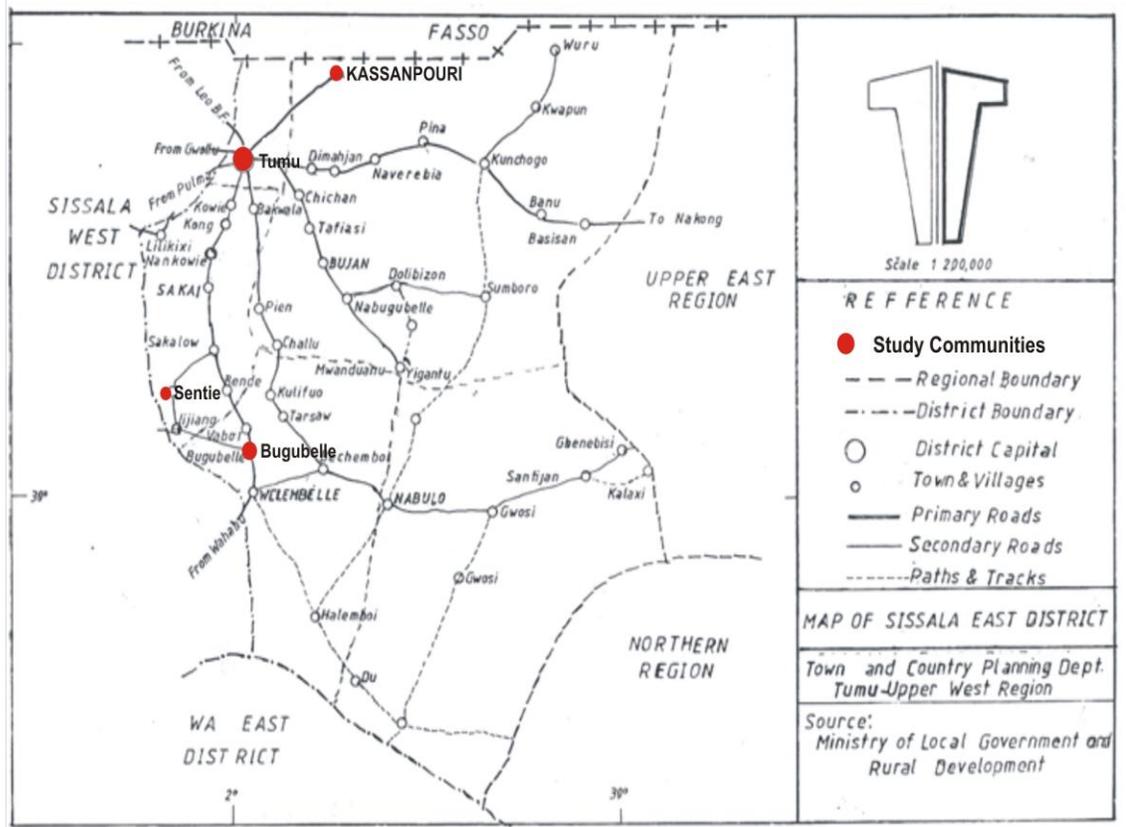
Picture: 2(2009)



Picture : 3(2009)

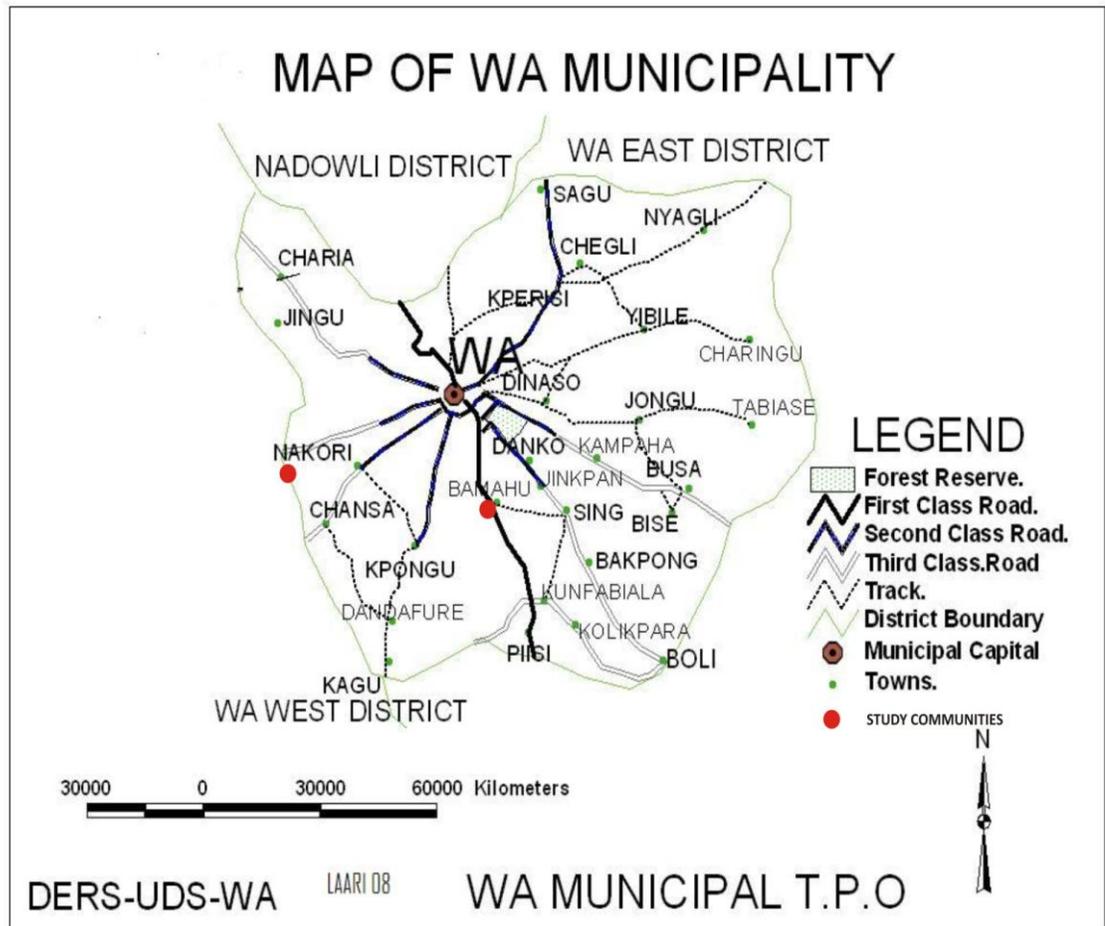


Appendix H: A Detailed Map of The Sissala East District Highlighting the study Communities



Source: Sissala East District Assembly

Appendix I: A Detailed Map of Wa Municipal Highlighting the study Communities



Source: DERS-UDS-Wa

