

**AN ASSESSMENT OF PROJECT IMPLEMENTATION IN THE PUBLIC
SECTOR : A CASE STUDY OF THE GHANA PRISONS SERVICE**

By

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DECLARATION

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

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ABSTRACT

The implementation of projects in the public sector has been observed to be plagued with a wide range of problems and issues. Cusworth and Franks (1993) describe project failure on two levels: being failure to implement the project effectively, that is on time, within budget and according to project plan; and the inability of the project facilities created to achieve the intended impact. These situations have been associated with weak institutional and financial arrangements within the public sector. This study, therefore, aimed at assessing the problems and challenges associated with project implementation in the public sector with particular reference to the Ghana Prisons Service. It also sought to examine the regulatory and administrative framework governing the implementation of projects by the Service.

The study adopted and used the case study design. This was to ensure an in-depth study of project implementation in the Ghana Prisons Service over a period of ten years. Both primary and secondary data were used in the study. While secondary data was gathered through desk study, structured questionnaires and interview guides were used to solicit relevant data from prison officers, convict prisoners, staff of NGOs' and consultants/contractors.

The study revealed that the major problems and challenges associated with project implementation in the Ghana Prisons Service include: lack of financial and logistical resources; lack of professional managerial skills; lack of leadership commitment and

apathy; under-estimation and incorrect project costing; improper planning; undue bureaucracy and reliance on procedures; unrealistic project schedule; lack of communication and lack of incentives for prisoners. The Public Procurement Act (Act 663) of 2003; the Environmental Protection Act, 1994 (490); the Financial Administration Act, 2003 and the Internal Audit Agency Act, 2003 were found to be the main regulatory framework governing project implementation in the Prisons Service while the design and initiation of most projects were centralized at the Prisons headquarters under the purview of a technical unit. The study further revealed that the current administrative responses to address the problems and challenges include: internal borrowing, especially from officers' welfare fund and sourcing credit facilities externally to fund less capital intensive projects; and relying on central government, non-governmental organizations, religious bodies and individuals for funding and provision of logistics. Where funding was unavailable, projects were normally suspended.

The study recommends the following: intensifying the internal income generating activities of the Service to raise substantial funds to support less capital intensive projects; adequate and timely release of funds, and provision of logistics; effective feedback systems and communication of relevant information; assigning realistic project schedule; leadership commitment; provision of incentives to prisoners; elimination of bureaucratic bottlenecks and cumbersome procedures, and building the capacity of personnel to implement projects.

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DEDICATION

I dedicate this work, first and foremost to the glory of God. Secondly, I dedicate it to my dear mother, Madam Lily Anum Norgbodzi.



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CHAPTER ONE

INTRODUCTION

1.1 Background Information

The Ghanaian public sector structure comprises the various Government Ministries, Departments and Agencies. The operations of these institutions which exist as organs and mechanisms for governance are regulated by laid down legal and institutional framework. In fulfilling their mandatory roles of implementing formulated policies, these public sector institutions implement a range of projects that cut across the service and manufacturing sectors. These projects are typically development projects.

Though projects are the cutting-edge of development, perhaps the most single challenge confronting policy makers and managers in many public sector institutions is implementing these development projects. So much attention is paid to policy formulation and planning of a much broader scope that policy makers and managers often overlook the specific projects on which to spend available money and on which much development depends. The capacity to prepare and analyze projects lags. Indeed, the capacity to carry out a wide range of development tasks has not been effectively generated or sustained (Hilderbrand and Grindle, 1994).

The structure of the public sector also presents problems of departmental collaboration in the smooth implementation of projects, and does not permit stakeholder participation and in project decision-making. For instance, Adjei (1996) notes that although a decentralized system has been encouraged, concerns have been raised about the ways in which the old colonial centralized system has continued to

barricade the smooth management of the implementation of projects. In addition, procurement practices in the public sector are viewed with suspicion by the contracting community and the general public for its lack of accountability. The evaluation and approval of tenders take time and this in part can cause delays in project implementation (Azeem, 2007).

In an attempt to address these challenges, according to Gittinger (1984); for most projects in the public sector, careful project planning in advance of expenditure is, if not absolutely essential, at least the best available means to ensure efficient, economic use of capital funds and to increase the chances of implementation on schedule. He further argues that unless projects are carefully planned in substantial detail, inefficient or even wasteful expenditure is almost sure to result in a tragic loss in short of capital.

This study, therefore, aims at investigating the processes, problems and challenges associated with implementing projects in the public sector using the Ghana Prisons Service as a case study. The study also aims at unearthing the legal and institutional framework within which these projects are implemented in the public sector.

1.2 Problem Statement

Cusworth and Franks (1993) describe project failure on two levels; first, the failure to implement the project effectively, that is on time, within budget and according to plan. Their second description of project failure describes a situation where implementation has been completed but the facilities created fail to achieve the effects intended. They further argued that these problems include faulty assessment of the

resource base, poor planning, problems with procurement, lack of material resources and skilled personnel, and institutional inefficiencies. Again, Ellis (1985) notes that cost overruns are common and central to all these problems. Baum and Tolbert (1985) also support this view, pointing out in their research that World Bank projects have consistently overrun their cost projections.

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Managers in planning positions continually underestimate the time and effort needed to prepare suitable projects thereby affecting project schedule and leading to cost overruns. Ill-conceived, hastily planned projects, virtually improvised on the spot, are too often the result (Gittinger, 1984).

According to Hilderbrand and Grindle (1994), capacity building has also emerged as a major concern for international institutions and foreign assistance agencies due to the weak project implementation capacity of public sector institutions in developing countries. Infact, The United Nations General Assembly, in Resolution 44/211, instructed its agencies to stress the building of national capacities and to come up with a more coherent approach for implementing projects in developing countries, including Ghana.

The Ghana Prisons Service as an adjunct of the criminal justice system of Ghana is constitutionally mandated to ensure the safe custody and welfare of prisoners as well as ensure their reformation and rehabilitation (Constitution of the Republic of Ghana, 1992; Ghana Prisons Service Decree, 1972). In exercise of this mandate, the Ghana Prisons Service undertakes various projects in the areas of agriculture, health, education, skills and vocational training, sports and recreation, as well as building and

construction. Just like any other institution in the public sector, the Ghana Prisons Service is faced with the same myriad of problems and challenges; including late completion of projects, cost overruns, poor planning, cumbersome and delay-oriented procurement procedures, lack of material resources and skilled personnel, and institutional inefficiencies in the implementation of its projects. Public sector institutions are thus challenged to address these problems from the legal, institutional and policy front.

This study, therefore, seeks to investigate the problems and challenges of late completion of projects, cost overruns, poor planning, cumbersome and delay-oriented procurement procedures, lack of material resources and skilled personnel, and institutional inefficiencies associated with project implementation in the public sector.

1.3 Objectives of the Study

Evolving from the problem statement discussed above, were a considerable number of objectives that could be set to serve as an aim to the study. Hence, it was necessary to state specific objectives. These specific objectives were as follows;

- (i) To investigate the problems and challenges associated with project implementation in the Ghana Prisons Service.
- (ii) To assess the regulatory and administrative framework governing the implementation of projects in the Ghana Prisons Service.
- (iii) To examine the current administrative responses to address the problems and challenges associated with project implementation in the Ghana Prisons Service.

- (iv) To make recommendations to help shape policies and programmes towards project implementation in the Ghana Prisons Service.

1.4 Research Questions

To achieve the study's specific objectives stated earlier, a number of research questions could be raised. These questions aimed at probing into the characteristics and implementation environment of public sector projects with particular focus on the Ghana Prisons Service. Thus, the research questions underlying this study were as follows;

- (i) What are the problems and challenges associated with project implementation in the Ghana Prisons Service ?
- (ii) What has been the regulatory and administrative framework governing the implementation of projects in the Ghana Prisons Service ?
- (iii) What are the current administrative responses to address the problems and challenges associated with project implementation in the Ghana Prisons Service ?
- (iv) What are the recommendations to help shape policies and programmes towards project implementation in the Ghana Prisons Service?

1.5 Scope of the Study

The study covered the entire Ghana Prisons Service, with particular focus on the procurement, audit, education and training, technical, security operation and healthcare units of the Service. The study sought to investigate the problems and challenges of project completion schedules, cost overruns, poor planning, cumbersome and delay-oriented procurement procedures, lack of material resources

and skilled personnel, and institutional inefficiencies associated with project implementation over the last decade.

1.6 Overview of Methodology

The case study design was used for the study while the units of enquiry comprised all prison officers and prisoners in forty-five Ghanaian prison establishments; NGOs', contractors as well as consultants to prison projects. A sample of one-hundred and twenty respondents was used for the study. The purposive /judgemental sampling technique was used to select ten prison establishments while the random sampling and convenience sampling techniques were used to select the prison officers and prisoners; and NGOs' and consultants/consultants respectively. Both primary and secondary data were used in the study. While secondary data was collected through desk study, structured questionnaire and interview guides were used to solicit relevant data from the respondents.

1.7 Relevance and Significance of Study

It is an indisputable fact that projects are indispensable to any meaningful development. However, the outright failure or the inability of most projects to achieve the intended impact continue to be blamed for the developmental woes of many developing countries, including Ghana. It is for these reasons that the study seeks to bring to the fore the problems and related issues hampering the smooth management and implementation of projects in the public sector to call for the necessary institutional reforms. It is, therefore, expected that this study will contribute to the necessary public sector institutional reforms to enhance the developmental agenda of improving the quality of life of the people in developing countries.

Most organizations have also identified successful project implementation as a strategic tool to drive change and achieve their business objectives through innovation. Since innovation could rely on projects, effective project implementation can ensure a successful project outcome reached more quickly, having to consume fewer resources and enhancing profit levels. It is thus hoped that the study will contribute to providing the business oriented community with the knowledge base appropriate to drive innovation. Governments and institutions are also constantly under pressure to allocate their available financial and administrative resources among many sectors and many competing programmes and projects. The study, thus has the potential to inform and shape policies and programmes of Governments and public sector institutions towards implementing projects.

It is expected that the study will contribute to the academia by building a knowledge base upon which further studies on the problems and related issues associated with public sector project implementation could be engineered. The study will further build a database to serve as reference for the monitoring of public sector projects. It is also expected that the study will contribute to enhancing the efficiency and capacity of public sector personnel to implement projects successfully.

1.8 Limitations

A limitation was derived from distortion of the perception of some respondents about projects. Some of the respondents were also initially apathetic and hesitant during data collection. Under the circumstance, the researcher employed the services of their peers to administer the questionnaire in an attempt to eliminate any form of biases in

the data collected. Other respondents could not be reached personally since they were always out of their offices at the time of the visits. The researcher thus had to administer the questionnaire via telephone. In order to reduce the possibilities and effects of bias on the part of the researcher, the researcher ensured objectivity in the sampling of the population as well as the design and administration of the questionnaire. The researcher, in some circumstances engaged the services of some independent individuals to administer the questionnaire to reduce any form of biases resulting from his personal involvement. Cases of multiple responses were also ranked.

1.9 Organization of the Study

The research was organized into five chapters. The first chapter discussed problems and key issues associated with the implementation of projects. The problem statement; the research questions to provide guidance to achieving the specific objectives; the scope of the study as well as the relevance and significance of the study; and limitations were also considered. Chapter two discussed the characteristics and implementation environment of public sector projects.

The third chapter discussed the approach and methodology adopted, and used for the study. It presented the research process and further discussed the study's data requirements and units of enquiry; data collection tools and methods as well as data collation, analysis and reporting. The presentation and analysis of the field data were discussed in chapter four. The final chapter, that is, chapter five presented a summary of the findings, made recommendations and drew relevant conclusion based on the research findings.

CHAPTER TWO

CHARACTERISTICS AND IMPLEMENTATION ENVIRONMENT OF PUBLIC SECTOR PROJECTS

2.1 Introduction

This chapter discusses the characteristics and implementation environment of public sector projects. It presents the legal and institutional framework for implementing projects as well as the processes, problems and challenges associated with the projects from a theoretical point of view. The causes of project failure; procurement processes; project funding; institutional co-ordination in project implementation and a representation of the conceptual and theoretical basis of the study are also examined.

2.2 Characteristics of Public Sector Projects

Youker (1999); outlines some characteristics of development projects which are the typical projects implemented by public sector institutions as follows :

- Economic and Social Development

Development projects are specifically designed and implemented for the economic and social well-being of people, especially in developing countries. This include infrastructural projects like roads and hospitals. According to Manning (2002), development projects permanently improve the quality of life and stimulate the socio-economic development of the local people who live in the beneficiary communities of developing countries. He argues that such projects are often centered on basic hygiene education, installation of sustainable sanitation, provision of electricity, disposal of non-organic solid waste and the supply of readily accessible clean drinking water to improve the health and well-being of the whole population.

- No Profit Motive

Since development projects are specific to the economic and social well-being of people in developing countries and aimed at alleviating poverty, such projects are not geared towards profit orientation. Thus, most development partners in considering projects for developing countries do not harbour profit motives. Singh (2002), however, notes that a sense of ownership by local stakeholders is crucial to the sustainability of such development projects. He further argues that a development initiative will not be sustained without local 'owners' who continue to be responsible for it after external assistance ends.

- Financed Partially or Outright by Grants or Loans, or Self-Financed

Some projects in developing countries, especially infrastructural projects are either partially financed or outright by grants or loans from development partners like the World Bank and IMF. Other projects are either financed solely from government or institutional sources, through public-private sector partnership or by non-governmental organizations. For instance, Freiku (2009) reports that four bodies, including the Government of Ghana contributed a total of US\$95 million for the implementation of an Urban Passenger Transport project launched in September 2007 to improve upon urban mobility in Ghana. The project, expected to be implemented over a five year period, seeks to change the face of public transportation and reduce congestion in the cities following urbanisation. The World Bank provided US\$45 million, while the Global Environmental Facility Trust Fund (GEF) donated US\$7 million, with Agence Française de Development (AFD) and the Government of Ghana committing US\$27 million and US\$16 million respectively into the project. For some projects, there appears to be a full and consistent involvement of the

financing organization or agency especially if it is an external one. For such projects, the financing organization often leads the project identification in line with its own objectives.

- Variety of Stakeholders

These are projects that have a wide variety of stakeholders who must all be satisfied. These stakeholders include the financing organization and beneficiary stakeholders, like opinion leaders and the local community. The lack of adequate consultation with the variety of stakeholders about project objectives is typical of development projects. The financing organization sometimes find it difficult to involve local beneficiary stakeholders in project discussions because of perceived illiteracy. Mascarenhas-Keyes (2008), however, argues that since the purpose of development projects is to enhance the economic and social development and well-being of beneficiaries, it is essential to take into account beneficiaries' views on project objectives and how they are to be achieved. Mascarenhas-Keyes (2008) further notes that the effectiveness and sustainability of the projects depend practically, in part, on the commitment of interested parties, that is, stakeholders. Thus stakeholder participation contributes to the chances of projects being more effective because, in drawing on a wide range of interested parties, the prospects for appropriate project design and commitment to achieving objectives is likely to be maximized. The Department of International Development, UK has found that the most successful projects proved to be those where the project objectives corresponded to the priorities of partner institutions and beneficiaries, and where the local institutions and beneficiaries were regularly involved in decision-making at all stages of the project.

2.3 Legal and Institutional Framework for Implementing Public Sector Projects

There are clear legal and institutional structures governing public sector project implementation. Legislation and institutional arrangements provide for the regulation, management and implementation of projects in developing countries like Ghana.

For instance, the Public Procurement Act (Act 663) of 2003 sets out the legal, institutional and regulatory framework to secure fiscal transparency and public accountability since the sole reliance on traditional contracting and price-based selection limits the scope for value for money in the awards of contracts. The Act require all government institutions, notably Ministries, Departments and Agencies procuring goods and services for projects as well as contractors bidding for projects to go through a tendering process. The Act also tends to expand reforms to cover procurement and project delivery methods and strategies with a focus on best value intended to increase the potential and likelihood of achieving value for money in public procurement in Ghana (Azeem, 2007). The main aim of the Public Procurement Act (Act 663) is to eliminate corruption in the procurement process.

The Financial Administration Act, 2003 regulate the financial management of the public sector; prescribe the responsibilities of persons entrusted with financial management in the public sector and ensure the effective and efficient management of public funds used for projects; while the Internal Audit Agency Act, 2003, an Act establishing the Internal Audit Agency as a central agency; co-ordinate, facilitate, monitor and supervise internal audit activities within Ministries, Departments and Agencies, and Metropolitan, Municipal and District Assemblies.

For the enforcement of Environmental Impact Assessment (EIA) regulations and administration in Ghana, the Environmental Protection Agency has a legal mandate as the lead agency. This mandate is specified in the EPA Act 1994, Act 490 and further elaborated in the LI 1652. Under the EPA Act 1994 (490) the functions of the Agency are, among others :

- To advise the Sector Minister on the formulation of policies on all aspects of the environment and in particular make recommendations for the protection of the environment;
- To co-ordinate the activities of bodies concerned with technical or practical aspects of the environment and serve as a channel of communication between such bodies and the Ministry;
- To co-ordinate the activities of such bodies as it considers appropriate for the purposes of controlling the generation, treatment, storage, transportation and disposal of industrial waste;
- To secure in collaboration with such persons as it may determine the control and prevention of discharge of waste into the environment and the protection and improvement of the quality of the environment;
- To issue environmental permits and pollution abatement notices for controlling the volume types, constituents and effects of waste discharges, emissions, deposits or other source of pollutants and of substances which are hazardous or potentially dangerous to the quality of the environment or any segment of the environment;
- To issue notice in the form of directives, procedures or warnings to such bodies as it may determine for the purpose of controlling the volume, intensity and quality of noise in the environment;

- To prescribe standards and guidelines relating to the pollution of air, water, land and other forms of environmental pollution including the discharge of wastes and the control of toxic substances;
- To ensure compliance with any laid down environmental impact assessment procedures in the planning and execution of development projects, including compliance in respect of existing projects;
- To act in liaison and co-operation with government agencies, District Assemblies and other bodies and institutions to control pollution and generally protect the environment; and
- To initiate and pursue formal and non-formal education programmes for the creation of public awareness of the environment and its importance to the economic and social life of the country.

In this regard, the implementation of public sector projects that have an impact on the environment need to comply with the environmental regulations, standards, procedures and requirements laid down by the Environmental Protection Agency.

According to Boafo-Arthur (2001), Ghana as a country also has a system of local government and administration under the Local Government Act (Act 462 of 1993) which is, as far as practicable, decentralized. The local government includes the district assembly and lower levels of government. Successful decentralization entails giving local government a clear mandate, architecture, and functions, and considerable discretion over the use of its funds and implementation of projects, to obtain alignment with local preferences. The Local Government Law, Act 462, 1993 established the District Assemblies to be responsible for;

- Overall development of the District by planning, budgeting and implementing development programmes and projects.
- Coordination of activities of Ministries, Departments, Public Corporations, NGOs' etc within the district; and
- Maintenance of security and public safety.

The main institutions responsible for implementing public sector projects in Ghana are the Ministries, Departments and Agencies, and Metropolitan, Municipal and District Assemblies. Some of these Ministries include the local Government Ministry, the Ministry of Finance and Economic Planning, and the Ministry of Water Resources, Works and Housing. The Ministry of Water Resources, Works and Housing for instance, has as its main functions, the formulation and co-ordination of policies, programmes and projects for the systematic development of the country's infrastructure requirements in respect of Works, Housing, Water Supply and Sanitation, and Hydrology. The Ministry co-ordinates and supervises, by way of monitoring and evaluation of the performance of both public and private agencies, responding to and participating in the realizations of the policy objectives established for the sector. For its co-ordination and supervisory functions, the institutions and organizations perform under the Ministry for the implementation of policies, programmes and projects. Some of these institutions and organizations performing under the supervision of the Ministry include the Ghana Water and Sewage Company, the State Housing Company, the Tema Development Corporation and the Architectural Engineering Services Limited. These agencies implement the various programmes and projects deriving from the policies of Government and collaborate

with the private sector development in the areas of water, housing and other infrastructure and technical services.

At the District level, the institutional framework for decision-making with regards to implementing projects at the local level rests with the District Assemblies. Operating within the districts are decentralized departments. These include health, agriculture, security, social welfare, utility services and community development. These departments are part of the District Assembly/Administration in implementing development projects. However, the sector departments still owe allegiance to their regional and national offices. The District Assemblies are also responsible for the coordination of activities of Ministries, Departments, Public Corporations and NGOs' within the district (Boafo-Arthur, 2001).

2.4 Institutional Coordination in Public Sector Project Implementation

Usually, policies formulated by central government are implemented at the local government level by the various Ministries, Departments and Agencies as the case is in Ghana. However, the implementation of these policies in the form of projects in the public sector require the coordinated efforts of these MDAs'. The required coordination among these MDAs' is often fraught with problems of non co-operation, a situation that offers challenges to project implementation. The lack of coherence in development planning and poor coordination are thus evident. According to Hilderbrand and Grindle (1994), these MDAs' lack effective coordination capacity. The current institutional set-up in the public sector of developing countries is characterized by weak policy and implementation coordination among government ministries, subvented agencies and local governments.

Bartone (1995), notes that several agencies at the national level in developing countries are usually involved at least partially in for instance, solid waste management. However, there are often no clear roles and/or functions of the various national agencies defined in relation to solid waste management and also no single agency or committee designated to coordinate their projects and activities. The lack of coordination among the relevant agencies often results in different agencies becoming the national counterpart to different external support agencies for different solid waste management collaborative projects without being aware of what other national agencies are doing. This leads to duplication of efforts, wasting of resources, and unsustainability of overall solid waste management projects. The lack of effective legislation for solid waste management, which is a norm in most developing countries, is partially responsible for the roles and/or functions of the relevant national agencies not being clearly defined and the lack of coordination among them. Legislation related to solid waste management in developing countries is usually fragmented, and several laws e.g. Public Health Act, Local Government Act, Environmental Protection Act, etc., include some clauses on rules and/or regulations regarding solid waste management. The rules and regulations are enforced by the different agencies. However, there are often duplication of responsibilities of the agencies involved and gaps elements in the regulatory provisions for the development of effective solid waste management systems. It should be also noted that legislation is only effective if it is enforced. Therefore, comprehensive legislation, which avoids the duplication of responsibilities, fills in the gaps of important regulatory functions, and is enforceable is required for sustainable development of most projects, including solid waste management systems. Also, because of a low priority given to the sector, the institutional capacity of local government agencies involved in solid waste

management is generally weak, particularly in small cities and towns. Local ordinance and/or by-laws on solid waste management is not also well developed. These weak local government institutions are not provided with clear mandates and sufficient resources to fulfill their mandates. In large metropolitan areas where there are more than one local government, coordination among the local governments is critical to achieve the most cost-effective alternatives for solid waste management in the area. Thus, the lack of a coordinating body among the local government agencies often leads to disintegrated and unsustainable projects for most public sector projects.

2.5 Procurement Processes in the Public Sector

The Public Procurement Act (Act 663) of 2003 require all Ministries, Departments and Agencies procuring goods and services as well as institutions and individuals bidding for projects to go through a tendering process (Azeem, 2007). However, evaluation and approval of tenders take time and this in part can cause delays in project implementation. In addition, the tendering system is viewed with suspicion by the contracting community and the general public for its lack of transparency and accountability, yet it plays a critical role in the delivery of government services. Through the public sector investment programmes, it awards contracts worth billions of cedis and through the procurement of common user items within the public sector, it holds the potential of generating significant savings for the government.

The award of contracts in the Ghanaian Public Sector for instance, is subject to a tendering process under the procurement law and it is subject to the following conditions:

- That, the contractor agrees to supply items in the required quantity and quality as and when needed under the supervision of the procurement unit of the public sector institution.
- In consideration of the agreement by the contractor to supply, the government will pay for items supplied in accordance with payment procedures of the Controller and Accountant General at the prices and rates set out in the tender documents.
- That, the prices quoted will remain so for the contract period, and on no account will they be varied at the request of the contractor.
- That, all provisions of the instructions to contractors tendering, and the conditions of the contract shall be mutually binding upon the government and the contractor.

2.6 Public Sector Project Implementation Processes

The public sector project implementation process, just like the private sector involves coordinating people and other resources, as well as integrating and performing the activities of the project in accordance with the project management plan to produce the products, services or deliverables of the project. The implementation of projects may involve the following main stages which may overlap with one another (Westland, 2003):

- Feasibility Study

A feasibility study is a document which identifies each of the solution options to a particular problem or opportunity and assesses the likelihood of each option to achieving the desired result. Thus, a formal feasibility study may be commissioned to investigate whether the solution to an identified problem or opportunity is achievable;

whether the risks are acceptable or any likely issues relevant to a project are avoidable. Feasibility studies may be done during this stage to clarify the financial and technical feasibility as well as the economic viability of a project. Usually, depending on the project, a feasibility study may include: a review of business plan; functional analysis of service delivery requirements; identifying and evaluating options; identifying total scope of work; capital cost estimates; cost implications; drawings; a review of procurement method options; and project implementation programme. While the feasibility phases are critical to project success, they are also the most often neglected. These phases are often compromised by implementation pressure. The principal issues during these phases are cost, time, quality, and risk.

- Appraisal of Project and Acceptance by Stakeholders

To appraise a project is to form an opinion after an assessment and examination of issues relevant to the project in consultation with relevant stakeholders. Appraisal gives stakeholders an opportunity to review the project design in detail and resolve any outstanding questions. At project appraisal, appraisal documents are prepared from the project documents and a succession of appraisal meetings, clearances, and financing negotiations take place. This brings the project to the point of meeting the required start-up agreement conditions, sometimes after revision and adaptation of project schedule, cost, objectives, and financing.

- Approval of Projects and Assigning Responsibility of Implementation to an Agency, where applicable.

Once all project details are negotiated and accepted by the beneficiary institution or government and the project sponsor, the project team prepares the project appraisal

document, along with other financial and legal documents, for submission to the project sponsor for consideration and approval. When funding approval is obtained, conditions for effectiveness are met, and the legal documents are accepted and signed, the implementation phase begins (The World Bank Group, 2009).

While there is no bar against institutions directly implementing projects, responsibility of implementation could be assigned to agencies. Usually, project formulation and preparation are also the responsibility of the implementing agencies in so much as they conceptualise most of the projects in line with the policy parameters given by the relevant institutions. Strictly speaking, approval of projects should pre-date its implementation. However, due to delays in processing of projects or exigencies, sometimes implementation of a project begins even prior to its formal approval.

- Appointment of Project Manager and Project Team/Staff; and Consultant, where applicable.

At this point, the scope of the project has been defined in detail and the project team are ready to be appointed. The relevant agency thus appoints a project manager with the concurrence of the administrative institution. The project manager then has to appoint the project team some of whom may be seconded from the institution or the agency. The selection of a suitable project manager is crucial to the project's success. Project implementation suffers frequently due to the selection of a wrong type of project manager. Project implementation also suffers from frequent transfer of project manager(s) and absence of project manager(s) at project sites during implementation. Forward planning to complete the preparatory works of a project may help in partly resolving this problem. This issue needs serious attention of implementing institutions

or agencies. Certain projects, especially technically-based projects may also require the appointment of a consultant.

- Allocation and Release of Funds.

Prior to the allocation and release of funds to a project, a financial plan just like a resource plan is prepared to identify the quantity of money required for each stage in the project. Due to the centralized and hierarchical structure of the public sector, the procedure for release of funds is cumbersome and delay oriented. It remains one of the major causes of slow utilization of financial resources for project implementation. Standard procedures for fund release are issued by the funding agency; usually the Ministry of Finance in the case of the public sector.

- Land Acquisition, where applicable.

Land acquisition, particularly in case of infrastructure projects has remained a sore point in project implementation. The legal procedures are cumbersome and delay the implementation of projects. The social cost due to displacement of people from project lands is sometimes high. Recently, however, large development projects like the Bui Dam Project in Ghana have put in operation the resettlement of people affected by land acquisition. Governments also consider a set of guidelines for land acquisition and resettlement for private sector infrastructure development. All these procedures need to be made uniform and a clear legal and institutional framework introduced. An important way to minimise social cost of land acquisition is to involve the beneficiaries of a project, that is, stakeholders at the project formulation stage through formation of advisory committee. Quantum of land will be determined judiciously so that no land is acquired which will remain unutilized.

- **Procurement of Goods and Services.**

This is the stage where goods and services are procured for a project. A procurement plan provides a detailed description of the products, that is goods and services to be procured from suppliers. With technical assistance and support from the project sponsor's team, the implementing government agency prepares the specifications for the project and carries out all procurement of goods, works and services needed. However, the delay in procurement of goods, equipment and hiring of services, including consultancy services are major problems affecting project implementation. The problem is particularly intractable in case of aided projects because the multi-lateral and bi-lateral development partners tend to pursue their own standards for procurement of goods and services. Such diversities compound the problems of procurement at the users end. The problem may be further confusing in case of co-financing from more than one source.

- **Execution of Projects; Evaluation of Completed Projects; and Impact Evaluation.**

The execution stage requires the physical construction of the deliverables and presentation to the beneficiaries and/or customer for acceptance. It is typically the longest phase of the project in terms of duration. All components at this phase are often ready, but project delays and unexpected events can sometimes prompt the restructuring of project objectives. To ensure that the customer's requirements are met, the project manager monitors and controls the activities, resources and expenditure required to build each deliverable throughout the execution phase; followed by an evaluation of the completed project and a project impact evaluation.

Evaluation of the completed project involves an assessment of the performance of the project by measuring outcomes against the original objectives, sustainability of results and institutional development impact. An impact evaluation assesses the economic worth of the project and the long-term effects on the social well-being of people and the environment (The World Bank Group, 2009).

2.7 Project Implementation Problems and Challenges in Public Sector

Institutions

Projects that run late, over budget or fail to meet key needs of their stakeholders cause considerable problems for governments, institutions and individuals (Maylor, 2005). The World Bank evaluation reports compiled by Youker (1999) over a decade identify the following as problems of development projects associated with public sector institutions :

- Lack of Shared Perception and Agreement on the Objectives of the Project by Donor and Government/Public Sector Institution Staff and Stakeholders.

The financing organisation often leads the project identification in line with its own objectives which might be different from other stakeholder' expectations. According to Mascarenhas-Keyes (2008), stakeholder' agreement on project objectives contributes to the chances of project implementation being more effective because, in drawing on the views of interested parties, the prospects for appropriate project design and commitment to achieving objectives is likely to be maximized. Mascarenhas-Keyes (2008), further notes that the most successful projects proved to be those where the project objectives corresponded to the priorities of partner institutions and beneficiaries.

- Lack of Commitment to the Project by Management, Team Members and Stakeholders.

The lack of consultation and consensus building on the modalities of implementation due to the top-down approach of the public sector sometimes results in lack of commitment to projects on the part of some stakeholders. Mascarenhas-Keyes (2008), notes that where project teams and other stakeholders regularly participated in decision-making at all stages of a project, they were more likely to be confident and committed to carrying on the project activity, thus strengthening ownership and sustainability of the project. She further argues, although participation in project decision-making should reduce the risk of project failure, it is not a guarantee of project success. Mascarenhas-Keyes (2008) again notes that achieving participation is not easy, and that in any aid activity there may be conflicting interests among recipients as well as among others involved in the project. It may result in conflict, and it can have significant costs in time. Stakeholder involvement ensures higher transparency, fairness and creditability; improved quality of the project plan contents; better understanding of the project by the local community; consensus from the local community; shorter project duration; reduction of time and cost; and optimal solution for the region and the local community.

- Lack of Detailed and Realistic Project Plans

Good planning, requires excellent forward planning, which includes detailed planning of the process implementation stages, task timeliness, fall-back positions, and re-planning. Notice that initial planning is not enough. Projects often take wrong turns, or initial solutions prove unfounded. The project manager who does not prepare to re-plan, or has not considered and planned fall-back positions when initial plans fail, will

often find that the project first stalls, and then fails. Good planning is essential to ensuring that the activities performed during the implementation phase of a project are properly sequenced, resourced, implemented and controlled (Frese and Sauter, 2003).

- Unclear Lines of Authority

Clearly, many potential difficulties in getting a project team working well include unclear lines of authority among team members. Subsequently, clear lines of authority and reporting structures must be designed at the outset to avoid conflicts and duplication of efforts during the project planning stage. This requires that all team members have a clear understanding of their roles and duties in the project. They must understand how expectations versus achievements will be measured and graded. It is left to the project manager to properly implement the communication of these responsibilities, to provide feedback, and to ensure all understand that for which they will be held accountable (Frese and Sauter, 2003). According to Ofori (2006), it is essential to effective project implementation that there be a clear delineation of authority and responsibility between and among the main players of a project.

- Inadequate Resources

Most projects in developing countries are often bedevilled by inadequate resources. Inadequate material, financial and human resources continue to be the bane of most public sector institutions. In most developing countries, there is a lack of human resources at both the national and local levels with technical and management expertise necessary for some technically-oriented projects. This even leads to the appointment of an external consultant for some local projects (Bartone 1995). As a result, these countries rely on external financing agencies for support. The United

Nations in a Second Committee meeting in New York in 2001 noted that while there were a number of challenges facing the United Nations in the area of development cooperation, the key issue was inadequate resources. To ensure that United Nations operational activities better responded to the increasing development needs of developing countries, a member argued that sufficient resources should be provided on a secure and predictable basis and that, there was an urgent need for recognition by the donor community of its differentiated responsibilities in realizing the goal of universal development and providing the necessary resources for operational activities. It was also noted that although donors too faced funding constraints and competing priorities, it was their responsibility to ensure that their finite resources were targeted most effectively, to achieve maximum development benefits. It was noted that efforts by developing countries to improve the impact of development programmes and projects and to better measure and report on them would be important for attracting core resources. According to Gittinger (1984), Governments and institutions must allocate their available financial and administrative resources among many sectors and many competing programmes and projects. He argues that project analysis can improve this allocation, but notes that it alone cannot be relied upon to achieve the optimal balance of objectives. Within the broad strategy, he further notes that project analysts must identify potential projects that address the policy or production targets and priorities, especially in the face of competing demand for resources from all sectors.

- Poor Feedback and Control Mechanism for Detection of Problems

According to Frese and Sauter (2003), adequate communication channels are necessary to ensure that sufficient information is available on project objectives,

status, changes, institutional coordination and clients' needs. He further argues that feedback capabilities on the part of all stakeholders concerned with the project to review project status, make suggestions, and corrections through formal feedback channels, review meetings, and monitoring and control are essential to project success. Monitoring and control consist of those processes performed to observe and check the project team, stakeholders and performance during project implementation so that problems can be detected in a timely manner, and corrective action can be taken, when necessary, to control the execution of the project. Monitoring provides managers and other stakeholders with continuous feedback on implementation and detects actual or potential problems as early as possible to facilitate timely corrections to project activities (Young, 1996).

- Poor Analysis of Risk Factors.

Institutions perceive risk as it relates to threats to project success, or to opportunities to enhance chances of project success. A source of risk is any factor that can affect project performance, slow down or stop the project. Risk is comprised of identifying factors or events that may or may not occur in a project and assessing the probability of occurrence along with the impact to the project should the risk occur. Risk impact is greatest during the mid-point of project implementation when significant amount of money and time have been expended (PMI-PMBOK®, 2004). For instance, poor analysis of the risk factors associated with a project in areas such as the culture of the performing organization; anticipated impact on the performing organization of the resulting product, service or deliverable; technology used on the project and the relationship among team members could impact on the success of the project.

- Delays Caused by Institutional Roadblocks and Bureaucratic Administrative Systems.

These are focused on the effect of rules, government legislation and bureaucratic structures on project implementation. The implementation of most projects in the public sector require compliance with clear legal and institutional structures. For instance, the Public Procurement Act (Act 663) of 2003 require all Ministries, Departments and Agencies procuring goods and services as well as institutions and individuals bidding for projects to go through a tendering process (Azeem, 2007). However, evaluation and approval of tenders take time and this in part can cause delays in project implementation. The centralized and hierarchical structure of the public sector also makes the procedure for the release of funds cumbersome and delay-oriented. It remains one of the major causes of slow utilization of financial resources for project implementation. Land acquisition, particularly in the case of infrastructure projects in most developing countries has remained a sore point in project implementation. The legal procedures are cumbersome and also delay the implementation of projects. Generally, these problems enumerated by Youker (1999) can be traced to the institution, concept development, technical issues, finance, social, political and human-factors.

2.8 Causes of Project Failure

In fact, the project management and implementation literature from a variety of developing African countries revealed that the 'content', 'context', 'actors' and processes and the characteristics of a project are to a large extent responsible for the poor unsuccessful implementation of public health sector projects (Grindle and Thomas, 1990). Also, literature on African public health sector project management

and implementation in general including that of Ghana in particular, pointed to internal organizational factors as critical to explaining public health sector project under performance and project implementation deficit (Bartley and Larbi, 2004; Hilderbrand and Grindle, 1997; Ayee, 1997). Some of these critical internal institutional factors as well as external factors common to the entire public sector and causing project failure are:

- Unclear Definition of Project Objectives

According to Mascarenhas-Keyes (2008), clearly defined objectives and stakeholder agreement on project objectives contributes to the chances of project implementation being more effective because, in drawing on the views of interested parties, the prospects for appropriate project design and commitment to achieving objectives is likely to be maximized. Clearly defined objectives, including the general project philosophy or general mission of the project, as well as commitment to those objectives on the part of the stakeholders is thus key to successful project implementation (Frese and Sauter, 2003). Ofori (2006), also notes that differences in the orientations of the people assigned to a project can create barriers in understanding, defining or interpreting project objectives.

- Structure of the Public Sector System

In the Ghanaian public sector institution, the top-down approach usually used in project design and implementation leads to lack of consultation, consensus on the modalities of implementation and lack of open deliberations often resulting in project failure (Sakyi, 2008). Adjei (1996) notes that although a decentralized system has been encouraged, concerns have been raised about the ways in which the old colonial centralized system has continued to barricade the smooth management of the

implementation of projects. The benefits of decentralization have turned sour because of the fact that Sub-Saharan African states, including Ghana have remained very heavily centralized. Despite their claim to have decentralized power by setting up local government units, they have infact brought about a form of supervised decentralization in which the central authorities are omnipotent and have the last say not only in important issues, but even in a wide variety of matters relating to the day-to-day running of these local governments (Ayee, 1999).

- Weak Implementation Capacity

An aspect of capacity constraint is the managerial capacity of human resources needed for project implementation. Lack of technical and managerial staff prevented the implementation of several projects in the health sector (Larbi and Agyepong, 1998). There appeared to be lack of qualified personnel in the public health sector as well as the required management capacity needed for successful project implementation (Ayee, 1997). According to Boafo-Arthur (2001), one key development problem in the public sector is the limited capacity of sector departments and sub-district structures to plan and implement development programmes and projects due to lack of qualified personnel and logistics. Lack of adequate human resources in the health sector, which is a labour intensive sector, greatly impacts on the project success in the sector (Grindle, 1997; Dovlo, 1999, 2003; Dovlo and Nyongator, 2004). The effects are stagnation of health projects, poor quality and general low performance of the health sector projects (Dovlo, 2005; Sakyi, 2008). The entire Ghana Prisons Service lacks a single qualified medical doctor, a situation which impacts on the implementation of its health projects.

- Lack of Motivation

Issues of motivation are an age old discussion and several studies have found a link between poor motivation and poor performance of projects. According to Sakyi (2008), a review of district annual health reports indicated the following issues concerning staff and blocking project implementation in the health sector; inadequate staffing, staff attitude towards clients and work, inadequate staff accommodation and staff refusal of postings to some districts. Issues of low salaries, lack of essential equipments to work with, delayed promotions and problems with extra duty allowances greatly influenced implementation of health sector projects. Between 1976 and 1984, public sector real wages in Ghana declined by 73 percent for unskilled labour and 93 percent for skilled labour. Moreover salaries were not only inadequate, but payment was also erratic. To make matters worse, most offices, especially those outside the capital city, Accra, were dilapidated and lacked the basic necessities of a functioning office such as paper, pencils, telephones, light bulbs, etc. Employees became demoralized, effectiveness and productivity concerns were relegated to the background as work effort declined, absenteeism increased, and corruption, political hiring, and rent-seeking became widespread (Owusu, 2005). These conditions made it extremely difficult to recruit and retain technical and professional staff.

- Resistance to Change

Resistance and opposition to projects in the public sector by public agency workers, impede implementation of public sector reforms (Batley and Larbi, 2004). The rationale for such resistance and opposition has been attributed to workforce attitude and other human factors. The doubts public sector health workforce harbour about the ability of decentralized structures to work efficiently also negatively impacted on

implementation of projects as this was expressed in their attitude towards implementation (Larbi, 1998).

- **Lack of Effective Communication**

Lack of communication and consultation with staff and stakeholders about project aims is another cause of project implementation deficit. Lack of communication results in confused roles and responsibilities, as to who does what and when? Communication to and involvement of relevant staff and stakeholders is imperative to the sustainability of a project and enhancing inter-organizational collaboration needed for reform implementation in the public sector. In a situation of poor communication and consultation, projects suffer because the local managers do not feel that they own the project and hence are less likely to be committed to its implementation (Sakyi, 2007). Frese and Sauter (2003) also notes that adequate communication channels are necessary to ensure that sufficient information is available on project objectives, status, changes, institutional coordination and clients' needs. According to Ofori (2006), communication failures can also result from the different orientations of the people assigned to a project.

- **Lack of Ownership and Staff Commitment**

Local ownership of a project is another important issue for its success. In situations where there is a feeling of lack of ownership especially on the part of workforces, the project is likely to suffer. In the public sector, most of the decisions are taken by headquarters and there after, it is passed on to the lower level managers to implement (Sakyi, 2007). Where project teams and other stakeholders regularly participated in decision-making at all stages of a project, they were more likely to be confident and

committed to carrying on the project activity, thus strengthening ownership and sustainability of the project (Mascarenhas-Keyes, 2008). A sense of ownership by local stakeholders is crucial to the sustainability of development projects (Singh, 2002). Singh (2002), further notes that a development initiative will not be sustained without local 'owners' who continue to be responsible for it after external assistance ends.

- **Conflict and Disagreements Among Stakeholders**

Conflict and disagreements among stakeholders too has debilitating effect on projects. Some public sector projects by their nature are largely complex and often needs inter-sector, inter-organizational and inter-agency collaboration for effective project implementation and success. But protracted conflicts among stakeholders especially local government officials and health workforces are very common in the health sector and this has negative impact on health projects. Conflict between the Ghana AIDS Commission, health professionals and local governments affected the effective implementation of Ghana's HIV/AIDS combat project.

- **Inadequate Resources**

Inadequate material and human resources to undertake projects have been the bane of most public sector institutions. In most developing countries, there is typically a lack of human resources at both the national and local levels with technical expertise necessary for some technically-oriented projects like solid waste management planning and operation. Many officers in charge of projects, particularly at the local level, have little or no technical background or training in engineering or management. Without adequately trained personnel, a project initiated by external

consultants could not be continued. Therefore, the development of human resources in the recipient country of external support is essential for the sustainability of a collaborative project (Bartone, 1995).

From the foregoing review, it can be deduced that a project occurs in an environment and the state of the said ecology has implications for project success or otherwise. For developing African countries of which Ghana forms part, internal and external factors combined impact on the success of project implementation in the public sector.

2.9 Project Funding in the Public Sector

Governments and institutions in developing countries are constantly under pressure to allocate their available financial resources among many sectors and competing projects (Gittinger, 1984). However, the level of priority assigned some sectors determines the level of funds provided for projects in that sector (Bartone, 1995).

Most projects in the public sector, especially infrastructural projects are either partially funded or outright by grants, loans and/or with the assistance of an aid from an external financing agency. Governments access loans from international institutions like IMF and World Bank who impose certain conditionalities. Some of these conditionalities are in the form of projects that had to be undertaken to achieve specific development goals. Other projects in the public sector are either financed solely from government or institutional sources, through public-private sector partnership or by non-governmental organizations and individuals.

Ghana's development partners, both multilateral and bilateral have supported the country with large amounts of foreign aid, most of which are project-tied. According to Ofori (1999), between the periods of 1982 and 1999, the World Bank provided about \$3.5 billion to finance over 80 projects in Ghana. Between the periods of 1990 and 1998, a total of \$1.73 billion for 247 projects in all sectors of the Ghanaian economy was experienced. Project grants and loans accounted for \$3.6 billion and \$10.3 billion respectively (MOFEP, 2005). Freiku (2009) also reports that four bodies, comprising the Government of Ghana, The World Bank, Agence Française de Development (AFD) and the Global Environmental Facility Trust Fund (GEF) collaborated and contributed a total of US\$95 million for the implementation of an Urban Passenger Transport project launched in September 2007 to improve upon urban mobility in Ghana.

In exercise of their mandatory role of implementing, monitoring and evaluating projects in collaboration with departments and agencies as well as NGOs', it is necessary that District Assemblies mobilize funds both from within and outside the districts. Under a public-private partnership programme between the Ministry of Local Government and Moks Publications & Media Services, the Dangbe West District Assembly in the Greater-Accra region implemented various projects within a medium term development plan period, 2006-2009. The main source of funding for the projects under the development plan was from the central Government. Generally, the Assembly's sources of funding for the development plan included: central Government grants including the District Assembly Common Fund; District Assembly internally generated fund; central Government grants to decentralized departments; Millennium Challenge Account Fund; NGOs'; development partners;

local communities; and philanthropists. The implementation of planned projects within the four-year period took into consideration the timely availability of funds.

A Country Portfolio Evaluation report on Ghana in 2009 notes that inadequate funding of project activities constitutes the most important implementation problem. The report further notes that, it is not only the limited amounts of funds transferred to projects which have deleterious effects on project implementation but also the untimeliness of these funds. Thus, delays in the disbursement of funds have negative effects on implementation of project activities.

The Ministry of Finance and Economic Planning plays a significant role in fund mobilisation for most sectors. The ministry works closely with the sectors and facilitates the signing of project agreements with relevant development partners. For instance, in a 2008 study by WaterAid, a non-governmental organization on 'Effective Financing of Local Governments to provide Water and Sanitation Services' in the Bongo District of the Upper East Region, the Ministry of Finance and Economic Planning worked closely with the Community Water and Sanitation Agency. The Ministry of Water Resources, Works and Housing, in particular the Directorate for Water, also played a coordinating and facilitating role in fund mobilisation. In 2006, rural water alone accounted for 49.23% of the ministry's budget, while it was estimated this would have increased to 55.38% in 2007. The study revealed that the flow of funds to the sector was segmented. Most funding does not pass through the sector ministry, and so the tracking of funds to District Assemblies was difficult. Furthermore, some of the funds channelled to the District Assemblies as intergovernmental transfers do not have clear lines to guide allocations to the sector.

These factors, coupled with poor archival systems and information, and knowledge management, especially at the district level, made expenditure tracking extremely difficult. The centralized and hierarchical structure of the public sector also presents problems of slow utilization of funds for projects. The procedure for the release of funds is cumbersome and delay-oriented

One major challenge confronting Governments and institutions is the sustainability of funding for projects, especially after external assistance ends. The 2008 'WaterAid' study in the Bongo district found that the water and sanitation committees neither collected user fees, nor did they manage funds in the district. There was no system in place to generate funds for either the operation and maintenance of the system or for future expansion or replacement as required to make the facilities sustainable. The immediate reason was that the people in the district were poor. The onus therefore laid on the District Assembly, Member of Parliament and philanthropists to support them to undertake routine maintenance by paying for spare parts and for the servicing of the mechanics. According to Bartone (1995), an effective strategy for raising funds needs to be searched and maintained in any project to ensure its sustainability.

2.10 Understanding The Implementation Environment of Public Sector Projects

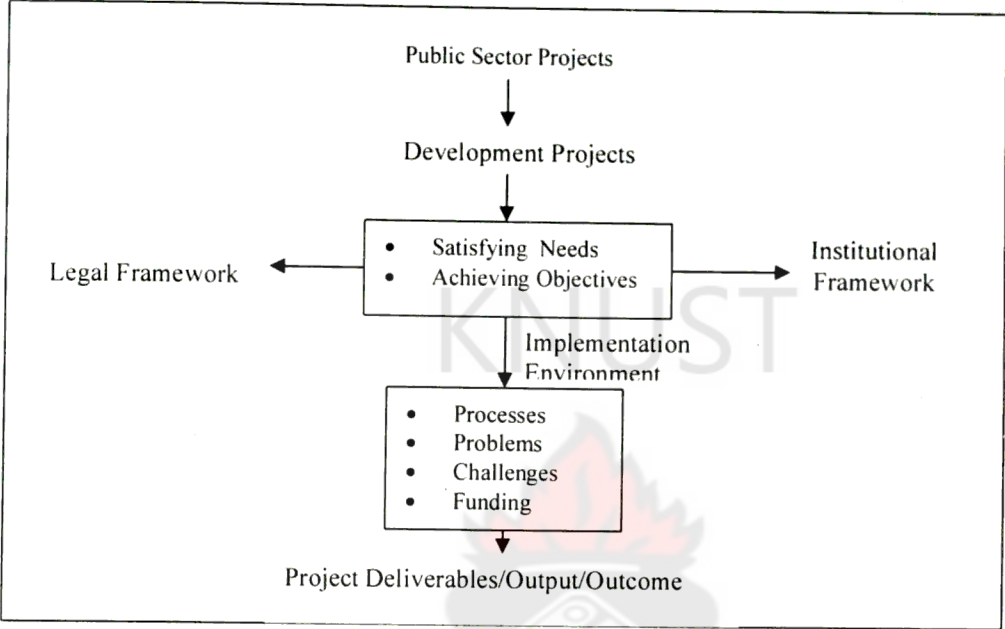
The implementation environment of public sector projects is characterised by legislation and institutional arrangements, processes as well as problems and challenges. These projects are implemented within a legal and institutional framework. The Public Procurement Act (Act 663); the Local Government Act; the Financial Administration Act; the Internal Audit Agency Act and the Environmental Protection Act are some legislations governing the implementation of projects in the

public sector. The main institutions responsible for implementing projects are the Ministries, Departments, Agencies and Metropolitan, Municipal and District Assemblies that work in collaboration with the sector departments within the districts. For instance, the Public Procurement Act (Act 663) of 2003 require all Ministries, Departments and Agencies procuring goods and services as well as institutions and individuals bidding for projects to go through a tendering process (Azeem, 2007).

The implementation of the projects is not without problems and challenges. Notable problems and challenges include: the lack of shared perception and agreement on the objectives of the project by stakeholders; lack of commitment to the project by stakeholders; lack of detailed and realistic project plans; unclear lines of authority; inadequate material and financial resources; poor feedback and control mechanism for detection of problems; institutional roadblocks and weak implementation capacity of public sector personnel. These problems and challenges cause project implementation delays and failures. The lack of adequate funding, however, remains a major setback. Thus, an understanding of the implementation environment of public sector projects is necessary to enhance the successful implementation of projects.

As represented in figure 2.1; projects implemented in the public sector are typically development projects. These projects aim at satisfying the social needs of the people in developing countries like Ghana. The implementation of the projects is preceded by the setting of objectives. Thus, the projects are implemented to achieve specific objectives outlined during the planning stages of the project. The implementation of the projects is regulated by laid down legal and institutional framework. The implementation environment is further characterised by processes, problems and

challenges, including inadequate funding problems which need to be addressed by implementing institutions and other relevant stakeholders to produce the desired project deliverables, output or outcome as depicted in figure 2.1 below;



Source: Author's Personal Compilation

Figure 2.1: Implementation Environment of Public Sector Projects

CHAPTER THREE

APPROACH AND METHODOLOGY

3.1 Introduction

This chapter discusses the approach and methodology adopted, and used for the study. It presents the research process and discusses the study's data requirements, units of enquiry, data collection tools and methods used to collect sufficient data to answer the study's research questions as well as data collation, analysis and reporting.

3.2 Research Design

The research design used for the study was the case study design. The case study design can be described as an empirical investigation of a contemporary phenomenon within its real-life context. Stake (1994), suggests that a case study is useful when the "opportunity to learn is of primary importance."

Yin (1989), argues that a single-case study design is warranted or appropriate on the basis that the case is revelatory. Thus, if the Ghana Prisons Service can serve as a revelatory case, then there is a basis according to Yin (1989) for discovering and describing problems that may be common to other cases of project implementation in the public sector.

Case study research, while an appropriate research design for assessing project implementation in the Ghana Prisons Service, is not without limitations and problems. A major limitation of a single-case study is that, it cannot be statistically generalized. According to Grove and Burns (1995), case studies tend to have very small samples.

They further argue that comparisons between groups are not performed, and that problems relating to sampling error and generalization have little relevance for these studies. They, however, note that a small sample size may be useful in examining the situation in-depth from various perspectives.

3.3 Research Process

In selecting the topic for the study, a number of topics were considered. These topics were selected in consultation with some academic lecturers, superior colleagues at work and study mates. References were also made to some relevant literature on topical issues. The final selection of the topic was informed by the insightful suggestion of the academic supervisor. Subsequently, a research proposal was submitted to the Institute of Distance Learning of the Kwame Nkrumah University of Science & Technology, Kumasi for approval.

Following the approval, work was commenced by carrying out a desk study and a review of the literature of writings on the characteristics and implementation environment of public sector projects. The problem statement was then outlined after a review of the literature of writings on the subject. Evolving from the problem statement, were the objectives relating to the study, likewise the formulation of the research questions to provide guidance to the study. The main data collection instrument, that is, a structured questionnaire was designed in consultation with the academic supervisor. The questionnaire contained closed and open-ended questions and sought to collect data on the background information of the respondents as well as issues relating to project implementation, project success and/or failure and the regulatory and administrative procedures in public procurement, among other relevant

data. Specifically, data on the problems and challenges associated with project implementation; procurement practices and the current administrative responses to address the problems and challenges associated with the implementation of projects in the Ghana Prisons Service were collected. An interview of some respondents, though not widespread was also conducted to give the study qualitative strength to acquire information that might not have become available through the questionnaire.

With the assistance of some prison officers and convict prisoners, a field recce survey and pre-testing of the questionnaire was then conducted among a cross section of prison officers and convict prisoners at the Nsawam medium security prison. Lessons learnt from the field recce survey fed into a re-design of the main data collection instrument. The actual field survey involved the administering of the questionnaire to prison officers, convict prisoners, key staff of NGOs', contractors as well as consultants to the projects. The data collected was then analyzed and the final report presented.

3.4 Data Requirements and Units of Enquiry

The study sought to collect data on the background information of the various categories of respondents; the problems and challenges associated with project implementation in the Ghana Prisons Service; issues relating to project success and/or failure and the regulatory and administrative procedures in public procurement, among other relevant data.

The units of enquiry comprised all prison officers and prisoners in forty-five Ghanaian prison establishments, and non-governmental organizations (NGOs'),

contractors as well as consultants to prison projects. The total officer population was 4,986 comprising 331 commissioned officers and 3,572 non-commissioned officers as well as 1,083 trainee officers, and a prisoner population of 13,335 (Ghana Prisons Service, 2007). The accessible population were the commissioned and senior non-commissioned officers, convict prisoners and some non-governmental organizations (NGOs'), contractors, notably food suppliers and consultants to projects.

3.5 Data Collection Tools and Methods

The main tool for data collection was a structured questionnaire. For the gathering of significant evidence on the topic and to make the sample size more representative of the population under focus, the use of a questionnaire was more appropriate. Despite its reliability, the use of quantitative method alone may not provide a comprehensive result. It is for this reason that the study was enhanced by the adoption of the use of individual interviews of key prison officers, including officers-in-charge, procurement and audit staff, key staff of non-governmental organizations (NGOs'), contractors and consultants to give the study qualitative strength to acquire information that might not have become available through the questionnaire. The questionnaire may limit respondents' response unlike interviews that transcends the limits, thus probing for vital responses from the interviewees. Yin (1984), recommends that open-ended interviews are used to expand the depth of data gathering, and to increase the number of sources of information.

3.6 Sampling

A representative sample of ten out of forty-five prison establishments was chosen to give the study a national picture. The purposive/judgemental sampling technique was

used to select the ten prison establishments. These prison establishments were the Nsawam medium security prison/male and the Nsawam female prison in the Eastern Region; the Senior correctional centre, Prison officers' training school, James camp prison and Prisons headquarters in the Greater-Accra Region; Kumasi central prison and Manhyia local prison in the Ashanti Region; the Ankaful main camp prison in the Central Region and the Tamale central prison in the Northern Region.

A sample of one-hundred and twenty respondents, comprising sixty prison officers, fifty convict prisoners, five NGOs' and five consultants/contractors was used for the study. The random sampling technique was used to select ten officers each from the Prisons headquarters and the Nsawam medium security prison. The same random sampling technique was used to select five officers each from the remaining eight prison establishments. Fifteen prisoners were selected from the Nsawam medium security prison/male considering its status as the largest prison in Ghana via the same random sampling technique. The same random sampling technique was again used to select five prisoners each from seven prison establishments, excluding the Prison officers' training school and Prisons headquarters since these facilities do not hold prisoners. The convenience sampling technique was employed to select the five NGOs' and five consultants/contractors.

3.7 Data Collation, Analysis and Reporting

Data collected from the respondents were grouped, sifted and organized to give meaning to the data. A combination of descriptive accounts as well as summary statistics in terms of frequencies, percentages and rankings were used in analyzing the

data. The tools of analysis used for the study were figures, tables, pie charts and plates. Generally, most of the analysis were carried out using Microsoft Excel 2003.

The final report, covering an introduction to the study; literature review; methods adopted; presentation of results; discussion of major findings; and recommendations was presented to the Institute of Distance Learning of the Kwame Nkrumah University of Science and Technology, Kumasi.

KNUST



CHAPTER FOUR

PRESENTATION AND ANALYSIS OF FIELD DATA

4.1 Introduction

This chapter presents and analyses the field data on project implementation within the Ghana Prisons Service. The characteristics of respondents; level of involvement in the projects and the category of projects implemented are presented and discussed. An assessment of the project completion schedules and whether the projects achieved their intended purposes have also been discussed. The problems and challenges associated with project implementation and the regulatory and administrative framework governing project implementation are presented and discussed.

Respondents' participation in project decision-making and knowledge of the procurement procedures have been discussed. Finally, respondents' assessment of the quality of goods and services procured for the projects and the sources of supply are also discussed.

4.2 Brief Profile of the Ghana Prisons Service

The Ghana Prisons Service is a state organ mandated to manage the prison system of Ghana. Its functions as spelt out in section one of the Prisons Service Decree, NRCD 46, 1972 are to ensure the safe custody and welfare of prisoners and whenever practicable, to reform and rehabilitate them. By its role, the Prisons Service contributes to the maintenance of internal security by keeping criminals locked-up to promote public safety. It must maintain an efficient, humane and safe reformatory

penal system operated within the laws of Ghana. In general, the following pieces of legislation guide the Ghana Prisons Service in its operations;

- Prisons Regulations, 1958 (L.N. 412)
- Prisons Standing Orders, 1960
- Prisons (Amendment) Regulation, 1970 (L.1. 648)
- Prisons (Declaration of Prisons) Instrument, 1971 (E.1. 122)
- Prisons Service Decree, NRCD 46, 1972
- Prisons Service Scheme of Service Administration, 1991
- The Constitution of the Republic of Ghana, 1992

The Ghana Prisons Service is made up of forty-five prison establishments. It is governed by a Service Council, which is an advisory and supervisory body. It is administratively headed by a Director-General who is responsible for the day-to-day administration of the entire Service. In exercise of its mandate, the Ghana Prisons Service undertakes various projects in the areas of agriculture, health, education, skills and vocational training, sports and recreation, and building and construction. Most projects undertaken in the Service are initiated at the headquarters and implemented at the district and local levels.

4.3 Characteristics of Respondents

In all one hundred and twenty respondents were involved in the study. These comprised sixty prison officers, fifty convict prisoners, five consultants/contractors on selected projects of the Service and five non-governmental organizations involved in the funding and implementation of some projects within the Service. The respondents were selected at random to give their perspectives on project implementation in the

Service. They were also to give a general and unbiased view on project implementation processes.

4.3.1 Age-Gender Distribution of Respondents

As can be seen from table 4.1 below; 43.3% of the sampled prison officers were aged between 31 and 45 while 56.7% of them fell between the 46 to 60 age brackets. Males formed 70% while the remaining 30% were female.

Table 4.1 Age-Gender Distribution of Prison Officers

Age	Male	Female	Total	Percentage
18 – 30	-	-	-	-
31 – 45	19	7	26	43.3
46 – 60	23	11	34	56.7
Total	42	18	60	100

Source: Field Survey, April 2009

Out of the sampled convict prisoners, as indicated in table 4.2 below; 50% were aged between 18 and 30 while 30% of the respondents fell between the 31 to 45 age brackets. Another 12% of the respondents were below age 18. Respondents aged 46 to 60 and above 60 formed 4% each. The dominance of convict prisoners aged between 18 and 45 who form a total of 80% of the respondents may be explained by the increasing crime wave among the youth than the older population.

Table 4.2 Age-Gender Distribution of Convict Prisoners

Age	Male	Female	Total	Percentage
Below 18	6	-	6	12
18 – 30	22	3	25	50
31 – 45	13	2	15	30
46 – 60	2	-	2	4
60 above	2	-	2	4
Total	45	5	50	100

Source: Field Survey, April 2009

4.4 Category of Projects Implemented

The category of projects implemented in the Prisons Service as indicated in table 4.3; include:

- **Building and Construction**

The construction of a maximum security prison facility which was started a decade ago at Ankafu in the Central Region with funds from central government (see plate 1); installation of ablution facilities at the Prison officers' training school, Nsawam, Ankafu, Kumasi and Tamale central prisons in 2004; the construction of a school building at the Nsawam medium security prison in 2005 and the construction of a chain link fence as well as the renovation of the main prison gate at the Nsawam medium security prison in 2007 and 2008 respectively. The Ankafu maximum security prison is about 90% complete. It was a project initiated by central government through the Ministry of Interior. Generally, all the projects were funded from central government sources.

Plate 1: A View of One of the Inmates' Housing Blocks at the Ankafu Maximum Security Prison, Central Region



Source: Field Survey, April 2009

- Education

The Presidential Special Initiative/PSI on distance learning, non-formal literacy programmes, and Senior High Schools/SHS and Junior High Schools/JHS at the Nsawam medium security prison, Kumasi central prison, Tamale central prison and the Senior correctional centre in Accra make up the educational projects. These projects commenced in 2006 with support from the UNDP and central government.

- Healthcare

Periodic HIV/AIDS peer education at Nsawam, Kumasi and Tamale central prisons (see plate 2) and tuberculosis management/TB and skincare at the Nsawam medium security prison. These projects are funded by the Ghana AIDS Commission and NGOs'. Most of the peer educators' include the leadership of the inmates front.

Plate 2: Inmates at an HIV/AIDS Peer Educators' Lecture in the Ashanti Region



Source: Field Survey, April 2009

- Skills and Vocational Training

Soap making at the Ankafu main camp prison; and carpentry and tailoring projects at the Nsawam medium security prison with support from central government and NGOs'. These are projects also initiated at the headquarters and implemented at the local level.

- Agriculture

Crop and vegetable farming at the Nsawam medium security and James camp prisons (see plate 3); grasscutter rearing at the Ankafu main camp prison and a rabbitary project at the Senior correctional centre. Most these projects are funded by NGOs' and funds from central government.

Plate 3: A View of a Farm Project in the Northern Region



Source: Field Survey, April 2009

Table 4.3: Category and Types of Projects Implemented

Category	Type	Location
Building and Construction	Prison Facility	Ankaful and Nsawam Prisons
	School Building	Nsawam Prison
	Ablution Facility	Prison Officers' Training School, Nsawam, Ankaful, Kumasi and Tamale Central Prisons
	Office Block	Prison Headquarters
Education	PSI on Distance Learning, SHS/JHS and Non-Formal Literacy Programme	Nsawam, Kumasi and Tamale Central Prisons
	JHS	Senior Correctional Centre
Healthcare	HIV/AIDS Peer Education	Nsawam, Kumasi and Tamale Central Prisons
	TB Management	Nsawam Prison
	Skincare	Nsawam Prison
Skills and Vocational Training	Soap Making	Ankaful Camp Prison
	Carpentry and Tailoring	Nsawam Prison
Agriculture	Crop and Vegetable Farming	Nsawam and James Camp Prisons
	Grasscutter Rearing	Ankaful Camp Prison
	Rabbitry	Senior Correctional Centre
Supply of Goods and Services	Food Supply	Nsawam Prison
Sports	Football League	Nsawam Prison
Financial Audit	Audit of Officers' Welfare Accounts	Prisons Headquarters
Security Operation	Prisoner transfer	Nsawam Prison

Source: Field Survey, April 2009

- Supply of Goods and Services

Supply of food items to the Nsawam medium security prison by contractors on a quarterly basis. Payment for services rendered by contractors are made by the

Controller and Accountant General's department. However, delays in the payment affect the delivery of the goods and services on schedule.

- Sports

An annual football league game among inmates at the Nsawam medium security prison to keep them fit and reduce stress. Motivating packages in the form of trophies, toiletries and drinks are offered at the local level to participants.

- Financial Audit

Financial audit of officers' welfare fund at the Prisons headquarters on a periodic basis. This type of project is often initiated at the headquarters. The decision to conduct the periodic audit is also at the discretion of the headquarters.

- Security Operation

As part of a decongestion exercise at the Nsawam medium security prison in 2007, a number of prisoners were transferred to other prison establishments to contain evacuees from the defunct James fort prison.

4.5 Project Completion Schedule

Clearly, figure 4.1 shows that 42% of the projects were completed on schedule while 58% were not on schedule. Respondents cited a number of factors accounting for the projects either being completed on schedule or otherwise:

- For instance, the lack of adequate funds and logistics accounted for the delay in the completion of the Ankaful maximum security prison under construction in the Central Region. Besides, the schedule assigned to complete the project was unrealistic

in the face of inadequate funds and logistics. Renovation works on the main prison gate at the Nsawam Medium Security Prison in 2008 was completed on schedule, due to the availability of the requisite expertise including consultancy services. However, a modification to the project design of a chain link fence constructed at the Nsawam Medium Security Prison in 2007 delayed the completion of the project on schedule. An European Union sponsored school building project at the Nsawam medium security prison progressed according to schedule due to the availability of building materials, funds and other logistics. The installation of ablution facilities at the Prison officers' training school, Ankafu, Kumasi and Tamale central prisons were not on schedule due to the frequent shortage of materials and other logistics.



Figure 4.1 Project Completion Schedule

Source: Field Survey, April 2009

- The lack of adequate learning materials and study time for students affected the smooth implementation of the PSI on distance learning, SHS/JHS and non-formal literacy programmes on schedule at the Senior Correctional Centre, Nsawam, Kumasi and Tamale central prisons.

- An HIV/AIDS peer educators' programme organised by a Prisons HIV/AIDS control team under the auspices of the Ghana AIDS Commission at the Nsawam, Kumasi and Tamale central prisons were completed on schedule as a result of the

availability of funds and logistics for the project. The availability of logistics also ensured that an NGO sponsored tuberculosis and skincare project at the Nsawam medium security prison were completed on schedule.

- The lack of logistics and incentives for trainee inmates were cited as factors hampering skills and vocational training of inmates at the Nsawam medium security prison while trainee inmates' in soap making at the Ankafu main camp prison lacked protective wear. This affected the smooth implementation of the project on schedule.
- The crop and vegetable farming projects at the Nsawam medium security and James camp prison faced funding and logistical constraints. These constraints affected the schedule of the projects. The grasscutter and rabbitary projects at the Ankafu main camp prison and Senior correctional centre respectively faced similar funding and logistical constraints.
- Food supply to the Nsawam medium security prison was delayed as a result of the delay in the payment for services rendered by food contractors, a situation which negatively affected the effective delivery of food supplies on schedule.
- An annual football league game organized on a housing block basis among inmates at the Nsawam medium security prison to keep them fit and reduce stress was always on schedule. This was as a result of the ready availability of motivating packages and the general high level of interest among the inmates.

- Internal auditors engaged in a financial audit of officers' welfare fund at the Prisons headquarters sought an extension of time before the exercise could be completed. This was to enable them trace documents relevant to the exercise.

- As part of a decongestion exercise at the Nsawam medium security prison in 1997, a number of inmates were successfully transferred from the Nsawam medium security prison to other prison establishments to pave way for intake of evacuated remand prisoners from the defunct James fort prison in Accra.

4.6 Level of Involvement of Respondents in Projects

From table 4.4; 26.6% of the respondents' were involved in the projects as supervisors of skills and vocational training, agriculture, and building and construction related projects while 7.5% were involved in their capacity as trainers and counsellors especially with regards to healthcare projects. Another 6.7% of respondents were involved in planning, monitoring and evaluation of skills and vocational training, building and construction, prisoner transfer and healthcare related projects while 4.2% of respondents were engaged in proposal writing of soap making, grasscutter rearing and rabbitary projects at the Ankaful main camp prison and the Senior correctional centre in the Central and Greater-Accra Regions respectively. Financial audit of projects was the sole occupation of another 4.2% of respondents. While 1.7% of respondents were involved in healthcare projects, specifically trainer of trainer's workshop on HIV/AIDS as peer educators, a respondent stationed at the Nsawam medium security prison sought to raise funds for a sheep rearing project at Awutu camp prison in the Central Region. Another respondent was involved in a building and construction project at the prisons headquarters as the project architect.

Table 4.4: Level of Respondents' Involvement in Projects

Responses	Frequency	Percentage
Project Sponsor	5	4.1
Project Architect	1	0.8
Trainer/Counsellor	9	7.5
Supervisor	32	26.6
Support Seeker/Fund Raiser	1	0.8
Peer Educator	2	1.7
Proposal Writing	5	4.2
Planning, Monitoring and Evaluation	8	6.7
Internal Auditor	5	4.2
Student and Peer Educator	8	6.7
Student	20	16.7
Trainee/Participant	13	10.8
Teacher/Facilitator	6	5
Food Contractor	3	2.5
Consultant	2	1.7
Total	120	100

Source: Field Survey, April 2009

Some respondents constituting 4.1% were sponsors of HIV/AIDS, TB and skincare related projects while others making up a total of 21.7% of respondents were either students or teachers/facilitators of the educational projects. A total of 6.7% of respondents were involved both as students of the educational projects and peer educators on HIV/AIDS. Trainees or participants involved in skills and vocational training, and building and construction related projects constituted 10.8% of respondents. Consultancy work was the preserve of 1.7% of respondents while another 2.5% served as food contractors supplying food items to the Nsawam medium security prison. Capacity building of personnel involved in the various projects, especially skills and vocational training, and building and construction related projects is required to effectively implement projects.

4.7 Achievement of Project Purpose

As can be seen from table 4.5; eleven projects constituting 55% of the projects implemented in the Prisons Service did not achieve the purpose for which they were undertaken while nine projects making up 45% of the projects achieved their purpose. The reasons were as follows;

- The construction of a 2000-capacity maximum security prison at Ankafu in the Central Region was intended to ease the congestion problems associated with the Ghanaian prisons. However, with a prison population of 13,335 with an overcrowding rate of 76% as at 31st December, 2007, the prisons risk remaining overcrowded.
- The installation of ablution facilities at the Nsawam, Ankafu, Kumasi and Tamale central prisons were inadequate to solve the ablution needs of the increasing prisoner population.
- Overcrowding in the Nsawam medium security prison and its attendant health implications rendered tuberculosis and skincare projects unsuccessful to a large extent. Besides, the fact that HIV/AIDS was the second highest killer among prisoners in 2007 raised concerns about the success of HIV/AIDS projects at the Nsawam, Ankafu, Kumasi and Tamale central prisons.

Table 4.5: Achievement of Project Purpose

Project	Location	Achievement of Purpose
Construction of Prison Facility	Ankaful	No
Construction of Inner Fence	Nsawam Prison	Yes
Renovation of Prison Gate	Nsawam Prison	Yes
Construction of School Building	Nsawam Prison	Yes
Construction of Ablution Facility	Prison Officers' Training School, Nsawam, Ankaful, Kumasi and Tamale Central Prisons	No
Office Block	Prison Headquarters	Yes
SHS/JHS and Non-formal literacy programme	Nsawam, Kumasi and Tamale Central Prisons	Yes
JHS	Senior Correctional Centre	Yes
HIV/AIDS Peer Education	Nsawam, Kumasi and Tamale Central Prisons	No
TB Management	Nsawam Prison	No
Skincare Management	Nsawam Prison	No
Soap Making	Ankaful Camp Prison	No
Carpentry and Tailoring	Nsawam Prison	No
Crop and Vegetable Farming	Nsawam and James Camp Prisons	Yes
Grasscutter Rearing	Ankaful Camp Prison	No
Rabbitry	Senior Correctional Centre	No
Food Supply	Nsawam Prison	No
Football League	Nsawam Prison	Yes
Audit of Officers' Welfare Accounts	Prisons Headquarters	Yes
Prisoner transfer	Nsawam Prison	No

Source: Field Survey, April 2009

- The lack of protective wear for trainees involved in soap making at Ankaful main camp prison created disinterest among some prisoners involved in the project while the lack of modern tools and equipment for carpentry and tailoring as well as the lack of incentives for trainees impacted negatively on the skills and vocational training projects at the Nsawam medium security prison.

- The rabbitary and grasscutter rearing projects at the Senior correctional centre and Ankaful camp prison and intended to supplement the dietary needs of prisoners, and to train interested prisoners were affected by the lack of funds and logistics.

- Delay in the payment of food suppliers affected the timely delivery of food supplies to the Nsawam medium security prison.

- A decongestion exercise involving the transfer of prisoners from the Nsawam medium security prison to other prison establishments in 2007 did not change the overcrowding situation at the Nsawam medium security prison upon receipt of over nine hundred remand prisoners from the defunct James fort prison within the same period.

- The construction of an inner chain link fence and the renovation of the main gate at the Nsawam medium security prison in 2007 and 2008 respectively enhanced the security of the prison as intended.

- The construction of an additional classroom block within the Nsawam medium security prison community to accommodate more pupils; and the construction of an office block at the prison headquarters to also provide additional office accommodation for staff served their purpose.

- A Presidential Special Initiative on distance learning and a UNDP sponsored SHS/JHS and non-formal literacy programmes at Nsawam, Kumasi and Tamale central prisons, and the Senior correctional centre achieved their purpose of providing education to interested prisoners.

- Crop and vegetable farming projects at the Nsawam and James camp prisons to supplement the food needs of prisoners served their purpose, while an annual football league game among prisoners at the Nsawam medium security prison intended to keep the prisoners fit and reduce stress also achieved its purpose.

- An audit of Officers' Welfare Accounts at the Prisons headquarters in 2006 to streamline the welfare accounts achieved its purpose.

4.8 Problems and Challenges Associated with Project Implementation in the Prisons Service.

The following problems and challenges were associated with project implementation in the Prisons Service. This is as depicted in table 4.6;

- Lack of Adequate Funds and Logistics: The implementation of some projects, especially the building and construction and agriculture related projects were hampered by inadequate funds and logistics. For instance, the construction of the

Ankaful maximum security prison and the installation of ablution facilities at the Prison officers' training school, Nsawam, Ankaful, Kumasi and Tamale central prisons suffered a setback due to the lack of adequate funds and logistics for the projects. The Prisons Service as a state-owned institution relies solely on the government of Ghana for subvention. However, as some respondents reported, recurrent budget shortages and misappropriation of funds and resources by some officials denied the Prisons Service of financial and logistical resources for some of its projects.

- **Project Cost Underestimation:** Project cost underestimation and incorrect costing of materials required for the installation of ablution facilities at the Prison officers' training school, Nsawam, Ankaful, Kumasi and Tamale central prisons delayed the completion of the project.

- **Lack of Communication:** Poor communication and feedback systems impeded the flow of information relevant to projects. Implementing institutions installing ablution facilities at the Prison officers' training school, Nsawam, Ankaful, Kumasi and Tamale central prisons either failed to notify prison headquarters timely of their material requirements or headquarters response in respect of material request received from the implementing institutions was not swift to ensure the completion of the project on schedule.

Table 4.6: Problems and Challenges Associated with Project Implementation in the Prisons Service.

Problems and Challenges	No. of Responses	Rank
Unrealistic schedule	8	6 th
Lack of Adequate Funds and Logistics	32	2nd
Lack of Leadership Commitment and Apathy	5	8th
Lack of Communication	7	7th
Lack of Protective Wear	1	12th
Cost Underestimation	11	3rd
Undue Bureaucracy	3	10th
Lack of Proper Planning	9	5th
Over Reliance on Unskilled Prison Labour	1	12th
Lack of Study Materials/Facilities	36	1st
Lack of Adequate Study Time	10	4th
Unavailability of Permanent Facilitators	4	9th
Lack of Incentives for Trainee Prisoners	2	11th
Modification of Project Design	2	11th
Payment Delays	3	10th
Total	134	

Source: Field Survey, April 2009

- **Lack of Leadership Commitment and Apathy:** The leadership of some prison establishments at the district and local levels exhibited apathy and lack of commitment towards some projects, especially projects planned and initiated from prisons headquarters.

- **Unrealistic Project Schedule:** The schedule assigned for the completion of the Ankaful maximum security prison under construction in the Central Region changed several times due to the lack of adequate funds and logistics to complete the project.

- **Lack of Proper Planning:** The implementation of some projects were faced with problems because the projects were planned and initiated at the prisons headquarters in a rush without the involvement of the implementing institutions at the district and local levels. For instance, a deadline set by prison headquarters to transfer a number of prisoners from the Nsawam medium security prison to other prison establishments in 2007 could not be met due to the rushed manner the project was planned.

- **Undue Bureaucracy:** Undue bureaucracy and over-reliance on procedural matters delayed the implementation of some projects. The implementation of projects at the district and local levels in the Prisons Service require the consent and approval of headquarters and adherence to due procedure.

- **Lack of Protective Wear:** The lack of protective wear for trainee prisoners undergoing skill and vocational training in soap making at the Ankafu main camp prison demoralised trainees.

- **Over-Reliance on Prison Labour:** Over-reliance on an unskilled and a reluctant prison labour for building and construction related projects sometimes affected the quality of the project deliverables or outcomes.

- **The Lack of Study Materials/Facilities; Permanent Teachers/Facilitators and Adequate Study Time:** The lack of study materials/facilities and permanent teachers/facilitators for educational projects affected efficient teaching and learning

while the regimented and overcrowded prison environment provided less time and privacy for study.

- **Lack of Incentives:** The lack of incentives for trainees involved in skills and vocational training hampered the smooth implementation of such projects.
- **Modification of Project Design:** A modification to the design of a chain link fence constructed at the Nsawam medium security prison in 2007 delayed the completion of the project.
- **Payment Delays:** The delay in payment for food items supplied to the Nsawam medium security prison by food contractors negatively affected the effective delivery of their services on schedule.

Central to all these problems and challenges were the lack of study materials/facilities as well as the lack of adequate funds and logistics for projects.

4.9 Participation in Project Decision-Making

As depicted in figure 4.2; 40% of respondents participated or were consulted very often in project decision-making while the participation of 37% of respondents were not so often. However, 23% of respondents were neither consulted nor participated in project decision-making at all. This underscores the involvement of majority of respondents in participatory project decision-making and the need to enhance their capacity to effectively implement projects.

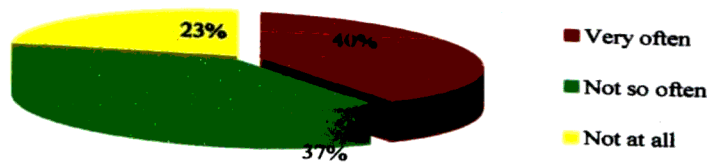


Figure 4.2 Extent of Respondents' Participation in Project Decision-Making

Source: Field Survey, April 2009

4.10 Knowledge of Procurement Procedures

A number of respondents constituting 62% were knowledgeable about the procurement procedures compared to 38% of the respondents. This is shown in figure 4.3 below. The response is an indication of the fact that most of the respondents were familiar with some regulatory and administrative framework governing the implementation of projects in the Prisons Service.



Figure 4.3: Respondents' Knowledge of Procurement Procedures

Source: Field Survey, April 2009

4.11 Problems with Procurement Procedures

As can be seen from figure 4.4; 65% of the same category of respondents who expressed knowledge of the procurement procedures felt that the procedures were cumbersome and delay oriented. However, 35% felt they were not. The situation is a confirmation of an over-reliance on procedural matters in the implementation of projects in the public sector.

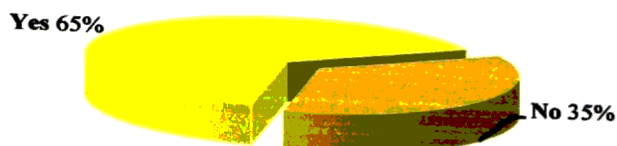


Figure 4.4 Problems with Procurement Procedures

Source: Field Survey, April 2009

4.12 Quality of Goods and Services Procured for Projects

The quality of goods and services, according to 62% of respondents was good while 38% assessed them to be of fair quality. This is shown in figure 4.5. The assessment of the goods and services were based on the conformance of the goods and services to standards and audit requirements in accordance with the procurement law in terms of product functions, texture, taste and the efficient delivery of goods and services, among other factors. The goods include building and construction materials, agricultural materials, food items and stationery while the services cover periodic medical consultation and drug administration by visiting NGOs', and fumigation exercises by contracting firms. The respondents stated the source of these goods as registered suppliers and/or contractors and the Ghana Supply Commission while most of the services were sourced from NGOs'.



Figure 4.5: Assessment of Quality of Goods and Services Procured for Projects

Source: Field Survey, April 2009

CHAPTER FIVE

SUMMARY OF FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 Introduction

This chapter presents a summary of the research findings. Specifically, the chapter highlights the problems and challenges associated with project implementation in the Ghana Prisons Service; the regulatory and administrative framework governing project implementation and the administrative responses to address the problems and challenges, and shape policies and programmes towards the implementation of projects. The chapter ends with some recommendations.

5.2 Summary of Findings

Following the presentation, analysis and discussion of the field data, a number of findings came out of the study. A summary of the findings is presented as follows:

5.2.1 Problems and Challenges Associated with Project Implementation;

The findings from the study revealed that the implementation of projects in the Ghana Prisons Service has been fraught with numerous problems and challenges. These include;

- Lack of Adequate Financial, Material and Other Logistical Resources :

Frequent shortages in financial, material and other logistical resources delayed the completion of the Ankafu maximum security prison and the installation of ablution facilities at the Nsawam, Ankafu, Kumasi and Tamale central prisons.

- Lack of Leadership Commitment and Apathy :

Apathy and the lack of commitment on the part of the leadership of some prison establishments delayed the implementation of some agriculture, and building and construction related projects, especially projects initiated at the headquarters for implementation at the district and local levels.

- Underestimation and Incorrect Project Costing :

The underestimation and incorrect costing of materials for the installation of ablution facilities at the Nsawam, Ankaful, Kumasi and Tamale central prisons resulted in frequent shortage of materials for the project.

- Lack of Communication and Feedback Systems :

Poor feedback systems stifled the flow of relevant information among project stakeholders for some projects. For instance, additional material requirements for the installation of ablution facilities at the Nsawam, Ankaful, Kumasi and Tamale central prisons were either not communicated timely to the Prisons headquarters or the response from the headquarters was not swift to ensure timely completion of the projects.

- Lack of Proper Planning and Initiation of Projects :

The planning and initiation of some projects, especially agriculture related projects were done at the headquarters without the involvement of the implementing prison establishments at the district and local levels. This led to apathy and the lack of commitment on the part of the leadership of some implementing prison establishments.

- Undue Bureaucracy and Over-Reliance on Procedural Matters :

Over reliance on matters of procedure and undue bureaucracy especially with regards to the procurement of goods and services delayed the implementation of most projects. Prisons Service policy require implementing prison establishments at the district and local levels to seek approval from the headquarters before procuring goods and services for projects.

- Unrealistic Project Schedule :

The schedule assigned for the completion of some projects were unrealistic, especially in the face of inadequate financial, material and other logistical support for such projects. For instance, the schedule assigned for the completion of the Ankafu maximum security prison kept changing because of the inadequacy of financial, material and other logistical support to ensure the completion of the project on schedule.

- Lack of Professional Skills in the Implementation of Projects; and the Absence of Incentives for Trainees:

The capacity of staff to implement some projects was weak. This was evident when the Prisons Service had to rely on the Architectural and Engineering Services Limited to renovate the main prison gate at the Nsawam medium security prison in 2008. The absence of a motivating package for trainee prisoners engaged especially in skills and vocational training, and building and construction related projects also impacted negatively on the successful implementation of these projects.

5.2.2 Regulatory and Administrative Framework Governing Project Implementation;

The study revealed that project implementation under the Ghana Prisons Service are governed by a number of regulatory instruments. These include;

- The Public Procurement Act, 2003; which provides for public procurement, establishes the Public Procurement Board; make administrative and institutional arrangements for procurement and stipulate tendering procedures for the procurement of goods and services as well as institutions and individuals bidding for projects in the Prisons Service and all Government Ministries, Departments and Agencies.
- The Environmental Protection Act 1994 (490); ensure compliance with laid down environmental impact assessment procedures in the planning and execution of development projects, including compliance in respect of existing projects.
- The Financial Administration Act, 2003; regulate the financial management of the public sector and prescribe the responsibilities of persons entrusted with financial management in the public sector and ensure the effective and efficient management of public funds for projects; and
- The Internal Audit Agency Act, 2003; which is an Act establishing an Internal Audit Agency as a central agency to co-ordinate, facilitate, monitor and supervise internal audit activities in respect of projects within the Ministries, Departments and Agencies, and Metropolitan, Municipal and District Assemblies.

The Administrative framework used in the design, initiation and implementation of projects under the Service is as follows;

- The design and initiation of most projects is centralized at the Prisons headquarters under the purview of a technical unit. Such projects are initiated at the headquarters and implemented at the district and local levels. Usually, after the initiation of a project, specific details relating to the project with regards to funding, personnel and other terms of reference are issued in the form of an 'administrative instruction' from the headquarters to the implementing prison establishment for compliance. The technical unit at the headquarters is charged with the overall monitoring and evaluation of projects. The head of the technical unit is responsible to a Director of Prisons who in turn reports to the administrative head of the Service through a Deputy Director-General.

- The Procurement of goods and services for projects is also centralized. However, the procurement of food items for the various prison establishments is decentralized through Regional Entity Tender Boards. These boards meet every quarter to evaluate tenders and award contracts to food suppliers. The award of contracts in the Ghana Prisons Service under the procurement law is subject to the following conditions:

- i. That, the contractor agrees to supply items in the required quantity and quality as and when needed under the supervision of the officers-in-charge of the various prison establishments.
- ii. In consideration of the agreement by the contractor to supply, the government will pay for items supplied in accordance with payment procedures of the

Controller and Accountant General at the prices and rates set out in the tender documents.

iii. That, the prices quoted will remain so for the contract period, and on no account will they be varied at the request of the contractor; and

iv. That, all provisions of the instructions to contractors tendering, and the conditions of the contract shall be mutually binding upon the government and the contractor.

5.2.3 Current Administrative Responses to Address the Problems and Challenges Associated With Project Implementation;

These include;

- Internal borrowing, especially from officers' welfare fund and sourcing credit facilities externally to fund projects. Some agriculture, prisoner transfer as well as skills and vocational training related projects were financed through internal and external borrowing.
- Reliance on central government budgetary allocation to the Service, non-governmental organizations, religious bodies and individuals for funding and provision of logistics for projects. Where funding was unavailable, projects were normally suspended; and
- Issuance of directives with threats of sanctions from the headquarters to implementing prison establishments at the local level exhibiting apathy and the lack of leadership commitment to projects initiated at the headquarters.

5.3 Recommendations

In view of the findings, the following are recommended as a result of lessons learnt from the study of project implementation in the Ghana Prisons Service;

5.3.1 Internal Generation of Funds

The commercial unit of the Service should intensify its internal income generating activities to raise substantial funds to support less capital intensive projects to supplement central government efforts. The Service should intensify the commercialization of its agriculture unit as well as industrial units such as carpentry and tailoring by securing contractual jobs from outside parties.

5.3.2 Proper Planning and Initiation of Projects

Planning and initiation of projects, especially less capital intensive projects should be decentralized to motivate personnel of prison establishments at the district and local levels to plan, initiate, implement, own and sustain projects. This is necessary to overcome apathy and the lack of commitment on the part of the leadership and other stakeholders of prison establishments at the district and local levels during the implementation of projects.

5.3.3 Effective Communication Channels

The Service should institute and maintain effective communication channels with feedback systems to ensure unimpeded flow, dissemination and communication of information relevant to projects. This should include regular project status review meetings involving stakeholders.

5.3.4 Motivation of Personnel

Personnel involved in project implementation should be motivated through the provision of incentives by the Service or implementing institution. This will enhance stakeholder commitment to projects.

5.3.5 Elimination of Bureaucratic Bottlenecks and Cumbersome Procedures

Administrative bureaucratic bottlenecks and cumbersome procedures impeding the smooth implementation of projects should be minimized, if not totally eliminated through decentralization efforts by empowering district and local authorities to plan, initiate and implement minor and less capital intensive projects devoid of interference from headquarters or central government; and

5.3.6 Building Capacity of Personnel

The human resource development unit of the Service should institute a training programme to train staff involved in projects at all levels to build the project implementation capacities and skills of personnel.

5.4 Conclusion

It is evident that project implementation in the Ghana Prisons Service is plagued with problems and challenges. It is therefore imperative on public sector institutions to strive to overcome these problems and challenges by instituting the right measures. Of importance is equipping personnel involved in projects with the requisite knowledge and skills. This must be accompanied with the right attitude and behavioural changes required to enhance the success of projects in the public sector.

Further research is, however, needed to further understand the nature and enormity of the problems and challenges as well as other key issues militating against the successful implementation of projects in Ghanaian public sector institutions. Such a study should also examine the management competencies and behaviour of project officials and their effect on the success or failure of projects in Ghanaian public sector institutions.



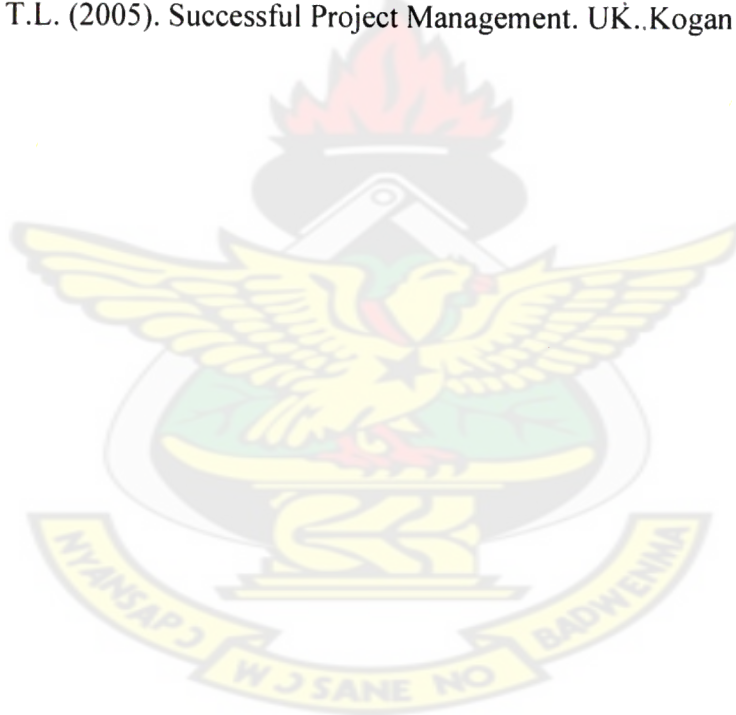
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APPENDIX

KWAME NKRUMAH UNIVERSITY OF SCIENCE & TECHNOLOGY, KUMASI

INSTITUTE OF DISTANCE LEARNING

QUESTIONNAIRE FOR PRISON OFFICERS

Section A

Background Information

Please tick (✓) the response (s) that is/are most appropriate to you or provide the appropriate response(s).

1. Prison Facility

- | | | | |
|-----------------------------------|--------------------------|--------------------------------------|--------------------------|
| (i) Prisons Headquarters | <input type="checkbox"/> | (ii) Prison Officers Training School | <input type="checkbox"/> |
| (iii) Senior Correctional Centre | <input type="checkbox"/> | (iv) James Camp Prison | <input type="checkbox"/> |
| (v) Nsawam Medium Security Prison | <input type="checkbox"/> | (vi) Nsawam Female Prison | <input type="checkbox"/> |
| (vii) Kumasi Central Prison | <input type="checkbox"/> | (viii) Manhyia Local Prison | <input type="checkbox"/> |
| (ix) Ankaful Main Camp Prison | <input type="checkbox"/> | (x) Tamale Central Prison | <input type="checkbox"/> |

2. Sex (i) Male ☐ (ii) Female ☐

3. Age (i) 18 – 30 ☐ (ii) 31 -45 ☐ (iii) 46 -60 ☐

4. Level of Education

- (i) Primary/JSS/Middle School ☐ (ii) SSS/O' level/Commercial/Technical ☐
- (iii) Tertiary ☐ (iv) Training College ☐ (v) Others, specify.....

5. Rank/Position

6. How long have you been in active Service?

- (i) 1 – 10 years ☐ (ii) 11 – 20 ☐ (iii) 21 – 30 ☐ (iv) 30 years and above ☐

Section B

Project Implementation

Please tick (✓) the response(s) that is/are most appropriate to you or provide the appropriate response(s).

7. Are you aware of any project(s) that have been implemented in the Prisons Service within the past decade?.

(i) Yes ☐ (ii) No ☐

8. If yes, indicate the project (s), including the location, purpose and duration (from implementation).

9. Have you been involved in any of these project(s) ?

(i) Yes ☐ (ii) No ☐

10. If yes, what has been your level of involvement or in what capacity were you involved in the project(s)?.....

Section C

Project Success and/or Failure

Please tick (✓) the response (s) that is/are most appropriate to you or provide the appropriate response(s).

11. How often have you been consulted or participated in project decision-making?

(i) Very often ☐ (ii) Not so often ☐ (iii) Not at all ☐

12. Did the project (s) achieve the purpose for which it/they was/were undertaken ?

(i) Yes ☐ (ii) No ☐

13. Was/Were the project(s) completed on schedule ?

(i) Yes ☐ (ii) No ☐

14. If no, what was/were the problem (s) and/or challenge (s) that impeded early completion of the project (s)?

15. In your opinion, how can this/these problem (s) and/or challenge(s) be

addressed?.....

Section D

Regulatory & Administrative Procedures in Public Procurement

Please tick (✓) the response (s) that is/are most appropriate to you or provide the appropriate response(s).

16. Are you conversant with the rules, regulations and guiding principles contained in the Public Procurement Act (Act 663) of 2003 ?

(i) Yes ☐ (ii) No ☐

17. Are you conversant with the prescribed procurement procedures in the acquisition of goods and services in the public sector?

(i) Yes ☐ (ii) No ☐

18. If yes, are the prescribed procurement procedures cumbersome and delay-oriented?

(i) Yes ☐ (ii) No ☐

19. How do you assess the quality of goods and services procured for projects ?

(i) Good ☐ (ii) Fair ☐ (iii) Poor ☐

20. State the source(s) of supply of these goods and services.....

QUESTIONNAIRE FOR CONVICT PRISONERS

Section A

Background Information

Please tick (✓) the response(s) that is/are most appropriate to you or provide the appropriate response(s).

1. Prison Facility

- | | | | |
|-------------------------------------|--------------------------|------------------------------|--------------------------|
| (i) Senior Correctional Centre | <input type="checkbox"/> | (ii) James Camp Prison | <input type="checkbox"/> |
| (iii) Nsawam Medium Security Prison | <input type="checkbox"/> | (iv) Nsawam Female Prison | <input type="checkbox"/> |
| (v) Kumasi Central Prison | <input type="checkbox"/> | (vi) Manhyia Local Prison | <input type="checkbox"/> |
| (vii) Ankaful Main Camp Prison | <input type="checkbox"/> | (viii) Tamale Central Prison | <input type="checkbox"/> |

2. Sex (i) Male ☐ (ii) Female ☐

3. Age Below 18 years ☐ (i) 18 – 30 ☐ (ii) 31 -45 ☐ (iii) 46 -60 ☐ (iv) 60+ ☐

4. Level of Education

- (i) Primary/JSS/Middle School ☐ (ii) SSS/O' Level/Commercial/Technical ☐
- (iii) Tertiary ☐ (iv) Training College ☐ (v) Other (s), specify.....

5. Offence.....

6. Sentence

7. How long have been in Prison custody.....

Section B

Prisoners' Welfare

Please tick (✓) the response(s) that is/are most appropriate to you or provide the appropriate response(s).

8. What are your most pressing needs ? State them.

.....

9. How often are these needs met by the Prison administration ?

- (i) Very often ☐ (ii) Not so often ☐ (iii) Not at all ☐

10. How do you assess your relationship with Officers ?

- (i) Good ☐ (ii) Fair ☐ (iii) Poor ☐

11. How do you rate the conditions in the Prison and the services offered you ?

- (i) Good ☐ (ii) Fair ☐ (iii) Poor ☐

Section C

Project Implementation

Please tick (✓) the response(s) that is/are most appropriate to you or provide the appropriate response(s).

12. In your opinion, has any project(s) been implemented in the Prison within the past decade ?

- (i) Yes ☐ (ii) No ☐

13. If yes, indicate the project (s) including the location, purpose and duration (from implementation).....

14. Have you been involved in any of these project(s) ?

- (i) Yes ☐ (ii) No ☐

15. If yes, what has been your level of involvement or in what capacity were you involved in the project(s) ?.....

Section D

Project Success and/or Failure

Please tick (✓) the response(s) that is/are most appropriate to you or provide the appropriate response(s).

16. Did the project(s) achieve the purpose for which it/they was/were undertaken ?

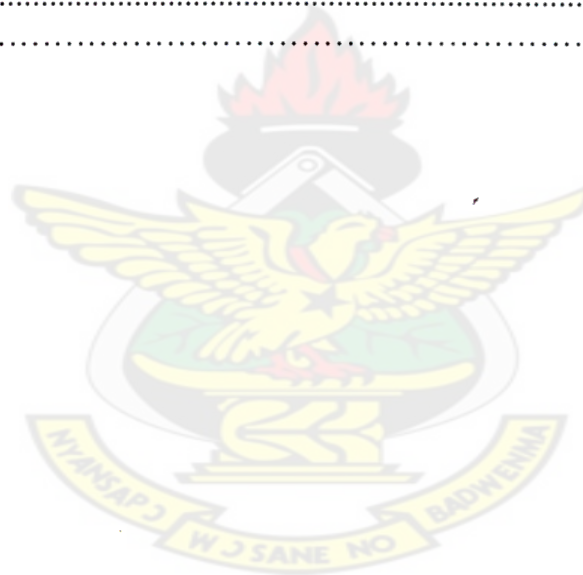
- (i) Yes ☐ (ii) No ☐

17. Was/Were the project(s) completed on schedule ?

- (i) Yes ☐ (ii) No ☐

18. If no, what was/were the problem (s) and/or challenge (s) that impeded early completion of the project (s).....
.....

19. In your opinion, how can this/these problem (s) and/or challenge (s) be addressed?.....
.....



QUESTIONNAIRE FOR STAFF OF NGOS'

Section A

Background Information

Please tick (✓) the response(s) that is/are most appropriate to you or provide the appropriate response(s).

1. Name of Non-governmental organization / NGO.....
2. Sex (i) Male ☐ (ii) Female ☐
3. Age (i) 18 – 30 ☐ (ii) 31 -45 ☐ (iii) 46 -60 ☐ (iv) 60+
4. Level of Education
(i) Primary/JSS/Middle School ☐ (ii) SSS/O' Level/Commercial/Technical ☐
(iii) Tertiary ☐ (iv) Training College ☐ (v) Other (s), specify.....
5. Status/Position

Section B

Project Implementation

Please tick (✓) the response(s) that is/are most appropriate to you or provide the appropriate response(s).

6. What has been the role of your organisation within the Ghana Prisons Service ?
.....
7. How long has your organization been involved in projects within the Ghana Prisons Service ?
(i) 1 – 10 years (ii) 11 - 20 years (iii) 21 – 30 years (iv) 30 years +
8. Indicate the project(s) your organization has been involved in, including the location, purpose and duration (from implementation).....
.....

Section C

Project Success and/or Failure

Please tick (✓) the response(s) that is/are most appropriate to you or provide the appropriate response(s).

9. Did the project(s) achieve the purpose for which it/they was/were undertaken ?

(i) Yes ☐ (ii) No ☐

10. Was/Were the project(s) completed on schedule?

(i) Yes ☐ (ii) No ☐

11. If no, what was/were the problem(s) and/or challenge(s) that impeded early completion of the project(s) ?.....
.....

12. In your opinion, how can this/these problem(s) and/or challenge(s) be addressed ?
.....
.....



QUESTIONNAIRE FOR CONSULTANTS/CONTRACTORS

Section A

Background Information

Please tick (✓) the response (s) that is/are most appropriate to you or provide the appropriate response(s).

1. Name of firm (if applicable).....
2. Sex (i) Male ☐ (ii) Female ☐
3. Age (i) 18 – 30 ☐ (ii) 31 -45 ☐ (iii) 46 -60 ☐ (iv) 60 + ☐
4. Level of Education
(i) Primary/JSS/Middle School ☐ (ii) SSS/O' Level/Commercial/Technical ☐
(iii) Tertiary ☐ (iv) Training College ☐ (v) Other (s), specify.....
5. Status/Position

Section B

Project Implementation

Please tick (✓) the response(s) that is/are most appropriate to you or provide the appropriate response(s).

6. How long have you or your organization been involved in projects within the Ghana Prisons Service ?
(i) 1 – 10 years (ii) 11 - 20 years (iii) 21 – 30 years (iv) 30 years +
7. Indicate the project (s) you or your firm have been involved in. including the location, purpose and duration (from implementation).....
.....

Section C

Project Success and/or Failure

Please tick (✓) the response(s) that is/are most appropriate to you or provide the

appropriate response(s).

8. Did the project(s) achieve the purpose for which it/they was/were undertaken ?

(i) Yes ☐ (ii) No ☐

9. Was/Were the project(s) completed on schedule ?

(i) Yes ☐ (ii) No ☐

10. If no, what was/were the problem (s) and/or challenge (s) that impeded early

completion of the project (s).....

11. In your opinion, how can this/these problem (s) and/or challenge (s) be

addressed?.....

.....

