

Inclusive Local Planning in Ghana II

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Project | Term

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Content

Acronyms	2
1. Background	3
2. Project Objectives and Deliverables	3
3. Implementation	4
3.1 Deliverable 1: Setting up a framework for implementation of selected measures	4
3.2 Deliverable 2: Implementation of pilot measures in both districts	7
3.2.1 Pilot Activity Cape Coast - Sachet Mineral Water Production	7
3.2.2 Pilot Activity Suhum – Food Processing Facility at the Local Market.....	9
3.3 Deliverable 3: Expert Workshop(s) and Dissemination of Results	10
4. Review of the project - Results of the Accompanying Evaluation (Deliverable 4)	11
4.1 Focus and guiding questions	11
4.2 Methodology	11
4.3 Results	11
4.3.1 Relevance	11
4.3.2 Coherence	16
4.3.3 Effectiveness.....	18
4.3.4 Efficiency	22
4.3.5 Impact.....	23
4.3.6 Sustainability	24
5. Lessons learnt and recommendations	27
6. References	31
Annex 1: Pictures Suhum.....	33
Annex 3: Pictures Cape Coast.....	38



Acronyms

CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil Society Organisation
DACF	District Assembly Common Fund
DCF	Disability Common Fund
DPCU	District Planning and Coordinating Units
GBU	Ghana Blind Union
GFD	Ghana Federation of Disability Organisation
GNAD	Ghana National Association of the Deaf
LEAP	Livelihood Empowerment Against Poverty
LED	Local Economic Development
MASLOC	Microfinance and Small Loans Centre
MMDA	Metropolitan, Municipal and District Assemblies
MTDP	Medium-term Development Plan
NHIS	National Health Insurance Scheme
OPD	Organisation of Persons with Disabilities
PI	Principle Investigator
PWD	Persons with Disabilities (abbreviation frequently used in contemporary Ghanaian language, only in quotes in this report)
SMEs	Small and Medium-sized Enterprises

1. Background

Between 2018 and 2021, the University of Ghana in collaboration with the Centre for Planning and Development of Social Services (ZPE) / University of Siegen conducted research on the living conditions and access to social services for people with disabilities in the Suhum Municipal Assembly (2018/19) and the Cape Coast Metropolitan Assembly (2020/21) in Ghana. Data was collected through Focus Group Discussions with representatives of Organisations of Persons with Disabilities (OPDs), Local Government Officials, Non-Governmental Service Providers, and the Traditional Authority (Chiefs and Queen Mothers). In the second step of this project, validation meetings were held respectively to discuss research findings with the above stakeholder groups who participated in the data collection process. The validation was followed by two workshops on the development of recommendations for more inclusive local development in the two districts with local stakeholders. Results were documented in the manual 'Disability and Local Planning in Cape Coast, Ghana - Entry Points for Disability-Inclusive District Development Planning' where the research findings of the project were linked to objectives and activities within the framework of the Cape Coast Medium-term Development Plan (2018-2021). Findings were discussed in the areas of healthcare, education, employment, livelihood empowerment, built environment, transport/mobility, framing of disability/awareness, communication with local governments and service providers, coordination of key stakeholders, and evidence-based local planning.

In 2021, GIZ commissioned the Center for Planning and Development of Social Services (ZPE) / University of Siegen and the Institute of Statistical, Social and Economic Research (ISSER) / University of Ghana in cooperation with the two district assemblies, Cape Coast and Suhum. The results and recommendations of study provided the basis for a follow up project in the two districts that led to the planning and piloting of single activities. A seed fund of 18,000.00 euros was set up by GIZ for the implementation of activities in the two districts and a process as well as concrete criteria for the allocation of funds in the context of small-scale activities were agreed. In addition, ZPE and ISSER were assigned to conduct an accompanying evaluation of the process. This report presents the implementation of the project and the results of the evaluation.

2. Project Objectives and Deliverables

The project proceeded from the assumption that the implementation of recommendations from the research projects will lead to pilot measures that result in (a) project initiatives being continued independently by local actors on the ground and (b) provide for promising project approaches towards inclusive local development which allow for upscaling.

In a short and medium-term perspective (outcome), the project aimed at supporting the cities of Cape Coast and Suhum to (a) systematically collect and use data on the living situation of people with disabilities as part of all areas of district development planning; (b) enhance cooperation between District Assemblies, civil society, OPDs and traditional authorities to cooperate and use knowledge and skills for new initiatives towards inclusive district development; (c) mainstream the inclusion of people with disabilities in the municipal development planning in the 2022-2025 planning cycle (District Development Plans / Four Year Medium-Term Development Plans and Annual Action Plans) beyond the field of social welfare.

The intended long-term effects (impact) of the project seek to contribute to improve the living conditions of people with disabilities in Cape Coast Metropolitan Area and Suhum Municipal by

institutionalising the interests of people with disabilities and their active participation in municipal development processes. In addition, the adoption of the project approach by further districts, possibly with actors of international cooperation, was identified as a possible long-term objective.

The following deliverables were agreed upon with GIZ to address the above objectives:

Deliverable 1: Setting up a framework for supporting the implementation of selected measures suggested as part of the previous projects:

- a) Setting up the support framework
- b) Establishment of a monitoring body/selection committee for the support of pilot measures consisting of representatives of local governments (social welfare and community development), people with disabilities in the districts, civil society organizations and traditional authorities
- c) development of criteria for supporting pilot actions.

Deliverable 2: Implementation of pilot measures in both districts:

- a) Support for selected local actors for project activities. The obligation to provide proof of financial support is composed as follows:
 - Application of potential recipients of financial contributions on the basis of criteria
 - Examination result of the application by the contractor/selection committee
 - Receipt of payment and receipt/proof of receipt
- b) Technical monitoring of implementation of measures
- c) Monitoring the intended results

Deliverable 3: Expert Workshop / Promising Practice / Lessons Learnt / Sharing Results with Relevant International Actors: Implementation of an expert workshop in Ghana for the presentation and discussion of project results. Elaboration of project results in a brief overview (Lessons Learnt format) for further dissemination to relevant international stakeholders.

Deliverable 4: Accompanying research / Ongoing evaluation: Evaluation of the project approach, its objectives and the activities from different lenses and to provide a more comprehensive picture of the process of implementation and potential results.

3. Implementation

3.1 Deliverable 1: Setting up a framework for implementation of selected measures

A cooperation agreement was concluded between the University of Siegen and the University of Ghana to implement the project on site. The latter was in particular in charge of the project management on site. University of Ghana's Principal Investigator (PI) cooperated closely with the Department of Social Welfare Departments and Community Development as well as with the Planning Units of the Cape Coast and Suhum Metropolitan/Municipal Assembly. The municipal partners were to organize the participation of local OPDs, CSOs and traditional authorities in all matters concerning the project. Indeed, both cities established project committees including representatives of local government (social welfare and community development, planning, other), OPDs and academia to decide on the implementation of pilot activities in line with research findings and recommendations developed in previous projects conducted in the two districts and current processes of local development planning.

For both cities, lack of income security, high un/underemployment as well as lack of technical, vocational, and entrepreneurial skills form key challenges for local development that are addressed by

the municipals' medium-term development planning, both for the general population and people with disabilities in particular.

While access to training and employment for the general population is prominently addressed by the field of Local Economic Development (LED) as part of the Medium-term Development Plans (MTDPs) of both cities, it was unclear the extent to which people with disabilities are considered. People with disabilities face particular difficulties in accessing income and employment. Employment promotion so far is mainly considered as a segregated social-welfare task addressed by local social-welfare departments through the so-called Disability Common Fund (DCF). For some years, Ghanaian local governments including Cape Coast and Suhum have tried to create income opportunities for people with disabilities through this fund which is a cash and in-kind transfer that mostly supports entrepreneurs with disabilities to start or maintain their own businesses. However, the assistance provided by many MMDAs through the DCF has largely been limited to one-off start-up transfers. These are strongly oriented towards individual cases and only takes limited account of the structures of local labour markets and potential access of persons with disabilities. So far, there has been hardly any structural approach to employment for persons with disabilities and a lack of disability mainstreaming into local labour markets.

BACKGROUND

Employment and the Disability Common Fund – A critical appraisal

In Ghana, a decentralisation of key mandates concerning the rights of persons with disabilities to the local level was operationalised in particular through the District Common Fund Act and specifications for a Disability Common Fund (DCF) in 2005, a 3 % (formerly 2 %) allocation of the District Assembly Common Fund (DACF)¹. In 2010, the National Disability Council launched guidelines for the disbursement of the DCF. It seeks to support income generating activities as a means of economic empowerment, provide educational support, build the capacity of OPDs in the districts to enable them to advocate and assert their rights and undertake awareness raising and sensitization on disability issues, and to support access to technical aids and other assistive devices and equipment (NCPD/GFD, 2010).

The DCF is implemented as a quarterly cash and in-kind transfer. Currently, it builds a key social protection and graduation scheme for people with disabilities in Ghana. The importance of this district-based disability-targeted scheme has emerged over the past years as it covers provisions made in several sector legislations and policies which so far could not be addressed by mainstream schemes and programmes of the respective sectors. It is against this background that the DCF has to cover, strictly speaking, any disability-related expenses at the local level. These include, amongst others, assistive devices, specific medicines, school fees, transportation, capacity development measures as well as investments in income generating goods and activities. At the same time, the access of people with disabilities to mainstream social protection and graduation schemes like the Livelihood Empowerment Against Poverty (LEAP) social cash transfer or the Microfinance and Small Loans Programme (MASLOC) remains low. Similar applies to health programmes. The benefit package of the National Health Insurance Scheme (NHIS), for example, does not cover impairment specific medicines, devices, or services.

¹ The District Assembly Common Fund (DACF) was established as an intergovernmental transfer from the national to the local level as part of the Ghanaian fiscal decentralisation process. Predominantly, the DACF constitutes the major source of revenue for MMDAs. Even though the decentralisation and local government policy in Ghana is based on the principle of subsidiarity with the provision of public goods and services initiated from the local level, local government units so far depend largely on financial resources from the central government which are only partially reliable at times.

The DCF has been criticized for ineffective implementation and limited impact (for a detailed discussion see e. g. Edusei et. al, 2016; Terre, n. d.; Opoku et al., 2019; Wissenbach & Anderson, 2022). The current ‘Coordinated Programme of Economic and Social Development Policies’ (2017-2024) states that the DCF “continues to have teething problems arising from the poor management, allocation and recovery of the funds. Misapplication of funds by MMDAs continues to be reported” (Gov. of Ghana, 2017; see also GFD, 2022). The assistance provided by many MMDAs for people with disabilities has largely been limited to one-off transfers by the DCF with limited account on the interaction of individual circumstances and the conditions of the local environment.

In fact, existing evidence (e.g. Edusei et al. 2016; Terre n. d.; Opoku et al., 2019; GFD, 2022) suggests that delays in releasing or insufficiency of transfers in many cases make the implementation of key legislative and policy provisions on disability-inclusion an unfunded or at least an underfunded or irregular funded mandate. This seriously harms the potential to meet obligations assumed under the Disability Act and the CRPD by the national government. Further, it prevents local governments from taking over the lead in local governance processes towards disability-inclusive service provision across sectors. Despite these challenges, the DCF is often made the ‘Jack of all trades’ for disability-related responsibilities at the local level, as suggested by assessments of several MTDPs and disbursements of the DCF by the authors. MMDAs themselves mostly do not have any programmes of their own for persons with disabilities (Gov. of Ghana, 2015).

MTDPs include disability mostly in the field of social welfare. It is hardly mainstreamed into initiatives of different sectors, be it skills development, employment, health, or others. Provision of disability-related items or services are frequently referred to the DCF. When looking at the scope of transfers made through the DCF by MMDAs, the enormous range of types of disbursement is particularly striking. These go far beyond the original mandate of the fund and often cover the most basic needs of people with disabilities across sector responsibilities, such as school fees for special schools, costs for medication, health treatment, assistive devices, transport costs, capacity development measures as well as investments in income generating goods and activities, which challenges the management of limited resources available under the fund. In addition, the DCF, so far, has no solid legal basis, neither in the Local Governance Act, which is completely silent on disability, nor in the Disability Act. Further, the objective of the fund as a provider of start-up capital for developing a business was not familiar with the majority of recipients the authors spoke to in three districts. Many assumed the programme to be a regular social transfer and were waiting for their next turn to receive from the fund.

From a critical perspective, the above settings around the DCF can be described as a situation, where a huge part of national legislative and policy responsibility for disability-inclusion is decentralised to the local level where it gets segregated to an underfunded mandate that prevents disability mainstreaming across local governance sectors. Instead, all matters related to disability get segregated into the DCF and the local Social Welfare Departments in charge. They are therefore kept away from other sectoral unit responsibilities of local development that would have the mandate to make their sectoral development strategies and programmes inclusive of people with disabilities.

Many DCF beneficiaries use the transfers to start and run small businesses, which in many cases do not lead to any stable income security and financial independence. They frequently fail due to lack of training, entrepreneurial skills or adequate starting resources. At the same time, structural employment opportunities remain scarce and highly competitive. Therefore, the local governments of both cities as part of their local development planning are looking for structural employment opportunities for people with disabilities that are self-sustaining and competitive at the local market.

Against this background, project committees in both Cape Coast and Suhum decided on pilot initiatives that structurally address the issue of income security and skills development for people with disabilities in a mid- and long-term perspective. For both cities, the local branch of the Ghana Federation of Disability Organisations (GFD) represented the OPDs in the coordination of both the committees and the implementation process of the pilot activities. For the implementation of measures, the local OPD took on the role for the coordination and practical and financial management. The local administration as well as the scientific actors involved took over an advisory and monitoring role through the local committees.

3.2 Deliverable 2: Implementation of pilot measures in both districts

As part of the pilot project ‘Inclusive Local Planning in Ghana II’, the creation of employment opportunities for people with disabilities was realised through two company spin-offs (start-ups) from the local branches (Suhum and Cape Coast) of the national umbrella organisation of persons with disabilities (OPDs). These employment opportunities borne out from the two projects research results were supported by the local governments and guided by implementation committees. Both initiatives are run by people with disabilities themselves and serve sales customers both with and without disabilities on the local markets. Further, these employment opportunities aim to compliment the DCF received by persons with disabilities, but would largely address those unable to benefit from the DCF. Both companies link into past/existing forms of employment promotion for people with disabilities through the DCF. Further, the pilot initiatives aim to strengthen the visibility of people with disabilities being relevant stakeholders in the field of Local Economic Development (LED).

The following two subsections provide a structural overview of the pilot measures adopted in Cape Coast and Suhum and the status of their implementation by the end of October 2022 as reported by the project committees in Cape Coast and Suhum.

3.2.1 Pilot Activity Cape Coast - Sachet Mineral Water Production

Activity: Setting up a company to produce sachet mineral water (now) and bottles (at a later point) run by people with disabilities.

Objectives (as defined by the local committee): To create sustainable training and income opportunities for people with disabilities who will be employed in the manufacturing process and for vendors with and without disabilities; link a profitable business to the Cape Coast branch of the Ghana Federation of Disability Organisations (GFD); develop employment arrangements and work environments that provide for dignity and social inclusiveness for employers with disabilities.

Involvement of local OPDs: All leaders of the local OPDs are part of the project committee. GFD provides the land and facilities for the project and registered the company that will run the production processes.

Desired outcomes (as defined by the local committee):

- The production of sachet mineral water will provide regular employment for at least 8 persons with disabilities at the initial stage.
- The water produced by the manufacturing will be provided to water vendors with disabilities on a credit basis, to allow for expansion.
- The production aims to supply an existing network of about 100 water vendors with disabilities that has been set up through the Disability Common Fund (DCF) in the past years. The DCF has provided about 100 people with disabilities with ice boxes and freezers to sell water. As a result

of the Department of Social Welfare, the vast majority of them are currently active in this business.

- In a mid-term perspective, the project aims to expand the provision of its products to all water vendors and to compete on the local water production market. Therefore, the production is also planned to be enhanced to produce bottled water in the future.
- An ongoing high demand for both sachet and bottled water is assumed to secure the set up and expansion of the production in a mid and long-term perspective.

Implementation:

Steps of implementation completed:

- A project committee consisting of local representatives of GFD member associations, the Department of Social Welfare, and the Department of Planning, traditional authorities and academia has been established.
- GFD has acquired a potential production facility from a former school for people with hearing impairments. GFD owns the land title and the building. The building already provides water and electricity facilities and has enough space to set up the manufacturing site.
- A company for the project has been registered by GFD at the Metropolitan Assembly.
- A bank account has been opened for the company to receive the seed fund.
- Instalments of seed fund (100%) have been received and forwarded by University of Ghana
- A building has been prepared to install the equipment for production: Extensive renovation and reconstruction of the building, 100 feet well drilled to facilitate constant water supply, installation of poly tanks etc.
- Connection to the public electricity grid installed
- Machines and materials to set up the production were procured (water filtration, filling machine etc.)
- Recruitment of staff (ongoing)
- Finalisation of managing and marketing concept (ongoing)
- Start of operations (December 2022)

Relevance of the activity for the current Medium-term Development Plan (MTDP): The project contributes to the objectives of the local development plan of the Cape Coast Metropolitan Assembly and strives for mainstreaming the employment of people with disabilities into the general processes of local economic development. Relevant MTDP measures of the MTDP 2018-2021 include:

GOAL 1: Promote and sustain microeconomic efficiency, support towards the training of youth in employable skills, conduct capacity needs assessment of Small and Medium-sized Enterprises (SMEs), and organize appropriate training programmes for SMEs;

GAOL 2: Create ample opportunities for employment and decent work, to reduce high level of poverty among disadvantaged groups and address high unemployment among PWD's.

In coordination with the local planning department, the project will be included and monitored as a micro-level employment initiative as part of the Cape Coast Medium-term Development Plan (MTDP) 2022-2025.

Financing of the pilot measure: Resources from the Seed Fund were used exclusively for the procurement of the devices and machines needed for production. All other resources (land, buildings, renovation/conversion, pre-financing of means of production and salaries) are provided from the stakeholders' own resources.

Local contact: Joseph Warden (GFD Cape Coast), Nana George Frimpong (GFD Central Region)

3.2.2 Pilot Activity Suhum – Food Processing Facility at the Local Market

Activity: Provide processing of food services to the general public in Suhum township and surrounding communities (milling of corn, cassava, and vegetables) through a milling facility run by people with disabilities.

Objectives (as defined by the local committee): Provide training and employment for people with disabilities through provision of milling services at the Amponsah Market in the centre of Suhum, which currently lacks a milling service that can serve vendors and customers who patronise the market.

Involvement of local OPDs: The project committee included representatives of all local member organisations of the Ghana Federation of Disability Organisations (GFD). GFD will set up and run the facility which will employ people with disability. Vocational training on the use of the milling machines will be managed through a GFD member who operates mills in another community by himself.

Desired outcomes (as defined by the local committee): The mill aims to provide a sustainable source of training and income for people with disabilities in Suhum by directly employing people with disabilities. It further aims to reduce the level of economic dependency of people with disability on relatives, Livelihood Empowerment Against Poverty (LEAP), and/or the Disability Common Fund (DCF), which is not reliable. The instalment of the mill at the central market and the inclusion of the facility into everyday food supply processes in Suhum aims to increase exchange between people with and without disabilities in Suhum and supports efforts towards inclusion in everyday (economic) life. Moreover, the facility aims to empower the local GFD economically to improve their services towards their members.

Implementation:

Steps of implementation completed:

- A plot of land at the Amponsah Market was transferred from Suhum Municipal Assembly to the Ghana Federation of Disability Organisations (GFD/Suhum Branch) in the form of a donation. The land title is officially owned by GFD.
- GFD has registered a company that will operate the mill and opened a bank account for the Seed Funds and operation of the business.
- Instalments of Seed Fund (100%) have been received and forwarded by University of Ghana
- GFD has set up a structure to accommodate the milling machines and the production process.
- Milling machines were bought and installed at the facility.
- Eight (8) staff are hired to run the mill. Staff will be trained and advised by a local GFD member who is a milling expert (ongoing).
- Start of operations (in progress).

Relevance of the activity for the current Medium-term Development Plan (MTDP): The project contributes to the objectives of local development plan of the Suhum Municipal Assembly. These include the following measures of the MTDP 2018-2021:

Development Dimension: Social Development

Adopted Objective: Promote full participation of PWDs in social and economic development of the country.

So far, the Disability Common Fund (DCF) was the only measure listed in the MTDP by the local government to address the economic participation of people with disabilities in Suhum. The project strives for mainstreaming the employment of people with disabilities into the general processes of local economic development. In coordination with the local planning department, the project will be included and monitored as a micro-level employment initiative as part of the Suhum Medium-term Development Plan (MTDP) 2022-2025.

Financing of the pilot measure: The seed fund was used to build the production facility at the local market and to purchase the different grinding machines. All other resources (plot, pre-financing of means of production and salaries etc.) were provided by the stakeholders themselves.

Local contact: Josephine B. Dzokoto, Head of Department of Social Welfare and Community Development, Suhum

10

3.3 Deliverable 3: Expert Workshop(s) and Dissemination of Results

In October 2022, the project team organised two half-day expert workshops in Suhum (04.10.2022) and Cape Coast (06.10.2022), titled “The Nexus of Promoting Local Development Planning and Economic Participation of People with Disabilities – The cases of Cape Coast and Suhum”. These expert workshops pursued three **primary objectives**:

- (1) Presenting project results and reflecting on the project approach;
- (2) Discussing the nexus of local development planning of Ghanaian MMDAs and the creation of employment opportunities for people with disabilities;
- (3) Outlining perspectives for inclusive local labour market policy under conditions of scarce resources.

Each workshop brought together around 30 participants including project stakeholders from Cape Coast / Suhum from the fields of local government, civil society organisations, traditional leaders, persons with disabilities, academia (University of Ghana, University of Siegen), development partners (GIZ Local Governance Programme), as well as local government representatives from the fields of community development, social welfare, employment, and planning. The core elements of these workshops were the presentation of the project results as well as two group discussion sessions, which dealt with the following key questions:

Session 1:

- What do current forms of training and employment of people with disabilities look like within local labour markets with different forms of employment (self-employment and subsistence farming; dependent employment in agriculture, industry or services; public service; other forms like cooperatives)?
- What are their strengths and weaknesses, drivers and blockers?
- What potential can be identified in the project’s approach of realizing local self-help companies through the cooperation of OPDs, local governments, external investors, and academia? What role could private sector stakeholders play in such settings?

Session 2:

- Which forms of skills development and employment promotion for persons with disabilities could be further supported within the scope of local possibilities?
 - Which stakeholders have to be involved?

- Where could resources come from? How can relevant stakeholders work together to make the best use of available resources?
- What are the main obstacles to overcome?
- How could the role of local governments be defined when it comes to the realisation of respective initiatives?
- How can disability be mainstreamed into general local labour market development initiatives (beyond the DCF)?

Key aspects of these discussions will be presented with the overall results of the accompanying evaluation in chapter four of this report.

4. Review of the project - Results of the Accompanying Evaluation (Deliverable 4)

4.1 Focus and guiding questions

The accompanying evaluation seeks to find out the extent to which the applied project framework and the initiatives implemented contribute to mainstreaming the inclusion of people with disabilities as a cross-cutting task of local development in Cape Coast and Suhum. Through the accompanying evaluation, GIZ also aims to gain insight into the extent to which the selected approach might be suitable for scaling up to other districts in Ghana as well as to other regional and country contexts. Looking at the quality of final results, the evaluation follows a summative character. However, the evaluation also contained formative elements i.e. when interim findings were communicated with local stakeholders in the implementation process.

The evaluation report is structured along the 2019 revised OECD Development Assistance Committee (DAC) principles for Evaluation of Development Assistance (OECD, 2019). The DAC framework helps to look at the project approach, its objectives and the activities from different lenses and to provide a more comprehensive picture of the process of implementation and potential results. Therefore, the evaluation is structured along the criteria of (1) relevance, (2) coherence, (3) effectiveness, (4) efficiency, (5) impact, and (6) sustainability with subsequent guiding questions that will be addressed below.

4.2 Methodology

The ongoing evaluation is based on (a) desk review of relevant legislation and policy papers from the global (e.g. CRPD, 2030 Agenda for Sustainable Development) to the local level (Suhum and Cape Coast MTDPs) and (b) data collection through group discussions and individual interviews with several project stakeholders in Cape Coast and Suhum in the course of the project. Group discussions and individual interviews were documented via memory protocols and voice recordings, transcribed and coded along the DAC principles and inductive sub codes.

4.3 Results

4.3.1 Relevance

With regards to the relevance of the project, the evaluation asked for the extent to which the project approach, its objectives and the activities respond to:

- a. the global and regional legislative and policy framework (AU Agenda 2063, AU Disability Protocol, AU Disability Strategic Policy Framework, UNCRPD, Agenda 2030, UN HABITAT New Urban Agenda);
- b. the national legislative and policy framework on disability and relevant sectors linked to the activities;
- c. relevant strategies / priorities of the Cape Coast and Suhum metropolitan/municipal assemblies;
- d. the needs and strategies of service providers relevant to people with disabilities in Cape Coast and Suhum;
- e. the needs and strategies of people with disabilities and their organisations in Cape Coast and Suhum.

Relevance at the global level is demonstrated on the basis of the importance attributed to thematic foci of the project (i.e. community planning and development, training and employment, and social protection) by global legal and political frameworks such as the **Convention in the Rights of Persons with Disabilities** (CRPD) (esp. Art. 19 - Living independently and being included in the community, Art. 24 - Education, Art. 26 - Habilitation and rehabilitation , Art. 27 - Work and employment, Art. 28 - Adequate standard of living and social protection), the 2013 UN Human Rights Council Resolution 22/3 ("The work and employment of persons with disabilities"; UN 2013), the **2030 Agenda for Sustainable Development** (esp. para. 4/16/23 - the principles of universality and leave no one behind, para. 10 - human rights-based approach, SDG 1.3 – appropriate social protection systems and measures for all, SDG 4.3 – affordable and quality technical, vocational and tertiary education, including university, SDG 8.5 – promoting full and productive employment and decent work for persons with disabilities, SDG 11 – Make cities and human settlements inclusive, safe, resilient and sustainable), the latter two being specified by the **HABITAT III New Urban Agenda** (NUA) (UN 2016, esp. para. 34, 36, 42, 43, 48, 57). The Republic of Ghana ratified the Convention on the Rights of Persons with Disabilities (CRPD) in 2012. In June 2018, Ghana submitted the first report on the implementation of provisions made by the CRPD to the CRPD Committee of the United Nations. The government of Ghana further aligns national and subnational strategies with the objectives of the 2030 Agenda and the NUA (see e.g. Gov. of Ghana, 2020; Gov. of Ghana, 2022). Further, the above legal and political frameworks emphasise the active participation of persons with disabilities as well as the cooperation between science, politics and civil society, as it was applied in this project.

For the field of **International Cooperation**, CRPD Art. 32 highlights the cooperation of development stakeholders with governments, CSOs and academia to realize the above provisions. Further, such multi-stakeholder approaches as implemented by this project are strongly encouraged by the 2030 Agenda (esp. SDG 17) and the NUA, which is asking for cooperation of OPDs, local governments, academia and research institutions in shaping organizational and institutional governance processes, to support science, research and innovation, promoting evidence-based governance through locally generated data (including on disability) and for robust science-policy interfaces in urban and territorial planning and policy formulation towards inclusive local development (UN 2016, esp. para. 48, 148, 155, 157, 159). At the global development policy level, the Addis Ababa Action Agenda encourages the full and equal participation of persons with disabilities, in the formal labour market (UN, 2015b, para. 16). With regard to German International Cooperation, the Federal German Ministry for Economic Cooperation and Development (BMZ) seeks to promote the implementation of the UNCRPD in partner countries and emphasized the cooperation with local OPDs, even though its strategy remains silent on technical, thematical, and stakeholder specifics of the implementation approach (BMZ, 2019).

However, together with key development stakeholders, BMZ advocates for a new enabling approach towards inclusive employment that recognizes the capacities of all persons with disabilities and addresses the barriers which they face in the labour market, including the promotion of adequate and flexible combination of income security and disability-related support to promote economic empowerment (ILO & IDA, 2019). At the regional level, the "Protocol to the African Charter on Human and Peoples' Rights on the Rights of Persons with Disabilities in Africa" (AU, 2018; esp. Art. 14 - Right to live in the community, Art. 16 - Right to education, Art. 18 Right to habilitation and rehabilitation, Art. 19 - Right to work, Art. 20 - Right to an adequate standard of living) and the "African Union Disability Strategic Policy Framework" (AU, 2019) are particularly emphasizing the project's relevance.

For the **national level**, the relevance of this project is linked to a growing body of Ghanaian legislation and policies in the context of the project's thematic foci. This includes, for example, Article 29 (7) of the Constitution, which requires the provision of special incentives to persons with disabilities engaged in business and employers that employ people with disabilities in significant numbers. However, there is no clarification provided on what these special incentives entail, nor any attempt known to put them in place (GFD, 2022; UN, 2022). Further, provisions made by the Labour Act (Act 651) and the Persons with Disability Act' (Act 715) (Gov. of Ghana, 2006), oblige the Government to assist to secure jobs for persons with disabilities through the establishment of public employment centres (art. 9) which the Government shall progressively establish in regions and in districts for persons with disabilities (art. 14). The objective of these centres shall be to offer "guidance, counselling and appropriate training for persons with disability who are unable to enter into the mainstream of social life" and "shall be provided with the staff and other facilities that are necessary for the performance of its functions" (ibid.). However, the rates of job placement among person with disabilities remains very low. Based on Ghana's 2018 States Parties report to the UN CRPD Committee, "[t]here is no employment centre for Persons with disabilities though that has been captured under Act 715" (UN 2019, sec. 435) and the "[m]ajority of persons with disabilities in Ghana with the requisite employable skills including university graduates are not employed" (ibid. sec. 436). In more general, the act refers to a community-based rehabilitation approach and emphasize that "as far as practicable persons with disability shall be rehabilitated in their communities to foster their integration" (art. 15). However, besides the establishment of rehabilitation centres under article 14, the act does not provide any information on how this might be realized. Ghana's 2018 States Parties report to the UN CRPD Committee further states that the nine existing public rehabilitation centres are "outmoded and very much under-resourced" and the trainings offered are "not suitable for employment" (UN 2019).

In 2017, the Ghanaian Government launched the Coordinated Programme of Economic and Social Development Policies (2017-2024) under the title "An Agenda for Jobs: Creating Prosperity and Equal Opportunity for All" (Gov. of Ghana, 2017). The programme states that "[d]espite constitutional and legislative guarantees on the rights of persons with disabilities, the disability laws have not been effectively implemented and discrimination against the disabled continues" (ibid., p. 35). Against this background, the Ghanaian government was criticized for inactivity when it comes to addressing structural and systemic barriers excluding people with disabilities from employment (GFD, 2022).

The National Social Protection Policy introduces disability as a cross-cutting topic mainstreamed in all social protection efforts (ibid., p.27). Persons with severe disabilities are categorized as part of the "Chronically Poor", one of three "main vulnerability categories" identified by the policy (ibid. p.2). It emphasizes that persons with disabilities are "disproportionately affected by poverty" (ibid. p.3). Full and productive employment and decent work for persons with disabilities by 2030 are emphasized as one key target of the policy (ibid., p.17 Table 2). Most importantly, the policy highlights the

responsibilities of MMDAs and local authorities with respect to the access of persons with disabilities to social services and poverty reduction (ibid. p.37). This responsibility is not only linked to the implementation of national social protection programmes at the local level but also to “[u]ndertaking local, complementary social protection programmes including food security, education, health, housing, sanitation and employment creation initiatives” (ibid.). These functions of local governments shall be supported by District Planning Coordinating Units (DPCUs) within the framework of the preparation, budgeting, implementation, monitoring and evaluation of the district medium term development plans (ibid.). These responsibilities of the DPCUs shall include, amongst others, the “needs identification in relation to social protection”, the collection of “data on all social protection interventions in the locality” and “local level monitoring, evaluation and delivery review” (ibid.). District Social Protection Committees (DSPC) and Community Social Protection Committees (CSPCs) are responsible to assist the enrolment and implementation of social protection measures at the local level, including the facilitation of linkages between beneficiaries and social protection services (ibid.).

As argued before (see: chap. 3.1 / Background), however, responsibilities of MMDAs towards disability-related social protection and employment promotion are largely segregated to social welfare departments and the Disability Common Fund (DCF), whereas general initiatives towards skills development and employment promotion hardly target residents with disabilities. From a disability perspective, it becomes evident, that current challenges in the fields of social protection, employment and development (planning) are closely interlinked and manifest at the level of Metropolitan, Municipal, and District Assemblies (MMDAs) and respective local governance discourses. **From the previous paragraphs it becomes evident that the project’s approach as a whole as well as the pilot measures start precisely from this point of intersection. High importance was attached to the interlinking with local conditions and development paths, the collaboration of different stakeholders, cross-sectoral cooperation and leadership of OPDs in the piloting process.**

Finally, the relevance for the **local level** results from the MMDAs diverse responsibilities as part of public goods and services with regard to the rights of people with disabilities, the shortcomings of the DCF when it comes to adequate social protection and employment promotion of persons with disabilities, as discussed before (see: chap. 3.1 / Background), as well as from the respective needs identified by the research that preceded this project.

Different dimensions of relevance of the project were further emphasized by stakeholders during interviews and group discussions. These included in particular the challenges of access to employment for people with disabilities in both cities and the limitation of the DCF discussed earlier. The DCF being the only employment promotion programme that is really targeting people with disabilities was repeatedly identified a major challenge. In this context, its limited scope and unreliability and the need for new approaches for employment promotion were emphasized.

“Past training and employment initiatives do no longer exist in Suhum, like the employment of craftsmen with disabilities as school teachers. During the older days in schools, persons with disabilities taught us some crafts or vocational skills such as basketry. They could weave for the students to sell out on the markets but this initiative is no more”

[Local chief, Suhum]

„People with disabilities seek these employment opportunities but they do not get it. [...] The DCF is not regular and delays. Hence, this initiative can serve as a source of support.”

[OPD rep. Suhum]

“The overreliance of the assembly and people with disabilities on the fund is problematic since this does not come on time”

[Planning Officer, Suhum]

Stakeholders discussed the fact that most people with disabilities are self-employed. The DCF being the only employment feature for people with disabilities, often builds on the false assumption that everyone can be a business(wo)man with brilliant entrepreneurial ideas and implementation capacities, only looking for start-up capital. This is however not the case, as demonstrated by many DCF start-ups failing for several reasons while recipients remain dependent on external support.

Next week, we’ll be doing disbursements [of the DCF], you will see the items and things we will be giving them. You will give them alright. But to come for monitoring, four month, six month time, then they are just there as if we didn’t support them. [...] Others go to the extent of selling it [referring to items disbursed through the DCF to run a business]. Can you imagine they sell the freezers okay because they rather go for the fast cash than the long term. [...] You’ll be surprised. Someone took some just last year December. If you go right now currently, everything is gone and still be depending and we don’t get any support, you don’t get anything.”

[Social Welfare Officer, Suhum]

Shortcomings on the part of the Local government are also indicated. It happens that only part of the requested funds or items are provided, so that a business cannot actually start successfully as part of required resources are missing.

“So, one problem, okay, if the person has a container [shop] I am supposed to furnish that store fully for that person. But the government will come and give you one or two, forgetting that at the end of the day they will be feeding in those things. So definitely, one way or the other, in the short period everything will collapse [...] it’s like government does half and leaves the rest.”

[Social Welfare Officer, Suhum]

Further, interview partners pointed to the discontinuation of employment opportunities through the closing of toll stations in the past year, which had systematically employed persons with physical impairments in the past. OPD representatives highlighted the need for broader employment approaches, yet employers often have reservations and do not hire people with disabilities.

“There is a need to employ people with disabilities in different roles, for example supervising a public washroom, selling water at the pipe stand. However, people are not willing to provide persons with disabilities with jobs. They rather employ abled persons in these roles which is not fair.”

[Local OPD rep.]

Local GFD representatives and participants of group discussions in general drew much attention on employment opportunities for people with disabilities beyond the DCF and gave the need for creating access to employment a higher priority, especially as access to the DCF remains limited for several reasons (one-off transfer, limited scope, irregular and unreliable distribution, etc.). In this context, local planning officers also raised the need for skills training of people with disabilities that is linked to actual employment opportunities, given that many people with disabilities with employable skills in Cape Coast and Suhum are actually unemployed and might not be reached effectively through the DCF. This was supported by representatives of the local education departments who see **major challenges when training is not directly linked to direct job opportunities**. In this context, local governments are

searching for promising opportunities, as demonstrated by the local government in Suhum which had meetings e.g. with the National Board for Small Industries (NBSSI) to seek for support in training people with disabilities in relevant fields. However, no initiative has been started so far. Stakeholders specifically highlighted the relevance of seeking for additional financing structures and actively reaching out for collaborative funding opportunities inside and outside the country for disability-related initiatives, as the DCF is not sufficient and reliable to address the scope of current challenges and to initiate a transformation in employment promotion for people with disabilities. **The project approach addresses these challenges, even though in a small-scale approach. It also constitutes an attempt to develop and test a new approach in a living-lab type framework.**

Further, local OPD representatives pointed to the relevance of the project's collaborative approach from the perspective of equal participation in decision-making and its potential for supporting change toward equal recognition of OPD positions in the local development process, as e.g. identified by the opportunity to talk to a local chief directly within the project committees or equal cooperation as perceived by local government representatives.

“Mostly, persons with disabilities are considered useless and not recognised by the community. We are excluded in decision making processes. Previously it is difficult to talk to the chief, but today we have the opportunity to talk with the chief directly.”

[Local GFD rep]

This project has made me very happy and feel very belonging to them. So, you know why? Yeah. Initially, anytime they [referring to people with disabilities] are doing something, it's like they're doing it alone. But with this one, we are always part of them. We do it together. There is nothing like he's disabled or I am not disabled. [...] So you don't say oh, he's disabled, he can't do it. So let him sit. No, everyone is involved. I'm doing it, you're also doing this person is also doing it. Teamwork. Good! So, it's like they don't feel isolated. They don't think about me at all. They don't care. Do you get it? But it's ours.”

[Social Welfare Officer, Suhum]

The project addressed key responsibilities of the MMDAs, including the mandate of the assemblies to promote Local Economic Development (LED) for all residents, including those with disabilities. With reference to people with disabilities, this has so far only been done in a segregating approach through the DCF which shows limited relevance when it comes to effective disability mainstreaming into local labour markets. The project established a new approach which also speaks to some of the most relevant challenges Ghanaian local governments currently face at the intersection of basic social protection and employment promotion for people with disabilities.

4.3.2 Coherence

In terms of coherence of the project's approach, objectives and pilot activities the evaluation looked at the extent to which these are compatible with other activities relevant to disability and local development in Cape Coast and Suhum, with a particular focus on:

- a. the district development planning and preparations for the District Medium-Term Development Plans (MTDP) 2022 -2025;
- b. the processes around the District Assembly Common Fund (DACF) and the Disability Common Fund (DCF) therein.

The project approach and implementation show coherence with key objectives of the 2018-2021 Medium-term Development Plans (MTDPs) of both cities. In more particular, the project addresses

challenges and gaps identified with regard to the inclusion of people with disabilities into initiatives in the context of local economic development and employment promotion.

Cape Coast Metropolitan Assembly MTDP 2018-2021:

- GOAL 1: Promote and sustain microeconomic efficiency, support towards the training of youth in employable skills, conduct capacity needs assessment of SMEs, and organize appropriate training programmes for SMEs;
- GAOL 2: Create ample opportunities for employment and decent work, high level of poverty among disadvantaged groups, address high unemployment among PWD's.

Suhum Municipal Assembly MTDP 2018-2021:

- Development Dimension: Social Development / Adopted Objective: Promote full participation of PWDs in social and economic development of the country.

While Cape Coast addresses disability in the context of employment and decent work promotion, Suhum addresses the economic participation of people with disabilities as a social welfare task and refers to the DCF as the only relevant tool. The actual contribution of the project will have to be determined by the implementation of the MTDPs 2022-2025 in the coming years. In any case, the implementation of the project in cooperation with the local planning units supported a disability mainstreaming perspective with the local planners. In coordination with the local planning departments, the project will be included and monitored as a micro-level employment initiative as part of the Cape Coast and Suhum MTDP 2022-2025 which support the coherence of the project with local planning processes and secures ongoing monitoring and evaluation of the initiatives through the local planning units in the coming years.

Stakeholders stated that the project addressed key responsibilities of the MMDAs, including the mandate of the assemblies to promote Local Economic Development (LED) as discussed in the previous section. It establishes a complementary approach which also speaks to some of the key challenges that exist with the DCF (lack of training, lack of sustainability, misunderstanding of scheme etc.) and thus blends in very well with the LED strategies of Cape Coast and Suhum.

“This project is timely and it will help provide employment opportunities to PWDs. This will help reduce the overreliance of PWDs on DCF. It will also go a long way to support the government [with regard to the wide mandate of local governments in ensuring the rights of persons with disabilities in Ghana].”

[Social Welfare Officer, Cape Coast]

The fact that the project fits into the local LED strategies was deemed most important for local government officials from the field of planning. Indeed, this can be considered a crucial contribution towards mainstreaming disability into general development planning by raising the awareness of local planning and economic development stakeholders on the potential of disability-inclusive strategies for employment promotion and local economic development step. It further suggests a broader inclusion of OPDs in the overall district development process, which from an OPD perspective has not taken place yet.

Actually, I am not. We're not involved [referring to a question on the role of the local GFD branch in the MTDP process]. That is something I always also call for. That at least some of these decision-making stages, we should be included at least to also share ideas and common thoughts. That is always a thing that we've been talking about, but we are not there yet.

4.3.3 Effectiveness

Effectiveness was perceived at the extent to which the project is expected to achieve its objectives at the levels of deliverables, outcomes and impact as well as relevant challenges and the quality of implementation.

Direct outputs of the project as outlined in the grant agreement and in sections 2 of this report (Deliverables 1-4) have been implemented as documented by sections 2 – 4 of this report. Aspired **outputs** of the pilot initiatives were mainly achieved successfully by setting up the stakeholder framework for implementation and the production facilities in Cape Coast and Suhum as portrait in section 3.2.

At the **outcome** level, the project proceeded from the assumption that the implementation of selected recommendations from the predecessor research project in the form of pilot measures would result in project initiatives being continued independently by local actors and provide for promising project approaches towards inclusive local development which give room for upscaling. The project approach has illustrated that a targeted collection of baseline data on the living conditions of people with disabilities at district level can be used to develop precise policy recommendations that can be systematically incorporated into mainstream local development planning. Further, the possibility to develop recommendations based on research findings and to transfer them into practice within the framework of a project was perceived positively by local government officials.

I am thinking that actually, actually I like about the project is that you know, the fact that we have been able to practicalise our research, you know. So, the recommendations, we have been able to implement the recommendations [...]. We have a lot of research findings or documents kept in our shelves and things without concrete or implementation, you understand. The fact that we are able to implement this project or the recommendations that alone is a plus."

[Planning Officer, Suhum]

Without doubt, the approach enabled effective cooperation between administration, civil society, traditional authorities and OPDs.

„This project was well implemented considering the fact that key stakeholders including end users were involved in this project from the onset."

[Deputy Director, Suhum Municipal Assembly]

Local GFD representatives emphasized the importance of people with disabilities taking the lead throughout all projects phases and in running the facilities. Further, the multi-stakeholder approach allowed for comprehensive access to various resources needed in the course of implementation. The stakeholder setup is repeatedly seen as a key feature of providing access to different resources in the form of funding, knowledge, skills, decision-making power, enforcement power and networks. For instance, the municipality facilitated the approval processes of land and social enterprises as well as the inclusion of the project into local development planning processes. The local government further establishes important linkages between different areas of local government as well as to relevant government institution at different levels, e.g. the National Board for Small Scale Industries (NBSSI) which supports disability mainstreaming across levels and sectors. Universities provided basic needs assessments and scientific monitoring as well as the overall management of the funds. Traditional authorities guide the allocation of land and promote community acceptance. They can make key long-

term contributions to addressing attitudinal barriers among the local population. GFD played a key role by ensuring equal participation of people with different impairments through its local networks and by coordinating the practical implementation through existing organisational structures and cooperative relationships with the municipality.

With regard to intended long-term effects (**impact**), the project seeks to contribute to an improvement of the living condition of people with disabilities in Cape Coast and Suhum by institutionalising the consideration of the interests of people with disabilities and their active participation in municipal development processes. In addition, the adoption of the project approach by further districts, possibly with actors of international cooperation, was identified as a possible long-term objective. At this stage, statements about the long-term effects of the project are of limited validity. Nonetheless, it is possible to describe long-term developments the project might have. Further consideration can be found in sections 4.3.5 - Impact and 4.3.6 Sustainability.

Most importantly, the pilot initiatives were successful in supporting the mainstreaming of disability inclusion in the municipal development planning in the 2022-2025 MTDP planning cycle beyond the field of social welfare. This ensures comprehensive monitoring via the general MTDP structures and increases the likelihood of follow-up initiatives with a similar project approach. This should be additionally supported by a positive assessment of the project approach and potential upscaling opportunities by all stakeholders. The self-help / social enterprise approach is recommended as an appropriate approach for the training and employment of people with disabilities as well as a strategic planning tool within the MTDP framework.

“There were other recommendations to improve the livelihoods of PWDs from the research that was conducted. The grinding mill is one of those recommendations. Include these initiatives and setup of social enterprises in the medium-term development plans.”

[Local gov. rep., Suhum]

During the accompanying interviews and group discussions, the issues of management and maintenance were particularly prominent. It was decided to maintain the multi-stakeholder project committees as advisory boards and monitoring bodies to the companies in Cape Coast and Suhum. The committees will initially deal with the concrete operational and process planning as well as the recruitment procedures and continue to monitor the finances. With regard to recruiting, stakeholders discussed the option of employing people with and without disabilities alike, however with a preference of people with disabilities that might be ensured by a quota.

It was proposed that a manager with disability be employed for each of the two facilities to accompany the practical training and instruction on the machines and to organise the day-to-day operations. The management was assigned a key role for the long-term success of the initiatives as well as for further positive effects of the project. In addition to staff management and running the day-to-day business, the management will also be responsible for marketing tasks that make the company's approach known as a model initiative as well as developing the distribution market for the products. For Cape Coast, there is the plan of partnering with bigger events and organisations to access market for their water. This includes, in particular, using the public presence of the two companies to reduce stigmatisation towards people with disabilities. Stakeholders highlighted the importance to include people with disabilities in the day to day economy at general places of production and trade in order to fight discrimination people with disabilities still experience to a large extent in public life.

“This initiative will motivate others to support the disabled community and see PWDs as persons with capabilities. [...] This initiative will promote dignity among PWDs”

[Local GFD rep., Cape Coast]

“Work created for PWDs and by PWDs is a great initiative. This will help bring PWDs to mainstream employment since others can see what PWDs are capable of doing.”

[Workshop participant, Cape Coast]

“[...] it is good because it is giving us [people with disabilities] recognition in the community. [...] it means the people around the stakeholders will also begin to reason with us in a way.”

[OPD rep., Suhum]

In the long run, the companies also aim to use possible revenues as seed funding for new initiatives based on this model. Stakeholders discussed, for example, the implementation of a shoe manufacturing facility that operates according to the project's approach and offers training and employment for people with disabilities. A proposal to this effect is to be discussed and developed in consultation with a major shoe manufacturer in Accra.

It was also decided that the central skills for maintenance and servicing of the machines should be built up locally. For Suhum, members with appropriate skills have already been identified through the local GFD networks.

“We need repairers who can be available for the repairs of the machines. There is the need for a dedicated repairer. Changing repairers can rather damage the machines.”

[GFD rep., Suhum]

“For maintenance and repair of the milling machines there is the need to train someone from the disability associations on repairs and maintenance of milling machines. This can be a volunteers from the association [GFD]. For example, if any of the machines break down, there is no need to call an abled person to come and repair these machines.”

[Social Welfare Dept. rep., Suhum]

“There is a guy in Cape Coast ready to help us with the technical side and fixing of the machines [...] a guy in University of Cape Coast can assist us with putting up a business plan.”

[Local GFD rep. Cape Coast]

When looking at the implementation as such, the process was not without **challenges**. While all steps could be implemented in line with the initial project structure, adhering to the schedules appeared challenging for several reasons. These included, for example, the coordination of a relatively high number of stakeholders and levels of implementation, from GIZ HQ through two universities via two municipalities to local actors who in turn awarded contracts for the implementation of individual project steps. This resulted in relatively extensive coordination and monitoring processes, which were subject to the different administrative regulations, practices and working cultures of stakeholders involved. At the local level, the project committees had to be coordinated by the PI which was only feasible with sound support and time resources of single representatives of the local administrations which took over parts of the coordination and mobilisation on the ground with regard to the work of the project committees.

New ground was broken with both the elaborated multi-stakeholder setting and the approach of company spin-offs from local GFD branches which required commitment and trust but also time to familiarise with implementation options and coordinate corresponding processes. Also, the model of basing an initiative on a Seed Fund which (not least due to ambitious pilot initiatives) required the mobilization of considerable additional resources through local stakeholders (see below) required additional initiative, coordination processes and time. This included for example the use of resources

from the DCF for the project. On the ground, stakeholders pointed to weaknesses and learnings in local implementation planning and evidence-based decision making that led to challenges and delays.

“In future it will be prudent for effective planning before commencing activities. From the beginning we did not anticipate some challenges but this came up along the line. For example, apply for additional funds in time until the funds we had were getting exhausted, quantities of materials and construction.”

[Local GFD rep., Cape Coast]

“We should have done it this way. Okay, go to the markets, which of the things do we need that runs a lot that brings a lot of money? We should have done that survey first, okay? This is a very vantage point. What can we do to generate a lot of money? We need these machines among all those muscles. Which one? Do think it generates a lot of money? So, you get it? That is one thing we did not do much. So, with that one for instance, the moment we get the money we need to purchase it and get a cassava machine too. It’s also one thing, that place [the project site] it’s a very serious market place and they sell a lot over there. So, during market days you will get a lot of money.”

[Social Welfare Officer, Suhum]

Against this background, the relatively narrow timeframe of the project appeared to be a significant challenge for all stakeholders. As a result, the business start-ups, the construction phase and the installation of the facilities could be completed by the end of the project, whereas the operational start-up is still pending.

People with so called intellectual disabilities remained largely invisible in the project. Local GFD branches were not able to actively involve people with intellectual disabilities into the process. On a more general level, local government officials confirmed a lack of contact and data as a basis of including people with intellectual disabilities into local development planning.

“In fact, you know, as for disability is a broad area, you know, there are other forms of disability that we are not even aware of. You understand? So, you know, whatever data we use for planning, we are only into, like people with hearing or sight problems or whatever, the physical ones, but there are other, like intellectual learning disabilities, other things that we cannot actually see, but they are disabled, you know, so we are a bit challenged when it comes to that. [...] There is no association. There is no actual data on that. And it’s a problem how to get them involved.”

[Planning Officer, Suhum]

Stakeholders discussed **alternatives** from the recommendation and initial ideas for the pilot initiatives that were not considered. These included e.g. the implementation of a paid public washroom at the local market, awareness raising campaigns towards key social service personnel at the local level (e.g. health workers), a training for people with disabilities on health and health insurance, setting up a support system for assistive devices, or a systematic training of people with disabilities in different professions, including ICT capacities. The decisions for the pilot initiatives chosen were mainly based on the comprehensiveness of the approach which included a vocational training opportunity which is directly linked to an employment opportunity in a mainstream setting, which is based at the local labour market and strives to be economically self-sustaining. From the stakeholders' perception, the selected project initiatives therefore appeared to be most effective and potentially sustainable.

A major **risk** emphasized was a situation where people might not buy from producers/vendors with disabilities.

“Some people may think PWDs will not keep the water process as hygienic as required.”

[Local GFD rep., Cape Coast]

In this context, stakeholders again pointed to the challenging task of awareness raising and sensitisation that has to go together with the marketing of the products.

When looking at **unintended effects**, stakeholders discussed the notion that the food processing facility in Suhum addresses males as primary beneficiaries when it comes to operating the machines. Women with disabilities made a case for additional initiatives targeting employment opportunities with a focus on women.

“The milling facility will provide employment for male counterparts of persons with disabilities. The female counterpart could also be provided with opportunities like baking or sowing. If things go well, profit accrued from the corn mill could be used in purchasing an oven for the female counterpart for the baking. This will provide the women with employment.”

[Local GFD rep., Suhum]

“There are women who are PWDs. We will request that since these women cannot operate the milling machines we can set up a baking business for the women.”

[Local GFD rep., Suhum]

Women with disabilities might rather be indirect beneficiaries of the programme in Suhum as the milling itself seems to be regarded as a men’s affair which is due to the aspect of working with more heavy machines. The extent to which this is actually the case will have to be discussed by the local advisory boards, not least in the context of the recruiting strategy and corresponding job profiles for the facility. In any case, a strategy must be developed on how to adequately employ both women and men with disabilities.

4.3.4 Efficiency

The project’s efficiency was appraised based on the extent it is perceived to reach the objectives in an economic and timely manner, looking at how inputs (e.g. seed funding, expertise, community resources, time) are transferred into results, at feasible alternatives to these processes with regard to cost effectiveness, and at the reasonable adjustment of timing and the time frame for the selected processes to the context of implementation (i.e. with regard to the local planning cycles in Cape Coast and Suhum).

In general, it can be determined that the approach of installing a seed fund and the associated efficiency assumptions have been fulfilled to a large extent. The latter essentially included the assumption that by making funds available to start an initiative, further resources of the participating stakeholders would be activated and a comparatively high degree of ownership would be achieved among those involved. On this basis, according to the assumption, initiatives can then be successfully implemented and medium- and long-term effects can be achieved. Against the background of a comparatively extensive mobilisation of resources of stakeholders involved, this approach can also be considered successful from an efficiency perspective, as demonstrated by complementary investments and the closing of funding gaps through different local stakeholders in Cape Coast and Suhum. This refers to the mobilisation of financial resources as well as material resources of the two local

governments and the local GFD organisations, for example in the direct take-over of costs as well as in the provision of the building site in Suhum (Local Government) and the production building in Cape Coast (GFD), connection to the mains, assumption of material costs and craftsman services etc.

„This research has benefitted Suhum mentally, physically, economically, emotionally, and socially. I wish to assure the research team that Suhum Municipality will do well to ensure the sustainability of the facility. The Honourable Municipal Chief Executive [...] has approved GHS 5,000.00 for the connection of electricity to the facility and a place of convenience.“

[Municipal Deputy Director, Suhum]

For the case of Suhum, the funding gap to kickstart the initiative was applied by the project committee to be provided through the District Assembly Common Fund (DACF). Further support for e.g. for the pre-financing of salaries in the start-up phase were also discussed to be applied from the organizational support budget of the Disability Common Fund. Further, Suhum stakeholders tried to get further support from local companies by sending out sponsorship letters for the initiative. For the case of Cape Coast, resources from the Seed Fund covered machines needed for production. All other costs, including the comprehensive reconstruction of the production site, were covered by local stakeholders. For Cape Coast, the financial contribution of GHS 97,000.00 even exceeds the grant amount of the Seed Fund.

In this context, the mobilisation of local resources, especially through the GFD network, is to be pointed out. One example is the carpentry and joinery work for the reconstruction of the water production facility in Cape Coast, which was carried out by a member of the local branch of the Ghana National Association of the Deaf (GNAD). Further, network resources and coordination services as well as, in particular, time resources invested by individual local stakeholders made a considerable contribution towards the implementation.

In conclusion, the possibility of direct involvement of multiple resources through multi-stakeholder participation in the project approach and the resulting direct access to significant resource investments, which are distributed among different local stakeholders, made the implementation process efficient. Looking at alternatives to the implementation process chosen in terms of efficiency, no feasible alternative could be identified under the given conditions and limited funding framework. With the administrative setup, however, it might be considerable to separate the academic coordination of the process and the ongoing evaluation from the administration of the local seed funds, which could be administered through a local GIZ project. Forwarding the funding through three institutions (including 2 public bodies in different country contexts) turned out to be extremely challenging and (time) resource-intensive.

The timing for the pilot initiatives appeared most reasonably adjusted to the local development planning cycles in Ghana. The results of the project fell within the preparatory phase of the upcoming planning cycle (2022-2025) of the district Medium-term Development Plans (MTDPs) and were able to attract the attention of those responsible for planning. The two pilot initiatives will be included and monitored as official interventions under the local development plans. Looking at the time frame, future planning should consider a more detailed and ample time calculation, especially for the preparatory steps of implementation at the local level.

4.3.5 Impact

Factual impact of the project will have to be assessed in an ex-post evaluation. Nonetheless, the ongoing evaluation tried to identify indications on the extent to which the project approach and the

activities are expected to generate significant positive or negative, intended or unintended, and higher-level effects (in the sense of transformative change as defined by the Paris Declaration on Aid Effectiveness). This was done by looking at potential effects of the intervention that might be longer term or broader in scope compared to those already captured under effectiveness as well as indirect, secondary and potential consequences of the intervention (positive and negative, intended or unintended).

With regard to the situation of local instruments of social protection and employment promotion for people with disabilities described in Chapter 3.1, it was noted that these are mostly limited to the Disability Common Fund (DCF), which is characterised by a persistent shortage of resources and limited reliability. Furthermore, it was argued that current practices around the DCF do not contribute to disability mainstreaming across local development and planning areas but might favour an increasing segregation of disability-related tasks to the local social welfare departments and the DCF.

Consultations with local planners, representatives of the social welfare departments and OPDs in the context of the project suggested that alternative solutions and new approaches are being sought. At the same time, the established structures of individual support via the fund are proving to be resistant to change and alternative approaches have not yet been established. The basis for such resistance is often established constellations of stakeholders and processes as well as the routines of those stakeholders involved, which leave little room for exploring new, as yet untested approaches. In order to overcome such resistances, impulses from outside are often needed to generate momentum for change. To some extent, such momentum may be generated by the pilot initiatives. This is especially likely to happen if the two initiatives succeed in establishing in the local markets in the short and medium term, and if they manage to generate secure income for people with disabilities.

Relevant indication for such assessment include (a) the positive assessment of the project approach by all stakeholders, (b) the perceived benefit of the multi-stakeholder cooperation, (c) the high level of ownership among local stakeholders, (d) the willingness to contribute own resources to a considerable extent in order to realise the pilot initiative, (e) the precise articulation of further project proposals that could be implemented in a comparable approach, (f) the commitment of the GFD and the local common fund committees to invest considerable funding from the DCF organisational support funding in the pilot project, as well as (g) the inclusion of the pilot initiatives in the MTDP outside the original responsibility for disability and DCF (Social Welfare). As noted, this perspective is subject to further implementation of the pilot initiatives.

The extent to which this assessment is actually substantiated is not yet determinable at the time of reporting. Also, in case the establishment of the two pilot initiatives fails in the medium term, this can conversely result in a reinforcing of resistance to change of existing practices around the DCF and new, innovative approaches towards employment promotion and social protection of people with disabilities in Cape Coast and Suhum. Further, unexpected positive and negative effects of the activities of both social enterprises remain to be observed.

4.3.6 Sustainability

Finally, sustainability was assessed based on to the benefits of the activities and their likelihood of being continued when the project ends. In more detail, the project's approach, objectives and results were considered along the sustainability dimensions of time, scope, system orientation, and innovation.

“This initiative will go a long way to provide employment to persons with disabilities and even for future generations. It will also reduce stigmatization from society against PWDs”

[OPD rep., Suhum]

Time (likelihood to be continued after the end of the current project phase):

The likelihood of continuation of the initiated project activities after the end of the funding phase is deemed to be rather high. The assessment is based particularly on the high ownership of the local project actors, the substantial investment of local stakeholders' resources, as well as successful previous cooperation of the local project committees in both cities. The decisions to continue these committees and to assign them with an advisory, steering and monitoring function will also be assessed. This is also supported by the high importance stakeholders attach to professional management, controlling, and maintenance in the final project phase as well as the endeavour to keep the operation of the facilities as independent as possible from external resources (e.g. technical knowledge, repairing skills for the machines).

“For maintenance and repair of the milling machines there is the need to train someone from the disability associations on repairs and maintenance of milling machines. This can be a volunteer from the association [GFD]. For example, if any of the machines break down, there is no need to call an abled person to come and repair these machines.”

[Social Welfare Dept. rep., Suhum]

Scope (likelihood of wide adoption through target groups):

Looking at the potential scope of the initiative, it is perceived that the approach displays a sound potential for up-scaling. This assessment is supported by a consistently positive appraisal by participating stakeholders so far and their discussions on different initiatives that could be implemented with a comparable project approach. This also refers to high ownership of local stakeholders and their plans for reinvesting possible profits to finance an expansion of the business to other areas or the implementation of new initiatives based on a similar approach. Amongst others, stakeholders in Suhum announced plans to organise the construction and operation of a public sanitary facility and the distribution of water at the market respectively using a similar approach.

“We need more of these initiatives. [...] We also need a toilet facility. The assembly has planned to put up a toilet facility which can support the market [Amponsah Market, location of the mill] as well. This toilet facility will be put up in due course.”

[Social Welfare Dept. rep., Suhum]

“The association of PWDs will request to have a pipe at the milling facility which we can also sell to the public”

[local OPD rep., Suhum]

“Yes, there are a lot of things in mind as of now, but I think on a bigger picture, I think this project can be extended. [...] So, when you have some of these things in place in a bigger picture, it means that a lot of PWDs will be employed. And this will also reduce some of the challenges or the begging on the street and all other things that people used to see to PWDs on the streets and and I think some of these things are things that we can also look in a broader scale, so that more people will come on board”

[local OPD rep., Suhum]

Therefore, at the very least, the possibilities of upscaling can be assessed rather high. This is also reflected in the above-mentioned added value that participating stakeholders experienced in the joint pooling of resources for the realisation of such initiatives.

System orientation (changes of structures, practical processes and routines):

The inclusion of people with disabilities is a cross cutting topic of district development planning in the 2022-2025 MTDP planning cycle in Cape Coast and Suhum. In coordination with the local planning departments, the pilot activities will be included and monitored as a micro-level employment initiative as part of the 2022-2025 MTDP. This is not merely two initiatives, but a new approach to mainstreaming disability inclusion initiatives, in the field of employment and beyond, into local development planning. This includes a sound potential to promote disability mainstreaming through local planning processes and to counteract further segregation of the issue of disability into the responsibility of local social welfare departments.

Innovation (innovativeness of the project approach):

Innovation refers to a planned and controlled change within a social system through the application of new approaches. Generally, innovation can be said to occur when such "new approaches" are successfully accepted or adopted in their relevant social environment and thus diffuse into a social system. The extent to which this can apply to the chosen project approach as a whole and the pilot initiatives in particular can consequently not be determined with certainty at the time of reporting. Nonetheless, it can be outlined with characteristics of an innovation which the project initiatives display at the end of the external funding period.

One innovative aspect is the constellation of stakeholders involved in the implementation of the project. The cooperation of universities, local governments, OPDs and traditional authorities gave the project important access to key resources (in terms of skills, knowledge, networks, etc.) beyond the external funding. Equal decision-making in committees and the need for all stakeholders to pool resources to facilitate implementation had a positive impact on the ownership of local stakeholders. The project thus combined structures and made available resources that already exist or can be made available through one-off external seed funding. This might also strengthen the position of OPDs in such stakeholder settings and the overall community in the long run.

“As I said, it means this [referring to a question on the project approach] has also enlightened us. And I think on a broader note, the projects, by the time of commissioning, people that come on board also see how other people are also supporting PWDs. And they will also think about the way to also support people will be motivated to help persons with disabilities and put physically challenged or visually impaired or whatever hearing impaired means you are cursed to the society and those times these days will be taken away, because that discrimination issues and those tough starts from there because they don’t know or they are naïve about the person with disability and where we’ve come.”

[OPD rep., Suhum]

The foundation of the pilot initiatives on locally generated, scientifically collected data and in cooperation with the local stakeholders (through involvement in the collection and validation of the data) marked another innovative element of the project and made all relevant stakeholders active co-creators of the project at a very early stage (even before the GIZ funding period started). In this way, external knowledge could be brought together with local structures, processes and practices and elaborated into pilot initiatives. On this basis, it was also possible to embed the considerations in the objectives and structures of local development planning from the very beginning.

In terms of the conceptual approaches of the two pilot interventions, the framework of “self-help companies” as spin-offs from the local OPDs with support from local government and advice from academia, local government and traditional authorities can be considered innovative. Up to the point

of implementation at the time of reporting, this has been shown to be possible and useful and considered innovative and enriching by all stakeholders. Also, the high ownership and cooperation among OPDs was emphasised in this context.

One new thing is like, they have not seen any project like this before. So, it's like they want to involve themselves and it's theirs, they own it. [...] Anyone, if you ask them, they are doing something. We have a project. It is for the PWD and they have not isolated themselves like it is for only the blind, it is for only the deaf. No, everybody will come, it is for us. [...] whoever you meet, they are always happy. Come, come and see our project. We are doing something, come and support us till. They brought the idea that we should write letters around and seek for support if you can get a little support. They brought the idea."

[Social Welfare Officer, Suhum]

27

It is also worth mentioning the stakeholders' focus on peer learning concepts and self-determined management for the businesses established. The strong networks of the GFD at the local level seem to offer far-reaching opportunities when it comes to identifying members with disabilities offering specific expertise needed for successful implementation, management and maintenance of such businesses. In this context, it has to be pointed out that the approach of company spin-offs and the concept of self-help enterprises was not introduced to the project committees from outside, but was developed and decided on locally.

In conclusion, the implementation status achieved at the time of the report can be assessed as successful. The project was implemented in accordance with the agreed immediate objectives and deliverables. The potential of the implementation status for achieving the medium and long-term objectives has been described in detail in the previous chapters. Beyond that, it remains to be seen how the pilot measures will develop in the medium term and what intended and unintended effects will be observed.

5. Lessons learnt and recommendations

Finally, against the background of the results and evaluation presented above, key insights and concluding recommendations are outlined.

A. Assessing the Baseline Situation together with Key Stakeholders and based on Scientific Evidence

An important basis for the project came from the preceding research phase on the daily realities of people with disabilities. The qualitative and participatory research approach (several focus group discussions, joint reflection and validation of results, collaborative development of recommendations based on the findings) brought relevant actors to the table at a very early stage of the project (even before the start of the GIZ funding phase) and enabled their perspectives to be brought together. This allowed for linking subsequent project activities to local structures, processes, practices and routines.

B. Framing Project Activities within the Overarching Legal and Political Framework

Positioning the project activities within the overarching legal and policy framework relating to persons with disabilities is of central importance. In the scope of the project, this was particularly important with reference to the Ghanaian decentralisation process and the devolution of obligations with regard to the provision of public goods and services to the local level. This allowed

for a more precise classification of the Disability Common Fund (DCF) and its potentials and limitations for social protection and employment promotion for people with disabilities in Cape Coast and Suhum. In this way, project activities could be set up in such a way that they do not reinforce the perceived challenges of the DCF (in particular a segregation of responsibilities for disability-related matters in the area of social welfare), but rather counteract these.

C. Using and Strengthening the Coordinating Potential of Local Administrations for Inclusion

In the course of the project, the coordinating role of the local government was of particular importance, especially the department in charge of disability-specific issues (Social Welfare) and the Department of Planning, through which disability mainstreaming can be facilitated. Being democratically legitimised, the local government has the capacity to integrate the project initiatives into the general local development process. Thus, providing additional legitimacy and coordinating the participation of relevant stakeholders. This was of high significance for both the participatory research process and the realisation of the pilot initiatives. In both processes, individual representatives of local governments were able to organise the participation of relevant functions of local government, civil society including persons with disabilities, as well as traditional authorities on behalf of the project team.

28

D. Positioning Project Activities in the Structural Context of Local Development Planning

In order to make project activities structurally compatible, it seems reasonable to embed these in the structural framework of local development planning. That is to make them compatible with the central relevance parameters of local policymaking and administration. Within the project, this has been realised through the Medium-term Development Plan (MTDP) process. This allows the issue to be rooted in the District Planning and Coordinating Units (DPCU) (outside the Social Welfare Department) and ensures that project activities are monitored and evaluated by the DPCU in the course of the four-year MTDP planning cycle. This is also associated with a broader legitimisation of the activities as well as a visibility in the general local governance process, which can promote disability mainstreaming. In any case, the visibility of disability in local development planning contributes to agenda setting of disability-related tasks in local politics of both municipalities.

E. Activating, Combining and Leveraging Additional Resources Through Seed Funding

Within the scope of the project, resources from different stakeholders could be activated and meaningfully combined through the seed funds in order to implement ambitious pilot initiatives. In one case, additional monetary resources alone almost reached the volume of the seed funds. In addition to monetary resources, however, knowledge, skills and networks of various stakeholders are decisive factors for a successful implementation of the pilot projects. The project illustrates that the seed fund has indeed fulfilled its core function of seeding, enabling ambitious pilot initiatives to be implemented through the resources of other stakeholders that would not have been possible with the initial fund alone.

F. Enabling Access to Key Resources, Legitimacy, Meaningful Participation and Disability Mainstreaming Through a Multi-Stakeholder Approach

By bringing together different stakeholders on an equal standing in project committees, important additional resources could be tapped for the project. Furthermore, the broad participation of local administration, OPDs and other CSOs, traditional authorities and academia also secures both the

quality and the acceptance of the pilot initiatives and promotes their visibility in the relevant communities of stakeholders. The project committees allowed OPDs to have an equal voice in the process and to manage their activities in a self-determined manner as a matter of course. This is also linked to the long-term goal of establishing OPDs more firmly as co-determined players in local development planning and economic development.

G. ‘Self-help Enterprises’ as a Complimentary Approach of Employment Promotion

The approach of self-help enterprises in the form of business spin-offs from local OPDs shows one promising approach (among others) to create employment opportunities for people with disabilities. Close cooperation with the local government makes implementation more effective, e.g. in terms of support with the required approval processes and start-up support, e.g. through the DCF or, as in one case, through the provision of a construction site. In this context, the self-determined management of companies by people with disabilities and the visibility of these companies as Local Economic Development (LED) agents are important features of the project in this regard. The direct link between vocational training and employment opportunities within one company builds another key aspect of the approach. The example of Cape Coast (building on the provision of water vendors with disabilities through the DCF in previous years) illustrates that such initiatives can be developed in a complementary approach to DCF funding, thus linking social protection and local economic development at the local level in a meaningful way. Further, the aspiration for cooperating with companies on the market (such as the shoe production in Suhum) provide for a promising next step.

H. Providing Training and Support for ‘Pioneers’ in Social Entrepreneurship

The successful implementation of a business idea in a local economy in the form of a ‘self-help enterprise’ is a challenging task. Before making an investment there has to be a proper analysis of local demands which might lead to a ‘business plan’ with a short- and medium-term strategy based on a realistic calculation of costs. To cope with such tasks, it needs specific competences and skills both related to the content of the intended production or service and related to business management. Very often, such competences in social entrepreneurship must be acquired by responsible actors in the process of implementation. Furthermore, there is no broad tradition of ‘social enterprises’ in Ghana in the disability field. Therefore, ‘pioneers’ need support and training. Wherever possible, this group should become a target group of existing political strategies to provide training and consultation to innovative new entrepreneurs in the social sector.

I. Imbedding Pilot Initiatives in a Collective Learning Setting allows for Meaningful Participation of all Stakeholders and builds a Starting Point for Innovation

Starting from a strong participation in the research process to the joint development of recommendations for action and finally to the implementation pilot measures actively involved the perspectives and resources of all stakeholders throughout the process. Collective learning occurs in processes of collaboration, where stakeholders share risks, resources, responsibilities, and rewards in a process of shared creation and implementation of a programme of activities to achieve a common goal. As a basis for this, the project, at least to some extent managed to build a collaborative stakeholder arrangement that referred to a joint purpose, problem and objective which allowed for a joint learning process that might serve as a sound foundation for upscaling the project approach in the two project districts. In any case, the project indicates that such collective

learning processes can be organised at the local level around the concept of disability and that meaningful participation of all stakeholders, including those with disabilities, is possible.

J. Finding New Ways of Reaching Out to People with so-called Intellectual Disabilities

The inclusion of people with intellectual disabilities is a major shortcoming in the implementation of the pilot measures and the preceding research. The approach of accessing people with disabilities through local social administrations and the local OPD umbrellas has not proven successful with regard to this target group. For future projects and also for potential upscaling of the approach, new attempts have to be identified. These could lead to approaches via respective OPDs at the national level. However, it would also be conceivable to allocate additional funds to address and involve people with intellectual disabilities in the research process locally. As mobilisation via organisations at the local level appears difficult, this would require individual identification and participation, for which an appropriate framework would then have to be created as part of the project design.

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Annex 1: Pictures Suhum



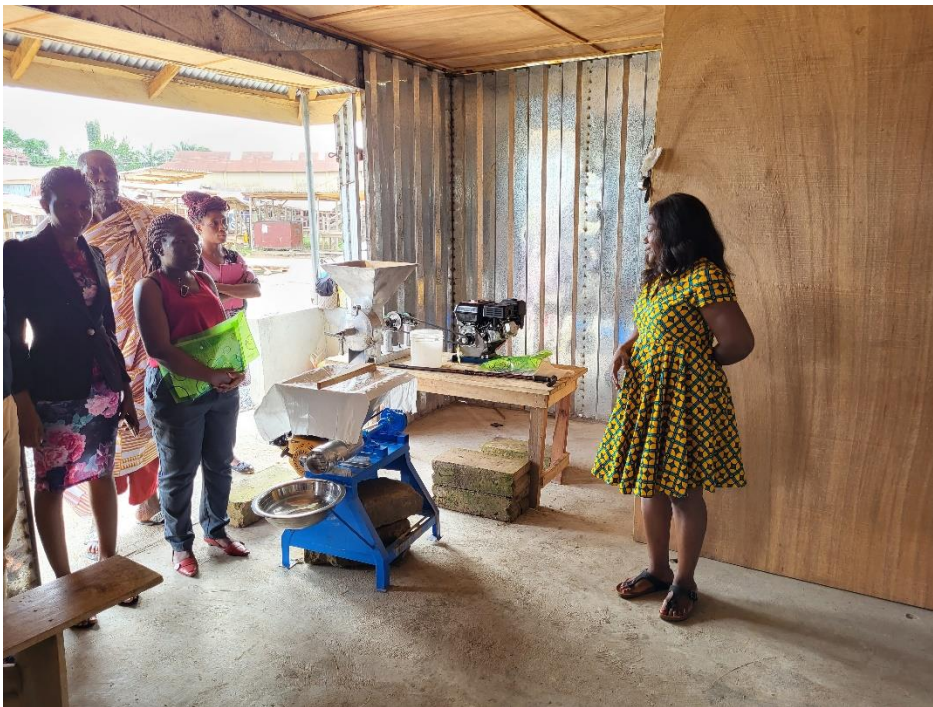
Picture 1: Roofing of the milling centre at Amponsah Market, Suhum



Picture 2: Side view, roofing of the milling centre at Amponsah Market, Suhum



Picture 3: Front view of the milling centre at Amponsah Market, Suhum



Picture 4: Inside view of the milling centre at Amponsah Market, Suhum



Picture 5: Inside view of the milling centre at Amponsah Market, Suhum



Picture 6: Inside view of the milling centre at Amponsah Market, Suhum



Picture 7: Final workshop at Suhum Assembly Hall



Picture 8: Final workshop at Suhum Assembly Hall, Working Group 1



Picture 9: Final workshop at Suhum Assembly Hall, Working Group 2

Annex 3: Pictures Cape Coast



Picture 10: Reconstruction of the former school for people with hearing impairments for the water filling facility, Cape Coast.



Picture 11: Reconstruction of the former school for people with hearing impairments for the water filling facility, Cape Coast.



Picture 12: Reconstruction of the former school for the blind for the water filling facility, Cape Coast.



Picture 13: Sachet water production site after reconstruction, Cape Coast



Picture 14: Sachet water production site after reconstruction, Cape Coast



Picture 15: Polytank for for storing water at sachet water production site, Cape Coast



Figure 16: New 100 feet borehole to provide water for sachet water production, Cape Coast



Picture 17: Final workshop at Cape Coast



Picture 18: Final workshop at Cape Coast