

An Assessment of Failed Government Projects in Low Resource Countries: A Systematic Review

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Abstract

Government development projects are of colossal significance to the development of the citizenry and this is fundamental to national development. However, available published literature has revealed that, globally, the quantum of failures in government development projects is on the ascendancy in recent times, especially among low-resource countries. In sub-Saharan Africa, about 25% of government projects are not completed and over 19,000 abandoned government projects are found in some areas and a third of projects that were started in Ghana are never completed consuming almost 20% of gross domestic product. This study assesses failed government projects in low-resource countries. A systematic review using about 21 published articles was downloaded among forty-one others and filtered based on study title, contents, objectives, publication date, and ethical issues among others. The study found that among the reasons for these governments' failed projects are poor planning, poor management, implementation defects, cost variation, difficult stakeholders' behaviour, poor procurement processes, poor monitoring, bureaucracy, communication and many more. The study concluded that there are increases in the incidence of government-failed projects due to poor planning, poor management, poor selection of contractors and lack of specific funding of projects and these have negative implications for economic growth and development among low-resource countries. The study recommends that government should ascribe itself to some future realistic project goals, abide by project policy implementation directives, and ensure effective monitoring and efficient collaboration with stakeholders.

Keywords: assessment, failed government projects, low-resource countries, systematic review

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1. Introduction

Government development projects are of colossal significance to the development of the citizenry and this is fundamental to national development. Therefore the successful execution of projects serves as a visible indicator of development in a country (Eja & Ramegowda, 2020). However, available published literature has revealed that, globally, the quantum of failures in government development projects is on the ascendancy in recent times, especially among low-resource countries (Addo, 2015; Bawumia, 2015). Many factors have been cited aside from dwindling resources, political reasons and implementation of over-ambitious projects as some of the causes of government project failures (William, 2017; Damoah & Akwei, 2020; Eja & Ramegowda, 2020). For instance, in Brazil and Peru, frequent mid-construction abandonment has been recorded (William, 2017).

In sub-Saharan Africa, Rasul and Rogger (2017) estimate that 25% of government projects in Nigeria are not completed. Again, Vanguard (2016) reports that there are over 19,000 abandoned government projects in Nigeria. Just like Nigeria, in Ghana, one-third of projects that were started were never completed, consuming almost 20% of all local government investment expenditure (Williams, 2017). The empirical data of failed projects do not only affect Ghana as there is indicative evidence that infrastructural project non-completion is also a huge problem in other countries (Bawumia, 2014; Ackah, 2019: Olusola, 2021)

The menace of project failure has provoked researchers to look into the fundamental factors leading to these failures (Liu et al., 2011; Aziz, 2013; Taherdoost and Keshavarzsalele, 2016; Oloruntobi, 2013; Patanakul, 2014; Kog, 2017). These researchers examined project failures from different perspectives ranging from human, technological, resources, systemic factors and many more. Despite the numerous causes and effects of project failure known, studies on these causes and effects and consequences of project failure on the development of developing countries, are ongoing and the perspectives of project failures in Ghana are scanty. This review focuses on assessing the causes and implications of governments' failed projects in low-resource countries. The significance of this review is that the outcome would most likely inform policy on measures to reduce government-failed projects.

The broad explanation of the project is essential to readers' comprehension. According to PMI (Project Management Institute PMBOK) guide (2013), a project is considered to be a temporary endeavor which is aimed at creating a unique result. Again, Note (2015) went further to explain that, a project is a series of unique and related activities with a goal that must be achieved at a set time, despite its cost constraints and in harmony with



set specifications. Many issues surrounding project implementation can be termed failures due to policy implementation defects. According to Asamoah (2013), implementation priarily means to carry out, accomplish, fulfil, or actualize a plan. Therefore any policy on government project that is incapable of achieving the reality of what is expected had failed from the start.

Government project failures in this paper encompass not only the abandonment of projects but also relating to instances of structural collapse, incapacity to deliver projects on time, cost overruns, scope creep (kitchen sink syndrome), poor client satisfaction and many more. In project management, time is key and this paper earmarks all projects that have span 5 years over the project delivery date as a failed project. These and many more are the various perspectives of classifying projects as failed especially in developing countries including Ghana. For instance, Ahonen and Savolianen (2010) opine that a failed project is one that does not meet stakeholders' expectations. These expectations are related to time, quality, cost, and benefits to all stakeholders (triple constraints).

1.1 Objectives of the study

- 1. To assess the status of government project failures in Ghana
- 2. To ascertain the causes of government projects failures in Ghana
- 3. To identify the implications of government projects failures in Ghana
- 4. To recommend efficient means of reducing government failed projects in Ghana.

1.2 Sectioning of the Paper

This paper is divided into sections. These include an introduction, objectives, theoretical perspectives, significance of the study, empirical literature, implications of government failed projects, methods, ethical issues, discussion, conclusion, recommendation, direction for future research, references and publication ethics.

1.3 Theoretical Perspectives

1.3.1 Theory of Government Failure

The theory of government failure (ToGF) underpins this study. This is a public policy-biased theory which is centered on market failures. Roland McKean propounded this theory in 1964 and used the term in 1965 to suggest limitations on an invisible-hand notion of government behaviour (McKean, 1965). Since then, the ToGF has been applied in more formal and general perspectives such as development economics, ecological economics, public policy, political science, political economy, public choice theory and many more (Coase, 1964). Later, due to the popularity of public choice theory in the 1970s, government failure attracted the attention of the academic community (Hamilton, 2013). The ToGF posits that the causes of government failures are imperfect information, human factor, the influence of interest or pressure groups, political self-interests, policy myopia, government intervention and evasion, high administrative and enforcement costs, regulatory capture, corruption and among others. Specifically, Julianle, (1991), applied the ToGF in his paper where the author mentioned that Adam Smith's 'invisible hand' would not always work especially where the agents have self-interest. By implication, every government have an interest in embarking on specific projects and market forces or invisible hands are not allowed to naturally dictate the site, size and timing requirements of projects. With any unforeseeable distortions or eruptions, such projects fail to see the light of day. The ToGF is therefore a perfect fit for this study in examining the status of government-failed projects in Ghana.

1.4 Significance of the Study

This study is significant to government functionaries and would serve as a policy brief for governments relating to the implementation of projects. It is expected that, through the publication of this study, many failed projects would be revealed and revitalized. The outcome of this study would therefore inform policy on government projects formulation, implementation and monitoring. Again, the study outcome would serve as reference materials for the general public, academia and students.

2.0 Empirical Data

2.1 Status of Government Failed Projects

Globally, project failure has resulted in the loss of large amounts of funds. For instance, the Information system projects in the UK, power generation projects in Africa and construction projects in Asia are a few examples that have experienced failure (Heeks, 2006; Fabian and Amir, 2011; Okereke, 2017; Shahhossein et al., 2018). In addition, Alami, (2016) mentioned that the Home Office's £750 million e-boarder scheme whose contract was awarded in 2007 and terminated as a failed project in 2010 is a test case. The prevalence of project failure in low-resourced countries is higher than the prevalence in developed countries (Ogwueleka, 2011; Damoah, 2015). Highlighting further cases of government project failures in low-resource countries, such as Ghana include Ghana-STX Building Project: A \$10 Billion Housing Project. The project consisted of the construction of



200,000 houses in Ghana in five years. The agreement was signed in 2009 and has since been abandoned. Also according to Business Daily Africa, Kenya has a record of 63 abandoned projects due to litigation, wayleave challenges, land acquisition issues, funding suspension by donor among others. Therefore enough evidence in the existing literature suggests that projects are failing (KPMG, 2013; Nketia, (2016), and this is a major concern to governments as huge sums of money are lost.

2.2 Causes of Government Projects Failures

Varied reasons have been attributed to the causes of government failed projects in low-resourced countries (Fabian and Amir, 2011; Damoah, 2015). For instance, in the study outcome of Akande et al., (2018), Aziz, (2013) and Rajablu et al., (2015), the author revealed that government projects have faced obstacles in the areas of inefficient planning, cost variation, and difficult stakeholders' behaviour respectively. This was also complemented by the study outcome of Damoah (2015) who observed factors such as poor supervision, contract modification, construction defects, inappropriate equipment, poor procurement practices and difficult financial processes as causing government project failures in Zambia. Similarly, Dick-Sagoe, Yiu, Odoom, and Otiwaa-Boateng (2023) report that feedback from sixty (60) stakeholders in project sites mentioned corruption, payment delays, procurement processes, planning, monitoring, bureaucracy, communication, and supervision as the main causes of government project failure. In addition, Sweis et al. (2008) report that shortage of manpower, poor planning and programming of the projects by the contractors, and financial difficulties by the contractors were the causes of project failures in a study.

2.3 Implications of Government Projects Failures

These factors which lead to project failure consequently lead to stagnant growth in national development (Nweze, 2016). Currently in Nigeria, the rate of project failure is alarming and these failed projects have high financial implications (Akande et al., 2018b) which consequently reduce the rate of development. Also, Dick-Sagoe, Yiu, Odoom, and Otiwaa-Boateng (2023), mentioned that project development stakeholders perceived the implications of project failure to encompass revenue loss, discouraged investment, unemployment, increase in the cost of projects, reduction in Gross Domestic product (GDP), negatively impact economic growth, lead to the provision of substandard infrastructure, service relocation, loss of capacity for public projects and emotional stress experienced by project stakeholders.

3.0 Methods

3.1 Study Approach

The study was a desk review which involved assembling published research outcomes based on the objectives of the study to help gain much insight into anti-diabetic effect failures in the delivery of government projects. The various papers were read several times and their contents were synthesized.

3.2 Inclusion and Exclusion Criteria

All articles and documents published and relating to the objectives of the study were downloaded and synthesized. The exclusions were all articles not related to the study objectives, articles published in other languages aside from English, and articles published over 15 years ago.

3.3 Search Engines

The review used search engines such as Wiley Online, PubMed, Medline, Taylor and Francis, Google Scholar and Research Gate to retrieve relevant literature.

3.4 Paper Collections Process.

Data were extracted from selected studies by the researcher based on a standardized data extraction form. From included articles, the researcher extracted information on authors, paper title, the content of the paper, publication year, study design, number of participants, demographic characteristics of participants, dependent and independent variables, and major findings or gaps among others. In the case of missing data or uncomprehensive statements, the researcher emails the Corresponding Author of the paper concerned for clarity.

3.5 Search Strategy

The following keywords were used in searching for materials. These were: assessment, government, failed projects, low-resource countries and stakeholders. The keywords were operated by the Boolean operators of AND/OR and were meshed in some instances to retrieve the relevant literature. The search strategy sighted and downloaded forty-five (45) articles. The various exclusion criteria were applied to get twenty-one (21) articles which were used for the study per the flow chart 1 below.



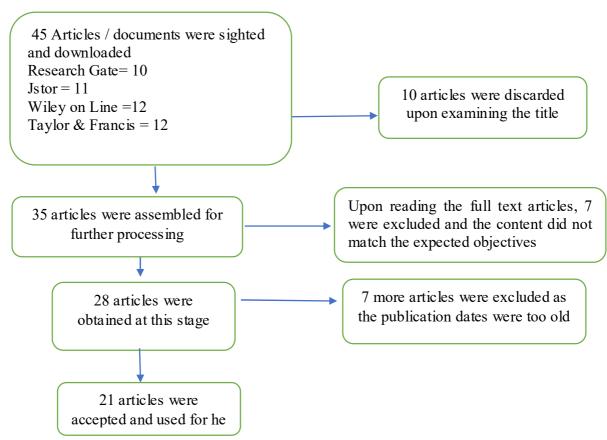


Figure 1: Flow Chart on Selected Articles used for the Study

3.6 Summary of Sample Papers used for the Systematic Review

All the papers were read and deconstructed into author (s) and year of publication, study title, objectives, results and references including publication details as shown in Table 1:

Table 1: Summary of some Published Papers used for the Study

AUTHOR (S)	TITLE	OBJECTIVE	METHODOLOGY	RESULTS
King Mattew Eja & Manu Ramegowda (2020)	Government Project Failures in Developing Countries: A Review with particular reference to Nigeria	This paper investigates the causes, effects and consequences of project failures in developing countries with particular reference to Nigeria	Systematic Review	Authors found that, poor financial capacity; inaccurate costing and corruption; incompetence and lack of knowledge; poor planning and estimation; poor communication; poor contracting and contractor practices; frequent design scope changes and errors; sociocultural and political interference; poor leadership and corruption were the major causes of government projects
David Ackah (2020)	The Influences on Ghanaian Government Project Failure	To paper appreciate s government project failure across the world and how this sits in this study	Systematic Review	The Author found that, although knowledge and skills are not panaceas for project success or failure, it can be said that, without them, all the other resources used in the implementation of a project will not be enough to make the project a success.



AUTHOR (S)	TITLE	OBJECTIVE	METHODOLOGY	RESULTS
` ` ` `				
Isaac Sakyi Damoah & Cynthia Akwei (2020)	Government project failure in Ghana: a multidimensional Approach	This paper assesses the extent of failure within Ghanaian government projects using multiple failure criteria.	This study used a sequential data collection approach by employing an in-depth semi-structured interview and questionnaire respectively. Based on insight from the literature review, interviews were held with participants to solicit their perceptions about the failure of Ghanaian government projects. A questionnaire was developed based on the results from the interviews in order to determine the relative importance of the various failure criteria used as the evaluation	The findings indicated that, Ghanaian government projects fail on all the six failure criteria. The worst failure criterion is meeting the projected timescale. This is followed by cost, requirement, stakeholder satisfaction, national development and contribution to the sector where projects are implemented respectively
Azeez ahamed, S. K., Asadi, S. S. (2017)	Factors Effecting the Failure Analysis of Construction Projects	This paper aims to bring out the contributions of the major factors that are leading to failure of the construction projects in the cities	tool. The authors used a Survey, planning and taking into account the all basic elements bringing about the disappointment of development undertakings. The positioning depended on a sliding scale from 1 to 5, where 1 was the slightest and 5 was the most genuine	The Authors reported that lack of knowledge and technical issues such as Poor design, accurate historical information, Lack of experience of subcontractors, Defective works and rework to whom the work is being assigned and their contractors, and poor site management contribute to project failures.



AUTHOR (S)	TITLE	OBJECTIVE	METHODOLOGY	RESULTS
AUTHOR (S) Nasir Ahmad Shafiei & Puttanna, K	An investigation into the factors causing international development project failure in developing countries: Focus on Afghanistan.	This study aims to evaluate the perception of major stakeholders on factors causing International Development Project (IDP) failure in the context of Afghanistan.	The Authors conducted a survey using a structured questionnaire to investigate the most significant IDP failure factors, and various statistical tools were employed to evaluate the perception of the survey respondents. RII was used to examine the relative importance index of each failure factor. The failure factors were then grouped into five categories: Financial constraints, Ineffective recruitment, External	RESULTS The study found that the deteriorating security situations, increasing levels of corruption, political interference inappropriate selection of project management leaders are the top five overall ranked crucial factors leading to the failure of an international development project.
Dick-Sagoe, C., Yiu Lee, K., Odoom, D., Otiwaa Boateng, P. (2023)	Stakeholder perceptions on causes and effects of public project failures in Ghana	This study focused on unearthing the causes and effects of public project failure from the perspective of project stakeholders.	recruitment, External forces, Project leadership, and Project management practices using EFA. This study used a survey to assess the causes and effects of public project failure (Bryman, 2012; Baiden, 2006). A list of registered practitioners who have taken part in public projects within the past 2 years in the Greater Accra region of Ghana was compiled, and a selection was made from the compiled list. This was carefully done using the records of the various local government offices in the Greater Accra Region of Ghana. It was a purposive sampling technique.	This study found that major causes of project failure were related to corruption, payment delays, procurement processes, planning, monitoring, bureaucracy, communication, and supervision



AUTHOR (S)	TITLE	OBJECTIVE	METHODOLOGY	RESULTS
Nzekwe,	Assessment of	The aim of this	The authors used	The authors established and
Oladejo,	Factors	research,	primary information	firmly ranked the first five
Emoh, (2015)	Responsible for	therefore, was	from a survey of one	factors responsible for project
	Successful	to appraise the	hundred (100) project	success in Anambra State,
	Project	factors critical	professionals, each	Nigeria. They concluded that
	Implementation	for project	possessing a minimum	the most important factor for
	in Anambra	success in	of 5 years of	project success is the ability
	State, Nigeria.	Anambra State,	experience. Structured	to handle unexpected crises
		Nigeria, with a	questionnaires based on	above client commitment
		view to helping	the Likert-5-Point	
		stem the high	Scale of Responses	
		incidence of	were used to capture	
		project failure.	their opinions on the	
			reasons for project	
			success, while	
			Secondary information	
			was sourced from a	
			review of the literature.	
			Results were analyzed	
			using appropriate	
			statistical tools based	
			on the Statistical	
			Package for Social	
			,	
			Sciences (version 16.0).	

3.7 Synthesis Method

The outcomes of the included studies were integrated into the review and stratified based on the constituents of the objectives of the study.

3.8 Ethics Issues and Dissemination

Since the data was extracted from published materials and there are no privacy exposure issues, ethical approval was not applied to this review. However, the authors made sure that also published original articles consulted had ethical approval. Again, all published materials consulted were dully cited in the review. The results and findings of this review would be submitted to a peer-review journal for publication and dissemination broadly to researchers and policymakers interested in the translation of evidence for formulating implementable policies and practices on the delivery of government projects in low-resourced countries including Ghana.

3.9 Discussion

The status of government projects failures were found to be high among low resourced countries including Ghana. Many reasons have been mentioned by many authors. For instance in the areas of project initiation planning, the current study found similar results just like the study of Avots (1986) where the author attributes the failure of a project to an inadequate support from top management, employing an unqualified project manager, unplanned project termination, imprecise tasks to employees and management techniques being misused and unmonitored. Collaborating this, Adebayo et al., (2018), mentioned the inadequacy of knowledge of project professionals in Nigeria, most projects become stricken with issues of planning and monitoring. Project planning, control and monitoring are therefore extremely important in order to implement fruitful projects.

Management factors in project management entail the direction of people to facilitate the attainment of project goals. (Nwachukwu, 1988). The fruitful implementation of a project depends in part on the effective utilization of Management principles. Therefore poor management is a recipe for failure since it reflects in every aspect of project management (Azeez- Ahamed & Asadi, 2017; Dick-Sagoe, Yiu, Odoom, Otiwaa Boateng, 2023). Again, institutional challenges and bottlenecks also influence the status of the project. Our finding is similar to the publication of Amoako and Lyon (2014) where the authors report that bottlenecks within government institutions are more likely to influence project stability and continuity. The use of qualified project managers to handle projects not influenced by political underpinning is a case in point.

The educational system in most countries also is not able to produce the right caliber of knowledge-based labor for effective project management. For instance, Damoah and Akwei (2017) consider the low knowledge of project management in Ghana as a key factor because of the lack of project management in Ghana's educational



curriculum. They also claim that until 2006, there were no project management courses in Ghana's tertiary education and the ripple effect is poor project management skills. Equally, the current study also found that systemic factors influence project status. Factors such as communication, understanding of the basic pillars of the projects, coordination, among others interplay with the various actors in the project industry to determine whether it would be a survival project or failed project. This is similar to the study outcome of Stewart (2012) and Odoom et al., (2021) who report that the most prominent project failure factors are scope creep, over allocation of resources, poor communication, bad stakeholder management, unreliable estimates, no risk management, an unsupported project culture, and a lack of team planning sessions, monitoring, and control. In the paper of Damoah and Akwei (2017) on the topic "Government project failure in Ghana: a multidimensional approach," the authors were concerned with analyzing project failure from the perspectives of national development, the iron triangle, contributions to the sector where the project is implemented, and benefit to stakeholders. My current study does the same examination of project failure within the framework of leadership skills, administrative/management skills, resources, and the external environment the resultant readings from the other literature collaborate with the findings of Damoah and Akwei (2017).

Last but not least, corruption has been mentioned as a contributor to project failure in Ghana. Transparency International indicates the high prevalence of corruption in Ghana in 2008 and 2015, collaborating with the assertion of Bawumia (2015) and Addo (2015). This assertion has however been refuted by William, (2017). Accordingly, the researcher argued that, in the case of unfinished infrastructure, most people assume that it must be driven by corruption: William, (2017) further mentions that projects are not finished because contractors give kickbacks to politicians or bureaucrats and then do not complete the work. While corrupt practices in infrastructure procurement and delivery are common worldwide, the researcher showed that it is not driving project non-completion in Ghana. According to him, on most unfinished projects, contractors have actually completed more work than they have been paid for.

4. Conclusion

The study found increases in the incidence of government-failed projects due to poor planning, poor management, and poor selection of contractors and lack of specific funding for projects. These have negative implications for economic growth and development among low-resource countries.

5. Recommendations

The study recommends that government could ascribe itself to some future realistic project goals and take the necessary steps to fulfil them, Also the government should ensure effective competitive tendering to ensure capacity of project delivery. The use of public-private partnership involving private professionals to make cost-effective decisions to project management would be laudable. In addition, governments should adopt strategies to overcome corruption, bureaucracy, and unnecessary political influence. Lastly, the government should collaborate with stakeholders to implement measures towards improving the current procurement, supervision, monitoring, planning, and management practices.

6. The Direction of Future Studies

Future study direction should focus on assessing the government failed projects and their implication for the achievement of the sustainable development goals (SDGs) in Ghana.

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Availability of data and materials

The document that were used for this review are all available online

Author's contributions

WY did the background write-up, contributed in method and did proofreading of the report. RB did the methodology and contributed to the writing of the report. AA also contributed by selecting the suitable papers and also contributed to the report writing. All authors have therefore read and approved this review paper.

Ethics approval and consent to participate

The study was a systematic review and so no ethical clearance was sought. However, the authors made sure all papers selected for the review had ethical approval.

Consent for publication

The authors give full consent for this paper to be published in your Journal.

Competing interests

The authors declare no competing interests.