



**The implementation of Urban Destitute Support component of the Productive
Safety Net Program: The case of 4 selected NGOs in Addis Ababa**

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Abstract

This study investigates the practices, opportunities, challenges and future prospects in the implementation of urban destitute support (UDS) project of the Productive Safety Net Program in four selected service providers in Addis Ababa. In order to achieve the objective of the study, a qualitative method employed. The tools for primary data collection were in-depth interview, Focus Group Discussion and key informant interview where 15 research participants involved. Accordingly, the data gathered from service providers, government representatives and frontline social workers was analyzed using descriptive research design. The findings of this study showed that with all the challenges, the practice, opportunities, challenges and future prospects in the UDS project the implementation could be taken as an exemplary and the first of its kind in the country that has changed the implementation modality, trust and attitude of the government over selected service providers in the study area. The major challenges identified in the implementation of the UDS project can mainly be categorized into operational (transparency limitations on service providers selection criteria, budget allocation, inflation, security problems and the like) and collaborative challenges (lack of national policy framework, misunderstandings on the nature of the project, coordination between government sector offices was not clear which is manifested in bureaucratic response to program budget release) that trigger the implementation of the project. These findings indicate the necessity for ongoing capacity-building programs related to the implementation of the UDS project, as well as the development of a legal and technical framework to guide the involvement of all stakeholders. Therefore, the implementation of UDS needs some interventions by social workers and policy makers in order to enhance the service delivery system in addressing urban destitution and future research should explore intervention strategies to mitigate these effects.

Keywords: Practices, Opportunities, Challenges, future prospects, Urban destitute support, collaboration, and Service providers.

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Acronyms/Abbreviations

ACSO-Agency for Civil Societies Organization

BoLSA-Bureau of Labor and Social Affairs

BoWCSA-Bureau of Women, Children and Social Affairs

COVID- Coronavirus Disease

CRDA-Christian Relief and Development Association

CSO-Civil Society Organization

EOI-Expression of Interest

FGD-Focus Group Discussion

GO-Government organization

GTP-Growth and Transformation Plan

GTZ- Deutsche Gesellschaft für Technische Zusammenarbeit/ German Corporation for Technical Cooperation/

HWWC-Homeless Women with Children

IGAs-Income Generating activities

KII-Key Informant Interview

MoLSA-Ministry of Labor and Social Affairs

MoU-Memorandum of Understanding

MoWSA-Ministry of Women and Social Affairs

NGO-Non-governmental Organization

NSPP-National Social Protection Policy

PAD-Project Appraisal Document

PDF- Portable Document Format

Running head: THE IMPLEMENTATION OF URBAN DESTITUTE SUPPORT...

PDS-Permanent Direct Support

PIM-Program Implementation Manual

PSNP-Productive Safety net Program

SNNPR-South Nations Nationalities and People Region

SPs-Service Providers

SSN-Social Safety Net

STEP- Systematic Tracking of Exchanges in Procurement

UDS-Urban Destitute Support

UJCFSA-Urban Job Creation and Food Security Agency

UNCRC- The United Nations Convention on the Rights of Child

UNFPA- The United Nations Population Fund

UNICEF- The United Nations International Children Emergency Fund

UPSNJP-Urban Productive Safety Nates and Jobs Project

UPSNP-Urban Productive Safety Nets Program

WB-World Bank

WHO-World Health organization

Addis Ababa University

School of Social Work

This is to certify that the thesis prepared by Endashaw Aberra Birra, entitled “The implementation of Urban Destitute Support component of the Productive Safety Net Program: The case of 4 selected NGOs in Addis Ababa” and submitted in partial fulfillment of the requirements for the Degree of Master of Arts (Social work) complies with the regulations of the university and meets the accepted standards.

Signed by Examining Committee

Advisor _____ **Signature** _____ **Date** _____

Internal Examiner _____ **Signature** _____ **Date** _____

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DECLARATION

I declare that “The implementation of Urban Destitute Support component of the Productive Safety Net Program”: The case of 4 selected NGOs in Addis Ababa is my work and that all the sources that I have used or quoted have been indicated and acknowledged through reference, and that the work has not been previously submitted at any other institution.

Endashaw Aberra Birra

Signature: _____

Date: _____

Place: Addis Ababa University, Ethiopia

Chapter One

1. Introduction

1.1. Background of the study

The origin of the PSNP is associated with the 2002/03 drought that affected nearly 13 million people and put them in a situation wherein they required emergency food aid. Early initiatives (in the 1990s and early 2000s) taken by the government failed to address the structural roots of vulnerability. To address this, the PSNP was launched in 2005 by the Government of Ethiopia, with the support of international partners (Knippenberg, E.; Hoddinott, J., 2017). The Productive Safety Net Project (PSNP), supported by the World Bank, has been providing transfers to rural beneficiaries since 2005 and in its second phase will reach 10 million beneficiaries (World Bank, 2015).

Building on the success of the rural PSNP, the government initiated the Urban Productive Safety Net program (UPSNP), the first of its kind in urban areas, which has been implemented since 2016. The program is now set to expand under the Urban Productive Safety Net and Jobs Project (UPSNJP) to an additional 72 cities or towns from January 2021 to December 2025 (UPSNJP,2022). The Urban Destitute Support (UDS) program, a crucial part of this expansion, targets the most vulnerable urban poor, particularly those facing homelessness and destitution.

In November 2014, the Ethiopian Council of Ministers approved a national social protection policy (NSPP) which considers the Urban Productive Safety Net and Jobs Project (UPSNJP) to be an essential and integral element in addressing the social services to the citizens. The Social Protection Policy has a broad objective of providing an overall social protection system and creating an enabling environment in which Ethiopian citizens have equitable access to social protection (SP) services that will enhance inclusive growth and development. Overall, the policy commits the government to move beyond the partial, and fragmented, provision of SP to establish a comprehensive SP system. The policy puts strong emphasis on the need to expand social safety nets and livelihood interventions in rural areas and for initiating the same in urban areas in a more effectively targeted and coordinated manner. The policy provides the framework for the coordination and provision of SP services in Ethiopia defining the roles and responsibilities of the government, at federal, regional, and local levels to manage a SP system to fulfill the constitutional rights of citizens.

While the government's Urban Safety Net Program ultimately seeks to support over 4.7 million urban poor in around 972 cities and towns, the ongoing project, partly funded by World Bank, in its first phase targeted eleven cities that included the two City Administrations (Addis Ababa and Dire Dawa) and one major city/town from the nine regional states: Adama (Oromia), Assaita (Afar), Asosa (Benshangul), Dessie (Amhara), Gambella (Gambella), Hawassa (SNNPR), Harar (Harari), Jigjiga (Somali), and Mekele (Tigray) planned to support 22,000 Urban destitute out of this 13,774 beneficiaries were targeted in Addis Ababa. Currently the project extended to reach 83 for other components (public work and Direct support) and 22 cities for urban destitute support (PIM, 2022).

The Urban productive safety net and Jobs project (UPSNJP) represents the first major effort to offer concrete and systematic assistance to the poorest of the urban poor. This is done particularly through its Public Works and Direct Support components that provide income support to the able-bodied and to the labor constrained clients. However, these two programs require a fixed residence and therefore exclude people living in the streets because they have no permanent addresses. This gap is filled by the Urban Destitute Support (UDS) component (MoLSA, UDS service delivery Guideline, 2020). UPSNJP recognizes that the urban destitute—that include street children, the homeless, and beggars—are the most visible face of urban poverty, who need financial support, housing, healthcare, counseling, and reunification/reintegration with their families/communities. A study commissioned by the Ministry of Labor and Social Affairs (MoLSA) and Urban Job Creation and Food Security Agency (UJCFSA) in 2018 estimated that 85,468 people live in the streets of the eleven cities (62% in Addis Ababa) and need specially designed services.

As clearly stated in the UDS service delivery guideline (2021), the ultimate objective of the urban destitute support (UDS) is to improve the socio-economic conditions of the urban destitute and to facilitate their reunification/reintegration through the delivery of basic social and livelihood services. Where living in the street and homelessness is the common features of all groups, the services target four main groups (MoLSA, UDS service delivery guideline, 2023):

- **Street children: unaccompanied minors (0-18 years of age) who sleep regularly in the street or other public places.** This definition excludes (a) children who are in the street as members of a family comprising at least one adult (already covered under a different beneficiary category), (b) street girls with babies/children (already covered under a

different beneficiary category), and (c) children who spend most of the day in the street but have a home where they sleep.

- **Homeless women with children (WWC): women of any age (including minors) with their children.** In the vast majority of cases, these women are street beggars, and so are their children; in a few cases, it could be street girls who had babies. Also, the children tend to be young, as older children and adolescents in the street seldom remain with their mother.

Homeless adults: men or women aged 18-59 and with no children with them in the street. If they have children or are over 59 years old, they will be covered under a different category.

- **Homeless elderly: men and women 60 and above years of age who live in the street.** They may also be physically or intellectually disabled.

However, the services necessary for the urban destitute target population require special and unique experiences and qualifications in handling the clients, as they need special treatment which can't be offered to all categories by all types of service providers even at a time in the same center.

The mode of service delivery arrangement in the UDS involves a kind of partnership between government and local civil society organizations. This is because the urban destitute require a comprehensive set of services and a flexible approach that can best be provided by non-government actors. MoWSA, on the government side, is ideally placed to provide strategic orientation to ensure a consistent approach nation-wide, coordinate NGO/CSOs efforts, prepare and sign contract agreements with service providers, approve financial releases to service providers, control the quality of their service and build their capacity. Therefore, since the partnership (offering service through NGOs with the financial source from the government) is new in our country's case, it will be imperative to contribute to the existing scarce literature on GO-NGOs collaboration in development issues and this study might help by assessing the dynamics around the implementation of this specific sub-component of the UPSNJP to provide information on the practices, challenges, opportunities and future prospects of the project in the selected area and perhaps with specific to each category. The purpose of this study was to explore the practices, challenges, opportunities and future prospects of the implementation of the urban

destitute support sub-project of the Urban productive safety net and jobs project in the four selected service providers in Addis Ababa.

Through my personal experience in the urban productive safety net Project of Addis Ababa city administration (especially direct support & urban destitute support sub-components) I became involved with street children and services provided to them by different actors. During collaborative consultation with the service providers and other stakeholders and even reviews of different reports in relation to urban destitute support it came to the attention of me that there is a huge problem with urban destitute in Addis Ababa and in particularly in providing services. During my involvement, I noticed besides the different difficult circumstances in which destitute are there is also different services and practices in the implementation of rehabilitating these groups both by government and non-government organizations. The practices, challenges and opportunities that exist in the implementation of the urban destitute support and even the future fate of homelessness and the solutions available to this issue have always left me with much curiosity. This urged me to explore the implementation of Urban Destitute Support component of the Productive Safety Net and Jobs Project in selected NGOs in Addis Ababa city administration.

1.2. Statement of the problem

Since much research has been conducted on general factors causing children to live on and off the streets and has examined the risks of street life to healthy development, but very little literature has focused on the implementation of program designed to render services to street children by the service providers. Patel, Hochfeld, Graham and Selipsky (2008) indicated that there is a need for further research to assess the nature and extent to which social welfare services have become more equitable, accessible and appropriate in their approach to meeting needs since the monitoring and evaluation of the overall transformation of welfare services are limited. It could be concluded that to date, research on street children has typically paid attention to describing the phenomenon of street children while interventions have not been examined enough. In addition, this study may further show the circumstances under which the GO-NGO collaborate in the implementation of the UDS project and also the findings of this study somehow can show the future prospects of the project. Moreover, much of the research conducted in Ethiopia has emphasized on the roles, contributions and impacts of PSNP and status of food security (Ganta, 2011; Bethelhem 2014; Hermel, 2015; Knippenberg and Hoddinott, 2016; Diriba et al., 2017; Abduselam, 2017; Misgana, 2018; Wondim, 2018) focusing on vulnerable clients with permanent residence unable to include

the implementation of urban destitute component of the project. The urban destitute support (UDS) project is one of the UPSNJP component funded by the World Bank and executed in partnership with the Ministry of Women and Social Affairs and local service providers, aimed to enhance the economic, educational, and social reintegration of urban destitute individuals mainly homeless children, homeless women with children, homeless adults and homeless elderly people by providing basic social and livelihood services such as temporary shelter, vocational training, and income-generating opportunities. Hence, the gap identified from most of these literatures is that the UDS project in general and specifically from the contexts of the methods and strategies employed in the implementation of the project, the operational processes, service delivery modalities, and the overall framework within which the UDS project operates (as practices); the obstacles or difficulties encountered during the UDS project implementation (as challenges); the potential advantages or positive developments that can be leveraged to enhance the UDS project's effectiveness (as opportunities) and understanding the prospects in the implementation of UDS relates to the future possibilities and outcomes anticipated from the project is not studied. Therefore, this study has explored the practices, challenges, existing opportunities and future prospects in the implementation of the UDS in the four selected service providers in the study area.

1.3. Research Questions

The key research questions to achieve the proposed research objectives are:

- What are the activities, tasks, the strategic approaches and procedures done/used in the implementation of urban destitute support component of the UPSNJP in 4 selected NGOs working in Addis Ababa?
- What are the forms of collaborations and the key contributions made between GOs & NGOs in implementing urban destitute support?
- What are the existing opportunities that can create favorable operating environment in implementing urban destitute support?
- What are the major challenges that hinder the implementation of urban destitute support?
- What are the future prospects in the implementation of urban destitute support?

1.4. Objective of the study

1.4.1. General objective of the study

The general objective of the study is to identifying practices, challenges and opportunities and future prospects in implementing urban destitute support component of the safety net project in Addis Ababa city Administration by taking the case of 4 selected NGOs. The paper tries to show the contribution of the GO-NGO collaboration in implementing the urban destitute support project.

1.4.2. Specific objective of the study

- To identify and describe the activities, tasks, the strategic approaches and procedures used in the implementation of the Urban Destitute Support project component of the UPSNJP in 4 selected NGOs working in Addis Ababa.
- To explore the forms of collaborations and the key contributions made between the GOs &NGOs in implementing urban destitute support component Program of the UPSNJP in 4 selected NGOs working in Addis Ababa.
- To identify the existing opportunities that can create favorable operating environment in implementing urban destitute support Program component of the UPSNJP in 4 selected NGOs working in Addis Ababa.
- To identify the major challenges that hinder implementation of the urban destitute support Program component of the UPSNJP in 4 selected NGOs working in Addis Ababa.
- To explore the future prospects in the implementation of the Urban Destitute Support Program component of the UPSNJP.

1.5. Significance of the study

The importance of studying the practice, existing opportunities, challenges and future prospects in the implementation of UDS project is to pave the way to get the proper understanding of the initiative to provide the appropriate and standardized services for the urban destitute. This study might also helpful in providing opportunities for the government and service providers to make informed actions with the aim of shaping their GO-NGO partnership strategic approach for ensuring the organizational capacity, financial viability, and Public image of urban destitute support project with the aim of improving the livelihood of the clients in particular. As such it is only be possible to propose action after a better understanding of the prevailing situation of the implementation of the project. In addition, the study can initiate researchers to conduct further

research on the practices, opportunities, challenges and future prospects of the UDS project to enhance the upcoming public-private partnership agenda since the implementation of this project is a jointly project that involves GO-NGO partnership.

1.6. Scope and Limitation of the study

It is no doubt that as every scientific study is confined to certain characteristics, this study too delimited to identify practices, challenges and opportunities in implementing UDS project in four selected signatory service providers operating in Addis Ababa. The delimitation was made because the research would not be manageable if all service providers are included. Beside this, the study could not address beneficiaries and the general population to obtain primary data due to time and financial resources limitations. This research might not allow us to generalize about all the service providers and to the overall UDS project implementation. Rather it has only included the perspectives of this research's participants.

Mack et al. (2005) claim that researchers are almost never able to study all the members of the population that interests them, and they can never make every possible observation of them. However, from the population a sample could be selected from among the data that could be collected and studied.

Cohen, Manion and Morrison (2007) find factors such as expense, time and accessibility as frequently preventing researchers from gaining information from the whole population. Therefore, researchers often need to be able to obtain data from a smaller group or subset of the total population in such a way that the knowledge gained is representative of the total population under the study.

Due to the qualitative nature of the study, the small sample size and the fact that the study was confined to a very specific setting, the research findings could not be generalized to other areas. This study focused only on the selected service providers who signed the contract agreement with MoWSA to deliver services for the UDS clients in Addis Ababa under the four categories; therefore, the findings cannot be generalized to other UDS service providers in the 22 cities.

1.7. Conceptual Definitions of Key Terms

Babbie (2009:124-125) defines “**conceptualization**” as a process through which researchers state precisely what is meant by the use of particular terms. The key concepts central to this study are defined under this sub-heading in order to enhance the readability of this document:

Basic Needs/Essential Needs: The concept of basic or essential needs refers to the essential goods, utilities, services, and/or resources required on a regular or seasonal basis by households to ensure their long-term survival and minimum living standards, without resorting to negative coping mechanisms or compromising their health, dignity, and essential livelihood assets.

Challenges: Those factors cause delay, interruption, or difficulty and could hinder the effective implementation of the Urban Destitute support sub-component of the UPSNJP.

Future prospects: refer to the potential or likelihood of future success or development in the implementation of the UDS project.

Homelessness: The condition of lacking a fixed, regular, and adequate nighttime residence, which includes individuals living on the streets, in shelters, or in inadequate housing situations.

Inclusive Social Protection: Social protection programs that are accessible and beneficial to all individuals and groups, including marginalized and vulnerable populations such as urban destitute people.

Memorandum of Understanding (MOU): a document that may be used as a confirmation of agreed-upon terms when an oral agreement has not been captured in a formal contract. It may also set forth the basic principles and guidelines under which parties will work together to accomplish their goals.

Opportunity: refers to a favorable situation or condition that can lead to success or advancement in the implementation of the UDS project.

Practices: Those activities implemented under the Urban Destitute support sub-component of the UPSNJP.

Procedures: is an established/agreed or official way of delivering services and the steps followed by service providers in providing the services to the client.

Safety Nets/ Social Safety nets: are non-contributory transfer programs that seek to prevent the poor and people vulnerable to shocks and poverty from falling below a certain poverty level.

Service providers: are non-government organizations that have been selected through a competitive process and have signed a legally binding contract with MoWSA. Having accepted the terms and conditions of the contract to deliver services for the four targeted groups in the UDS.

Social Protection: A set of policies and programs designed to reduce poverty and vulnerability by promoting efficient labor markets, diminishing people's exposure to risks, and enhancing their capacity to manage economic and social risks such as unemployment, exclusion, sickness, disability, and old age.

Strategic approaches: are methods or plans designed to achieve the long-term objectives of the Urban destitute Support project.

Urban destitute: Refers to homeless individuals and families facing extreme poverty, with a pronounced inability to meet their basic needs, leading to a state of destitution. Key characteristics include homelessness and living on the streets, a lack of access to multiple types of assets, powerlessness, social exclusion, and dependence on external goodwill for daily survival.

Urban destitute support: A project that strives to enhance the socio-economic conditions of urban destitute individuals through vital social, livelihood services and empowerment for four target groups facing street living or homelessness.

1.8. Organization of the Paper

This thesis is organized into five chapters. Following the introduction in chapter one, relevant literatures are reviewed and presented in chapter two. Chapter three presents the research method, data sources and data types, and the analytical tools. Chapter four details the results and discussion. Finally, chapter five presents conclusion, recommendations and social work implications of the study.

Chapter Two

2. Literature Review

2.1. Introduction

In order to develop a clear understanding of the research question, a review of the relevant literature is necessary. Creswell (2009) and Marshall and Rossman (2006) argue that the decision on whether literature findings and theoretical perspectives should be presented before or after data-collection depends on the strategy of the inquiry. In recent years, urban destitution has emerged as a critical challenge for cities worldwide, necessitating a comprehensive understanding of the factors that influence the lives of vulnerable populations. The existing literature demonstrates a complex interplay of socio-economic, political, and environmental factors that contribute to urban poverty, highlighting the urgent need for targeted support interventions. Under this chapter reviews of literature aimed to synthesize key findings from academic studies, program implementation manual analyses, and different reports to identify the practices, persistent challenges, and untapped opportunities and future prospects in the implementation of urban destitute support projects. By critically examining the successes and limitations of current initiatives, this review seeks to provide a solid foundation for future research and inform the development of more effective strategies aimed at alleviating urban poverty and enhancing the well-being of destitute populations.

2.2. Overview of the safety net program in Ethiopia

The Government of Ethiopia has shown a strong commitment to social protection (SP) to economic growth while protecting the social and economic rights of citizens and preventing social disintegration and instability that widening inequality may generate. This is reflected in the National Social Protection policy (NSPP) which was approved by the Council of Ministers in November 2014. The government has also strongly recognized the importance of SP both in GTP I and II. The NSPP has identified social safety net and livelihood and employment generation as important pillars. The urban productive safety net Project (UPSNP) is fully embedded in the NSPP and GTP II (PAD, p.3). Within the framework of the NSPP, the Ministry of Urban Development and Housing (MUDHo) has developed an Urban Food Security and Job Creation Strategy, which was approved by the government on May 8, 2015. The strategy aims to reduce poverty and vulnerability among the urban poor living below the poverty line over a period of 10 years. The Urban Productive Safety Net Program (UPSNP) is an initiative aimed at providing financial support and social services to vulnerable urban populations in Ethiopia. Launched by the

government of Ethiopia, in collaboration with various development partners, the program is designed to address urban poverty and enhance the livelihoods of city dwellers who face economic challenges (PIM,2016).

The proposed Urban Productive Safety Project is the first instrument of the government to implement urban food security and Job creation strategy. Following this, the Federal Urban Job creation and Food security agency in collaboration with Ministry of Labor and Social affairs was set up to implement the program. Since the UPSNP was the first program of such kind in urban areas, there was an agreement between several stakeholders to incorporate a research aspect that closely tracks the progress of the program. As part of the initiative to tackle the problem, the government in collaboration with World Bank launched the UPSNP with the objectives to reduce urban poverty and vulnerability of the urban poor living below the poverty line (MoUDH, 2016). This can be achieved through provision of cash transfers, financial and technical support to access livelihood opportunities, building the capacity of institutions to effectively deliver this support, and developing core systems for delivery of safety nets and complementary livelihood services (MoUDH PIM, 2016). The government extended the productive safety net into urban areas to alleviate food insecurity since 2016. The project is started its pilot implementation in 11 cities including the nine regional capitals (Adama, Afar-logia, Asosa, Dessie, Gambella, Hawassa, Harari, Jijiga, and Mekele), and the two administrative cities (Dire Dawa and Addis Ababa).

Zegeye (2020) argues that Ethiopia's Safety Net has been widely studied and is found to have positively impacted food insecure households in diverse ways. As indicated in the project implementation manual /PIM/, (2020), the UPSNP includes five components: (a) Cash-for Work Program, (b) Livelihood Grants, (c) Permanent Direct Support (PDS), (d) Services for Urban Destitute (homeless), and (e) Institutional Strengthening and Project Management. The two subcomponents: Public Works and PDS, require a fixed residence and thus exclude those without a permanent address, such as homeless people living on the streets. To address this gap, the Urban Destitute Support (UDS) component was initiated and implemented successfully from 2016 to 2022 (PIM,2020).

The Urban Productive Safety Net Program (UPSNP) was launched as a crucial first step towards a comprehensive national urban safety net, covering 11 cities across Ethiopia. These cities include the two City administration (Addis Ababa, Dire Dawa) , and one major city or town from each of

the nine regional states: Adama (Oromia), Assaita (Afar), Asosa (Benshangul), Dessie (Amhara), Gambella (Gambella), Hawassa (SNNPR), Harar (Harari), Jigjiga (Somali), and Mekele (WB, 2021). The project, funded by the World Bank and executed in partnership with the Ministry of Labor and Social Affairs, aimed to enhance the economic, educational, and social reintegration of urban destitute individuals and families by providing basic social and livelihood services such as temporary shelter, vocational training, and income-generating opportunities (PIM,2020).

The UPSNP's Urban Destitute Support (UDS) component aimed to assist 22,000 homeless individuals but achieved 20,995, reaching 95% of its target due to the conflict in Tigray (MoWSA,2022). The project is now set to expand under the Urban Productive Safety Net and Jobs Project (UPSNJP) to an additional 72 cities or towns from January 2021 to December 2025. The UDS program, a crucial part of this expansion, targets 22 cities/towns with the most vulnerable urban poor, particularly those facing homelessness and destitution.

Since its inception, the UDS program has been a beacon of hope, offering a comprehensive safety net to marginalized individuals. It focuses not only on immediate needs but also on addressing underlying vulnerabilities through cash transfers, livelihood grants, and tailored services. This collective effort aims to facilitate the economic, educational, and social reintegration of the destitute, emphasizing collaboration among stakeholders.

Therefore, this research was done to clearly understand and list the activities, mode of the practice, challenges and future prospects of the project by assessing and examining the roles and effect of the GO-NGOs collaboration/partnership in implementing urban destitute support project in Addis Ababa.

2.3. Strategic Approaches and Procedures in the UDS project implementation

The implementation of urban destitute support in Ethiopia involves a variety of activities, tasks, strategic approaches, and procedures aimed at addressing the needs of urban destitute, including street children/homeless individuals under the four categories. Here are some key components involved in these efforts:

2.3.1. Selection of Service Providers

The protection of children's well-being requires sufficient resources and internal capacity for, among other actions, strategic planning, policy development and execution, program implementation, as well as monitoring and evaluation as stipulated by UNICEF (2004). With little support from the government, the service providers have to raise the bulk of their funding from outside of government. Volpi (2002) underlines this by indicating that donor's funding to street children activities is needed not only to sustain and expand existing social welfare services, but also to assist NGOs in the monitoring and evaluation of their interventions, and to allow them to train staff and continuously increase their professionalism.

According to UNICEF (2009), NGOs range from voluntary associations to charities, various foundations and professional societies, may have either a domestic or international responsibility, and cover a single issue or more general areas of interest. Pitzl (2006) concedes that NGOs emerged as prominent service providers who are actively addressing the plight of street children with limited resources.

The Urban Productive Safety Net Program (UPSNP) represents the first major effort to offer concrete and systematic assistance to the poorest of the urban poor. This is done particularly through its Public Works and Direct Support components that provide income support to the able-bodied and to the labor constrained. However, these two programs require a fixed residence and therefore exclude people living in the streets because they have no permanent address. This gap is filled by the Urban Destitute Support (UDS) component (UDS service delivery guideline, MoLSA, 2020).

The overarching objective of the UDS is to improve the socio-economic conditions of the urban destitute and to facilitate their reintegration through the delivery of basic social and livelihood. The UDS project has diverse specific objectives tailored to the complex challenges of urban destitution. Aligned with the UPSNJP's overarching goals, the two broad objectives of UDS i.e. (a) alleviating immediate basic needs, and (b) empowering for long term sustainability cater to the specific needs of the four distinct target groups (PIM,2020).

The urban destitute require a comprehensive set of services that are generally best provided by non-government actors and that can seldom be offered by one service provider alone. Therefore,

it is essential that non-government service providers can avail themselves of the collaboration with specialized government entities (MoWSA, 2023).

MoWSA will contract non-government organizations (NGOs) to deliver UDS services, and be responsible for their coordination and supervision. This is because the urban destitute require a comprehensive set of services and a flexible approach that can best be provided by non-government actors. MoWSA, on the other hand, is ideally placed to provide strategic orientation to ensure a consistent approach nation-wide, coordinate NGO efforts, control the quality of their service and build their capacity (MoWSA,2023).

Each year MoWSA must prepare a procurement plan. This plan must indicate the type of services required (e.g., for which target group), the location of the services, the estimated cost and time, etc. Ideally, MOWSA undertakes procurement of services once a year, although NGOs offering residential accommodations for a specific target group will mostly be contracted for two years at a time. Some service provider might bid for more than one type of service (MoWSA,2023).

To be eligible for contracting with MoWSA as service providers as clearly outlined on the implementation guideline for service delivery to the UDS (MoWS, 2023) a service provider must satisfy the minimum requirements like avail a certificate of registration with the Ethiopian Agency for Civil Societies Organization (ACSO) proclamation No. 1113/2019; having at least three years of proven and verifiable experience in providing services to the target group, an appropriate accounting system in place; the capacity to provide services for at least 15 clients at a time; safe and hospitable accommodations with sufficient space, a set of safeguarding policies and practices in place or a willingness to put these in place within a mutually agreed timeframe if selected; present its expression of interest to MoWSA as and when requested to do so.

The procurement manual annexed to the Program implementation manual (PIM,2020) contains detailed explanations procurement procedures to be followed under the UPSNP during the process of service providers selection for the UDS project. In selecting the service providers, the 7 (seven) steps processes to be followed are: Issue a request of expression of interest (EOI)-that summarize the services to be rendered and required qualifications for each target group, to identify potential service providers by MoWSA; the second process is a group of multidisciplinary committee by set up by MoWSA in consultation with the World Bank will examine the EOI to determine (based on the above Criterion) which NGOs have the sufficient qualifications and can therefore be pre-

qualified; a third process-a list of pre-qualified service providers for each city and target group will be put together by MoWSA. Each Regional BoWSA/BoLSA and BoF will receive a copy of the list for their city. This list will be valid for five years, and service providers to be contracted under the project will be taken from such list. It should be noted that a service provider can be qualified for more than one target group or city (PIM, 2020, annex B). The fourth process is the development of detailed terms of reference (ToR) by MoWSA for each target group, which the World Bank (WB) will have to approve. The ToR will have to specify, among other things, the scope of services to be provided (including the location), the mode and frequency of payment, and key performance indicators. The fifth process will follow by contacting pre-qualified service providers as needed and request them to prepare a technical and financial proposal on the basis of ToR after the provision of one day training for those who have expressed interest. Service providers will have 15 days to prepare and submit their technical and financial proposal in person that shows their absorption capacity of clients. The sixth process is review of those proposals by MoWSA which will follow with a notification and negotiate contract agreement with eligible service providers. Negotiations can concern both technical and the financial aspects. The purpose is to arrive at an arrangement acceptable to all parties with the expectation that the services requested will be delivered with the desired quality, quantity and timing and that the amount and timing of resources made available to the service providers will be sufficient to do so. The final process is the signing of an agreement among MoWSA, BoWCSA/BoLSA, BoF and selected service providers (SPs) followed by uploading the contract documents in the World Bank procurement system (STEP) and send copies to those government signatories. For the protection of all parties, service providers should not start implementing the agreed activities before the contract is signed (Contract management, 2020).

Within 10 days after the contract is signed, MoWSA should organize an orientation meeting with the service provider. The purpose is to ensure that service providers are clear on the management and reporting requirements of the contract, fund flow processes, the role of different parties, the norms and standards to be respected, and the safeguard measures to adopt. The meeting, therefore, will be an opportunity for training as well as for discussing any contract-related issues. For the training part, MoWSA will be able to rely on the assistance of the NGO hired by UNICEF for service providers capacity development (in particular concerning norms, standards and safeguards). This meeting can be held centrally in Addis (with travel costs for service providers

paid by MoWSA) or in each region. Service providers must prepare and submit a quarter plan with a detailed work and financial plan within 20 days of signing their contract. This quarter plan report will be considered the first deliverable and will therefore make it possible to disburse the first payment to the service provider, as per the signed contract. This plan shall be submitted to, and will have to be officially approved by, BoWSA/BoLSA, with a copy sent to city MoWSA for information and follow-up (MoWSA, 2020).

2.3.2. UDS Service Delivery arrangements

According to Motala (2010) as well as Ward and Seager (2010), NGOs employ a wide variety of programmes to address the needs and rights of street children such as advocacy; preventive programmes; institutional programmes which entail residential rehabilitation programmes and full-care residential homes as well as street-based programmes or outreach programmes which entail inter alia feeding programmes, medical social welfare services, legal assistance, street education, financial social welfare services, family reunification, drop-in centers or night shelters and outreach programmes.

The Asian Development Bank (2003) stipulates that programmes for street children are multi-sectoral because the health, education, survival and emotional needs of street children are impossible to address separately. The South African Department of Social Development and Berckmans, I., Velasco, M. L., Tapia, B. P., & Loots, G. (2012) assert that street children need unique interventions that are distinct from those of other children in need of care.

Categorized the possible interventions into three broad groups:

Primary prevention interventions: Aimed at children who live in absolute poverty but have not yet entered street life, the goal is to reduce the influence of push and pull factors through improving conditions at home, and putting a focus on community development.

Secondary prevention interventions: These are aimed at children who have already entered street life, and who maintain regular contact with their families. The goal is to develop interventions before the situation becomes critical.

Tertiary prevention interventions: Aimed at street children and abandoned children who have little or no family contact. The focus is on intervention, healing, rehabilitation and the prevention of further problems or possible removal of children for placement in alternative care.

Berckmans, I., Velasco, M. L., Tapia, B. P., & Loots, G. (2012) are of the opinion that the programs addressing street children's needs come with gaps and shortcomings. Most NGOs have begun to consider family reunification as an ultimate solution, but have not changed their structures to achieve that; children refuse to return to their families, and sometimes the family situation appears very difficult to deal with; there is an oversight of programs defining the responses for children without thinking about the different realities for girls and boys due to their different needs and experiences.

It is clearly outlined in the implementation guideline for service delivery to the UDS (MoWSA, 2023) that services should match the characteristics and specific needs of each target group. Therefore, while some services such as temporary shelter or access to health care should be provided to all clients, others could be relevant for only one or two target groups.

2.3.3. Collaborative arrangements

Now a days GO-NGO partnership has become a global phenomenon in current development. It is a relationship rooted in the acceptance of both parties of their shared vision and responsibility for the delivery of social services within policy and legislative frameworks governing a countries response to its needs and problems (Kalis,2000).

Ndonga, M. M. (2016) argues that in South Africa protective service delivery to street children has remained largely the responsibility of NGOs with funding from volunteers given that the government alone cannot possibly address the global crisis. Pitzl (2006) acknowledge that NGOs have played a significant role in street.

MoWSA will sign MoUs with BoWSAs to clarify roles and responsibilities for implementation and follow-up. In particular, MOUs will specify, among other things: (a) how BoWSAs should support the selection of service providers by verifying their qualifications; (b) how and how often BoWSAs should supervise the work of service providers; (c) how BoWSAs should contribute to efficient program implementation, for example by facilitating service providers' access to government stores and government services (e.g., hospitals, training centers) and programs (e.g., cash transfers); (d) when BoWSAs should authorize payment to service providers (on the basis of which documentation and verifications, within which timeframe); (e) how BoWSAs are to report on program implementation to MoWSA(content and frequency of reports); (f) how MoWSA is to

use BoWSAs reports; (g) how MoWSA is to provide feedback to BoWSAs (form, timing and frequency) (PIM,2023).

A 2017 study commissioned by the Urban Job Creation and Food Security Agency (UJCFSA) and the Ministry of Labor and Social Affairs (MoLSA) estimated that over 85,000 people were living on the streets across eleven cities, highlighting the urgent need for specialized support. This seems why Ministry of Labor and Social affairs (MoLSA) currently named Ministry of Women and Social affairs (MoWSA) contracted out the services to interested service providers (local experienced NGOs in the area). For many countries, it is the responsibility of the government to assure social services provision for the whole population. But this agenda has become so large that the governments of these countries have been unable to provide adequate services (Buse and Waxman, 2001). This has led organizations outside the government to assume part of that responsibility. Moreover, there is a growing recognition by government and international organizations that the involvement of all stakeholders is needed if all services are to reach the poor (Korten 1991; World Bank 1998; WHO 2001a). Further, continued bilateral relationships between donors and non-governmental organizations (NGOs) have created a window of opportunity for GO–NGO collaboration (Begum 2000; WHO 2001a; Zafar Ullah 2002; Management Sciences for Health 2004). Research evidence indicates that working in isolation can result in duplication of efforts and failure to accomplish goals, whereas collaboration among stakeholders can generate synergy and facilitate the flow of information (World Bank 1996; UNICEF 1999). With this regard currently in our country Ethiopia, especially in urban settings, like Addis Ababa, for instance, the government and NGOs collaborate to a certain degree to provide holistic services, especially to vulnerable populations such as homeless people/homeless women with children, children, adult and homeless elderly people/. Within such collaboration, the government retains ownership in the areas of policy formulation and implementation, human resource development and budgetary control. NGOs concentrate on facilitating the activities within signed agreement (MoLSA 2020). NGOs provide quality services in accordance with the national norms and standards and urban destitute service delivery guideline (MoLSA, 2021). Moreover, there is no set process to encourage governments to move from restrictive bureaucracy towards creating a facilitating policy environment for collaboration. In order to develop consistent and workable policy, clear understanding of the practices, challenges, opportunities and future prospects of the existing implementation of urban safety net program sub component urban destitute support is essential.

Here, the ‘government’ is the Federal democratic republic of Ethiopia Ministry of Women and Social affairs (previously Ministry of Labor and Social Affairs) and its line structure- especially Addis Ababa City Administration Bureau of Women, Children & Social Affairs (previously Bureau of Labor and Social Affairs), which collaborates with a group of NGOs to implement the UDS (formerly an abbreviation for urban destitute support-project designed in collaboration with the World Bank to rehabilitate homeless people in the four categories) Project. The aim is to review the existing evidence in UDS implementation to distinguish the respective roles of the GO and NGOs, and outcomes of collaboration between the GO and NGOs in implementing UDS.

‘Collaboration’ is often described as ‘joint activity’ or ‘working together’, where two or more organizations work closely together and share resources and responsibility for common goals and purpose (Omondi et al. 1993; Green and Matthias 1997; Magagula et al. 1997; WHO 1999). It implies temporal accomplishment of jointly agreed tasks, where continued institutional linkage is not important (Bhattacharya and Ahmed 1995). Collaboration can take place at different stages and in different ways. It is increasingly recognized, however, that collaboration should not mean ‘sub-contracting’, but a genuine partnership between organizations based on mutual respect, and acceptance of the independence of the collaborating organizations concerning their vision and approaches (Korten 1988; UNFPA 1995; Magagula et al. 1997; Begum 2000).

2.4. Opportunities in the implementation of the UDS project

Social Protection in developing countries is not really an institutionalized system. As a result, informal arrangements often bear the burden of Social Protection (Morduch and Sharma, 2002). More recently, the global financial crisis prompted dozens of countries to create new social Safety Net (SSN) programs, expand old ones, and improve overall administrative systems to enhance governance and make programs more efficient (IEG, 2011). IEG (2011) indicates that without a safety net, poor families who are unable to afford their basic needs are likely to lose hope of escaping poverty; malnourished children are likely to grow up as poor adults; and, as a consequence of crises, vulnerable families are likely to face difficult choices between immediate survival and avoiding irreversible damage to their future welfare. In this connection a World Bank’s review of the use of safety nets in twenty-two African countries shows that safety nets are critical instruments for reducing extreme poverty and increasing shared wealth (WB, 2014). The review noted that safety net programs in Africa are working to reduce poverty provide evidence

that safety nets help households to meet their basic consumption needs, protect assets such as livestock and invest in their children's health and education. Safety nets have evolved differently across Africa but are now taking hold as core poverty reduction instruments (Victoria, 2014). Similar to other African countries, there are different SP programs to address the most vulnerable groups of people living both in urban and rural areas of Ethiopia. The SP policy of Ethiopia (November, 2014) gave much emphasis to vulnerable groups such as disabled and the aged. It also focuses on households and individuals who should receive social assistance in order to function properly, and achieve quality of living within the society (MoLSA, 2014). According to Ministry of Labor and Social Affairs (2014), SP in Ethiopia consists of a set of formal and informal intervention that aim to reduce social and economic risks, vulnerabilities and deprivations for all people and facilitates equitable growth. It consists of safety nets, social insurance, health insurance, livelihood and employment schemes, and improving basic services.

Ethiopia's Safety Net has been widely studied and is found to have positively impacted food insecure households in diverse ways (Zegeye, 2013). Some studies indicate that the impact is modest when compared with progress made in comparable, non-client households; however, even the most critical assessment points to significant positive change (Berhane et al., 2014; Berhane, Hoddinott and Kumar, 2014; Gilligan, Hoddinott and Taffesse, 2009).

A key component of the UPSNP, which created a good opportunity for vulnerable segment of the community, is the employment of social workers that operate at woreda and ketena level to undertake case management of direct support clients and Collaborate with Community care Coalitions (CCCs) for purposes of monitoring and follow-up, working with NGOs in identifying destitute groups particularly in relation to the newly signed agreement with NGOs.

Misgana (2018) studied the contribution of UPSNP to households' livelihood improvement and environmental protection in Addis Ababa city. The findings showed that the UPSNP has contributed in improving the income and food security/access status of the beneficiary households within the one-year support period in the year under study. Accordingly, statistically significant relationship was found between UPSNP and food security status of the beneficiary households.

2.5. Challenges in the implementation of the UDS project

According to Street Action (2010), the Department of Social Development (2010a) and Panther-Brick (2003), children are still living on the streets and are urgently in need of interventions and

protection by government and NGOs. Cross, Seager, Erasmus, Ward and O'Dovon (2010) warn that it is vital to note that homelessness remains a problem for developed countries and only a few developed nations have succeeded in eliminating homelessness despite the social welfare services they have in place to eradicate poverty. Loffell (2008) argues that in South Africa protective service delivery to street children has remained largely the responsibility of NGOs with funding from volunteers given that the government alone cannot possibly address the global crisis.

Ethiopia launched the Productive Safety Net Programme (PSNP) in 2005 with the primary aspiration of enabling chronically food insecure people to achieve food security and substantially improving the food security situation (Rahmato et al., 2013). However, difficulties occurred during the PSNP's implementation process such as bias in area selection, the exclusion of the poor in favors of the rich (which is against the UPSNP targeting guideline revised in 2022), reduced ties between organizations and a lack of active community involvement in the decision-making process (Fekadu & Ignatius, 2009; UPSNP, 2022).

Despite the fact that the Ethiopian food security program has its achievements in some aspects (Fekadu et al. 2009; Messay 2012; Guush et al. 2017; Chala 2019), the program has been challenged by several adverse factors including lack of adequate awareness among the stakeholders and the beneficiaries, nepotism, delay of transfers both in cash and kind, security problems in case of delivery, and many more.

The challenges may be categorized into two broad parts; external and internal. There are various external challenges that NGOs face in Ethiopia today. Namely, the government attitude, bureaucracy, participation... (CRDA, 2006). The internal challenges mainly related to limitation in resource and managerial capacity within NGOs. GTZ (2001) stressed that, lack of access to funds, physical assets and competent human capital is the features of Ethiopian NGOs. The other point is in relation to weak private sector in Ethiopia, the private sector is so weak and fragile as to become internal funding sources for NGOs, as is the case in many other countries. The private sector is so weak due to unfriendly policy environment and government control of major economic sectors (Zewdie and Pausewang, 2002).

According to Grundling (2005), despite numerous efforts and programs aimed at improving the circumstances of street children, their needs remain largely unmet, leading to a continuous rise in their numbers. This situation is attributed to insufficient resources, including funding and trained

personnel, along with inadequate planning and governmental policies. Similarly, the South African Department of Social Development (2009) highlighted that the NGO sector struggles with capacity issues, hindering its ability to effectively manage operations and provide quality social welfare services. Often, funding is disproportionately allocated to administrative costs rather than addressing the critical needs of children. Furthermore, Earle (2008) and Lombard (2005) argue that the partnership between government and NGOs faces several challenges, such as increasing governmental oversight and a lack of acknowledgment regarding the effectiveness of NGOs.

Lombard (2005) adds that the challenges include high caseloads which indicate a lack of resources, discrepancies in salaries between NGOs and government social workers, and a mass departure from the profession to further careers either in another country or outside of the social welfare sector. Giese (2010) and Lombard (2005) further highlight that a very high percentage of social workers' caseloads entail statutory work and therefore focus on children and families which results in social workers being charged with unprofessional conduct due to the fact that they cannot cope with the demands arising from unmanageable case workloads. Loffell, et al. (2008) describe the following as challenges to the delivery of social welfare services: a shortage of social workers, poor recognition of other social service practitioners, a lack of funding and high staff turnover. Velaphi (2012) highlights that lack of funding makes NGOs vulnerable to collapsing, losing experienced staff and senior leadership to government where conditions of employment and remuneration are better. The NGOs experience a staff turn-over as a result of frustration, lack of job satisfaction or low salaries. Analyses conducted by Budlender and Proudlock (2010) and Barberton (2006) indicate that the government budget allocations for social welfare services covered for the Children's Act (Act 38 of 2005) are insufficient. Low budget allocation for the implementation of the Children's Act (Act 38 of 2005) implies that the institutional capacity to carry out programmes and fund social welfare services for children especially street children is compromised and limited financially and human resource-wise. De SasKropiwnicki (2010) cautions that the financial implication means that NGOs, known to be champions in rendering social welfare services to children and programmes for street children in particular, are underfunded and thus the quality of the early intervention and prevention programmes and the social welfare services they offer are limited and undermined. In order to address the challenges Giese (2010) as well as Proudlock and Jamieson (2008) state that child and youth care workers, social auxiliary workers and community development workers should provide statutory social

welfare services such as assessing partial care centers, early child development programs, drop-in centers, monitoring foster placement rather than mandating only social workers to do most of the work.

Volpi (2002) claims that street children's programs need funding to sustain and expand existing social welfare services. The funding will also help in the monitoring and evaluation of the interventions and training of staff members. Volpi (2002) further declares that lobbying, advocacy and networking is a way to assist NGOs to overcome their isolation, and to give a stronger voice to street children themselves.

From the above literature reviewed, it can be understood that most of the study focused on the two sub-components of the UPSNP than the urban destitute sub-component since the Urban destitute sub-component of safety net program is newly implemented in different modality (GO-NGO collaboration) in Ethiopia (specially in Addis Ababa), there is limited literature specific to the urban destitute support specially in our country context.

2.6. Policy Framework of the UPSNJP

Meintjies and Hall (2011) maintain that the most prominent problem that the street children experience arises from the policy-makers, policy implementers and the child's lack of identity. There are an increasing number of street children orphans but there is no coherent strategy for dealing with this problem or the strategy that is used is not benefiting the street children. The protection of children's well-being requires sufficient resources and internal capacity for, among other actions, strategic planning, policy development and execution, program implementation, as well as monitoring and evaluation as stipulated by UNICEF (2004). With little support from the government, the service providers have to raise the bulk of their funding from outside of government. Volpi (2002) underlines this by indicating that donors funding to street children activities is needed not only to sustain and expand existing social welfare services, but also to assist NGOs in the monitoring and evaluation of their interventions, and to allow them to train staff and continuously increase their professionalism.

In Ethiopia, providing services to street children involves several policy frameworks and strategic initiatives aimed at addressing the challenges faced by this vulnerable population. These frameworks often align with national and international commitments to uphold children's rights

and ensure their protection. Here are some of the key policy frameworks relevant to services for street children in Ethiopia:

2.6.1. The Ethiopian Constitution (1995):

The Ethiopian constitution guarantees basic rights for all citizens, including children. It emphasizes the rights to survival, development, and protection from abuse and neglect. Article 36 specifically focuses on the rights of children, recognizing their special protections due to their vulnerability. Article 41 ensures the right to engage in economic activities and to choose one's means of livelihood, occupation and profession and also guarantees access to public health, education, clean water, housing, food and social security.

2.6.2. The Ethiopian Child Policy (1996):

A foundational document that outlines the government's commitment to the well-being of children, including those at risk, such as street children. It aims to promote children's rights, improve their living conditions, and address issues such as exploitation, abuse, and neglect.

2.6.3. National Action Plan for Children (2003):

This plan provides a framework for implementing child protection services, promoting education, health care, and welfare programs for all children, particularly the most vulnerable, including street children. It emphasizes multi-sectoral approaches to address the root causes of child vulnerability.

2.6.4. The National Social Protection Policy (2014):

Aimed at providing social safety nets and support systems for the most vulnerable populations, including children in difficult circumstances. The policy emphasizes the need for inclusive programs that target street children and other marginalized groups. Also, proclamation No. 923/216 that governs the national social protection policy. The proclamation outlines the government's commitment to provide social protection to vulnerable groups, including cooperation and partnership.

2.6.5. Urban Food Security and Job Creation Strategy (2015):

Within the framework of the NSPP, the Ministry of Urban Development and Housing (MUDHo) has developed an Urban Food Security and Job Creation Strategy, which was approved by the

government on May 8, 2015. The strategy aims to reduce poverty and vulnerability among the urban poor living below the poverty line over a period of 10 years. The proposed Urban Productive Safety Net Project is the first instrument of the government to implement this strategy.

2.6.6. Ethiopia's National Strategy for the Elimination of Child Labor (2019):

This strategy highlights the need for coordinated efforts to eliminate child labor, which often contributes to street migration. It includes measures to provide education and vocational training to prevent children from becoming involved in labor on the streets.

2.7. Summary of literature review

Literatures written on the Ethiopian safety net program and factors associated with cause and effect of homelessness can be easily accessed, but materials related with the implementation of urban destitute support specifically the practices, challenges, opportunities and future prospects in the implementation of the UDS project are limited. The literature indicates that the protection of children's well-being requires sufficient resources and internal capacity for, among other actions, strategic planning, policy development and execution, program implementation, as well as monitoring and evaluation as stipulated by UNICEF (2004).

Regarding challenges, service providers often have to rely heavily on funding from sources outside of the government due to minimal support from governmental bodies. Volpi (2002) emphasizes this point, noting that donor funding for initiatives aimed at supporting street children is essential not only for the sustainability and expansion of current social protection services but also to aid NGOs in monitoring and evaluating their programs. Additionally, this funding is crucial for providing staff training and enhancing their professionalism over time. Moreover, Earle (2008) and Lombard (2005) contend that the collaboration between the government and NGOs encounters various challenges, including heightened governmental supervision and insufficient recognition of the effectiveness of NGOs. Finally, I presented the data from participants in line with the above literatures in the discussion section of this study.

Chapter Three

3. Research Method

This chapter elaborates further on the research methods that was followed. The chapter then discusses qualitative research employed as a research method to explore and describe the practice, existing opportunities, challenges and future prospects in the implementation of UDS project in selected service providers in Addis Ababa. The chapter discusses the research design used to achieve the objectives the study as well as the process followed to select research participants, the data collection and analysis procedures, methods employed to ensure the credibility and the ethical considerations adhered during the study.

For the purpose of the study, the researcher opted to employ the qualitative research approach. The rationale and justification for employing a qualitative approach is that, it enables the researcher to get in-depth and rich information on the topic. According to Krueger & Neuman (2006, p.9) qualitative research is not mainly concerned with drawing representative samples rather, it focuses on identifying and selecting cases or participants that have deep and rich knowledge of the research issue to provide a good insight.

In the study, the researcher visited different 4 service providers (one from each categories) that render services to the urban destitute in each category and 8 key informants with the aim of interviewing them regarding the nature of UDS project by focusing on the practices, challenges, opportunities and future prospects in the implementation of the UDS project. Qualitative research is descriptive in that the researcher is interested in the process, meaning and understanding gained through words. Participants were encouraged and facilitated to speak and analyze their situations as they see them, decide what their problems are and suggest solutions. The phenomenon of Urban destitute support and its implementation with respect to the four categories were described from the participants' frame of reference, the meaning they attach to it and their understanding since they are the experts in the field. Then the researcher builds the patterns, categories and themes from the words or narratives of the participants. From the data collected, the meaning attached to every interview and focus group discussions that relate to the content was also identified.

3.1. Study design

In order to gain a better understanding and to describe how things are happening in the implementation of the UDS project as well as not much has been written about this topic specially

in the study area a descriptive design was utilized. Neuman (2006) and Babbie and Mouton (2010) declare that descriptive research is the research in which the primary purpose is to “paint a picture” using words or numbers and to present a profile, a classification of types, or an outline of steps to answer questions such as **who, when, where and how**. Through this design, the researcher could then describe the practices, existing opportunities, challenges and future prospects in the implementation of the urban destitute support (UDS) project.

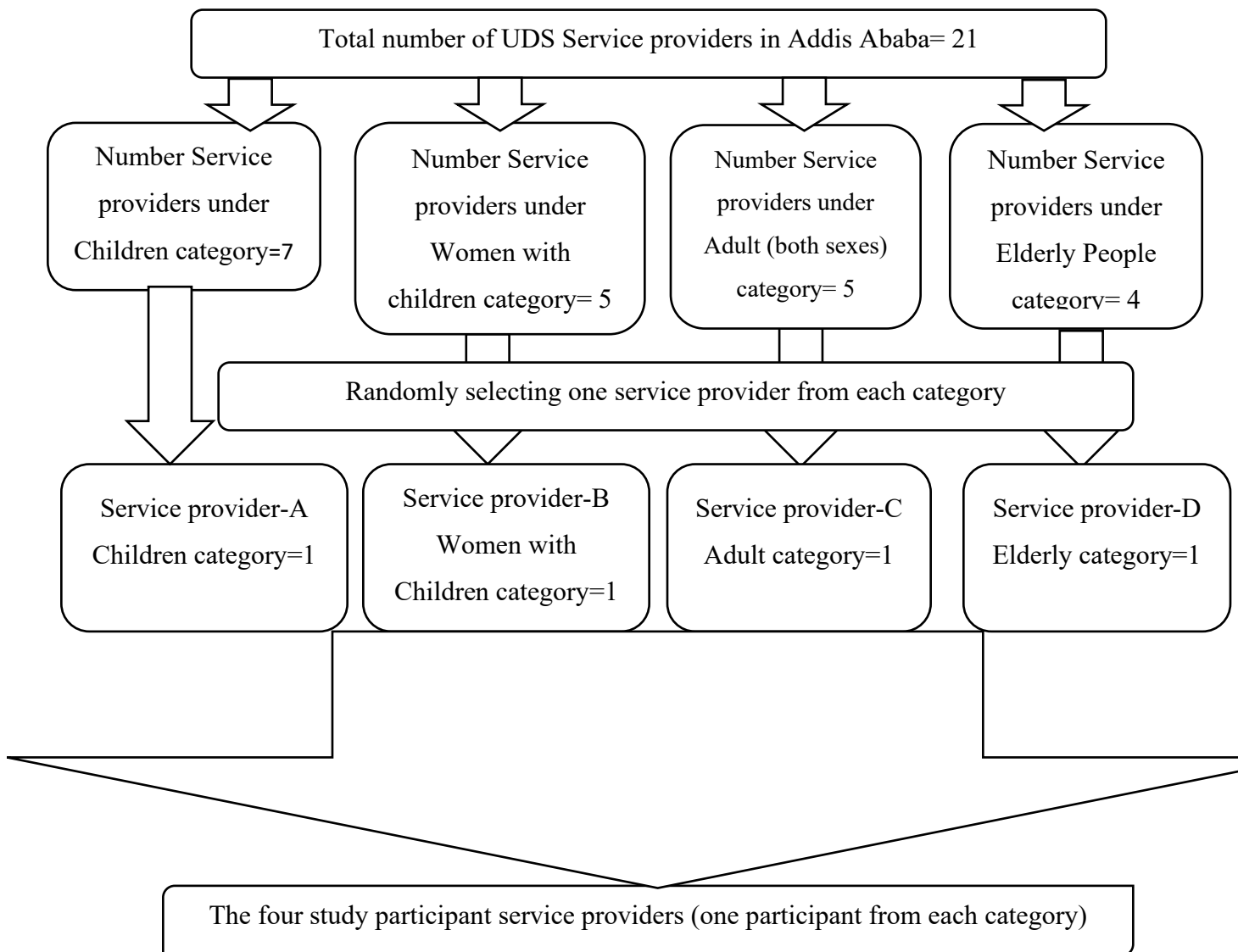
3.2. Target population

Babbie (2009) declares that a population is any group of individuals that relates to a group that has one or more characteristics in common that interest the researcher and meets the sample criteria of inclusion. The population for the study consisted of four service providers from the four categories delivering services to UDS clients in Addis Ababa. The UDS clients and their parents were not interviewed for the purpose of the study since the focus of the study was to understand the implementation of UDS project.

3.3. Study participants and Inclusion Criteria

The inquiry of identifying practices, challenges and opportunities and future prospects in implementing urban destitute support project was based on purposive sampling where in-depth interviews, FGD, and key informant interview were conducted. The in-depth interview was conducted with four service providers managers, since service provider managers play a vital role in ensuring that organizations effectively meet the needs of their clients while maintaining operational efficiency as per the implementation guideline and fostering a positive team environment for the smooth implementation of the UDS project with respect to their specific category, one FGD with 9 participants (social workers from BoWCSA and service providers) conducted. In addition, two key informant interviews (KIs) were conducted—one with a representative from the Ministry of Women and Social Affairs (MoWSA) and the other from the Bureau of Women, Children and Social Affairs (BoWCSA)—to gather comprehensive information from the relevant government bodies concerning the overall policy grounds, objectives, implementation and future prospects of the UDS project. The participants of the study were selected purposively, mainly based on their willingness and cooperation. The selection of service providers was done first by putting those same categories in one box (four boxes for the four categories) and then randomly selection method applied to pick one from each box.

The following figure illustrates the process used to select the study participants.



3.4. Description of the study participants

The codes A, B, C, and D have been assigned to study participants from each category to maintain confidentiality and avoid using their specific organizational names. Consequently, a description of the study participants is provided below.

3.4.1. Service provider-A

This service provider is one of the seven non-government organizations in the children's category that has entered into an agreement with the Ministry of Women and Social Affairs (MoWSA) starting from the first phase to offer services to homeless children under the age of 18. Founded in 1991 with the mission of cultivating productive and self-reliant citizens, it is registered as a local organization by the Agency for Civil Society Organizations (ACSO). This service provider has been selected to deliver services for homeless children since the initial phase of the UDS project in Addis Ababa. Furthermore, the organization has been actively involved in both shelter and community-based interventions, providing support to poor families and children for over 30 years in Addis Ababa.

3.4.2. Service provider-B

This service provider is one of the five non-government organizations in the women with children's category that has entered into an agreement with the Ministry of Women and Social Affairs (MoWSA) to offer services to homeless women with children (WWC) starting at the mid of the implementation of the UDS project. Established in 2011 and registered as a local organization by the Agency for Civil Society Organizations (ACSO) with the mission of empowering and changing the personal, social and economic status of women and children in Ethiopia who live under poverty by giving them the opportunities and supports which leads to development. The organization operates across various thematic areas, with a primary emphasis on women and children. This includes initiatives focused on women's empowerment, rehabilitation, reunification, and reintegration of homeless mothers with their children through rehabilitation shelters. Additionally, it works on enhancing the capacity of youth and communities, WASH (Water, Sanitation, and Hygiene), environmental protection, social accountability, reproductive health, peacebuilding and reconciliation efforts, as well as promoting human rights and democracy, among other areas.

3.4.3. Service provider-C

This service provider is one of the five non-government organizations in the adult category that has entered into an agreement with the Ministry of Women and Social Affairs (MoWSA) to offer services to homeless adults (both sexes) in the second phase of the UDS project implementation. Established in 2000 and registered as a local organization by the Agency for Civil Society Organizations (ACSO) with the key objectives of sustainable and comprehensive community-based care and support for children and families affected by HIV/AIDS. The major services provided by the organization includes provision of shelter and care through group homes, health care, psychosocial and educational support, provision of food and nutrition. In addition, the organization's intervention focuses on the promotion of village saving and loan (VSLA) as an asset building potential for poor households in the target areas.

3.4.4. Service provider-D

This service provider is one of the four non-government organizations in the elderly category that has entered into an agreement with the Ministry of Women and Social Affairs (MoWSA) to offer services to homeless older people starting from the first phase of the UDS project implementation. Established in 2010 and registered as a local organization by the Agency for Civil Society Organizations (ACSO) with the purpose of supporting elderly people and people with disabilities who otherwise have no means of survival by providing them with shelter, clothing, food, and other basic services.

3.5. Selection of research participants

3.5.1. Sample selection

In this study, a purposive sampling technique was employed to select both institutions and study participants. The researcher used his judgment to select the sample from the previous knowledge of NGOs that worked with the UDS project.

As Palinkas and his colleagues (2013) stated, purposeful sampling is a technique widely used in qualitative research for the identification and selection of information rich cases for the most effective use of limited resources. Similarly, in this sampling technique, the researcher decided what needs to be known and sets out to find people who can and are willing to provide the

information by virtue of knowledge or experiences. It is typically used in qualitative research to identify and select the information-rich cases for the most proper utilization of available resources.

This involves identification and selection of individuals or groups of individuals that are proficient and well informed with a phenomenon of interest. In addition, it has the importance of availability and willingness to participate and the ability to communicate experiences and opinions in an articulate, expressive and reflective manner (Etikan et al., 2015). Due to these advantages, from 21 service providers of which seven under children category, five under women with children category, five under adult category and the remaining four under elderly category, four service providers (one from each category) operating in three sub-cities (Akaki-Kality, Gullele and Lemikura), MoWSA and AABoWCSA and social workers were purposively selected considering that the requirements necessary to the study. These study participants are highly engaged in the service delivery to the UDS. Moreover, social workers working in government Bureau and Service providers who has direct roles in the implementation of the project were selected. Generally, all study participants were selected purposefully as the nature of their work which is related with the issues of UDS project implementation.

3.5.2. Research participant selection criteria

The selection of the participant for this study was determined by data saturation since it is hardly possible to determine the exact sample size of the study in qualitative approach. Therefore, in order to achieve the objective of the study, four service providers (one from children, one from women with children, one from adult and one from elderly people category), four key informants from service providers, two key informants from MoWSA and AABoWCSA, nine social workers (7 from AABoWCSA and 2 from Service providers) in FGD have participated in the study.

3.6. Instruments and methods of data collection

Both primary and secondary sources were used in order to gather the information. The primary data sources were in-depth interviews, FGD and KIs. The secondary sources involved in depth reviews of relevant documents (policy documents, Manuals, minutes, proceedings, Reports, and Online sources retrieved from the Internet).

3.6.1. In-depth Interview

The in-depth interview was conducted with four service provider managers using unstructured open-ended guiding questions. The in-depth interview guide was used open ended questions in order to create conducive environment for the participants to freely share their views and experiences. In order to get detailed information, probing questions was used when needed in-between the open-ended questions. The in-depth interview guides were designed to answer research questions prepared for service providers that mainly focused on the operational context in which NGOs implement the Urban Destitute Support (UDS) project by analyzing various elements of the policy environment, including relevant policies, regulations, and guiding documents. It assesses the availability of operational guidelines and manuals, confirming whether all staff working with UDS clients have received training on these documents. The in-depth interview also explored the selection criteria and processes utilized for client identification, evaluating their fairness, while identifying challenges faced during this process. Additionally, it outlines the major services provided to clients and dropout rates, along with the factors contributing to them. Also highlights challenges and shortfalls in the UDS project implementation, examines the follow-up mechanisms after clients leave the center, and identifies opportunities that enhance the implementation of UDS. Lastly, the guide examined the extent to which government and NGOs have internalized the project's objectives, shares successful case studies, and discusses future prospects for the UDS project (See Annex two).

3.6.2. Focus Group discussion (FGD)

Open-ended questions were forwarded to get qualitative data from the focus group participant frontline social workers. Accordingly, one focus group discussion was carried out at Bureau of Women Children and Social Affairs meeting venue with nine participants (seven from BoWCSA and two from service providers). Here, the researcher acted as a moderator and listener posing predetermined open-ended questions, (see Annex three) while taking notes beside audio recording.

The FGD guide questions mainly focused on key operational aspects and challenges faced by staff involved in the implementation of the UDS project. Additionally, the FGD tool helped in assessing the knowledge and skill gaps among staff, examining their training experiences regarding relevance, duration and satisfaction. The FGD also helped in identifying the types of complaints raised by clients and the organization's responses, assessing the availability and effectiveness

compliant resolution mechanisms. Lastly, the FGD helped in exploring opportunities to enhance the implementation of the UDS project, considering potential partnerships and resources that can be leveraged for improved outcomes.

3.6.3. Key Informant interviews (KIs)

The key informant interview is the other primary source of data where the already designed open-ended guiding questions were forwarded for the participants at their respective offices (one at MoWSA and the other at AABoWCSA). Issues related to the overall project nature, policy related, recruitments of service providers, implementation status, follow ups, and future prospects of the UDS project were addressed in the KI interview involved two participants (see Annex four).

3.6.4. Review of different documents

Review of related documents was another data source. This review encompasses a variety of secondary sources, including policies, program implementation manual, reports, meeting minutes, and proceedings records, which collectively offer a comprehensive understanding of the UDS project's framework, implementation, and outcomes.

The analysis begins with examining organizational and project-specific operational guidelines and manuals. These documents are essential for understanding the protocols and standards that govern the project, ensuring service providers and stakeholders adherence to best practices. Furthermore, reports generated by the organization detail the project's progress, challenges, and successes, enabling an evaluation of the effectiveness of various interventions. Minutes from meetings provide context regarding decision-making processes and discussions among government and service providers. They reveal how issues are addressed and how strategies are formulated in response to emerging challenges within the UDS project. Additionally, proceedings records from workshops, webinars and training sessions offer insights into the professional development provided to staff, highlighting areas of training relevance, duration, and participant satisfaction.

By synthesizing information from these various secondary sources, the document review enriches the research findings, helping to identify Practices, challenges/gaps, and opportunities that can enhance the UDS project. This thorough examination of existing documentation not only supports the primary data collected through interviews and FGD's but also offers a critical background on the implementation and holistic understanding of the UDS project and its environment.

3.6.5. Method of data collection

3.6.5.1. Preparation for data collection

The researcher began the process of data collection first by taking a permission letter written from the School of Social Work that requests the study participants to cooperate and hand-delivered to the participants before the scheduled interview date; then contacting the respective service providers and meeting with the potential participants both in person and phone calls to arrange the meeting. The first meeting was arranged with the MoWSA representative to gain a holistic view of the service providers and UDS project implementation arrangements before entering to the main interviews at each level. After telephonic communications and personal visits with the purpose to build rapport and trust by creating a warm atmosphere in which the participants were able and willing to take part in the study voluntarily, an appointment was made to identify study participants.

On the appointment date, after the study participants were identified, the purpose and criteria for inclusion in the study were explained, an informed consent was forwarded first verbally to each participant to assure their willingness with clear explanation of the purpose and objective of the study. In the mid time confidentiality and anonymity issues were also addressed. Consensus had also been reached to use an audio tape recorder for all study participants besides the brief note taking. Once the participants had received all the information about the proposed study, had their questions answered, and queries cleared up, and they had agreed to participate in the study, they were requested to sign a consent form, indicating their willingness to participate in the study (see Annex 5).

3.6.5.2. Data collection

The researcher conducted four in-depth interviews, two key informant interviews, and one focus group discussion (FGD) with service-providing managers, government representatives, and frontline social workers, totaling 15 participants. The structure of the interviews was clearly explained, and open-ended questions were posed to encourage participants to elaborate on their responses. Participants were informed about the expected duration of the interviews and the use of a tape recorder, for which permission was obtained. Each participant was engaged for a duration ranging from 43 to 80 minutes. Both the interviews and FGD sessions were conducted in Amharic, and they were subsequently transcribed into English.

3.7. Method of data compilation and analysis

The data gathered for the study both from primary and secondary sources had a qualitative nature. To ensure that the findings accurately reflect the objective of the study the data was crosschecked from different sources and methods. This entails comparing data/information gathered from secondary sources with those gathered from primary sources. Data analysis is one of the major sections of a research where researchers get deeper understanding of the information they have gathered that enables them to extract meanings and where they have drawn an interpretation that will be offered to readers (Creswell, 2009). Also, has clearly indicated the general steps that are mostly used in qualitative researches. In that regard, the data analysis of this study was started by transcribing the gathered data. The researcher did not make use of a professional transcriber but transcribed the interviews himself as he felt the need to protect the participants' privacy and anonymity as well as to be able to really understand the transcripts in order to get a complete view of what happened during the interview, the transcribed data was read thoroughly and organized so as to be familiar with the information, and themes like the service delivery arrangements and legal grounds, selection criteria of service providers, ranges of services rendered to UDS clients, mechanism of capacity development, follow up and evaluation mechanisms, opportunities of the UDS project, UDS project implementation challenges and the future prospects of the UDS project 8 themes were developed and the data obtained from study participants was organized and presented under each theme. Finally, in the discussion of the findings, the information or findings were linked with reviewed literatures and meanings have been interpreted.

3.8. Ethical consideration

According to Walliman (2011), working with human participants in research practice always raises ethical issues. Thus, people involved in any research should be treated with respect during and after research (Walliman, N., 2011, p. 42). Incognizant of that, permission was asked from officials of Addis Ababa City Administration Bureau of Women, Children and Social Affairs (BoWCSA) and service providing NGOs through a support letter written from School of Social Work, Addis Ababa University. The study covered sensitive issues like the implementation status of service providers, the researcher ensured that all questions asked in a supportive and nonjudgmental manner. In addition, all potential participants in the study informed at the outset that their participation is voluntary and do not affect their rights in any way. Participants were clearly informed the purpose and nature of the study and its expected benefits. As part of the consent

procedure, participants were also informed about the confidentiality of information they provided. They were informed about their full right to terminate the interview at any point and to skip any questions that he/she do not wish to respond it and inform about their full right whether to participate or not and thereby participants consent was secured. Furthermore, participants were informed that the information they provide should not be discussed to anyone else and will be used only for the research purpose. Therefore, trust and respectfulness has been established through the informed consent about each participant to assure the confidentiality.

Chapter Four

4. Findings and Discussions

4.1. Study Findings

With the financial support of the World Bank, the Urban Destitute Support (UDS) project was initiated by MoLSA in 2019. Based on the call for proposal announced and/or invitation made by MoLSA, Service providers (SPs) submitted project proposals to implement the rehabilitation and reunification/reintegration services to homeless target groups in four specialized categories and enter into collaboration with the government and bilateral agencies. Accordingly, this project has been implemented with the collaboration of different actors and the first of its kind in the country that encouraged and brought civil society organizations (CSOs) to access project funds from the government in which the government took the regulatory roles. Therefore, this study was conducted to identify the practices, activities, strategic approaches, existing opportunities, challenges and future prospects in the implementation of the aforementioned project in selected service providers rendering services to the homeless groups in the four categories in Addis Ababa. Thus, the opinions the officers and officials of the government and the service providing CSOs regarding the practices in place have identified as a study finding.

The research findings of the practices, existing opportunities, challenges and future prospects in the implementation of the Urban Destitute Support sub-component of the Urban Productive safety net and Jobs project mainly gathered based techniques of data gathering tools like in-depth interview, focus group discussion and key informant interview from selected service providers, government representatives and frontline social workers. The in-depth interview was conducted with four selected service providers because of their direct service delivery role in the service delivery arrangements. The FGD was conducted through the participation of nine frontline social workers drawn from both service providers and government offices. The key informant interview was carried out with two government representatives (one from the MoWSA and the second from AABoWCSA) who were directly in charge of the UDS project coordination. The findings of the study are presented mainly in a theme-wise fashion, with direct quotations from the transcriptions of the interviews conducted with the participants to support the themes.

The following table illustrates the themes of the study finding

S/N	Themes	
1	The service delivery arrangements and legal grounds	
2	Selection criteria of service providers	
3	ranges of services rendered to UDS clients	
4	mechanism of capacity development	
5	follow up and evaluation mechanisms	
6	opportunities of the UDS project	
7	UDS project implementation challenges	
8	UDS project future prospects	

4.1.1. Demographic profile of the study participants

In order to lend clarity to the data collected, it is paramount that the profile of the informants should be clearly described as their backgrounds and experiences affect how the participants responded to the research questions from their own context.

In order to ensure confidentiality and anonymity, numerical codes were used instead of the names of the participants and service providers. The demographic data presented in the table below reflect the respondent's gender, educational qualification, position in their respective organization (during the interview time), years of experiences and category (for service providers).

Table 1. The demographic details of the 15 study participants

Participant	Gender	Profession	Position	Experience in years	Category	Participation type
p-001	M	MA in Social Psychology	Special Adviser	15	-	KII
p-002	M	MA in Social Work	Director	15	-	KI
p-003	M	MA in Business Administration	Managing Director	16	Homeless Adult group	In-depth interview
p-004	F	BA accounting	Executive Director	>20	HWWC*	>>
p-005	M	MA in Dev't studies	>>	19	Homeless children	>>

p-006	F	MA in Sociology	Project coordinator	12	Homeless Elderly	>>
p-007	F	MA in social work	Social worker	5	-	FGD
p-008	M	>>	>>	13	-	>>
p-009	F	BA in psychology	>>	5	-	>>
p-010	M	>>	Team leader	11	-	>>
p-011	F	BA in sociology	Social worker	7	-	>>
p-012	F	BA in psychology	>>	9	-	>>
p-013	M	BA in social work	>>	6	-	>>
p-014	F	BA in Food security	>>	5	-	>>
p-015	F	BA in psychology	Counselor	6	-	>>

***HWWC-Homeless women with children.**

4.1.1.1. Professional status of the participants

As illustrated in the table above, it was found that 5 of the total participants were in the field of psychology, 4 of the total social work, 2 of the total studied sociology and the remaining 4 were different fields of study, responsible directly for rendering services for the UDS clients. Also, the educational level of the respondents as depicted in the table was found first degree holders (9 respondents) and second-degree holders (6 respondents). Seven of the participants were working in the leadership roles and the remaining eight were frontline workers who directly deliver services to the clients. The presence of participants who had an understanding on the topic under study allowed the researcher to obtain rich information and views in the service delivery and implementation of the UDS project.

4.1.1.2. Work experience of Participants

Table 1. above, also shows that the participants had work experiences ranging from 5 years to 20 years. In this regard their broader knowledge and experience of delivering social services within the context of different categories (target group) and organizations added value to the credibility of findings of this study.

4.1.2. The implementation of Urban Destitute Support

As one of the key informants raised (p-001), Urban destitute support is one of the sub-components of the Urban productive safety net and jobs project, it is a project which directly support those homeless groups. The project targets about four categories who are living on the street. Of course, there are so many people living on the street, but this project only focused on those who are on the street both day and night by categorizing into four aspects as homeless children (those who are under the age of 18), the second category is the homeless women/mothers with children, homeless adults (both male and female whose ages range from 18 to 59), and the Elderly category (age 60 and above for both sexes).

4.1.2.1. The service delivery arrangements and legal grounds

It is found that the government has chosen to deliver services to urban destitute support clients (UDS) through non-governmental organizations (NGOs) due to the specialized expertise, skills, and knowledge these organizations possess. This decision stems from the recognition that NGOs have substantial experience in this area, built over years of collaboration with various donors, and are better equipped to provide the necessary institutional arrangements, such as established rehabilitation centers. In contrast, while there are a few government-owned rehabilitation centers in urban areas like Addis Ababa, these facilities lack the appropriate infrastructure and human resources to effectively cater to the needs of UDS clients. Consequently, the government's strategy of contracting NGOs for service delivery reflects a practical approach to addressing the challenges of providing specialized services that the government currently cannot meet. Confirming this context, one of the key informants stated that:

“...The reason why the government wanted to deliver the services through NGO to UDS clients is due to the nature of the work- it needs special expertise, skills and knowledge and this is well understood by the government that NGOs operating in this area has such experiences from their long time working with different donors again this activity needs certain institutional arrangements like established rehabilitation centers. The government lacks this kind of well-equipped facilities and expertise to deliver the services.....” (p-001)

Pertaining to the policy and guiding frameworks in delivering services one of the key informants (p-001) emphasized that MoWSA's primary responsibility is to coordinate and lead the efforts of social protection services, while the actual activities are carried out by different government and

non-government organizations. Additionally, the key informant emphasized the existence of supplementary legal documents that support the collaborative service delivery with NGOs. Specifically, the informant noted that to effectively implement the policy at the grassroots level, there are essential documents such as the social protection strategy, directives, and memoranda of understanding (MoUs) that guide project implementation. Notably, the Urban Productive Safety Net and Jobs project (UPSNJP) has a Program Implementation Manual (PIM) that explicitly states that service delivery should occur through NGOs. Furthermore, there is a specific working guideline called the Standard Service Delivery Guideline for UDS implementation, which also mandates that services for urban destitute populations be delivered through non-government organizations.

In confirming the above context, key informants elaborated that:

“... The Ministry of Labor and Social Affairs (MoLSA) formulated the National Social Protection Policy (NSPP) in November 2014 and there are additional documents that enhance the implementation of the policy at the grassroot level like the social protection strategy document and other directives as well as manuals and service delivery standards, MoU’s specific to guide the implementation of this project. MoWSA has been implementing it in collaboration with various stakeholders. During the policy formulation, MoWSA recognize that it is not the sole implementer; both federal and regional stakeholders, as well as NGOs, play irreplaceable roles in executing the interventions outlined in the policy....” (P-001).

4.1.2.2. Selection Criteria of service providers

To clearly understand the Urban Destitute Support implementation discussing on the selection criteria deployed and its fairness is an important indicator. From the key informant interview, the researcher learned that there is a criterion deployed by the government to select service provider. The criteria to select the service providers are: The 1st one is minimum of two years proven experience in working with those type of clients, the 2nd is the service provider should be the one who registered by the Ethiopian Agency for civil society organization (ACSO) under the new proclamation (proc. No. 1113/2019) and the 3rd one is institutional capacity to deliver the service (facilities, the financial system, human resources in place) and the UDS program employs clear criteria targeting the most vulnerable. These criteria include income below the poverty line, homelessness, inadequate housing, and lack of essentials like food and healthcare, considering

vulnerabilities like disability, single parenthood, or domestic violence. These criteria are well-defined and align with national definitions of urban destitution and broader poverty reduction strategies, forming a robust foundation for the UDS program to address urban destitution effectively.

According to a participant in the in-depth interview (p-005), the project cannot be executed independently; it necessitates organizations capable of managing additional responsibilities in a specific manner. This suggests that the selection process prioritizes organizations with prior experience in caring for and supporting vulnerable groups. These organizations are anticipated to either secure supplementary financing or demonstrate a certain level of resources. Consequently, the selection process tends to favor those with relevant experience.

In relation to fairness and feedback mechanisms in the service providers selection process, one of the in-depth interviews participant mentioned that “It's challenging to determine the level of transparency in this situation. When comparing the first and second rounds, we completed the first round successfully with ample human resources already in place, which included individuals familiar with shelter operations, making the process relatively smooth due to prior experience. As we move into the second round, we expect to receive a larger number hoping we will manage it efficiently. However, we noticed organizations with no previous experience getting a larger quota. This raises concerns about fairness and transparency, especially regarding quota distribution. There have been instances where initial numbers were adjusted without clear justification, this might lead to potential manipulation. For instance, if we have a scenario where the target for the adult category is 500 in Addis Ababa, details about the number of applicants, the selection process, those who got selected, and other important details on quota allocation remain undisclosed to service providers....” (p-003).

And the other in-depth interviews participant stated that: “... you accept what you get because you do not get feedback on the criteria of selection and quota distribution. Even we approach the experts individually, and ask them the reason why the quota is very low as we had well established own shelters with expertise. But there is no complaint box.” (P-006). Here, it's worthy to mention that there is no compliant redress mechanism to address the questions of service providers in the implementation of the UDS project.

The finding of this study indicated that the applicability of the selection criteria raises significant concerns regarding inclusivity. This is witnessed by in-depth interview participant that:

“...I believe there need to be certain mandatory approaches and procedures in place to ensure that the beneficiary selection process is more inclusive. For example, if we identify 500 individuals on the streets and are tasked with registering 100 beneficiaries, there is a risk that those who are perceived as difficult to manage may be excluded. Currently, the guidelines grant service providers complete discretion in identifying beneficiaries, which raises concerns about fairness and can lead to the marginalization of specific groups, such as individuals with disabilities, those with special needs, or those experiencing mental health issues. While striving for inclusivity is essential, it may also incur additional costs; at times, we find ourselves spending between 20,000 to 30,000 per case on these efforts...” (P-003). This insight highlights the necessity for well-defined guidelines that emphasize fairness and guarantee that all vulnerable groups receive the support they require, while preventing any arbitrary exclusions in the implementation of UDS project.

4.1.2.3. Ranges of services rendered to UDS clients

One of the key components in the Urban Destitute Support is the type of services rendered to the target groups in each category. It is the responsibility of service providers to deliver the services as mentioned in the service delivery guideline and terms of the agreement. Accordingly, it was found that the following 14 ranges of services has been rendered to the clients in the four categories as taken from the responses of this study participants: The outreach and Identification services, Enrollment and establishment of case file, Temporary shelter services, day-drop in services (for interested homeless women with children), Food and nutrition services, Health care services, Education and skill development services, Psychosocial support services, Legal support services, recreational services, Reunification services (for children and Elderly categories), Reintegration services, sustainable livelihood services and Post follow up services are found to be the major services provided. As mentioned in the key informant interview, services should match the characteristics and specific needs of each target group. For example, services like temporary shelter and health care should be provided to all clients, others could be relevant for only one or two target groups.

4.1.2.4. Mechanism of Capacity development

It is indicated in the program implementation manual (PIM) that one of the UPSNJP roles is provision of different capacity enhancement trainings for implementing service providers and other stakeholders as well as the frontline workers. The study participants have been asked if they had been given trainings specific to the UDS implementation and existing operational documents. Some of them confirmed that they had given different trainings that assisted them in the project implementation and few of them (specially who joined the program lately) responded that they didn't get any trainings. In a focus group discussion with frontline social workers and in-depth interviews as well as the proceedings reports the researcher noticed that there are different training workshops arranged for implementers at different levels on topics like the nature of UDS project, the service delivery guideline, project cycle management, comprehensive case management and documentation, counselling techniques, financial management and the like. In addition to this, in a key informant interview with government representative, it's found that there are also three strategies for strengthening the capacities of UDS implementers. These are, the quarter review meetings and joint monitoring;-that provide an opportunity for the UDS partners to discuss their performance and development, to acknowledge achievements and positive progress, as well as discuss performance gaps and areas of improvement prior to experience sharing from each other, community of practice (CoP) meeting- the platform that brings together a group of people who share passion, concern or set of problems regarding the implementation of UDS project which serves as a professional learning strategy through that UDS partners and service providers benefited by promoting, mutual learning, shared practice and joint exploration of ideas and the third one is experience sharing programs are the means of strengthening the collaboration efforts too.

One of the key findings of the study revealed that there were initial challenges in comprehending the project among service providers. However, this situation improved significantly following the implementation of various awareness-raising sessions. As a result, all service providers have now fully understood the project's objectives and are successfully delivering services to the targeted clients. This indicates that effective communication and training strategies are essential for ensuring that all stakeholders are aligned with project goals and can carry out their responsibilities efficiently.

In confirming the above context, key informants revealed that:

“... there were difficulties in comprehending the project during its initial phase. But, through different awareness creation sessions now all service providers totally understood the objective of the project and they are successfully delivering the services to the targeted clients...” (P-002).

Another important finding of the study indicated that while the implementers possess a clear understanding of the project objectives, there is still some confusion among other stakeholders. Some individuals may incorrectly perceive the project as solely a feeding or meal program, highlighting the need for clearer communication and public messaging to accurately convey the broader goals of the initiative. This misunderstanding could potentially impact stakeholder engagement and the overall effectiveness of the project.

The study participant emphasized this point, stating, “... while the project objectives are generally well understood by the implementers, there remains some confusion among other stakeholders. Some individuals might mistakenly view the project as a feeding or meal program...” (P-006). Consequently, this insight underscores the need for improved communication strategies to ensure that all stakeholders have a clear understanding of the project's broader goals and objectives.

4.1.2.5. Follow up and evaluation Mechanism

Monitoring and evaluation are a fundamental aspect of the project implementation, and a shared responsibility. According to a key informant interview, the Ministry of Women and Social Affairs (MoWSA) has conducted monitoring and evaluation activities at various times. These activities are primarily carried out in two major ways. The first method involves direct observation in collaboration with local cities where the project is being implemented. The second method consists of stakeholder workshops, which bring together various stakeholders to present and discuss the performance of each service provider. These workshops serve as a platform for comprehensive evaluation and feedback. In this case, the results and key successes, as well as challenges, were discussed, and key takeaways were identified for future improvements. As a result of these desk reviews, numerous changes were made to the platform. For example, as reviewed from the minute records of the meeting one of the key challenges identified and addressed through the discussions was the issue with homeless women with children. Compared to other categories, this group's performance was significantly lower and lagging behind. This was due to the unique nature of this category, as these mothers often have partners and some household items around their shanty

houses. The project requires total enrollment in the centers to receive services, which posed a challenge for this group. Lastly, as a result of continued follow-ups, evaluations, and discussion sessions, it was realized that the interests of clients in this category needed to be better addressed. Consequently, a decision was made to introduce the day-drop-in center modality.

Confirming the context of the above, in-depth interview informant stated that: "...This service delivery approach for homeless women with children allows clients to receive full-day services (for 3 to 6 months) from the service-providing organization during the daytime at the center, while returning to their shanty houses at night. This change led to a dramatic increase in the performance of this category..."(p-004).

The findings of the study also highlighted concerns regarding the monitoring and evaluation (M&E) system, which, at certain points, was perceived as lacking professionalism. Participants noted that the approach taken by the M&E system often felt more controlling than supportive within the collaborative framework. This dynamic can create an environment where stakeholders feel their autonomy is compromised rather than fostered, ultimately hindering effective collaboration and the overall success of the project. There is a call for a more balanced M&E strategy that emphasizes support and partnership rather than oversight alone, to enhance collaborative efforts and build trust among all parties involved in the implementation of the UDS project.

Study participant voiced a concern by stating, "...at certain points, the system lacks professionalism and feels more controlling than supportive in the implementation of UDS collaboration. In certain points government staff make a surprise visit to our centers and tend to head count the clients and this can result in mistrust, even confusion...." (P-005).

The study identified significant challenges related to the timely release of budgets from the government treasury to service providers, which adversely affected the financial performance of the project. Participants reported instances where the physical implementation of the UDS project progressed at a pace that surpassed its financial counterpart due to delays in budget disbursement from the relevant authorities. As a result, service providers were often forced to use alternative funding sources as a temporary measure. The findings further indicated that to mitigate these financial issues and ensure adherence to project objectives and guidelines, it is crucial to implement robust supervision and regular reviews of outreach workers' reports. This proactive

approach could help identify potential issues early on and support better alignment between financial and physical project performance.

This was witnessed by study participant as "... delays in budget release from the concerned authorities have profoundly impacted the financial performance of the project. I remember when the physical performance of the project advanced faster than its financial performance due to delays in budget release, which forced some service providers even lend money from individuals..." (p-004).

During the Focus Group Discussions (FGDs), participants expressed concerns about the practices of some service providers, stating, "...we have noticed that certain providers are selecting beneficiaries independently, bypassing key stakeholders and ignoring the guidelines and agreements that were established." This sentiment highlights the risks associated with such actions, which could undermine the GO-NGO collaboration nature of the UDS project and erode trust among stakeholders. Participants emphasized the need for stricter adherence to protocols to ensure that beneficiary selection aligns with the UDS project's objectives.

The study findings regarding monitoring and follow-ups after reunification or reintegration indicated that follow-up efforts were conducted in two primary ways. According to an in-depth interview, the first method involved regular phone calls, followed by physical visits for at least six months to ensure that clients were making progress and to maintain contact. These follow-ups continued throughout the project period, during which the team reviewed each client's business plan, assessed their current status, and documented the results in their respective case files. However, the findings also revealed challenges faced by outreach workers in maintaining consistent communication with clients. It was noted that some clients hesitated to respond to calls and had changed their physical addresses, complicating follow-up efforts. These obstacles highlight the need for adaptive strategies to enhance communication and ensure effective monitoring of clients post-reunification or reintegration especially through the engagement of community structures and families.

In confirming this context, study participant stated that, "... we conduct follow-ups in two main ways. First, we make regular phone calls, and then, for at least six months, we follow up with physical visits to ensure our clients are progressing and to keep in touch. We continue these follow-

ups throughout the project period, reviewing each client's business plan, assessing their current status, and documenting everything in their case files. However, we do face challenges; sometimes, individuals hesitate to respond to our calls or change their physical addresses, which makes it difficult to maintain consistent communication and follow-up with them...." (p-003).

4.1.2.6. Opportunities of the UDS project

The study findings reveal a significant attitudinal change in the relationship between the government and NGOs, shifting from a previously hierarchical dynamic to a more collaborative partnership. Participants indicated that the former relationship resembled a labor model, where the government acted as a controller or regulator, having considerable authority, and service providers operated more like employees expected to adhere strictly to directives.

Study participant reflected on the evolving relationship between government and NGOs, stating, "...this UDS project has fostered a collaborative environment where government and service providers can learn from each other and understand each other's work, leading to mutual support". Conversely, the participant emphasized the importance of GO-NGO collaboration, saying, "It has built trust between us, allowing us to tackle common challenges together. While we faced numerous obstacles in the partnership, these challenges provided opportunities for us to work closely and gain a comprehensive understanding of the overall situation..." (P-001). Participants acknowledged that despite facing various challenges within the partnership, these obstacles presented opportunities for deeper engagement and a more comprehensive understanding of the overall situation. Furthermore, the collaboration in the implementation of the UDS project has created an opportunity for MoWSA as well as service providers to engage more closely with other stakeholders, including the Ministry of Finance and its local structures in project implementation areas.

The study findings also highlighted additional opportunities created for local implementers, which significantly improved the relationships among service providers and the government. Participants noted that the previous interactions were largely limited to paper-based reports, but the current partnership now emphasizes face-to-face discussions. This shift enables both parties to effectively address challenges and showcase their capabilities.

“We can look at this in three ways. From the government's perspective, this platform was created by the government to collaboratively work with NGOs, which provides a great opportunity for those of us working in this sector, despite the challenges. As a government-supported project, enormous resources are available in government offices, which we can access. For example, we can obtain different materials like clothing and food items simply by writing a formal request letter to resourceful government offices such as the Customs Authority. We do have resources across the nation that we could have accessed and utilized easily if it weren't for our poor resource management and collaboration. Nowadays, charitable activities are growing more than ever, and even individual volunteers want to support the program. Therefore, this platform is ideal for getting access to these resources” (p-003).

Study participant mentioned, "...the government has provided us with established centers, land for construction, and other material provisions, along with technical support" also emphasized that this collaboration "has also allowed us to align our programs with government policies and strategies, ensuring that our initiatives integrate effectively into the broader governance and development objectives” (p-006).

The other finding of the study, as witnessed from one of the in-depth interview participants was the growing of volunteerism and charitable activities, where even individual volunteers were eager to support the programs in the institutions in different ways.

Study participant reflected, "...the UDS project has significantly transformed the lives of many individuals who were previously living in challenging conditions on the streets, these individuals now have the opportunity to live independently, return to school, and improve their living conditions through reunification and reintegration with their families and communities..." (FGD participants).

Another participant shared, "...the areas where the UDS project has been implemented have gained valuable insights, enabling us to expand and apply the best practices and lessons learned from the implementation of the UDS project..." (FGD participants). Furthermore, the study findings indicate that the UDS project has created significant opportunities for local implementers and improved the relationship between service providers and the government, this may be a stepping stone to shift the attitudinal barriers between government and service providers repeatedly shown in the literature review part of this study.

The GO-NGO collaboration presented a significant opportunity to standardize previously fragmented systems. Prior to the UDS project, each institution operated with its own unique standards and experiences. The collaboration successfully unified these different working cultures into a standardized system that clearly defines the necessary activities and standards to be followed, regardless of the executor. This uniform system, established through the collaboration, ensures that even if the project phases out in the future, a consistent operational framework remains in place. Additionally, the collaboration has enabled us to reach a large number of clients across many cities, addressing problems with the implementation of national social protection policy (NSPP) and its strategies as well as other implementation guidelines.

“...the GO-NGO collaboration came with an opportunity that taught us to establish a standardized system that solved the problem of working separately in a fragmented manner here and there. Previously those institutions have their own unique standards and experience in their system. Now the project framed this different and fragmented working cultures into a standardized that answers the question of what activities at what level of standards to be done whomever do it. Thus, in my opinion, even if the project may phase out in the future it already placed a uniform system in place for us. The collaboration also contributed in addressing huge number of clients at a time in which many cities got the opportunity which were new even for the intervention through the NSPP and its strategies as well as other implementation guideline to the existing problem is there...” (p-001).

“.... working with the government means that 50% of the money is the governments so you will have to have the effort to mobilize only the remaining 50% of the resource. But if you were working alone you had the 100% effort of resource mobilization. But this does not mean that because the government gave you a fund that you leave everything, there are other burdens to carry in this work...”(p-004). This insight highlights that, the collaboration contributed in that working with the government provides the benefit of covering some amount of funding locally, reducing the resource mobilization effort required by an organization. However, this partnership doesn't imply a complete handover of responsibilities. While it alleviates the financial burden, there are still significant contributions and challenges that need to be managed by the organization to ensure the success of the project.

4.1.2.7. UDS project implementation challenges

Study participants identified several challenges faced during the implementation of the Urban Destitute support (UDS) project. As stated, "Accountability, high beneficiary expectations, limited transparency in operations, short-term services like meal provision on the street" (FGD participants) and also In-depth interview participants noted that, "... the impact of COVID-19 which disrupted our activities, inadequate budget and inflation alongside issues of delays in the approval and release of budgets, inadequate cost allocation and duplication of efforts among various organizations, lack of a coherent policy framework and the like are the key challenges we are facing in the implementation of the UDS project and they need attention for the continuation of the project"

".... one of the major challenges we are facing is the limitation of our budget, which is insufficient to account for the rising cost of living due to inflation in our country. Currently, we are utilizing our internal funds to meet some administrative expenses, but we cannot sustain this approach without necessary modifications to the budget. Our organization is facing a financial crisis because of the extra expenses we allocate for this program. The budget must be revised since it is unrealistic...." (P-003)

The challenges identified during the focus group discussion and interview were grouped into operational and collaboration:

A. Operational challenges

- **Accountability:** Accountability is not equally understood and practiced by all collaborating organizations in which the government partners expect more accountability from Service providers but not on their part.
- **High beneficiary expectations:** The service providers have limited resource capacity to address the ever-growing socio-economic problems. Due to the magnitude of the problem beneficiaries expect more support from the SPs putting burden on the service providing NGOs.
- **Limited Transparency:** Transparency has been another major challenge in the UDS implementation as expressed by study participants like; lack of information on the project extension period or contract agreement in terms of the process of the second phase selection of SPs (this specially more affected those SPs who deliver services in

rented centers as compared to those who owned established centers), limited information on selection criteria.

As witnessed by the study participant, “.... It’s challenging to determine the level of transparency in this situation. When comparing the first and second rounds, we completed the first round successfully with ample human resources already in place, which included individuals familiar with shelter operations, making the process relatively smooth due to prior experience. As we move into the second round, we expect to receive a larger number hoping we will manage it efficiently. However, we noticed organizations with no previous experience getting a larger quota. This raises concerns about fairness and transparency, especially regarding quota distribution. There have been instances where initial numbers were adjusted without clear justification, this might lead to potential manipulation. For instance, if we have a scenario where the target for the adult category is 500 in Addis Ababa, details about the number of applicants, the selection process, those who got selected, and other important details on quota allocation remain undisclosed to us....” (p-003).

- **Short term services:** The practice of the government to remove homeless people from the streets and relocating all categories in the same overcrowded shelters. This unorganized and uncontrolled short-term services from the government side attracted the destitute even those rehabilitated and in the centers.
- **COVID impacts:** The task of keeping clients in rehabilitation centers and providing them with the required services has been largely affected by the physical distancing rule of COVID 19.
- **Inadequate Budget and Inflation:** The available financial or budget resources are not compatible with the magnitude of the problem putting pressure on the service providing organization. The budget allocated per client is not based on adequate assessment, and insufficient for the planned activities coupled with the continuous escalation of goods and services. In this case, after the service providers submitted their proposals and signed the agreement increments in the costs of items like house rent price, other edible goods, clothes, and other materials used in the rehabilitation centers which was difficult to readjust as the project is signed for a minimum of two years. This again created another challenge which directly affected the quality of the services delivered to the clients and program efficiency.

- **Delay in approval and release of budget:** The delays during the budget approval step has impacted the reunification/reintegration process and increased the drop out of clients from the care center. The release of budget/fund does not always comply with the nature of the task and largely delayed. Moreover, though there is a service level agreement that dictate the maximum time limit to release the budget, it is not strictly adhered to. This is resulted from the difference between government and service providers implementation modality that the fund releasing procedure seems like a construction project approach. For instance, during the initial time the project was almost stacked (after the grant already secured and agreement made with the donor (the World Bank)) for a year until the government system aligned with that of the service providers.
- **Inadequate Cost Allocation:** Project budget plans do not always consider major administration costs of the service providers like house rent. This has major impact in achieving planned targets. Similarly, the cost allocation did not consider the special treatments some of the clients with special needs.
- **Duplication:** Lack of shared beneficiary data among the service providers created room for the destitute to visit different service providers for access to social services. This duplication of effort heavily impacted the project implementation effort, especially resource utilization efficiency. Again, it's found that community perceptions toward the UDS project posed another challenge that after reuniting with their families, some families returned their children to the streets in hopes of receiving additional funds or in-kind supports from another service providers. The absence of a national vulnerability registry system and inter-CSO linkage contributed to this issue.
- **Lack of policy framework and strategy:** absence of policy that prohibit begging and street life and strategy to discourage the practice have been the major issues frequently raised by study participants. This was reported to have triggered children to dropout from rehabilitation centers and rejoin street life. The possible reason for the children to drop out of the rehabilitation center of one service provider and rejoin street life was reported to be an intention on the part of the destitute children to join another service provider which they think provides better services and benefits.

B. Collaboration challenges

- The project was reported to have little room for negotiations at the initial stages. This was manifested through the following factors:
 - project document and contract document were not thoroughly discussed with each service provided while signing the contract agreement.
 - The number of target beneficiaries were determined without any consultation and regard to the capacity of the implementing partner,
 - Cost was underestimated for most activities,
- Unclear understanding of the nature and capacity of each other among collaborating institutions.
- Absence of working framework: Networking among service providers has no legal framework, centralized and highly dependent on personal understanding and relationships.
- The coordination between government sector offices was not clear and strong. This was clearly manifested in the bureaucratic response to program budget release by the Finance office. While MoWSA and BoWCSA approve budget request for the rehabilitation and reintegration activities, the Finance office does not have clear understanding of the nature of the project and withholds payments treating the request like any other service contract. The financial system was not designed and synchronized to entertain social development projects. Generally, there is inadequate understanding of the nature of the project among government institutions.
- Response for reintegration process was not as effective as planned and expected.
- The gap among service providers relates to inadequate/unclear understanding of the nature of the project when signing the agreement.
- There is capacity difference among service providers, where some have adequate and relevant experience and some lack institutional capacity and this was not considered adequately.
- Existing manuals and guidelines not fully disseminated otherwise misplaced and even the disseminated ones are not adequately internalized.
- The nature of monitoring and supervision conducted by BoWCSA is more of controlling and limited communication to share monitoring plan to SPs in advance.

- Though the engagement and collaboration of Woreda and sub city offices of the government are in a good progress, it is still a challenge for some SPs during the reunification and reintegration phase of the project.
- Security issues in some regions of the country the security issues challenged the implementation of the project even stacked at some of them (like in Tigray).

4.1.2.8. UDS project future prospects

The findings of this study indicated that the government in collaboration with funding partners is working to include the prevention aspects in the project rather than focusing only on rescuing activities. This is resulted from the belief that focusing only on rescuing can't bring the expected change and now things are in a thought to include the prevention aspects in the future. Also mentioned that, working many things at the grassroot level is important to prevent the problem at the initial point/source activities like at family and community levels. At this moment a concerned government structure dealing with family issues already established and started its operation under the MoWSA.

Given the current situation in the country, there appears to be a growing demand for the UDS program. As a pilot initiative, adopting an intersectoral collaboration was the most effective approach.

“...In the UDS context, I've come to understand two main approaches. The first is what I call the fire extinguishing approach, which focuses on rehabilitating children who are already on the streets. The second approach is about prevention, ensuring that children never get to these ‘fire’ areas in the first place. UDS acts as a rescue operation, but we can't achieve sustainability by relying solely on rescue techniques. We need to prioritize prevention work too.” (p-005). This insight highlights the UDS project has promising prospects if it can balance both rescue and prevention efforts. By continuing to rehabilitate children already on the streets, the project can provide immediate relief and support. However, for long-term sustainability, there must be a stronger focus on prevention, ensuring children do not end up in hazardous situations in the first place. This dual approach will not only rescue those in immediate need but also address the root causes, creating a more stable and supportive environment for at-risk groups. The integration of these strategies can ensure the UDS project remains impactful and sustainable in the future.

".... I think from implementing this project, we've learned that NGOs can really drive change. The government shouldn't handle everything by itself; instead, it should focus on creating policies and strategies, and fostering an environment conducive to implementation, with ongoing follow-up and supervision. Activities like these are better suited for local NGOs..." (p-002). This insight highlights the government should hand over these responsibilities to service providers by strengthening their capacities and creating favorable working conditions—like providing service delivery areas, working documents, and standardizing processes.

It is observed that many government-led humanitarian projects lack effectiveness and are sometimes utilized for lobbying and media purposes. It is suggested that the government should consider funding substantial projects like the UDS and adopt similar strategies for program implementation. The NGO sector has significant experience in the humanitarian field and possesses the necessary expertise to share responsibilities with the government. Therefore, continuing collaborative efforts is recommended.

Reflecting on the government's past actions of forcibly removing children from the streets and relocating them to overcrowded shelters, that proved unsuccessful with numerous dropouts and relapses. The government's involvement in the UDS program was not as successful as anticipated, suggesting that NGOs may be better suited for such initiatives. Looking ahead, it is hoped that the government will delegate development projects to NGOs in the future, fostering shared responsibilities to enhance the success of development programs.

By leveraging the expertise of NGOs, it is believed that the future of the UDS program will flourish, potentially serving as a model for future development endeavors. Drawing from the experiences of other nations, where NGOs play a pivotal role in implementing humanitarian and development programs due to their proficiency, it is proposed that the government collaborates with NGOs on similar projects to ensure effective and efficient delivery. This collaborative approach not only strengthens partnerships but also enhances the overall success of development initiatives.

4.2. Discussions

The study was a qualitative in nature and though the sample group could hardly enable us generalize about the entire UPSNJP program, it has provided some insights about the practices, challenges, opportunities and future prospects in the implementation of urban destitute support sub-component of the Urban Productive Safety Net and Jobs Project in the study area. The primary data for this study was collected from 15 study participants (4 In-depth interview, 2 key informant interview and one focus group discussion with 9 participants) focusing on the four selected service providers (one from each category) and tried to triangulate with each other techniques as well as the secondary data obtained from different project implementation sources. These data collection techniques were used in helping the researcher to understand the general implementation of the UDS project. Despite the issue of representativeness of the data for the research area it is supposed that the findings possibly could call for general analysis on the topic under study. Bearing these facts in mind the findings were discussed and interpreted as follows.

The Service providers selection process and service delivery approach

The literature review shows that Ethiopian's safety net program has been widely studied and is found to have positively impacted food insecure households in diverse ways (IFPRI, 2013; Katane, 2013). Urban Destitute support project being one of the sub-components in the Social protection program is engaged in addressing the problems of homeless/ urban destitute groups residing on the streets of Ethiopian cities/towns. The service delivery system to address those target group begins with the identification of potential service providers (non-governmental organizations) practicing in the area. According to this study, the UDS project has a detailed selection criterion in place to recruit potential service providers. In this regard the literature review indicated that, most of the service providers in different cities have different types of facilities and offering different service packages for different categories of clients, so it is important to list out some criterion to evaluate service providers. By leveraging the expertise and resources of NGOs, the government aims to provide more effective and specialized services to urban destitute clients, ultimately improving their quality of life (MoLSA, 2020). A finding from the key informant interviews depicted that delivering services to UDS clients requires specific expertise and institutional arrangements, the government (even in Addis Ababa) lacks such well-equipped

facilities and specialized human resources needed to deliver these services in a categorized manner.

The information from key informant interview showed that the selection criteria to select service providers to deliver service for the UDS clients primary based on the prior experience of the service provider and quota will be given based on the institutional capacity and prior performance of the selected service provider. As witnessed from one of the participants in the in-depth interview, the project cannot be managed independently, it requires organizations that can handle additional responsibilities in a specific manner. This implies that those with prior experience in vulnerable group care and support are the ones considered for selection. These organizations are expected to be able to secure matching funds or possess a certain level of resources. Therefore, the selection process tends to favor those with previous experience. However, the selection of service providers and distribution of quotas lacks transparency and fairness as mentioned in an in-depth interview. As clearly explained in the study findings, it's worthy to mention several critical implications like the difficulty in determining transparency suggests a lack of clear, accessible information about how quotas are distributed which in turn lead to mistrust among stakeholders, as they may feel decisions are made arbitrarily or without proper justification. Secondly, the issue of experience and efficiency may be raised as the first round's success was attributed to having experienced service providers which facilitated a smooth process. However, the second round's expectation is uncertain, especially when service providers with no prior experience or low institutional capacity receive larger quotas. This discrepancy raises questions about the criteria used for quota allocation. In the third place, the fairness concerns; the allocation of larger quotas to inexperienced service providers can be perceived as unfair, particularly if these decisions are not transparently communicated which again can lead to dissatisfaction and sense of injustice among more experienced service providers that may feel overlooked. In the fourth place, instances of initial numbers being adjusted without clear justification suggest possible manipulation which also can undermine the integrity of the process and lead to accusations of favoritism. In the fifth, lack of redress mechanism; absence of a compliant redress mechanism means that service providers have no formal way to address their concerns or seek clarification, which can exacerbate feelings of frustration and helplessness in the collaboration, as they have no way to challenge or understand the decisions made to address the questions of service providers. Finally, the impact on the service delivery to the target groups, lack of transparency in the selection process and quota allocation can

hinder effective service delivery. The process of service providers' selection should be improved and rigorous to decrease the likelihood of involving weak and/or incompetent ones. Criteria such as ensuring whether they have adequate number of qualified professionals, facilities, demonstrable capacities and experiences are critically important as required in the project guideline.

Previous studies have shown that NGOs employ a wide variety of programs to address the needs and rights of street children such as advocacy; preventive programs; institutional programs which entail residential rehabilitation programs and full-care residential homes as well as street-based programs or outreach programs which entail inter alia feeding programs, medical social welfare services, legal assistance, street education, financial social welfare services, family reunification, drop-in centers or night shelters and outreach programs (Ward et al., 2010). Similarly, the findings of this study showed that there are the range of services provided, including outreach, temporary shelter, food and nutrition, healthcare, education, psychosocial support, legal aid, and more, underscores the program's holistic approach. This comprehensive service provision aims to address the multifaceted needs of urban destitute populations, ensuring that they receive support across various aspects of their stay in the rehabilitation centers. The categorization of services in such kind indicates a structured approach to service delivery in which each category addresses specific needs, contributing to the overall well-being and rehabilitation of the clients. The insights from key informant interviews highlighted that the importance of aligning services with the specific needs of the target groups is critical for the success of the project, as it ensures that the services provided are not only appropriate but impactful. However, the finding also implies potential challenges, such as ensuring consistent service quality across different service providers and adapting services to the changing needs which is coupled with the challenges in the continued price escalations and budget deficits. This has also been explored in prior studies by Volpi (2002) who claims that street children's programs need funding to sustain and expand existing social welfare services. The funding will also help in the monitoring and evaluation of the interventions and training of staff members. Similarly, research evidence indicates that working in isolation can result in duplication of efforts and failure to accomplish goals, whereas collaboration among stakeholders can generate synergy and facilitate the flow of information (World Bank 1996; UNICEF 1999). This suggests that importance of working together to pool resources, avoid redundancy, and optimize the use of available resources in increasing the likelihood of achieving

the overarching objective of the UDS project through the promotion of collaboration among stakeholders.

In a discussion with FGD participants it was found that some service providers were selecting beneficiaries independently, bypassing stakeholders' engagement and guidelines. This practice can undermine the project's objectives and can lead to inconsistencies in service delivery. Ensuring adherence to agreed-upon guidelines and involving all stakeholders in the selection process is crucial for maintaining the integrity of the project.

The Urban destitute Support initiative by MoWSA, AABoWCSA and the world bank that engaged civil society organization (service providers) in a collaborative arrangement to improve the service delivery to urban destitute group is found to be a step towards embracing collaborative governance that aims at improving the overall practice and effectiveness of service delivery in the area. The collaborative approach has the advantages of enabling a better and shared understanding of complex homelessness problems involving many stakeholders and allows stakeholders to work together and agree on solutions. This is a major shift of attitude and commendable act, as compared to the situation where our country, Ethiopia, was among those countries which had issued a proclamation (No. 621/2009) that limited the flow of foreign funding to local NGOs, this is indicated in a series of recent studies on the tendency of government on restricting civil society organizations (Dupuy et al.,2016).

Mechanism of capacity development and project follow-up

As stipulated by UNICEF (2004), the protection of children's well-being requires sufficient resources and internal capacity for, among other actions, strategic planning, policy development and execution, program implementation, as well as monitoring and evaluation. Similar to this, the findings of this study showed that providing capacity enhancement training for service providers and other stakeholders is crucial for the implementation of the UDS project. The study reveals mixed responses regarding the training provided: some respondents confirmed receiving various trainings that enhanced understanding and service delivery. Also, explained that initial difficulties in understanding the project were mitigated through different awareness creation sessions, leading to better mutual understandings in the implementation process. Focus group discussion and in-depth interviews of this study showed that multiple training workshops were organized on topics such as: nature of the UDS project, service delivery guideline, project cycle management, comprehensive case management and documentation, counseling techniques and financial

management. A few, particularly recent joiners, reported not receiving any training. The mixed responses regarding training highlighted that the need for continuous and inclusive capacity enhancement programs, especially for new joiners in the service delivery. Quarter review meetings and joint monitoring, community of practice, and experience sharing sessions were also used as capacity strengthening strategies in the UDS project implementation. One of the key informant interviews witnessed that these strategies were effective in promoting collaboration, mutual learning and continuous improvement among UDS partners and service providers. Despite general understanding among implementers, some stakeholders still confuse the project with a kind of feeding program where empowerment has no place. This indicates a need for ongoing efforts to clearly communicate the project's intended objectives to all stakeholders including frontline workers besides checking the approaches and standards in which those capacity enhancement programs delivered.

Prior research maintains that the most prominent problem that the street children experience arises from the policy-makers, policy implementers and the child's lack of identity (Meintjiesand Hall, 2011). Pertaining to this the Ministry of Women and Social Affairs (MoWSA) has adopted a dual approach to Monitoring and Evaluation of the UDS project implementation; direct observations which involves collaboration especially with Addis Ababa City administration Bureau of Women children and social Affairs (AABoWCSA) and Finance Bureau to observe the project's implementation firsthand. This method allowed the opportunity for real-time feedback and immediate corrective actions. The second one is stakeholders' workshops which bring together various stakeholders to discuss the performances of each service providers whereby comprehensive evaluation, reflections, feedback and identification of key takeaways for future project performance improvements. One of the key results of this kind of discussion as a finding of the study is the challenges encountered with Homeless Women with Children (HWWC) category. This group was underperforming at the initial stage compared to other categories because of their unique situations, such as having partner and household items around their shanty houses which took the attention of collaborators to discuss and came back with an introduction of the day-drop-in center modality that allowed the target groups to receive full-day services while returning to their shanty houses at night. This change significantly improved the performance the category, demonstrating the importance of adapting services to reach out and meet the specific needs of different client in the different categories. One of the finding of this study, is the delays in the

budget release from the government side which impacted the financial performance of the project, forcing service providers to use alternative funds temporarily. This highlights the need for timely financial release to ensure that physical and financial performance are aligned. It also underscores the importance of putting contingency plans in place to manage financial delays. In contrast to this, the UDS service delivery guideline (MoWSA,2023) and the UPSNJP Project implementation Manual (PIM) under its financial management procedures underline that Bureau of Finance will make regular payments upon request from the service provider based on verification of financial reports and documentations submitted along with BoWCSA's technical review of the service provider's progress report for achievement of activities.

The finding from an in-depth interview showed that service providers made post follow-ups for reunified or reintegrated clients through phone calls followed by physical visits to ensure intended clients progress. However, difficulty in maintaining consistent communication with clients who changed their physical addresses or hesitate to respond to phone calls observed. This implies that the need for flexible and adaptive follow-up strategies to maintain contact with clients and ensure their continued progress.

According to the perception of the FGD participants, there are couples of issues that have been challenging the post reunification/reintegration process. Although the ongoing economic hardship and lack of employment opportunities or lack of sustainable livelihood take the forefront position, the other challenges were also identified as contributing factors for the economic reintegration challenges of the clients. The first could be those challenges which are associated with severe market problem of the land or shed allocated, and inadequacy of the start- up capital could be mentioned. Hence, in order to ensure the sustainability of the reunified or reintegrated beneficiaries the government and other stakeholders should be able to: Support to establish sustainable livelihoods, Guidance and counseling for family re-unification, Linking the beneficiary to cash transfer program, when necessary and where possible, Afford shades and work spaces for those who want to engage in IGA, Create the awareness of the host community and Aware the entire community to mobilize adequate resources for the success of the UDS project. Findings from the in-depth interview indicated that the nature of monitoring and supervision implemented by BoWCSA is more of controlling, with limited communication to share monitoring plans in advance. This approach can create a lack of trust and cooperation, reducing the effectiveness of monitoring efforts which in turn hinder the quality of services.

Opportunities and contributions

The finding of the study highlights a significant shift in the relationship between the government and NGOs. Previously, this relationship was hierarchical, with the government acting as a controller and NGOs as implementers following directives. This shift is crucial for sustainable project implementation. Building trust and mutual understanding can lead to more effective and efficient service delivery in the UDS project. The other finding as an opportunity and contribution of the UDS project is that the engagement of multiple stakeholders in monitoring and supervision efforts ensures a more comprehensive approach to UDS project implementation where shared responsibilities can lead to better outcomes and more robust support systems. Resource provision such as funds, established centers and technical support can significantly enhance the capacity of local service providers as detailed in the in-depth interview. This is similar to the agreement of scholars that described the situation of the public and nonpublic sector collaboration in Africa that states evidence seems to suggest that a proper synergy between NGOs and government can facilitate the process of service provision and the relations need not be characterized by destructive conflict (Obiyan, 2005).

Implementation Challenges

The in-depth interview result indicated that there is an imbalance in accountability expectations, that the government expects more accountability from service providers but does not hold itself to the same standard. This can lead to frustration and a lack of trust among service providers, potentially hindering effective collaboration and service delivery. On the other side, there has been high beneficiary expectations coupled with the service providers' limited resources to address the growing socio-economic problems, which placed a significant burden on SPs, potentially leading to burnout and resource depletion, which can affect the quality of services provided. The other critical point specified by one of the in-depth interview respondents was the government practice of relocating homeless people to overcrowded shelters for short-term services especially following public holidays and regional summits/conferences. This is totally in contrary to the UDS service delivery guideline which mostly depleted huge resources where service providers are struggling in a resource deficit situation. This is similar to the literature that the scholars in public administration have been advocating for greater attention to implementing governance mechanisms to solve some of the wicked problems in public service delivery (Howell-Moroney 2008; Ansell and Gash 2007; Bianchi 2021).

The other operational challenges as the finding of this study are the inadequate budget allocation and inflation coupled with the COVID-19 pandemic. The financial allocation system in the UDS project considers the category and number of clients rather than the nature of the activity that resulted in insufficiency to address the magnitude of the problem, and the budget allocated per client is not based on adequate assessment, inflation further exacerbate this issue. Besides these, the coordination between government sector offices seems weak, particularly in budget release processes. On top of that the COVID-19 impacts like physical distancing rules and requirements to fulfill the protective devices have affected the ability to keep clients in rehabilitation centers and even to reintegrate. More importantly, the current security issues in some regions also affected by disrupting service delivery and posed challenges in maintaining different resources from the local communities let alone the reunification and reintegration of clients. Due to the security problems in some regions it was very difficult for those clients to establish their IGAs and start independent living in their own communities which pushed them to reside here in Addis Ababa. This kind of ineffective reintegration efforts can lead to clients returning to street life, undermining the project's intended objectives.

The future prospects of the UDS project

The future prospects of the Urban destitute support (UDS) project indeed appear promising, especially when considering the government's past actions of forcibly removing children from the streets and relocating them to overcrowded shelters, which resulted in numerous dropouts and relapses. This suggests that NGOs may be better suited for such initiatives.

Given these all realities the Urban destitute support initiative towards changing the situation of homelessness by leveraging the expertise of NGOs it can be believed that the future prospects the project will flourish potentially serving as a model to approach the issue of homelessness.

Chapter Five

5. Conclusion, recommendation and Social Work Implications

5.1. Conclusion

The urban destitute support component of the UPSNJP aimed at supporting urban homeless people, of all age categories, who are believed to be the most vulnerable of the urban poor. The support constitutes provision of diverse services ranging from temporary food and shelter services to sustainable livelihood support services. To help facilitate group and individual tailored socio-economic services, clients have been grouped into four categories like homeless children under 18, homeless women with children, homeless adults which constitute clients aged 18-59 and homeless Elders aged 60 years and above. UDS services were outsourced to be offered by non-governmental organizations, called service providers (SPs) who selected and signed agreements with MoWSA with the financial support of the World Bank.

Responding to the issue of homelessness and strengthening the system and practices requires understanding and effective collaboration and co-ordination as well as communication between all actors. The collaboration among MoWSA, Addis Ababa BoWCSA and service providing NGOs is the first and bold attempt to bring the public sector and the civil society sector to work together and solve social problems. This is a major shift of attitude and commendable act, which has to be advocated and promoted.

The initiative has designed appropriate strategies which has to be internalized more among all stakeholders and has brought major achievements in contributing to solve major challenges of the urban destitute clients. The UDS project implementation has strengthened partnership, enhanced recognition of service providers' contributions, encouraged resource sharing, helped joint monitoring and learning and changed the focus of collaborators towards addressing common objectives.

The major impact in the UDS project implementation was the creation of synergies for effective service delivery, and enhancing constructive engagement. Exchange of information and transparency has been enhanced through the quarter review meetings, community of practice and different capacity building trainings this has also played major role in improving the knowledge and skill of partners on selected thematic areas that are supposed to enhance the urban destitute project implementation.

The major lessons drawn from the implementation of UDS project in the selected four service providers were the establishment of good working relationship through transparent communications and information sharing, facilitating effectiveness and efficiency through the joint Review and Monitoring engagements, and addressing knowledge gaps and common understanding and building trust among implementing actors.

The implementation of the UDS project in the study area has gone through several challenges and bottlenecks. Most challenges encountered at the beginning of the project are now addressed through joint discussion.

The major challenge in implementing the UDS project among the government and civil society organizations was found out to be lack of comprehensive policy framework for government CSO relationship forcing both government and CSOs not putting any obligation to work with each other. The other challenges identified by the study relate to operational and technical issues mainly related to lack of experience in similar engagements especially for new joiners.

The major and common Government/CSO challenges in implementing the UDS project identified through the study was poor information flow within the government sector and lack of synergies between government departments constantly means different government offices would at times take different positions on the same issue making it very confusing for CSOs involved in collaborations with them. This has been the case in the UDS project implementation, especially in budget approval and release. The understanding of the nature and the technical requirements of the project by the Finance office and MoWSA/BoWCSA has been different affecting the works of the service providers. The financial system was not designed and synchronized to entertain social development projects. Generally, there is inadequate understanding of the nature of the project among government institutions.

Adequate discussion and consultation have not been made among all stakeholders at the planning stages of the project. This was clearly manifested through lack of clear discussion on project document, selection of service providers, and contract document, and determining the number of target clients (distribution of quota), and cost estimates. This has created gap among service providers in the implementation of the project.

Existing manuals and guidelines not fully disseminated and even the disseminated ones are not adequately internalized and the government sector was reported to be not adequately transparent on the operational modalities as well as limited transparency on the project extension and amendments. The case of the nature of monitoring and supervision conducted by BoWCSA which

is more of controlling and limited communication to share monitoring plan to SPs in advance can be mentioned here.

The last but not least major challenges in the implementation of the UDS project in the study area were budget deficits and inflation as well as the security situations in some regions that affected the performance of the project.

More importantly, with all the challenges, the practice, opportunities, challenges and future prospects in the UDS project implementation could be taken as an exemplary and the first of its kind in the country that has changed the implementation modality, trust and attitude of the government over selected service providers in the study area.

To conclude, the study highlights that the implementation of the Urban Destitute Support (UDS) project under the urban Productive Safety Net Program and Jobs project (UPSNJP) has brought significant changes in the approach towards addressing urban destitution. Despite operational and collaborative challenges, the project has demonstrated the potential for effective collaboration between government and NGOs. The findings underscore the need for continuous capacity-building, a well-defined legal and technical framework, and strategic interventions by social workers and policymakers. These efforts are crucial for enhancing the service delivery system and ensuring the sustainable impact of the UDS project. Future research should focus on developing intervention strategies to mitigate the challenges identified and exploring the broader applicability of successful practices in other regions.

5.2.Recommendation

The following specific recommendations are forwarded from the findings of the research:

1. **Legal and Technical Framework:** Establish a robust legal and technical framework with support from all relevant stakeholders. The government should develop a comprehensive policy and strategy document to guide engagements.
2. **Centralized Database System:** Introduce a centralized and shared database system for tracking clients of rehabilitation and reintegration activities. This system will help monitor clients admitted to and dropped out of rehabilitation centers and those reintegrated, ensuring better management and follow-up. Update and contextualize the data management system, supported by technology. Establish a common database system focused on the UDS project, accessible by service providers to store and retrieve information on clients, ensuring reliable, complete, and timely data.

3. **Synergistic Collaboration:** Government offices and service-providing CSOs should work synergistically, recognizing their comparative strengths and weaknesses. This deliberate effort towards leveraging each other's strong points can yield positive results.
4. **Scaling Up Collaboration:** Scale up the commendable collaboration efforts to address more social problems and areas of intervention. Engage pertinent government offices at all stages of the collaboration initiatives to enhance sustainability and impact.
5. **Mutual Understanding:** CSOs and government partners should strive to understand each other's policies and systems. Overcoming the challenge of inadequate understanding and reluctance to appreciate each other's processes is crucial for effective collaboration.
6. **Resource Sharing:** Design mechanisms for resource sharing among collaboration partners, including knowledge, materials, and finance.
7. **Documentation of Successes:** Document and disseminate successful public sector/CSO collaborations to advocate for such partnerships and provide insights on best practices through lessons learned.
8. **Training and Capacity Building:** Continue in organizing trainings and exposure forums for collaboration partners. Government offices should also plan to develop the technical capacity of service-providing CSOs to improve their effectiveness and efficiency.
9. **Formal Networking Forum:** Scale up the current partnership to a formal UDS networking forum. Include all service providers working in each category. Developing the current practice and partnership into a formal network or forum will bring a higher-level impact.
10. **Improve coordination:** enhance coordination between government sector offices, particularly in conducting thorough financial assessments to allocate adequate budgets and include provisions for inflation by ensuring flexibility in agreements to adjust for rising costs and release processes, to ensure timely financial support.
11. **Transparency:** Improve transparency in project management, including clear communication about extension periods, contract agreements, selection criteria and allocation of quota to reduce uncertainties.
12. **Pandemic preparedness:** Implement flexible service delivery modalities that can adapt to triggering situations and contingency plans in time of crises.
13. **Ensuring national security:** Government should ensure the current security issues in different areas, to make effective and efficient reunification/ reintegration of clients as well as to reduce the rapid increase in rural to urban migration and internal displacements.

5.3. Implications

5.3.1. Implication to Social Work Practice

The social work profession is a helping profession where practitioners are striving to serve all human beings without any discrimination. Especially, working with vulnerable segments of the community who are under challenging circumstances and the type and quality of services rendered to them so that they can restore to their maximum potentials. As far as this study is concerned the implementation of Urban Destitute Support (UDS) project needs the involvement of social work practitioners from the beginning to end in designing the project, recruiting experienced service providers, guiding and capacitating implementing partners and the staff from the side of both the service providers and the government organizations. In the assessment of the implementation of the project, its effectiveness and impacts brought, in the identification of strengths and challenge encountered vis-vis existing opportunities and future prospects of the overall UDS project implementation, practitioners and social workers have also a big role in addressing those issues properly taking in to account the unintended impacts they have. The strengthening the collaboration between and among government and service providers and advocating for such platforms could be the other area of intervention where the involvement of social workers is needed.

5.3.2. Policy Implication

The rights of vulnerable people, including homeless groups, were addressed in different International, Continental and local laws, regulations and frameworks including the Constitution of Ethiopia. The UN Convention on the rights of the child (UNCRC), The Ethiopian Constitution (1995), The National Social Protection Policy (2014), Urban Food Security and Job Creation Strategy (2015) and Ethiopia's Partnership with International Organizations and other laws and regulations included in their articles what states have to do in order to protect, especially those who are vulnerable. However, the issue of people under difficult circumstances is still on the spot. Particularly, when we see the situation of homeless and the services rendered to them in Ethiopia, it has been still an emerging issue where many destitute groups are living in an overwhelming situation. The problem is that, all the laws and regulations do not give due attention to services delivered to these groups. Based on the findings of this study, the UDS project initiative implementation from service provider recruitment to evaluation issues by themselves have many bottlenecks which should be resolved through proper policy measures which are not clearly

identified in the UDS service delivery guideline. For example, the issue of national framework on networking of service providers and having vulnerability registry system to protect duplication and depletion of resources as well as fragmented social protection services must be addressed with a policy framework particularly incorporating mainstreaming the issues of homelessness in the duties of all public sectors.

5.3.3. Research Implication

The issue of homelessness and associated factors have been assessed and researched thoroughly considering different issues by various institutions and individuals throughout the country. However, there are no studies regarding the implementation of specific project designed to serve these group, this is may be due to the fact that the UDS project a new initiative started recently by the government in collaboration with service providers. Even though it has its own limitations, this research comes up with findings which have a significant contribution in the implementation of the UDS project. It might be the springboard for those interested in the area for further study too. This study also focused only on some features of the project, by selecting only four service providers from the four categories who are working in Addis Ababa. Therefore, there is a space for researchers who want to dig out the other aspects and come up with new findings.

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Annexes

Annex One: Informed Consent Form

The purpose of this form is to provide you with information so you can decide whether to participate in the study titled “**The implementation of Urban Destitute Support component of the Productive Safety Net Program: The case of 4 selected NGOs in Addis Ababa city administration**”. Any questions you may have will be answered by the researcher whose name provided below. Once you are familiar with the information on the form and have asked any questions you may have in relation to this study, you can decide whether or not to participate. If you agree, please sign this form. Please also indicate whether or not you are willing for your contribution to be audio recorded. Please note that this recording will not be made available to any other than the researcher and if necessary his advisor. It will be kept anonymous and confidential and it will be only used for the purposes of transcribing the material.

Please note your participation is voluntary and you may decide to withdraw from the study at any time. You may also refuse to answer specific questions you are uncomfortable with. Withdrawal or refusal to participate will not affect your relationship with the researcher.

Use of the data

The findings of this study will be used to form part of my dissertation and will potentially be published in the academic journal of Addis Ababa University.

You can take a copy of this consent form for your own records. If you have further questions related to this study, please contact the researcher through the details provided below.

Participant’s name: ----- **Researcher Name:** Endashaw Aberra

Date: ----- **Signature** ----- **Signature** -----

contact Number----- **contact Number** +251910101237

E-mail: naolnahomera@gmail.com

Annex Two: In-depth interview

Interview questions UDS Implementing service provider (NGO)

Respondents: UDS project Directors and/or Head of the Organization, and Program Manager of Service Providers

Dear Respondent,

This study aims at identifying practices, challenges and opportunities in implementing urban destitute support component of the safety net program in Addis Ababa city Administration the case of 4 selected NGOs for academic purposes. I would like to appreciate for the time you are devoting to make this interview.

Name of the Organization: _____

Position of the respondent: _____

1. What is the overall policy environment the NGOs are operating in in the implementation of UDS project? (any policy, proclamation, regulation or any paper based guiding document?)
2. Tell me whether the project possess all required operational guidelines/manuals? Mention them by name, please.
3. Do all the staffs who are working with UDS clients got trained on each guidelines/manual? Please, tell me about the situation
4. What are the major selection criteria, process and guide do you use in identification/selection of clients? How do you evaluate its fairness?
5. What major challenges are observed in the identification/selection process?
6. What are the major services provided for the clients? (Please, list and describe each of the services)
7. Have you observed any drop out of clients from the center? If your answer is yes, what are the major factors identified?
8. What challenges and shortfalls did you find in the process project implementation?
9. How is the mechanism of post follow up (after clients left the center)?

10. What are the opportunities that positively affect the Urban Destitute Support implementation?
11. To what level have the Government and NGOs internalized the project objectives?
12. What best successful cases/stories and practices have been learnt in implementing UDS Project?
13. What can we say on the future prospects of the project?
14. **Any other you want to add in relation to the study objectives or points mentioned above?**

Thank you for your cooperation!

Annex Three: FGD guiding questions

Interview questions for Experts /Frontline workers (FGD)

Respondents: UDS Project Coordinators, counselors and Social Workers (Experts) of BoWCSA and Service providers /NGOs/

This study aims at identifying practices, challenges and opportunities in implementing urban destitute support component of the safety net program in Addis Ababa city Administration the case of 4 selected NGOs for academic purposes. I would like to appreciate for the time you are devoting to make this interview.

Name of the Organization: _____

Respondent's: Sex----- Age-----

Position of the respondent: _____

Year of service in the organization: _____

Educational Level: _____ **Field of study**_____

1. What are the required operational guidelines/manuals (both for the organization and project under consideration)? Please, describe each one of them.
2. What knowledge/skill gaps you have been observing on the staff assigned on UPSNP/UDS to effectively discharge their assignment? (knowledge, skill, attitude etc.)
3. Have you received training to strengthen your professional assignment since you joined the project? (Explain its relevance, time given, your satisfaction).
4. What major challenges do you observe in practicing with urban destitute clients?
5. Tell me about your clients in the UDS project?
6. What are the types of complaints raised by UDS clients and how are you responding to them?
7. What opportunities do you see in the implementation of UDS project?
8. Any comments and/or recommendations?

Thank you for your cooperation!

Annex Four: Key informant interview guiding questions

Interview questions UDS Implementing Government body

Respondents: UDS project Directors and/or Head of the Organization, and Program Manager of BoWCSA/MoWSA

Dear Respondent,

This study aims at identifying practices, challenges and opportunities in implementing urban destitute support component of the safety net program in Addis Ababa city Administration the case of 4 selected NGOs for academic purposes. I would like to appreciate for the time you are devoting to make this interview.

Name of the Organization: _____

Respondent's: Sex----- Age----- level of Education----- years of experience-----

1. What is Urban destitute Support program?
 - 1.1 Who are the urban destitute included in the project/program?
 - 1.2 And how you are rendering services to them?
2. Why the government chose to give the service for urban destitute clients through NGOs?
3. What are the policy grounds to work collaboratively with NGOs in providing services for UDS clients?
4. What selection criterion do you deploy in the selection of service providers ?
5. To what level have both the government and service providers/NGOs/ internalized collaboration in the implementation of UDS project?
6. Tell me about the challenges in the implementation of the project?
7. How is the mechanism of monitoring, evaluating and learning in the collaboration?
8. What are the opportunities positively affect the GO-NGO collaboration in the UDS (Urban Destitute Support) implementation?
9. How do you see the effect of UDS project in general?
10. What challenges and shortfalls did you find in the process (particularly the management, governance and transparency of the project) and what recommendations would you make for any future similar intervention?

Thank you for your cooperation!