



Addis Ababa University
College of Business and Economics
School of Commerce

**ASSESSMENT OF MEGAPROJECT INITIATION
AND PLANNING IN ADDIS ABABA: THE CASE OF
SECTORAL OFFICE MEGAPROJECT**

BY
NAHOM BERHANE

June 2022
Addis Ababa, Ethiopia

Addis Ababa University
College of Business and Economics
School of Commerce

ASSESSMENT OF MEGAPROJECT INITIATION AND
PLANNING IN ADDIS ABABA: THE CASE OF SECTORAL
OFFICE MEGAPROJECT

BY
NAHOM BERHANE

A PROJECT WORK SUBMITTED TO THE SCHOOL OF GRADUATE STUDIES OF
ADDIS ABABA UNIVERSITY IN PARTIAL FULFILMENT OF THE REQUIREMENTS
FOR A MASTER OF ARTS IN PROJECT MANAGEMENT

ADVISOR
WASIHUN MOHAMMED (Ph.D.)

June 2022
Addis Ababa, Ethiopia

Statement of Declaration

I hereby declare that the project work titled "*Assessment of Megaproject Initiation and Planning at Addis Ababa Megaproject Office: The Case of Sectoral Office Megaproject*" is a study conducted with my own efforts, and that all sources of materials used in the study have been appropriately accredited. I have developed this research entirely on my own, with advice and suggestions from my advisor. This research is provided as a partial fulfilment of a Master of Art in Project Management and has not been submitted for any degree at Addis Ababa University or any other institution.

Nahom Berhane

Signature _____

Date _____

STATEMENT OF CERTIFICATION

This is to certify that Nahom Berhane has carried out his project work on the topic entitled “Assessment of Megaproject Initiation and Planning in Addis Ababa: The Case of Sectoral Office Megaproject”. This work is authentic, and eligible for submission as partial fulfillment for the requirements of the award of Master of Arts in project management.

Wasihun Mohammed (Ph.D.)

Signature _____

Date _____

APPROVAL SHEET

Assessment of Megaproject Initiation and Planning in Addis Ababa: The Case
of Sectoral Office Megaproject

Prepared by:

Nahom Berhane

Approved by the board of examiners

Wasihun Mohammed (Ph.D.)

(Advisor)

Signature

Date

Dakito Alemu (Ph.D.)

(Internal examiner)

Signature

Date

Desalegn Amlaku (Ph.D.)

(External examiner)

Signature

Date

Acknowledgement

Praise and appreciation to the almighty for giving me the patience and courage. I express my appreciation for Dr. Wasihun Mohammed, who has guided me and provided me with essential remarks and recommendations.

Heartfelt gratitude to my friends who have supported me throughout my study journey from ideation to completion. Thank you for the individuals who were keen to provide me the necessary support. Lastly, thanks to my family.

Contents

ACRONYMS.....	i
List of Tables	ii
List of Figures.....	ii
ABSTRACT	iii
CHAPTER ONE: INTRODUCTION	1
1.1. Background of the Study	1
1.2. Background of the Organization	3
1.3. Problem Statement.....	4
1.4. Research Questions	6
1.5. Objective of the Research	6
1.6. Significance of the Study	6
1.7. Scope of the Study	7
1.8. Study Limitations.....	7
1.9. Organization of the Study.....	8
CHAPTER TWO: LITERATURE REVIEW	9
2.1. Introduction	9
2.2. Theoretical Frame of Reference	9
2.2.1. Project and Project Management	9
2.2.2. Megaproject	10
2.2.3. Project Management process groups	10
2.2.4. The Project Stakeholder Management Knowledge Area.....	16
2.3. Empirical review.....	20
2.4. Logical Framework	25
CHAPTER THREE: RESEARCH METHODOLOGY	26
3.1. Introduction	26
3.2. Research Approach	26

3.3.	Research Design	26
3.4.	Population and Sampling	26
3.5.	Data Collection.....	27
3.6.	Data Analysis	27
3.7.	Ethical Considerations	28
CHAPTER FOUR: DATA PRESENTATION, ANALYSIS AND DISCUSSION		29
4.1.	Introduction.....	29
4.2.	Response rate and Demographic data.....	29
4.3.	Findings.....	30
4.4.	Data Analysis	37
4.5.	Comparison to Logical Framework.....	41
4.6.	Connections to Existing Literature.....	44
CHAPTER FIVE: SUMMARY, CONCLUSION AND RECOMMENDATIONS		46
5.1.	Introduction	46
5.2.	Summary	46
5.3.	Conclusions.....	47
5.4.	Recommendations.....	48
5.5.	Suggestions for Future study.....	49
References		50
Appendices		53
5.6.	Appendix 1 – Interview template.....	53
5.7.	Appendix 2 – Secondary Data Collection Checklist	59

ACRONYMS

GDP	– Gross Domestic Product
AACGMPCO / AAMPO	– Addis Ababa City Government Megaproject Construction Office
DB	– Design Build
PMBOK	– Project Management Body of Knowledge
PM	– Project Management

List of Tables

Table 1: Process Group and Knowledge Area Mapping.....	14
Table 2: The Stakeholder Grid / Stakeholder Matrix.....	19
Table 3: Demographic information of the interview respondents.....	29
Table 4: Comparison of Findings to Logical Framework.....	44

List of Figures

Figure 1: Logical framework (Developed by researcher derived from literature review; Source: PMBOK guide).....	25
Figure 2: Initiation Process of Sectoral Office Megaproject	37
Figure 3: Initiation Tools and Its Stakeholders.....	38
Figure 4: Hierarchical Relationship of Stakeholders during Initiation	38
Figure 5: Planning Processes of Sectoral Office Megaproject.....	39
Figure 6: Iterative Planning process	39
Figure 7: Hierarchical Relationship between Internal and External Stakeholders during Planning	40

ABSTRACT

Megaprojects are large projects with a minimum cost of one billion dollars. Due to the size of megaprojects, they are usually prone to cost overruns, and not fulfilling their promised benefits. Literature in the European and African contexts attribute these shortcomings to the initiation and planning stages of the megaproject lifecycle, i.e. “Seeding failure”. In this regard, this study assesses the initiation and planning processes of the “Sectoral Office Megaproject” undertaken by the “Addis Ababa City Government Megaproject Construction Office”. The primary objective of this study is to provide an insight into the practice of megaproject planning. The study specifically aims to identify the preplanning, planning, and approval processes behind the megaproject; the tools and techniques used in the initiation and planning stages; critical stakeholders contributing to the decision-making process and their institutional relationships; and the stakeholder engagement and communication approach. The study follows a qualitative approach and a deliberate sampling technique. With the use of interviews and secondary data as its primary tool of data collection, data was collected from focal department personnel within the organization and from the project consultant. The collected primary and secondary data were then analyzed with the use of Content and Descriptive data analysis. The study findings indicate poor initiation and planning processes. Furthermore, the study identifies that the decision-making was non-data-driven (was highly politically driven) and filled with obscurities such as in the process of contract management. In conclusion, the findings of the study revealed that drawbacks such as optimism bias, and narrow planning perspectives were persistent. Accordingly, the study recommends thorough analysis based on concrete numeric data during project ideation, exhaustive execution of planning elements, and comprehensive incorporation of external stakeholders including professional associations, and the general public.

Keywords: *Megaproject, Project Initiation, Project Planning, Optimism Bias, Seeding Failure*

CHAPTER ONE: INTRODUCTION

1.1. Background of the Study

Megaprojects are transformational projects that involve a multitude of stakeholders (Hirschmann, 1995). They are large-scale, complex ventures that typically cost in billions, take many years to develop and build, involve multiple public and private stakeholders, and affect millions of people (Hirschmann, 1995). Megaprojects are large-scale capital investments, which include infrastructure projects, transport projects, economic development, and urban redevelopment (Zekovic, et al., 2018). Megaprojects are also designed to dramatically change the structure of society.

Cities worldwide often take various initiatives to raise their economies and attain development goals. One of the prominent tools cities use for these purposes is megaprojects. The need for cities to quickly gain economic uplifts, and alleviate different issues they face are the primarily claimed reasons for the proliferation of megaprojects. In the context of the global south, urbanization is at its highest rate so far. Urban investments across the African continent are at an all-time high, even though the nature of investments differs across cities. Hence, rapid urbanization and the need to be competitive in a global stance are the primary contributors to an interest augmentation in megaprojects. Substantial transformative megaprojects around the world include Dubai World Central Airport in the United Arab Emirates, Songdo International Business District in South Korea, Tokyo-Osaka Maglev Train in Japan, The Grand Canal in Nicaragua, National Trunk Highway System in China, and the Delhi-Mumbai Industrial Corridor in India (Misic, 2016). Further iconic megaprojects include the Guggenheim Museum, the “Cinderella transformation” of Bilbao, and the “Barcelona Model”.

In the early stages of megaproject growth, governments and public bodies did not embark on megaprojects for the high complexity they have and the intense risk associated with them. Any misalignment of implementation by governments and public institutions in megaprojects would result in the disruption of entire economies to a halt. This is particularly evident in the case of the economic crisis of Greece in 2011, which was the result of the 2004 Olympic Games in Athens (Flyvbjerg, 2014). Megaprojects examination shows that megaprojects are enormous, captivating, costly, controversial, and complex (Misic & Radujkovic, 2015). In a general setting (Flyvbjerg, 2014) indicates that megaprojects have four primary dimensions of interests they intend to fulfill. Under the alias “The Four Sublimes of Megaprojects”, the four categories

of interests are technological advancements, aesthetic pleasures, economic uplift, and political interests. The technological sublime is well described by (Frick, 2008) as the technological sublime is a categorization of megaprojects built for pushing the boundaries of technology. Flyvberg provides further descriptions for three sublimes, a political sublime is when megaprojects are designed and built for the causes of politicians; an economic sublime is when megaprojects generate large amounts of revenue and jobs; and finally, the aesthetic sublime addresses megaprojects that are aimed towards creating iconic and beautiful projects (Flyvberg, 2012).

Ethiopia is one of the nations that have shown rapid development in the global context. In fact, megaprojects in Ethiopia are not new. Ethiopia as a nation has been undertaking infrastructure in the forms of dam construction, road construction, water supply projects, and telecommunication projects. The infamous Grand Ethiopian Renaissance Dam is one of the world-renown megaproject of the nation. Aside the Grand Ethiopian Renaissance Dam, majority of the past megaprojects were mostly constructed with the help of donations and loans from international money funding institutions and support from other nations. The nation continues to develop megaprojects such as the Addis Ababa-Djibouti Railway and the Addis-Adama Toll Motorway.

As the capital of Ethiopia and as a diplomatic center, Addis Ababa is the epicenter of a high rate of investment and growth. This is evident in the numerous development initiatives taken by private and government sectors in the city. Home to more than 4.5 million inhabitants, Addis Ababa is a highly attractive city that draws different groups of people ranging from investors to migrants and displaced people. In a new paradigm of development, the Addis Ababa city administration has recently made megaprojects its means to rapid development. After establishing the Addis Ababa City Government Megaproject Office, the city has undertaken and is undertaking a number of megaprojects. Some of the megaprojects in the city include the “La Gare residential complex“, the “Adwa Memorial Museum”, “Meskel Square Redevelopment”, “Beautifying Sheger”, Renovation of the Prime Minister's Office and Grand Menelik Palace, Renovation of the Addis Ababa City Hall, “National Palace Parking Lot”, and “Unity Park”. Approximately, these projects collectively cost a total of ETB 310.92 billion (Anon., 2022). In light of this, this study is an assessment of the prominent initiation and planning practices of megaprojects within the Addis Ababa City Government Megaproject Construction Office.

1.2. Background of the Organization

The Addis Ababa City Government Mega Projects Construction Office Establishment Regulation No.110/2020 provides the regulations and responsibilities of the office. The megaproject office was established based on the need to tackle performance problems, for efficient allocation of resources, and effective execution of quality projects. According to the establishment regulation, AAMPO is accountable to the Mayor's office (the city council of Addis Ababa) and has the following major duties as provided by Regulation No.110/2020.

- work in integration and collaboration with the concerned organs in order to lead the projects in a comprehensive manner;
- enter into an agreement by representing the City Government for projects to be carried out jointly by the City Government and other third parties; follow up the thereof
- collect, identify and organize information about the identified places for the project works; request the concerned organ to access the identified places so as to carry out border demarcation activities; follow up on the implementation;
- carry out feasibility studies of projects or let it be carried out; submit the result of the study to the Mayor and get it approved;
- discuss the objectives and implementation of the project with the community through various mass media; organize the points raised in the discussion and incorporate it into the plan;
- realize the preparation of an international standard project design; make sure the construction is carried out according to the design through hiring a consultancy firm; follow up and control the thereof;
- pursuant to the law, notice a tender for contractors so as to carry out the construction as per the prepared design; enter into an agreement and administer same;
- effect payments through checking the financial documents delivered by the consultancy firm of the construction;
- submit a monthly performance report about the working condition of the projects to the mayor; and
- initiate the audit financial administration of the projects by the office of the Auditor-General and submit a report to the Mayor;

1.3. Problem Statement

Known for their complexity, vast size, expensive cost, and long period, megaprojects bring big changes in the geography of countries and the lives of people (Zidane, et al., 2013). While a successful megaproject boosts economic growth, a failure can set development back for years (Merrow, 2011). Some megaprojects become landmarks for a country and bring significant prosperity, but some become unforgettable catastrophes (Zidane, et al., 2013).

Megaproject performance has long been seen as problematic in terms of on-time and on-budget delivery and in terms of the megaproject's tendency to produce the intended societal benefits (Misic & Radujkovic, 2015). Some of the key problems encountered in major projects are cost overruns, tactical budgeting, narrow planning perspective, the wrong choice of concept, and adverse effect of uncertainties (Misic & Radujkovic, 2015). Disregarding the characteristics of megaprojects determines the effectiveness of megaprojects to deliver desirable change (Flyvbjerg, 2014). These characteristics are risks due to long planning horizons and complex interfaces, incompetent planners and managers, poor multi-actor decision-making, uniqueness bias among planners and managers, over-commitment ("lock-in") to a certain project concept. In addition, principal-agent problems and rent-seeking behavior, unaccounted complexity and unplanned events with an inadequate budget and time contingencies, and misinformation on costs, schedules, benefits, and risks in decision-making attribute to the characteristics of megaprojects. A majority of these characteristics can be categorized into issues of initiation and planning. Megaprojects also face problems primarily because of their long production timelines; hence, it is critical to consider an exhaustive planning process. Megaprojects are usually long projects, so there is ample time for things that affect project outcomes to change, and evolve (Misic & Radujkovic, 2015). Megaprojects also face the challenges of uniqueness and optimism biases (Flyvbjerg, 2014). Uniqueness bias is the tendency of planners to see their projects as singular, which impedes learning because planners and managers think their project is unique (Flyvbjerg & Budzier, 2013). Optimism bias is the overly optimistic belief that a project will deliver better business benefits than what was (Meyer, 2014). The optimism bias applies to estimates of both costs and benefits; an optimistic cost estimate leads to cost overrun, whereas a high optimistic benefit estimate results in benefit shortfalls (Flyvbjerg, 2014).

In the context of developing nations, Megaproject development may contradict or enhance municipal goals and because private megaprojects encompass large private investment, transparency and public involvement are often neglected (Kamalie, 2020). This does not mean all times, however. In the condition that megaprojects are strategically located, and although

they might take a long time to yield results, they positively affect the urban structure and affect millions of people (Flyvbjerg, 2014). Officials of Addis Ababa claim that megaprojects in Addis Ababa would transform the livelihoods of millions in the city. However, many writers and professionals of the city have challenged the initiatives and the logic of megaprojects in the city. Some works of literature position the ongoing venture as highly opportunistic. Over the last decade, Ethiopia's economy has grown at an average of 11 percent, more than double the rate for sub-Saharan Africa, and the growth is fueled in part by huge public expenditure on energy and infrastructure projects that make the country attractive for long-term private investment (Meseret, 2015). Naturally, government bodies also claim that the numerous mega projects in Addis Ababa have brought about significant outcomes for residents and the economy of the metropolis (Kassa, 2021).

On the contrary, the megaprojects are taken as negatives of development in the eyes of some observers. Megaprojects of Addis Ababa are contrasted against the urban aspects of participation and gentrification. One of the reasons megaprojects are criticized is in reason to their effect on ensuing unfavorable living conditions such as dispossession and gentrification (Kibru, 2022). Megaprojects in Addis Ababa are criticized is due to their aim toward a city that gives emphasis and priority to tourism, which spells out “over-tourism” on the extreme end. This initiates systematic gentrification, which is the process of neighborhood change that includes economic change in a historically disinvested neighborhood by means of investments and new higher-income residents moving in (Chapple, et al., 2021). Even though megaprojects are advertised to provide job opportunities for marginalized communities, the long run does not incorporate the urban poor. On the contrary, they target the affluent class and tourists; thereby creating gentrification. From a different point of view, the idea of gentrification indicates the idea of prioritization of development, also presented as the “Pareto Inefficiency” (Flyvbjerg, 2014). Pareto inefficiency is the misallocation of resources and, for public projects, waste of taxpayers’ money.

Even though there are many factors that account for megaproject drawbacks and risk, the primary factors that attribute to issues in megaprojects lie in the initial project phases. Systematic failure often occurs during the commission of megaprojects (Flyvberg, 2019), also known as “Seeding failure”. Even though problems arise during project lifecycles of megaprojects, rigorous cost/benefit appraisal is an often absent reason for growing weakness in megaprojects (Flyvberg, 2019).

As a result, it is timely and critical to assess the rationalization behind megaprojects in Addis Ababa, given that there is limited systematic review reinforcing or diminishing the ideology of Megaprojects in Addis Ababa. Accordingly, the purpose of this study is to assess the practices of megaproject initiation and planning in Addis Ababa.

1.4. Research Questions

This study attempts to answer the following questions:

- i. What steps do the megaprojects take in the initiation process?
- ii. What are the key rationalizations for megaproject? / What identified needs does it address?
- iii. What are critical factors resulting the approval for the megaprojects?
- iv. What is the stakeholder engagement and communication approach in the initiating and planning stages?
- v. What are the tools and techniques used for stakeholder engagement in these processes?

1.5. Objective of the Research

The primary objective of this study is to provide an insight into the initiation and planning process of megaprojects in the Addis Ababa City Government Megaproject Office. The specific objectives of this study are to:

- assess the preplanning, planning and approval stages of the megaprojects,
- examine the tools and techniques used in the initiation and planning stages,
- identify critical stakeholders contributing to the decision-making process and their institutional relationships,
- identify the stakeholder engagement and communication approach, and
- determine the sublime category of the megaproject

1.6. Significance of the Study

Addis Ababa is currently one of the rapidly growing cities in Africa. The city has made use of various development approaches to entertain development intentions, one of which is the current megaproject approach. Accordingly, this study is relevant in assessing the city administration's approach to the initiation, planning, and development of megaprojects, and city development at large. The study translates to the larger urban development context, hence is important in assessing the urban development trend of Addis Ababa in terms of the strategies and tactics of city development, and underlying weaknesses or strengths in the practices. In

cities with challenged infrastructure and numerous community demands, the need for megaprojects is often full of uncertainties. In the case of well-justified megaprojects, the efficiency of the responsible office(s) and the projects themselves are critical issues to observe. Accordingly, the findings of this research are critical to the practices of megaproject management offices, so that the Addis Ababa Megaproject Office and any other responsible body would improve the planning concerns identified by this study.

Alternatively, this study contributes to the theoretical aspect of Ethiopian project management by providing an insight into the practices of megaproject management in Addis Ababa. The concept of megaproject management in the city is a rather new paradigm; hence, the findings of this study, whether in the form of drawbacks or strengths, will be beneficial to the profession of project management. Lastly, as an aspiring project manager, this study is significant for the conductor in assessing real-world local practice in contrast to the theoretical aspect obtained in class.

1.7. Scope of the Study

Due to limitations of time and resources, this study is constrained to two of the process groups of project management. These are the initiation phase and the planning phase of the specified megaprojects particularly in relation to the stakeholder management of the project management knowledge areas. The study assesses the practices of megaproject initiation and stakeholder practice in megaproject planning and contrasts the practices with their theoretical counterparts.

From a methodological point of view, the study adopts a qualitative research approach to assess the initiation and planning practices of the “Sectoral Office” megaproject in Addis Ababa.

1.8. Study Limitations

Even though the assessment of the need for megaprojects spans an array of stakeholders, this study is limited from collecting and analyzing opinions and inputs of any kind from the general public. Moreover, aside from the aforementioned focus areas, other aspects of megaprojects such as the implementation phase, monitor & control, and closeout have received little or no attention in this study.

This study anticipated obstructions in the form of unresponsiveness from key stakeholders. In response to this, the study used a snowball sample selection technique. Meaning, that the researcher first identified one megaproject participant (office director) and requested a recommendation of other convenient important individuals related to the cause of the study.

1.9. Organization of the Study

This study document has five chapters / sections. The first chapter presents the introductory section of the study background, the organization's background, the problem statement, the research questions, research objectives, study scope, the relevance of the study, and the study's limitations. The second chapter presents prior literature related to the subject of the study. The third chapter describes the research methodology, which includes the research approach and design, population and sampling, data collection and analysis, scale, reliability & validity, and ethical considerations. The Fourth chapter discloses data analysis and results. Lastly, the last chapter covers the conclusions and recommendations, followed by study references.

CHAPTER TWO: LITERATURE REVIEW

2.1. Introduction

This chapter presents literature regarding projects, project management, megaprojects, initiation stage of project management, planning stage of project management, and the engagement of stakeholders in the initiation and planning stages of projects. The reviews help strengthen understanding of the underpinning factors and concerns of projects and megaprojects.

2.2. Theoretical Frame of Reference

2.2.1. Project and Project Management

Project

Numerous scholars and literature have repeatedly provided definitions to projects. The (Project Management Institute, 2017) indicates that a project is a temporary endeavor undertaken to create a unique product, service, or result. A project is a temporary organization created for delivering one or more business products according to an agreed business Case (Turley, 2010). Projects are unique processes, consisting of a set of coordinated and controlled activities with start and finish dates, undertaken to achieve an objectives conforming to specific requirements, including constraints of time, cost and resources (Lester, 2014). Characteristics of Projects (Watt, 2016):

- Projects are unique.
- Projects are temporary in nature and have a definite beginning and ending date.
- Projects are completed when the project goals are achieved or it is determined the project is no longer viable.

Project Management

Accordingly, project management is simply the management of this unique endeavor. It is the application of knowledge, skills, tools, and techniques to project activities to meet the requirements (Project Management Institute, 2000).

According to the (Project Management Institute, 2017), project management has ten knowledge areas; namely integration management, scope management, time management, cost

management, quality management, resource management, communications management, risk management, procurement management, and stakeholder management. Knowledge areas are what a typical project manager needs to extensively be equipped with to run an effective project. Conversely, project management has five process groups. These are the initiation, planning, implementing, monitor & control, and closeout stages. These process groups are the progressive stages that define project processes.

2.2.2. Megaproject

Megaprojects are large-scale, complex ventures that typically cost \$1 billion or more, take many years to develop and build, involve multiple public and private stakeholders, are transformational, and influence millions of people (Management, 2017). Megaprojects are basically projects at a much larger scale. Megaprojects are large than regular projects not only in terms of costs, but also in complexity, time duration and number of stakeholders. The statement “Megaprojects are transformational” by (Flyvbjerg, 2014) is indicative of the number of stakeholders in a particular megaproject. In his extensive study on megaprojects, (Flyvbjerg, 2014) provides the following common characteristics of megaprojects.

- Megaprojects are inherently risky due to long planning horizons and complex interfaces.
- Decision-making, planning, and management are typically multi-actor processes involving multiple stakeholders, public and private, with conflicting interests.
- The project scope or ambition level will typically change significantly over time.

2.2.3. Project Management process groups

The Initiating process group

The Initiating process group, as its name implies, occurs at the beginning of the project and at the beginning of each project phase for large projects (Heldman, 2009). It is the first stage of a project lifecycle where organizations identify what projects they would like to pursue. The process group consists of processes that outline a project by obtaining authorization to start the project (Project Management Institute, 2017).

The primary aim of projects is to apprehend opportunities aligned with the strategic goals of the project undertaking organization; accordingly, the purpose of the initiating process group is to align stakeholders’ expectations and the project purpose, inform stakeholders of the scope and objectives, and discuss their participation. The stage consists of processes performed to

define a new project or a new phase of an existing project (Project Management Institute, 2017).

Within the initiating process, the initial scope is defined, initial financial resources are reserved, key stakeholders are identified, the project manager is appointed, and all this information is captured in the project charter and stakeholder register (Project Management Institute, 2017). In addition, the business problem / opportunity / need is identified, an appropriate response / solution is documented, and a feasibility study is conducted, a project is formed, and a project team is appointed to build and deliver the solution to the customer (Watt, 2016).

The initiation stage deals with the question “how do projects come into existence”. Projects arise in response to needs and demands to generate profits or serve the public, to stay competitive, business opportunities or problems (Heldman, 2009). Most projects fit in one of the seven needs and demands - Market demand, Strategic opportunity, Customer request, Technological advancements, Resulting from laws and legislations, Ecological impacts, and Social need. The followings paragraphs present elements and steps in the Project initiation stage.

Business Case: The project initiation stage begins with the identification of a business problem, also known as a business case. A business case is a document that explains how the project’s goals align with the company’s long-term plans (Kissflow, 2021). It explains the need for new projects in the organization. A business case is created to define the problem or opportunity in detail and identify a preferred solution for implementation (Watt, 2016). The elements of a business case address the why in detail (Bridges, 2021). The document includes:

- A detailed description of the problem or opportunity with business objectives, problem/opportunity statement, assumptions, and constraints
- A list of the available solutions
- An analysis of the business benefits, costs, risks, and issues
- A description of the preferred solution
- Main project requirements
- A summarized plan for implementation that includes a schedule and financial analysis

Feasibility Study: The project sponsor then approves the business case, and the required funding is allocated to proceed with a feasibility study. A feasibility study is a document that provides a comprehensive analysis and evaluation of the market, operational, technical, managerial and financial aspects of a business concept or an opportunity (Anon., n.d.). All

projects are created for a reason, a need or an opportunity to address that need. A feasibility study is the assessment that assesses the practicality of the devised project ideas. It provides project committees an understanding on the viability of a business/project concept (Anon., n.d.).

Feasibility studies are undertaken for several reasons. They can be determined to assess project viability, probability of project success, technical issues related to the project and determine whether the technology proposed is feasible, reliable, and easily assimilated into the organization's existing technology structure (Heldman, 2009). A feasibility study conducts analyses across the dimensions of market, technical, and financial viability. Project selection methods (Mathematical model, benefit measurement methods [cost-benefit analysis, scoring models], cash flow analysis techniques [payback period, discounted cash flow, NPV, IRR]) (Heldman, 2009).

Project Charter: The final output of the project initiation stage is a Project Charter. The project charter is a statement of the scope, objectives, and participants in a project. It provides a preliminary delineation of roles and responsibilities, outlines the project objectives, identifies the main stakeholders, and defines the authority of the project manager (Project Management Institute, 2017). A project charter serves to provide an understanding of the project (the reason it is being conducted, and its justification), establish early project scope, establish the authority level of the project manager and a reference of authority for the future of the project (Watt, 2016). The charter provides a direct link between the project and the strategic objectives of the organization, creates a formal record of the project, and shows the organizational commitment to the project (Project Management Institute, 2017).

Project Stakeholders: Even though stakeholders are and should be managed through the entire lifecycle of a project, the project initiation stage presents a preliminary list of key stakeholders that need to be first addressed. The process enables the project team to identify the appropriate focus for engagement of each stakeholder or group of stakeholders. Stakeholder identification is performed regularly and periodically to analyze and document relevant information regarding their interests, involvement, interdependencies, influence, and potential impact on project success.

Planning process group

Planning is simply answering the questions who/what/when/where/why/how-much/ how long (Heagney, 2016). The project planning process group makes use of the project charter and the

stakeholder register to continue producing detailed plans of the project. The planning phase is where the project solution is further developed in as much detail as possible and the steps necessary to meet the project’s objective are planned (Heldman, 2009).

Project planning is at the heart of the project life cycle (Heldman, 2009). Planning is the key to share positive risks (opportunities), mitigate negative risks (threats), properly estimate cost, time & resources, increases the stakeholder involvement, and finally encourage the senior management commitment (Mohamed, 2016). The planning phase documents project plans, defines project deliverables and requirements, and creates project schedule (Heldman, 2009). It is the stage where the set of guiding plans for the entire project are developed. The purpose of the planning phase is to establish business requirements, establish cost, schedule, list of deliverables, and delivery dates, establish resources plans, and obtain management approval and proceed to the next phase. Accordingly, the planning process group consists of processes that establish the total scope of the effort, define and refine the objectives, and develop the course of action required to attain business/project objectives. The (Project Management Institute, 2017) categorizes the different elements of planning in relation to the knowledge areas.

Knowledge areas	Process groups				
	Initiating	Planning	Execution	Monitor and Control	Closing
Project Integration Management	<ul style="list-style-type: none"> • Develop Project Charter 	<ul style="list-style-type: none"> • Develop Project Management Plan 	<ul style="list-style-type: none"> • Direct and Manage Project Work • Manage Project Knowledge 	<ul style="list-style-type: none"> • Monitor and Control Project Work • Perform Integrated Change Control 	<ul style="list-style-type: none"> • Close Project or Phase
Project Scope Management		<ul style="list-style-type: none"> • Plan Scope Management • Collect Requirements • Define Scope • Create WBS 		<ul style="list-style-type: none"> • Validate Scope • Control Scope 	
Project Schedule Management		<ul style="list-style-type: none"> • Plan Schedule Management • Define Activities • Sequence Activities 		<ul style="list-style-type: none"> • Control Schedule 	

		<ul style="list-style-type: none"> • Estimate Activity Durations • Develop Schedule 			
Project Cost Management		<ul style="list-style-type: none"> • Plan Cost Management • Estimate Costs • Determine Budget 		<ul style="list-style-type: none"> • Control Costs 	
Project Quality Management		<ul style="list-style-type: none"> • Plan Quality Management 	<ul style="list-style-type: none"> • Manage Quality 	<ul style="list-style-type: none"> • Control Quality 	
Project Resource Management		<ul style="list-style-type: none"> • Plan Resource Management • Estimate Activity Resources 	<ul style="list-style-type: none"> • Acquire Resources • Develop Team • Manage Team 	<ul style="list-style-type: none"> • Control Resources 	
Project Communications Management		<ul style="list-style-type: none"> • Plan Communications Management 	<ul style="list-style-type: none"> • Manage Communications 	<ul style="list-style-type: none"> • Monitor Communications 	
Project Risk Management		<ul style="list-style-type: none"> • Plan Risk Management • Identify Risks • Perform Qualitative Risk Analysis • Perform Quantitative Risk Analysis • Plan Risk Responses 	<ul style="list-style-type: none"> • Implement Risk Responses 	<ul style="list-style-type: none"> • Monitor Risks 	
Project Procurement Management		<ul style="list-style-type: none"> • Plan Procurement Management 	<ul style="list-style-type: none"> • Conduct Procurements 	<ul style="list-style-type: none"> • Control Procurements 	
Project Stakeholder Management	<ul style="list-style-type: none"> • Identify Stakeholders 	<ul style="list-style-type: none"> • Plan Stakeholder Engagement 	<ul style="list-style-type: none"> • Manage Stakeholder Engagement 	<ul style="list-style-type: none"> • Monitor Stakeholder Engagement 	

Table 1: Process Group and Knowledge Area Mapping

i. Project-Management-Plan preparation process: defines, prepares, and coordinates all plan components and consolidates them into an integrated project management plan. This process produces of a comprehensive document that defines the basis of all project work and how to perform the work. **Outputs:** comprehensive project management plan (Project Management Institute, 2017).

ii. Project Scope Plan preparation: is the process of creating a scope management plan that documents how the project and product scope will be defined, validated, and controlled (Project Management Institute, 2017). Collecting requirements, defining scope, and creating a Work Breakdown Structure (WBS) are the associated activities in this process. **Outputs:** scope management plan and a requirements management plan, requirements documentation, project scope statement and project documents updates, scope baseline, and requirements traceability matrix

iii. Plan Schedule Management: includes activities of establishing policies, procedures, and documentation for planning, developing, managing, executing, and controlling the project schedule. Associatively, defining and sequencing activities, estimating activity durations and developing schedules for the activities are done in this process. The process provides guidance and direction on how the project schedule will be managed throughout the project. **Outputs:** schedule management plan, activity list, activity attributes, milestone list, change requests, project schedule network diagrams, project documents updates and project management plan updates

iv. Cost management planning: is the process of defining costs estimation, budgeting, managing, monitoring, and control. The process identifies and documents relationships between the project activities in terms of the aspect of project costs. It defines a logical sequence of work to obtain efficiency. As a knowledge area, the process combines costs estimation and determination of the project budget. **Outputs:** cost management plan, cost baseline, cost estimates, basis of estimates project funding requirements, and project documents updates

v. Quality Management planning: identifies quality standards and deliverables, and documents how the project demonstrates compliance with quality standards. **Outputs:** Quality management plan, Quality metrics, Project management plan updates, and Project documents updates

vi. Resource Management planning: is a process of estimating, acquiring, utilizing, and managing physical and team resources. This process establishes the effort needed for managing project resources alongside estimating activity resources. **Outputs:** Resource management plan, Team charter, Resource requirements, Basis of estimates, Resource breakdown structure, and Project documents updates

vii. Communications Management planning: develops an appropriate for project communication based on the needs of each stakeholder, available organizational assets, and the

needs of the project. **Outputs:** Communications management plan, Project management plan updates, and Project documents updates

viii. Risk Management planning: conducts risk management activities for a project. It identifies risks, performs qualitative risk analyses, perform quantitative risk analyses, and plans risk responses. The process ensures that the degree, type, and visibility of risk management are proportionate to both the risks and the importance of the project to the organization and other stakeholders. **Outputs:** Risk management plan, Risk register, and Risk report

ix. Procurement Management planning: documents project procurement decisions, specifies the approach, and identifies potential vendors. It determines whether to acquire goods and services from outside the project and, if so, what to acquire as well as how and when to acquire it. Goods and services may be procured from other parts of the performing organization or from external sources. **Outputs:** Procurement management plan, Procurement strategy, Bid documents, Procurement statement of work, Source selection criteria, Make-or-buy decisions, Independent cost estimates, Change requests, Project documents updates, and Organizational process assets updates.

x. Stakeholder Engagement planning: contributes in developing approaches to encompass project stakeholders based on their needs, expectations, interests, and potential impact on the project. **Outputs:** Stakeholder engagement plan

Once the project plan has been exhaustively prepared, it should be submitted to key stakeholders for their approval and signatures. This takes us to the next concern of our study – project stakeholder management.

2.2.4. The Project Stakeholder Management Knowledge Area

A stakeholder is anyone who has a vested interest in the project (Heagney, 2016). Stakeholders are individuals or the groups or individuals who are actively involved with the work of the project or have something to either gain or lose because of the project (Watt, 2016). Stakeholders include contributors, customers, managers, and financial people. Stakeholders can be grouped in two, those who will be impacted by the project and those who can impact the project (Watt, 2016); or Direct stakeholders and Indirect stakeholders (Lester, 2014). The (PMI, 2022) further provides a categorization of stakeholders as internal and external; external stakeholders are groups/individuals who are not part of the project but have an interest in the project (like Users, Regulatory authorities, and people working or living nearby), internal

stakeholders are the parties directly engaging on the project from side of the client the consultant.

The relation between projects and its stakeholders is a critical relationship that defines the success of projects. (Watt, 2016) highlights this by saying “a project is successful when it achieves its objectives and meets/exceeds the expectations of the stakeholders”. In magnitude to the importance and influence of stakeholder engagement, project management literature dedicates a distinct knowledge area for this issue, i.e. the Project Stakeholder Management Knowledge Area.

The knowledge area includes the processes required to identify the people, groups, or organizations that could impact or be impacted by the project, to analyze stakeholder expectations and their impact on the project, and to develop appropriate management strategies for effectively engaging stakeholders in project decisions and execution (Project Management Institute, 2017). The project stakeholder management processes are identifying stakeholders, planning stakeholder engagement, managing stakeholder engagement, and monitoring stakeholder engagement.

The previous paragraphs indicated that stakeholders are considered from the initiation of any project. This is primarily because “A project is successful when it achieves its objectives and meets or exceeds the expectations of the stakeholders” (Watt, 2016). Hence, who are the “key” stakeholders a project needs to address or would require the support from? The following are important project stakeholders identified by (Watt, 2016) and supported by (Newcombe, 2003).

Top management: include the president of the organization, vice-presidents, directors, division managers, and the corporate operating committee. These people direct the strategy and development of the organization. They also provide support for easier staff recruitment, and material and resources acquirement.

The project team: the people dedicated to the project. These individuals are the actual operators of the project and the project manager needs to provide leadership, direction, and support.

Manager of the project manager: In most circumstances, the boss determines the nature of the assignment and who is permitted to collaborate with the project manager on projects. Keeping the project manager informed will aid in the acquisition of the resources needed to execute the project.

Resource manager: are in charge of the resources needed for the project.

Internal customers: are individuals within the organization who are customers for projects that meet the needs of internal demands. The customer holds the power to accept or reject your work. Early in the relationship, the project manager will need to negotiate, clarify, and document project specifications and deliverables. After the project begins, the project manager must stay tuned in to the customer's concerns and issues and keep the customer informed.

External customers: are the customers when projects are for common customer usage. These can include users of the project like the public society.

Government: Project managers working in certain heavily regulated environments (e.g., pharmaceutical, banking, or military industries) will have to deal with government regulators and departments. These can include all or some levels of government from municipal, provincial, federal, to international.

The stakeholder management process, as indicated by (Project Management Institute, 2017) entails *identifying stakeholders* (regularly by analyzing and documenting relevant information regarding their interests, interdependencies, and influence), *planning stakeholder engagement* (developing approaches to involve stakeholders), *managing stakeholder engagement* (communicating and working with stakeholders to meet their needs and expectations), and *monitoring stakeholder engagement* (monitoring relationships and tailoring strategies).

Incorporating stakeholders in Project Initiation & Planning

The involvement of stakeholders at the inception stage of a project is imperative as it brings interested parties and their interests on board; if this stage is not executed soundly, it is improbable that the project will be effective in achieving the community needs (Matu, et al., 2020). Matu's and his/her associates further describe the engagement in imitation by saying "During the inception phase, stakeholders conduct a needs analysis by identifying needs and prioritizing them. Once the problem has been identified, beneficiaries discuss it at length and reach a consensus. The objective analysis is done and a possible solution examined based on the root cause of the problem". These three sentences suggest the use of the logical framework approach. The logical framework approach (LFA) is an analytical, presentational and management tool that helps planners and managers analyze existing situation during preparation, establish logical hierarchy of means to reach objectives, identify the potential risks, establish how outputs and outcomes are monitored and evaluated, and monitor and review activities during implementation (AusGuideline, 2005). During initiation, a needs

analysis by stakeholders can serve as a guide to ensure that the project initiation is in line with the needs and capabilities of the said community (Matu, et al., 2020).

In a 2003 conference paper, (Vogwell, 2003) provides a Stakeholder Analysis strategy that would build the base for identifying the engagement of stakeholders in projects. “Stakeholder analysis can be used to understand the stakeholder environment and to priorities management resources” (Vogwell, 2003). According to (Heagney, 2016) managing stakeholders begins with identifying the individual stakeholders by asking three basic questions: Who benefits from the project, who contributes to the project, and who is impacted by the project? This provides an insight into how the stakeholders relate to a project, in terms of their supportiveness. The stakeholder grid, as (Heagney, 2016) calls it, is one of the important tools to categorize stakeholders according to their **influence** and **attitude**. This idea is put in other words by (Vogwell, 2003) as to decide on the level of **power** and **interest** each individual stakeholder has to influence the project; after which the stakeholders can be categorized into groups of high power, low power, high interest and low interest. This table provides the project manager to develop specific strategies for targeting stakeholders based on their grouping.

Influence / Power	Attitude / Interest	
	Low	High
High		
Low		

Table 2: The Stakeholder Grid / Stakeholder Matrix

The (Project Management Institute, 2017) further presents a “Stakeholder Engagement Assessment Matrix” that compares the current engagement levels of stakeholders and the desired engagement levels for successful project delivery. It presents five classifications that can be compared to the desired engagements. These are the unaware (unaware of the project and its impacts), resistant (aware of the project but resistant to any changes of the project), neutral (aware of the project, but neither supportive nor unsupportive), supportive (aware of the project and supportive of its outcomes), and leading (aware of the project and actively engaged in the success of the project). This tool provides an important input for monitoring the project’s effectiveness in stakeholder management. The engagement matrix acts as an effective complement to the stakeholder register, as it enables you to plot the desired engagement level for each stakeholder (Heagney, 2016).

2.3. Empirical review

Megaprojects are large-scale, complex transformational projects that cost in billions, take years to develop and build, involve multiple public and private stakeholders, and affect millions of people (Hirschmann, 1995). If done right megaprojects create employment, improve service and productivity, benefit consumers, and attain appropriate development to the application areas (Flyvbjerg, 2014). However, if their practice is not well designed and implemented, they spell cost overrun, delays, and benefit shortfalls (Flyvbjerg, 2014) and displacement, dispossession, eviction, and enclosure in the end (Kibru, 2022). The literature presented hereafter particularly pertains to the transformative nature of non-private megaprojects in the urban realm.

Urban development & MPs

One of the impacts megaprojects have is on urban development, particularly because they include infrastructure projects, transport projects, economic development, and urban redevelopment (Zekovic, et al., 2018). The use of megaprojects as urban development instrument primarily rose in reason to a shift from managerial into entrepreneurial governance (Zekovic, et al., 2018). They are usually initiated by global economic restructuring, and supported by neoliberal urban development policies (Santamaria, 2019); often with transnational financial support and top political structure (Flyvbjerg, 2014). Zekovic examined the development impacts of the Belgrade Waterfront urban megaproject. The megaproject was implemented in Serbia, where the economy was highly fragile according to the author; nonetheless, the megaproject was commenced and announced to the public with pleasing political statements. The megaproject initiated with the preconditions of public interest and joint venture agreement between the republic of Serbia, Belgrade Waterfront Company and investors from the UAE. The author presents that the decision making of the megaproject was exclusively elite driven in the prospect that the legislative frameworks, regulations and strategies were designed in response to the megaproject with the addition that local communities were excluded from decision-making and poorly informed. Furthermore, the author depicts that the megaproject followed a top-down and “hyper-gentrification” approach. Despite the intentions of (Zekovic, et al., 2018) to study the role of megaproject in urban development and the potential impacts, the researchers found it hard to measure the impact of the Belgrade megaproject given that the megaproject lacked feasibility studies, and data was non-transparent. In conclusion, (Zekovic, et al., 2018) suggests:

- evaluation methods, planning evaluation of alternatives, implementation policy
- transparency in decision-making, with the real and wide participation of different stakeholders, their involvement in “policy re-design” and formulation and evaluation of alternatives.
- goal-driven approach in the preparation of feasibility studies which differs from the traditional technically driven and top-down approach in decision-making. A goal-driven approach reflects to the bottom-up approach of problem identification and solving.
- regulatory frameworks through the inclusion risk assessment plans before decision-making, as well as ex ante impact assessments for evaluating different impacts.

Century City megaproject in Cape Town

In an attempt to explore the contributions and impact of a megaproject in Cape Town, (Kamalie, 2020) examines how the “Century city” megaproject is justified and which parts of community it targets to benefit. Using interviews, observations and documents reviews, the study presents two important aspects of the megaproject – the process of inception of the megaproject and its contribution in urban development aspects. The study unveils that the Century city was initially introduced from a technological sublime of city planners and economical sublime of developers, which then developed through the different inputs of planners, developers, investors and city municipalities. Century city arose from planner and developer ideation, to discussion with municipalities, reconsiderations of the plans, and final approval from the involved municipalities.

According to the author, the megaproject transformed the prior municipal structure of Cape Town municipalities, and created a substantial number of jobs. However, the megaproject did not entertain public participation. The author also indicates that there were transportation issues at certain points and the prior forms of economic activities were replaced with non-indigenous – from local flea markets to economic activities in corporate buildings. The issues of transportation and economic activities reflect well on the disregard of local communities mentioned by (Kibru, 2022). Even though the megaproject engaged decision-making stakeholders throughout its lifecycle, the author indicates that the megaproject has major drawbacks, particularly in transportation and economic inconvenience for the local community.

The author indicates that Century City was justified for investment, densification, centralization, inclusivity, integration, public spaces and work opportunities. Even though these were the causes for the approval and implementation of the megaproject, the findings

indicate that Century City failed to attain the key components of integrity and inclusivity. Important findings of the study are:

- the vitality of participation of numerous stakeholders is reflected in the transportation service provision and the usage issues noticed after the completion of the megaproject
- megaprojects have the tendency to divert planned government directions;
- The provided economic benefits did not scale widely to the wider population of disadvantaged communities. The benefits that arose were short lived and confirmatory to the exaggerated virtue of megaprojects raised by (Flyvbjerg, 2014)
- The local government lacked the expertise to deter megaprojects from addressing the “skewed representation of entrenched interests”, and to correlate economic growth with the broad needs of inclusivity and integration.
- Vaguely defined policy and legislative frameworks create a situation where there is misunderstanding and contrasting interpretation of the frameworks. This resulted a situation where the megaproject was not subject to these frameworks, resulting for megaprojects to incline to benefiting their developer rather than the intended community or form of development. In the case of Century city, local municipality planners were at a disadvantage, public participation was easily be downplayed, and there was little contribution to the city’s spatial and social transformation in contrast to the economic benefits.
- Megaprojects provide economic growth, but only induce economic development on the condition that the megaprojects are developed making use of an existing situation. Economic growth is the short-term economy indicated by GDP, while economic development focuses on the quantitative (income) and qualitative (quality of life) aspects of an economy in long-term.

The author remarks that the megaproject fell short in achieving integration and inclusivity, and successful distribution of economic development; because of non-existent public participation, and because the developers’ intentions were quick profit respectively. Despite the drawbacks of the megaproject, the author gives recognition to the complexity and the strengths of the megaproject, and emphasizes on the intensive planning, continuous reviewing managing and maintaining to implement megaprojects in changing economic technological and social environments successfully. In conclusion, the author denotes that global scale of economies, tourism, international and national corporate investment, and often the revenue to local

government favors the developer's narrative; however, opportunities can be made use of in the case of intensive partnerships between government, private developers and citizens.

Megaprojects in Sustainable Urban Regeneration

Given that megaprojects are highly transformative projects, (Chrysotomos & Xenidis, 2018) contrasts the different ideologies in urban development against that of megaprojects, particularly the contribution of megaprojects in urban sustainability. Urban development particularly entails intentions to improve physical, social, economic and ecologic conditions of urban areas through various actions, including redevelopment, rehabilitation and heritage prevention (Zheng et al., 2014). In this prospect, (Chrysotomos & Xenidis, 2018) presents the writings of Lehrer, which depict a "new" approach of megaprojects which are flexible and diverse to create mixed-use spaces. (Dewey and Davis, 2013) also denote the new approach in the prospect that it gives prominence to political influence and equitable outcomes.

"Mixed-use space" is a term highly favored in urban development for the reason that the concept integrates different compatible land-uses (for example residential with commercial), to offer residents flexible chances to work, live and shop in a single neighborhood (Planetizen, 2018).

Chrysotomos contrasts megaprojects against sustainable urban development and the concept of "Smart Cities". The concepts of urban sustainability and smart cities, taking into consideration their potential overlaps, contain values that are of crucial importance for urban megaprojects development (Chrysotomos & Xenidis, 2018). However, despite the pro-growth aspirations, the actions of megaprojects are repeatedly misaligned. The author reached this conclusion from the review of four megaproject cases studies in Istanbul, Durban, Copenhagen and Lima; where the megaprojects promised economic growth, urban regeneration and transportation infrastructures. Instead, the megaprojects delivered environmental pollution, inaccessibility to the daily lives of citizens, displacement of low-income settlements, and poor integration with the existing infrastructure.

In addition, the article mentions the issue of questionable needs (if the megaproject deliverables were actually in demand), misalignment with the city development plan, and social contestations because of the disregard of public engagement. The primary challenges, associated with urban development, identified in the four case studies were that the variety of

facilities provided by megaprojects mostly address the elite, better investment alternatives are not properly assessed, the complexity constraints on mega-project planning has the potential to deter the real needs of the citizens, and public opinion is usually not incorporated into the decision-making process resulting in conflicts and reactive resolution processes. In this prospect, the author concludes that early stakeholder engagement into the decision-making process can play a critical role in megaproject effectiveness, and that it is crucial to formulate a decision support system that allows the appraisal of a wide range of investigated alternatives from multiple perspectives.

Important Points in Megaproject Literature

There are several reasons for the pursuit of megaprojects including the technological development, the growing needs of modern societies, and the inadequacy of existing infrastructure (Chrysotomos & Xenidis, 2018). Megaprojects are utilized as strategies for attracting private capital and repositioning cities on the competitive landscape (Adama, 2018).

For megaprojects, cost-benefit analyses and environmental and social impact assessments (EIA and SIA) are typically at the core of the documentation and decision making process (Misic & Radujkovic, 2015). Public participation plays a big role in realizing the effectiveness, potential and sustainability of megaprojects (Kamalie, 2020). Clearly defined policy and legislative frameworks are critical in realizing and structuring megaprojects to achieve holistic benefits (Kamalie, 2020).

A major problem in megaproject policy is misinformation about the costs and benefits, and high risks. The “megaproject paradox” includes risky scenarios, underestimated costs, overestimated benefits and revenues, undervalued environmental impacts, overvalued economic effects, as well as legal and ethical issues (Zekovic, et al., 2018). In many regions, state policies support urban development compatible with elite tastes and consumption that promotes socioeconomic inequalities that enables global finance capital to shape the city. This “privatization” of planning through megaprojects tends to undermine the public administration of urban space and replace local authority with private governance (Zekovic, et al., 2018). Local community groups that will be affected by the megaproject should be identified and engaged as soon as possible in megaproject lifecycle, and structured frameworks should be used to assess their attitude to the megaproject (Brookes, 2015).

2.4.Logical Framework

Based on the findings from literature reviews, the study follows the following logical framework in the process of initiating and planning a megaproject.



Figure 1: Logical framework (Developed by researcher derived from literature review; Source: PMBOK guide)

CHAPTER THREE: RESEARCH METHODOLOGY

3.1. Introduction

This chapter presents the research approach, methods, and design undertaken by the study. It also presents the study population and the selected sample along with the sampling selection technique. Furthermore, the chapter outlines the approach to data collection, instruments used for data collection, and analysis.

3.2. Research Approach

This study is an assessment of the practices in the initiation and planning of megaprojects along with the magnitude of engagement stakeholders have in these processes. Consequently, the study used a qualitative research approach to uncover the underlying processes in the aforementioned project stages.

A qualitative research approach is convenient for evaluating processes. Accordingly, this study explored the different tools, processes, and techniques used in the processes of megaproject initiation and planning.

3.3. Research Design

Megaproject practices and management are common practices in business, investment, and global contexts at large. There are also mentionable extensive practices in the African context. This is depictive that there is extensive literature on megaproject analyses, reviews, appraisals, and different ranges of analyses. Furthermore, even the Ethiopian context is rich in megaproject practice at regional and national scales. With the use of descriptive design, the study answered the basic questions of the megaproject characteristics and its stakeholders, presented background information, and clarified sequences and sets of stages.

3.4. Population and Sampling

As the megaproject initiative is in its infancy in Addis Ababa, there are only a handful of megaprojects planned, underway, and built in the city. The Addis Ababa city government megaprojects office has undertaken Addis Ababa city public library, renewal of the mayor's office, grand palace smart parking, transport bureau head office and Adwa zero-zero historical museum and Meskel-square smart parking, and the Renovation of the Addis Ababa City Hall (Taye, 2021).

The study used a nonprobability sampling technique to choose the appropriate project. From the set of nonprobability techniques, the study made use of deliberate / purposive sampling to assess the “Sectoral Office megaproject” as its study subject. This megaproject was selected because the megaproject answers to the inadequacy of existing infrastructure.

On the other hand, the study used a snowball selection model to select informants for data collection from the respective responsible offices. The selection of the informants started from the Addis Ababa City Government Megaproject Office and continued to identify external stakeholders that took part in the lifecycle of the megaproject. The study used this sampling technique because the study anticipated that some focal persons might not have been available.

3.5.Data Collection

The research used primary data to gain insights from an identified list of key megaproject participants and stakeholders. These included top management officers at the Addis Ababa city megaproject office and a representative from the Ethiopian Construction Design and Supervision Works Corporation (project consultant). The study further reinforced the findings from the interviews with secondary data sources such as reports and documentation.

Semi-structured Interviews: the Sectoral Office megaproject is one of the undergoing projects in the organization. Consequently, at the time of conducting this study, there was no disclosed information on the underlying processes. Hence, the researcher used a semi-structured interview to identify the opinions, the relevance, and extent of usage of the different concepts.

Secondary Data Sources: Given that megaprojects are large and complex projects, they are expected to have detailed plans and reports to guide and structure their processes. Accordingly, this study used checklists to look for documentation of plans, schedules, budgets and reports in the initiation and planning stages / phases of the megaproject processes. All the aforementioned data collection and instrument usage were conducted using personal (face-to-face) means of communication.

3.6.Data Analysis

Since the primary objective of the study was to assess the initiation and planning processes of megaprojects in AAMPO, it followed qualitative data analysis, using interviews and secondary data sources. Interviews were collectively the building blocks of the analysis. The interviews served as a tool to identify an overview of the situation, while documents were used to support the findings of the interviews.

The study utilized discourse analysis to analyze data collected from the structured interviews. Additionally, Content Analysis is used to identify and assess important elements from the secondary data sources related to the research objectives and questions. Elemental text components were categorized for analysis and interpretation.

The study describes the different processes, tools and techniques, and other elements regarding the initiation and planning of megaprojects in the Addis Ababa City Governments Megaproject Office with the use of descriptive data analysis.

3.7. Ethical Considerations

This study adhered to ethical considerations by first getting an official support letter from Addis Ababa University School of Commerce addressed to the office. The letter included information about the objectives of the study. Moreover, the researcher informed the interviewees about the details of the study prior conducting the meeting.

The study kept 100% permission, anonymity, and confidentiality of data collected from individuals and documents. This helped produce rapport with the individuals, thereby establishing positive feedback from the interviewees. In addition, the snowball respondent selection method helped target interested and relevant respondents.

CHAPTER FOUR: DATA PRESENTATION, ANALYSIS AND DISCUSSION

4.1. Introduction

This chapter discusses the results and findings on the practice of megaproject initiation and planning in AAMPO on the case of Sectoral Complex Megaproject.

4.2. Response rate and Demographic data

To get the information needed to answer the research questions, the study interviewed five respondents. These interviewees were chosen based on their engagements in the megaproject and recommendation from the contact persons in the organization. The interview followed a snowball methodology, where the researcher identifies one focal person for an interview and the first contact person then recommends a subsequent respondent(s) that had different engagement in the process. Accordingly, the following table shows the demographic information of the interview respondents.

Respondent	Gender	Education Level	Profession	Position	Years of Experience
AAMPO Employee	M	Masters	Civil Engineer	Design team directorate director	Senior (6+ years of experience)
AAMPO Employee	F	Degree	Senior Quality Surveyor	Design team professional (front line professional)	Mid-level professional (3 – 6 year of experience)
AAMPO Employee	M	Degree	Senior Civil engineer	Contract administration group director	Senior (6+ years of experience)
AAMPO Employee	M	Masters	Senior level accountant	Finance directorate director	Senior (6+ years of experience)
Consultant Employee	M	Degree	Urban planner		Junior (0 – 3 years of experience)

Table 3: Demographic information of the interview respondents

The study did not pursue to interview further respondents / informants because of data saturation. Subsequent interviews had repeated responses and did not add new phenomenon. Rather, the study interviewed a focal person from the consultants to gain further information.

4.3. Findings

AAMPO is currently embarking on fifteen megaprojects in partnership with different external offices. The list of megaprojects include Women Rehabilitation & Skill development Center, Sectoral Offices Megaproject, and Wabi Shebelle Parking Megaproject.

This study was proposed to assess the initiation and the planning processes of megaprojects within the operational bounds of AAMPO, particularly the Meskel Square Parking megaproject. However, after conducting a preliminary interview with AAMPO personnel, the researcher found out that both primary and secondary data would not be available for review. For this reason, the study focus has changed to the “Sectoral Office” megaproject. The study anticipated this and set an open ground in project selection. Accordingly, the study follows the underlying initiation and planning process in the “Sectoral Office megaproject”, which is discussed as follows.

Sectoral Offices Megaproject

Currently, a number of sector offices provide different services for the community in Addis Ababa. However, an assessment of the performance of the sector offices indicated that the spatial distribution of these offices, their integrative performance, and service provisions are problematic. In addition, the preliminary study indicates that the “Government Offices Management Office” (an office that handles administrative and financial matters of government offices) endures financial and administrative challenges due to the spatial distribution of the offices, and the varying rental conditions in which the offices are situated. It was in response to this issue that the “Sectoral Office Megaproject” was initiated.

“Although there are government owned office buildings scattered throughout the city, many sector offices are still using rented offices. So, it is high time for the city to have modern office complex buildings worthy of its reputation and services it delivers.” (AACGMPO, 2021)

Initiation phase

The study collected data about the initiation phase depending on the following focal points. These are problem / opportunity identification, source of project idea, comparison of different

prevailing problems, solution identification / development, comparison of solutions, and stakeholder engagement. These are presented in detail as follows.

i. **Demand Identification:** Addis Ababa Megaprojects Construction Office has three primary ways through which it initiates projects. The first is from the initiation of the megaproject office itself. The “Project and Business Directorate” of AAMPO prepares development plans and takes them through the right study and approval processes. The second way through which projects are obtained is through requests from other institutions. In these contexts, problems / opportunities are identified by an external organization and their funds will have been secured before the projects are presented to AAMPO. For instance, the Women and Children Office initiated the “Women Rehabilitation & Skill development Center” megaproject. The initiators conducted all the pre-feasibility, feasibility, and planning processes and provided a request to AAMPO to construct and oversee the megaproject construction. The responsibility of AAMPO in this megaproject is to then lease the construction to contractors, and supervise every step of the construction process after the necessary funds have been allocated. Before the establishment of AAMPO, numerous projects were under the supervision of “Construction office”. However, after the establishment of AAMPO, megaprojects whose initial budget was above 1 billion and megaprojects whose budget exceeded ETB 1 billion due to inflation were transferred to the office. This is the third way through which the office obtains megaprojects.

Q7 & 9 – Project motivation and source: the interview questionnaire first starts with the intention of the sectoral office megaproject. This is done given that different reasons for initiation would require varying assessment and evaluative measures in identifying and pursuing a problem or an opportunity.

Accordingly, the Sectoral Office megaproject is a demand-fulfilling megaproject. The megaproject fulfills demands from two sides, government and service-seeking customers. From the government side, there was a demand for better working conditions for government employees and better financial management of the government offices. On the other side, customers demanded a cohesive service provision from the offices without having to travel to different places. The megaproject was initiated with the macro project idea identification approach, and the project idea arises from the ideas of government interest.

Q8 – This question asks what tools were used from the different varieties used in identifying opportunities or problems to change them into project ideas, the most

common ones being Observations, Questionnaires, Literature, Focus Group Discussions, Surveys, and Interviews.

The megaproject idea was based on survey records (such as customer satisfaction and feedback comments), and the financial and administrative records to quantify the demand at hand. The reports from the Government Property Administration Office indicate that government offices spend nearly ETB 746 million on annual rent; the collective service provision performance of the sector offices was fragmented and non-integrative; and that the spatial distribution also contributed to weak customer satisfaction and service provision attractiveness.

***Q10** – In pursuing a project idea, it is theoretically common to identify multiple problems and prioritize and compare them. This question looks if the theoretical concept exists in the practices of AAMPO.*

AAMPO has no such practice. Projects are pursued based on the interest and approval of the mayor's office. In response to the request if other problems were identified, aside from the one which was pursued and why the selected problem / opportunity was studied from its counterparts, one of the respondents from AAMPO indicated that once a problem or a need or an opportunity has been identified, the office acts towards it. AAMPO does not conduct problem identification processes nor does it compare different solutions. It is not an organization established for business purposes, but rather acts toward the interests and requests of different government offices. Despite attaining no information on the approval process of the mayor's office, respondents indicate that there are no comparative problem assessments in the operations of AAMPO.

***Q12** – Once a problem has been identified, the next step would be to find multiple and viable solutions that fit into the fulfilling capacities of the office and that would fill the demand gap. This question asks about the process of solution feasibility and comparison between alternate solutions.*

ii. **Comprehensive study by AAMPO:** After the highlight of the problem was presented to AAMPO, the office took full control to conduct an in-house study on the different aspects of the project. In the context of the Sectoral office megaproject, AAMPO conducted financial, locational, and environmental impact assessment studies. The revised study by the design directorate of AAMPO went through seven guiding elements of analysis. These were the demanded output (in categories of staff, customer, and government interests), available input (land), requirements (sectoral office spatial requirements, and magnitude of customer service),

the development plan (outlines of concept designs, programs and building material), on-hand experiences (in house and readily available professionals), and estimated baseline cost of the megaproject.

In contrast to the theoretical feasibility measures, there were no feasibility models to contrast and compare alternative solutions. The project idea was decided on immediately and the studies were conducted to find suitable places.

iii. **Approval from top management and mayor's office:** The project idea is reviewed by top management and team leaders in AAMPO. Afterward, the demand, the initial development idea, and the cost baseline were presented to the mayor's office for review and approval. The mayor's office provides the final authorization as per the accountability of AAMPO provided in regulation No.110/2022. Approval at this stage of the megaproject only entails approval for further study and quantification of the goals and deliverables.

***Q11 & 13** – Given that megaprojects are highly influential, the engagement of numerous stakeholders is expected especially in the project ideation stages. Questions 11 & 13 ask which stakeholders participated in providing information for the ideation and approval of the megaproject.*

Project respondents indicated that there were two primary stakeholders for the idea generation. These were the Government Property Administration Office and service users within different government offices. However, AAMPO and the Mayor's Office are involved as the owner and implementer stakeholders. The Government Property Administration Office is the primary source of this project idea, and the reports it developed from different service-providing offices indicate that the clients also want the betterment of the service provision. Which was translated as a demand of the public. On the other hand, the role of AAMPO resembles a researcher. During this stage of the project, the project and business directorate group of AAMPO communicated with the Administration office and with top management. Lastly, the mayor's office is the source of approval and financing.

Planning phase

The planning phase is addressed in the third part of the interview questionnaire, which examines the processes and availability of planning elements explored during literature review.

Q15 – What were the steps in the planning stage?

i. External consultant engagement: The initiation stage delivered the demand assessment, intended outcomes, a cost baseline and a brief narrative of the development outlines. These materials were used to engage with the project consultant. The planning stage begins with the addition of an external consultant. The consultant operated under a “Design-Build (DB)” methodology.

A Design Build methodology is a contractual agreement where the owner / client (AAMPO) awards the design of the project to an external consultant. Afterward, a contractor is hired to do the construction works. In the case of the Sectoral Office megaproject, the DB consultant was/is the Ethiopian Construction Design and Supervision Works Corporation.

ii. Discussion of the development intention: The conceptual development plan was presented to the consultant. This documentation includes the scope, scope, urgency, resources and the stakeholders of the megaproject. The term urgency here indicates the unspecified schedule of the megaproject only with an intention of an immediate commencement.

iii. Restudy: However, after a thorough discussion with the consultant professionals, the location of the project was identified to be problematic, primarily due to the overloaded characteristics of the site. Accordingly, the first task of the consultant was to conduct a site selection study. The scope of the site selection study was to set systematically layered and weighted selection criteria for the development, examine the previously selected area based on selection criteria, and recommend sites for development. The selection criteria were accessibility from all corners of the city, Evaluation of compatible land use, City development activities, Development triggering, Potential for early commencement, and Potential to city image buildings. The site selection study identified eight preferable locations and recommended one site based on the previously stated selection criterion.

iv. Approval of newly selected site: The site selection study was presented to the Mayor’s office, and given approval for continued development plans.

v. Design preparation: Following the approval of the newly selected site location, the consultant continued to design works that were within the scope of undertaking spatial,

physical, and non-physical studies; preparing a technical feasibility study and employer's requirement; and preparing a development concept design.

vi. Designing and planning the megaproject: The next steps involved developing a masterplan design framed by the nature of the target sectoral offices, their respective work processes, the diverse types of staff, the large-scale development, and the traffic to be generated in reason to the upcoming development. The process of the design development followed three comprehensive process phases – Predesign, Concept Design, and Post Design phases.

The predesign phase is where a situational analysis is performed on the site. The analyses included technical feasibility, topographic, geophysical and site analyses. The second phase of concept development was the phase in which the intentions of the megaproject were translated into a development abstraction. These development concepts were entirely based on the data provided by AAMPO and onsite observations by the consultant. In the last phase, detailed space requirements, and financial requirements were made.

vii. Approval: The planning phase entails continuous in-house discussion between the functional groups of AAMPO, and then presented to the Mayor's office. It is after these discussions that, the required design improvements are forwarded to the consultant, or given approval for continuation. The subsequent stages of megaproject development continue only after presenting the final draft to the Mayor's office and obtaining a green light of approval.

***Q16 – 20** – These questions emphasize on scope, cost, time, and risk aspects because literature indicates that the major issues of megaprojects are particularly regarding these aspects. These questions ask about the clarity of project scope, the engagement of stakeholders*

The stakeholder engagement in the planning stage was highly communicative. There were discussions and consultation hours every week between the AAMPO and the project consultant. The project scope was clearly understood and pursued accordingly.

However, there were absences of important planning elements. AAMPO employees indicated that there were no risk management plans, no schedule delay factors, and no cost overrun factors and plans integrated into the planning stage. On the other hand, there were also no clearly stated project schedule plans. The respondent from the consultant indicated that the megaproject was provided with no clear schedule but rather with an indication that it was an urgent project to be finished as soon as possible. Moreover, the respondent also indicated that there was no clear process of how the megaproject was handed to the consultant. Normally,

projects are awarded to consultants after some form of a bidding process, whether it was a closed bidding or an open one. However, the planning stage of the megaproject was handed to the consultant without any clear indication of how the consultant was selected. There were also no documentation to indicate this contract.

Q21 – 24 – What were the priority issues between the stakeholders? What tools were used in the communication? How strong was the engagement of the stakeholders?

This set of interview questions looks for the engagement of the varying stakeholders that took part in the megaproject. The planning stage included additional groups from AAMPO and the consultant as a part of the active stakeholders. The respondents indicated that the stakeholder engagement was highly back and forth. The communication was characterized by continuous interaction between the stakeholders and continuous consultations.

The priority of the project consultant was to deliver the project design and feasibility plans in accordance with the project scope and intentions of the megaproject. Conversely, the concern of AAMPO was making sure that the project proceeded according to its development initiative and getting approval from the mayor's office.

Q25 – 27 – What are the opinions of the respondents on the progressions and acceptance of the initiation and planning process? What could be improved?

The last set of interview questions seeks to get an insight into the personal opinions of the respondents and it was indicated that the megaproject practice needs to be improved. An AAMPO employee indicated that the initiation could and should have included pre-study which was practiced in another megaproject. As per the indication of the respondent, the pre-study is a thorough study on the financial evaluation of the megaproject. In addition, the respondent also indicated that both the initiation and the planning stages were highly obstructed by the bureaucratic and political intentions of top management. In the words of the respondent, the processes were filled with “daily hassle”, “governance issues”, “bureaucracy”, and “lack of positivity in terms of processes and mandate”. The respondent also indicated that the actual technical work was subjugated to bureaucratic processes and the respondent was engaged more in the bureaucratic process rather than the technical expertise his position required from him.

In spite of the negative obstructions in the initiation and planning processes, the respondents believed that the megaproject has strong support and acceptance from the stakeholders actively engaging in the megaproject. However, there were no documents that indicate public and clients acceptance.

4.4.Data Analysis

In megaproject practice, initiation is the most significant phase of a megaproject lifecycle. Given that megaprojects are massive projects that change the lives of the masses, the initiation stage should critically address how it intends to achieve the impact the megaproject targets, whether it may be economic, social, technological or otherwise. Accordingly, inputs from various stakeholders form the base for the problem/demand/opportunity identification stage. Even though this study does not contest the development of a community-serving sectoral office facility, there are certain gaps in the initiation process and planning stages.

Initiation:

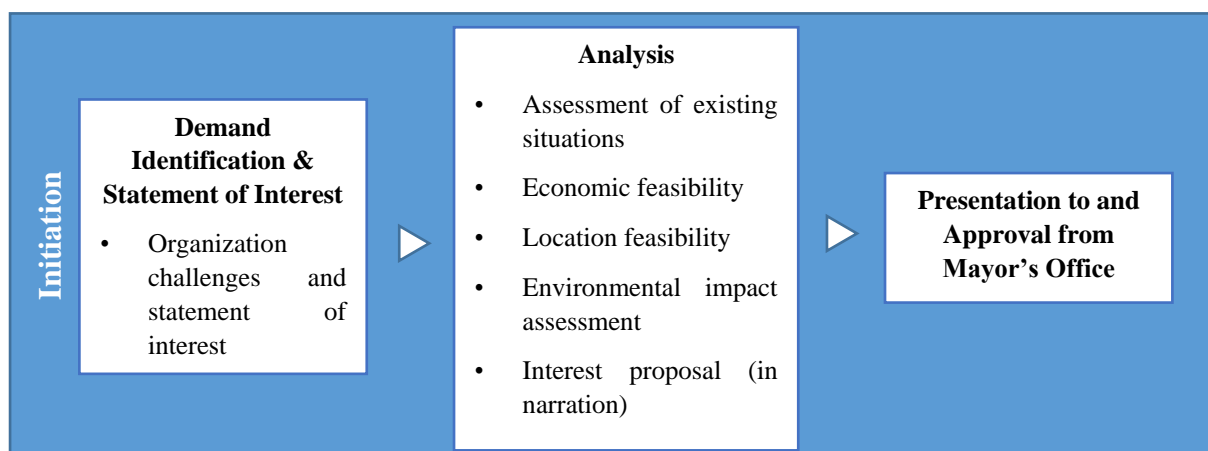


Figure 2: Initiation Process of Sectoral Office Megaproject

Problem identification: this sub-process can be observed in two regards. The first is through the category of problem identification. It is evident that the project idea is entirely Macro sourced (generated from government intentions). Second, the problem identification process did not entertain further problems that would possibly require intervention. One of the study interviewees indicated that the organization is not business-oriented. Hence, AAMPO does not consider many problems and choose to study one. Rather, it identifies a problem it deems to be important and works towards solving it.

The indication of one of the interview respondents is that demands are addressed on a first come first serve basis. This approach completely disregards the different processes involved in identifying and evaluating different existing issues and identifying a number of solutions before deciding on a feasible alternative. The multiple solutions process is not only confined to business-oriented organizations, as misconceived by the study informant but rather a guiding tool for effective development activities.

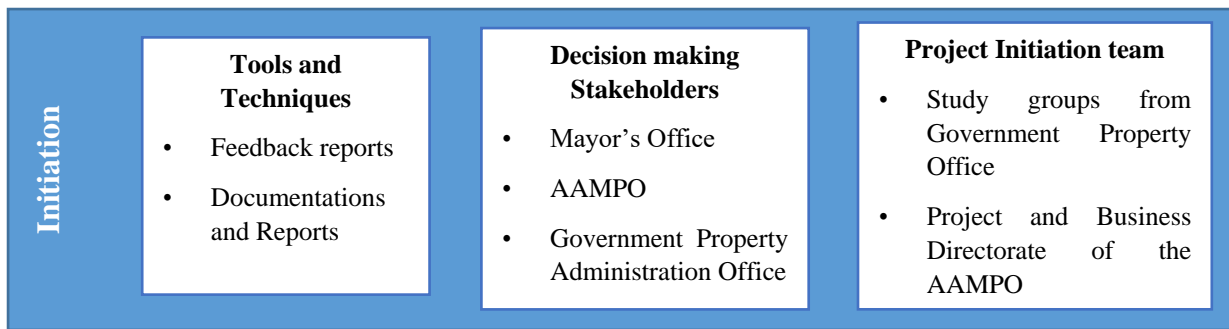


Figure 3: Initiation Tools and Its Stakeholders

A Limited scope of inputs for decision: Even though the background study claims that problems were identified from the inputs of customers in the sector offices, it also indicates that the study was confined to the bounds of the sector offices. This could be further enhanced with additional quantified data and evaluative studies. Cost-benefit analyses and environmental and social impact assessments are essential in the decision-making processes of megaprojects (Misic & Radujkovic, 2015). However, a quantified study of the two analyses is not available as indicated during the interviews and in the documentation.

Implied stakeholder engagement: despite the fact that customer feedback is used in assessing the situation, there is no direct situation assessment following the indications of the reports. Even though the evaluative comments of clients indicate the need for improvement in the offices, it does not necessarily indicate the necessity of the megaproject. On the contrary, the key stakeholders of the megaproject were highly cooperative and communicative during the processes. Communications were conducted between top management, client representatives, functional groups of AAMPO, and the mayor's office. The following diagram depicts the hierarchical relationship between the different stakeholders during initiation.

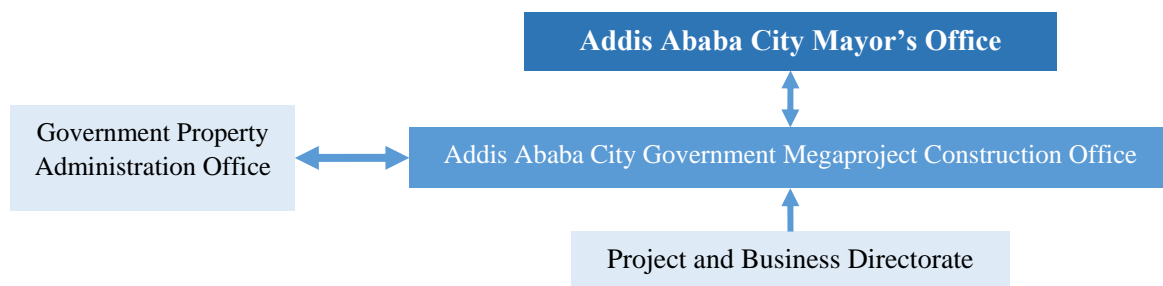


Figure 4: Hierarchical Relationship of Stakeholders during Initiation

In addition, the responsibility of the Administration office was to provide the initial documents for AAMPO to develop the details. AAMPO here is the researcher and is responsible for conducting thorough studies with different stakeholders and identifying viable pathways for the project. In this regard, AAMPO has not conducted its responsibilities to a full extent. This

was partly due to political interference, bureaucratic processes, and governance within the management system.

Planning:

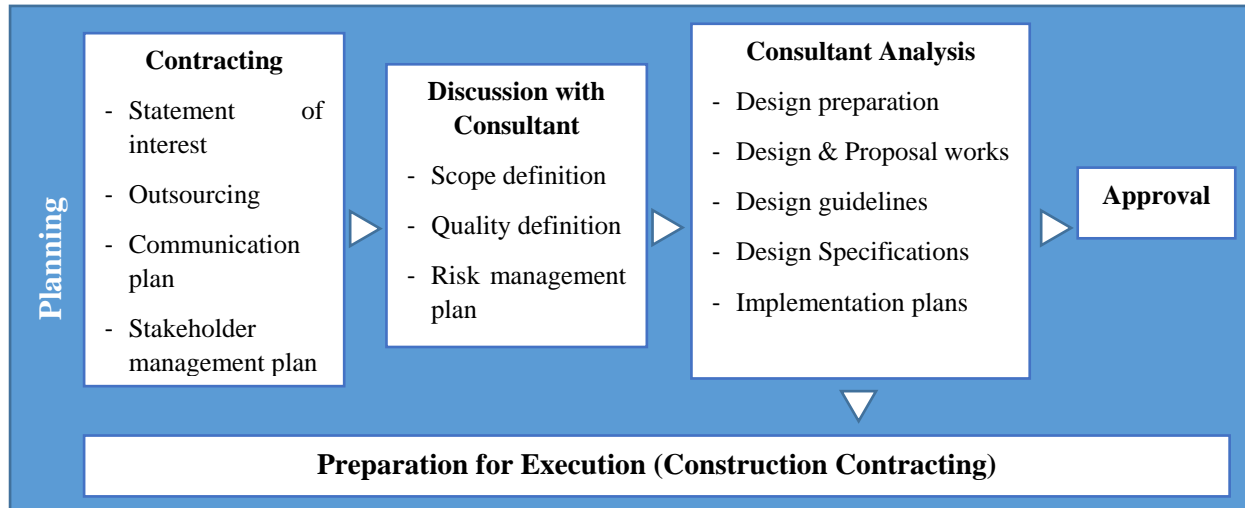


Figure 5: Planning Processes of Sectoral Office Megaproject

Iterative planning process: It was evident that the planning stage followed an iterative approach during which development ideas were regularly consulted between AAMPO and the project consultant. The ratings on the communication plan are solid indications that there was good communication between the stakeholders. Consequently, revisions and design alterations were common due to the weekly discussions. The following diagram depicts the iterative procedures the planning went through.

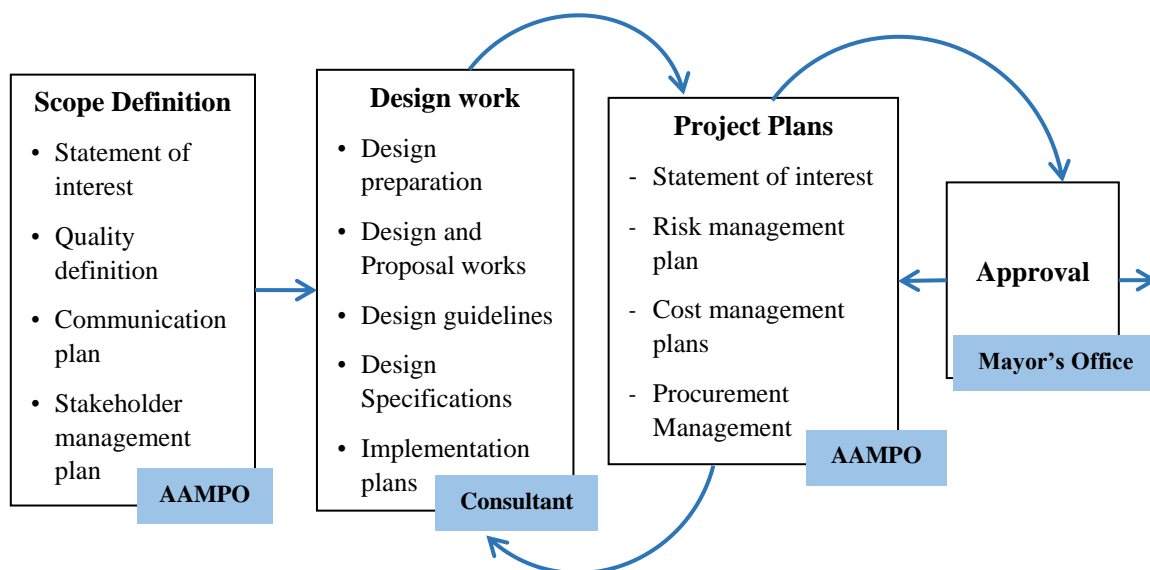


Figure 6: Iterative Planning process

Missing project-planning elements: Conversely, there were unclear distinctions in the schedule of the megaproject. The design responsibility was handed to the consultant with the indication of urgency, but no *schedule plans* were offered to the consultant. Moreover, no documents were available to review the *procurement and contracting plans* and processes in consultant and further contracting plans. This indicates a lack of transparency in the process. Another missing planning element identified during the interview and content analysis was *risk management plan*. The megaproject planning did not identify any risks and proceeded recklessly. This forwarded a challenge for the consultant because there was a previously designed project in the newly selected project site. Accordingly, the process was prone to repetitive design changes and reviews.

Tools and techniques: As per the responsibility given to AAMPO, by regulation No.110/2020, the organization outsources development activities and supervises to make sure that the development activities are in accordance to project objectives. In the Sectoral Office megaproject, AAMPO uses a DB contract. AAMPO benefits from DB contracts in reason to the simplification of its responsibilities in the design and construction processes. This reduces administrative and management burdens.

Key stakeholders contributing to the decision-making process and their institutional relationships: The stakeholder engagement in the planning stage is entertained with the addition of the external consultant and three functional teams of AAMPO. During this stage, AAMPO represents the Government Property Administration Office in place of the client and facilitates the development actions towards the predefined desired goals. The following diagram is a depiction of the relationship between the existing megaproject participants.

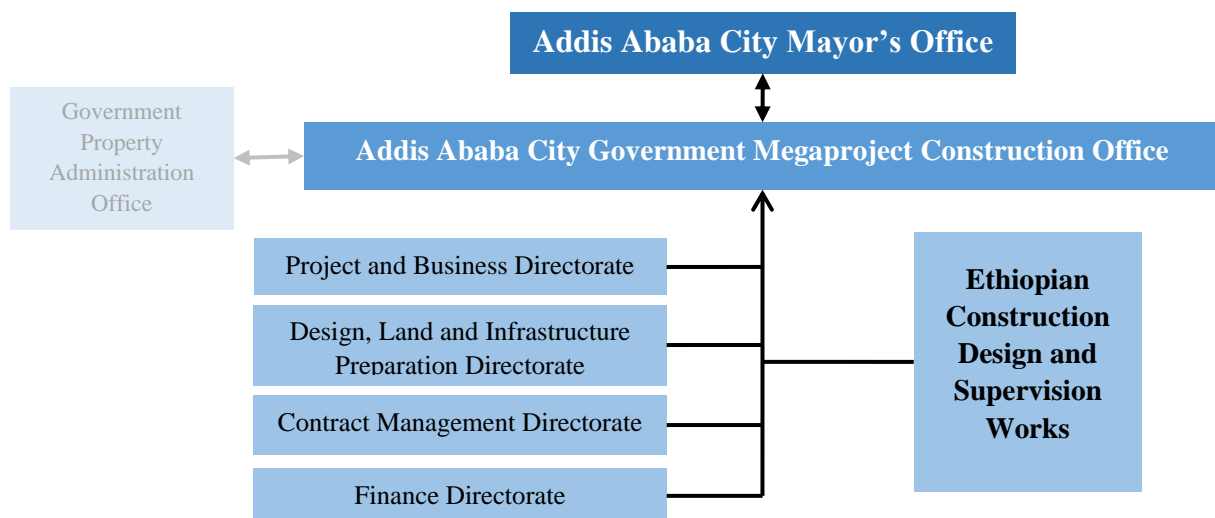


Figure 7: Hierarchical Relationship between Internal and External Stakeholders during Planning

Stakeholder engagement and communication approach: the communication between the stakeholders was highly back and forth. The functional teams of AAMPO work closely in providing data and relevant information to the consultant. Then the consultant delivers and presents design outcomes to the top management and the process council of AAMPO every week. This is followed by in-house discussions of the top management. Then forwarded and presented to the Mayor’s office every major milestone (demand proposal, site location change, concept design, etc.). The communication between the functional teams and the consultant was highly back and forth.

4.5. Comparison to Logical Framework

Logical Framework	Practice
Initiation	
Problem / Opportunity identification <ul style="list-style-type: none"> • Observation, Questionnaire, Literature, Focus Group Discussion, Surveys, Assessments, Interviews 	Demand indication <ul style="list-style-type: none"> • Feedback Surveys, • Reports / Assessments, • Literature
Business case <ul style="list-style-type: none"> • Detailed problem description • Objectives • Problem / Opportunity statement, • Assumptions, and constraints • A list of the available solutions • An analysis of the business benefits, costs, risks, and issues • Solution description • Project requirements • Summarized plan for implementation with schedule and financial analyses 	Business case <ul style="list-style-type: none"> • Detailed problem description • Objectives, • Problem / Opportunity statement, • Project requirements • Summarized plan for implementation with financial analyses
Feasibility study <ul style="list-style-type: none"> • Mathematical model, • cost-benefit analysis, • scoring models, 	Feasibility study <ul style="list-style-type: none"> • Economic feasibility (as in if the mayor’s office has enough

<ul style="list-style-type: none"> • cash flow analysis techniques • payback period, • discounted cash flow, • Net Present Value, • Internal Rate of Return 	<p>financial capacity to support the development)</p> <ul style="list-style-type: none"> • Location feasibility • Environmental impact assessment
<p>Stakeholder analysis</p> <ul style="list-style-type: none"> • Key stakeholders identification • Focus of engagement of each stakeholder • Documented interests, involvement, interdependencies, influence, and potential impact 	<p>Stakeholder analysis</p> <ul style="list-style-type: none"> • Key stakeholders identification • Focus of engagement of each stakeholder • Documented interests, involvement, interdependencies, influence, and potential impact
<p>Project charter</p> <ul style="list-style-type: none"> • Summaries of scope, and objectives, and project participants • Preliminary delineation of roles and responsibilities, • List of key stakeholders, • Authority definition of project manager • Reference of authority for the future of the project 	<p>Project charter</p> <ul style="list-style-type: none"> • Summaries of scope, and objectives, and project participants • Preliminary delineation of roles and responsibilities, • List of key stakeholders, • Reference of authority for the future of the project
Planning	
<p>Scope Management</p> <ul style="list-style-type: none"> • Requirements management plan, • requirements documentation, • project scope statement 	<p>Scope Management</p> <ul style="list-style-type: none"> • requirements documentation, • project scope statement
<p>Schedule Management</p> <ul style="list-style-type: none"> • Activity list, • activity attributes, • milestone list, • change requests, 	<p>Schedule Management</p> <ul style="list-style-type: none"> • Activity list, • milestone list,

<ul style="list-style-type: none"> • project schedule network diagrams 	
<p>Cost Management</p> <ul style="list-style-type: none"> • Cost management plan, • cost baseline, • cost estimates, • basis of estimates • project funding requirements 	<p>Cost Management</p> <ul style="list-style-type: none"> • cost baseline, • cost estimates, • basis of estimates
<p>Quality Management</p> <ul style="list-style-type: none"> • Quality management plan, • Quality metrics 	<p>*No Quality Management Plan (Implied)</p>
<p>Resource Management</p> <ul style="list-style-type: none"> • Resource management plan, • Team charter, • Resource requirements, • Basis of estimates, • Resource breakdown structure 	<p>Resource Management</p> <ul style="list-style-type: none"> • Resource requirements, • Basis of estimates,
<p>Communications Management Plan</p>	<p>Communications Management Plan</p>
<p>Risk Management</p> <ul style="list-style-type: none"> • Risk management plan, • Risk register, • Risk report 	<p>*No Risk Management Plan</p>
<p>Procurement plan</p> <ul style="list-style-type: none"> • Procurement strategy, • Bid documents, • Procurement statement of work, • Source selection criteria, • Make-or-buy decisions, • Change requests 	<p>Procurement plan</p> <ul style="list-style-type: none"> • Make-or-buy decisions (provided by establishment regulation)
<p>Stakeholder Management</p> <ul style="list-style-type: none"> • Stakeholder Register 	<p>Stakeholder Management</p> <ul style="list-style-type: none"> • Stakeholder Register

<ul style="list-style-type: none"> • Stakeholder Assessment Matrix • Stakeholder Engagement Matrix • Stakeholder Management Plan 	<ul style="list-style-type: none"> • Stakeholder Engagement Assessment Matrix • Stakeholder Management Plan
---	---

Table 4: Comparison of Findings to Logical Framework

4.6. Connections to Existing Literature

In assessing the initiation and planning processes, I take the reader back to the major indications and outcomes of prior literature. This study identified that despite megaprojects being or claiming to be highly impactful to the lives of many, they endure problems concerning on-time and on-budget delivery, producing the intended societal benefits, cost overruns, narrow planning perspectives, and risks that were not considered in the development plans. These issues arise due to the complexity of megaprojects, incompetent planners and managers, poor multi-actor decision-making, uniqueness bias, over-commitment (“lock-in”) to a certain project concept, principal-agent problems and rent-seeking behavior, unaccounted complexity, and unplanned events with an inadequate budget and time contingencies, and misinformation on costs, schedules, benefits, and risks in decision-making. From the stated hindrances, the following issues were evidently observed in the Sectoral Office megaproject.

- **Narrow planning perspectives:** these were evident through the unaccounted and unplanned project. A good example of this was the fact that the newly selected site location had a preplanned development, but endured complications with the megaproject. In addition, the planning did not clearly define the project schedules, corresponding budget, and time contingencies.

- **Incompetent planners and managers:** This study did not examine the competence or maturity levels of the megaproject participants; however, information from interviewees indicates that bureaucratic processes and political intentions highly obscure the planning capabilities, regardless of the participant competencies. In this regard, the management is incompetent to handle the complexity of the megaproject.

- **Poor multi-actor and multi-level decision-making:** Decisions in the megaproject were limited to the AAMPO and the mayor’s office. There was no multi-level stakeholder engagement, nor was there any participation from external bodies. Poor decision-making tendencies also arise from the inexistence of multiple demand identification and prioritization and multiple solutions for the selected problem.

Irrespective of possible efficiencies in implementation, monitoring and closeout project practices, AAMPO endures initiation and planning drawbacks. These planning and initiation issues are also evident in past and present megaprojects, which do not enclose any information on the justifications behind megaprojects including the “Meskel Square Smart Parking” megaproject (which was the prior examination target of this study but was replaced due to inexistence of data and informant unwillingness).

CHAPTER FIVE: SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1. Introduction

In line with the objectives and findings of the study, this chapter presents summary, conclusions, practice recommendations and suggestions for future research.

5.2. Summary

The study investigated the underlying processes and tools in megaproject initiation and planning. It used focal person interviews and content analysis of secondary data to gather information relevant to the objectives. Consequently, the followings are the summaries of the findings of the megaproject.

The “Sectoral Office Megaproject” is launched to satisfy an inadequacy of infrastructure. The megaproject arose from the notion that city-level government offices in rental spaces throughout the city have scattered service provision. They also cost the government to spend a lot of money, which could potentially be directed toward other city development endeavors. In response to this, this megaproject was launched to construct an office complex buildings that resolves these issues. The megaproject idea was introduced by the “Government Property Administration Office”, which was presented to AAMPO, and approved by the mayor’s office. The megaproject then continued to the next lifecycle of planning, where it included an external stakeholder as a consultant to conduct studies and devise development designs.

The megaproject was initiated with feedback and financial reports as the primary tools of initiation. Even though there were no supportive tools to back these initial documents, environmental assessment, locational feasibility were used as tools further in the planning stage. Given that the study used only these tools to decide on the initiation of the megaproject, the feasibility study was highly constrained and inadequate. Furthermore, the planning stage was highly problematic; it lacked essential planning elements – an exhaustive project schedule plans, project risk planning, clear and detailed procurement planning, and contract management plans. This is indicative that the initiation and planning stages are clouded with an optimism bias and prone to time, and cost overruns.

The primary stakeholders in the decision-making process of the megaproject were the Mayor’s Office, Addis Ababa City Government Megaproject Construction Office (AAMPO),

Government Property Administration Office, and the Ethiopian Construction Design and Supervision Works Corporation (project consultant). The megaproject entertained strong communication practices through an iterative process with the project consultant and with the mayor's office. Despite the indication of the public in the megaproject, this acclaimed participation was an indirect and implicit engagement. The decision were also highly top down decision and influenced by political priorities. The process of initiation and planning were also challenged with poor administrative and bureaucratic processes.

5.3. Conclusions

The objectives for the study in line with the research problem statement were to identify the preplanning, planning and approval processes behind megaprojects; tools and techniques used in the initiation and planning stages; stakeholders contributing to the decision-making process and their institutional relationships; stakeholder engagement approach; and the sublime category of the megaprojects. As the only governmental organization that oversees the realization of megaprojects, this study targeted to assess the megaproject practices in the organization.

In identifying and assessing the initiation and planning processes, AAMPO presented practical potential of megaproject management. The organization was established as an executive organ on matters pertaining to projects with a billion dollar budget – megaprojects. However, the functional capabilities of the organization are highly challenged with policy, political and bureaucratic hurdles. This is reflected in the following major concluding remarks.

Firstly, the megaproject initiation stage is not well supported with strong figures and remarks, rather projects are pursued with little logical framework. This also reflects in the regulations abiding AAMPO, as the regulations indicate the organization as an implementing party rather than an organization with comprehensive abilities.

Regardless of the reasons for project initiation, the planning procedures are highly inadequate with essential planning elements lacking in the processes. From a scholar's perspective, this is one of the primary reasons that would result in cost overruns and unsuccessfulness or unsustainability of megaprojects. The obscured contracting procedures and unplanned cost and schedules provide room for theft and further bureaucratic issues. It is a feeble practice, which the organization needs to strive to eradicate. If megaprojects are to ever expand into other cities it is critical to work on data driven justifications and decisions, and to improve their planning processes.

Lastly, local literature provide negative feedback on megaprojects in reason to their opaqueness. This megaproject and others are decided on between a small group decision makers without truly consulting a variety of stakeholders. This provides challenges both in the short and in the long run. Had external bodies participated in the initiation and planning stages, the processes of the projects would show improvements simply due to the variety of participants.

5.4.Recommendations

Given that the main objective of this study was to assess the initiating and planning practices of the office, the findings identified that there is a “Seeding failure” in the initial processes of the megaproject. Accordingly, the following recommendations are forwarded to improve the practices of the organization.

- Government policies, plans and even political intentions are acceptable and one of the sources of project ideation. Regardless of their driving factors, megaprojects have strong relevance and impact in the lives of many. They contribute to the societal development starting from their initiation in the forms of job opportunities. However, the project ideas need to be thoroughly analyzed and contrasted against their logical compatibility of development. AAMPO needs to conduct ex ante analyses before transferring design responsibilities and tasks to external project participants. Ex ante analyses Moreover, initial feasibility studies will help strengthen the justifications of any megaproject among different stakeholders and minimize possible bureaucratic, political hindrances from top management.

- Project planning phase in such large projects cannot tolerate to miss essential planning elements such as risk and schedule plans. Given that the design phase was enhanced with the use of a DB contract, it is the researcher’s belief that the planning would be enhanced with the participation of a variety of external bodies, including but not limited to professional associations and public community groups.

- A well-documented and transparent outsourcing practice fits well in the initial project analysis stages as well. This especially holds weight because AAMPO is partly established as an organization that supervises megaproject operations by outsourcing and representing the city administration. As an outsourcing organization, details regarding project contracts are the basis for evaluation in such project conditions. Accordingly, these documents need to be well documented and recorded. This contributes well in attributing responsibilities, and evaluating outputs in contrast to initial agreements.

- In addition, documentation of project details should also be used as a tool for providing details for the general public. Information on every stages of the megaproject lifecycle should be made publicly available. This can be done easily by using the website of AAMPO. Not only does this provide clarity and transparency in the bureaucratic process, it can be used as input for analysis from the initiation of megaprojects. This would be a valuable and an affordable tool throughout the megaproject lifecycles. Moreover, this supports the processes of megaprojects in the form of detailed development contributions.

5.5.Suggestions for Future study

Initially this project was originated to study the “justifications AND paradoxes” of megaproject planning by identifying explanations and studies that went into initiating megaprojects and identifying of the effectiveness of the “solutions” megaprojects provide. Solutions are put under quotation because a significant amount of literature indicate that in some cases megaprojects do not necessarily provide solutions, but are launched after the interests of the few. In this regard, the researcher recommends for a quantified study on the impact megaprojects have brought, particularly in the context of Addis Ababa.

The study revealed that the project has visible limitations in areas of risk, communication and Integration management requirements. More studies are recommended on the implication of these factors in the consequent stages of the megaproject lifecycle and studies spanning across the five project management process groups.

References

- AACGMPO, 2021. *Megaproject Interest Proposal Document*. Addis Ababa, s.n.
- Adama, O., 2018. Urban Imaginaries: Funding Mega-infrastructure-projects in Lagos, Nigeria. *GeoJournal*, Issue 83, pp. 257-274.
- Anon., 2022. *All about Ethio.* [Online] Available at: <https://allaboutethio.com/20-best-ongoing-construction-projects-in-ethiopia.html> [Accessed 27 03 2022].
- Anon., n.d. *Fundamentals of a Feasibility Study*. s.l.:s.n.
- AusGuideline, 2005. *The Logical Framework Approach*. s.l.:AusAID.
- Bekele, T., Aregay, A., Tadese, A. & Yirsaw, W., 2021. *Megaproject Office Structure*. Addis Ababa, s.n.
- Bridges, J., 2021. *How to write a Business Case.* [Online] Available at: <https://www.projectmanager.com/blog/project-management/how-to-write-a-business-case?msclkid=b7959d7ecea611ec98b892fff5d511f9> [Accessed 08 May 2022].
- Brookes, N., 2015. *Delivering European Megaprojects*. Leeds: University of Leeds.
- Chapple, K., Thomas, T. & Zuk, M., 2021. *What are Gentrification and Displacement.* [Online] Available at: <https://www.urbandisplacement.org/about/what-are-gentrification-and-displacement/> [Accessed 25 April 2022].
- Chrysotomos, M. & Xenidis, Y., 2018. Megaproject Development in the Context of Sustainable Urban Regeneration. *INTERNATIONAL JOURNAL OF REAL ESTATE AND LAND PLANNING*, Volume 1.
- Flyvberg, B., 2012. *Why mass media matter, and how to work with them: Phronesis and Megaprojects*. Cambridge: Cambridge University Press.
- Flyvberg, B., 2019. *Why Megaprojects systemically fail - and what can be done about it?*. [Online] Available at: <https://www.sbs.ox.ac.uk/oxford-answers/why-megaprojects-systemically-fail-and-what-can-be-done-about-it> [Accessed 23 April 2022].
- Flyvberg, B. & Budzier, A., 2013. Making sense of the impact and importance of outliers in project management through the use of power laws. 16 June.
- Flyvbjerg, B., 2014. What You Should Know About Megaprojects and Why. *Project Management Journal*, 45(2), pp. 6-15.
- Frick, K., 2008. *The cost of the Technological Sublime*. San Francisco: s.n.
- Heagney, J., 2016. *Fundamentals of Project Management*. 5th ed. New York, Atlanta, Brussels, Chicago, Mexico City, San Francisco, Shanghai: AMERICAN MANAGEMENT ASSOCIATION.
- Heldman, K., 2009. *Project Management Study Guide*. 5th ed. Indiana: Wiley Publishing Inc..
- Hirschmann, A. O., 1995. *Development Projects Observed*. Washington, DC: Brookings Institution.

- Hübscher, M., 2021. *Megaprojects, Gentrification, and Tourism. A Systematic Review on Intertwined Phenomena*, Leipzig: MDPI.
- Kamalie, M., 2020. *Urban Megaprojects: How they are justified and who they benefit?*, Cape Town: University of Cape Town.
- Kassa, T., 2021. *Addis Mega Projects Changing Livelihoods, Reviving Tourism Industry*. [Online] Available at: <https://allafrica.com/stories/202106170704.html> [Accessed 28 03 2022].
- Kibru, E., 2022. *Hit The Brakes: Why Addis Shouldn't Become a Tourist City*. [Online] Available at: <https://linkupaddis.com/read/content/hit-the-brakes-why-addis-shouldnt-become-a-tourist-city> [Accessed 28 March 2022].
- Kissflow, 2021. *Project Initiation: A Guide to Starting a Project the Right Way*. [Online] Available at: <https://kissflow.com/project/project-initiation/> [Accessed 11 04 2022].
- Lester, A., 2014. *Project Management, Planning*. s.l.:Elsevier Ltd..
- Lock, D., 2007. *Project Management*. 9th ed. Hampshire, Burlington: Gower Publishing Limited.
- Management, I. o. P., 2017. *Megaprojects: 10 Facts You Should Know*. [Online] Available at: <https://www.projectmanagement.ie/blog/megaprojects-10-facts-you-should-know/> [Accessed 10 04 2022].
- Management, P., 2022. *What is a Project Charter*. [Online] Available at: <https://project-management.com/what-is-a-project-charter/?msclkid=34970e5aceb711ec8d5af261c0722ed2> [Accessed 08 May 2022].
- Matu, J., Kyalo, D. N., Mbugua, J. & Mulwa, A. S., 2020. Stakeholder Participation in Project Initiation: A Foundation to Completion of Urban Road Transport Infrastructure Projects. *Journal of Civil, Construction and Environmental Engineering*, V(1), pp. 11-19.
- Morrow, E. W., 2011. *Industrial Megaprojects*. New Jersey: John Wiley & Sons, Inc..
- Meseret, E., 2015. *Ethiopia Economy Booming Charts A New Course With Massive Projects*. [Online] Available at: <https://www.humanitarianresponse.info/en/operations/ethiopia/article/ethiopia-economy-booming-charts-new-course-massive-projects-sheds-famine> [Accessed 28 March 2022].
- Meyer, W. G., 2014. The effect of optimism bias on the decision to terminate failing projects. *Project Management Journal*, 45(4), pp. 7-20.
- Misic, S., 2016. *Mega Projects that we admire*. [Online] Available at: <https://www.ipma.world/megaprojects-that-we-admire/>
- Misic, S. & Radujkovic, M., 2015. Critical drivers of megaprojects success and failure. *Procedia Engineering*, Issue 122, pp. 71-80.
- Mohamed, E., 2016. Progressive Elaboration(1) of Project Management Processes. *PM World Journal*, V(5).

Newcombe, R., 2003. From client to project stakeholders: A stakeholder mapping approach. *Construction management & Economics*, 21(8).

Planetizen, 2018. *What is Mixed-Use Development*. [Online] Available at: <https://www.planetizen.com/definition/mixed-use-development> [Accessed 27 April 2022].

PMI, 2022. *Stakeholder Management*. [Online] Available at: <https://www.pmi.org/learning/library/stakeholder-management-task-project-success-7736> [Accessed 14 04 2022].

Project Management Institute, I., 2000. *PMBOK Guide*. Pennsylvania: Project Management Institute, Inc..

Project Management Institute, I., 2017. *PMBOK guide*. 6th ed. Pennsylvania: Project Management Institute, Inc..

Santamaria, G. d. C., 2019. Megaprojects, Development and Competitiveness. *Athens Journal of Social Sciences*, 6(4), pp. 263-290.

Taye, R., 2021. *Practice And Challenges Of Stakeholder Management: The Case of ASMPO*, Addis Ababa: School of Commerce.

Terrefe, B., 2020. Megaprojects In Addis Ababa Raise Questions About Spatial Justice. *The Conversation*, 23 June.

Terrefe, B., 2020. Urban layers of political rupture: The new politics of Addis Ababa's Megaprojects. *Journal of Eastern African Studies*.

Turley, F., 2010. *The PRINCE Training Manual*. s.l.:s.n.

Vogwell, D., 2003. *Change Management,, Stakeholder management*. The Hague, Project Management Institute..

Watt, A., 2016. *Project Management*. Hong Kong: The Open University of Hong Kong.

Zekovic, S., Maricic, T. & Vujošević, M., 2018. Megaprojects as an Instrument of Urban Planning and Development.

Zidane, Y. J.-T., Johansen, A. & Ekambaram, A., 2013. *Megaprojects' Challenges and Lessons*. Crete, Elsevier.

Appendices

5.6. Appendix 1 – Interview template



ADDIS ABABA UNIVERSITY, COLLEGE OF BUSINESS AND ECONOMICS

Project Interview Questions

*This interview is a tool used for conducting an assessment on megaproject initiation and planning practices of the Addis Ababa Megaproject Office. The project is conducted in partial fulfillment of a master's program in **Project Management** in **School of Commerce** (AAU). The objective of this project is to assess megaprojects initiation and planning practices of Addis Ababa City Government Megaproject Office.*

*All responses are entirely dependent on the full **willingness** of the respondent and the responses will be kept **anonymous and confidential**. This interview and the resulting study will be used for **pure academic purposes**. The report form of this study will be available upon request. For further information, please reach out to the researcher through email (nahomberhane56@gmail.com) or phone call (0923518021).*

Please check this box to indicate your willingness in answering this interview. Thank you for your kind cooperation!

Part I (Informant background)

1. Gender:

Male Female

2. Age

20 - 25 25 - 30 30 - 40 > 40

3. Education level

Certificate Degree Masters PhD

4. Profession

General Manager Project Manager Engineer
 Architect Planner Accountant
 Human resource manager Other, please specify _____

5. How many years of experience do you have?

0 – 3 (junior) 3 – 6 (mid-level) 6 > (senior)

6. What is your role in Megaproject Construction Office?

General Manager Project Manager Engineer
 Architect Planner Accountant
 Human resource manager Other, please specify _____

Part II (Project Initiation)

7. Which of the following does the Sectoral Office Megaproject satisfy?

Demand Need Opportunity

8. What were the tools used to identify the problem / opportunity?

Observation Questionnaire Literature
 Focus Group Discussion Surveys / Assessments Interviews
 Other, please specify _____

9. Which category best corresponds with the problem / opportunity identification approach?

Micro (performance of existing industries, input-outputs of industries, imports and exports, local materials and resources, economic and social changes, new technological developments, unfulfilled psychological needs, trade fairs ...)

Macro (Project ideas from government policies and plan, ideas from technical specifications, ideas from local leaders, ideas from Entrepreneurs ...)

10. Were other problems identified, aside the one which was pursued?

Yes No

a. If yes, why was the selected problem / opportunity studied from its counterparts?

11. Please select the stakeholders who had strong contribution in identifying a problem / opportunity.

Community groups Professional Associations Consultants

Project Field Staff Project Donor

Other, please specify _____

12. Were alternative solutions given due consideration?

Yes No

a. If yes, which of the following tools were used to choose from the alternatives?

Net Present Value Internal Rate of Return

Modified Rate of Return Pay-Back Period

Cost- Benefit Analysis Opportunity Cost

Peer Review Scoring Models

Other, please specify _____

13. What approach did the initiation step take in stakeholder engagement?

14. Did you have a strong contribution to the initiation stage?

- Yes No

a. If yes, please explain your contribution in the process.

Part III (Project Planning)

15. What were the steps in the planning stage?

16. How would you rate the clarity of the megaproject scope?

- Excellent Good Fair Poor Very poor

17. How would you rate the engagement of stakeholder in defining and clarifying the megaproject scope?

- Excellent Good Fair Poor Very poor

18. Did the process identify any risks for the megaproject?

- Yes No

a. If yes, what were the identified risks of this megaproject?

19. Did the process anticipate schedule delay factors?

- Yes No

a. If yes, what were the anticipated schedule delay factors?

20. Did the planning process anticipate cost overruns?

Yes

No

a. If yes, what were the anticipated factors for a cost overrun?

b. What actions were planned against these factors?

21. Please select the key actors who had strong contributions in the planning process.

Project Manager

Resource Manager

Project Donor

Top management

Consultants

Contractors

Public Community Groups

Professional Associations

Other, please specify _____

22. What approach did the megaproject use in stakeholder management?

23. What tools were used to ensure effective communication between stakeholders?

24. How would you rate the engagement of the key stakeholders in the planning process?

Excellent

Good

Fair

Poor

Very poor

Part IV (Megaproject Acceptance and Support)

25. Do you think the megaproject followed the right initiation and planning procedures?

Yes

No

26. How would you rate of acceptance and support the megaproject had, across different stakeholders?

Excellent

Good

Fair

Poor

Very poor

27. In your opinion, what should be improved in future projects?

5.7. Appendix 2 – Secondary Data Collection Checklist

Project Checklist

Part I (Project Initiation)

- 1) Business case
 - a) Organization assets
 - b) Project objective or need
 - c) Project deliverables
- 2) Feasibility study
 - a) Evaluation methods
 - b) Project comparison matrices
- 3) Stakeholder Analysis
 - a) Stakeholder register
- b) Stakeholder matrix
- 4) Project Charter
 - a) Overview,
 - b) Objective, Scope, Major Milestones & Deliverables,
 - c) Assumptions & Constraints
 - d) Business need / opportunity
 - e) Preliminary cost & Risks
 - f) Project stakeholders

Part II (Project Planning)

- 1) Project Scope
 - a) scope statement
 - b) requirements & breakdown
- 2) Project schedule
 - a) activity list,
 - b) milestone list,
 - c) project schedule network diagrams
 - d) Work breakdown
- 3) Project cost
 - a) cost baseline,
 - b) cost estimates,
 - c) funding requirements
- 4) Project resource
 - a) Team charter,
 - b) Resource requirements,
 - c) Resource breakdown structure,
- 5) Project Communication
 - a) Communications plan
- 6) Project Risk
 - a) Risk register & Risk report
- 7) Project procurement
 - a) Bid documents
 - b) Make or buy decisions
- 8) Project Stakeholder
 - a) Stakeholder management plan