

*Addis Ababa*  
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**Assessment of Project Implementation process and its Challenges of  
Permanent Direct Support project,  
Case study in Addis Ababa**

**A Research Project Work Submitted in Partial Fulfillment of the  
Requirement for the Award of Masters of Art Degree in Project  
Management**

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**ADDIS ABABA UNIVERSITY SCHOOL OF COMMERCE  
GRADUATE STUDIES  
DEPARTMENT OF PROJECT MANAGEMENT**

**Assessment of Project Implementation process and its Challenges of  
Permanent Direct Support project:  
A Case of Addis Ababa**

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## **Statement of Declaration**

I, Genzeb Hailu, have carried out independently a research work on the topic entitled **“Assessment of Project Implementation process and its Challenges of Permanent Direct Support project: A Case of Addis Ababa”** in partial fulfillment of the requirement for the Degree of Masters of art in Project Management with the guidance and support of the research advisor Wubishet Bekalu, (Phd).

This study is my own work that has not been submitted for any degree or Master program in this or any other institutions.

**Genzeb Hailu**

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**Date**

**Addis Ababa, Ethiopia**

## **Statement of Certification**

This is to certify that Genzeb Hailu has carried out this research work on the topic entitled **“Assessment of Project Implementation process and its Challenges of Permanent Direct Support project: A Case of Addis Ababa”** under my supervision. This work is original in nature and it is sufficient for submission for the partial fulfillment for the award of Degree of Masters of Art in Project Management.

**Wubishet Bekalu, (Phd).**

Adviser

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**Addis Ababa, Ethiopia**

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## ACRONYMS

AIDS	Acquire immune deficiency sendrum
BoLSA	Bureau ofLabour and Social Affairs
CSA	Central Statics Agency
FDRE	Federal Democratic Republic of Ethiopia
GTP	Growth and transformation plan
HICE	Household income and conception
KII	Key informant interview
MDG	Millennium developmental goal
MIS	Management information system
MoLSA	Ministry of Labor and Social Affairs
MoUDH	Ministry of Urban Development & Housing
NGO	Nongovernmental organization
NSPP	National Social Protection Policy
PAD	Project appraisal document
PDS	Permanent direct support
PIM	Project implementation manual
PSN	Productive Safety Nets
SDG	Sustainable developmental goal
TDS	Temporary Direct support
UPSNP	Urban productive safety net project
WFP	World food program

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## **ABSTRACT**

*This study explores the implementation process and factors that challenge the implementation process. Permanent direct support program as a tool for poverty reduction; “The assessment of Implementation process and its challenges” is intended as a first step toward future conceptual refinement and systemic interventions. The study expected to provide meaningful and organized information which helps concerned bodies to make evidence based decision. To conduct this research data were collected from 10 woredas of 5 sub cities including federal and Addis Ababa city administration. These sites were selected randomly from sub cities and woredas which have direct involvement of PDS. Sample respondent for questionnaires were randomly selected where as interviewed participant were purposively selected to address people who have direct involvement in the implementation of PDS. The research is both qualitative and quantitative. In used both primary and secondary data source. The result of the research shows that the project is making good progress although the pace of implementation is slow compared to the design because elements of the PAD & PIM are not fully realized. It was also found that Capacity gaps, limited coordination among stakeholders and absence of organized system are the major challenges of implementation process. To attain the anticipated results of PDS the implementers need to understand how holistic and integrated service delivery through capacitating themselves in human resource, finance and logistics. Furthermore, strong monitoring and evaluation system should be established.*

*Key words: project management, project implementation and implementation challenges*

# **CHAPTER ONE**

## **INTERODUCTION**

This chapter presents the introductory part of the study. It attempts to highlight the background of the study, statement of the problem, research questions and objectives, significance of the study, delimitation of the study, limitation of the study and operational definitions of terms used. It then presents summary of the other chapters that make up the study report.

### **1.11 Background of the Study**

Tayntor (2010) describe a project as a unique, finite set of multiple activities intended to accomplish a specific goal and can be differentiated from other activity by its uniqueness. It is specific, since the description includes enough information to determine whether the goal has been met (Tayntor, 2010). The execution phase is typically the longest phase of the project. It is the phase within which the deliverables are physically built and presented to the customer for acceptance. To ensure that the customer's requirements are met, the project manager monitors and controls the production of each deliverable by executing a suite of management processes. After the deliverables have been produced and accepted by the customer, a phase review is carried out to determine whether the project is complete and ready for closure. Execution is also the phase where most of the project challenges and failures are happened. The project which have well organized and interesting plan may fail because of implementation gap.

The purpose of the study is to identify the implementation challenges of direct support project of productive safety net program. It will also set conceivable means of resolution for those negative impacts resulting from improper implementation of projects.

### **1.12 Background of the project**

For over 30 years, responses to food insecurity in Ethiopia were dominated by emergency food aid. While this saved lives, it often failed to protect livelihoods, and this became a growing concern. In response, the government revised its emergency food aid system in 2005 and launched the Productive Safety Net Program (PSNP), a more productive approach to providing a safety net to vulnerable populations. Furthermore, between 2010 and 2014, the Ethiopian government stepped up its efforts to address both relief and development, with harmonized donor support. Through this enhanced developmental approach, the PSNP provides a safety net for households that are both chronically food insecure and poor, and often affected by shocks. With

an objective to assure food consumption, and simultaneously to protect and develop assets along with services, PSNP operates across widespread geographies and rural communities to determine eligibility to receive payments based on specific criteria. Such payments are made to households that can contribute to public works (labor); or, if labor is limited or impossible, unconditional support is provided. Through this infrastructure, PSNP contributes to a local enabling environment for community development. (PSNP-HABP Final Report, 2014).

Social protection refers to policies and programs designed to reduce poverty and vulnerability among the population. Social protection includes public and private interventions that address risks and vulnerabilities which expose individuals to income insecurity and social deprivation, leading to undignified lives. It is a basic service and a human right that ensures dignity of people and enhances their capacity to manage economic and social risks, such as unemployment, exclusion, sickness, disability and old age (Devereux, S. and Sabates-Wheeler, R. 2004).

### **1.13 Statement of the Problem**

Project implementation is the critical stage for the project to be fail or successes, it is also phase which expected and unexpected risks may happen, cost overrun and schedule delay happen. Therefore the stage needs a continues follow up and assessment through for the successes of the project.

The Ethiopian safety net program is being implemented by Ethiopian government for the last decade. The program is responsible to save the life of poor peoples of Ethiopia who are chronically and seasonally facing food insecurity and their life is counting on the success of the program.

In the project many research are performed by different parties like World Bank, and other interesting bodies and individuals. Because of the dynamic nature of the project and the implementation is still in progress it is important to assess the challenges of the implementation phase of the project to get current information and use as lessons learned.

Therefore the study needs to address the challenges for effective implementation on the basis of researchability of the problem, and with the aim to make significant contribution to Permanent Direct Support Program, the assessment of implementation challenges is selected.

Therefore, the motivation of the research is to describe the current project implementation process and its challenges of direct support project and make recommendations.

## **1.14 Research Questions**

How is project implementation process and its challenges in the permanent direct support project?

And it also answers related questions like:

- ✓ What are Administration related challenges for executing the project?
- ✓ How is the resource challenge the project implementation?
- ✓ How is coordination a challenge for implementation of the project?
- ✓ How is the gap of MIS a challenge for the project?
- ✓ How the legal frame works support the project implementation?

## **1.15 Objectives of the Study**

### **General Objective**

The general objective of the study is to identify the challenges for project implementation and setting aside the relevant solutions.

### **Specific Objectives**

- To overcome challenges associated with projects management in the direct support project.
- To clearly define these problems of poorly organized projects to bring proper management of resources in the area.
- The organization of variables which directly affect the focus of the study.
- To make the subject matter imperative for stakeholders and make them take action.
- To state related works done by scholars as a bench mark to alleviate the problem occurred in the area of study.

## 1.16 Definition of Terms

This is a section in which the relevant concepts and terms should be precisely defined to give the research audience understanding about terms. The followings are the terms while conducting the research work:

**Project:** is a temporary endeavor undertaken to create a unique product, service or result (PMBOK, 2004)

**Project implementation (or project execution):** is the phase where visions and plans become reality. This is the logical conclusion, after evaluating, deciding, visioning, planning, applying for funds and finding the financial resources of a project, SSWM (2008).

**Productive Safety Nets (PSN):** poor and vulnerable households will receive transfers in the form of cash, vouchers or food, which will enable them to increase their consumption of food, to access essential services, and to make productive investments. PSNP Guide line (2016)

**Permanent Direct Support (PDS):** The Direct Support clients are the most vulnerable **households** that have no support from internal or external sources. They are labour poor households with members who are old and/or probably have some form of disability and chronic illness. These households are chronically food insecure and entitled to receive unconditional. PSNP Guide line (2016)

## 1.7 Significance of the Study

The study has got high attention as it will have significance from the perspective of project planning as well as in addressing hot issues of the study area. Besides, the researcher strives to clearly set out the listed problems in a way that can be positively as mitigation variables among the subjects of the study. The study will extensively address the factors related with social economical and environmental impacts.

The study will have a practical significance since it intends to immensely inform concerned bodies about the problem at hand. It will also suggest ways and means of tackling the problem happened in the project. Moreover, the study will fill the gap specified by the problem since there is a gap between the government and other stakeholders and NGO's working in the area. The study will be an input in a resolution scheme as it will mention the relevant means of resolution methods.

Specifically It will help ministry of labor and social affairs, Addis Ababa city Government Bureau of Labor and Social Affairs (BoLSA), and sub cities social protection specialists and experts to identify the cause for problems that hinder the effective implementation of direct support project in Addis Ababa, It will help the BoLSA to make rational decision how to intervene the problems and document the lesson. Provide insight evidence about the cause of the problems that make the Direct Support project implementation ineffective. It also be the floor to other interested researchers in the area to see the other way of investigating the challenges of permanent direct support project and other safety net program. Finally, the study will significantly contribute for the proper utilization of resources since the project has a lot of issues to be raised regarding the social and economic benefits.

### **1.8 Delimitation/ Scope of the Study**

Delimitation or scope of the study refers the factors that delimit the boundary of the proposed study.

The study is delimited by the factors such as, geographical location, methodological approach and drafted laws. Firstly, the geographical location must be delimited because of the factor that the issue of study is a border crossing. The area of the study is Addis Ababa however, the problem is associated with the larger area of the city and it has 10 sub-cities with 116 woredas. That is the reason why it must be limited to some of the sub cities. Secondly, the researcher found the sampling of the study one of the delimitation of the study. Shortage of resource like budget and time will be a limitation of the study.

From this research it is expected to identify the challenging factors affecting the direct support project implementation in selected woredas. The study is comprehensive if all woredas and sub-cities have been included in the study. But because of resource and time constraints the study was delimited to 10 woredas in Addis Ababa found in 5 sub-city: which implement the permanent direct support project.

## **1.9 Limitation**

Limitations are matters and occurrence that arise in a study which are out of the researcher's control (Simon, K. & Goes, J.,2013). Every study, no matter how well it is conducted and constructed, has limitation. Expected limitation of this research in addition to time may be some of the respondent will not be volunteers to fill the questionnaires and interview or even if they are volunteers they may not correctly answer /fill or not return.

## **1.10 Organization of the Research Report**

The study is organized in to five chapters. Accordingly, the first chapter deals with the introduction part of the study. The second chapter discusses the details of related literatures reviewed on stakeholder management, public projects and general status of Ethiopian public projects. The third chapter concentrates on conceptual framework and model development. In the fourth chapter, the methodology and research findings were presented and discussed, according to certain key topics and themes. Finally in the fifth chapter, conclusions are presented based on the findings of the study on the role of stakeholder management on success of public projects, along with recommendations.

## **CHAPTER TWO**

### **REVIEW OF RELATED LITRATURE**

#### **2.6 Definition of Project and Project Management**

##### **2.6.1 Definition of Project**

PMBOK (2013) defines project as a temporary endeavor undertaken to create a unique product, service or result. Where, the temporary nature of projects indicates that a project has a definite beginning and end. Kerzner (2009) similarly defines it as a series of activities and tasks that have a specific objective to be completed within a certain specifications, have a defined start and end dates, have funding limits and consume human and non-human resources.

Projects set out to produce a unique product or service that hasn't been produced before. They have a limited timeframe and are temporary in nature. This means that projects have a definite beginning and ending. You can determine that a project is complete by comparing its end result or product to the objectives and deliverables stated in the project plan.

A project is the work performed by an organization one time to produce a unique outcome. By "one time," we mean the work has a definite beginning and a definite end, and by "unique," we mean the work result is different in one or more ways from anything the organization has produced before (Horine, 2009)

Whereas, Wysocki (2014) defines project as a sequence of unique, complex, and connected activities that have one goal or purpose and that must be completed by a specific time, within budget, and according to specification. This author also defines projects that are business focused as a sequence of finite dependent activities whose successful completion results in the delivery of the expected business value that validated doing the project.

Based on different author's definition about project, Callahan and Brooks (2004), states that projects has three important characteristics. The first characteristic of a project is that it should have a beginning and an end. The second characteristic of a project is that the final deliverable is unique. The third characteristic of a project is a defined scope. In addition to these characteristics of a project Richardson (2015), states that projects should be envisioned as formal undertakings, guided by explicit management charters and focused on enterprise goals.

### **2.6.2 Definition of Project Management**

From the project characteristics highlighted above, it is clear that projects require a unique form of management. Hence according to Roberts and Wallace (2004), the concept of project management evolved in order to plan, coordinate and control the many complex and often diverse activities involved in projects.

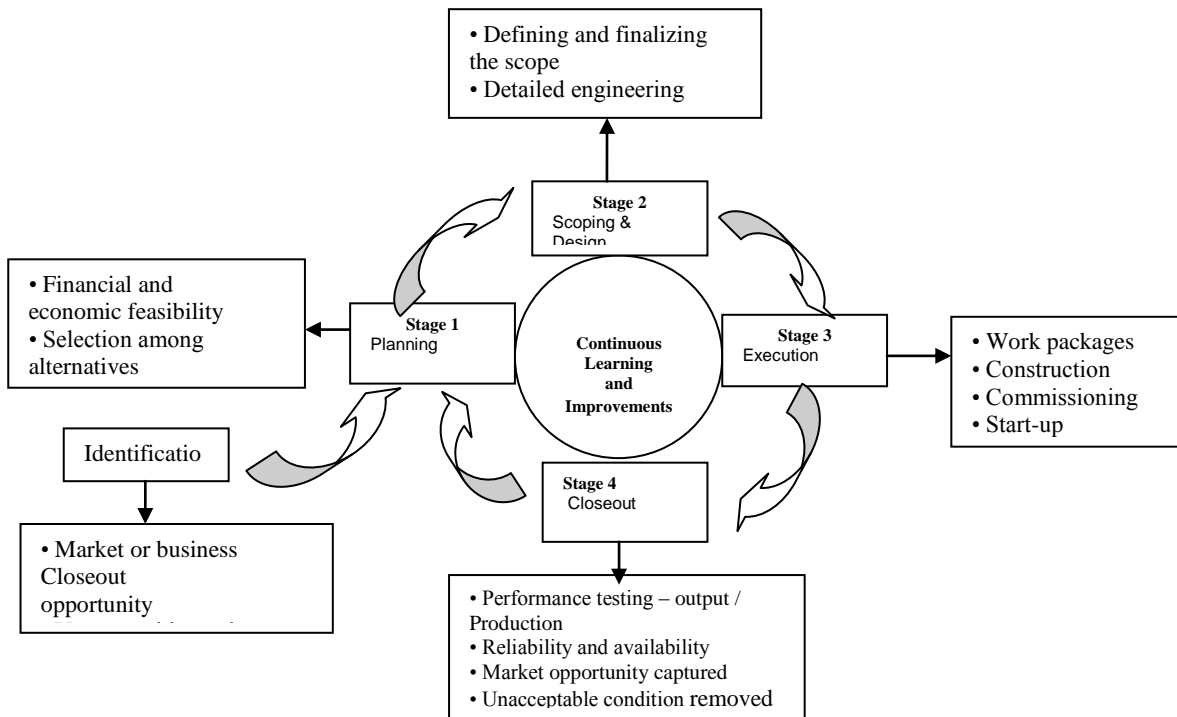
According to PMI (2013), Project management is the application of knowledge, skills, tools, and techniques to project activities to meet the project requirements and Wysocki (2014), defines it as an organized common-sense approach that utilizes the appropriate client involvement in order to meet sponsor needs and deliver expected incremental business value.

Kerzner (2009), states that project management is about planning, organizing, directing, and controlling of company resources for a relatively short-term objective that has been established to complete specific goals and objectives and is about achieving time, cost and quality targets, within the context of overall strategic and tactical client requirements, by using project resources (Roberts and Wallace, 2004). The most important characteristic of project management is that it is oriented toward achieving results and is a process to achieve an end (Callahan and Brooks, 2004).

Roberts and Wallace (2004), also state that project management is concerned with the life cycle of the project: planning and controlling the project from inception to completion. It is therefore about deciding the various success and failure criteria of a project and then organizing and running the project as a single entity so that all the success criteria are met.

According to Chitram (2011), The project cycle essentially regards the project environment as continuous with four major stages which are planning, scoping and design, execution (implementation and control), and closeout (evaluation and feedback). A precursor to the planning stage is an identification phase. Identification is often included as an element of the planning stage but may also reside outside the planning stage. Figure 1.1 provides an overview of a simple project cycle and some of the key activities that are performed in each stage.

Figure 2.1 A simplified project cycle (adapted from Lutchman, Chitram. Project Execution, 2011)



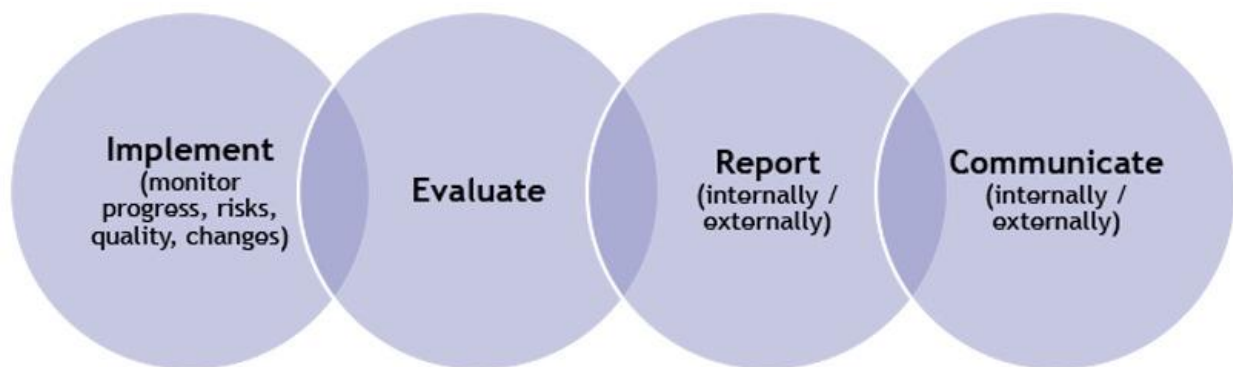
Within each Project Management Process Group, there are many processes that can be used to manage a project. Based on the type of project, different combinations of processes should be used to successfully complete the project in relation to complexity of project scope; exist risk; size of project; time frame; institutional experience; access to resources; maturity level; and current available resources (PMI, 2004, H.Kerzner, 2009 10ed P3)).

### 2.6.3 Definition of Project Implementation/Execution

The execution stage of a project is the transformation of a theoretical and planned concept into physical and material structures. It is also the stage which integrates people and other resources to carry out the project management plan for the project. L.Chtram (2011), states its the stage where the organizational framework and structure (*people*) are developed, personnel are hired and trained to operate the project, and adequate systems for managing and operating the project are developed. Also, *processes* such as procurement (supply chain management), maintenance management, accounting, and marketing are developed to meet the operational needs of the project.

During this stage of the project cycle, the project has the greatest potential for falling off the rails since both schedule delays and cost overruns generally occur in this stage. Adequate controls are required to avoid cost overruns or schedule delays. Critical to avoiding delays and cost overruns are the key duties provided to the project leaders for early recognition and avoidance of these situations. Both the project cost and the schedule can be influenced by variables within and outside the control of the organization. Variables that fall within the organization's control include the approach to construction, labor productivity, site policies, safety culture, working conditions and wage rates, personnel turnover, level of training, and working hours, all of which can have a significant impact on the project schedule and budgets. Cost overruns can be further influenced by the organization's procurement policies, underestimation during the budgeting process, the absence of control and appropriate measures to ensure adequate control, and accounting procedures and practices. Some variables external to an organization's control include environmental and seasonal conditions such as frigid winter temperatures, intense summer heat, and natural disasters such as tornados, earthquakes, and hurricanes. Nevertheless, astute planners will factor these considerations into the planning processes based on historical data and information. Sometimes, governmental intervention, regulations, and approvals can hinder progress and may be considered external to control. For smaller organizations for which the volume of business generated is insufficient to influence a supplier's behavior or when long delivery times exist in the supply chain management process, these factors may also be considered external to the control of the organization.

*Figure 2.2 Project implementation tasks (adapted from PMBOOK ppt)*



## **2.7 The Main factors Constraining Project implementation Success**

The successful accomplishment of the project objective is usually constrained by four factors: scope, cost, schedule, and customer satisfaction. (Gido and Clements, 2009).

*The scope of a project*-also known as the project scope or the work scope-is all the work that must be done in order to satisfy the customer that the deliverables (the tangible product or items to be provided) meet the requirements or acceptance criteria agreed upon at the onset of the project.

*The cost of a project* is the amount the customer has agreed to pay for acceptable project deliverables. The project cost is based on a budget that includes an estimate of the costs associated with the various resources that will be used to accomplish the project.

**The schedule** for a project is the timetable that specifies when each activity should start and finish. The project objective usually states the time by which the project scope must be completed in terms of a specific date agreed upon by the customer and the individual or organization performing the work.

The objective of any project is to complete the scope of work within budget by a certain time to the *customer's satisfaction*. To help assure the achievement of this objective, it is important to develop a plan before the start of the project; this plan should include all the work tasks, associated costs, and estimates of the time necessary to complete them. The lack of such a plan increases the risk of failing to accomplish the full project scope within budget and on schedule. (Gido and Clements,2009).

## **2.8 Background of safety net in Ethiopia**

In Ethiopia, despite planned and unplanned interventions, food insecurity remained a deep-rooted problem and is on top of the country's development agenda. The vast majority of extraordinarily poor households live in rural areas that are heavily reliant on rain fed agriculture. The rain-fed subsistence agriculture makes Ethiopia's economy very susceptible to frequent shocks; thus, in years of poor rainfall, the threat of widespread starvation is high. Between 1993 and 2004, the government of Ethiopia bunched near annual emergency appeal for food aid and other forms of food assistance. While these succeeded in averting mass starvation, especially among the asset less, they did not banish the threat of further famine and they did not prevent

asset depletion by marginally poor household affected by adverse rainfall shocks. (Subbarao, and Smith, 2003)

Although the food insecurity problem has been chronic for many years, interventions have been geared towards short-term solutions without substantial results. The fundamental causes of seasonal food insecurity have not been properly targeted or addressed. Although the National Policy of Disaster Prevention adopted in 1992 was designed to link relief efforts with development, by changing the mode of interventions and utilization of food aid resources, it has not been adequately practiced. In many seasonally food insecure areas of the country where food aid programmes have been implemented for a long time, food aid has not been integrated with other essential policies and measures, such as reducing population growth rates to reduce pressure on agricultural resources (Alem, 2007)

Ethiopia's Food Security Strategy (FSS), issued in November 1996, highlighted in the Government plan to address causality and effect of food insecurity in Ethiopia (FDRE, 2002). Starting in 2005, the Government of Ethiopia and a consortium of donors implemented a new response to chronic food insecurity in rural Ethiopia. Rather than annual appeals for assistance and ad hoc distribution programs, a three-year intervention called the Productive Safety Nets Programme (PSNP) was put into place. (FDRE, 2004). PSNP is a component of the Ethiopian government Food Security Strategy (FSS), and is essential feature of the food security investment strategy for chronically food insecure Woredas.

The newly introduced UPSNP approach was innovative as a partnership between the Government of Ethiopia and a large number of donors (World Bank, UN agencies and bilateral donors). The objective of the PSNP is 'to provide transfers to the food insecure population in chronically food insecure woredas (kebele) in a way that prevents asset depletion at the household level and creates assets at the community level' as well as to bridge the food gap that arises when, for these households, food production and other sources of income are insufficient given food needs (Ministry of Agriculture and Rural Development, 2004). It operates as a safety net, targeting transfers to poor households both through public works and direct support. In 2013, the PSNP supported 7.2 million people (roughly 10% of the national population) in 290 chronically food insecure woredas in 8 of the country's 10 regions. Phase 3 from 2010-2015 attempted to improve timeliness and predictability of transfers, strengthen public works and accountability, as well as the Household Asset Building Program (HABP, Holmemo 2014).

From experience of rural food security initiatives, the Ministry of Urban Development and Housing (MoUDH) has developed an Urban Food Security Strategy, which was approved by the Ethiopian government on May 8, 2015. Following this, the urban food security program was design and federal urban job creation and food security agency was set up to implement the program. Ethiopia's urban productive safety net (UPSNP) has been implementing since May 2017. It started with a total of 94,000 beneficiaries in 2017 and expected to expand to reach 604,000 extremely poor people in 2021. The objective of UPSNP `is to improve the welfare and increase the resilience of beneficiaries, with the aim of reducing poverty and vulnerability in major cities of Ethiopia (PAD - pp 43)

### **2.8.1 Overview and implementation process of UPSNP**

Data from the World Bank, 2018 report shows that safety nets, which include cash, in-kind transfers, social pensions, public works, and school feeding programs targeted to poor and vulnerable households, also lower inequality, and reduce the poverty gap by about 45 percent, even if they do not emerge from poverty. These positive effects of safety net transfers encourage the Ethiopia government and partners to introduce productive safety net program in big cities of Ethiopia.

The urban productive safety net program is implementing by two ministries, urban job creation and food security agency and ministry of labor and social affair. For the first phase of the program (2017-2021), the government was successful in securing funding through a World Bank credit of USD 300 million and the additional financing of USD 150 million will be covered by Ethiopia Government.

The UPSNP is a comprehensive framework designed to reduce urban poverty and vulnerability among the urban poor living below the poverty line via safety net mechanisms including productive and predictable transfers through public work, direct support, livelihood intervention and capacity building. The UPSNP Project has three components include: (i) Safety Nets (Labor Intensive Public Works); (ii) livelihoods; and (iii) Program Management and Institutional Strengthening. Component I: Safety Net Support: This component is supporting beneficiaries through conditional and unconditional safety net transfers. The conditional transfers are

including participation in public works (PW) and/or skills training for those who have able bodied members.

The unconditional transfers is provided for people who are labor constrained or unable to perform work including the elderly, disabled, chronically ill, children, pregnant, lactating mothers and people with disabilities. The beneficiaries who have physical and mental ability to participate in public work are expected to engage in public work to get transfer. The range of public works include: urban greenery development, solid waste management, construction of cobblestone roads, building drainages and community infrastructure as the project develops project beneficiaries may be able to fulfill their co-responsibilities by participating in skills training activities aimed at improving their employability or income generating activities. The unconditional safety net transfers includes the delivery of transfers to poor households with no able bodied person in the family. This group includes persons that for various reasons are unable to perform work (e.g. chronically ill people, elderly, and people with disabilities, children, pregnant and lactating mothers). The transfers for this group will be provided monthly throughout the year and payments will not be linked to completion of public works). Among the beneficiaries of UPSNP conditional transfer beneficiaries constitute 84 % and the rest 16 % categorized under unconditional transfers as per their need. (PAD - pp 10, 11, 12,).

### **2.8.2 Permanent Direct Support project (PDS)**

The Direct Support clients are the most vulnerable **households** that have no support from internal or external sources. According to world Bank, 2004 *Direct support* will provide grants to households who are labor-poor and cannot undertake public works. Beneficiaries will include, but are not limited to, orphans, pregnant and lactating mothers, elderly households, other labor-poor, high risk households with sick individuals (such as people living with HIV/AIDS), and the majority of female-headed households with young children.

They are permanent because they receive transfers without public works requirement (unconditional) and the majority are unlikely to exit/graduate from the program. (UPDS Guide line, 2016)

### **2.8.3 Targeting for the project**

The PSNP is a poverty-targeted programme and, given its origins in humanitarian response to food crises, poverty is defined largely in terms of food insecurity.

Firstly, the programme is geographically targeted. It is operational in eight regions, but within these only in food insecure woredas and kebeles (kebeles must have been in receipt of emergency food assistance in three of the past five years to be included). A quota of beneficiaries for each kebele is developed based on the average number of relief beneficiaries.

Secondly, households are targeted through a community-based targeting process. (from Ministry of Agriculture, 2016):

Multiple evaluations have found targeting to be very pro-poor in highland areas of Ethiopia, but much less so in lowland areas (Berhane et al, 2016).

### **2.8.4 Benefits and payments**

Transfers were paid to households (in a single payment) on the basis of the number of household members. Beneficiaries received transfers either in cash, food or a combination of cash and food. The transfer, for those receiving direct support, ETB170 / month /head) were not differentiated to reflect geographical differences and during the project, cash benefits were not changed to reflect seasonal or inter annual food price changes. Cash payments were made by commercial Bank of Ethiopia in the case of Addis Ababa and food transfers were made at specific sites.

## **2.9 Institutional arrangement & Coordination Framework for the Implementation of Permanent Direct Support project**

Descriptions of coordination activities in human services suggests that coordination appears differently depending on whether the system or community, organization or program, or individual client services is the targeted level for coordination activities (Bolland & Wilson, 1994; Mulford, Rogers, & Whetten, 1982). Accordingly, Implementation of prevailing multifaceted social protection measures required an institutional set up for coordination, which resulted in the establishment of the Federal Social Protection Council (FSPC). The Council regulates its administration and working systems by law. Ministry of Labour and Social Affairs (MoLSA) is serving as the secretary of the Council. Functions and responsibilities entrusted to

staff of the FSPC and MoLSA have been effectively subordinated in bureaus and agencies at federal, regional and city administration levels.

The Council comprises of government offices and relevant stakeholders as its members. This mainly includes members elected from Ministry of Labor and Social Affairs, Ministry of Women and Children Affairs, Ministry of Education, Ministry of Health, Ministry of Agriculture, Ministry of Justice, Ministry of Finance and Economic Cooperation, Ministry of Urban Development and Housing, Ministry of Construction as well as from Business and Industry and Public and Private Social Security Agencies etc.

Moreover, financial institutions, employers and employees' organizations, community based and civil societies as well as other relevant agencies are members of the council. The United Nations, international agencies as well as relevant charity organizations and societies participate in the implementation of the Social Protection Policy.

## **Major challenges in PDS project**

### **Structural related challenges**

Every project requires proper organizational structure that supports the project execution stage. The project organization structure is made up of all actors of the project and must evolve with the project needs and must adequately meet the needs for sustaining the three organizations involved in the project execution in a phased sequence. Accountabilities and responsibilities for each role must be clearly defined. At some point during the execution stage of the project, the construction, commissioning, and operations organizations will coexist and work together. An organizational structure that supports this evolution Structure is very important feature of project implementation. The structure of MoLSA is not similar in all the regions and it is a challenge for the sector to achieve the goals (MoLSA 2017/18 Annual report).

### **Financial /material related challenges**

Finance is one of the three main constraint for the project to be successful. According to PSNP annual report (2016/17) the project administration cost is very small and its delay in releasing the budget is a challenge for the project and also even the project has enough fund the logistic is very poor so the project is not supported by full equipment and infrastructures.

### **Human resource related challenges**

One of the crucial to the success of any project are the skills and experience capabilities of the people who support the project. The way in which organization use human resources in the development and implementation of their strategies can enhance its performance (Wright, 1995). In the HRM and strategy literature the potential impact of human capital on performance has been recognized (Barney, 1991; Hatch, & Dyer, 2004). An organization's stock of human capital dictates the nature and extent of employees' potential contribution to the organization (e.g., Wright, & Snell, 1991). The resource-based view posits that superior human capital holds great potential as a resource that can create and sustain superior performance.

Therefore for the project lack of human capital, not to have the right number, skill and experienced employees, is the challenges in the implementation of the project. One of the treat indicated in annual plan and challenges of the project is employee turnover. (MoLSA strategic plan (2015/16-2019/20) and Annual report (2016/17))

### **Capacity related challenges**

Capacity building is very crucial for the project implementation to get skilled and competent project implementer teams. One of the component of UPSNP programme is capacity building but according to the performance report of the project it is not performed as planned because of this the implementation is challenging. (UPSNP annual plan and report 2016/17) And also because of employees turnover the trained manpower leaves and always there is a new implementer in the project. Therefore continuums training is required which needs budget, time and human resources. This is a challenge for the project.

### **Coordination related challenges**

Coordination is very important specially for such kind of projects. PDS project is implemented by more than five organization and support by high level council and DP like world Bank so coordination is mandatory and legally framed. (UPDS Guide line, 2016). Because of lack of strong coordination and partnership through project stakeholders implementing the basic component of the project is not performed as planned. Project performance report (2017/18)

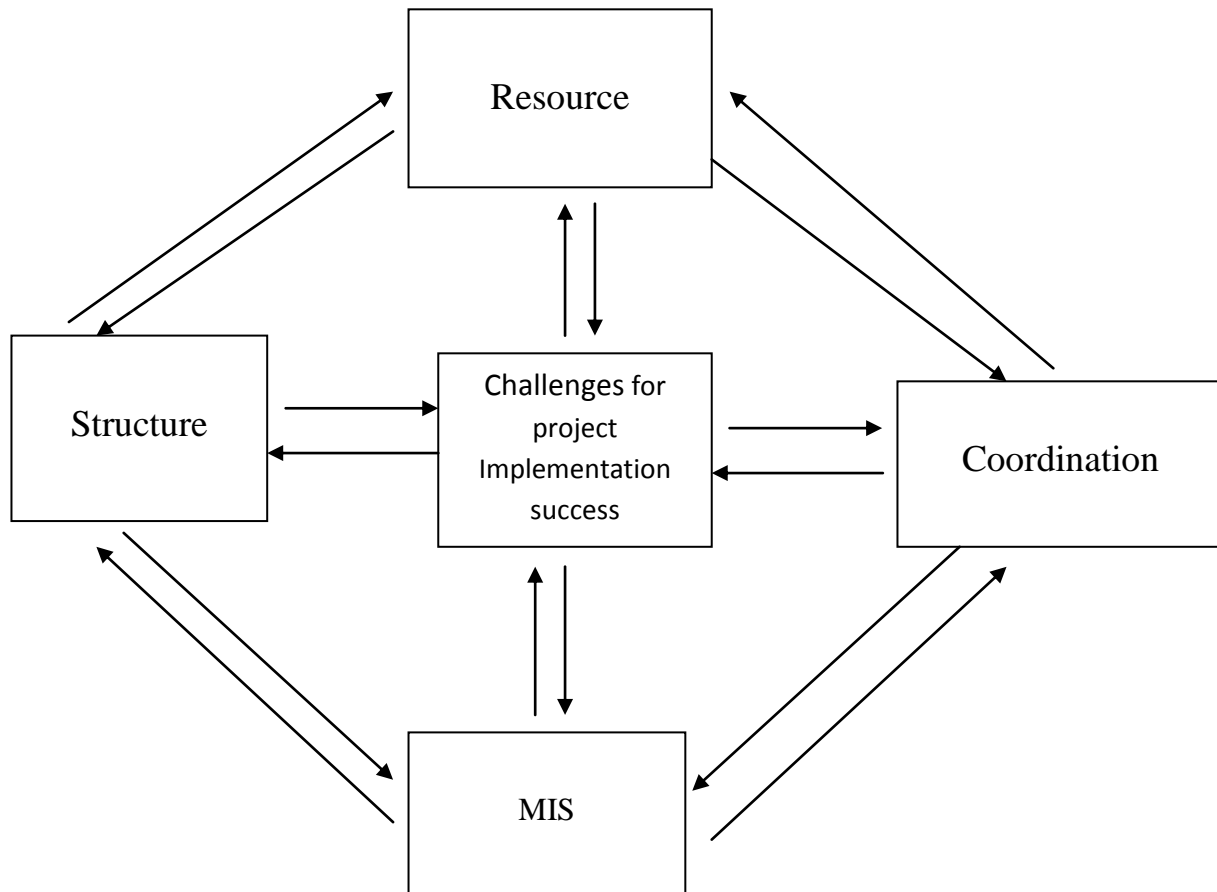
### System related challenges

Having appropriate system is one of the reasons for the project to be successful. PDS project as a project need to have systems like MIS, monitoring and evaluation system, communication system and so on. But due to the lack of MIS targeting takes along time and retargeting process. Project performance report (2017/18).

## 2.10 Conceptual framework

Based on the above theoretical and empirical literatures the below indicated conceptual framework was developed for the purpose of the study.

Figure 2.3 conceptual frame work for the study (developed by the researcher)



## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

This chapter explains the research methodology used to carry out the study. Research methodology considers the context of the research and the results in order to achieve meaningful research outcomes. Moreover, the selection of an appropriate research design involves several steps, beginning with identifying the problem, purpose of the study and literature review. This process of conducting research can either be quantitative or qualitative. Accordingly, this chapter presents the details of the methods used in this research; it has different sub sections that describes and justifies the method and processes that will used in order to answer the research questions.

#### **3.7 Research design**

The study used mixed method, both qualitative and quantitative design as Keegan (2009) states that hybrid methodologies that include both qualitative and quantitative elements are common as they potentially provide complementary understanding to the subject at hand.

The researcher used Mixed design, qualitative design to represent the views and perspectives of the participants in a study, analyze the meaning of people's lives, under real-world conditions and to cover contextual conditions which include the social, institutional, and environmental conditions within which people's lives take place (K. Yin 2011). The qualitative data was collected through key informant interview (KII). According to the literatures, quantitative methods is used to collect numeric data and present statistics about participants' collective features, such as the family composition of people living in the program being studied; the demographic features (e.g., ethnic backgrounds and genders) of the people in an organization (K. Yin 2011). As a result, I used quantitative data which was collected through questionnaire. The questionnaire consists of 6 parts which contains 35 questions (Annex I). The main purpose of the

questionnaire was to collect the necessary data from the sampled population about the service provision process and implementation challenges of PDS. The questionnaire contains both closed and open ended type of questions.

Interview has been used as one of the methods for generating data for this research. The researcher was able to understand deeply the service provision process and implementation challenges. It was conducted by the researcher herself. Interview was conducted using developed interview guide (see the Annex). The interview with experts and officials was to assess over all service delivery process. Key stakeholders at Woreda level were interviewed to investigate their contribution in the implementation process.

The frequent visit to the food security strictures which includes woreda, city administration and federal level enabled the researcher to observe issues and practice of the process. This helped to understand the situation.

### **3.8 Data Type and Sources**

The study was conducted through structured and semi structured questioner used to identify the target study participants. In addition, KII was also used in this study. The primary and secondary data was collected through document review, structured questionnaires, key informant interview, observation and participation. Document which includes implementation manuals, project appraisal document, performance report, and other documents will be reviewed as a secondary data sources. Furthermore, as sources of primary data, key informant interview was conducted with the officials and experts from federal, city, and woreda level implementing institutions and partners.

### **3.9 Study population, Sampling procedure and Sample Size**

The target population is categorized under four groups. The first groups comprise officials and experts of the federal (MoLSA); the second group consists of officials and experts from city administration (food security Agency) and the third group comprises woreda officials, experts and support staffs. The researcher selected the above population with the intention that, they have a direct involvement in the design and implementation of PDS. The sub city level has intentionally excluded because they have little role in the implementation process.

To make the study more feasible and methodologically sound, the researcher used the following sample size and sampling technique;

An effort was made to make the sample a precise representative of the research population. With the premise: higher sample size makes good representation, the researcher tried to take as high sample size as conditions permit. In order to identify sampled sub cities the researcher used stratified sampling. That is to say, researcher first divides the sub cities into two (strata); 1. Sub cities which all woredas are in high& moderate poverty level which includes 4 sub cities (see the table 3.1). 2. Sub cities which have some woredas in lower poverty level includes 5 sub cities.

**Table 3.1 sub cities and their woredas**

	Subcity	Woredas	High/ moderate poverty	Low poverty	Implementation Woredas Year 1	implementation Woredas Year 2	Total 2010
<b>Strata 1</b>	<b>Akaki Kality</b>	<b>11</b>	<b>11</b>	<b>0</b>	<b>4</b>	<b>7</b>	<b>11</b>
	<b>Kirkos</b>	<b>11</b>	<b>11</b>	<b>0</b>	<b>4</b>	<b>7</b>	<b>11</b>
	<b>Addis Ketema</b>	<b>10</b>	<b>10</b>	<b>0</b>	<b>4</b>	<b>6</b>	<b>10</b>
	<b>Gulele</b>	<b>10</b>	<b>10</b>	<b>0</b>	<b>4</b>	<b>6</b>	<b>10</b>
	<b>Lideta</b>	<b>10</b>	<b>10</b>	<b>0</b>	<b>4</b>	<b>6</b>	<b>10</b>
<b>Strata 2</b>	<b>Arada</b>	<b>10</b>	<b>9</b>	<b>1</b>	<b>3</b>	<b>5</b>	<b>8</b>
	<b>Nefas- Silk Lafo</b>	<b>12</b>	<b>8</b>	<b>4</b>	<b>4</b>	<b>5</b>	<b>9</b>
	<b>Kolfe-Karaniyo</b>	<b>15</b>	<b>8</b>	<b>7</b>	<b>3</b>	<b>6</b>	<b>9</b>
	<b>Yeka</b>	<b>13</b>	<b>11</b>	<b>2</b>	<b>4</b>	<b>6</b>	<b>10</b>
	<b>Bole</b>	<b>14</b>	<b>2</b>	<b>12</b>	<b>1</b>	<b>1</b>	<b>2</b>
	<b>Addis Ababa</b>	<b>116</b>	<b>90</b>	<b>26</b>	<b>35</b>	<b>55</b>	<b>90</b>

Adapted from Revised UPSNP Rollout principles and proposal 2017

The study further used random sampling to select sub-cities from the cluster and woredas from sampled sub cities first the sub cities, then the Woredas . Randomly select of two sub cities from the first strata of sub-cities which is 40% namely, Arada & yeka sub-cities. Randomly select three sub cities represent sub cities which have all the woredas are in high & moderate poverty level namely kirkose, Gulele and Arada. Accordingly, I randomly took 2 woreda per sampled sub cities with the assumption that woredas with active in implementation of urban social safety net programs and all implementers are included I the study . It had been planned to sampled 3

participants from each federal and city level implementers. As a result, 6 questionnaires were distributed and all of them collected.

**Table 3.2 Number of sample sub cities and woredas**

List of sub cities	Number of UPSNP benefiting woreda	Number of sampled woreda	Number of respondent
Arada	8	2	5
Lideta	10	2	6
kirkose	11	2	8
Yeka	10	2	7
Gulele	10	2	5
Total	49	10	31

Developed by researcher

**Table 3.3. Key informant interviewed**

Informant group	Size
Federal MoLSA	2
DP representative	2
City administration food security Agency	2
Woreda food security office	8

Developed by researcher

In qualitative research, the samples were chosen in a deliberate manner known as purposive sampling. The goal or purpose for selecting the specific study units is to have those that will yield the most relevant and plentiful data, given your topic of study (Robert K. Yin, 2011). Accordingly, this study used purposive sampling method to select interviewees for Key

informant interview, which is considered more appropriate to trace participant who are actively involved in the implementation of PDS. This research employs qualitative method with the view of assessing the implementation process and also identifying the challenges and problems faced by the implementing institution. In this regard interview methods were used for the purpose. It had been planned to conduct key informant interview at least with two carefully identified key informants from sampled woreda, city and federal level implementers so that the plan was successfully interviewed 14 informants.

**Table 3.4 Summary of methodology**

<i>Participants</i>	<i>Sampling Strategy</i>	<i>Data collection method</i>	<i>Tools for data collection</i>	<i>Cases(No)</i>
Federal, city and Wereda level officials & experts	Purposive sampling	Key Informant Interview	KII Guide questions	14
	Random sampling	Structured questionnaires	Questionnaires	31

### **3.10 Data Analysis**

After all the necessary and adequate data are captured, they were organized in a way suitable for analysis. Both qualitative and quantitative methods will be utilized in data analysis as in the data collection. Much of the analysis of the qualitative data focused on describing, narrating, explaining and understanding institutional phenomena that influence implementation process of PDS and qualitative data collected through different instruments will be categorized systematically for the purpose of thematic analysis. Thematic analysis has been utilized to analyze these data through interpretive statements about the themes obtained from responses and explore the situation of the variables. The data obtained from the structured and close ended questions has been coded and entered into a computer and analyzed quantitatively by using descriptive statistics. Statistical Packages for Social Scientists (SPSS) was used to facilitate the quantitative analysis. The data gathered through qualitative and quantitative method have complemented each other under the thematic analysis.

### **3.11 Data quality assurance**

The data was edited on-the-spot and entered in to data bank that established for the purpose of this research. During on the spot data editing, especial attention was given to correct any discrepancies that are the result of human error. Maximum energy and time was applied to collect all questionnaires that were distributed to the respondent. As a result, all 31 questionnaires were returned. Once the field work is completed, the researchers organize the qualitative data. This was followed by data analysis. Rigorous data validity and consistency checks were part of the data cleaning exercises before starting the analytical work.

### **3.12 Ethical consideration**

This code of conduct and ethics provides a framework for the governance of all activities of the research. It requires that the researcher adhere to the highest standards of performance and ethical conduct, and to all applicable statutes and guidelines in carrying out the assignments. In this case, the research ensures the confidentiality of respondents' identities and the information they provide. Moreover, the researcher has carefully plan to establish trust with respondents beforehand as well.

Therefore, individual participant's personal information obtained as a result of research is to be considered confidential and disclosure to third parties is prohibited. Participant confidentiality will be ensured by utilizing identification code numbers to correspond to research data in any research paperwork and computer

Detailed information was provided on questionnaires that enable participants to understand the objective of the research, gives freedom to the participants either to participate or not participate; to withdraw from the study at any time without any precondition. The purpose of the study will be clearly explained to the concerned bodies, and participants.

## Chapter Four

### Finding and discussion

This chapter presents the key findings of the study produced by different data processing and analysis methods. Statistical Program for Social Science (SPSS), Spreadsheet and qualitative data analysis techniques were used in producing the results. The overall findings have been presented with respect to implementation process and challenges of urban productive safety net program in Addis Ababa.

#### 4.1 Major Characteristics of the Study Respondent

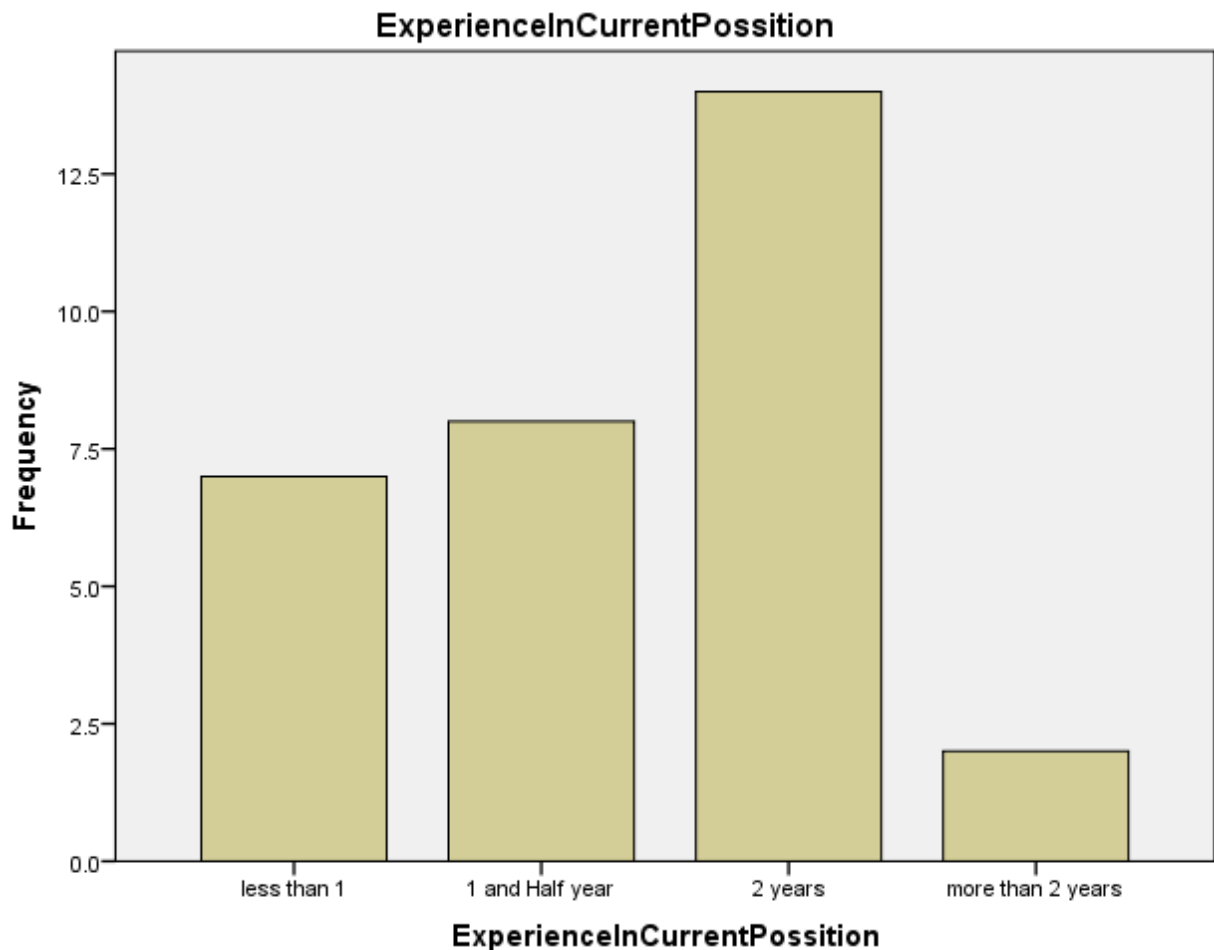
Table 4.1. location \* Education Cross tabulation

		Education			Total
		Master's Degree	Bachelor's Degree	Diploma	
Location	Federal	2	1	0	3
	city administration	1	2	0	3
	Woreda	3	17	5	25
Total		6	20	5	31

Source: SPSS result of the study, 2018

Education and experience are very important variables in conducting study on humanitarian service delivery process. Accordingly, the study has made an effort to look at the respondents' location with educational characteristics, result shows that the majority of the respondents (64.5%) from the total are Bachelor's Degree holders, (19.3%) of the respondent have Master's Degree and the rest (16.1 %) are diploma holders

*Figure 4.1 Experience in current position*



With regard to work experience, even though sampled respondent are rich in prior work experience it was found out that almost all of the respondents have two or under two years of experience in their current position. Empowerment programs are a tool of human capital formation which needs experience and direct involvement. Therefore, it is important that there should be a mechanism to look in to possible ways of building experience of the staff to enhance their engagement. Unless the staffs are equipped with relevant and adequate experience the effectiveness and efficiency of the program delivery will be negatively affected.

## 4.2 Brief Background of PDS

With regard to the roles (mandate) of institutions in putting the PDS into action, based on the respondents' description in the questionnaires and interview about the role and objective their institution, the researcher categorized the institutions in to two; the institutions which are categorized under high level implementers. These institutions are responsible to produce and disseminate manuals and strategy, build capacity of implementers, collect and analyze data of the program, monitor and evaluate the progress of the program, mobilize and distribute resources, build collaboration and partnership. The federal and city level implementers are categorized under higher level implementers. The secondary categories of institutions which are defined in relation to their direct involvement at the grass root level on the implementation of the PDS. In Addis Ababa, woreda structure is the lowest administrative unit which is responsible to promote social and economical wellbeing of the citizen. Respondent from sampled woreda confirmed that they have active involvement from beneficiary's identification to graduation. The role of woredas has been listed which ranging from targeting to graduation which include targeting; planning implementation process, selection process and grievances handling, identify the need of beneficiaries, organizing different committees, providing skill training, implementation and monitoring and evaluation activities. The respondents further stated that the socio economic empowerment of beneficiaries as the primary objective of their institution.

The collected data shows that majority of respondents 26 (84%) indicated that the beneficiaries have been provided nothing but only cash transfer. The rest 5 (16%) of the respondent indicated that the cash transfer is supplemented by coaching and psychosocial support. This also confirmed by respondents of key informant interview. In line with cash transfer, PDS has given due emphasis to supplementary support which include psycho social, life skill training, and

integrating them with other services like education and health services. The respondent further indicated that the service which has been providing is not appropriate enough to meet the need. This shows that the achievement of intended goal of economic and social empowerment will be challenging.

The sample respondents were asked how priority areas of PDS interventions strategy identified, some of respondent from woreda had nothing to say but majority of the respondent states as it derived from social protection policy, food security strategy and experience of rural productive safety net. Discussion and bilateral agreement between government of Ethiopia and World Bank has also mentioned.

### 4.3 Implementation process

In understanding the exiting situation of implementation process of PDS, a number of factors could positively or negatively influence the implementation process, which could in turn positively or negatively influence the intended goal. Among many factors, well design system/process, skilled human resource, appropriate structure and capacity are important factors.

**Table 4.2 The presence of well-designed set of processes**

		Frequency	Percent
Valid	Very less	3	9.7
	To some extent	19	61.3
	Very well	8	25.8
	Total	30	96.8
Missing	System	1	3.2
Total		31	100.0

*Source: SPSS result of the study, 2018*

During the desk review, the researcher found implementation manuals and project appraisal document which deals with how the program should be implemented; however as has been shown in table, 19 (61.3% ) of the respondent felt that the implementation process designed to some extent and 3 (9.7%) of the respondent indicated that design is not good enough to implement. This shows that there are still concerns among respondents about the design of implementation process.

**Table 4.3. Is the program implementation process clear and realistic?**

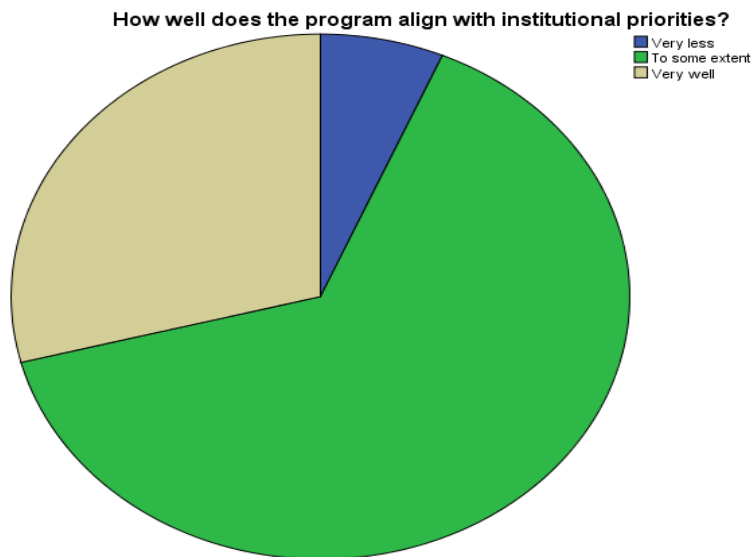
		Is the program implementation process clear and realistic?			Total
		very less	To some extent	very well	
location	Federal	0	2	1	3
	city administration	0	3	0	3
	Woreda	7	15	1	23
Total		7	20	2	29
Missing	value				2
Total					31

*Source: SPSS result of the study, 2018*

According to the literatures, socio economic empowerment of people needs well designed and realistic strategic manuals should be put in place. As can be seen in the table, 67.7 % of the respondents are not very well clear to realize the manuals 19.3% of them are not clear about the manuals. The proportions of respondents who are cleared and optimistic about program implementation process are higher in federal level respondents followed by City administration respondents as compared to woreda. This difference shows that federal and city level implementers have more awareness optimistic than those in woreda where most functions are concurrently shared so that people would be socially and economically empowered when they

have access to information, to acquire knowledge and skill, social services and alternative opportunities to generate incomes for their households (Friedmann, 1992). As stated in the PAD of UPSNP cash transfer should be supplemented by coaching, financial literacy training, business plan development, semi-skilled training and technical skills training which have immense contribution in empowering targets socially and economically. Accordingly, the sample respondents were asked to what extent the program addresses an identified need. The study result shows that 38.7% of the respondent indicates that the program provision is not as much of identified need and 58 % of the respondent expressed the needs have been addressed to some extent. This also confirmed by interviewed participant. They pointed out that only cash transfer has been provided. Even the payment which has been provided is not sufficient enough for living.

**Figure 4.2** *how well does the program align with institutional priorities*



*Source: SPSS result of the study, 2018*

This figure shows 64% of the respondent indicates that the program has not been given priority as expected and 29% of them confirmed that the program has been align with their institutional

priorities. During key informant interview some participants have said that the program is designed to meet the various needs of the beneficiaries by creating livelihood opportunities through cash transfer schemes. But priorities have been giving for physical work of public work instead of social and economical empowerment of the beneficiaries.

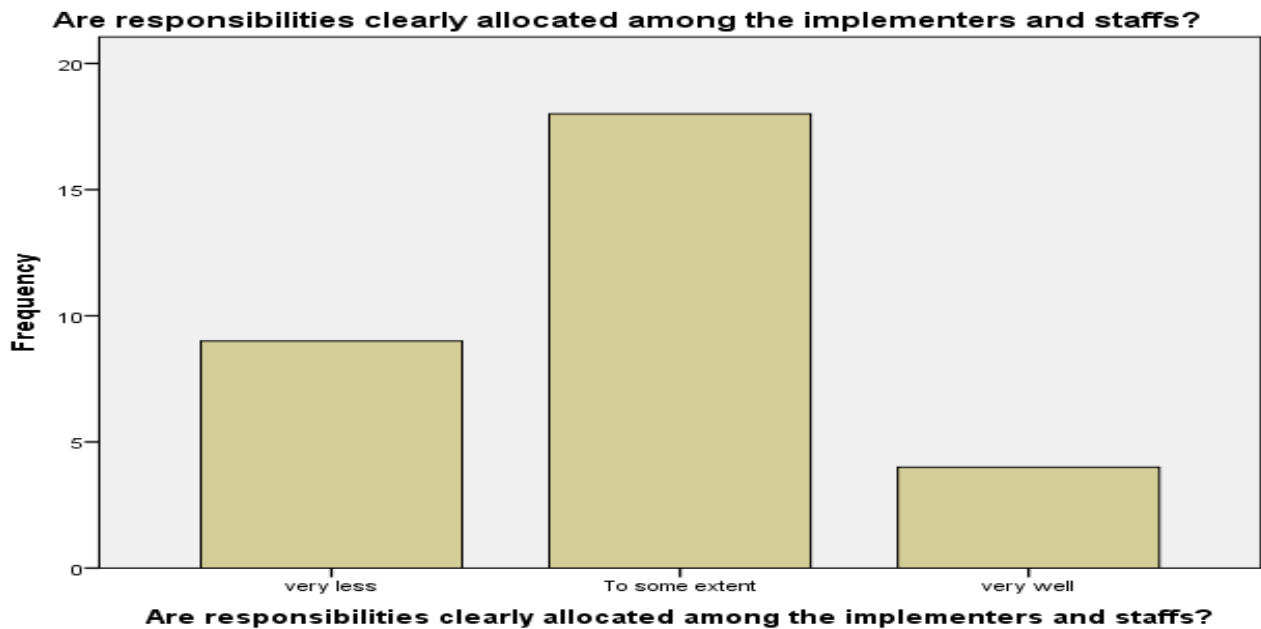
**Table 4.4. Access to necessary manuals& strategies that help to implement the program**

		Frequency	Percent	Federal	City	Woreda
Valid	Very less	4	12.9	-	-	4
	To some extent	20	64.5	-	1	19
	Very well	7	22.6	3	2	2
	Total	31	100.0	3	3	25

Source: SPSS result of the study, 2018

Respondents were asked about their access to PDS-related implementation manuals & strategies. Out of the respondent 64.5% reported that they have an access but not enough. The access to manuals is better in federal and city level implementers (almost all respondent from federal city administration confirm) who are responsible to design and develop manuals and strategies when compare to woreda.

**Figure 4.3 Clarity about responsibility**



*Source: SPSS result of the study, 2018*

Regarding the responsibilities, the role and responsibilities are clearly defined in the implementation manual of PDS in the institutional level. Practically, majority of the respondent (58%) feel that responsibilities are shared but not significant and 29% of the respondent feels that the allocation of the responsibility is not as much of the expected. The rest are comfortable with the allocation of the responsibilities. This shows that, the responsibilities are somehow allocated among the implementers and staffs.

#### **4.4 Institutional capacity and Resources**

According to literatures, Adequate implementation capacity is a key instrument to design strategies, to strengthen and sustain program implementation process which in turn helps to further enhance effectiveness, efficiency, transparency and accountability in program/project management at all levels. In this analysis we will see institutional capacities in the views of

individual and organizational in terms of human resources, finance and procurement. In addition analysis of systemic capacity has been analyzed.

**Table 4.5 Have capacity-development needs of implementing institutions been discussed**

	Frequency	Percent
Not at all	3	9.68
Very less	11	35.48
Valid To some extent	14	45.16
Very well	3	9.68
Total	31	100.0

Source: SPSS result of the study, 2018

Information was collected on whether the capacity development need has been discussed respondent from federal and city administration indicated that needs has been discussed but 9.7 % of the respondent from woreda reported that capacity development need has not been discussed and 35.5% of them confirmed that the discussion is insignificant while 45.2% of the respondent said the discussion is existed but not sufficient. Only 9.7% confirm that there is the discussion on the need of capacity building. It seems that the discussion about capacity building is not sufficient enough.

**Table 4.6. Are there adequate capacity-building tools available in the plan of action?**

	Availability of CB tools		Capacity been identified in the plan	
	Frequency	Percent	Frequency	Percent
Not at all	4	12.9%	6	19%
Valid Very less	15	48.4%	16	52%
To some extent	12	38.7%	9	29%
Total	31	100.0%	31	100%

Source: SPSS result of the study, 2018

Developing a clear and coherent capacity tool is critical to effectively implement the urban productive safety net. However, the study found out that the issues of capacity building are not addressed considerably. Table 4.6 presents data on some other dimensions of the availability and

integration of capacity building tool in plan of institution: Majority of the respondent 19 (61%) especially almost all respondent from woreda reported that there is few or no capacity building tools in their institution. The rest of the respondents from all level confirmed that there are tools of capacity building but it is not sufficient/enough. On the other hand 52% of the respondent states that capacity building activities are identified insignificantly in their plan and 19% of them thought that the capacity building has not been identified yet.

**Table 4.7. Do the unit/ department/ directorate/team keep informed about the latest technique and competencies trends in PDS**

		Frequency	Percent
Valid	Not at all	1	3.2
	Very less	11	35.5
	To some extent	14	45.2
	Very well	5	16.1
	Total	31	100.0

*Source: SPSS result of the study, 2018*

Respondent under study have limited information about the latest technique and competencies trends in PDS to provide the expected services. 38% of the respondent have little or no information and (45%) of them latest technique and competencies to some extent. The rest are equipped with latest technique and competencies.

**Table 4.8 Are staff numbers and their qualifications as well as skills adequate to meet the actual workload**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Very less	14	45.2	45.2	45.2
	To some extent	17	54.8	54.8	100.0
	Total	31	100.0	100.0	

*Source: SPSS result of the study, 2018*

According to the data shown in the table, almost all respondents working on the PDS program indicated that the positions within the organizational structure have not been filled as required.

For example, in the interview session the woreda food security office has explained that their office staff numbers and their qualifications as well as skills to meet the actual workload are not adequate. As compared to beneficiary number, on average there are 3,000 beneficiaries, at most 5 experts and one official per woreda. The experts complain that the work load which includes collecting daily based data, identifying the need of beneficiaries through discussion, facilitating linkage with service as per their need, follow up the physical work, providing psycho social support and other activities is not reasonable as compare to number of staff. They further explained that they spent much of their working day by doing routine works. This shows that the ultimate objective of the program which deals with social empowerment through providing integrated services has not been given attention. The respondents believe that the staff in most cases does not have the key competencies (skill, knowledge, and willingness) for effective and efficient service delivery. That is to say, the staffs are not organized with the appropriate fields of study for example social science graduates who are expected address social and psychological aspects are not sufficiently included. Staff and capacity limitations were widely reported at the woreda level while the offices of federal and city level implementers generally adequately staffed. As a result, this situation is adversely affecting the achievement of the intended objective with in the life span of the project.

**Table 4.9. Are financial means adequate and equipment adequate to achieve the desired goal?**

		financial means		Equipment	
		Frequency	Percent	Frequency	Percent
Valid	Not at all			4	12.9
	Very less	8	25.8	15	48.4
	To some extent	20	64.5	10	32.3
	Very well	3	9.7	2	6.5
	Total	31	100.0	31	100.0

*Source: SPSS result of the study, 2018*

The Government of Ethiopia and its development Partners (World Bank, WFP, UNICEF, etc.) have agreed about financial means during designing phase of the future Safety Net programs. Most of the respondents (64.5%) have expressed that their institutions have considerably equipped with financial resources to operate properly. On the other hand, 25.8% of the respondents noted that the financial resources are very small. Therefore, we can say that financial resources allocated are found to be insufficient enough. Institutional capacity can be determined by availability and accessibility logistical equipment. But the study found that 61% of the respondents reported that there is little or no logistical equipment at woreda level and 32.3% of them indicated that availability and accessibility logistical equipment is minimal. Participant in interview confirmed that logistical equipment like computers and related facilities and items as well as maintenance, transport facilities and office space are found to be inadequate.

#### **4.5 Institutional coordination and service delivery system**

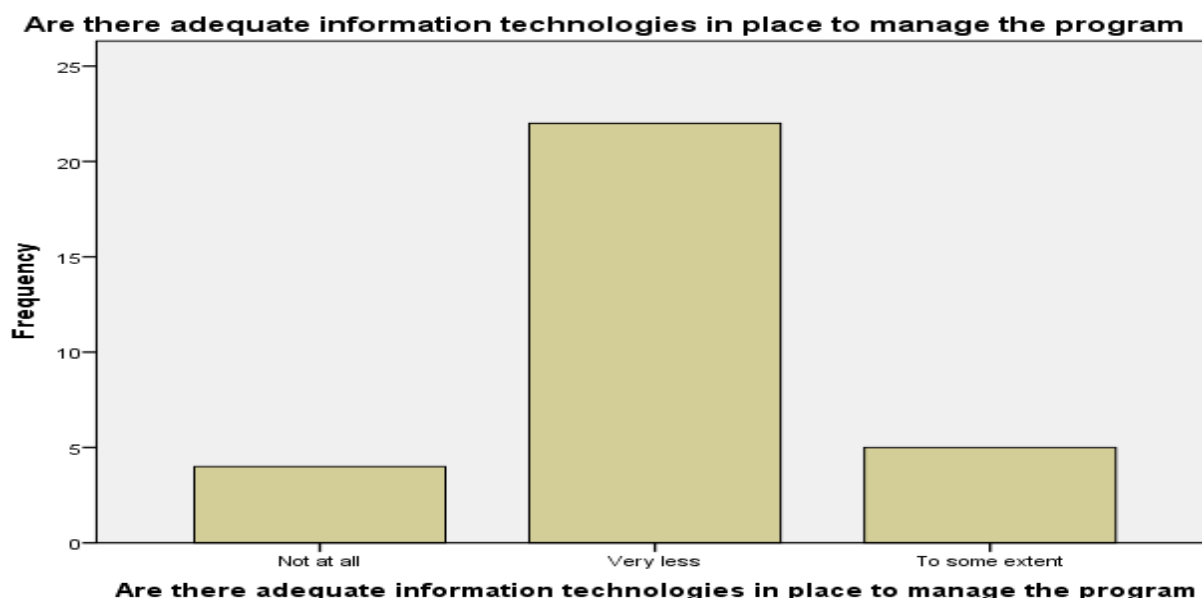
Considering that the nature and the complexity of productive safety net, effective implementation process demands coordinated, multi-sectoral and systemic approach. When we say coordinated and multi-sectoral approach that is to say vertical and horizontal relationship among the implementing institution. Systemic approach also includes integrated service delivery which is supported by information management system and effective and efficient use of monitoring and evaluation.

According to the implementation manual of PDS, the issues of coordination and communication among stakeholders should be thematic of discussion. The collected data shows only (27%) of the respondents reported that the issues of coordination and communication have been discussed obsessively, and 45% confirmed that the issues have been discussed to some extent. The rest (28%) mentions that there are discussions on the issue of coordination and communication but

not significant. With regard to institutional arrangement, majority of the respondents 74% (among the total sample 39% responded that very well and 35% of them said to some extent) of them feels that the policy frameworks (policies, food security strategies, PIM) significantly support the existing institutional arrangements. Unlike the policy frame work, the data shows that it is more difficult to identify the existing or appropriate institutions for implementing safety net activities as majority of the sampled respondent confirmed. Therefore, the situation clearly show us the practical trend of identification of institution is not as of in the policy level.

Developing clear and practical mechanism for coordination among the concerned bodies is crucial to provide integrated services. In this regard, one of the topics discussed was which actors are expected to engage in the implementation of PDS. According to the respondents, the program has been implementing by two ministries, agency of job creation and food security under ministry of urban development and housing and ministry of labour and social affairs. It is expected that the implementation process should be supported by various sectors including ministry of finance and economy cooperation, financial institutions especially commercial bank of Ethiopia, ministry of women and children affairs, ministry of youth and sport, TVET, municipalities of cities, partners, NGOs and community based institutions. Inter ministerial technical committee and task force could have been the mechanism to ensure coordination and communication among concerned institutions. However, the mechanism remained weak as a result of weak accountability. The respondents further explain that even though a number of institutions have a stake in the implementation process, the efforts are not effectively integrated and coordinated. As a result, the two key implementers with ministry of finance and economy cooperation are actively engaged in the implementation of UPSNP.

**Figure 4.4 Availability of information technology**



Source: SPSS result of the study, 2018

Using appropriate and adequate technology is the most important step to be taken to ensure effective and efficient management of project. Implementers of PDS are expected to use computers based software like MIS in order to enhance quality of service delivery. However, 61% of the respondents indicated that technologies are applying insignificantly. And it is a challenge for the implementation.

**Table 4.10 System for monitoring and evaluation**

		Frequency	Percent
Valid	Very less	11	35.5%
	To some extent	17	54.8%
	Very well	1	3.2%
	Total	29	93.5%
Missing	System	2	6.5%
Total		31	100.0%

Source: SPSS result of the study, 2018

The project appraisal document and implementation manuals of project notes that the program should be supported by ongoing learning processes, taking information from monitoring reports and evaluation studies to strengthen implementation. As indicated in the table 4.10, 17 (54.8%) of the sample respondent believe that the system of monitoring and evaluation has been applied to some extent and 11(35.5%) of them feels that the system of monitoring and evaluation has been applied insignificantly

In sum, the respondents were asked to state their view on challenges and limitations of the project in executing its roles. Among many comments the following pointes are summarized.

The summery is organized based on their similarities;

### **Structural**

- There is role confusion among line institutions
- There is collaboration with relevant sectors. But still needs improvement with technical sector offices
- Staffing gap at city and woreda level affecting structural functions

### **Resources**

- Insufficient administration cost
- Insufficient amount of transfer for target group
- Absence of incentive and transport allowance for staffs
- The Delay of procurement at all levels (goods, services)
- Lack of clarity on financial procedures
- Absence of comfortable working environment/ limited office space
- Limited access to computer and furniture

- Insufficient number of staff
- Staff turn over
- The staff is not organized by some important disciplines like social science

### **Knowledge & skill**

- Limited capacity building strategies
- Gap in Knowledge and skill among the staff
- Absence of motivation among the staffs
- Limited access to training and awareness raising for community

### **Coordination and system**

- Absence of management information system which helps to manage overall management of the program
- Weak functioning of coordination mechanisms.
- Absence of systematic documentation and communication
- Activities of monitoring and evaluations are not sufficient enough and are not supported by standard guideline
- Lack of awareness among the community /limited community participation in the implementation of UPSNP/PDS.

## **CHAPTER FIVE**

### **CONCLUSION AND RECOMNDETION**

#### **5.1 Conclusion**

This study has used descriptive method to assess the challenges of Ethiopia's urban productive safety nets programme permanent direct support implementation to draw conclusion from the implementation process and challenge of PDS after its first 2 phase of operation, the study is made taking the following aspect in to consideration; Implementation process, institutional capacity, institutional coordination and service delivery system.

Project implementation process is guiding by designed appraisal documents and implementation manuals. However, the appraisal documents and implementation manuals are not sufficiently accessible for woreda level implementers. As a result, most of implementers are not very clear about the implementation of the program.

Overall, the project is making good progress although the pace of implementation is slow compared to the design. The PAD & PIM states the pathway of the implementation process of PDS. The assumption is that the implementation process and the expected services stated in the PAD & PIM would promote the livelihood of beneficiaries. But this study found out that the services/support of the PAD & PIM is not fully realized. Implementers at woreda level focus on the cash transfer. As a result, some important elements like linkage with other service, and psychosocial support and case management which are crucial to achieve intended goal of empowerment are not well present.

It was found that basic structural arrangement in place with the expectation that it can contribute to effective and efficient implementation of the program, but if it is not properly capacitated it can negatively affect the project implementation and achievement of the intended objective.

Accordingly, the study analyzed the capacity of the implementing institution. The result indicated that implementing institutions of PDS are organized by insufficient staff as compared to actual workload. The study also found out that capacity gap; in terms of competency (skill, knowledge, and experiences) visibly exist for effective and efficient service delivery.

On the financial and procurement side of capacity, city administration and woreda level implementers have shown considerable dependence on federal level implementers which also depends on development partners. It has also noted that the financial and procurement is not sufficient enough to deliver effective service. Lack of sufficient financial resources and procurement can adversely affect the institution's capacity to operate in its full capacity. This will ultimately affect the quality and coverage of the service.

The PAD & PIM clearly defined the formal institutional frameworks and importance of system in the implementation process of PDS. The study shows that the issue of coordination is one of the challenges to provide integrated support. The coordination mechanisms which defined in PAD & PIM are not sufficiently implementing. This show that key stakeholders are not participating as expected manner. As a result, provide integrated service for beneficiaries of THE project become challenging.

Technology and system support can play significant role in ensuring effective delivery of the key operational processes. It also plays an important role in facilitating and supporting monitoring and evaluation. The result indicated that in the implementation of the project in Addis Ababa, there is weak mechanism/system of monitoring and evaluation. Furthermore, the program at large is not supported by appropriate technology and system.

## 5.2 Recommendation

- Lack of clear understanding of the PAD and PIM was observed. Therefore, Organizing orientation and obsessive training programs will help in solving the problem. Implementers of the program need to have the copy of the PAD and PIM so that they could refer to it from time to time to avoid any potential discrepancies in implementations.
- The need of beneficiaries should be identified by conducting need assessment to maximize the impact of the program. The PDS design commits the implementers to ensure that beneficiaries who are receiving cash transfer have access to other complementary services that can help to promote their economical and social wellbeing. Therefore, implementers need to understand how holistic and integrated service delivery would function in the context of Addis Ababa.
- Institutions should be clearly mandated to deliver services as per their mandate. In addition to mechanisms stated in the documents, formal coordination system should be established at all level to ensure integrated, compressive and multi- sectorial approach. A stakeholder's analysis should be conducted and specific responsibilities of each should be identified.
- To strengthening the coordination among the key implementation and stakeholder, the existing framework should be complimented by system of accountability, transparency and performance auditing. This can be achieved through establishing system of partnership, networking, referral and memorandum of understanding.
- The objective of project can be meaningfully achieved if all capacity gaps bridged appropriately. Current gaps in staffing capacity, financial and physical resources should

be clearly identified in the short term. The identified capacity gaps should be focus of discussion in all level of implementers.

- The development of knowledge and skill of the staffs should be improved through short and long term training. In addition, ensure that the minimum staffing requirement is fulfilled and the necessary incentives are provided.
- Another key challenge facing the PDS is insuring financial and logistics issue. Higher level implementers should review the bottlenecks of the finance and procurement observed at all level and address urgently.
- An important element that must be addressed to enhance the capacity to address PDS is to improve the monitoring and evaluation systems because it is key building blocks of social safety net. So that it should be strengthened through well designed tools which supported by appropriate technology that includes well functioning information management system. Monitoring formats and standard reporting outline should be developed and training should be provided to federal, city and woreda level implementers.

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## *Annex I*

### **ADDIS ABABA UNIVERSITY**

#### **School of commerce**

Dear respondents,

It is my great pleasure to invite you to participate in my study (project work) entitled “Assessment of project Implementation process and Challenges of Permanent Direct Support (PDS) project case study in Addis Ababa.”, whose major aim is to assess the service provision process and institutional challenges of PDS in 90 woredas of Addis Ababa. I am confident that your experience and knowledge are very crucial for the accomplishment of my study. Your input could influence project and program design and implementation in this country looking to learn and replicate good and successful practices in the areas covered by this study. Looking forward to completing the study and sharing the results with you, I am very thankful for your valuable time and contribution in advance. I want to assure you that your responses are held in strict confidentiality.

Genzeb Hailu

#### **Part I. Background information**

*Please, put check (√) in front of your response or writes the correct response on the space provided.*

1. Name of the Organization/Department/directorate /Council:: -----  
-----
2. Location:
  - A. Federal
  - B. City administration
  - C. Sub-City
  - D. Woreda

#### **Part II. Profile of the Respondent**

3. Job title: .....
4. Education:

1. Doctoral Degree/PhD       2. Master's Degree   
 3. MD       4 Bachelor's Degree   
 5 Diploma       6 Higher Secondary Education   
 7. TEVT       8. Other -----
5. Years of Experience  
 a. In current position/ institution: .....
- b. In Other Organization:-----

**Part III: Information on PDS/ Service provision**

6. What are the roles (mandate) of this institution in putting the PDS into action?

-----  
 -----

7. Number of beneficiaries covered by the programme at federal level?

Male       Female       Total

8. What Types of support have been planned?

	Kinds of support	Yes	No
a	Cash Transfer		
b	Food		
c	shelter		
d	Psychosocial Support		
e	Access To Health Care Education		
f	Other -----		

Please, put check (√) under the most appropriate alternative for each question

<b>Part IV <u>Implementation process</u></b>					
		Not at all	Very less	To some extent	Very well
9	Are well-designed set of processes in place in core areas to ensure smooth, effective functioning?				

<b>Part IV <u>Implementation process</u></b>					
		Not at all	Very less	To some extent	Very well
10	Is the program implementation process clear and realistic?				
11	Is the program implementation process contextually appropriate in relation to the situation of target group				
12	To what extent does the program address an identified need?				
13	How well does the program align with institutional priorities?				
14	Are working processes/approaches adequate?				
15	Is the program implementation process translated in a clear, realistic manuals and annual plan?				
16	Do you have the necessary manuals strategies that help to implement the program				
17	Are responsibilities clearly allocated among the implementers and staffs?				
<b>Part V <u>Institutional capacity</u></b>					
18	Have capacity-development needs of implementing institutions been discussed				
19	Are there adequate capacity-building tools available?				
20	Have activities to develop capacity been identified in the plan				
21	Are staff numbers and their qualifications as well as skills adequate to meet the actual workload?				
22	Do the unit/ department/ directorate/team have fulfilled the required number of employees?				
23	Does the unit/ department/ directorate/team keep informed about the latest technique and competencies trends in DSP				
24	Is staff performance adequate, considering the circumstances?				
25	Does the unit/ department/ directorate/team access adequate logistical infrastructure and equipment				
26	Are financial means adequate to achieve the desired goal?				
27	To what extent do the policy frameworks (food security strategies, policies, PIM) and existing institutional arrangements support the ministry/department/unit role in engagement with stakeholders on urban productive safety net				
28	Are appropriate institutions for implementing safety net activities been identified				

<b>Part IV <u>Implementation process</u></b>					
		Not at all	Very less	To some extent	Very well
29	Does the existing mechanisms to facilitate coordination and communication among stakeholders been discussed?				
30	Does the implementing institution's have developed and maintained partnerships and networks with important stakeholders?				
31	Are there adequate information technologies in place to manage the program?				
32	Is there a Standard guideline and support for monitoring and evaluation system?				

31. Which actors are expected to engage in the implementation of DSP

- 1.-----
- 2.-----
- 3.-----

32. What kind of mechanism has been used to facilitate coordination?

-----  
 -----  
 -----

33. Is the mechanism effective enough? If so how, if not why

-----  
 -----  
 -----

34. Which actors are actively engaged in the implementation of DSP Which institutions do you think are relevant but excluded to implement the project

- 1.-----
- 2.-----
- 3.-----
- 4.-----

35. Any other challenges/limitations of the project in executing its roles at your institutional level

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-----

## ***Annex II***

### ***KII Guide for Federal/city/ woreda level Key informant***

1. What do you say about the role and activity process of PDS
2. Are there any problem related to the design of the program
3. Can you briefly tell us the key objectives of the PDS in relation to your institution? (Ask for written documents (such as plans and reports) for verification purposes
4. What do you think about capacity of your institution to implement the PDS
5. What are key challenge in relation to capacity, structure, resources (financial and human), coordination and system for PDS project implementation? (ask independently)
6. In its very nature PDS requires the involvement of many stakeholders so, what do you say about working with multiple stakeholders? Is it challenging the implementation?
7. What do you recommend to prevail over the challenges?