

UNITED NATIONS DEVELOPMENT PROGRAMME

PROJECT DOCUMENT

Project Title: Capacity Development Support to Civil Service Reform in Ethiopia (CDSCS)

Project Number:

Implementing Partner: The Federal Civil Service Commission (FCSC)

Responsible Party: United Nations Development Programme (UNDP)

Financing Partner: UK/FCDO

Start Date: October 2021

End Date: March 2023

LPAC Meeting date: Sept.30/2021

Brief Description

Ethiopia's achievement in economic growth and basic services has been impressive over the last two decades. Yet, this remarkable success was achieved within a model of tight political control, limited checks and balances, and widespread human rights violations. Close observers of the model have consistently highlighted fundamental concerns about the long-term sustainability of development results, and the need for government to respond to citizens' calls for more accountability and opening of the political space, if it is to deliver lasting economic transition and to ensure sustainable peace and stability.

The protest movement that erupted across Oromia Region, which spread to other parts of the country in 2015–16 stemmed, mainly, from the EPRDF's autocratic rule that limited improvements in accountability and expansion of the political space. The widespread protests across the Regional States were followed not only by the imposition of two rounds of a state of emergency, but also resulted in EPRDF internal ruptures finally leading to the resignation of the former Prime Minister Hailemariam Desalegn and appointment of Abiy Ahmed in April 2018. Prime Minister Abiy Ahmed promised a wide-ranging transformational agenda covering political, justice, economic and security sectors.

Both UK and UNDP were already working with the Government of Ethiopia to support economic and governance reforms. The FCDP '**Supporting Ethiopian Transition**' (SET) programme was designed in 2019 with the objective of providing targeted interventions to support the Government of Ethiopia's democratic transition agenda in priority areas. These include improving enabling environment required for strengthening democratic oversight; developing systems of accountability and meritocracy within the civil service; and providing deep contextual analysis to ensure that development programming is more responsive to the fast-paced political transition.

Similarly, UNDP has been supporting various initiatives through its **Governance and Democratic Participation Programme (GDPP)**, focusing largely on democratic and oversight institutions, with a view to strengthening parliamentary systems, promoting human rights, enhancing integrity and accountability systems, diversity management and peacebuilding. UNDP also supported a pilot Business Continuity Planning Initiative in response to the COVID-19 pandemic, targeting select civil service institutions at federal and regional levels, all of which complement the SET objectives directly or indirectly.

Contributing Outcome (UNSDCF/CPD,
UNSDCF: OUTCOME 2: All people in Ethiopia live in a cohesive, just, inclusive, and democratic society
CPD:
OUTCOME 1: Accelerate structural transformations for inclusive and sustainable development.

Total resources required:	USD 1,013,338.00	
Total resources allocated:	UNDP TRAC:	
	Donor:	UK
	Donor:	
	Government:	
	In-Kind:	
Unfunded:		





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Agreed by (signatures)¹:

Government	UNDP	Implementing Partner
 Ministry of Finance (MoF) 	Turhan Saleh UNDP- Ethiopia Country Office	 Federal Civil Service Commission 
Date:	Date: 12-Oct-2021	Date: 12-Oct-2021



I. DEVELOPMENT CHALLENGE

An efficient and effective civil service plays a major role in the development of a nation across all dimensions. Civil servants are crucial parts of any modern government to mobilise resources and implement policies. However, the civil service cannot play its critical role in development if it is constrained by antiquated/cumbersome management systems and processes.

The major challenges facing the Ethiopian civil service include:

- 1) **Lack of professionalism and undue interference of ruling party politics:** Recruitment, promotion, assignment to key posts, career development and performance evaluations have been highly subjugated to the ruling party affiliation. General and technical competency frameworks considered essential for professional civil service have not yet been fully introduced. Performance planning is less systematic while performance assessment is highly subjective. Career development is generally poor.
- 2) **Weak accountability and transparency:** Accountability and transparency in the Ethiopian civil service are undermined by different but reinforcing factors. The major underpinning factor is the accepted norms associated with neopatrimonialism, where informal relationships are stronger than the formal rule. In democratic systems, the civil service is a part of the accountability chain where citizens elect their governments and hold them accountable for the delivery of public services. Civil servants are accountable to ministers; ministers accountable to the head of government (Prime Minister, President, etc.); the Prime Minister accountable to Members of Parliament; and the Members of Parliament to the citizens – the electorate.
- 3) **Poor public service delivery:** Ethiopia ranks among the lowest in the government effectiveness index and the Doing Business Index, despite huge investments in public sector reform over the last decade. A recent sample assessment² indicates that petty corruption at service delivery level is worsening in Ethiopia. Other major factors³ impacting poor service delivery include poor working environment, lack of the required skills, lack of motivation and cumbersome complaint redress mechanisms.
- 4) **Very low remuneration of public servants:** This is a well-recognised fact that the civil service salary is very low and with ever increasing inflation has made sustaining decent livelihoods difficult for civil servants. This will have negative implications not only on their motivation, but also put pressure to resort to fraud and corruption in frontline service delivery where control and accountability mechanisms are weak.



¹ Note: Adjust signatures as needed
² British Embassy, 'Corruption and anticorruption trends in Ethiopia', January 2021, Addis Ababa.
³ WB, 'Moving Further On Civil Service Reforms in Ethiopia' survey report, June 2017, Addis Ababa.

- 5) **Poor use of ICT in public services.** Computerisation and digitalisation in service delivery have yet to be expanded in Ethiopia. Most service provision is processed manually; very often archives are very poorly managed. This involves not only inefficiencies but opens door for bribery and reinforces maladministration.
- 6) **Lack of standards and guidance with regards to the size and expansion of the civil service:** There is no study or standard guidance about the number of personnel required to render the optimum provision of public services. Organisational structures and the number of personnel needed are often prepared by a taskforce based on traditions rather than well evidenced research and standards. Administrative zones and woredas are expanded depending on the interests of the local political elite. Administrative costs are consuming more and more of the budget at the expense of other development expenditures. Moreover, service delivery standards either do not exist in most of the cases or are not fully enforced without any repercussion from therein.

II. STRATEGY

A. Theory of Change

The Theory of Change (ToC) established that the leadership change in the ruling party (previously EPRDF, now Prosperity Party or PP) created an opportunity for supporting democratic reform agenda in Ethiopia. The CSR project would provide technical assistance through consultancy, advisory services, training and analysis, which would help expand the knowledgebase, strengthen the existing good practices and introduce new systems and mechanisms into the civil service institutions. The civil service would become more professional and nonpartisan asserting its integrity; the government would become more efficient and effective in public policy making and implementation, as well as more responsive to citizens. In turn, Ethiopian citizens would become more confident in their ability to express their views and take action to hold the government more accountable for its performance.

On the other hand, it is assumed that the political and conflict situation would not cause major distraction; covid-19 would become part of a daily life and the government operations would continue without major disruption; the government's commitment and timely engagement would be maintained; and short-term, flexible, and niche technical interventions would deliver reform in civil service. It is also assumed that the government's commitment to build nonpartisan professional civil service system will sustain beyond the project period.

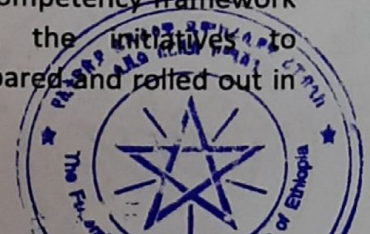
Theory of change diagram

Inputs (\$m TA)	Outputs	Outcome	Impact
Consultancy Advisory Training Analyses	Enabling environment such as new rules, systems, procedures, guidelines, skills, and decisions	More capable professional civil service institutions, that can enforce performance and accountability	Ethiopian citizens are more confident to exercise their democratic rights and express their views to hold public service to account

Assumptions will hold true throughout the programme period and beyond

B. Project Location:

The Federal Civil Service Commission is located in Addis Ababa, Ethiopia. The FCSC will lead and oversee implementation of the project but the beneficiaries of the initiative include other federal government agencies as well as regional governments. For example, the competency framework development, performance management, knowledge management, the initiatives to professionalize the civil service, the feedback mechanisms are/will be prepared and rolled out in



such a way that other federal government agencies and regional governments adopt/adjust to their context/ in phases. Several workshops and training programmes will directly benefit federal, regional and participating service delivery units. For example, the service delivery units that will be selected for experimentation will benefit from the project directly in terms of training, advisory and other forms of support deemed necessary.

III. RESULTS AND PARTNERSHIPS

Expected Results/Outputs

The major expected results are:

- I) Civil Service Roadmap: This is intended to support the government to have a comprehensive focus about the strategic direction for civil service reform that will reflect the stated priorities captured in the Ethiopia ten-year country development plan
- II) Professional merit-based, nonpartisan civil service system: This is intended to help the Government initiate professional, merit-based, nonpartisan civil service system development that can uphold multiparty democracy (plural politics) and strengthen the overall effectiveness of government. A professional nonpartisan civil service is guided by principles of neutrality and protected from arbitrariness by political office holders.
- III) Service delivery improvements: This is intended to support the Government in experimenting with new ways of working to seek improvements in service delivery in selected service delivery units that will be underpinned by better transparency and accountability. Based on successes and lessons learned, the initiatives will be scaled up and replicated to more service delivery units in different regions.

The Objective of the Project will be achieved by the following outputs through the indicative activities and actions below:

Output 1: Civil Service Road Map	
Activity 1.1.	Workshops to familiarise and support implementation of Roadmap
Activity 1.2.	Organizational Restructuring Study of the FCS and follow-up support
Activity 1.3.	Assessment of inclusivity of the Roadmap and recommendation to integrate gender into the Roadmap implementation
Output 2: Professional merit-based nonpartisan civil service system	
Activity 2.1.	Supporting the generic civil service competency and technical competency framework
Activity 2.2:	Awareness creation and follow up support on professional nonpartisan civil service system
Activity 2.3.	Supporting the introduction of fast-track entry system in the Civil Service
Activity 2.4.	Providing capacity development support to ICSMIS
Activity 2.5	Monitoring & implementation support to performance management in the Civil Service,
Activity 2.6.	Monitoring & implementation support to knowledge management in the Civil Service,
Activity 2.7.	Selective support to some of the Civil Service Bureaus of the Regional governments in relation to the above activities
Activity 2.8.	Technical Assistance (advisory support) to finalise the Civil Service Act and provide follow up support (legislation, engagement with higher officials & pilot implementation)
Output 3: Service delivery improvements	
Activity 3.1.	Supporting the establishment of feedback systems in the Civil Service and service delivery institutions

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Activity 3.2. Supporting service delivery improvements through experimentation in selected service delivery units

Activity 3.3. Bureaucracy Lab ongoing research study support.

OUTPUT 1 – CIVIL SERVICE ROADMAP

ACTIVITY 1.1: Workshops to familiarize and support implementation of Roadmap

The civil service roadmap development has been finalised. The Amharic version was edited, printed and disseminated. Translation to English has been finalised and endorsed at a validation workshop. Printing and dissemination of the English version as well as familiarisation and implementation support of the Roadmap are the activities identified for the remaining period.

Activity 1.2: Organizational Restructuring Study of the FCS and follow-up support

Organizational restructuring study has just been completed. The next action would be to assess the findings and recommendations arising from the Study and follow up actions with the FCSC. This will also recognize the new approaches associated with the wider institutional strengthening underway. The Government of Ethiopia (GoE) and its development partners are concerned that weak institutional capacity which may hinder the rollout of the current Civil service reforms. To recognize that these weak capacities needed to be addressed more holistically, the 10 Key Principles of Institutional Development support in Ethiopia were agreed. In designing activities and interventions in the project, 10 Key Principles will guide and inform the programming approach.

Activity 1.3: Engendering the Civil Service through development of complementary gender equality/social inclusion policies, and regulations with appropriate monitoring systems.

While public administration is central to supporting and sustaining a country's development, through its policies and programmes, the delivery of public services is a state's most visible interface with its people. Women's participation and leadership in public administration has an impact on the delivery of public services. Effective actions towards tackling the gender gap in public administration is instrumental in creating the right policy ecosystem for the implementation of the agenda 2030 for Sustainable Development at the national and local level.

Ensure commitment to gender equality by 'walking the talk'; hence the project will seek to challenge and reform the overall workplace culture in the civil service administration. The Civil service Road map should integrate a gender-responsive senior management culture. Indicative activities may include but not be limited to work to implement inclusive and transparent human resources policies. These include recruitment and selection procedures that are responsive to gender equality and disability, such as recruitment targets, gender-balanced recruitment and promotions panels, gender training for recruitment managers and targeted outreach to women, incentive methods to promote employment of Persons with disabilities and the creation of conducive environment for their movement. The development of defined GESI policies can similarly be considered for adoption at regional government level.

OUTPUT 2 PROFESSIONAL MERIT BASED NON-PARTISAN CIVIL SERVICE

ACTIVITY 2.1: Supporting a generic civil service competency and technical competency framework

Both generic and technical competencies are the basis for recruitment, performance measurement, incentives, development, and promotion in any professional civil service system.

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The competency framework aligns well with the professional merit-based nonpartisan civil service system development. The FCSC has prepared the generic competency framework which is currently under review. The FCSC has established a Competency Assessment and Certification Centre (CACC) in collaboration with the Ethiopian Civil Service University. The Commission is also preparing to lead the development of technical competency frameworks for selected Federal agencies. During the second phase, the project will build upon the foundations already laid in the first phase.

Specific activities include:

- Technical support in the development and validation of competency frameworks, including advice about their use and seeking continuous improvements in the Service.
- Technical assistance in operationalising the CACC.

ACTIVITY 2.2: Institutionalising a professional merit-based, nonpartisan civil service system

The civil service has been one of the challenging areas within State-Society relations in Ethiopia. Civil service capability, accountability and responsiveness remain generally weak; the boundary between the role of the civil service and politics are hazy; the effectiveness of Government has been deteriorating in general. This observation is in line with other studies like the Doing Business and Civil Service Survey reports both led by the World Bank and reflects UNDP observations as witnesses of the day-to-day engagements with public service institutions.

An opportunity has emerged with the new leadership to bring about a series of reforms within the public service. This workstream is therefore, intended to introduce and institutionalise a civil service system that can provide strategic leadership within the civil service; a civil service system that can effectively support and help deliver the public policies, programmes and priorities of a Government in office; a system that can uphold plural politics within a multiparty political system; a civil service that can generate well-conceived public policies and support their effective implementation; an ethical Civil Service where political membership and election period roles are clearly governed by rules; a Civil Service that is guided by principles and protected from arbitrary interventions by political office holders; a civil service where recruitment, assignment, learning and development, and promotion are based purely on merit and performance rather than political affiliation or loyalty.

Specific activities include:

- Engage high profile technical advisers (both National & International) to ensure ownership and political commitment of high-level decision makers, including approval of the draft Civil Service Act and preparation of a related advisory note about its effective implementation.
- Support awareness creation about the value addition of a professional merit-based nonpartisan civil service system and leadership.
- Preparation of documents related to the creation of an enabling environment (legislation guidance, structures necessary for implementation of the revised system).

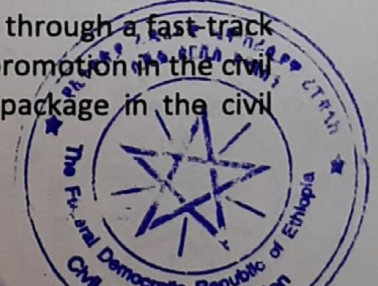
Activity 2.3: Supporting the introduction of fast-track entry system in the Civil Service

The FCSC has expressed their interest to establish fast-track entry system in the Civil Service. A fast-track entry system will seek to attract young high calibre university graduates to consider a civil service career. Entrants will be given opportunities to develop their skills through a fast-track system providing a range of structured learning assignments leading to early promotion in the civil service system without requiring long years of service. The remuneration package in the civil

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service is notoriously low and attracting high calibre young graduates could be challenging in Ethiopia. The scoping study in preparation for the introduction of the system will need to take such challenges into account and offer possible recommendations to mitigate that challenge.

Specific activities include:

- A Scoping study covering a theory of change, experiences from other countries of similar status/context, basic requirements to operationalise the system, an indication of the areas of work in the civil service best suited for a fast-track entry system to be introduced, challenges in the Ethiopian context, recommendations, and initial guidance (manual/checklist) needed to consider the launch of a fast-track entry system for the civil service.

Activity 2.4: Providing capacity development support to ICSMIS

The CSC has an ICSMIS Directorate. ICSMIS is intended to strengthen the evidence base of the civil service using digital systems. The first phase of programming saw the provision of embedded ICT expert support. However, the Directorate remains weak in terms of technical capability/quality and responsiveness against high expectations attached to the requirements and needs of the ICSMIS Directorate therefore further support will be provided by the programme.

Specific activities include:

- Technical/expert support to further enhance the skills of ICSMIS staff, management, and maintenance of IT systems and elements, and provision of advice and guidance about how the Directorate needs to meet their mandate in light of new emerging initiatives associated with the reform process
- Support to upgrade the existing Data-base System.

ACTIVITY 2.5: Monitoring & implementation support to performance management in the civil service

In the past the GoE tried to introduce performance management in the civil service using the Balanced Scorecard (BSC) mechanism both at Federal and Regional government levels. The Civil Service Survey Report of 2017 indicated a range of encouraging initiatives but also flagged some concerns. Weaknesses identified included the inadequate incentive mechanism, subjectivity of performance reviews, and poor contribution to performance and accountability overall. With support of this project, the Federal CSC has conducted a performance review based on data/information collected from Federal and Regional government agencies in 2020/21. Two rounds of workshops were conducted with relevant officers to discuss the findings and recommendations and ensure ownership of the review. The Commission is keen to see the findings/recommendations implemented by Federal and Regional agencies in order to improve their performance. Further implementation support will be provided by the programme.

Specific activities include:

- Design a monitoring and implementation support mechanism
- Introduction of the new monitoring mechanism to selected agencies.

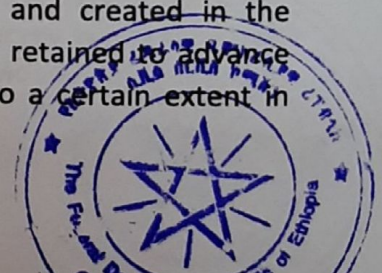
ACTIVITY 2.6: Monitoring & implementation support to Knowledge Management (KM) in the civil service

Knowledge Management (KM) is a critical intervention in organisations whether public or private. The first question to ask is whether the right knowledge is identified and created in the organisation; and whether that knowledge is properly organized, used and retained to advance the organisational objectives. Even though staff turnover is encouraged to a certain extent in

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modern organisations to allow new minds with perhaps more innovative thinking to come on board, quite often turnover of staff is reported with exaggeration in Ethiopia. However, it is not the absolute turnover that is affecting public organisations. The real issue in the Ethiopian Civil Service is the turnover of more competent/skilled staff with relevant institutional memory and the absence of established mechanisms to retain the most essential knowledge and skills necessary to enable civil service organisations to effectively discharge their key mandates.

Like the performance review, the Federal CSC has conducted a Knowledge Management Study based on data/information collected from Federal and Regional government agencies in 2020/21. Two rounds of workshops were conducted with relevant officers to discuss the findings. The Commission would like to see the findings/recommendations implemented by Federal and Regional agencies to improve their Knowledge Management skills and plan to undertake continuous monitoring and implementation support during the second phase of the programme. Specific activities include:

- Design monitoring and implementation support mechanisms to follow up and generate feedback on implementation of the system and facilitate the exchange of best practices achieved through improvements in KM.

ACTIVITY 2.7: Selective support to the Regional Governments

The main objective of this workstream is to involve Regional agencies who are interested and committed to the project pillars. The support could be provided in different ways including sharing documents, participation in workshops and training programmes, and sharing experiences of monitoring and results reporting.

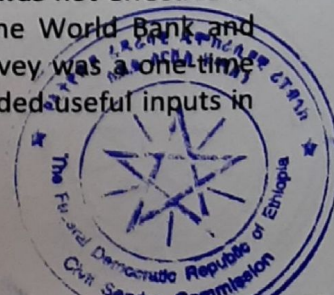
ACTIVITY 2.8: Technical Assistance (advisory support) to finalize the Civil Service Act and provide follow up support (legislation & pilot implementation)

The technical assistance / advisor support to the civil service act will help the Commission to have its legal ground to differentiate the political and apolitical civil servant's positions. The advisory support also can contribute to put in place professional merit based civil service system as it is one of the pillars of the project. Once the civil service act is developed and approved it will be endorsed by the government as a legal document that will contribute to the current civil service reform process at all levels of the government institutions to bring effective and efficient service delivery to the public.

OUTPUT 3 SERVICE DELIVERY IMPROVEMENTS

Activity 3.1: Supporting the establishment of feedback systems in the civil service & service delivery

The Project seeks to create a "citizen-centric civil service" capable of creating and delivering services that underpin the wider economic reforms and improve the quality of life for citizens. In Ethiopia, there are limited examples of effective feedback mechanisms that are able to reveal information both about the perceptions of the civil service and that consider the availability and quality of public services. Previously, the Business Process Re-engineering (BPR) Systems under the Civil Service Reform Programme tried to introduce feedback collection mechanisms for service delivery using opinion boxes. That approach was not only unsustainable but was not effective as reported in the CSC conducted Civil Service Survey in collaboration with the World Bank and Department for International Development of UK in 2017. However, the survey was a one-time exercise and was not institutionalised/followed up. The survey findings provided useful inputs in the development of the Civil Service Roadmap.



The Commission would like to establish and institutionalise feedback mechanisms about the quality of civil service and public services delivery more generally. This would gather information on two levels. Firstly, collecting civil servants' opinions and the second level would collect the opinions of the citizens as the customers of the public services. The feedback will be online, anonymous, regular, user friendly, and independently analysed. It will provide consolidated information to enable, based on the findings, leadership within different agencies and at different levels to better plan and implement different initiatives to respond to the opinions gathered. If done well, these feedback mechanisms can bring the Government closer to the society, improve state-society relations and demonstrate the citizen centric approach.

Specific activities include:

- Design an online survey mechanism for civil servants including user friendly questionnaire(s),
- Design an online survey mechanism for service users including a user-friendly questionnaire
- Support the implementation of "Peace & Dignity Portal" - a Technological Solution for Service Delivery Improvement and Complaint Handling System of the CS.

ACTIVITY 3.2: Supporting service delivery improvements experimentation in selected service delivery units

Several service delivery agencies in Ethiopia managed to improve the efficiency of their services during the implementation of the Business Process Re-engineering support project (2008-2012). However, that initiative was not sustained for a variety of reasons mainly related to lack of, at the time, the political leadership commitment and failure to institutionalize the systems. The current Administration indicated that it ceased to pursue the top-down, and a one size fits all approach to try to create service delivery improvements. Irrespective of policies and approaches, the quality and efficiency of public services delivery is generally poor and characterised by lack of transparency, accountability, and responsiveness. Poor motivation and lack of appropriate skills, behaviours and the working environment are often mentioned as the major causes of poor service delivery. The accountability chain is either lacking or ineffective, encouraging the service seekers to resort to bribing the office holders.

The programme intends to work with the CSC and support service delivery improvement experimentation in selected service delivery units. The experimentation is intended to start with pilots in service delivery units such as hospitals, license offices, job creation centres, transport services, tax and land administration offices, depending on their willingness and commitment, capacity, and availability of resources. The experimentation will involve an in-depth assessment of 2-3 units to gather information about the problems and challenges, select specific interventions, provide continuous support, and structured oversight. If there are already best practices within service delivery units, then this will be the starting point to examine and identify what are the features that constitute best practices and whether these could be mapped and replicated.

Specific activities include:

- Select 2-3 public service delivery units based on an agreed defined criterion,
- Undertake an in-depth assessment against an agreed checklist using experienced experts/consultants
- Draw out best practice examples to define their key features,

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- Design and test intervention mechanisms to support the service delivery improvements and gather evidence.

ACTIVITY 3.3 Bureaucracy Lab ongoing research study support.

Currently, this activity is ongoing by hiring one international and one national consultant to conduct study on the Ethiopian Bureaucracy Lab. Based on the results and findings of the research lab, the Ethiopian Research Lab system will be established and updated on timely bases at the Federal Civil Service Commission, that will help the government to ensure inclusive and participatory decision making and policy formulation process at the higher level of the government body.

Resources Required to Achieve the Expected Results.

In financial terms, the project budget is **Eight hundred eighty-five thousand three hundred thirty-eight Dollars (USD \$885,338) for the 18 (eighteen)** month implementation period as outlined in the Resource and Result Framework. The Government of UK will be funding the programme from its regular budget to cover project costs. UNDP and the GoE partners will contribute in terms of staff time, office facilities and other operational costs. As per the UN – GoE Programme Implementation Manual (PIM), the programme budget can be substantively revised within the annual budget ceiling in the middle of the annual work plan period, if required. Such a revision, however, needs to be agreed between partners -MoF and UNDP. The Government of UK will also be consulted. Budget transfer from one budget line to another shall normally be undertaken in conjunction with the budget revision process by agreement via an exchange of letters, but only when that is necessary.

Partnerships

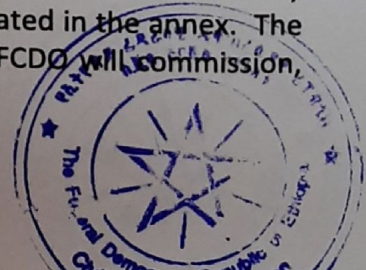
The Government of UK, the Ethiopian Civil Service Commission and UNDP will be the key partners of this project. UNDP Ethiopia CO has been working together with UK Government to maximize its comparative advantages and unique roles in strengthening institutional capacity for the promotion of effective and efficient service delivery to the citizens. The project will also engage with other key stakeholders including Federal Ministries and Regional bodies during the course of implementation.

Risks and Assumptions

It assumed that the Government of Ethiopia will continue to attach strategic importance to civil service reform efforts. Equally, the Government of UK has expressed interest to continue providing the much-needed financial support for the Federal Civil Service Commission to effectively deliver on its mandates. The UNDP on its part is committed to provide the required technical and backstopping support including regular review of risks, quality assurance and reporting to the key partners. These assumptions include support and the need for the continuation of the National reforms: the impact of the ongoing prevalence of COVID-19; the ongoing political instability in locations in Ethiopia and the calls for more effective and efficient services delivery, as well as identifying the right professionals and service providers in order to deliver improvements in the quality and standards of service could all be regarded as the main risks and challenges that may affect the programme implementation. To mitigate those risks, the project will be working and building a roster of expert facilitators. In addition, the risk log will be reviewed on a regular basis to ensure that emerging risks/challenges which could adversely impact on the project implementation, are mitigated. The Risk Log is illustrated in the annex. The project will also draw on the light touch political economy analyses that FCDO will commission, and these will be reflected in the risk log/mitigation approaches.

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Stakeholder Engagement

The Ethiopian Civil Service Commission, Regional States, and other affiliated institutions to FCSC are among key stakeholders and beneficiaries of the programme. The indirect beneficiaries are the people of the country. The key stakeholders/institutions of this project specified above are expected to engage with and benefit from the various programme interventions. The project will be implemented through the UNDP Direct Implementation Modality (DIM), in close coordination with the Civil Service Commission. The overall coordination and quality assurance responsibilities rest with UNDP. The implementing partner - the Federal Civil Service Commission shall assign a Project Focal Person responsible for overseeing project implementation and to work closely with a UNDP Project Manager. The Project Manager will report to the UNDP Democratic Governance & Peacebuilding Team Leader and will liaise with relevant UNDP Governance Advisors/Officers who will provide the necessary technical support. A Project Steering Committee (PSC) composed of FCSC, UNDP and FCDO will be instituted and meet bi-annually to provide policy and strategic guidance and direction.

Women's Empowerment & Social Inclusion

Women have become increasingly part of the service delivery in the Ethiopian CSC. The Commission has been providing opportunities for capacity building in the areas of leadership and management and will continue to encourage women practitioners to take part in the effective and efficient service delivery at all levels of Government institutions. The Commission aims to empower and enhance the role of women. Globally such actions have been shown to have a positive impact on service delivery and gender empowerment, both in supporting the role of women in service delivery and protecting women's rights. Therefore, throughout the project implementation specific emphasis will be placed on gender mainstreaming as a key cross cutting theme. This approach also reflects the recent research highlighting the key trends and analysis on women's participation and leadership in public administration⁴. This would involve, among other things, review all policy documents, laws, rules, and regulations sported by the project for their gender and gender-sensitivity and social inclusion.

IV. PROJECT MANAGEMENT

Monitoring, Evaluation and Reporting

The FDRE-CSC MoF and UNDP will regularly monitor and assess risks and ensure the quality of the interventions, in accordance with the programming policies and procedures outlined in the UNDP User Guide. If any aspect of the project needs to be adjusted or modified, UNDP will consult with FCDO in advance and seek guidance. If FCDO is favourably inclined, UNDP will submit any proposed revisions that need to be considered during implementation, for FCDO consideration.

The implementing partner, FDRE-CSC, in consultation with UNDP will submit an Annual Work Plan which are the basis for resource allocation and regular monitoring. These reports will be in an agreed format which will be provided by UNDP. UNDP will be responsible to report to the FCDO for the overall project implementation in accordance with UNDP programming policies and procedures. UNDP will provide FCDO with a final report, including a financial statement, within six months following the operational completion of the project and a separate financial report (as per UNDP BERA template) within 12 months of the project completion.

Asset Management

Regarding asset management, the FCSC should maintain an inventory to record the acquisition and disposition of property and equipment provided by this project. The Government Goods

⁴ <https://www.undp.org/publications/global-report-gender-equality-public-administration>



Receiving Note & Issue Notes shall be prepared at the time of receiving and issuing expendable and non-expendable equipment/goods. The Commission shall also ensure that there is a central record of the names of the custodians and the locations of the fixed assets assigned to project personnel. All inventories of equipment shall be physically verified against records at least annually. The Implementing Partner shall forward a certified inventory of all non-expendable equipment to the UNDP Country Office annually within 30 days after the end of the fiscal year.

Audit

The programme will be audited according to UNDP rules and regulations for DIM/Direct Implementation Modality of projects.

Visibility of FCDO /UKAID and UNDP

The project will take all appropriate measures to publicize the initiatives arising from the UK and UNDP partnership in supporting the Federal Civil Service Commission. Appropriate publications for visibility will be produced. In addition, information given to the press and project beneficiaries, all related publicity materials, official notices report and publications, shall acknowledge that the programme was carried out with funding from the Government of UK through UNDP.

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V. RESULTS FRAMEWORK⁵

EXPECTED OUTPUTS	Baseline	OUTPUT INDICATORS	DATA SOURCE	BASELINE		DATA COLLECTION METHODS & RISKS
				Value	Year	
Output 1 Civil service Road map .	Draft Civil service Act	Final draft version of the Civil Service Act endorsed plus advisory note - draft legislation, guidance, developed	FCSC/UNDP	Draft Civil Service Act	2021	Progress Report and Updated Risk assessment document
Output 2: Professional merit-based nonpartisan civil service system	Draft HRCFW	Awareness creation workshops conducted on validating the general competency framework report for selected federal agencies - equipment procured and installed (Computers, tables and chairs)	FCSC/UNDP		2021	
Output 3: Service delivery improvement	0	Scoping study completed on a CS fast-track system establishment	FCSC/UNDP		2022	
	Draft KM and PMFW	Report detailing capacity development support provided and feedback from the FCSC obtained	FCSC/UNDP		2022	
	0	Final draft proposal produced on proposed feedback systems	FCSC/UNDP		2022	

⁵ UNDP publishes its project information (indicators, baselines, targets and results) to meet the International Aid Transparency Initiative (IATI) standards. Make sure that indicators are S.M.A.R.T. (Specific, Measurable, Attainable, Relevant and Time-bound), provide accurate baselines and targets underpinned by reliable evidence and data, and avoid acronyms so that external audience clearly understand the results of the project.

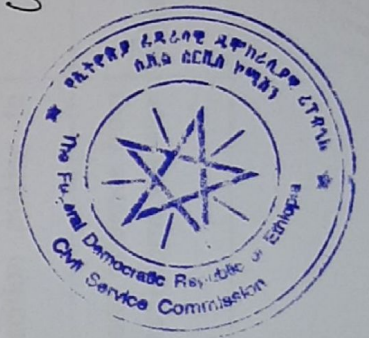


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Draft PMFW	Monitoring and implementation mechanisms designed and approved by the FCSC and workshops conducted	FCSC/UNDP	2022	
Draft KM document	Monitoring and evaluation system designed and approved by the FCSC and several workshops conducted	FCSC/UNDP	2022	
Service delivery institutions	In-depth assessment report and recommendation, and workshop with the service delivery institutions covered by the assessment	FCSC/UNDP	2022	
	Types of support in which Regions participated, number of regions participated and, study reports shared to regional governments	FCSC/UNDP	2022	
Organisational restructuring	A validation workshop organized on organisational restructuring and final workshop report produced	FCSC/UNDP	2023	
	Women & leadership capacity support in place and supported through consultative workshop & platforms	FCSC	2023	

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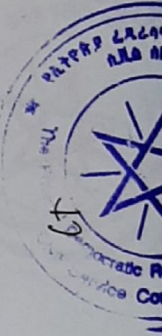


VI. MONITORING AND EVALUATION PLAN

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track progress results	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.		
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.		
Learn	Knowledge, good practices, and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.		
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.		
Review and Make lessons learned/ Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons, and quality will be discussed by the project board and used to make course corrections.		

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Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)			
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Specify frequency (i.e., at least annually)	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.		

Evaluation Plan

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNSDCF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Mid-Term Evaluation				April 2022		
Terminal evaluation				February 2022		



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VII. WORK PLAN

PERIOD: (OCTOBER 2021-MARCH 2023)

EXPECTED OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME						RESPONSIBLE PARTY	PLANNED BUDGET	
		Q1	Q2	Q3	Q4	Q5	Q6		Funding Source	Budget Description
Output 1: Civil Service Roadmap Baseline: draft report Indicators: draft Roadmap report Targets: Road map familiarized and implemented Related CP outcome: strategic direction for civil service reform in place	Activity 1.1: Workshops to familiarise and support implementation of Roadmap	50,761.23 K								50,761.23
	Activity 1.2. Organizational Restructuring Study of the FCS Commission and follow-up support, (workshop and subsequent recommendation)	50K								50,000
	Activity 1.3. Assessment of the gender aspect of the Roadmap and recommendation to integrate gender into the Roadmap implementation		63k							63,000
	Activity 1.4 Publication of the English version of the Civil Service Road Map	30K								30,000
Output Subtotal: 193,761.23										
Output 2: Merit-based civil service system /professional civil service leadership development	Activity 2.1. Supporting the generic civil service competency and technical		50K							50,000

8 Maximum 18 months

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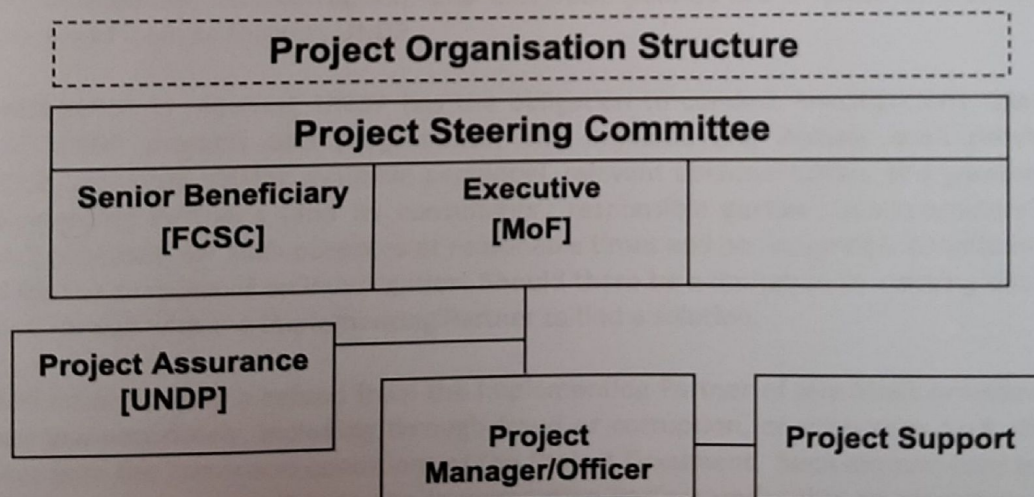


VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

The Ministry of Finance (MoF) as the overall coordinator of UN assisted programmes in Ethiopia assumes the ultimate responsibility, on behalf of the Government of Ethiopia, and is accountable for results and resources under Government management. The project will be implemented by the FCSC in accordance with the PIM (Programme Implementation Manual) which is the common guideline of Government of Ethiopia and UN Agencies. The Project Officer (PO) will work specifically on this project.

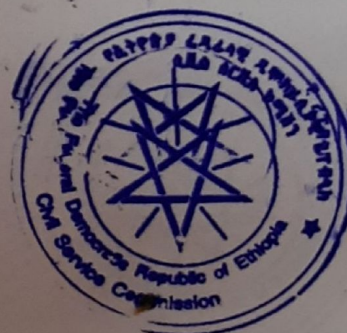
There is a Project Steering Committee composed of FCSC, MoF, FCDO and UNDP and will operate at a strategic level and provide guidance, review project progress, discuss any implementation challenges and recommend remedial actions as appropriate. Based on the approved annual work plan (AWP), the Programme Steering Committee may review and approve the project's quarterly plans when required and authorizes any major deviation from these agreed quarterly plans. It ensures that required resources are committed and arbitrates on any conflicts within the project or negotiates a solution to any problems between the project and external bodies.

UNDP will provide oversight quality assurance, ensuring that programme resources are utilized effectively and efficiently in the achievement of the project outcomes and outputs. This will be carried out through the Project Steering Committee Meetings, review of quarterly reports, spot checks, commissioned audit amongst others. UNDP will be responsible to report to FCDO, on the implementation of the project; receive and manage the funds from the Government of UK and submit annual progress reports in accordance with UNDP programming policies and procedures. UNDP will provide FCDO with a final narrative report, including a financial statement, within six months following the operational completion of the project and a separate financial report (as per UNDP BERA template) within 12 months of the programme completion. The FCSC, MoF and UNDP will regularly monitor progress, assess risks, and ensure the quality of the intervention, in accordance with the programming policies and procedures outlined in the UNDP User Guide.



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IX. LEGAL CONTEXT AND RISK MANAGEMENT

1. Legal Context:

This Project Document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement (SBAA) between the Government of Ethiopia and UNDP, signed on 6 February 1981. Consistent with Article III of the Standard Basic Assistance Agreement. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

This project will be implemented by Ethiopian Federal Civil Service Commission. (FCSC) the "Implementing Partner" in accordance with UNDP financial regulations, rules, practices and procedures of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

Risk Management

Consistent with the Article III of the SBAA, the responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP's property in the Implementing Partner's custody, rests with the Implementing Partner. To this end, the Implementing Partner shall:

- a) put in place an appropriate security plan and maintain the security plan, considering the security situation in the country where the project is being carried.
- b) assume all risks and liabilities related to the Implementing Partner's security, and the full implementation of the security plan.

The Implementing Partner will take appropriate steps to prevent misuse of funds, fraud, or corruption, by its officials, consultants, responsible parties, subcontractors and sub-recipients in implementing the project or using UNDP funds. The Implementing Partner will ensure that its financial management, anti-corruption, and anti-fraud policies are in place and enforced for all funding received from or through UNDP

If an investigation is required, UNDP has the obligation to conduct investigations relating to any aspect of UNDP projects and programmes. The Implementing Partner shall provide its full cooperation, including making available personnel, relevant documentation, and granting access to the Implementing Partner's (and its consultants', responsible parties', subcontractors', and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with the Implementing Partner to find a solution.

UNDP shall be entitled to a refund from the Implementing Partner of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document. Such amount may be deducted by UNDP from any payment due to the Implementing Partner under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail the Implementing Partner's obligations under this Project Document.

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Risk Log⁷

#	Description	Date Identified	Type of Risk	Impact & Probability	Counter measures / Mitigation strategies	Owner
	Ensuring the relevance of the CSCD programme to current political and policy priorities		Political	Impact: 3 Probability: 2 Ensuring that the programme remains responsive to an evolving reform process with FCSC Senior Management fully engaged.	<ul style="list-style-type: none"> - Anticipation, recognition, and flexible response. - UNDP will continue to work closely with the FCSC & will monitor the need to adjust the activities timelines accordingly. 	FCSC UNDP
	Democratic reform process is interrupted or reversed			Impact: 3 Probability: 2 - Events unfold that cause democratic reform processes to be interrupted,	<ul style="list-style-type: none"> - Draw on the light touch Political analysis that FCDO will be devising to determine recent trends and emerging GoE policy priorities and their prospective impact on the democratization/reform agenda; 	FCDO UNDP
	Political instability in the country			Impact: 3 Probability: 3 -	<ul style="list-style-type: none"> - Closely monitor the political situation in Ethiopia and adjust timelines accordingly. 	FCSC UNDP
	Multiple donors involved in the sector		Organizational	Impact: 3 Probability: 2 With the involvement of multiple donors in the governance sector especially during the COVID-19 crisis, there is a potential for duplication of efforts, thus negatively affecting the overall impact and increasing confusion and possibly resistance in the wider governance sector.	<ul style="list-style-type: none"> - As UNDP the project team will continue its work on collaborative working. - Individual discussions plus joint action will also be developed to ensure alignment with other partners working in the sector. - UNDP will update FCDO with developments 	FCSC UNDP



UNDP will be responsible for updating the risks log in Atlas
 Impact: effect on the project if the risk were to occur on a scale of 1 (low) to 5 (high)
 Probability: estimate of the likelihood of the risk occurring on a scale of 1 (low) to 5 (high)

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Lack of strong leadership and commitment due to competing priorities		Organisational	Impact: 3 Probability: 2 - Important that FCSC takes the lead and commits to timely decision making	- Ensure strong leadership and follow up for effective implementation of programme activities	FCDO UNDP
Gender focus		Organizational	Impact: 3 Probability: 3 Traditional norms and cultural practices inhibit the full participation and empowerment of women and girls	- Fully integrate the 10 Key Principles and include GESI approaches into all project activities	FCSC UNDP
Getting the right consultant may be a risk	2021	Operational	Impact: 3 Probability: 2 CSRP has demonstrated the importance of having well skilled consultants accessible to the programme	- Build a roster of suitably skilled and experienced National & International consultants - Always fast track the procurement process to minimize any delays to implementation	FCSC UNDP
Quality and Standard of implementation	2021	Operational	Impact: 3 Probability: 2	- Work together with the implementing partner	FCSC UNDP
Delivery risk		Operational	Disagreements between partners on the pathways and implementation strategy occurring mid-way in project implementation	- Hold regular meetings between partners to exchange views and to ensure all stakeholders are fully participating in the decision-making and continuous monitoring exercises;	FCDO FCSC UNDP
COVID 19 pandemic		Environmental/ Health	The Pandemic may persist for a prolonged period Activities with data collection, stakeholder engagement, public dialogues, meetings, workshops will be highly affected due to travel restriction/gathering.	- Work remotely using ICT facilities webinar, virtual meetings - Monitor closely and if necessary, devise an acceleration plan to expedite delivery - Close follow up the situation and revisit timelines and provide technical support	

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