



**United Nations Development Programme  
Country: ETHIOPIA  
National Leadership Development Institute Project Document**

Programme Title	Establishment of National Leadership Development Institute
UNDAF (2007-2011) Outcome(s):	Decentralization of power significantly enhanced and the civil service reform implemented resulting in more effective response to community driven needs and better and more equitable access to quality public services and utilities, in particular by the vulnerable, poor and marginalised.
Expected CP Outcome(s):	Capacity for leadership professional development built and sustained
Expected Output(s):	<ul style="list-style-type: none"><li>• Academic knowledge and skills of Ethiopian senior staff and trainers selected among the federal and regional institutions upgraded</li><li>• Mentoring program at the federal and regional level to build capacity of supervising internships in a proper way designed and delivered</li><li>• Leadership knowledge and skills of Ethiopian civil service both at the regional and federal level improved</li><li>• LDI is strengthened in its role as centre of excellence including its high level expertise activities</li></ul>
Implementing partner	Ethiopian Civil Service College
Donor	UNDP and French Government

**Brief Description of the programme**

UNDP has been supporting the Civil Service Reform Programme working in partnership with the Ministry of Capacity Building (MoCB) since the inception of the programme. This commitment has also been reaffirmed as part of the current Country Programme Action Plan (CPAP) with particular focus on supporting institutionalisation of the leadership development programme.

Based on request from the Government of Ethiopia, UNDP is to support establishment of a national Leadership Development Institute. UNDP believes this will offer a valuable opportunity to position its support in this area to even more strategic level.

The overall objective of the project is to create leadership capacity that would provide strategic direction towards realisation of Ethiopia's medium and long term development aspirations. The project aims at preparing the desired future for modeling a new generation of highly trained civil servants and qualified public administration professionals, as well as achieving capacity building in the areas of professional training, with a particular attention on service delivery and decentralisation processes.

UNDP is partnering with the French Government in supporting this initiative. This will ensure complementarities and synergy and will also offer an opportunity to draw on French experience with regard to mechanisms for the preparation of leaders for the civil service. A number of countries and public administration training institutes have been approached for experience-sharing purposes through the support provided by the French cooperation. The results of this benchmarking process have been developed by the needs assessment conducted through support provided by UNDP. This project therefore builds on lessons learnt through the experiences sharing visits and the needs assessment study conducted.

Programme Period:	September 2010 – Dec 2012	YYYY AWP budget: (US\$)	_____
Key Result Area (Strategic Plan):	_____	Total resources required	1,960,000
Atlas Award ID:	00059740	Total allocated resources:	1,960,000
Start date:	September 2010	• Regular	950,000
End Date:	December 2012	• Other:	
PAC Meeting Date	_____	• French Government	610,000
Management Arrangements	_____	• Government	_____
		Unfunded budget:	
		In-kind Contributions (French):	400,000

	Name and title	Signature	Date
Agreed by MoFED:	 AHMED SITIDE State Minister		
Agreed by IP (ECSC):	Haile Mihret President		
Agreed by UNDP:			



## 1. Background

Following the adoption in 1994 of the Ethiopian Constitution there has been significant policy change from a one party rule and command economy to a multiparty democracy and liberalised economy underpinned by federal government system. Relevant policies and strategies have been put in place in the economic social and political arenas with the view to liberalising the economy, deepening the democratisation process and transforming the civil service for better service delivery.

Among far reaching reforms carried out in the country in this regard is the Civil Service Reform Programme (CSRP) which was launched in 1994. The major objectives of the CSRP include establishing new systems of public sector management, improving service delivery at all levels, strengthening human resource capacity and strengthening ethics, accountability and transparency.

The programme focused initially on five major streams of work, namely Top Management Systems, Human resource management, Service Delivery, Expenditure Management and Control, and Ethics. The fourth component (expenditure management and control) emerged as an independent reform agenda in due course.

With the launch of the Public Sector Capacity Building Programme (PSCAP) in 2004, which is a major initiative of the Government of Ethiopia (GOE) in collaboration with its development partners, CSRP constituted one of the biggest components and considered as its flagship.

The other initiative that has been undertaken as part of advancing the Civil Service Reform agenda has been establishment of the Ethiopian Civil Service College in 1995 to support the reform and to build capacities in the sector on a continuous basis. The Ethiopian Management Institute has also recently been re-orientated towards the same goal, while Regional management institutes are being established and strengthened.

UNDP has been in the forefront in supporting the Civil Service Reform Programme working in partnership with the MoCB since the inception of the programme. This commitment has also been reaffirmed as part of the current Country Programme Action Plan (CPAP) with particular focus on supporting institutionalization of the leadership development programme. The CPAP Governance outcome is thus "by 2011, contribute to the achievement of Millennium Declaration Principles through enhanced democratic empowerment and participation at the grassroots through justice sector reform, civil service capacity building and promotion of decentralization..."

Within the context of UNDP support to the Civil Service Reform Programme, there has been request from the Government of Ethiopia for UNDP support to establishment of a national Leadership Institute. UNDP sees as a valuable opportunity to be associated with this initiative as it will reposition its support to a more strategic level.

UNDP is partnering with the French Government in supporting establishment of the Leadership Development Institute. This will ensure complementarities and synergy and will also offer an opportunity to draw on French experience with regard to mechanisms for the preparation of leaders for the civil service.

Furthermore, involvement of the French Government has also contributed to facilitation of experience sharing to a number of other countries that have proven experience in the field of Leadership Development while the full fledged programme document is under design. A number of countries and public administration training institutes have accordingly been approached for experience-sharing purposes as a result of which four study-tours to Syria, Thailand, India and France were made with the view to benchmarking different models.

The lessons learnt during the experience sharing visits indicated that the communalities in all the countries is that the public sectors are being reformed and restructured which created the need for new directions in leadership development. Public sectors are thus compelled to adopt their systems to changing global and local circumstances where by resources are either decreasing or remaining static and unpredictable while needs are increasing compelling most systems to do more with less resources. Each of the countries visited has had to redesign its human resource development and leadership strategy. In other words each of the countries had to (a) reinvent its institutions of leadership development or set up new institutes devoted to that; (b) realign existing management development programmes such as those offered by regional management institutes or the Ethiopian Civil Service College to leadership development needs and imperatives.

In some countries new concepts such as “servant leadership” and “customer empowering leadership” have been adopted. The results have been overwhelming ranging from systematic public sector induction and orientation programmes to successful horizontal and vertical networking within and between ministries, easy mobility within the public service, performance negotiation and dialogue between agencies and ministries, development of predictable staff development and leadership succession programmes and other benefits.

With regard to the modality and duration of leadership courses offered, it was noted that there are similarities as well as differences between the various institutions involved in leadership development programmes in the countries visited. The Syrian National Institute of Administration (INA) for instance offers long term courses of 24 month duration with 8 months of internship as their main activity. In addition, it offers continuous learning for civil servants. The courses start with preparatory cycle of 3 months which prepares candidates for entrance examination.

The Indian Institute of Public Administration (IIPA) on the other hand is an academic institution offering short term intensive courses of nine months in public administration as its main activity. In addition it runs long term postgraduate courses at diploma or M.Phil level. Whereas INA offers some general courses, IIPA is more specialised and does not have pre-training courses like INA does. The courses offered by IIPA seem to be more focused and tailored to new challenges and new orientations in public management theories and practices than those offered by INA.

Further surveys of leadership development programmes in developed countries also indicate that there are some convergences and divergences. In the OECD countries for instance, a mix of leadership development strategies can be seen. In the case of France in particular, future leaders are identified at an early stage and nurtured through a centralised system of systematic training, career preparation and continuous leadership and management.

This project therefore builds on these experiences and the needs assessment undertaken and will constitute two phases, namely the preparatory phase that will focus on laying the foundations for creating critical capacities for launching of the programme and commencement of initial

training activities and the second phase that will work towards evolvement of the institute as an autonomous centre of excellence.

While the different approaches to leadership development of the various countries studied provided valuable lessons and that Ethiopia has a lot to learn from these experiences, it has been noted that the experience gained should be used to develop an institution and programmes customized to the needs of the country.

The new leadership development should accordingly aim at capacity development through training, coaching and mentoring of leaders for the Ethiopian civil service. The training is envisaged to focus on a mix of approaches that relate theoretical or academic aspects relevant to the future challenges and work of leaders and practical aspects with strong emphasis towards the latter.

## **2. Project rationale**

The underlying objective of the Leadership Institute is to create leadership capacity that would provide strategic direction towards realization of Ethiopia's medium and long term development aspirations. The project aims at preparing the desired future for modeling a new generation of highly trained civil servants and qualified public administration professionals, as well as achieving capacity building in the areas of professional training, with a particular attention on service delivery and decentralization processes.

In light of the civil service reform programme taking place in Ethiopia, there is the need to match the reform process with capacity building efforts for leadership development. Leadership is an essential ingredient of good governance in the public sector. As a federal entity, the Ethiopian system of governance has multi-level structure of leadership and management and each requires not only strengthening but differentiated initiatives in capacity development.

The promotion of new public sector management and performance requires the establishment of creative, adaptable, agile, flexible and responsive leadership and management systems at all levels. There is therefore need to build capacity for strategic, team and technical leadership; support the emergence of critical core of change agents and change management leaders; take a holistic and integrated approach to various management functions such as human resources, financial management and ethics.

The Ethiopian public service system serves a diversified society with a complex set of values and expectations. Supporting development of leadership and management capacities and competencies requires new capacity development interventions that go beyond the capacities created by existing management institutes and the Ethiopian Civil Service College.

The visits made to the four countries and close examination of experiences from other countries pointed to the fact that new problems require new solutions and strengthening leadership through leadership development can equip the country with capacity to cope with new challenges.

## **3. Programme strategy**

The overall strategy to be pursued for ensuring effectiveness and impact of project interventions are:

- (i) Promoting institutional collaboration and maximizing synergy to ensure complementarity with project counterparts in particular between the MoCB, UNDP, French Government, Ethiopian Management Institute and the Ethiopian Civil Service College as well as other national and international partners.
- (ii) Promoting national ownership: while technical and financial support of development partners would be crucial for the success of this project, ensuring national ownership right from the very start would be very important. It is therefore vital that the commitment and contribution of government counterparts is ensured.

The following constitute approaches to and major components of the project informed by experience sharing visits and benchmarking undertaken.

The underlying notion guiding establishment of the Ethiopian Leadership Institute is that it needs an agenda and institution entirely different from conventional management development programmes or institutes. It should be specialized for the development of technical capabilities to handle specific leadership challenges in the public service. It should accordingly be based on competence targeting the critical competences required in the execution of day to day leadership functions in the public service. Furthermore, it should not be only aimed at providing remedial or refresher training to people already in top or middle management positions but it should have a variety of offers starting with induction courses for people preparing to enter the public service system to courses aimed at continuous learning and capacity enhancement at middle and higher levels.

In line with the foregoing, the main thrust of this project will include the following:

### **3.1 Establishment of the Leadership Institute with clear governance structure and staffing**

The institute is temporarily to be housed within the Ethiopian Civil Service College. It is recommended that the institute will eventually evolve as an independent institute and centre of excellence. It should offer academic degrees working closely with accredited institutions such as the Civil Service College. In the long term, however, it needs to secure its accreditation and confer degrees in its own right.

The institute will also need to enjoy full institutional autonomy for effective conduct of its responsibilities. While it will need to be supported financially through annual budget allocation from the federal government, the institute is also expected to generate revenue from short term training programmes and contract research and consultancy.

It is also suggested that the institute will have a board of governors drawn from major stakeholders and public administration specialists, a director general to head the institute and full time directors to coordinate the institute's divisions such as directors of studies, finance and administration, research, human resources and external relations.

This component will also include endorsement of the statutes of the institute, establishment of the various departments under the institute as well as development of the five year strategic plan.

### **3.2 Design of training programmes**

The underlying principle in designing training programmes to be offered by the institute is that the training will not be limited to academic or theoretical courses but is aimed at

imparting practical analytical and technical skills. The institute will offer courses of special nature and will not duplicate those offered by the Civil Service College or the regional management institutes. It will be learning centre designed to serve both the federal and regional states. The curriculum will be tailored in such a way that all features of governance and leadership in the Ethiopian government structure are covered.

Lecturers will be required to build a cadre of public servants with hands-on public management and policy analysis competencies. This is envisaged to be achieved through coaching and mentoring. The foundation and professional parts of the training programme should focus on subjects such as the Ethiopian Constitution, law, policies and strategies, public finance, governance, leadership and technical fields such as human resource management, project management, financial management and local administration.

Internships will constitute a significant portion of the curriculum in terms of content and time. The tasks for internships will take into account the change and development aspects in each theme and area of specialization. Students should be assigned to public service institutions and mentors of internships identified.

### **3.3 Selection of trainees**

It is of crucial importance that talented, qualified and committed public leaders are recruited and this necessitates adoption of the most appropriate recruitment system in compliance with the Ethiopian context. In this regard, notwithstanding the need to be guided by the principle of competition as a means to ensuring excellence, selection criteria should also consider the Ethiopian reality in relation to the federal structure of governance. In this regard, the disadvantaged federal states and social groups such as women need to be offered preferential treatment. Therefore:

- (i) A system of quotas should be in place to ensure equity while at the same time minimum standards are maintained
- (ii) A system of affirmative action needs to be built into the recruitment procedure of civil servants to undertake the training programme. Within the given quota, however, candidates should compete among themselves while minimum requirements are met.
- (iii) An effective support mechanism should be in place (where necessary) to assist the candidates, from particularly disadvantaged regions and social groups, to prepare for the entrance examination and once selected to help them to compete the training successfully through counseling.

With regard to academic qualifications, it is recommended that candidates must possess minimum of bachelor degree in any field, natural or social sciences and should not be more than 30 years of age. Selection of candidates among serving civil servants should also consider their performance evaluation as qualification parameter.

Trainees who successfully complete the course will be guaranteed posting. On the whole trainees will normally go back to the regions or federal departments they come from, but there might be instances where some of the regional candidates might be posted in federal ministries and departments and new administrations and vice versa. There should be only one leadership institute in the country in order that as much as possible uniformity of approaches and governance culture can be maintained in the whole country. This does not, however, limit the work of other institutes at federal and regional level in connection with the delivery of training programmes including short courses on leadership development.

### **3.4 Establishment of research and consultancy centre**

Apart from offering regular training courses, the institute will also serve as a centre of excellence in policy research and consultancy services. In this regard, the institute will serve a wide range of clients including the public and private sectors, civil society organizations and others.

With regard to different milestones and corresponding timeline to deliver them, the following tentative arrangements are envisaged.

#### **Component 1: Establishment of the Leadership Development Institute and beginning of the schooling**

(i) At the beginning and temporarily, the Ethiopian Leadership Institute will be located in within the premises of the Ethiopian Civil Service College - ECSC) to benefit from the support and cooperation of all ministries and regional governments and the guidance of the country's leadership Curriculum Design / March – April 2010

(ii) Partnerships / April 2010 / International expertise will be required with the view to transferring experience and knowledge. Partnerships with one or two Leadership institutes abroad will be established.

(iii) Course Materials Development / April – July 2010

(iv) Statutes and vital document / September 2010 / Organizational Chart, Code of ethics for students and the staff, institute's legislation are developed

(v) Communication Plan / September 2010

(vi) Training of Trainers /October 2010 – February 2011/ A comprehensive and structured training of trainers will be proposed to a core Staff and a network of high-level teachers, High Government Officials and experts from public service institutions who will be involved in various matters, such as lectures, coaching, supervision and evaluation.

(vii) Training of Mentors /October 2010 - April 2011/ Mentors and institutions will be meticulously identified by taking into account the reform under implementation, Business Process Reengineering in particular, and by selecting individuals who played a model role in conducting public policies.

#### **Component 2: Strengthening of the LDI in its role of Centre of excellence including high level expertise activities**

(i) Recruitment of Students /October 2010/ Recruitment guideline, organization on the 1<sup>st</sup> competitive entrance exam

(ii) Assessment tools /November 2010

(iii) Resource Centre /October 2010

(iv) Improvement and reinforcement of the Competitive Entrance Exam/January 2011

(v) Support to the preparation of Regional States/ June 2011

(vi) Follow up of the Students /January 2012

(vii) Research and consultancy /January 2012/ One particular benefit of orienting the Institute towards higher education and research would be to add a capacity for



consultancy in Ethiopia and possibly throughout the Horn of Africa. It is needed to connect a Research Centre to the community of public administration practitioners.  
 (viii) Short Training Sessions Activities /January 2012/ Development of a catalogue and of tailor made sessions

#### 4. Results Framework

Expected outcome	Expected Output	Indicators	Indicative activities
Capacity for leadership professional development built and sustained	<b>Output 1:</b> Academic knowledge and skills of Ethiopian senior staff and trainers selected among the federal and regional institutions upgraded	<ul style="list-style-type: none"> <li>• Number of Ethiopian trainers able to deliver training and to construct modules in native language</li> <li>• Number of civil servants trained in leadership development</li> <li>• Number of course materials developed by the Institute</li> </ul>	<ul style="list-style-type: none"> <li>• Drafting and publishing of legal document establishing the LDI</li> <li>• Development of Course materials</li> <li>• Training of trainers</li> <li>• Establish partnerships with foreign training institutions for High Civil Servants</li> </ul>
	<b>Output 2:</b> Mentoring program at the federal and regional level to build capacity of supervising internships in a proper way designed and delivered	<ul style="list-style-type: none"> <li>• Number of mentors able to supervise internships and to produce a performance assessment of students</li> <li>• No of trainees provided with mentoring service</li> </ul>	<ul style="list-style-type: none"> <li>• Selection of mentors</li> <li>• Training of mentors</li> </ul>
	<b>Output 3:</b> Leadership knowledge and skills of Ethiopian civil service both at the regional and federal level improved	<ul style="list-style-type: none"> <li>• Number of civil servants trained in leadership development</li> </ul>	<ul style="list-style-type: none"> <li>• Writing and adoption of competitive exams</li> <li>• Recruitment and placement</li> </ul>
	<b>Output 4:</b> LDI is strengthened in its role as centre of excellence including its high level expertise activities	<ul style="list-style-type: none"> <li>• Number of preparatory centres established in the regional states</li> <li>• Numbers of debates organised by the LDI</li> <li>• Number of publications done by the LDI's Centre of Research</li> <li>• Number of Civil Servants trained through short sessions</li> </ul>	

#### 5. Management arrangement

The main implementing partner of this programme will be the Ethiopian Civil Service College (ECSC). The choice of ECSC as the implementing partner is due to its delegation

by the Ministry of Capacity Building to be in charge of coordinating the leadership development programme.

ECSC will therefore play an overall coordination and facilitation role liaising with and coordinating other relevant institutions, as might be deemed necessary to include, such as the Ministry of Capacity Building and the Ethiopian Management Institute with respect to programme implementation and achievement of results.

A project steering committee tasked with providing oversight support will be established. The committee will meet on a quarterly basis. Considering the co-partnership of UNDP and France on the Leadership Institute project, the committee will include:

- The Civil Service Reform Director of Ministry of Capacity Building
- UN Agencies Director of Ministry of Finance and Economic Development
- President of the Ethiopian Civil Service College,
- Director of the Ethiopian Management Institute,
- UNDP Country Director,
- Head of Cooperation, French Embassy

A technical committee will also be established to provide technical support and guidance for smooth implementation of project activities and realization of intended results. It is suggested that the composition of the technical committee will be as follows:

- President of the Ethiopian Civil Service College or his designated official
- Deputy head of cooperation, French Embassy
- UNDP Governance Team Leader
- Representative of the Ethiopian Management Institute

With regard to day to day implementation and follow up of programme activities, a project management team will be established. A national Programme Coordinator will be assigned by the Ethiopian Civil Service College and will be in charge of day to day implementation of the programme.

The Programme Coordinator will be supported by a Capacity Development (technical Advisor) to be provided by the French Government as part of French technical support to the project. The Capacity Development Advisor will be responsible mainly for providing technical and advisory support in effective programme implementation and achievement of development results. Other project personnel will also be placed as might be necessary.

## **6. Monitoring, evaluation and reporting**

### **6.1 Monitoring**

As the programme is implemented under the national implementation modality (NIM), the monitoring and evaluation aspect will also be done accordingly.

As prescribed by the NIM programme monitoring will include both, output and outcome levels. At output level, monitoring will be carried out focusing on measuring progress of programme activities and the delivery of outputs against established schedules and indicators. The roles and responsibilities of various programme counterparts will be as follows:

**ECSC**, as the implementing partner, will be the primary responsible entity for close supervision, follow-up, and monitoring of programme implementation. In this capacity, **ECSC** will carry out the following:

- Provides quarterly narrative and financial reports for submission to all stakeholders summarizing achievements, key challenges and progress towards intended outputs and outcomes
- Prepares Monitoring and Evaluation Plan based on the programme results framework and the Annual Work Plan

**MOFED** will be responsible for coordination at the federal level of the overall monitoring of the programme in collaboration with UNDP and the **ECSC**. MoFED will accordingly be responsible for coordinating joint programme-monitoring visits programme audits and reviews and evaluation of the programme.

### **6.1.1 Review Meetings**

The Programme Review Meeting shall, in consultation with UNDP be organized by MoFED. The Programme Management shall prepare and circulate the necessary reports on the progress of the programme which shall form the basis for discussion and analysis. The programme review meetings shall take place as follows:

- Annual Country Program Review Meeting
- Mid-Term Review Meeting
- End Programme/ Final Year Review

### **6.2 Evaluation**

Evaluation of the project will be conducted to systematically and objectively assess progress towards and achievement of identified outcome(s) as well as to fill knowledge gaps necessary to guide overall project monitoring and attainment of outcome results based on UNDAF, CPAPs and AWP. Project evaluation will assess the relevance, efficiency, effectiveness, impact and sustainability of activities undertaken.

Two types of evaluations will be undertaken during the project period: mid-term evaluation and final project evaluation. The mid-term evaluation will be undertaken at the mid of the project period, while the final evaluation will be carried out at the end of the project. In carrying out both evaluations:

The Government (MoFED) bears primary responsibility for evaluation of the project. UNDP in collaboration with MoFED will select the outcome(s) for evaluation and prepare an evaluation plan and will submit the evaluation plan to the Evaluation Office of UNDP Headquarters for approval. UNDP shall provide assistance in developing their capacity to fulfill their monitoring and evaluation responsibilities.

ECSC is the implementing partner, and will thus play a key role in ensuring that recommendations are implemented. It must duly inform MOFED and UNDP of the implementation status of major recommendations, those that are crucial to the success of the programme.

### **6.3 Reporting**

The following channels will be followed in reporting:

**ECSC** will prepare both Financial and Activity report highlighting progress made, challenges encountered and lessons learnt on a quarterly basis and submit to UNDP and MoFED.

**ECSC** will prepare quarterly financial reports and submit to UNDP and MoFED along with the next quarter fund request (FACE).

#### **7. Potential Risks**

The following could pose potential risks for programme implementation and achievement of project results.

- Shortage of skilled staff to provide training at the required level of competency
- Inadequate capacity to enable the leadership institute to evolve as an independent institute and centre of excellence at the required pace