

UNDAF  
2012-2015

Ethiopia

## UN Joint Resource Mobilization Strategy

Delivering as One in Ethiopia



The United Nations in Ethiopia: Transforming Ethiopia Together

## Abbreviations and Acronyms

AIDS	Acquired immunodeficiency syndrome
AU	African Union
AfDF	African Development Fund
CERF	Central Emergency Response Fund
CHF	Common Humanitarian Fund
CSO	Civil Society Organization
CPA	Country Programmable Aid
DAC	Development Assistance Committee
DAG	Development Assistance Group
DaO	Delivering as One
DRM	Disaster risk management
DRR	Disaster risk reduction
ERF	Emergency Response Fund
GBV	Gender-based violence
GDP	Gross domestic product
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
HDI	Human development index
HIV	Human immunodeficiency virus
HRBA	Human rights-based approach
HRF	Humanitarian Response Fund
IDA	International Development Assistance
JP	Joint Programmes
JRMS	Joint Resource Mobilization Strategy
M&E	Monitoring and evaluation
MDG	Millennium Development Goal
MoFED	Ministry of Finance and Economic Development
NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official development assistance
OECD	Organization for Economic Cooperation and Development
PEPFAR	President's (George W. Bush) Emergency Plan for AIDS Relief
RBM	Results-based management
RCO	Resident Coordinator's Office
RM	Resource Mobilization
SSA	Sub-Saharan Africa
TF	Task Force
TWG	Technical Working Group
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework

## Executive Summary

This Joint Resource Mobilization Strategy (JRMS) is an operational tool that speaks directly to the unfunded portion of the UNDAF Action Plan 2012-2015, as well as to possible emerging priorities for joint UN support following the post-2015 national consultations. It forms part of a set of principal documents supporting the implementation of the current UNDAF 2012-2015.

Joint resource mobilization will benefit two types of DaO work at country level: joint programming or joint actions around shared results reflected in the current UNDAF, and support to UN System-wide change management activities that improve and simplify UN business practice. Based on revised figures, the indicative funding gap is estimated at just over USD 2.7 billion. Approximately 65% of this resource gap correlates to the UN's humanitarian support to Ethiopia.

In the current aid environment, emerging partnerships are increasingly diverse and complex. Whether with traditional donors on vertical funding modalities; with non-traditional partners in the framework of South-South cooperation; or the private sector on scaled-up public-private partnerships, new aid modalities show a strong trend for earmarked funding, and a reinforcement of Government's leadership role.

There are certainly new opportunities for the UN to mobilize resources to cover the UNDAF funding gap in the current aid environment. There are also important challenges: building up the internal knowledge base on how new funding modalities work, defining what the UN's comparative advantage/added value would be in these new kinds of partnership models, and agreeing on how to best leverage the latter to secure GoE and donor support.

The JRMS is therefore as much about partnerships, and the successful outcomes achieved when partnerships work effectively towards common goals. As such, it has been formulated through a collaborative effort by the UNCT and represents a first attempt to define the boundaries and rules of engagement on joint resource mobilization efforts. It remains subject to validation and further refinement with input from the GoE and donor representatives.

Besides complexity, new aid modalities have robust and demanding standards on performance. Resource mobilization will always remain a performance-driven exercise and thus far, joint programmes have been saddled with persistent inefficiencies that slow down delivery of results or compromise on the quality of support provided. The UNCT may wish to take this into account in future decisions around joint programmes and joint actions/initiatives.

## Table of Contents

<b>Abbreviations and Acronyms .....</b>	<b>2</b>
<b>Executive Summary.....</b>	<b>3</b>
<b>The Resource Mobilization Context .....</b>	<b>5</b>
Background and purpose of the JRMS.....	5
Aid in the Ethiopia context of growth and transformation .....	6
ODA to Ethiopia: trends and recent developments .....	7
<b>The UN in Ethiopia .....</b>	<b>8</b>
Strategic positioning.....	8
Planned UNDAF Outcomes 2012-2015 .....	10
Resource requirements.....	11
<b>The Joint Resource Mobilization Strategy .....</b>	<b>12</b>
JRMS Objectives.....	14
Guiding Principles .....	14
Minimum Eligibility Criteria .....	15
Ethiopia One UN Fund .....	15
Strengthening Government Leadership of UNDAF implementation.....	15
Engaging partnerships on additional resource mobilization.....	15
Institutional arrangements.....	20
Monitoring and Evaluation .....	22
Joint Communication: speaking with One Voice.....	22
<b>Recommended follow-up actions .....</b>	<b>23</b>

## The Resource Mobilization Context

### Background and purpose of the JRMS

The global aid architecture is changing rapidly, becoming increasingly diverse with the emergence of new partnership models and a strong trend for earmarked funding. While (global) DAC ODA levels declined in 2012 by about 1% in real terms, the decline was offset by a USD1 billion increase in assistance provided by non-traditional partners. What this means for developing countries is on the one hand, more choice and negotiating leverage vis-à-vis donors and development partners, but on the other hand, a risk of donor fragmentation and rising debt levels.

A recent OECD-DAC survey on ODA projections up to 2016 gives an optimistic outlook for 2013, noting Country Programmable Aid (also known as core aid) will increase by 9% as a result of larger donors increasing their aid flows, including Australia, Germany, Italy, Switzerland and the United Kingdom. For the period 2014-2016, however, global CPA is projected to stagnate but the current economic environment may be the reason for a conservative assessment. There is additionally, a strong trend towards earmarked funding to multilateral organizations. In 2010, for example, OECD-DAC donors channeled an additional USD 16.7 billion - representing 12% of total ODA - in non-core contributions to multilateral organizations. The trend sees an increase in support to EU institutions, classified as multilateral organizations, and the rise of vertical funding mechanisms set up along country/thematic lines.

The survey additionally points to a significant shifting away from the poorest countries to middle-income countries, notably China, India, Indonesia, Pakistan, Sri Lanka, Uzbekistan and Vietnam, likely due to support provided through bilateral and multilateral soft loans. With respect to Africa, the survey suggests there will be only a slight increase in aid flows in the next three years, resulting mainly from increased funding to countries in Northern Africa, and the larger economies of Kenya and Nigeria in sub-Saharan Africa. Several countries identified in this group are emerging donors in the context of South-South cooperation<sup>1</sup>, and thus, relevant for Ethiopia.

The GoE's clear ability to navigate this new aid environment stems from the country's strong leadership and ownership of the development process. Partnering with major non-traditional donors<sup>2</sup> has brought in much-needed finance for large-scale infrastructure projects crucial for the country's ambitious growth targets. Collaboration with traditional partners has expanded on vertical funds and facilities, and with increased FDI flows, the private sector offers scope for increased public-private partnerships. In this landscape, there are certainly new opportunities for the UN to mobilize resources to cover the UNDAF funding gap. There are also important challenges: building up the internal knowledge base on how new funding modalities work, defining what the UN's comparative advantage/added value would be in

---

<sup>1</sup> China, India, Indonesia, Sri Lanka, Vietnam and Kenya, in addition to Brazil, South Africa, Kuwait, Saudi Arabia and Turkey.

<sup>2</sup> China, India, Kuwait, Saudi Arabia and Turkey.

these new kinds of partnership models, and agreeing on how to best leverage the latter to secure GoE and donor support.

This Joint Resource Mobilization Strategy addresses the unfunded portion of the UNDAF Action Plan for 2012-2015. The **purpose** of a JRMS is to provide direction on what can realistically be mobilized jointly, given the current aid/growth context in Ethiopia, and GoE as well as donor perceptions of the UN's comparative advantage. The JRMS is not intended to replace, but rather to complement agency-specific resource mobilization efforts. Guiding principles are therefore included to provide suggestions on how the 'joint' part of resource mobilization could be handled. As a way to reinvigorate "Delivering as One," the JRMS suggests thematic areas where the UNCT working jointly could scale-up impact and results. These suggested areas are aligned to outcomes identified in the current UNDAF and informed by key messages emanating from the recently conducted post-2015 national consultations. Recommended follow-up steps conclude the document.

### **Aid in the Ethiopia context of growth and transformation**

Development and humanitarian support to Ethiopia takes place within an overall environment of rapid growth and transformation. This presents both opportunities and challenges in terms of mobilizing finance for development needs. The country has maintained an average growth rate of around 11% since 2003/04 with expansion of the service and construction sectors, modernization of the agricultural sector, and significant investments in the social sectors. A strong emphasis on broad-based growth has led to notable improvements across key human development indicators, including, but to a lesser degree, maternal mortality rates and gender equality overall.

Agriculture is the foundation of Ethiopia's economy, responsible for 81% of employment, 47.5% of gross domestic product and 52% of exports for foreign exchange. Small-scale producers are responsible for 90% of total production. The continued growth of the sector is essential for the country to achieve its interconnected goals of attaining food security, poverty reduction and human and economic development. New export sectors developing to take advantage of strong global commodity demand, and increased local and foreign direct investment, present additional opportunities to diversify the domestic revenue base.

The GoE's vision is to double national output and become a middle-income country by 2023, with a strong Climate Resilient Green Economy (CRGE) in place. A rapid scaling-up of renewable energy options puts Ethiopia ahead of the curve on promoting sustainable development and growth. The country faces significant challenges, however. At the macro-economic level, high and persistent inflation has steadily eroded the purchasing power for the average Ethiopian. The growth of the services and construction sectors, the overhaul of the agricultural sector and high investments in social sectors have not led to the generation of employment and livelihood opportunities, particularly for Ethiopia's youth who comprise 65% of the population<sup>3</sup>. While impressive, growth has thus far been mainly public sector-led, with calls for better access to economic resources, increased investments in private sector and entrepreneurship development, and improved fairness, transparency and governance at all

---

<sup>3</sup> Demographic below 18 years of age – 55%; demographic aged 24 years and younger – 65% of the population.

levels. In addition, the post-2015 national consultations point to an urgent need for improvements in the quality of public service delivery, particularly with respect to education, health and agricultural extension services in the rural areas. Capacity deficits on the part of public service providers have a direct effect on the scaling-up of programmes, and ambitions to accelerate progress on MDGs.

With an estimated 29% of the population living below the national poverty line, large gender disparities - Ethiopia ranks 118 out of 135 countries in the 2012 Global Gender Gap Index – and progress on all the key human development indicators lagging behind in four regional states, addressing inequity and inequality was another major concern reinforced at the post-2015 national consultations. Building resilience as a component of overall support has thus become critical: it frames the country's transition from humanitarian assistance to development-oriented support in line with an ambitious growth and transformation agenda. And in this respect, frames the direction of UN collective support to Ethiopia, as well.

### **ODA to Ethiopia: trends and recent developments**

The top ten donors to Ethiopia (OECD data 2012) were in order of ranking: the International Development Association (IDA)<sup>4</sup>, the United States, the United Kingdom, the African Development Fund<sup>5</sup>, the Global Fund, EU institutions, the GAVI Alliance, Japan, Germany and Canada. Except for the GAVI Alliance, this list has been more or less consistent for the preceding three years (see figure 1 below). The aid landscape in Ethiopia has broadened in recent years, however, to include the so-called non-traditional donors of China, India, Kuwait, Saudi Arabia and Turkey and OECD-DAC data does not yet reflect financing contributions from these key players for the recent past<sup>6</sup>. The official EFY2004 Annual Statistical Bulletin on ODA, put together by the Ministry of Finance and Economic Development, shows a top ten listing that does include non-traditional donors. In this listing, IDA, China, DFID, WFP, USAID, ADF, EU, UNICEF, the Global Fund and India are listed as the ten development partners who combined (grants and loans), contributed 92% of gross disbursements in the last fiscal year.

When the distinction is made between grants and loans, four development partners disbursed 97.5% of total loans in the last fiscal year: IDA (49.9%); China (34.9%); ADF (7.3%) and India (5.3%). The ten development partners contributing some 90% of the total grant disbursements were ranked as follows: DFID, IDA, WFP (13.4%), USAID, EU, UNICEF (5%), CIDA, ADF and UNDP (2.6%)<sup>7</sup>.

Seven sectors received 90% of total disbursements: cross-cutting/multi-sectoral<sup>8</sup>, energy generation and supply, agriculture, transport and storage, health, education, and emergency assistance and reconstruction. Ethiopia is also the largest beneficiary country in Africa on support for food and nutrition security, with a G8 Cooperation Framework in place to support the New Alliance on Food and Nutrition Security (see partnerships section below).

---

<sup>4</sup> IDA is the concessional lending arm of the World Bank.

<sup>5</sup> The concessional window of the African Development Bank.

<sup>6</sup> This is expected to change.

<sup>7</sup> Ministry of Finance and Economic Development: EFY2004 Annual Statistical Bulletin on ODA.

<sup>8</sup> Meaning support to two or more sectors e.g. PBS, PSCAP, Safety Net, Support to FLEX.



**Figure1: ODA trends 2009-2011**

### Ethiopia

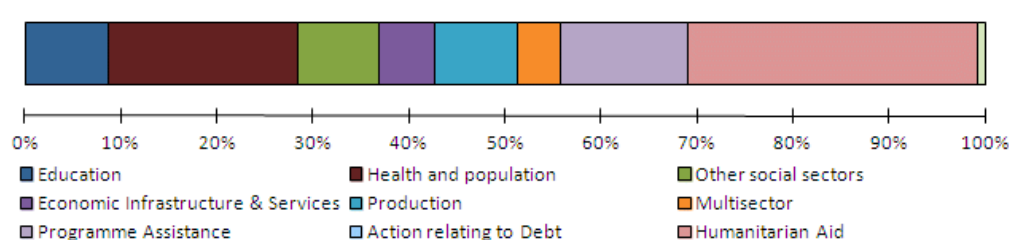
Receipts	2009	2010	2011
Net ODA (USD million)	3 819	3 525	3 563
Bilateral share (gross ODA)	48%	55%	56%
Net ODA / GNI	12.0%	11.9%	11.3%
Net Private flows (USD million)	241	105	- 137

For reference	2009	2010	2011
Population (million)	81.2	82.9	84.7
GNI per capita (Atlas USD)	350	390	400

Top Ten Donors of gross ODA (2010-11 average)		(USD m)
1	United States	791
2	IDA	693
3	United Kingdom	480
4	Global Fund	226
5	EU Institutions	221
6	AfDF	192
7	Canada	130
8	Japan	107
9	Germany	99
10	IMF (Concessional Trust Funds)	61

**Bilateral ODA by Sector (2010-11)**



Sources: OECD - DAC, World Bank; [www.oecd.org/dac/stats](http://www.oecd.org/dac/stats)

## The UN in Ethiopia

### Strategic positioning

The current UNDAF is fully aligned to, and takes direction from, the Growth and Transformation Plan (2011-2015). The Millennium Declaration, the MDGs, and the broad spectrum of international standards advancing basic human rights form the basis of UN support at country level.

The UN in Ethiopia is more readily recognized for its unparalleled capacity to respond to humanitarian and emergency needs with coordinated action among multi-stakeholders and colleague UN agencies. In 2010, Ethiopia was the [fourth largest recipient](#) of humanitarian aid globally, with total resources amounting to \$639 million. In the same year, total ODA amounted to \$3.5 billion, representing 11% of the country's gross national income. As a percentage of ODA, humanitarian aid is around 18%, which is significant but equally correlates to GoE's policy emphasis on development, growth and transformation.

As a strategic *development* partner for the GoE, the UNCT's support includes the provision of multilateral ODA, policy advice, research and analysis support, capacity development, technical assistance, and implementation support for pilot initiatives and scaled-up programming. The UN leverages neutrality, a trusted brokering role, and convening power, to uniquely position the UN System in the aid environment overall.

To promote increased coherence, the UN's humanitarian support to Ethiopia is coordinated by OCHA, while the RCO coordinates the development side of UN support. As a DaO self-

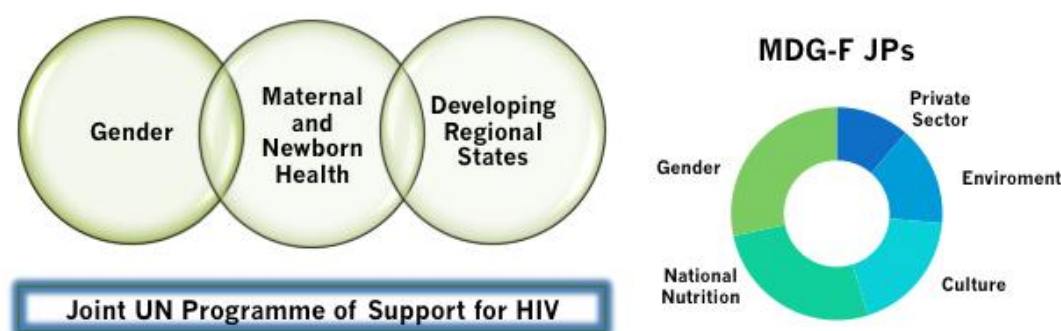


starter, the UNCT has, since mid-2008, put in place a number of additional building blocks to improve overall coherence and these include:

- a third phase UN Development Assistance Framework (UNDAF) for the period 2012-2015, developed jointly with the GoE and inclusive of both humanitarian and development support;
- a common operational UNDAF Action Plan which identifies responsibilities for key actions that jointly contribute to shared results;
- an Ethiopia One UN Fund established to support the mobilization, allocation and disbursement of resources under the direct guidance of the UN Resident Coordinator and the GoE;
- an institutional framework headed by a High Level Steering Committee mandated to provide policy and strategic oversight for UNDAF implementation;
- a comprehensive One UN Communications Strategy providing the framework for advancing the UNCT commitment to ‘speak with One Voice’;
- an operations management team harmonizing, updating and simplifying UN business practice across all UN agencies.

In addition to these building blocks, five JPs under the MDG Achievement Fund (MDG-F) have so far been implemented with a total budget of USD 27 million; three flagship joint programmes are ongoing with a total resource envelope of USD 126 million; and a Joint UN Programme of Support for HIV amounting to USD 94.5 million brings together 10 UN Agencies supporting GoE on the delivery of Global Fund and PEPFAR resources. Combined<sup>9</sup>, the UN has so far delivered close to USD 250 million of country support through joint programmes that respond specifically to areas where the country lags behind on the MDGs: focusing joint support to improve gender indicators; maternal and newborn health and survival; and in the developing regional states, raising progress on key human development indicators to the national average. An evaluation in June 2013 of the MDG-F joint programmes will provide evidence-based insights as to what has worked, and more critically, whether working jointly has scaled up impact, delivered quality and timely results, and improved constituents and implementing partners experience of doing business with the UN.

**Figure 2: Profile of DaO through joint programmes in Ethiopia**



Besides formal joint programmes, there are benefits to working jointly at any point along the policy and programming continuum. From joint assessments, planning and reviews, joint

<sup>9</sup> The information RCO has on joint programmes includes only the JPs reflected in this section. There is likely several programming initiatives undertaken by more than one UN agency in a collaborative or joint framework but this information needs to be formally shared with RCO to ensure it is reflected in relevant country analysis and reporting. This is one of the recommended follow-up steps by the UNCT.

evaluations involving donors and GoE constituents, joint reporting, and joint missions to the field; UN agency flexibility with respect to adopting common formats and allowing joint actions to evolve from a bottom-up approach, will go a long way towards rejuvenating DaO commitments. More specifically for joint resource mobilization, [the New Alliance for Food and Nutrition Security in Ethiopia](#) is a good example of how two UN agencies (WFP and FAO) can collaborate as technical leads on a global consultative process to inform the cooperation framework between the GoE, the G8 donors, and major private sector companies.

Besides more clearly defining the strategic focus of combined UN support in any given area, DaO should happen where it makes most sense, where there are clear efficiency and effectiveness gains to be made, and where the UN can go to scale on interventions.

DaO has the potential to strengthen the value-for-money case when there is a sense of shared accountability for delivery of results and how resources are spent<sup>10</sup>. It requires, however, donor support of the DaO approach to incentivize change. It additionally requires on the part of the UN, a notable reduction in transaction costs and downstream inefficiencies. Perhaps most critically, it requires political will at the highest levels of UN leadership to energize and drive the process forward while giving programming space to find the format that works best for joint actions on the ground.

### **Planned UNDAF Outcomes 2012-2015**

The UNDAF identifies four main pillars, through which the UN in Ethiopia supports GoE to achieve national development goals set out in the Growth and Transformation Plan 2011-2015. The four pillars include: sustainable economic growth and risk reduction; basic social services; governance and capacity development; and the provision of specialized support to women, youth and children. To promote responsiveness, equality, safeguarding of development gains and sustainability, the following cross-cutting issues are addressed in the UNDAF: gender equity, data management, information and communication technology, HIV/AIDS, population development, environment and climate change, migration and development and human rights. Key outcomes expected from UN support to Ethiopia for the period 2012–15 are listed below.

---

<sup>10</sup> Technically, accountability for disbursed funds rests with the individual agency that received those funds but the idea here is policy or programme support undertaken jointly offers the opportunity for all UN agencies involved to keep an informal check and balance on the pace of implementation, on the optimal use of resources, and on consistent reporting.

**Table 1: Planned UNDAF outcomes: 2012-2015**

<b>Pillar 1: Sustainable Economic Growth and Risk Reduction</b>	
	Increased use by agricultural producers of improved institutional services, an efficient marketing system, and appropriate technology and practices for sustainable increases in agricultural production and productivity by 2015.
	By 2015, private sector-led Ethiopian manufacturing and service industries, especially small and medium enterprises, sustainably improved their competitiveness and employment creation potential.
	By 2015, national and sub-national institutions are able to implement a minimum package of social protection measures in accordance with a funded national action plan based on legislation.
	By 2015, national and sub-national institutions and disaster-prone communities have systematically reduced disaster risks, impacts of disasters and have improved food security.
	By 2015, the governance systems, use of technologies and practices, and financing mechanisms promote a low carbon, climate-resilient economy and society are (is) improved at all levels.
<b>Pillar 2: Basic Social Services</b>	
	By 2015, the Ethiopian population, in particular women, children and vulnerable groups will have improved access to and use of quality health, nutrition and water, sanitation and hygiene (WASH) services.
	Improved access to HIV prevention, treatment, care and support by 2015.
	By the end of 2015, equitable access created and quality education provided to boys and girls at pre-primary, primary and post-primary levels with a focus on the most disadvantaged and vulnerable children and localities.
<b>Pillar 3: Governance and Capacity Development</b>	
	By 2015, national actors have enhanced capacity to promote, protect and enjoy human rights, constitutional rights and accessibility to efficient and accountable justice systems, as enshrined in the Constitution and in line with international and regional instruments, standards and norms.
	By 2015, national and sub-national actors utilize improved mechanisms that promote inclusiveness, participation, transparency, accountability and responsiveness in national development processes.
	By 2015, capacities of national, local and community institutions strengthened for evidence-based planning, implementation, monitoring and evaluation, leadership and decision-making.
<b>Pillar 4: Women, Youth and Children</b>	
	By 2015, women and youth are increasingly participating in advocacy, social mobilization and decision-making and benefiting from livelihood opportunities and targeted social services.
	By 2015, women, youth and children are increasingly protected and rehabilitated from abuse, violence, exploitation and discrimination.

### Resource requirements

Based on revised figures, the indicative funding gap is an upper estimate of just over USD 2.7 billion (table 2 below). Approximately 65% of this resource gap correlates to humanitarian support. The distinction is made only because UN agencies benefit mainly from direct contributions by multilateral organization on its humanitarian response. There are also specific pooled funds (CERF, CHF, ERF, HRF) for the mobilization of additional resources to cover the funding gap identified by UN agencies in table 2 below.

Table 2: Assessment of funding gap<sup>11</sup>

Agencies	Total	Actual Gap	% humanitarian
FAO	54 947 320	54 977 320	
ILO	16 703 000	14 000 000	
IOM	11 705 000	5 000 000	79%
OCHA	12 000 000	12 000 000	100%
OHCHR	120 000	-	
UNAIDS	2 710 000	1 500 000	
UNDP	217 197 059	108 755 489	
UNEP	8 881 690	2 659 200	
UNESCO	6 055 300	3 204 500	
UNFPA	84 200 000	54 400 000	
UNHCR	192,817,568	192,817,568	100%
UNICEF	584 311 401	312 668 870	25%
UNIDO	19 800 000	19 723 000	
UNODC	12 930 000	12 120 000	
UNWomen	14 620 000	13 020 000	
WFP	2 480 000 000	2 083 200 000	84%
WHO	61 624 840	28 000 000	1.77%
TOTAL	3 587 805 610	2 725 228 379	

## The Joint Resource Mobilization Strategy

The Joint Resource Mobilization Strategy addresses the unfunded portion of the UNDAF Action Plan for 2012-2015. The main purpose of the Strategy is to provide direction on what can realistically be achieved in terms of mobilizing resources for joint actions around shared results given the current DaO context in Ethiopia, and GoE as well as donor perceptions of the UN's comparative advantage. The resource gap reflected in table 2 above has intentionally been kept indicative, as resource needs can only be realistically determined on a year-on-year rolling basis, and to allow flexibility for new or changing priorities in later years of UNDAF 2012-2015 implementation. UNHCR's estimates in table 2 above are the only estimates currently annualized; for all other UN agencies, the figures presented are aggregate totals for the entire UNDAF timeframe. It is suggested that budget figures are reviewed comprehensively at the upcoming UNDAF Annual Review in July 2013.

Joint resource mobilization will benefit two types of DaO work at country level: joint programming or joint actions around shared results reflected in the current UNDAF, and support to UN System-wide change management activities that improve and simplify UN business practice.

### Joint programming checklist

- Fewer priorities
- Scaling up: greater impact & results
- Bottom-up approach
- Flexibility with operationalization

<sup>11</sup> UNICEF: approximate percentage as the humanitarian commitment of some projects, most notably in nutrition, receive funding through both humanitarian and development channels and also cater to humanitarian related efforts. UNHCR: Humanitarian Portion Comprehensive Needs budget for 2013.

The formulation of joint initiatives will take a bottom-up approach; developed at the Technical Working Group level with inputs from GoE, and correlating to either one of the four pillars identified in the UNDAF 2012-2015, or a cross-cutting theme. Suggested thematic areas resonating with highlights of the post-2015 national consultations have been provided in table 3 below and were identified through internal UN consultations, and informal discussions with a key donor. Government and broader donor validation, which has been included as a recommended follow-up step, will shape these thematic areas further.

With respect to change management activities, initiatives will be formulated at the IAPT, OMT and UNCG levels, and taken forward for review and decision by the UNCT.

**Table 3: Suggested thematic areas for joint programming**

Joint support on the transition from humanitarian to development assistance; from a short-term emergency focus to more strategic long-term development interventions and funding. Links to UN's work on DRR and DRM. JPs on gender and developing regional states oriented to building up resilience & could provide building blocks.	<b>Building resilience: climate adaptation &amp; environmental sustainability</b> <i>UNDAF Pillar 1 (Lead) &amp; Cross-cutting</i>
<b>2015 national elections</b> <i>UNDAF Pillar 3</i>	Supporting the participatory component of national elections; building capacity of political partners; strengthening women's participation and representation in political and electoral processes; civic education; mitigating violence during elections.
Substantial investments to promote universal access to basic social services still needed: 29% of the population living below the national poverty line; chronic malnutrition and stunted growth in more than 50% of children. Basic education a priority need for pastoralist and semi-pastoralist communities. Equity-based interventions to reach the poorest and most vulnerable. Build up resilience; strengthen local community systems and responses.	<b>Equity</b> <i>UNDAF Pillar 2 (Lead) &amp; Pillar 4</i>
<b>Capacity development</b> <i>UNDAF Pillar 3</i>	<ul style="list-style-type: none"> <li>- Improving the <i>quality</i> of public service delivery, particularly health, education and agricultural extension services in rural areas. (Public service providers currently option of last resort).</li> <li>- Building GoE capacity to negotiate and engage with regional and global markets; strengthening supply chains. Pillar 3</li> </ul>
Agri-business expansion; youth entrepreneurship development; women's economic empowerment; livelihoods, employment; improving access to economic resources (land, finance, technology, markets and skills). Also see links to policy below.	<b>Economic development</b> <i>UNDAF Pillars 1 &amp; 4</i>
<b>Policy engagement</b> <i>UNDAF Pillars 1 &amp; 4 &amp; cross-cutting</i>	<ul style="list-style-type: none"> <li>- Support to strategic policy studies: future high <b>growth</b> sectors with the potential to attract significant local and foreign direct investment; effects of integration in the regional (COMESA) and global trading system (accession to WTO, Economic Partnership Agreement with the EU); <b>and transformation</b> – impact of economic growth corridors on people-centered development; policy mix to transform an expansion in the service and construction sectors, and a modernization of the agricultural sector into higher levels of livelihoods/employment; especially for large youth demographic, and with equal beneficial outcomes for women.</li> <li>- Advance strategic planning in support of GTP II consultations and formulation. UN collaboration on policy inputs in emerging priority areas.</li> </ul>

## JRMS Objectives

Working together, the UNCT in Ethiopia will mobilize resources for joint programmes or joint actions around shared results, as per the need identified in the assessment undertaken of the funding gap in the current UNDAF Action Plan. The mobilization of resources for joint actions does not rule out the contribution of core and non-core funding from UN agencies – however, the basic assumption underpinning this JRMS is that *new* resources will need to be mobilized to meet the funding gap.

## Guiding Principles

1. Joint resource mobilization will be undertaken primarily, but not exclusively by the UN Resident Coordinator on behalf of the UNCT.
2. Reinforcing efforts by the UN Resident Coordinator, heads of UN Agencies, in their capacity as Lead of a Technical Working Group, are fully empowered to engage in resource mobilization for the benefit of joint actions around shared results.
3. A light process using the programming and management structure currently in place (see section on institutional arrangements below) needs to be worked out, to collectively identify / agree on joint programmes and joint initiatives, and assess the funding gap.
4. Funding mobilized should ideally be unearmarked, and deposited in the One Fund for allocation by the High Level Steering Committee; or earmarked specifically for a joint programme or joint initiatives in a thematic area and in this case, either deposited in the One Fund or directly allocated to a lead UN agency where a joint programme is formally established. In all cases, accountability for financial reporting and timely delivery of results rests with the individual agency that received a funding allocation.
5. Proposals submitted to the High Level Steering Committee should meet minimum eligibility criteria as set out in the section below.
6. Initial allocations by the HLSC will be made on the basis of consensus on priorities and sequencing of priorities. Subsequent allocations will be performance-based, i.e. made only if a UN agency has proven quality and timely delivery for the preceding two implementation quarters/6 months; and met all reporting requirements.
7. Joint resource mobilization will only yield results for the benefit of the common UN System if UN agencies commit to realistically managing expectations with respect to DaO without undermining the benefits, in bilateral discussions with donors who have shown interest or are committed to support DaO at country level. At a minimum, there needs to be an overall UNCT commitment to promote joint actions and shared results, alongside the work and accomplishments of the individual agency – where it makes sense to do so. For instance, promoting how a UN agency has made gender equality an integral part of all programming efforts, and what results are being achieved with this approach can be linked to how a *joint programme* scales up impact on gender equality by combining the strengths and comparative advantages of a number of UN agencies to simultaneously address on a number of fronts, inequity and inequality for women.



## Minimum Eligibility Criteria

The minimum criteria for which a programming action qualifies to receive funding mobilized through the JRMS is as follows:

1. Has clear alignment to national priorities (GTP 2011-2015 and post-2015 consultations) and the UNDAF Action Plan 2012-2015;
2. Is both a priority with a high national relevance, and matching donor interests, that would otherwise go unfunded (goal: fewer priorities);
3. Involves two or more UN agencies working together: joint actions, shared results;
4. Takes implementation to scale, combining the comparative advantage, expertise, knowledge and capacities of more than one UN agency for wider impact;
5. Builds on a performance track record of quality and timely delivery; and
6. Provides realistic budget estimates aligned to a UN agency's absorptive capacity.

In addition to the above, detailed criteria governing the allocation and utilization of resources from the One Fund can be found in the [Ethiopia One UN Fund documents](#) and remains fully applicable.

## Ethiopia One UN Fund

The primary purpose of the One Fund is to support the coherent mobilization, allocation and disbursement of resources for implementation of joint programmes and joint actions around shared results. In line with the commitment on aid effectiveness, the One Fund pools donor funds for maximum flexibility. The preference is for multi-year, un-earmarked contributions but in the current ODA climate, and given the increase in earmarked funding to the UN, where this funding is clearly aligned to national priorities it is also included. In keeping with standard practice, the One Fund is administered by UNDP in an Administrative Agent capacity on behalf of the UNCT; but allocation of resources is mandated to the HLSC whose decisions are informed by the proposed criteria set out in the Ethiopia One Fund documents<sup>12</sup>.

## Strengthening Government Leadership of UNDAF implementation

Measures will be taken to engage GoE on the JRMS and determine in what specific ways GoE's leadership and participation could support resource mobilization for the funding gap in the UNDAF Action Plan. MoFED co-chairs the High Level Steering Committee, and in this role assures GoE's leadership and close involvement with UNDAF implementation, inclusive of decisions around mobilizing, allocating and accounting for resources spent to meet UNDAF obligations. A GoE co-lead on each of the five Technical working groups set up to harmonize UNDAF programming additionally means that the bottom-up approach of identifying opportunities for joint actions involves GoE participation from the start.

## Engaging partnerships on additional resource mobilization

The JRMS speaks to a partnership between donors/development partners and the *UN System*, complementing the bilateral partnerships UN agencies have established with donors, multi-donor trust funds, regional and international finance institutions, and the private sector.

For humanitarian assistance, aside from direct contributions to UN agencies by multilateral organizations, there are structured funding mechanisms to mobilize additional resources to close the funding gap. These primarily include pooled funding mechanisms such as the ERF,

---

<sup>12</sup>



CHF and CERF. The latter Fund recently allocated Ethiopia a grant of USD 17 million based on its analysis of the severity of humanitarian crisis and the response by donors. In addition, Ethiopia benefits from a Humanitarian Response Fund (HRF) established in 2006 and managed by the UN Humanitarian Coordinator. The fund total up to 2012 was USD 223 million provided by the main contributing donors of DfID, Denmark, Netherlands, Norway, Ireland, Italy, Sweden, Spain and Switzerland. Fund disbursement is guided by an assessment of needs outlined in annual Humanitarian Requirements Documents (HRDs) and typically respond to needs triggered by natural disasters such as floods, droughts and disease outbreaks, as well as complex, conflict-related crises. USD 13 million has so far been allocated to support 23 projects (of which 3 UN and 20 NGOs) in the following sectors: nutrition, agriculture, emergency non-food items, WASH and health.

Increasingly, development and humanitarian funding is being channeled through the GoE. While the primary recipient is the GoE, in agreement with the EU, the GoE could decide to allocate part of this resource envelope to UN partners, for activities that align with priority sectors identified in the NPI 2014-2020. In the EU's current 10<sup>th</sup> EDF cooperation strategy with Ethiopia, a large part of the € 644 million national cooperation envelope is allocated to three large programmes:

- **The Productive Safety Net Programme (PSNP)** which extends predictable cash and/or food transfers to the most food insecure population groups in return for participation in public works programmes;
- **The Roads Sector Development Programme (RSDP)** which aims to improve the coverage and quality of roads infrastructure in the country; and
- **The Protection of Basic Services (PBS) programme** that works on the expansion and functioning of key basic services<sup>13</sup> at decentralized levels.

The forthcoming 11<sup>th</sup> EDF cooperation strategy is expected to reflect increased budget allocations to the GoE. Substantial opportunities for the UN therefore lie in the resource envelopes contributed by donors such as the EU to the GoE itself and merit a structured high level engagement between the UN (RC, and select key UN agencies: WFP, UNICEF, UNDP, WHO, ILO, FAO) and GoE to map out GoE support for the idea in principle, and the scope for collaboration through this modality. How to involve the EU in this engagement should be decided in consultation with GOE, possibly taking, for instance, a phased approach (GoE-UN first; GoE-UN-EU subsequently).

Ethiopia also benefits from a number of other EU-funded facilities which include: the Energy Facility, the Water Facility, the Food Facility, the Instrument for Stability, the Global Climate Change Alliance and the Instrument for Democracy and Human Rights. In total, these funding mechanisms channel an annual average of approximately € 160 million in support to Ethiopia.

Globally, funding for health outcomes has stabilized, and includes financing for maternal and newborn health, immunization, and the prevention and treatment of HIV/AIDS, tuberculosis and malaria. PEPFAR's contribution to Ethiopia will be USD185 million in FY2013, and the Global Fund's latest grant agreement for Ethiopia amounts to USD310 million. The [World Bank](#) has approved the disbursement of USD 120 million over four years to improve maternal and child health outcomes. Of this sum, USD 100 million will be provided as zero-interest

---

<sup>13</sup> Health, education, water supply, agricultural extension and rural roads.

credit, while the remaining USD 20 million is a grant from the Health Results Innovation Trust Fund, which has contributions from the United Kingdom and Norway. The GAVI Alliance, focusing mainly on immunization for children, was one of the top ten donors in Ethiopia, in 2011 (see section on ODA trends above).

The CRGE Facility (Climate Resilient Green Economy) was set up as the mechanism for the mobilization, allocation and channeling of public and private investments, from both multilateral and bilateral sources. The Facility will support Ethiopia's efforts to bolster core climate-compatible development interventions in areas such as food security, energy, infrastructure development and natural resources management. There is a Ministerial Steering Committee, chaired by the Prime Minister's Office with policy and governing oversight. The Ministry of Finance and Economic Development (MoFED) coordinates the Facility; and UNDP's Multi-Trust Fund Office is acting as the interim Administrative Agent. UN support that aligns with the core climate-compatible development areas identified above could view funding from the CRGE Facility as one resource option.

Specific to the agricultural sector, the Cooperation Framework between the GoE, the G8 donors, and major private sector companies has the potential to make available up to €245 million (USD321 million) from the G8 donors alone through to the end of 2013 to improve food and nutrition security in Ethiopia, and invest in rural development. FAO and WFP are already engaged with this initiative as technical leads.

Clearly, there is huge scope for the UNCT to strengthen its engagement with vertical funding mechanisms at country level, and mobilize additional resources for priorities that align with those supported by the vertical funds.

Triangular cooperation is another emerging trend that has significant potential. The pros and cons of this type of development cooperation were discussed at length at the [Bogota High Level Event on South-South Cooperation and Capacity Development](#). Cooperation mainly involves a transfer of resources, technology, and knowledge/expertise from a middle-income to a low-income country, with a traditional donor being the third partner. For Ethiopia, Brazil, India, and South Africa are the main BRICS countries with which South-South cooperation could advance particularly in the areas of social protection (building up resilient safety nets in low-income contexts), and expanding access to vocational skills training for youth. Other major development partners include: Indonesia, Kenya, Malaysia, Sri Lanka, Turkey, and Vietnam. Although the landscape is still fragmented, there is significant potential to increase resources for South-South cooperation and examples where a UN agency has been included as one of the three partners in the cooperation framework. It may add to the complexity of partnership arrangements where there is more than one UN agency involved in a cooperation framework given that transaction costs related to a three-way partnership are already sufficiently complex and burdensome. This would need to be factored in, if mobilizing resources through this modality is explored further.

**Table 4: Key development partners and priority focus areas in Ethiopia**<sup>14</sup>

<b>Development Partner</b> <b>Priority sectors</b>	<b>Development Partner</b> <b>Priority sectors</b>
<b>African Development Bank</b> Infrastructure development Agricultural transformation Governance Regional integration	<b>Austrian Development Cooperation</b> Rural development and support to food security Health
<b>Belgium Development Cooperation</b> Food security Education Environment	<b>CIDA</b> Food security/agricultural growth Economic growth (broadly) Women's economic empowerment Children and youth
<b>Danish International Development Agency</b> Employment Youth Gender equality	<b>European Union</b> Transport and Regional Integration Rural Development (extension of basic social services) Macro-economic support and governance Food security Social Protection
<b>Finland</b> Education Water	<b>French Cooperation</b> Water and sanitation Urban infrastructures Governance University cooperation and research Cultural diversity and French language
<b>German Development Cooperation</b> <i>(including the German implementing agencies of GTZ, KfW, DED, and others).</i> Urban development and decentralization Sustainable land management Sustainable economic development	<b>International Monetary Fund</b> Sustainable high economic growth and macroeconomic stability. Policy advice focus on monetary, fiscal, financial and exchange rate areas.
<b>India</b> Agriculture and floriculture, engineering, plastics, consultancy and ICT, water management, cotton and textiles, leather, education, hotel and restaurant services, vehicle rentals, pharmaceuticals and health care.	<b>Irish Aid</b> Food Security Health (including HIV/AIDS) Governance Gender (cross-cutting)
<b>Italian Development Cooperation</b> Education Health Water and Sanitation Rural Development and Food Security	<b>Japan Embassy</b> Agriculture and Food Security Education Health Infrastructure Water Industrial Development
<b>Netherlands Embassy</b> Governance (including human rights) Sustainable Growth Health/HIV&AIDS	<b>The Royal Norwegian Embassy</b> Environment, climate adaptation and clean energy Good governance
<b>Spanish Agency for International Development Cooperation</b> Health Gender Agriculture and Food Security	<b>Swedish International Development Agency</b> Democracy and human rights Education Health Economic development

<sup>14</sup> Source: Profile of Development Partners in Ethiopia, 2010: <http://www.dagethiopia.org>. Major gaps have been identified by one UN agency and therefore warrant a revision round to update the table.

<b>Turkish International Cooperation Agency</b> Health Care Sanitation Education Vocational Training Capacity Building Humanitarian Assistance	<b>United Kingdom Department for International Development (DFID)</b> Agriculture and Food Security Governance Health Education Environment
<b>United States Agency for International Development (USAID)</b> <i>Agriculture:</i> alignment with Ethiopia's CAADP (via Feed the Future Initiative) – productivity, marketing, alternative livelihoods, nutrition, with gender and environment crosscutting themes <i>Conflict:</i> prevention and mitigation <i>Economic Growth:</i> trade, investment, private sector competitiveness <i>Education:</i> primary and tertiary <i>Humanitarian Assistance:</i> disaster prediction, response and management <i>Good governance:</i> judicial and legal training <i>Health diseases:</i> HIV/AIDS, malaria, tuberculosis <i>Integrated Family Health:</i> maternal and child, family planning and reproductive health.	<b>World Bank</b> Current portfolio covers most sectors of the Ethiopian economy, with a strong emphasis on infrastructure, basic services, food security and governance.

Except for the regional and international finance institutions, and China (with its focus on infrastructural development and the strong commercial component of partnership agreements) there is clear synergy of donor priorities at country level, with UNDAF outcomes, and suggested areas for scaling up joint programming.

Additionally, the UNCT may wish to consider:

- Approaching traditional and non-traditional donors with propositions tailor-made to the donor profile, and mutual areas of focus. Making optimal use of communication products developed to highlight the UN's work in Ethiopia.
- Leveraging the more well-known comparative advantage of humanitarian assistance that most donors naturally assign to the UN, and promoting the strong linkages to development assistance, the increasingly blurred lines between the two, and the need for resources to adequately fund what the UN does on the development front to ensure a stronger alignment with the country's national development vision.
- Maintaining consistent relations with donors throughout the UNDAF cycle, with quarterly updated information on the delivery of commitments and usage of both core and non-core resources. Maximizing these opportunities to highlight new joint UN initiatives - where convergence on priorities exists, and there is a funding gap.
- Coordinating joint UN/donor trips to selected project sites where the strengths and impact of the UN delivering as one can be showcased.
- Hosting donor round-tables, breakfast or luncheon meetings, and/or fund-raising events that highlight an area of UN joint work and/or UN support to Ethiopia more broadly. Inviting non-traditional donors alongside traditional donors; and heads of corporate social responsibility within large international and national corporations in Ethiopia (banking sector, telecom industry, hotel and tourism sector, construction sector, horticulture, agriculture (PepsiCo). Using the UN Day as a prime opportunity to showcase the UN's work in Ethiopia and mobilize funds.

- Exploring opportunities for raising funds as a portion of sales in the horticultural industry abroad (e.g. in the Netherlands), and have these funds support programmes for disadvantaged communities in the areas where horticultural farms are based.
- Organizing public campaigns involving Ethiopian celebrities to raise funds, following the example of the Great Ethiopian Run.

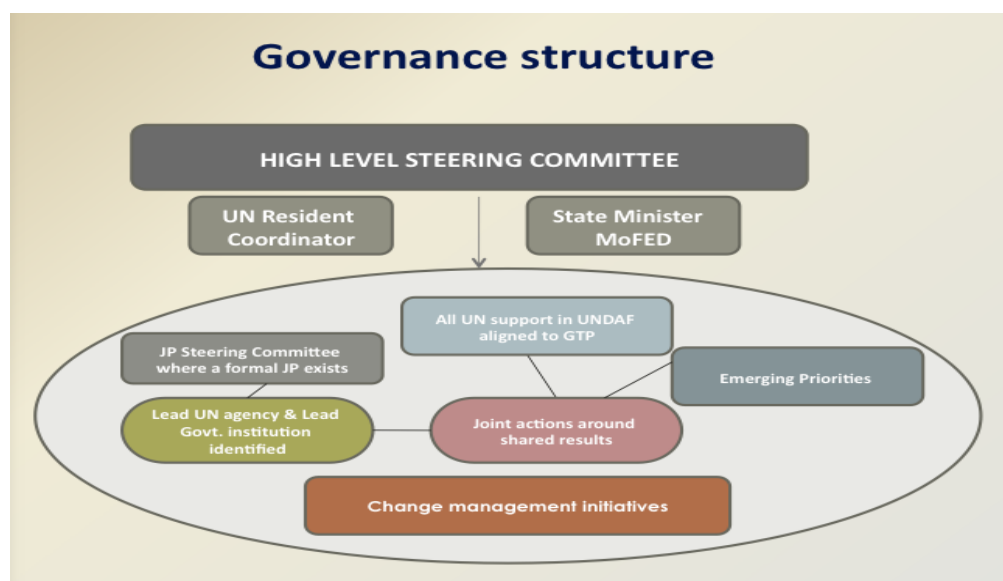
### Institutional arrangements

The governance framework established to oversee implementation of the UNDAF 2012-2015 and administering of the One Fund will be the same framework mandated to oversee progress on joint resource mobilization, allocate resources, review how resources were spent, and take decisions on subsequent allocations. Having the overall oversight responsibility for progress on UNDAF implementation and the One Fund, the HLSC is the appropriate forum at which solutions will be found in the event funding committed does not come through, wholly or partially, for programmes underway.

It is recommended however, that the UNCT consider establishing an inter-agency Task Force whose work could be time-bound to keep the process purpose driven and less burdensome. The Task Force could meet at least twice a year: 1) to prepare inputs for the UNDAF Annual Review that will be the main forum for a review of funding requirements around May/June; 2) at the mid-point of the fiscal year (December/January) to take stock, update donor/partner and resource information, and review RM approaches taken for specific joint programmes and joint initiatives, whether or not these approaches yielded results, and what recommended follow-up actions should be taken.

The governance structure as it currently relates to UNDAF implementation and specifically, joint programmes and actions, is visually depicted below.

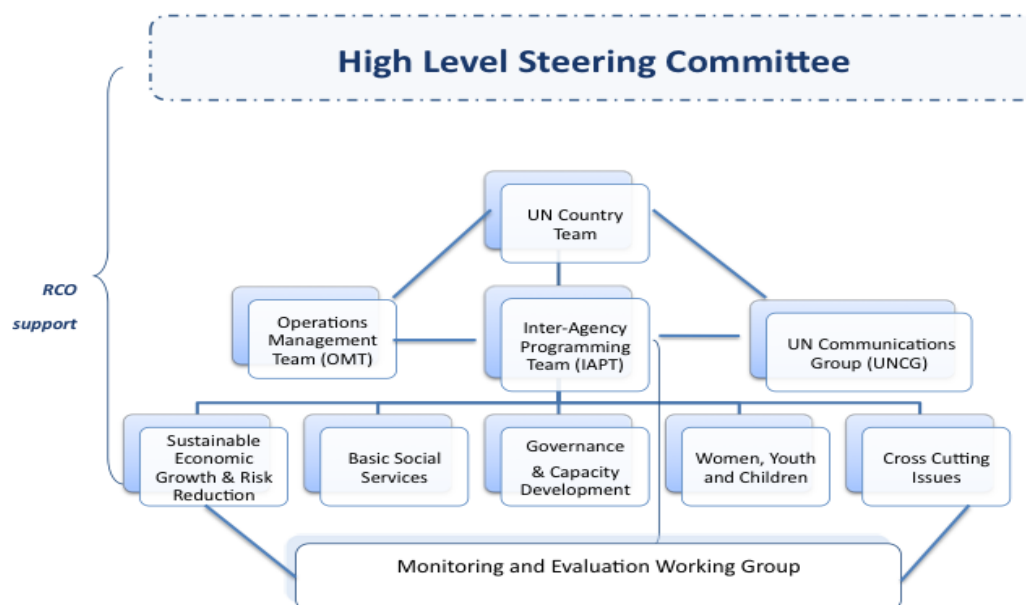
**Figure 3: Governance Structure for UNDAF implementation**



The *High Level Steering Committee* is composed of the GoE, the UN and development partners and provides high-level policy direction and strategic oversight to the implementation of the UNDAF 2012-2013, the DaO agenda overall, and the administering of

the One Fund in Ethiopia. The HLSC annually reviews progress on UNDAF implementation; approves new joint programmes and joint actions, and takes primary responsibility for funding allocation from the One Fund for joint actions. Joint resource mobilization will therefore fall within the oversight mandate of the HLSC, with an annual Joint Strategy Meeting conducted to review and make adjustments on the JRMS as needed.

**Figure 4: internal UN institutional framework as it relates to the HLSC**



Aligned to the DaO principle of One Leader at country level, the *UN Resident Coordinator* is the overall head of the *United Nations Country Team (UNCT)* and is supported in this leadership role by members of the UNCT who are Country Directors and Representatives of their respective UN Agencies. This decision making body is ultimately accountable for the delivery of results committed to in the current UNDAF, and provides strategic direction and policy inputs to the work of the UN at country level.

Five *Technical Working Groups (TWGs)*, comprising UN agency and implementing partner members, oversee the roll-out of UNDAF implementation on a year-on-year basis in a participatory, results-based manner. TWGs are aligned to the four key UNDAF pillars, and cross-cutting issues, and were established to enhance a harmonized approach to programming lower-level results (outputs) that contribute to higher level UNDAF outcomes. They are supported in their task by the Operations Management Team, the M&E Working Group and the UN Communication Group; with coordination support from RCO.

The *Inter-Agency Programming Team (IAPT)* provides technical leadership throughout UNDAF implementation. As the head of programmes for their respective UN agencies, the IAPT's guidance and technical support to the TWGs is an important link to ensure adherence to DaO principles, and coherence across the UN System's programming. The IAPT consults the UNCT on all issues of strategic direction and policy dialogue; and puts forward technical recommendations to the UNCT, whenever decisions are required.

The *Operations Management Team* put in place mechanisms for increased coherence in business practice across the UN System. These improved practices are meant to reduce



transaction costs for GoE and implementing partners; improve on the track record for timely responses, disbursements, and delivery; and strengthen the UN's ability to operate in a cost and time efficient manner conducive to the pace of implementation and ambitious reform in Ethiopia. Their work is captured as part of 'change management initiatives' in the visual diagram above.

The *Resident Coordinator's Office* provides overall coordination support to facilitate and strengthen Delivering as One processes and initiatives. Besides coordination support, RCO proactively identifies issues for substantive discussion and resolution at monthly coordination meetings conducted within the framework of the governing structure in place. The RCO supports the efficient functioning of joint inter-agency teams set up to advance UNDAF implementation; and shares knowledge and expertise wherever needed.

### **Monitoring and Evaluation**

The Joint Resource Mobilization Strategy (JRMS) reinforces a results-based approach, working within the common UNDAF operational plan. In the current UNDAF Action Plan, monitoring and evaluation roles and responsibilities have been comprehensively set out, and anchored primarily under the technical leadership of *M&E technical working group*. Having developed a comprehensive M&E Plan, comprising an M&E Matrix and Programme Monitoring Framework, the group undertakes quality assurance oversight on RBM-compliance, and assures M&E is an integral part of assessment, planning, implementation and reviews throughout UNDAF implementation. In their work, the group liaises through the TWGs and IAPT, with the UNCT. As the M&E TWG will provide substantive inputs to annual review and planning processes, associated M&E inputs required for the Joint Strategy Meeting (JSM) will be tasked to the group, with coordination support provided by the RCO. The JSM is where the JRMS is annually reviewed by the High Level Steering Committee, and in the interest of keeping transaction costs to a minimum, can be an integral part of the annual review of UNDAF implementation. All inputs related to M&E will support the strengthening of M&E capacity not only at UN agency level, but also for GoE counterparts and implementing partners.

### **Joint Communication: speaking with One Voice**

Effective joint communication is a key complement for joint resource mobilization efforts, providing positive, to-the-point messages about the UN's contribution to Ethiopia's growth and transformation, and turning the spotlight on key partnerships behind accomplishments on the humanitarian and development fronts. Various communication products developed for public dissemination can be tailored to meet the communication needs associated with donor and partner meetings, round-table events, and international conferences where Ethiopia is explicitly highlighted as a country case study.

The *UN Communications Group* harmonizes strategic communication across all UN agencies, in support of UNDAF implementation and the principle of speaking with 'One Voice'. A comprehensive One UN Communication Strategy guides joint UN engagement with media, and on joint communication initiatives undertaken at country level more broadly. As a complement to internal UN agency communications, it aims to promote coherent and effective messages that raise awareness of development and humanitarian issues; promote a positive image of the UN's contribution to Ethiopia's development goals; and contribute to



knowledge development and management across the UN System. To this end, the communication needs for the Joint Resource Mobilization Strategy will be undertaken by the UNCG as an integral part of their joint communication work and guided by the One UN Communication Strategy, with coordination support from RCO.

## Recommended follow-up actions

1. Proposed criteria for allocation of earmarked resources from the Ethiopia One Fund was prepared in 2011 for HLSC endorsement and is still pending. A **decision** on this is highly recommended.
2. **Validate** the draft JRMS with GoE counterparts and prospective donor representatives at country level. As it currently exists, this draft JRMS has been formulated for internal UN purposes and needs to be modified if it is to be used externally with donors/development partners. This is where support from the UN Communication Group is needed.
3. **Map resource mobilization skills** within the UNCT and **form an inter-agency task force** who meet regularly to look at progress against set resource targets, new needs, and resource expenditure trends. Collectively, the task force would have RM skills and/or experience in the following areas: engaging with funding mechanisms that support humanitarian responses at country level, emerging vertical funds, the triangular modality in the context of South-South cooperation, private-public partnerships, cost-sharing, and direct budget support to GoE.
4. The inter-agency task force could **include a member of the DAG coordination team** as well as a designated **member of the UN Communication Group** to identify components of the joint UN Communication Strategy that can directly support joint resource mobilization efforts.
5. It is suggested the task force **work closely with the TWGs** on resource requirements and the **IAPT** to table issues for discussion on the agenda of IAPT meetings. UNCT to empower and reinvigorate the TWGs and IAPT to play their roles fully.
6. The task force would then become the **core skills base on RM** for the UNCT, and the RC to draw on. With RCO support, among the team's first tasks would be: narrowing down (with TWG inputs) the resource requirements for the FY 2013/2014<sup>15</sup>; updating the profile of development partners (with DAG secretariat support) and developing one page advisory notes for the RC and UNCT on engagement entry-points for the main categories of development partnerships with GoE on vertical funds and the direct budget support modality; with non-traditional donors in the framework of South-South cooperation; with GoE and a traditional donor in triangular cooperation frameworks; and finally private-public partnerships at country level<sup>16</sup>.
7. To avoid being too prescriptive the task force could consider among its tasks: developing a **detailed Roadmap** – similar to the one that supported the formulation

---

<sup>15</sup> This could be done following the UNDAF Annual Review where budget figures will be revised.

<sup>16</sup> The list of emerging modalities is not exhaustive and can certainly include partnership models not identified but active on the ground: e.g. with private philanthropic foundations.

of the UNDAF Action Plan; disaggregating further, contributions to Ethiopia over the past five years by donor, as MoFED data presented in the most recent EFY 2004 Bulletin on ODA is disputed; keeping track and revising the resource gap over the course of UNDAF implementation; short-listing donors/partners and identifying engagement entry points; updating follow-up actions and/or recommending new actions be taken if there is yet to be a substantive change in resource allocations<sup>17</sup> for UNDAF priorities.

8. Finally, to keep the workload manageable, the task force could split into sub-groups according to their partnership expertise. This approach is similar to the one used to quickly develop concept notes by IAPT sub-groups on a number of joint programme/joint programming issues relevant for the UNDAF Action Plan and will provide the level of disaggregated detail to inform UN engagement with key donors.
9. **Identify** all the JP or joint initiatives that already exist and determine the overlap on the funding gap identified in the JRMS; as well as who should lead on resource mobilization efforts (RC or lead UN Agency country representative). RCO to update its own records from this exercise.
10. Given the complexity of some of the emerging modalities the UNCT may wish to invest in strengthening internal capacity (if there is a gap) by drawing on expertise at regional or head office level. A short term solution would be the collective pooling of expertise: so for example, if a UN agency has a partnerships advisor specialized in one of the main emerging modalities, the UNCT may wish to invest in bringing that expert to Addis Ababa if they are based elsewhere in a regional or head office. The UNCT could alternatively structure engagement with donor offices in a way that strengthens the UN's knowledge base.

---

<sup>17</sup> The matrix should be simple, as there is no need to duplicate what UN agencies already have in terms of donor and partnerships intelligence. The main aim is to have a coherent up-to-date picture of resource mobilization efforts jointly undertaken to close the UNDAF funding gap.