

Annex 1: The One UN Programme in Ethiopia.

Introduction.

1. This One Programme document sets out how the UN in Ethiopia will use a One UN Fund to support coordinated efforts in the second half of the current UNDAF period (2010-11) and the next UNDAF period (2012-15) to advance Delivering as One.
2. The One Programme in Ethiopia includes;
 - Joint Programmes
 - Change Management associated with the introduction of Delivering As One
 - Joint efforts to meet Emerging issues
3. This document should be read in conjunction with other key documents including:
 - Plan for Accelerated and Sustain Development to End Poverty (PASDEP) and the Growth and Transformation Plan 2011-2015 (GTP)
 - UN Development Assistance Framework (UNDAF) 2007-2011
 - Mid Term Review of UNDAF 2009
 - Delivering As One Concept Note and Road Map June 2009
 - One UN Fund for Ethiopia Terms of Reference
 - Joint Programme documents.

UN Support to Ethiopia

4. Despite dramatic progress in recent years, Ethiopia remains one of the poorest countries in the world: 170 of 177 countries in the Human Development Index. Since the mid-1990s, the government has made addressing human development needs and reducing poverty the core of its development strategy as laid out in the Plan for Accelerated and Sustain Development to End Poverty (PASDEP) and the Growth and Transformation Plan 2011-2015 (GTP)
5. The UN Country Team (UNCT) comprises 24 resident agencies and 19 non-resident agencies, one of the largest in the world.
6. The UN Development Assistance Framework (UNDAF) 2007-2011 is the common strategic framework of the operational activities of the UN system in Ethiopia. It provides

a collective coherent and integrated UN system response to national priorities as set out in PASDEP and GTP.

7. The five priority areas agreed between the Government of Ethiopia and the UNCT in the current UNDAF (2007-2011) are:
 - Humanitarian Response Recovery and Food Security
 - Basic Social Services and Human Resources
 - HIV/AIDS
 - Good Governance
 - Enhance Economic Growth.

Gender, Population, Good Governance, HIV/AIDS and Information Communication Technology were identified as crosscutting themes.

8. Since mid-2008 the UNCT in Ethiopia, in close consultation with the Government of Ethiopia, has been taking forward the Delivering As One process, with the aim of improving the efficiency and effectiveness of the UN system in meeting internationally agreed development goals.
9. A Concept Note and Roadmap for Delivering As One were approved by the High-Level Steering Committee in June 2009. The programme has five components (known as the five ones).
 - A Stronger Emphasis on Working Together (One Programme).
 - Greater Transparency and Predictability in Funding (One Budgetary Framework and One Fund)
 - Stronger Corporate Governance (One Leader)
 - Improved Organizational Efficiency (One Office)
 - Improved and Coordinated Communications (One Voice)

UNDAF Mid -Term Review

10. A Joint Mid Term Review of UNDAF was held in 2009. This involved an extensive series of consultations between UN agencies and partners including regional and central government.
11. The main findings of the review were:

- The goals and objectives of UNDAF are in line with Ethiopia's national development policies and strategies. They are also closely linked to the international goals enshrined in the MDGs.
- Several emerging issues need to be addressed for the remaining UNDAF period. Including changes in legislation and institutional restructuring within the public sector and structural/economic issues (e.g. escalating inflation, population, gender, climate change and the global economic crises).
- The outcomes and outputs in the UNDAF and agency programming documents (e.g. CPAPs) were not closely aligned except for a few UN agencies; the monitoring indicators and benchmarks are not well articulated to track progress and are often without baselines and targets; the over ambitious objectives of some of the outcomes have made joint monitoring of UNDAF results difficult.
- There were weaknesses with respect to the integration of cross-cutting issues such as gender, population and information and communications technology.
- Efforts are needed to strengthen the coordination and accountability structures and to ensure better linkages between the UNDAF and Agency programming documents.
- The expected benefits from joint programming have so far not been realized except in a few areas. However, joint initiatives under the Spanish MDGs Fund, and the efforts now being made by the UN to identify and roll out several new Joint Programmes were noted.
- Significant achievements were recorded with respect to the UNDAF priority areas of Humanitarian Response, Recovery and Food Security, Basic Social Services and HIV/AIDS. Less progress had been made in the areas of Good Governance and Enhanced Economic Growth.
- UNDAF resources were not sufficiently focused and there were many small-scale projects, and as a result transaction costs on implementing partners were high and outputs hard to assess. Lack of adequately trained and high turnover of counterpart staff, particularly at the local level, adversely affected delivery and programme performance. These contributed to delays in fund release and transfer and procurement.
- On resource mobilisation USD 2.7 billion is projected to be programmed by the UN which exceeds the target set for the entire UNDAF period. The humanitarian response and food security pillar accounts for close to 85%. UN resources are seriously skewed

in favour of humanitarian response and basic social services. This seems to reflect a mismatch between the priorities as set out in the UNDAF and the balance of UN effort.

For further details see Mid Term Review report.

The One UN Programme 2010-11

12. The One UN Programme in Ethiopia has been designed to help take forward both Delivering As One and the results of the mid-term review of UNDAF. It comprises 3 components which are eligible for the One UN Fund;

- Joint Programmes
- Change Management associated with the introduction of Delivering As One
- Joint efforts to meet Emerging issues

Joint Programmes.

13. A set of new Joint Programmes (JP) has been identified to be implemented over the remaining part of the UNDAF period to enhance the implementation of UNDAF objectives, as reformulated as part of the mid-term review, and to increase the coherence of UN activities through increased joint working.

14. There are 5 Joint Programmes funded through the MDG Achievement Fund (MDG-F):

- Children Food Security and Nutrition
- Edible Oil Value Chain Enhancement
- Leave No Woman Behind
- Harnessing Diversity for Sustainable Development and Social Change
- Enabling Pastoral Communities to Adapt to Climate Change and Restoring Range Land Environment.

15. These were identified and are being implemented according to the procedures established by the MDG-F. The size of some of these programmes was constrained to meet the requirements of the MDG-F and although their initial activities are adequately funded additional funds may subsequently be required particularly if success justifies extending their scope.

16. As a result of the mid-term review, 3 new major strategic Joint Programmes (known as the Flagship Joint Programmes) were identified in high priority areas for achievement of

the MDGs which are eligible for One UN Fund, where the UN has comparative advantage and which are presently under supported by other donors. They are

- Enhancing Public Service Delivery to Accelerate Regional Employment Outcomes In Four Developing Regional States
- Gender Equality and Women's Empowerment
- Improving Maternal and Newborn Health and Survival

Details are available in the respective project documents

17. The flagship programmes are intended to operate at scale. Each flagship Joint Programme will have a lead Government Ministry and a lead UN Agency. They are presently under design. UN agencies have some funds to contribute to initial activities but all require substantial additional funding.
18. The Joint Programmes will adhere to the principles of alignment and harmonization set out in the Paris Aid Effectiveness Agenda and the Accra Agenda for Action. To this end and to the maximum extent possible Joint Programmes will use Government systems and procedures and aim to reduce transaction costs on partners. They will also aim to harmonize with existing donor supported initiatives such as sectoral planning mechanisms and joint funding mechanisms.

Change Management For Delivering As One

19. In order to pursue Delivering As One a Change Management programme is being progressively rolled out. An initial staff survey of UN staff attitudes and views on Delivering As One was carried out in October 2009. This will be used to refine the change management process and internal communications strategy for Delivering as One. The mid-term review also revealed imperfect understanding of the UN role among government partners, particularly in the regions which needs to be addressed.
20. The introduction of Delivering As One places a premium upon the coordination functions of the UNCT and the Resident Coordinator's Office (RCO). The costs of 2 staff are currently being supported by contributions by UN Agencies and 1 by donor contribution.
21. A series of joint workshops have been held in the areas of joint programming and common services. A capacity assessment is required to ensure that the UNCT has the resources to deliver the One Programme. Additional training in results-based management has been identified as a priority need

22. The Operations Management Team has devised a clear work programme in areas of human resource management, procurement, IT, travel and information resources.

23. The One Programme includes for resources for RCO staff, workshops, training, consultancies and other activities to advance Delivering as One.

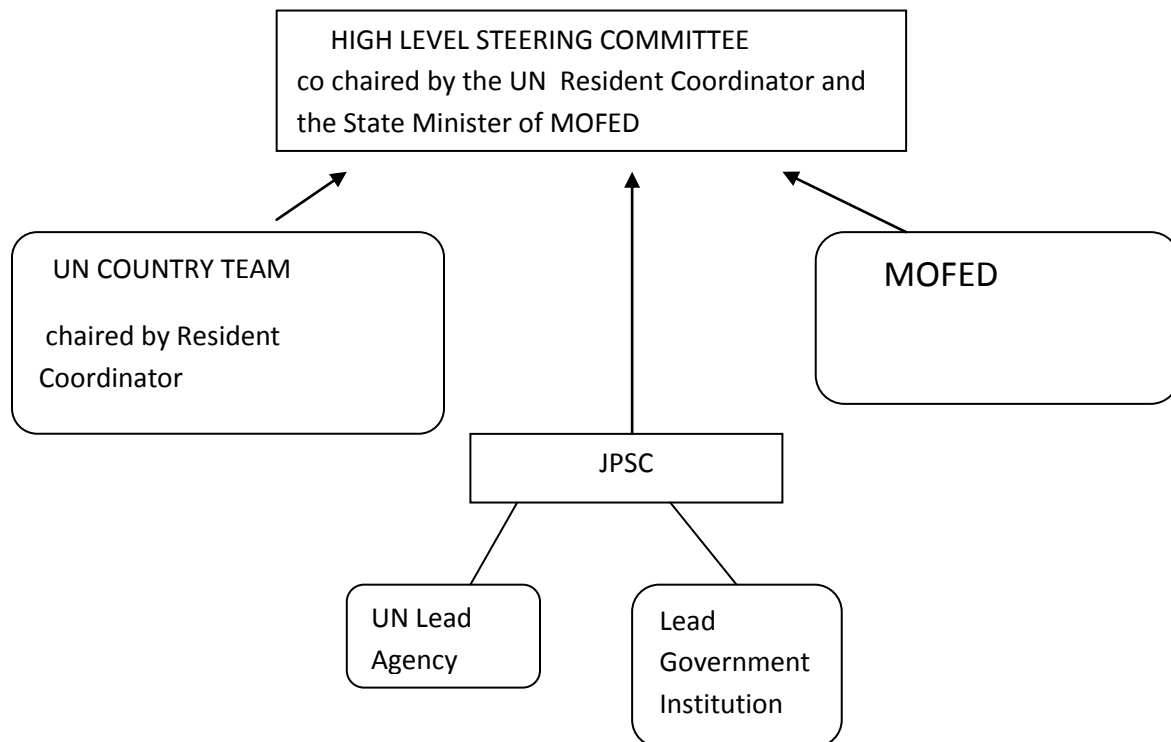
Emerging issues

24. A number of emerging issues such as Climate Change and dealing with the effects of the Global Economic Crisis have already been identified as areas on which the UN will need to work over the next 2 years partly in preparation for the next UNDAF.

25. The One Programme has been designed to allow for the flexibility to raise additional resources to deal with these and unforeseen issues as the need arises.

Governance and Accountability Structures

26. The One Programme will be governed by the following structure;



The High-Level Steering Committee.

27. The High-Level Steering Committee (HLSC) provides high-level direction to the One UN programme and to the implementation of Delivering As One. It is jointly chaired by the State Minister in MOFED and the UN Resident Coordinator and comprises six representatives of the Government of Ethiopia: six representatives of the UN Country Team (UNCT) and three representatives of Donor partners.

28. The Committee's functions include;

- Ensure alignment of the UN system towards the delivery of PASDEP and GTP.
- Ensure that UN agencies, government departments and donors remain focused on the implementation of UNDAF and Delivering As One.
- Approve planning documents for the preparation of new joint programmes to implement UNDAF and determine roles of implementing partners.
- Oversight of the One UN Fund operations
- Coordinate efforts to mobilise resources for the implementation of UNDAF and for joint programmes in particular.

29. The full functions of the HLSC are set out in its Terms of Reference.

The Ministry of Finance and Economic Development (MOFED)

30. MOFED coordinates the activities of the Government of Ethiopia in respect of UN activities in Ethiopia and the One Programme in particular.

31. MOFED oversees the development and implementation of UNDAF including leading on annual and mid term reviews.

32. MOFED liaises with all Government implementing partners and ensures that all activities supported by the UN are in accordance with Government plans and programmes e.g. PASDEP and are in accordance with UNDAF

33. MOFED leads on resource mobilization to fund UN activities in Ethiopia and the One Programme in particular.

34. MoFED Coordinates the preparation of Program documents and AWP's and lead the monitoring and evaluation of the the implementation of the One UN programs.

The UN Country Team (UNCT)

35. The UNCT is composed of representatives of the UN Funds and programmes and specialized agencies and other UN entities accredited to Ethiopia.
36. The purpose of the UNCT is to enable individual agencies to plan and work together as part of the Resident Coordinator system to ensure the delivery of tangible results in support of the development agenda of the Government.
37. The UNCT oversees the development and implementation of UNDAF and in agreement with MOFED endorses annual work plans.
38. The UNCT will spearhead and guide the progressive introduction of Delivering As One as mandated by the High Level Steering Committee.
39. The UNCT makes decisions through a consultative process and meets once a month or more often if required. The Resident Coordinator's office acts as secretariat.

Resident Coordinator (RC)

40. The RC in consultation with country representatives of the UN System in Ethiopia has overall responsibility for, and coordination of, the operational activities for development of the UN System carried out at the country level.
41. The RC is responsible for coordination of the UNCT in strategy, planning, implementation and monitoring and evaluation of development programmes at the country level, contained in the UNDAF.
42. The RC provides overall leadership, programme oversight, advocacy, and leads the UNCT in monitoring, evaluation and reporting of progress on the UNDAF and supports resource mobilization and allocations for UNDAF.
43. The RC reports to the High Level Steering Committee in relation to all matters concerning the UNDAF and Delivering As One in Ethiopia.

Single Budgetary Framework and One UN Fund*

44. The estimated resources required for the One Programme and available are shown in the table. This shows an estimated funding gap for the One Programme of about \$ 80 million over the 3 years period. No estimate has been made for possible resources needed for Emerging issues or additional costs of the MDG Achievement Fund funded Joint Programmes.

\$ million

	Available Resources	Additional funds required	Total
Flagship JPs	51,978,807	78,982,418	130,961,225
MDG Achievement Fund JPs	26,500,000	0	26,500,000
Change Management	900,000	1,100,000	2,000,000
Total	79,378,807	80,082,418	159,461,225

45. Based on the Single Budgetary framework a One UN Fund will be established to support the coherent resource mobilization, allocation and disbursement of resources to the Joint Programmes identified as eligible for ONE fund in the One Programme and to provide support to Change management initiatives necessary to implement Delivering As One.

46. The One UN Fund will be administered by UNDP, as Administrative Agent, on behalf of the Participating UN Organizations and the Resident Coordinator as agreed with the Government.

47. The One Fund operates on the principle of pooling of resources to increase Aid Effectiveness. Contributions to the One UN Fund may be accepted from governments of Member States of the United Nations or from intergovernmental or non-governmental organizations, or from private sources. To ensure maximum flexibility and adaptation to national priorities, a guiding principle for resource mobilization would be that donors are encouraged to contribute with multi-year pooled/ unearmarked resources.

48. The High Level Steering Committee will allocate One UN Fund resources in accordance with agreed One UN Fund ToRs
49. MoFED in consultation with the UNCT will consider developing a Joint Resource Mobilization Strategy to raise additional resources for the One Programme.

Monitoring and Evaluation

50. Monitoring and Evaluation of the One Programme will be undertaken by the HLSC with the support of MoFED and the RCO, within the context of the UNDAF Monitoring and Evaluation plan and fully aligned with national monitoring systems.
51. Monitoring and Evaluation of the One Programme components (joint programmes, change management and emerging issues) will be undertaken by the Participating Government and UN organizations under the overall guidance of the Lead Government Institution and Lead UN Agency as set out in the programme documents.
52. The Lead Agency of both government and the UN for each Joint Programme will be responsible for reporting on all activities and funding resources of the Joint Programme.
53. Reporting arrangements regarding the resources from the One UN Fund are set out in the One UN Fund Terms of Reference.
54. Reporting arrangements for other non-core and core funding in the One UN Programme will be as follows.
 - a. The annual narrative progress reports to be provided by the implementing government institutions and Participating UN Organizations to the Lead Agencies by 28 February. The lead agencies will provide consolidated narrative reports to the JPNSC for review and approval by 15 of March¹.
 - b. Annual financial reports as of 31 December with respect to the funds received to be provided by Participating UN Organisations to the Lead Agency no later than three months (31 March) after the end of the calendar year, in accordance with donor and agency requirements. The lead agency will provide consolidated financial reports to the JPNSC for review and approval by 31 May.
55. Drawing on all the consolidated reports from the Administrative Agent and Lead Agencies for the One UN Fund and other non-core and core funding, the Office of the

¹ As per the ONE UN Fund ToRs, this narrative report will be submitted to the Administrative Agent before 31st March.

Resident Coordinator will prepare an annual narrative and financial synthesis report on the One UN Programme. The RC Office will circulate the finalized annual consolidated report on the One UN Programme to the High Level Steering Committee no later than 30th of June. The Office of the Resident Coordinator will ensure that these reports are distributed to all donors contributing to the Fund and maintain an appropriate level of fund information in collaboration with the Administrative Agent on www.unethiopia.org, and <http://mdtf.undp.org>, and other relevant websites to ensure transparency.

Amendment

56. The One Programme may be amended from time to time as may be decided by the High Level Steering Committee.

November 2010

Addis Ababa