

I. Background:

Established in 2006 in the United Nations General Assembly as a ‘Fund for all, by all’, the Central Emergency Response Fund (CERF) is the UN’s global emergency response fund. With a track record of more than 10 years, CERF is known as a fast and flexible funding tool enabling frontline humanitarian partners to kick-start urgent response in sudden onset or rapidly deteriorating crises. However, since CERF was established, humanitarian crises have increased in scale, complexity and duration. In the last ten years, the number of people in need of urgent humanitarian assistance has grown from 32 million to 130 million, with global humanitarian needs quadrupling from \$5.2 billion to \$22.3 billion in 2017. Thereby, the share of CERF’s current funding target against the global requirements has declined from 8.7 to 2.1 per cent, where the present level of CERF has not kept pace with the growing scale of needs. In this respect, the UN Secretary General recommended an expansion of CERF to \$1 billion by 2018. This was endorsed by the UN General Assembly (GA) in late 2016 where the GA resolution called upon all Member States, and invited the private sector and all concerned individuals and institutions, to consider increasing their voluntary contributions to the Fund, emphasizing the need to broaden and diversify the income base.

At the same time, despite most top donors having maintained or increased their core contributions, limited top-ups from key donors and exchange rate fluctuations have significantly undermined the achievement of the annual funding target over the past two years (2015 and 2016). In addition, high level pledging initiatives related to specific crises (Somalia, Yemen and Lake Chad Basin crisis) have likely reinforced the trend for ear-marked funding as key donors’ ODA budgets remain largely unchanged. In addition, the significant funding cuts from the United States (US) to the multilateral system are likely to create pressure on other donors to compensate with implications for overall availability of funding. In this competitive landscape, resource mobilization for a global, unearmarked pooled fund is challenging and needs to be aligned on strategy, delivery, capacity and expertise.

Funding Overview of CERF

1. Since 2005, **126** Member States, four international, regional, local authorities and 39 private sector/civil society organisations have contributed to CERF. 46 Member States have both received funding and also contributed to CERF.
2. From 2014-2017, 90% of CERF funding reliant on top 10 donors.
3. 96% of CERF funding is in non-US dollar currency.
4. **In recent years 8%** of funding reliant on additional funding
5. Six multi-year agreements for 2017: Australia, Belgium, Canada, Iceland, Netherlands, Luxembourg.

The following outlines the overall approach to resource mobilization and communications for CERF for 2017.

II. Overall objectives:

1. Mobilise resources to surpass the 2017 annual target of \$450 million based on increased demand for CERF.
2. Set the building blocks to lay the groundwork towards the mobilization of \$1 billion.

It should be noted that while both objectives are linked and mutually reinforcing, they also require specific and individual efforts – particularly the groundwork to reach the \$1 billion. Engagement with key partners to deepen and diversify the funding base to CERF is central to both objectives.

III. Overarching Issues:

The following outlines key issues driving the overall approach to resource mobilisation and communications which will be addressed in more detail subsequent sections.

- **Engagement with Member States** as key partners is the priority for overall advocacy and engagement. While CERF will seek to enhance outreach to all Member States of the General Assembly (through regional groupings and member state briefings), it will also target key Member States to mobilise the political and financial resources required to strengthen the role and visibility of CERF in a challenging funding landscape.
- **High level advocacy** and engagement from the UN’s leadership is vital to secure the political leadership and scale of resources from Member States and other partners to meet or surpass the 2017 target and set the base towards the target of \$1 billion. CERF will work to reinforce and expand opportunities to leverage UN’s leadership and advocacy on CERF.
- **Mobilising the leadership of key Member States** around specific ‘leadership’ initiatives/themes that bring other partners together will drive the overall efforts to expand the partner base for CERF. This will also include specific initiatives with the private sector and innovative finance to demonstrate ‘success’ and diversify partnerships with the potential for additional resources.
- **Communications** is a key driver to enhance efforts on evidence-based advocacy to strengthen the global profile of CERF and also promote donor visibility.
- In order to lay the base towards \$1 billion, the key question ‘**what difference will CERF make**’ is fundamental to advocacy and engagement towards mobilizing resources for an expanded target.

IV. Priority Areas:

The following outlines three separate but related areas of emphasis for CERF’s Resource Mobilisation and Communication Section (RMCS).

1. Analytics:

A sound understanding of the resource mobilization landscape in terms of partners, trends and good practices is fundamental to any outreach and engagement. Where CERF seeks to both mobilise additional resources and lay the base towards a doubled target, ‘wiring the ground’ in terms of the basic information and analysis on donor trends and CERF is fundamental to tailor engagement. In addition, aiming for a bigger target requires that CERF aims to understand donor financing decisions for humanitarian and development requirements – for instance relating to global priorities such as climate change and the global funds on health among others.

i. Donor Intelligence and Analysis:

- Basic information and analysis of donors in terms of their priorities, funding patterns (core and supplementary), decision making cycles of relevance to CERF is important and will be prioritized by CERF. CERF will aim to broaden this to include analysis of donor budgets and CERF’s share of the budgets, as well as overall trends in humanitarian and ODA budgets. In addition, contact lists of key partners and focal points will be maintained in order to allow proactive information sharing and engagement especially around key priorities (E.g., CERF’s action on key crises like Somalia).
- Partners’ advocacy and engagement on issues relating to humanitarian action is important to identify comparable experiences of relevance to CERF. E.g., DFID and public matching funds initiative on

Yemen¹(2016) the Horn of Africa drought (2017)²; on or Canada and public matching initiative for Pakistan in 2010³. CERF will review key donors' initiatives and explore opportunities for similar collaboration for CERF.

- Besides OECD DAC countries, information and analysis on the ODA priorities of other donors to CERF are not publicly available. Obtaining this information is important and will be prioritized by CERF in order to assess donor priorities and funding potential and thereby allow targeted engagement with Member States to expand the donor base. E.g., Turkey and Indonesia via the engagement through the MIKTA group (Mexico, Indonesia, Republic of Korea, Turkey and Australia) have raised concerns about limited visibility from CERF as a challenge.
- Overall partners' assessment of CERF's advocacy and engagement is useful to build on successes and reinforce good practices in view of a more competitive and challenging resource mobilization landscape. Therefore, a donor survey will be conducted to assess preliminary information to be further complemented through bilateral engagements and secondary data.

ii. Global Milestones:

- Mapping and identifying the range of global leadership fora, inter-governmental processes and high level events that mobilise multiple global partners at political levels will be done to identify opportunities for CERF engagement – whether through the UN leaders or through partners. These include high level pledging conferences on specific crises where CERF has played a key role in enabling response. E.g., Lake Chad Basin, Yemen. Broadening the horizon to monitor engagement and partnerships around global and intergovernmental processes on the sustainable development goals and climate change such as Financing for Development among other will be pursued to help understand the political mobilization of Member States especially non OECD DAC countries.

iii. Metrics on Key Communication Initiatives:

- Evidence-based approach to communication and advocacy also includes assessing the reach and success of key CERF communication initiatives. Driven largely by digital media, regular metrics to review website traffic as well as public engagement on twitter and facebook will be conducted by CERF in order to identify additional and targeted communication tools of use for partners.

2. Engagement:

Evidence-based advocacy and engagement that links to partner priorities and is responsive to decision-making processes are vital to promote the strategic positioning of CERF in a challenging fundraising environment. The following outlines key priority areas of relevance for CERF.

i. Partner Engagement:

Engagement with Member States is central to the overall resource mobilization efforts to both achieve or surpass the 2017 target and lay the base towards \$1 billion CERF. This entails advocacy and outreach by UN leadership and the

¹ This raised about £13 million with DFID matching almost £5 million.

² This raised more than 55 million for Disaster Emergency Committee (DEC) including £10million from DFID matching contributions up to £5 million from the public.

³ This raised about \$47 million from individual citizens over a two-month period. This was based on a promise that the Canadian International Development Agency would match all citizen contributions of up to \$100,000 each. The resulting total that went to the relief effort (\$94 million) was almost five times some of the best-performing corporate matching campaigns (Dahlberg).

CERF secretariat. The outreach to Member States will be tailored according to broad categories⁴, based on a combination of different variables – their interest in leading key initiatives as champions of CERF; their potential to contribute to CERF; their history of engagement with CERF and the capacity of RMCS to implement key actions.

Standard CERF engagement includes outreach with **ALL** Member States around the following milestones: two Member States briefings – in Geneva and New York respectively, the ECOSOC CERF event, the High Level Pledging Event in December, as well as through the General Assembly including the report of the SG to the General Assembly.

Building on the above, engagement with Member States will be further tailored accordingly:

1. Member States who are among CERF’s core donors with the potential to lead CERF specific initiatives to mobilise global political commitment and contribute additional resources to CERF (e.g., UK, Sweden, Netherlands, Norway, Canada and Germany).
 - Building on their history of commitment to CERF, engagement with these partners could include specific leadership initiatives in partnership with other Member States. In addition, targeted high level advocacy, visits to capitals, tailored messaging and support, representation at the CERF Advisory Group are other key actions that will complement standard CERF engagement efforts.
2. Member States who are among CERF’s top donors, keen to support CERF specific initiatives and increase contributions even if modest.
 - In light of their familiarity with CERF, engagement will include their partnership in specific leadership initiatives on CERF, targeted high level advocacy, visits to capitals, tailored messaging to complement standard CERF engagement efforts.
3. Member States who are not among CERF’s traditional donors and have the potential to significantly increase contributions to CERF in the future (China, Kuwait, Qatar, Saudi Arabia and UAE,).
 - Engagement with these donors will include additional outreach efforts such as high level advocacy, visits to capital, tailored messaging in complement to the standard CERF engagement actions targeting all partners.
4. Member States who consistently contribute to CERF and have the potential to mobilize regional/geographic partnerships and contribute to CERF (Russia, India, South Africa, Chile)
 - Engagement with these donors will include the standard CERF engagement actions along with messaging requesting political support to promote CERF in their respective geographical regions.
5. Member States who contribute modestly to CERF and Member States who have not contributed to CERF but could contribute at a modest scale
 - Engagement with these Member State will consist of the traditional CERF engagement.

In addition, the team will initiate and expand regular outreach with top donors as part of standard donor relations.

The nature and intensity of engagement will be tailored with an emphasis on expanding engagement with Member States largely through regional groupings, especially for Member States in the fourth and fifth bands. While building on OCHA (DRS/ERPS) outreach and relationships, additional opportunities to feature CERF will be explored to promote the dialogue on CERF with a wider group of Member States.

⁴ These categories are broad and indicative, flexible in terms of how they attempt to articulate engagement with Member States.

ii. High Level Advocacy and Outreach:

- In a challenging resource mobilization environment, the leadership of the Secretary General (SG) as well as the Emergency Relief Co-ordinator (ERC) is critical to mobilise the high level political commitment to generate additional resources to CERF and ensure the needed progress towards a doubling of CERF. Across all the groupings of Member States above, the Secretary General's vision and leadership of CERF is vital to drive the 'critical mass' of political commitment required to make headway in generating increased political and financial commitments to CERF. In complement, the ERC's and DERC's voice and visibility in advocating for CERF is important to position CERF especially with the political leadership of donor countries. In addition, the advocacy from the President of the General Assembly (PGA) and key UN leaders from partner agencies are important to reinforce the importance of CERF.
- Identifying and mobilizing CERF champions from both donor and recipient countries to convey the value and relevance of CERF are key assets to promote the global advocacy on CERF. For example, Sweden and their advocacy for CERF in key global leadership forums; Australia's offer to highlight CERF in the MIKTA group (Mexico, Indonesia, Republic of Korea, Turkey and Australia) focusing on humanitarian issues; the support from the Nigerien President on CERF support. The range and nature of engagements will be further defined to mobilise the voices of key champions for CERF.
- Members of the CERF Advisory Group also play a key role in the advocacy of CERF within their own realms of influence – government or among peers. Supporting them with the tools to promote their advocacy for CERF will be prioritised.

iii. CERF-Led Events:

While promoting CERF in the advocacy of senior leaders and key partners in their engagements is important, ensuring that key CERF-led global milestones also maximize the opportunity to profile CERF to strengthen Member State engagement, promote high level advocacy and partnerships is vital to the strategic positioning of CERF in a challenging fundraising landscape. This includes engagement around the June ECOSOC event, the CERF High Level Pledging Conference and potentially a global event in the margins of the GA in September. These platforms and events are also key opportunities to launch or highlight key leadership initiatives with partners and CERF will work with partners to explore this. While these are 'standard events' for CERF, the CERF secretariat will pursue a further amplifying of the events.

iv. New Areas to Explore:

CERF relies heavily on its top 10 donors for 90% of the funding. Diversifying the income base requires tapping into private sector – market based approaches, private capital and philanthropy. The emphasis is to identify concrete initiatives to show value and expand partnerships to generate additional income.

- Innovative Finance** is an area to secure additional, predictable and sustainable financing to complement the CERF donor base. Innovative finance is a dynamic yet evolving field with groundbreaking initiatives, multiple approaches and a range of instruments (bonds, guarantees, impact investing and levies). Finding the right approach and initiative – tailored to an organisation's mandate, risk profiles and expertise - is critical to ensure success. Innovative finance opportunities emphasise a 'financing' angle that complements income mobilized through traditional ODA. They have the potential for public-private partnerships that could position CERF more broadly within the priorities of key donors many of whom have pioneered and supported innovative financing initiatives especially for the global funds and are also represented among CERF's top donors⁵. E.g., insurance, trade and development, private sector engagement.
- In follow-up to the October 2016 CERF Advisory Group meeting, CERF will continue to explore an insurance based innovative financing initiative. (Background note and update attached separately).

⁵ Australia, Canada, Germany, Netherlands, Norway, Sweden and UK among others

- b. **Private sector engagement** – depending on the opportunity and investment – could also generate additional resources. Efforts will focus on:
- DHL partnership to explore private fundraising from corporates to commence July 2017
 - (Possible initiative on exploring fundraising from high net worth individuals).

The overall approach to these initiatives is to partner with key institutions or experts to leverage their networks and resources to identify opportunities and develop initiatives of value to CERF.

In summary, CERF will explore leadership initiatives with key partners based on the issues of importance to CERF to raise additional resources. These include but are not limited to: ‘fair sharing’ initiative; match funding; soft earmarking and innovative financing. CERF will also seek partner engagement to develop the case for a \$1 billion CERF and towards the third quarter of 2017 mobilize a campaign for the High Level Pledging Conference in order to mobilise support in the lead-up to the Conference in December.

3. Communications

Enhancing the visibility of CERF is vital and a key concern from our donors. In addition, with a variety of competing global needs, telling the story of CERF in a way that hits the ‘head and heart’ is vital to the overall advocacy and outreach that strengthens the positioning of CERF in a crowded messaging landscape. In particular, based on best in class practice, CERF will endeavor to tell the story of CERF in a more compelling, timely and relevant way. In particular, emphasis on ‘wiring’ CERF’s digital and social media platforms to enhance public outreach and engagement is important given CERF has a good digital outreach platform⁶.

i. Telling the CERF story: Giving a voice, face and heart beat

Communication that is compelling, evidence-based, addresses the needs of key partners and motivates action is critical to successful engagement with partners.

- A ‘story bank’ on CERF supported stories, visuals and footage emphasizing the human interest dimension of results will be established and maintained through more systematic engagement with UN partner agencies.
- Focusing on results, ‘before and after’ story features that highlight the difference to beneficiaries from CERF funding will be piloted focusing on key crises.
- Multi-media advocacy packages to showcase CERF action on key global priorities both crises specific (Horn of Africa, Lake Chad basin) and themes will be developed. E.g., health, WASH, climate change among themes. These could be useful in exploring supplementary funding important to augment funding to CERF.

ii. Capitalise on Key Crises to Showcase CERF’s Value and Relevance:

Key crises drive global media coverage where certain disasters generate more media and public interest than others. In addition, immediate onset natural disasters (earthquakes and floods) tend to attract more interest than slowly building crisis (droughts) or protracted conflicts. Global media coverage is a key driver of global visibility. Harnessing the power of global media helps generate greater awareness, interest and familiarity with CERF. A CERF allocation made in the aftermath of a severe crisis has the potential to be headline news – but only for a limited time period. With this in mind:

⁶⁶ CERF has a growing audience base on Twitter (71.800 followers), a network of 10.000 on Facebook. CERF’s website has a weekly coverage of 1000 viewers, with more than 50% new viewers. The links to the UN and UNOCHA social media accounts further enhance CERF’s outreach.

- CERF will maximize this window of opportunity with CERF generated content while also leveraging content from humanitarian agencies on the ground to drive greater coverage and visibility of CERF actions on key crises. These could be through the development and dissemination of press releases, infographics, digital and social media assets to showcase key CERF features.
- While more challenging, CERF will explore how best to communicate CERF's emphasis on underfunded crises linked to the two rounds of allocation emphasizing digital outreach.

iii. **Improve and Expand Digital and Social Media Outreach:**

CERF's website is a key portal for the CERF secretariat's public engagement especially by donors. It conveys the identity of the Fund and provides a way for partners to connect with the work of CERF. In addition, social media platforms such as twitter and facebook present key opportunities to drive the exponential outreach of key messages, especially in a hyper-connected, 'user centric' world.

- A new website is under development to enhance digital outreach, enhance user experience to attract and retain visitors and boost CERF's visibility among key stakeholders.
- Social media engagement will be prioritized through the development and dissemination of compelling digital assets tailored for different platforms – including short videos and visuals – to showcase CERF actions and achievements. A communications and outreach plan for specific priorities will provide guidance on delivery mechanisms, messaging and distribution of these assets.
- Digital toolkits will be developed and shared regularly with key partners on CERF actions/themes (e.g., underfunded allocation) for adaption and amplification of messages while promoting donor visibility.

iv. **Promote Donor Visibility:**

Challenging financial environments, especially for traditional donors, call for strong prominence of CERF, its effectiveness and added value, to help justify the fund as the priority choice for humanitarian assistance, especially in light of trade-offs with internal domestic priorities. Promoting the visibility of CERF and donor support to CERF are important areas to help donors 'make the case' for CERF in resource-tight environments under high public scrutiny.

- CERF will explore and maximize various opportunities to systematically promote donor visibility, including through events, publications and social media outreach emphasizing CERF supported results. Where requested and reasonable, CERF will provide specific results data linked to donor contributions.
- CERF will monitor and track donor related public communications to reinforce messaging or amplify outreach.

v. **High Quality Flagship Publications and Other Communication Products:**

- CERF will continue to produce key flagship communication materials – annual report, HLC publication among others that are compelling and emphasize results, human interest stories and donor visibility. In addition, the annual results report will integrate these elements and used as a critical advocacy tool.
- Key messages based on top line CERF features as well as issue specific messages of importance to convey to key partners will be updated – adapted to partners as required. These will feed into advocacy opportunities with key partners either bilaterally or through regional or global multi-stakeholder forums.

V. **Operationalization:**

The above priorities will be translated into a set of tools for timely implementation and adaption based on context, capacity and resources. These will include:

- Workplan updated quarterly
- Weekly advocacy and engagement matrix
- Donor engagement plan;

- Communication deliverables
- Key Messages

VI. Risks:

While RMCS strives to work towards the overall objectives, a set of risks clearly hamper the even the best efforts of the team. These include:

- Securing global champions for CERF with the clout and credibility to promote the global visibility of CERF in a challenging resource mobilization landscape.
- Exchange rate fluctuation and a strong dollar could continue to erode the gains in terms of meeting the target especially given the reliance on a few donors.
- Limited capacity and expertise in the team to cover the basic actions and ‘additional’ efforts required to achieve the two objectives – to surpass the 2017 funding target while laying the base towards the \$1 billion.