Harmonization and Simplification

UNHCR – UNICEF – WFP – OCHA meeting with NGO Partners
Tuesday 31 January, 8:30 – 14:00
ICVA’s Conference Room, 26-28 Avenue Giuseppe-Motta

Executive Summary

During this half-day workshop representatives from UN agencies explained to NGO representatives their thinking on ways to harmonize approaches towards NGOs regarding partner selection/ due diligence procedures, project agreement templates and budgets, reporting and shared audits. NGO participants provided some initial feedback, and provided suggestions on a way to consult NGOs more broadly on the way forward.

Introductions and Opening remarks

ICVA Executive Director Nan Buzard opened the meeting by saying it represented a step forward in the implementation of the Grand Bargain. This workshop was the opportunity for NGOs to give feedback in a frank and open discussion.

WFP’s Marcus Prior noted UN efforts around harmonization and simplification started small, but are slowly increasing. Other agencies such as OCHA, UNDP and UNFPA have expressed an interest in being part of the initiative.

UNHCR’s Fatima Sherif-Noor remarked that UN agencies do not want to pursue a path that will not contribute to a good partnership at the field level. It is important to look at practical measures at all levels, working through partnership processes.

All four UN agencies recognized there are still some challenges along the way, such as the fact that they are very different. UNHCR and UNICEF are looking at a harmonized audit approaches, while WFP is looking at the potential of a more regularized approach to audit for all partnerships. Nevertheless, the collaboration has been smooth thus far, and this workshop is a first opportunity to learn about the options under discussion.

Partner Selection & Due Diligence
Partner Portal presentation: Fatima Sherif-Noor/UNHCR

UNHCR, UNICEF and WFP have tentatively reached agreements on harmonized due diligence processes, in order to avoid the use of different words, templates, timelines, and redundant requests to NGOs for the same information. The 3 UN agencies are hopeful that other UN agencies will also opt to harmonize.
In order to implement the harmonized approach and achieve reduction in transactions costs for both NGOs and UN agencies, UNHCR/UNICEF/WFP feel that one tool to gather and share information is required. The innovative concept, knowledge, lessons learned, features and data of the existing UNHCR Partner Portal would be leveraged and built upon for constituting a new UN Partner Portal that could be used by not only UNHCR/UNICEF/WFP but other agencies that would like to join. The information and data currently in the UNHCR Partner Portal will be maintained and migrated into the common interagency Partner Portal to avoid requesting partners to re-register. The agencies would like to seek feedback on from NGOs on experiences using the existing UNHCR Partner Portal.

UNHCR’s Partner Portal is a simple and direct way of interacting with partners. This is a place to connect with them and collect important information. About 1455 partners are currently registered on the Portal, each of them directly managing their profile for further responsibility and ownership around information-sharing. To roll-out the Portal, UNHCR organized several workshops in different regions and held webinars.

Standardizing the due diligence process through a common use of UNHCR’s Partner Portal could reduce transaction costs. It would ensure UN agencies adopt a systematic approach where information can be shared and become therefore accessible across countries. It could help new partners, particularly national NGOs get more visibility within the UN family.

Main reactions from the present partners:

- **Harmonization not to the detriment of simplification:**
  Overall, NGOs welcome this process of harmonization, especially for its benefits of reducing complexity and duplication. However, several participants identified simplification as a higher-level goal than than harmonization, to avoid adopting heavy processes.

- **Content of the Partner Portal:**
  Some NGOs expressed interest in extending the Portal to calls for expressions of interest, as well as grant management for approved grants.

- **On the impact of harmonization:**
  While the portal might be a good tool to enhance transparency on both sides (NGOs and UN agencies), it raises a question of what happens to an NGO that has problems implementing for one UN agency? Any discussion of “blacklisting” needs a nuanced approach.
  Some inputs on how agencies deal with this issue:
  - UNHCR accompanies the partner to help it improve its organizational performance and build capacity. WFP adopts a similar approach. UNHCR would terminate partnerships only when there is a very serious ethical misconduct.
  - OCHA CBPF: No blacklisting can take place on the first partner registration. The performance of the partner is assessed during the process of
implementation only when the financial and narrative reports go into the system. (If the partner does not complete the financial report, the partner is not assessed).

- Aligned with its developmental mandate, UNICEF provides funding to a large number of partners (approx. 10,000 in 2016) with varied capacities. Some struggle to submit reports in a timely manner. Yet, these partners are not blacklisted, which would be counter to UNICEF’s mandate of capacity building. Blacklisting would only happen when there is a very serious ethical issue.

⇒ Training and capacity building should be continuous in order to ensure high performance.

Group work

Participants split into groups in order to get into more details with regards to utilizing a UN Partner Portal, leveraging the lessons and data of the existing UNHCR Partner Portal. For matter of simplification and avoiding duplication, groups 2 and 3 merged in one group. Below are the key highlights from the reporting back.

**Group 1:** What information/functionality do partners want to see in the UN Partner Portal?

- **Regularly updated accurate information:** In order to receive any updates, opportunities on any calls, a mailing list could be created that sends alerts about new opportunities. All the calls should be published so that partners are confident with the fact that all information are concentrated in one place and that they are not missing on any opportunities. The UN Partner Portal should also include information on access rights: who can view, edit, or manage data.

- **Simplicity:** The UNHCR Partner Portal is intended to be simple to use, yet it can still be complicated based on partner capacity and familiarity. (It also brings the question of language.)
  - Some support should be offered through trainings
  - Having IT support is central

  For the moment, partnership is working with a dual system: through the UNHCR Partner Portal as well as through human relationships.

  ⇒ We need to make sure in the long term it will only be one process

There is a lot of potential in having a common portal for UN agencies. A lot of functionalities can be built on the top of what already exists, and it could contribute to reduce transaction costs, and skip the risk of duplication by centralizing concept note and calls.

**Group 2 & 3:** What investments would be required from partners to make the portal work? What are the key considerations for change management, especially training, for both staff and partners?
Investment at HQ vs country-level:
- Support will be needed not only for NGO headquarters staff, but also country level staff.
- Depending on the size and structure of the organization, costs may appear at different levels.

Portal as a tool to implement the new way of working: The portal could be developed as a forum, in order to bring parallel systems together. We need to be cautious of the implications of harmonization and stay flexible.
- Harmonizing a technical approach does not always capture the needs/risks of operations at field level, which is a concern for NGOs. It could imply that they are not properly assessed.
- We do not want to harmonize to the heaviest approach - we need to find the great balance, especially for national partners
- The capacity building component should continue throughout this harmonization process.
- The portal could be used to harmonize due diligence procedures (such as partner assessments).

Different philosophy of UN agencies: The portal will need to find the right balance to giving space to address the different needs and ways of working with partners, while harmonizing along the way for further simplicity. This has different impacts on each UN agency.
- Regarding the expression of interest, it might be different in terms of what we are looking for, but the process will be harmonized
- A lot of the process of bringing different UN agencies on the same portal is in favor of digitalizing all processes. This will be quite of a challenging mind shift for UNHCR offices.

⇒ It will be important to clarify the benefits of this change through pilots and relevant materials:

If a UN Partner Portal will be piloted, it would be important to have different types of offices involved in order to ensure the above aspects are taken into consideration. Materials such as brochures and videos will have to be created. A training tour in 5 big regions could be considered.

Agreement templates and budget
Presentation on steps to date: Andrea Suley/UNICEF

Andrea Suley gave a short presentation on where things stand with regards to common efforts on agreement templates and budget. A background document shared with participants noted: “the adoption of a harmonized terminology and the terms of partnership agreements including cost categories (short term) and a simplified budget template (longer term), while maintaining the core business models of respective
organisations, is agreed by all agencies as a realistic option for further analysis and exploration for harmonization”

UN agencies are trying to identify where priorities are for partners when it comes to proposals, budget and terminology.

Most of the reactions were agreement-related, which you can find below:

- **Format**: The difference in the agreement per se is not a huge challenge, but the differences in the format are. If agreements had the same structure and same language, it would help to get rid of some confusion around some concepts.
  - with UNICEF’s template, there is quite some flexibility, but
  - “agreement” means different things to different people, it would be important to clarify.
  - UNICEF: would be useful to share the template, compare the terminology and the direction being taken.
  - Harmonizing terminology is more realistic and also an opportunity for harmonisation: NRC has launched a study with BCG to start imminently on terminology in cost structures. It will help understand opportunities in this area. UN agencies welcome to work with NRC on this.

- **Three matters of concern**:
  - On listing personnel: It is not needed with UNICEF (programme agreement is based on actions rather than people in charge). UNHCR requires more details of costing of the persons engaged in UNHCR funded agreements. It might become burdensome if that is harmonized.
  - Account codes
  - International vs national currency, and the capacity of moving things around

- **On realistic output/outcome**: NGOs placed importance on delivering good quality services that meet Sphere standards. Therefore, output-level objectives are more relevant than higher-level outcome objectives, which require monitoring of changes in lives over a much longer period of time.

- **Management cost**: Management cost varies depending on the processes you need to follow. Those costs could be moved in order to deliver on the ground

- **New UNHCR procurement guidance** could help spare a lot of extra administrative artificial work. However, it is currently very complex.

- **Input-level budgeting vs output-level budgeting**: NGO participants recommended to go for output-based budgeting, in order to ensure it better fits with the context and allow more flexibility.

- **Trust**: There is a need for greater trust in the system, especially if an organisation has passed a stringent PCA – budgets should have fewer line items and greater flexibility later in the implementation cycle.
A more structured conversation identifying 5-6 topics for harmonisation might result in more meaningful impact. Could we structure the feedback from NGOs on those topics 5 to 6 topics could be raised to NGOs?

UNICEF questioned how UN agencies could use NGO networks to reach local/national partners for inclusion in the process. One NGO participant indicated that this had been a challenge for them as well as there is no real platform currently at global level. Global partnership for effective Development Co-operation could be an interesting to have a look at.

WFP gave a short overview of the very strong internal re-management for a new process on how WFP operates: There will be one country plan with multiple activities and no split by operations anymore.

- This will help the funding of the operations to be more reliable, consistent, and contribute to multiyear funding; moving toward the humanitarian development nexus
- Legal clauses of the Field level agreement do not need to change immediately: there is room within current legal agreements to accommodate evolving partnership agreements.
- WFP is currently works on revising the budget template with an emphasis on simplification (and harmonization).

The emergency FLA should be ready shortly: It was shown during emergency training to NGO colleagues, which made everyone realize that these changes require a shift of mind on both sides.

NGO partners noted that simplification is always welcome if accompanied with consistency in the application. NRC has been observing a lot of different applications depending upon the WFP country office. This process should contribute to the harmonization within the organization.

Reporting – Looking at the 10+3 approach
Presentation on steps to date: Marcus Prior/WFP

The Grand Bargain workstream on harmonizing and simplifying reporting is currently looking at piloting in a few country contexts a 10+3 reporting approach proposed by GPPi. More than five donors have volunteered to participate, as well as WFP and NRC. Other UN agencies and NGOs are encouraged to join the pilot.

While WFP is looking at how to develop this approach, it currently does not have a standardized narrative template for partners, which questions whether this would become more burdensome for NGO partners if adopted. Along with NRC, WFP is looking at how to pilot this new type of approach.

The conversation should therefore be anchored around the fact that:

- This 10+3 approach should be looked at as an approach, not a template
- There is currently buy-in from donors, we therefore need to make an effort now
• The challenge will be in the details: Piloting phase is important in order to generate good lessons learned and inform practice.

- **GPPI 10+3: Heavier than what UN agencies require?**
  - At UNICEF, there is quite some flexibility on the reporting format. The focus is on reporting against indicator targets.
  - The template is heavier than what UNHCR requires: We need to figure out at what level we harmonize in order to ensure we do not become too heavy (as of today, this template should go until the local implementer).

- For donors, UN agencies, and NGOs that intend to participate in piloting harmonized reporting based on the 10+3 approach, Germany will host a pilot design workshop on March 24th in Berlin. Follow up with ICVA’s Jeremy Rempel ASAP for further details jeremy.rempel@icvanetwork.org.

- **Stepping back to the Grand Bargain’s objectives:**
  We should not forget that the Grand Bargain is about efficiency and effectiveness of delivering aid, and not just about simplifying and harmonizing. Which means that in the end, some organisations with weak current practice could be asked to do more reporting than they used to. It is therefore important to remember the high-level objectives.

  - We now need to move step by step: Some donors are on board, we need to some UN and NGO volunteers to help piloting the work.
  - The testing phase will be key to identify the way forward.

Other key considerations related to harmonisation and simplification, including UNICEF/HCR joint initiative on shared audits, and how best to engage the NGO community throughout 2017 (potential group work to come up with proposals)

UNHCR and UNICEF asked for feedback on their joint audit exercise, with the same audit firm in 10 countries.

Looking forward, it will be important to get a range of NGO views on the options under consideration by UNHCR, UNICEF, WFP and OCHA.

- **Consultations:** There should a compilation of questions or a questionnaire to consult current and potential partners.

- **Outreach:** List of actors and opportunities in this regard  
  - Strengthen existing fora (HFTT, HFWG, DCTF); Go through INGOs’ partners; Use field offices; UNHCR internal; START network; cluster groups (which discuss particularly about reporting aspect); CBPF Exchange Platform; An online mechanism could be sent up; Use of ICVA regional networks;
  - Think through NGO Consultations of each UN agencies to plug into: 14-16 UNHCR NGO Annual Consultations; End of October for Consultations with WFP; 1st week of Feb for OCHA
On training to use the partner portal: how to best mobilise around this need?
- Training (participants who have the understanding of the technical aspect and value of the process); Webinars; Facilitators (ToT); Network within NGOs for support; “How to” guide, FAQs; Target Users
Annexes

Annex I

Agenda

Harmonisation and Simplification

UNHCR-UNICEF-WFP-OCHA meeting with NGO Partners

Tuesday, 31 January 2017

08:30 – 09:00 Registration and Coffee

09:00 – 09:30 Introductions and Opening remarks

09:30 – 11:00 Partner Selection & Due Diligence
  • Partner Portal presentation: Fatima Sherif-Noor/UNHCR
  • Group work – 1) what information/functionality do partners want to see in the portal? 2) what investments would be required from partners to make the portal work? 3) what are key considerations for change management, especially training, for both staff and partners
  • Feedback and discussion

11:00 – 11:15 Coffee break

11:15 – 12:00 Agreement templates and budgets
  • Presentation on steps to date: Andrea Suley/UNICEF
  • Feedback and discussion

12:00– 12:30 Reporting
  • Presentation on steps to date: Marcus Prior/WFP
  • Feedback and discussion

12:30 – 13:15 Lunch (provided)

13:15 – 13:45 Other key considerations related to harmonisation and simplification, including UNICEF/HCR joint initiative on shared audits, and how best to engage the NGO community throughout 2017 (potential group work to come up with proposals)

13:45 – 14:00 Wrap and Close
Annex II:

Harmonisation and Simplification of Partnership Processes
October 2016

Context

In the Grand Bargain, UN agencies and donors committed to, amongst others:

- Simplify and harmonise reporting requirements by the end of 2018 by reducing its volume, agreeing on common terminology, identifying core requirements and developing a common report structure.
- Invest in technology and reporting systems to enable better access to information.
- Enhance the quality of reporting to better capture results, enable learning and increase the efficiency of reporting.
- Harmonise partnership agreements and share partner assessment information

Reinforcing the Grand Bargain, ICVA launched the “Less Paper More Aid” campaign, calling on donors and UN agencies to reduce the burden of conditions imposed on NGOs to improve the efficiency of humanitarian action. A key part of the campaign is a study on donor reporting, partner capacity assessments and audit which proposes a Framework for Change for each of the three areas building on the principles of harmonization, simplification and proportionality.

First Steps

UNHCR, UNICEF and WFP are committed to delivering on these Grand Bargain commitments. In June 2016, an initial meeting was convened among the three agencies at a senior level in order to review where progress was most achievable, and share best practices.

Subsequently, three main work streams were identified –
1. Due Diligence & Partner Assessment
2. Agreement templates
3. Reporting formats

In addition, opportunities for common approaches to partner audit are being explored.

Partner Eligibility, Selection and Calls for Expression of Interest

- UNHCR, UNICEF and WFP are working to adapt UNHCR’s Partner Portal for a shared platform through which initial eligibility assessments (basic due diligence) could be performed, and partner registration and profiles recorded, that can be commonly relied upon by all agencies.
- Although further internal consultation may be necessary for some agencies, there is agreement in principle that such a shared Partner Portal represents a realistic option for harmonisation.
- It is expected the new portal could also be a common hub for listing all agency Calls for Expression of Interest/Proposals, and for a library of relevant information on partnerships.

Timeline for completion: End of Q2 2017
Agreement Templates

- With the finalisation of WFP’s Emergency Field-Level Agreement (FLA), all three agencies will have a simplified format for use in sudden-onset emergency contexts. The Emergency FLA complements UNICEF’s Small Scale Funding Agreement (SSFA) and the UNHCR Letter of Mutual Intent (LoMI). The three agencies are now exploring possibilities to standardise the format and terminology used for these agreements.

- Budget negotiations are the most common barrier to quick, efficient agreement processes. The adoption of a harmonised terminology and the terms of partnership agreements including cost categories (short term) and a simplified budget template (longer term), while maintaining the core business models of respective organisations, is agreed by all agencies as a realistic option for further analysis and exploration for harmonisation.

  **Timeline for completion:** End 2017

Reporting Formats

- The three agencies have agreed to examine possibilities for harmonisation of templates and terminology for financial and programmatic reporting on partnership agreements. This work is at an early stage.

  **Timeline for completion:** End 2018

Audit

- UNHCR and UNICEF have agreed in principle to take a common and joint approach to auditing. The approach will complement existing UNICEF harmonization with UNDP and UNFPA. UNHCR Terms of Reference for audit have been shared. There is tentative agreement to examine lists of countries and partners to be audited for the pilot year, and to commission one joint auditor for shared partners. WFP has expressed an interest in this process and will examine potential applicability internally.

  **Timeline for completion:** UNICEF and UNHCR will be piloting the approach in Q1/Q2 2017
Annex III

WFP Reporting Template, based on 10+3 Template

1. Amendments or Changes in the Context of Operations: Were there any significant changes to your project implementation plan, activities or outcomes from the original proposal? If so, please describe any initiatives that arose, changes in the overall situation or other factors. If relevant, include a brief description of how this affects the estimated needs of the targeted beneficiaries, and how the project was adapted to match.

2. Coordination and Implementing Partners: Describe any effort to coordinate with the host government, other relevant organizations and the broader humanitarian system, including the cluster system. List any implementing partners for this project and assess their role and contribution. Discuss any exit strategy and resilience of the population.

3. Main achievements and Implementation Challenges: Provide a brief summary of the overall performance, the degree of which the project’s goals have been realized and any key achievements. Describe any major challenges that arose and how they were addressed.

4. Project Results: Describe the outcomes achieved, and assess their progress against the targets set out in the original proposal. Provide an explanation where key targets were not met or where the results diverged from what was expected.

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<tr>
<th>Indicator</th>
<th>Target</th>
<th>Baseline (date)</th>
<th>Previous follow-up (date)</th>
<th>Latest follow-up (date)</th>
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5. Monitoring and Evaluation: Describe the monitoring and evaluation activities during the reporting period.

6. Lessons learned: What were the main lessons learnt during the project? Which aspects were the strongest or weakest, or what project elements or strategies most contributed to the success or failure of the project? How will these lessons be applied in future projects?

7. Beneficiaries: Describe the final beneficiaries or affected persons by activity, disaggregating by gender and age. In particular, describe the project’s impact on the different needs of women, men, boys and girls. Describe the choice of modality of assistance and the food basket distributed when relevant.

Activity:

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<tr>
<th>Beneficiaries by age group</th>
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<th>Female</th>
<th>Food distributed (mt)</th>
<th>Cash/Voucher distributed (USD)</th>
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<td><strong>TOTAL</strong></td>
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8. **Participation of Population:** Describe how beneficiaries (both male and female) were involved in the project, including decision-making related to the design and implementation. How was feedback collected and incorporated?

9. **Risk management:** Describe how risks to project implementation were managed and mitigated, including any security, financial, personnel management or other relevant risks.

10. **Value for Money/Cost effectiveness:** Describe any efficiencies or cost savings achieved in the implementation of the project.

11. **Environment:** Give a brief account of how environmental issues were addressed and the project’s impact on the environment.

12. **Visibility:** Describe how the support for this project was made public. Explain where any visibility plan outlined in the proposal were not conducted and alternative steps taken to comply with visibility obligations.

13. **Transfer of resources:** describe how resources or goods purchased within the scope of the project will be transferred following its completion.
## Annex IV: List of participants

<table>
<thead>
<tr>
<th>NAME</th>
<th>POSITION</th>
<th>ORGANISATION</th>
<th>EMAIL</th>
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<tbody>
<tr>
<td>Abraham ABRAHAM</td>
<td>Intersos Representative</td>
<td>Intersos</td>
<td><a href="mailto:Abraham.abraham@intersos.org">Abraham.abraham@intersos.org</a></td>
</tr>
<tr>
<td>Laurence BOYMOND</td>
<td>Institutional Partnership Officer</td>
<td>Handicap International</td>
<td><a href="mailto:lboymond@handicap-international.ch">lboymond@handicap-international.ch</a></td>
</tr>
<tr>
<td>Walter BRILL</td>
<td>Director of Operations</td>
<td>ICMC</td>
<td><a href="mailto:brill@icmc.net">brill@icmc.net</a></td>
</tr>
<tr>
<td>Monika BRULHART</td>
<td>Chief, Partnership Section</td>
<td>UNHCR</td>
<td><a href="mailto:brulhart@unhcr.org">brulhart@unhcr.org</a></td>
</tr>
<tr>
<td>Philippe BUCHS</td>
<td>Director Partnership</td>
<td>Terre des Hommes Foundation</td>
<td><a href="mailto:pbu@tdh.ch">pbu@tdh.ch</a></td>
</tr>
<tr>
<td>Petra FEIL</td>
<td>Global Coordinator for Quality Assurance and Accountability</td>
<td>LWF</td>
<td><a href="mailto:Petra.Feil@lutheranworld.org">Petra.Feil@lutheranworld.org</a></td>
</tr>
<tr>
<td>Sarah HAMIDUDDIN</td>
<td>UN Partnership Manager</td>
<td>Save the Children UK</td>
<td><a href="mailto:s.hamiduddin@savethechildren.uk">s.hamiduddin@savethechildren.uk</a></td>
</tr>
<tr>
<td>Peter JONSSON</td>
<td>Performance Unit</td>
<td>WFP</td>
<td><a href="mailto:Peter.jonsson@wfp.org">Peter.jonsson@wfp.org</a></td>
</tr>
<tr>
<td>Maya KAPSOKAVADIS (dial-in)</td>
<td>Humanitarian Funding Advisor</td>
<td>Oxfam UK</td>
<td><a href="mailto:mkapsokavadis1@oxfam.org.uk">mkapsokavadis1@oxfam.org.uk</a></td>
</tr>
<tr>
<td>James KUNJUMEN</td>
<td>CBPF GMS Project Manager</td>
<td>OCHA</td>
<td><a href="mailto:kunjumen@un.org">kunjumen@un.org</a></td>
</tr>
<tr>
<td>Marie-Hélène KYPRIANOU</td>
<td>Partnership Officer</td>
<td>WFP</td>
<td><a href="mailto:m-helene.kyprianou@wfp.org">m-helene.kyprianou@wfp.org</a></td>
</tr>
<tr>
<td>Name</td>
<td>Position</td>
<td>Organization</td>
<td>Email</td>
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</tr>
<tr>
<td>Constanza MARTINEZ</td>
<td>UN Rep – Geneva</td>
<td>World Vision International</td>
<td><a href="mailto:Constanza-martinez@wvi.org">Constanza-martinez@wvi.org</a></td>
</tr>
<tr>
<td>Stephan MAURER</td>
<td>Geneva Representative</td>
<td>DRC</td>
<td><a href="mailto:Geneva.representative@drc.dk">Geneva.representative@drc.dk</a></td>
</tr>
<tr>
<td>Karine MIRZOYAN</td>
<td>Senior Programme/Finance Officer</td>
<td>UNHCR (IPMS)</td>
<td><a href="mailto:mirzoyan@unhcr.org">mirzoyan@unhcr.org</a></td>
</tr>
<tr>
<td>Karen NAMUDDU</td>
<td>Partnership Adviser Assistant</td>
<td>NRC</td>
<td><a href="mailto:Karen.namuddu@nrc.no">Karen.namuddu@nrc.no</a></td>
</tr>
<tr>
<td>Marcus PRIOR</td>
<td>HEAD of NGO Partnership</td>
<td>WFP</td>
<td><a href="mailto:Marcus.prior@wfp.org">Marcus.prior@wfp.org</a></td>
</tr>
<tr>
<td>Cecilia ROSELLI</td>
<td>Partnership Adviser</td>
<td>NRC</td>
<td><a href="mailto:Cecillia.roselli@nrc.no">Cecillia.roselli@nrc.no</a></td>
</tr>
<tr>
<td>Fatima SHERIF-NOR</td>
<td>Head of Implementing Partnership Management Service</td>
<td>UNHCR</td>
<td><a href="mailto:sherif@unhcr.org">sherif@unhcr.org</a></td>
</tr>
<tr>
<td>Josh SCHREIER</td>
<td>Humanitarian Support Officer</td>
<td>LWF</td>
<td><a href="mailto:Joshua.Schreier@lutheranworld.org">Joshua.Schreier@lutheranworld.org</a></td>
</tr>
<tr>
<td>Andrea SULEY</td>
<td>Chief, Field Results Group</td>
<td>UNICEF</td>
<td><a href="mailto:asuley@unicef.org">asuley@unicef.org</a></td>
</tr>
</tbody>
</table>