



## **WFP Tanzania Country Office Guidance on partnerships with Non-Governmental Organisations<sup>1</sup>**

### **Background**

Partnerships with Non-Governmental Organisations (NGOs) are essential to WFP's work in Tanzania.

The WFP corporate Guidance on NGO partnerships aims to orient Country Offices (COs) towards strengthened NGO partnerships, better quality programming, and a greater impact for the people we assist – while allowing WFP to manage risk better.

Drawing from the corporate guidance, this Tanzania Country Office Guidance on partnerships with NGOs aims to provide essential information to CO staff on the management of NGO partnerships at country office level.

### **Accountability for NGO partnerships**

1. Accountability for NGO partnership management within WFP is as follows:
  - i. **Country Director:** Has accountability for all NGO partnerships in the country, and no upper limit to the value of the FLA contracts he/she may sign;
  - ii. **Designated programme officers:** Are accountable to the Country Director for the management of NGO partnerships and for the proper functioning of the Cooperating Partner Committee (CPC). Accountability for technical elements of the partnership cycle may be delegated to an "FLA manager" or similar.
  - iii. **Regional bureau:** Has the primary accountability for supporting country offices work on partnership;
  - iv. **Headquarters:** The NGO Partnership team in PGC provides corporate support and guidance to regional bureaux and country offices on NGO partnership management issues.

### **NGO partner selection**

1. WFP shall actively seek to broaden its partnership base by participating in coordination forums at all levels and mapping potential NGO and civil society partners for the various activities. Sub-offices and activity managers shall keep a mapping of active NGOs in their respective geographical and programmatic areas. WFP Tanzania will aim to increase the number and proportion of national

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<sup>1</sup> This guidance is based on, and adapted from, the *Corporate Guidance on WFP Management of NGO partnerships* of 16 January 2018. The Country Office guidance does not replace the corporate guidance. In case of conflict, the corporate guidance provisions prevail.



cooperating partners to meet the corporate target of 25% of transfers by 2020. In order to broaden the partnerships base, Calls for the Expression of Interest (EOI) can be launched to collect information on NGOs operating in specific geographical or programme areas.

2. Eligibility criteria for cooperating partners include:
  - a. Meeting WFP corporate criteria for cooperating partners (Due diligence);
  - b. Meeting Government of Tanzania requirements for Non-Governmental Organisations;
  - c. Having previously served as a cooperating partner in a project with WFP Tanzania or other UN Agencies, with satisfactory performance evaluations. This is not a mandatory condition;

### **Due diligence**

3. A set of minimum Core Corporate Standard is established for NGO partners as follows:
  - a) **The NGO must be legally registered as a non-governmental, non-profit, non-political organization in the country of the operation.** The NGO must demonstrate to WFP that it is allowed by the host government to carry out its activities in the country.
  - b) **The resources received under the FLA must not be used to provide support to terrorist entities or individuals.** All FLA agreements must include evidence that the partner has been checked against the UN consolidated terrorism sanctions list.
  - c) **Sufficient programmatic experience to implement the activities in a professional manner, consistent with applicable industry standards and a proven track record in the geographical area of implementation.** The precise level of programmatic experience required is context-specific and should be determined by WFP's specific operational needs, and the availability of partners. It can be articulated in calls for proposals.
  - d) **Sufficient capacity and experience in project and financial management to comply with WFP's financial and programmatic reporting requirements.** All NGO partners must provide WFP with required reports within deadlines. WFP must ensure that the partner's capacity is sufficient for the requirements of the local context, which may involve WFP providing basic administration and reporting training to NGO staff.
  - e) **Sufficient capacity to manage, store and distribute any beneficiary entitlements responsibly.** This may involve WFP providing basic training to ensure sufficient capacity. The NGO must ensure privacy of all client data.
4. A due diligence checklist should be compiled for all new partnerships. For continuing partners, due diligence should be performed every two years



5. Additional factors when choosing a partner:
  - a) Collaboration with government: The NGO should have demonstrated willingness and ability to work with the government authorities at all levels.
  - b) The NGO should in principle provide additional and complementary inputs to those of WFP for a more comprehensive assistance to the intended beneficiaries.
  - c) Coordination with others: The NGO should be an active participant in any established coordination mechanism for an operation
  - d) Investment in its own partnerships: Is the NGO willing and able to work with communities and community-based organizations?
  - e) The NGO should have a policy and corporate guidelines on Sexual Harassment, Exploitation and Abuse;
  - f) The NGO should have adequate corporate guidelines and systems in place to prevent and address fraud and misconduct;
  - g) The NGO should have a clear gender policy or at least gender commitments and targets.

#### **Calls for proposals**

6. WFP Tanzania aims to select its cooperating partners through open, transparent competition. For this purpose, whenever possible, WFP will issue calls for proposals for the selection of cooperating partners.
7. Calls for proposals should be issued at least four months prior to the start of any activity to allow sufficient time for due process to take place. The timeline for the process to be completed should ensure at least two weeks between planned signature of FLA and start of activities to avoid any delays in the start date.
8. When calls for proposals are not feasible, the programme unit/suboffice will need to present to the Cooperating Partners Committee (CPC) a satisfactory justification for not issuing a call, as well as a detailed description of the criteria used for the selection of the proposed partner(s).
9. The calls for proposal will be based on the WFP Tanzania operational plans and include:
  - a. A basic description of the project for which cooperating partners are sought;
  - b. Geographical coverage area(s) for the partnership;
  - c. Number of planned beneficiaries;
  - d. Planned food, non-food, cash-based, capacity strengthening and/or other transfers for the beneficiaries (as applicable);
  - e. Period of validity of the partnership;
  - f. List of basic requirements for the cooperating partner (including due diligence);



- g. Commitments on gender and accountability towards affected population (AAP) will be explicitly included amongst the basic requirements and the standard FLA Annex 6 needs to be attached to the call for proposals;
  - h. List of main deliverables for the cooperating partner;
  - i. Reporting requirements;
  - j. Visibility requirements;
  - k. Description of the criteria for selection of partners;
  - l. Instructions on the submission of proposals (by email unless otherwise stated), including a project proposal template and budget template (with budget narrative).
- 10. Project proposals will be received by the Programme Unit and reception acknowledged to all submitting organisations.
- 11. The NGO proposal template may be adapted to fit context, but should always include, to the extent possible:
  - a) a clear rationale for the project, including why the assistance is required and the expected project impact;
  - b) overall partnership structure;
  - c) proposed staffing structure and organogram;
  - d) how the project may help deliver complementary outcomes (through complementary activities);
  - e) main components of the activities;
  - f) who and where are the beneficiaries;
  - g) cost estimates and non-food inputs required (through the WFP budget template and with a budget narrative);
  - h) schedule and implementation plan;
  - i) commitments on gender and accountability towards affected populations (AAP). Participating NGOs must have a strategy to promote gender empowerment and for inclusive participation of beneficiaries in the decision making process and implementation, including (but not limited to) through a feedback and complaints mechanism;
  - j) M/E and reporting plans;
  - k) risk assumptions/capacity assessment self-evaluation; and
  - l) visibility plans.
- 12. Proposals will be reviewed by a committee comprising programme, M&E, the relevant suboffice (if applicable), supply chain, finance and other units as required.
- 13. The evaluation phase should not exceed two weeks. The programme unit should establish evaluation criteria to uniformly assess all proposals received.
- 14. The technical evaluation of the proposal will concern the content of the project proposal, planning, capacity, staffing plans, gender and AAP commitments, and any



other programme requirements. The aim of the technical evaluation is to estimate the partners' capacity to produce the results required by the project.

15. The financial evaluation will concern the budget and evaluate the expenditures proposed by the cooperating partner. Reasonable and admissible expenditures for the delivery of required activities should be accepted. The partners' proposed own contribution will also be taken into account in the financial evaluation. The financial assessment should assess the financial strength of the cooperating partner as well as its risk assessment. The HACT (harmonized approach of cash transfer) assessment criteria should be used for the assessment. However if the partner has already been assessed through the HACT process, it will not be necessary to conduct the risk assessment but rather use the HACT results.
16. The relevant programme officers will negotiate the budget with the partner and sub-office prior to the CPC meeting, with the aim to ensuring value for money and appropriateness of items budgeted. Field visits can be conducted at this stage if required. The onus lies with WFP to have a solid understanding of actual local costs and rates, and to keep budgets within any cost ceilings that may have been established.
17. The analysis, choice of partner and budget are shared and agreed with the Head of Programme before the programme officer/head of suboffice calls for a CPC meeting to validate the FLA.

### **Capacity Assessment and Risk Matrix**

18. A Capacity Assessment is mandatory when working with a cooperating partner for the purposes of cash-based transfers. Capacity assessments should also be conducted before engaging a new partner in other programme areas. The Country Office shall develop a checklist for NGO capacity assessment and fill it out for every new partnership.
19. Standard areas to be addressed with NGOs during a capacity assessment include:
  - a) a history of past activities including funding sources, resource management and project costs;
  - b) audited financial statements and audit reports;
  - c) details about office infrastructure;
  - d) staff numbers and their areas of expertise;
  - e) availability of transport and necessary tools and equipment required for specific project;
  - f) IT and financial systems, especially for CBT-related activities;
  - g) Corporate policy against fraud and misconduct;
  - h) Corporate policy against Sexual Exploitation, Harassment and Abuse;
  - i) Corporate standards for gender and AAP;
  - j) Evidence of UN, donor and community endorsements.



20. After the capacity assessment is completed, risk mitigation measures can be used if a partner's scores reflect weaknesses in the assessment areas. The WFP corporate tool can be used for this exercise.
21. During implementation of an FLA, WFP can appoint any auditor to audit the NGO when the country office believes it to be necessary (concerns of fraud and corruption, or routing check on a partner receiving large payments). NGOs must retain all relevant records for five years after termination of the FLA and must cooperate fully with the appointed auditors.

#### **FLA document**

22. There is no limit on FLA duration. Generally, a financial commitment cannot exceed the end date of a WFP operation. FLAs of longer duration are recommended with the aim to build solid long-term partnerships.
23. WFP may agree to make an advance payment to the NGO at the start of an agreement. The parameters are as follows: no advance should exceed US\$ 100,000 or three months' operational cost (whichever is lower). If the FLA duration is six months or less, the advance cannot exceed 30% of the total FLA budget. All advances should be requested in writing by the CP. Advances are paid within 30 days of the signature of the agreement.
24. WFP may provide donors with details on the FLA. Sensitive issues, such as third party requests to see signed contracts, need to be referred to the NGO partnership unit in headquarters.
25. The General and Special conditions of the FLA are standard documents that have been cleared by WFP's legal office. They should not be modified in any way. All annexes are an integral part of the contract. Any additional information or agreement that WFP and the partner wish to include should be provided either in the Plan of Operation, or in the Project Proposal, or both.
26. NGOs may sub-contract only if they have received prior written approval from WFP. Specific requirements on sub-contracting exist for implementation of CBT activities (refer to CBT manual).
27. The terms of financial and narrative reporting are established in the FLA Special Conditions and can be further detailed in the Plan of Operations. WFP needs to ensure that cooperating partners are aware of the reporting requirements and have the capacity to deliver.



### **Cooperating Partners Committee**

28. The endorsement by the CPC is mandatory before any FLA can be submitted for Country Director signature. All endorsed FLAs submitted to the Country Director should have a CPC NFR attached.

29. At the CPC, the programme officer/head of suboffice will explain:

- a) Basic information on the agreement:
  - What is being requested (approval, amendment);
  - CSP Strategic Outcome and Activity;
  - Geographical Coverage;
  - Number of beneficiaries (if applicable);
  - List of activities for the CP and transfer modalities involved (in-kind, CBT, capacity strengthening, service delivery);
- b) The partner selection process adopted. If no call for proposals was issued, the presenter will explain the rationale for not opting for a competitive process.
- c) Results from the technical and financial evaluations leading to the choice of the proposed CP. The list of partners not selected and the reason for non-selection will be disclosed;
- d) The negotiation process undertaken with the NGO on the proposed budget;
- e) The budget (or budget amendment) proposed for the FLA, including an explanation of the main cost components, budget analysis and cost comparisons with previous projects with the same partner or for the same activity, and other relevant elements as applicable;
- f) Results from the due diligence, capacity assessment and risk matrix conducted on the CP;
- g) Results of performance evaluations if the CP has already collaborated with WFP in the past;
- h) The monitoring plans agreed with the NGO and monitoring tools prepared (monthly and quarterly narrative reports, distribution reports);
- i) The Key Performance Indicators (KPI) agreed with the NGO;
- j) The payment terms discussed with the NGO.

30. The CPC also approves budget revisions and extensions for active FLAs. The programme officer/head of suboffice, after consultations with the Head of Programme and DCD, will contact the cooperating partner to discuss the revision/extension and the new budget.

31. Once the new budget/extension are ready, a CPC meeting is called. At the CPC, the presenter will explain:

- a. Reasons for the budget revision and/or justification for the FLA extension;
- b. New budget, with related comparisons and analysis.

32. FLA documents/amendments sent to the Country Director for approval must be accompanied by a CPC note for the record.



### **Supply chain and funding gaps**

33. In case of funding shortfalls affecting an operation, WFP must inform the NGO partner in writing about the pipeline and planning implications, giving the NGO time to scale down accordingly. WFP shall reimburse any actual and substantiated costs resulting from commitments incurred by the cooperating partner, to the extent that such costs do not exceed two months of costs and are proven to have been incurred in compliance with the terms of the FLA. WFP may reimburse costs exceeding the 2-month timeline in exceptional circumstances and if substantiated by the partner.

### **Capacity strengthening**

34. The CSP process is an opportunity for country offices to enhance their partnerships with NGOs in order to jointly support countries achieve SDG 2 and other SDGs. In particular, it provides a vehicle for country offices to start or increase their investments in the capacities of NGOs and other civil society groups that play a key role in achieving Zero Hunger.
35. Capacity strengthening plans can be established for national cooperating partners. Additionally, international cooperating partners can be requested to present their plans to strengthen the capacity of national organisations that they work with in the implementation of WFP projects.

### **Project monitoring and performance monitoring**

36. Output and outcome measurements should be defined in the FLA contract and fit within the larger country office monitoring strategy and plan. Output monitoring may be carried out by the NGO partner, by WFP, a third party, or a combination of these.
37. Performance monitoring is also essential. WFP should develop practical Key Performance Indicators (KPIs) relevant to their relationship with partners, which are agreed with NGOs before FLA signature to ensure both parties are aware of expectations. KPIs can be reviewed and updated as appropriate during the course of the FLA and will form the basis of the partners' final performance evaluation.
38. A performance evaluation should be conducted at the conclusion of each FLA (or in case of multi-year FLAs, at least once a year), based on partners' implementation of activities specified in the Plan of Operations. Feedback sessions/comments on performance should be provided regularly to the partners after every quarterly report or review.
39. The WFP Partner Performance Evaluation tool (PPE) may be used and adapted to country office needs. The form should be filled out by the partner, and then analysed by the country office. Evaluation findings and recommendations should be shared with the partner. If challenges are identified, WFP and the partner can agree on mechanisms to ensure that the recommendations are implemented.





Performance improvement plans can also be established. In case of food/cash distribution partners, the final evaluation needs to include a report on food/cash losses.

40. NGOs should also be requested to assess and evaluate WFP's performance through the NGO evaluation of WFP performance template. This assessment can be conducted at the end of each FLA contract or at least once every year.

### **Gender and AAP**

41. WFP should assess the partner organisation's commitment and competence on gender equality and women's empowerment, as well as on Accountability to Affected Populations (AAP), during the capacity assessment for new partners or performance evaluation of current partners. If a partner's competence needs strengthening, the country office can provide the partner with opportunity to develop gender and AAP related knowledge, skills and experiences, as possible.
42. Wherever possible, WFP should establish a complaints and feedback mechanism (CFM) through which the people we assist can report issues and concerns on WFP operations. This is an element WFP's commitment to accountability to affected populations. A CFM can also inform better programme design and implementation, as well as be a valuable tool for risk management with its potential to highlight fraud and misuse of WFP entitlements.
43. The following are the minimum standards to ensure an effective and dignified CFM that will not put affected people at risk, nor raise expectations that WFP cannot meet:
  - a) ensure senior management support the establishment of a CFM;
  - b) design the CFM based on community preferences and cultural norms and make sure that it is safe to access and use;
  - c) consult affected people (across age, gender, and other diversity characteristics) on the design of the CFM;
  - d) create a simple, understandable, user-friendly and accessible CFM with a clear purpose;
  - e) raise awareness of the CFM by informing affected people about its existence, how to use it, when they can use it, what they can use it for, and what kind of response they can expect;
  - f) ensure that people understand and agree to how their complaint and/or feedback will be processed and the results communicated to them - a CFM is only effective if it can respond directly to the complaint received;
  - g) ensure confidentiality and professionalism by safeguarding personal data and respecting the right to privacy; and
  - h) establish referral systems for protection-related complaints, and design procedures to handle high-priority cases such as fraud, corruption and complaints related to sexual exploitation and abuse (SEA) in accordance



with the Executive Director's Bulletin on protection against sexual exploitation and abuse.

### **Visibility**

44. In operational partnerships with NGOs, the minimum visibility requirement is for the WFP logo to be displayed at distribution sites. The WFP country office should provide appropriate material directly to the partner, with guidance for its use. In some case, partners create their own signage for which they may ask to use the WFP logo. WFP may grant this, but only for the duration of a particular activity under the FLA. Donor signage may also be appropriate, as it is important that beneficiaries, government and the media can quickly understand which organizations are responsible for delivering assistance.

### **Partnership administration**

45. Programme Unit at Country Office level is responsible for partnership administration. One programme staff (and one alternate) is appointed as the partnership administrator within the unit.
46. The partnership administrator's main tasks are:
- a. Manage the Secretariat of the Cooperating Partners Committee (CPC)
  - b. Create, update and maintain a tracking sheet of all active FLAs
  - c. Insert all new FLAs, FLA extensions or amendments in WINGS
  - d. Receive, track and process all invoices for active FLAs
  - e. Maintain copies of all relevant documents on file and in hard copies.
47. A tracking sheet of all active FLAs is created and maintained by the partnership administrator. The list includes basic financial information on the FLA and is updated on a monthly basis. The tracking sheet must include at least:
- a. FLA code;
  - b. Name of partner;
  - c. CSP activity of the project;
  - d. SOA #;
  - e. SOA value;
  - f. Implementation period;
  - g. PO # and value;
  - h. PO period;
  - i. Difference between SOA and PO value;
  - j. Advances paid and retirement schedule;
  - k. Invoices paid;
  - l. Balance of FLA budget;
  - m. Reporting obligations;
  - n. Any other relevant information.



48. New partners should be trained by WFP on FLA management and financial procedures.
49. Active partnerships are managed by the CO programme unit in close collaboration with the suboffice, Resource Management and Finance units where applicable. Programme maintains regular dialogue with the partners about programme management and performance. Meeting minutes are drafted and kept as appropriate.



**Annex 4:**  
**FLA MANAGEMENT ON WINGS/COMET/ITS**  
**Workflow**

#	Action	Person responsible
1	CPC deliberation and signed note for the record	CPC secretariat
	Budget code attributed to the FLA through a Fund Reservation, WBS or Internal Order	Resource Management Unit
	Service Outline Agreement (SOA) created in WINGS	Partnership administrator
	Purchase Order for Distribution Activity (PODA) created in WINGS	Programme assistant (or alternatively partnership administrator)
	PODA approved	CD/DCD
	FLA signed	CD/DCD and NGO
	FLA registered in COMET	M&E officer
	Written request for agreed advances received (if applicable)	CP
	Advances to CP made	Finance unit
	Monthly Service Entry Sheets (SES) created in WINGS. Provisional SES may be created if available information is incomplete	Activity manager or delegate
	Monthly CP invoices received and processed as per Invoice Tracking System SOP	Refer to SOP
	Monthly distribution, financial and/or narrative CP reports, as well as any other support document are verified, certified, and attached to ITS as supporting documents.	Suboffice or programme officer
	CP invoice cleared	Head of Programme
	Payment processed.  In case of minor discrepancies in invoices, WFP will pay the lowest amount and adjust any balances, once cleared, through subsequent monthly payments.	Finance