Working Party on Aid Effectiveness

SUMMARY RECORD OF THE 19th MEETING

28-29 June 2012
Paris (UNESCO Headquarters)

A draft of this summary was circulated to WP-EFF participants on 3 August 2012 for review [DCD/DAC/EFF/M(2012)4/PROV].

This final version addresses comments received from Colombia, Germany and Honduras on or before the deadline of Friday 24 August 2012. Corrections have also been introduced in the list of participants (Annex A).

Contact:
Ms. Marjolaine Nicod, tel. +33 (0)1 45 24 87 67, email: Marjolaine.Nicod@oecd.org
Mr. Robin Ogilvy, tel. +33 (0)1 45 24 94 48, email: Robin.Ogilvy@oecd.org

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Introduction

1. Mr Hans d’Orville, Assistant Director-General for Strategic Planning, UNESCO, welcomed participants to UNESCO Headquarters for this important meeting of the WP-EFF. In his remarks, he pointed to the importance of the new Global Partnership for Effective Development Co-operation emerging from the Fourth High-Level Forum on Aid Effectiveness (HLF4), highlighting experiences from the education sector to illustrate the potential of such a partnership to advance global goals.

2. Mr Talaat Abdel-Malek, Chair of the Working Party on Aid Effectiveness (WP-EFF), opened the meeting. In doing so, he thanked UNESCO and the UN Development Group for hosting the meeting, and went on to outline the importance of the consensus reached to date and the decisions to be taken by the meeting in relation to the Global Partnership.

Agenda item 1: Where have we come from? Why a Global Partnership for Effective Development Co-operation?

3. Mr Bert Koenders, Special Representative of the UN Secretary-General in Côte d’Ivoire and former WP-EFF Co-chair, moderated a panel discussion providing participants with an opportunity to reflect on the origins and background to the Busan agreement, and the context within which the new Global Partnership has emerged. In his introductory remarks, Mr Koenders stressed the importance of ownership by developing countries involved in development co-operation, identifying areas in which the Busan agreement illustrates recent changes in global relations and pointing to the importance of the consensus reached in Busan.

4. Mr Brian Atwood, DAC Chair, addressed the meeting by video. He stressed the changing nature of development co-operation, and pointed to the need for an appropriate structure to take forward the agreements reached in Busan. He noted the important role of the Post-Busan Interim Group in developing proposals for discussion by the WP-EFF. Mr Atwood reaffirmed the willingness of DAC members to deepen implementation of their commitments and play an active role in collaboration with others through the Global Partnership.

5. In the discussion that followed, panellists were invited to share their views on the most important changes brought about by the Busan agreement. Mr Chhieng Yanara (Cambodia) emphasised the importance of continued – and more inclusive – efforts towards effective co-operation, with a particular perspective on mutual accountability. He spoke of the need for continued aid flows, along with revisiting the role aid should play, emphasising the linkages between aid and non-aid forms of development finance, and the need for aid to play an increasingly catalytic role in development. Mr Gerardo Bracho (Mexico) noted that the evolution from the Paris Declaration agenda to Busan had brought with it complexity and ambiguity which, while at times challenging, better reflects the world in which we live. Shifting centres of wealth and an expanding global development agenda mean that greater focus is placed on co-operation, complementarity and synergies, including with south-south co-operation. Mr Antonio Tujan (BetterAid) emphasised the role of aid in enabling governments to support the fulfilment of human rights. He also spoke of the responsibilities of CSOs to be effective in their work, noting that the Global Partnership offers a multi-stakeholder solution to global challenges. Mr John Sullivan (Center for International Private Enterprise) stressed the importance of the joint statement agreed with representatives of the business sector in Busan. He pointed to several examples of development challenges that could be addressed through collective approaches. Mr Ibrahim Mayaki (NEPAD) noted that the post-Busan era calls for a change in values, and the opportunities provided by the Global Partnership as it reflects a changed world and new, inclusive approaches to problem solving.
Agenda item 2: Finalising the post-Busan governance and monitoring framework

Mandate of the Global Partnership for Effective Development Co-operation

6. The Chair introduced the PBIG proposal for the mandate of the Global Partnership (DCD/DAC/EFF(2012)7/REV1), reminding participants that this was the result of an extensive consultation process and reflected the agreement reached within the PBIG. The Chair invited the WP-EFF to approve section I of the proposed mandate (Overall Objectives and Core Functions of the Global Partnership). There were no objections in response to the Chair’s proposal.

7. In presenting section II of the document (Working Arrangements), the Chair emphasised that the proposed composition of the Steering Committee sought to strike a balance between efficiency and representativeness. Over the course of the discussions, the Chair noted several requests for seats on the Steering Committee (AU, BetterAid, BIAC, Pacific Islands, UCLG). These requests related both to the allocation of seats within the proposed committee size as well as to the addition of seats to the proposed composition. BetterAid emphasised the multi-stakeholder nature of the Global Partnership and proposed to add a co-chair drawn from non-executive stakeholders alongside the other three co-chairs proposed. It also recommended that steps be taken to ensure the representation of trade unions in the Steering Committee and that a second seat for CSOs be added to the Committee in view of the diversity of civil society. Several participants cautioned against re-opening the composition of the committee and urged the meeting to endorse the PBIG proposal (Denmark on behalf of Nordic+, EU, France, Germany, Greece, IPU, Japan, Korea, New Zealand, Rwanda, UNDP/UNDG, United Kingdom, United States).

8. The Chair acknowledged the range of legitimate requests for additional seats, while at the same time pointing out that it would not be possible to achieve a manageable and efficient working structure if all of these requests were to be accommodated. Noting that it would be particularly difficult for the plenary to discuss each request in detail, the Chair concluded that – in line with the majority view – the proposed composition of the committee would be endorsed with no changes. The Chair reminded participants that the key forum for political dialogue and decision making in the Global Partnership will be the ministerial-level meeting, which is inclusive and open to all stakeholders endorsing the Busan Partnership agreement. All stakeholders will have the opportunity to play an active role in this platform, while the Steering Committee’s role will be to support this platform. The rotational element of committee membership will provide opportunities for the active engagement of different stakeholders within constituencies.

9. BetterAid expressed its concern with the Steering Committee composition endorsed by the meeting, emphasising the differences between intergovernmental and multi-stakeholder processes and reiterating that the Busan framework extends beyond governments to a much broader range of stakeholders. BetterAid concluded that it would need to go back to its constituency on this issue. Nevertheless, it expressed a commitment to remain engaged in the Global Partnership and to contribute actively to the work of the Steering Committee beginning with its first meeting.

10. Discussions on the Steering Committee highlighted the importance of consultation and representativeness in the work of the committee, with some participants calling for clarification and/or that further consideration be given to working methods that will ensure transparency and accountability in the work of the committee (CARICOM, Germany, New Zealand). The Chair concluded that the Steering Committee should seize the opportunity presented by the high level of interest in its work to identify ways of broadening and deepening its consultation with, and representation of, all those that endorsed the Busan agreement.

11. BetterAid called for more frequent meetings at both the ministerial level and of the Steering Committee, for the incorporation of HLF4 Building Blocks into the work of the Global Partnership, and for gender equality at all levels of the governance structure of the Global Partnership. The Chair welcomed
these inputs and invited the Steering Committee to give due consideration to the proposals, while at the same time acknowledging the independent and self-sustaining nature of the HLF4 Building Blocks.

12. Participants representing recipients of development co-operation (Ghana, Rwanda) highlighted the importance of the Partner Country Caucus in facilitating consultations and joint inputs within the constituency and in channelling country-level experiences and lessons learned to the work of the Global Partnership. To reflect this important role, they proposed that the Caucus be formalised and that appropriate support be provided to ensure that the Global Partnership benefits from strong country-level perspectives. The Chair acknowledged the vital role of the Caucus in bringing together the broad range of stakeholders within the constituency and expressed his support for measures to ensure that the Caucus continues to play this important role. Honduras expressed concerns in relation to the existing capacity of UNDP and the OECD to support partner country initiatives within the Global Partnership, and suggested that an assessment of capacity may – along with feedback from partner countries – be helpful in this regard.

**Indicators, targets and process for global monitoring**

13. The UK and Rwanda, who had led a group of volunteers from within the PBIG to guide the work in this area, introduced the PBIG’s Proposed indicators, targets and process for global monitoring of the Busan Partnership for effective development co-operation (DCD/DAC/EFF(2012)8/REV1). In their introductory remarks, they indicated that the proposal reflected a compromise reached through a consultative process, and that the resulting list of indicators was selective in response to the call for a light global framework. They also emphasised the need to draw on existing sources of data in order to avoid creating additional reporting burden. Both stressed that the proposal provided a sufficient basis to move forward despite the need for further technical work in some areas. The UK noted that adjustments might be required in the future given the evolving nature of the Global Partnership. Rwanda mentioned in particular the need for the Steering Committee to pay attention to how best to assess the quality of public financial management systems in the future. The UK and Rwanda invited the WP-EFF to endorse the proposal so that operational guidance for global monitoring can be developed on the basis of the annex contained in the document.

14. Participants expressed broad support for the PBIG proposal, while recognising that more work was needed to further define and/or operationalise some of the indicators, in particular the detail contained in the annex of the proposal (Cambodia, Canada, France, Greece, Honduras, Netherlands, Sweden, Switzerland, World Bank, Zambia). Some participants emphasised that remaining work should be done in a transparent way and through a process open to all stakeholders (Belgium, BetterAid, EU) while others stressed the importance of maintaining strong partner country leadership in the process (Honduras, Switzerland). The EU mentioned the importance of reviewing the indicators in light of the post-2015 development agenda. France raised questions about the periodicity of global monitoring efforts and suggested that a clear timeline be adopted. Several organisations indicated their readiness to support the joint support team in finalising the global monitoring framework through an open and inclusive approach to collaboration. UNDP/UNDG confirmed the readiness of UN Women to help with the refinement of the indicator on gender equality and women’s empowerment.

15. The United States confirmed its support for the proposal, noting that the indicators were not intended to prescribe how stakeholders make decisions, nor undermine existing lines of accountability within governments and organisations. It cited the indicator on country systems as an example, indicating that it could not use a single score as the basis for its decision making on the channelling of resources. Noting that there was no single perfect measure of the strength of country systems, the United States suggested that future efforts under the auspices of the Steering Committee could give consideration to the means of measurement in this area.
16. Some participants voiced concerns about the lack of indicators on some themes: fragmentation (ACP, France, Germany, Honduras); institutional development (ACP, Germany; and the catalytic role of aid (Asian Development Bank), suggesting that it would be important to leave space for the discussion of some of these topics in ministerial-level meetings. Some other participants emphasised the need to review measurement approaches in the future: e.g. quality of country public financial systems (AU, Rwanda, United States). AWEPA welcomed indicator 6 (aid on budget) and emphasised that parliamentary scrutiny must focus on budget approval. BetterAid emphasised the importance of the inclusive nature of the process underpinning country results frameworks and welcomed the recognition of the importance of the enabling environment for CSOs with the inclusion of an indicator in this area.

17. The voluntary nature of the monitoring process was noted. Some participants highlighted the importance of seeking synergies with the New Deal (EU, g7+, UNDP/UNDG) given the complementary monitoring process being developed under the leadership of the g7+. Some participants emphasised the importance of encouraging the participation of all stakeholders in the process to ensure accountability (Cambodia, Sweden). Colombia welcomed the voluntary nature of the indicators presented, noting that these do not aim to capture South-South and Triangular Co-operation. It noted the relevance of the Building Block on South-South co-operation, suggesting that the forthcoming meeting of the Development Co-operation Forum provides an opportunity to advance discussions in this area.

Agenda item 3: From effective aid to effective co-operation: what did HLF4 change?

18. The objective of the session was to present different stakeholder perspectives and to showcase progress in implementing Busan commitments, highlighting context-specific approaches and solutions.

19. Ghana introduced the proposed common standard for electronic publication of information on resources provided through development co-operation [DCD/DAC/EFF(2012)9]. The proposed standard will provide three types of information: verified historical aid data, current data on aid flows and aid management aspects, and forward-looking data. As called for in the Busan Partnership agreement, it builds entirely on existing standards, including the DAC’s Creditor Reporting System and Forward Spending Survey and the IATI standard. Ghana noted that the endorsement of the common open standard would represent significant progress in meeting the needs of developing countries for complete, timely, frequent, forward-looking and disaggregated information on resource flows from providers of development co-operation. Several DAC members highlighted the need for a gradual and flexible approach. UNDP/UNDG encouraged countries and organisations which have not signed up to IATI yet to do so. While additional discussion is needed in this area, the Chair concluded that the proposed standard constituted an important step in implementing the Busan commitment on transparency and could be endorsed by the meeting.

20. Nepal and the Pacific Islands Forum Secretariat emphasised the importance of using regional platforms for knowledge sharing in implementing the Busan agreement and cited the useful role played by the Capacity Development for Development Effectiveness (CDDE) facility. The Pacific Islands Forum Secretariat presented on its use of simple indicators and peer reviews among members to support aid effectiveness efforts.

21. Zambia presented on its recent work on broadening partnerships to new actors (private sector, CSOs etc) and emphasised the importance of close, institutionalised dialogue among all stakeholders in order to promote behaviour change for more effective development co-operation.

22. Ghana emphasised its commitment to further strengthening its institutions and reducing aid dependency. Ghana also presented a new compact, supervised by a high-level steering committee, which will guide strategic choices and ensure greater ownership of the development agenda.
23. Uganda highlighted the recent work of the Building Block on Managing Diversity and Reducing Fragmentation, focusing on joint programming, which is already being implemented in several countries. Uganda also emphasised the need for systematic approaches to identifying under-aided countries and to monitor aid fragmentation. It also expressed an interest in seeing the communication channels between the Building Block and the Global Partnership at large being institutionalised.

24. The European Union presented on recent developments in EU joint programming, explaining how it can reduce aid fragmentation and at the same time increase and enhance transparency and predictability by synchronising donors’ planning cycles with partner countries’ national plans.

25. UCLG emphasised global trends in decentralisation and highlighted the importance of strengthening local and regional governments and ensuring that these are included in country progress assessments and other monitoring exercises.

26. The OECD presented its recent Development Strategy. Through more knowledge sharing and whole of government approaches, the OECD aims to improve its contribution to global issues such as the fight against illicit flows, the promotion of fiscal transparency and budgeting, and improving policy frameworks for investment. The OECD also asked for advice on how to further reach out to partner country governments in these efforts.

27. Honduras reported on the First Regional Latin American and Caribbean Dialogue on Climate Change Finance that it organised and hosted (2-4 May). It explained that this was a major dialogue after Busan, with four continents (including Asia and Asia-Pacific), 26 countries and 90 participants meeting to discuss the effectiveness of external climate financing and to take stock on the Climate Change Finance Building Block. Honduras also led the organisation of a Steering Committee as a consultative body to help prepare this event, support the implementation of the Building Block and promote intra- and inter-regional learning processes with Asia-Pacific and Africa. The web page Honduras set up for this is www.financiamientoalcambioclimatico.org; this page will also provide guidance and induction on the Busan Building Block on Climate Change Finance. Honduras also noted that it is in the process of revising its development co-operation framework policy to align it with the Busan Partnership agreement.

28. UNDP/UNDG presented on ongoing UN system-wide efforts to promote more effective development co-operation.

29. Portugal emphasised the importance of not losing the political momentum in this process, and expressed its desire to find ways to stimulate work with other actors, especially the private sector.

30. Rwanda welcomed EU efforts on joint programming, and acknowledged alignment to the country’s own development strategy as a positive step towards greater country ownership. Rwanda mentioned country-level efforts to broaden dialogue with emerging economies.

31. Better Aid confirmed the engagement of CSOs in the global process, mentioning its efforts in engaging with new groups through workshops and other meetings. A positive recent development was the mobilisation of several Chinese CSOs to engage in the effectiveness agenda.

32. The Chair suggested that each presenter may wish to prepare a one-page brief which could be made available online to give the development community concrete insights into recent developments. He also expressed his gratitude for the intensive consultation process, especially among partner countries, that has taken place and supported agreement on many issues.

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1. See www.financiamientoalcambioclimatico.org. Honduras informs the secretariat that this page will also provide guidance and information on the Busan Building Block on Climate Change Finance.
Agenda items 4 and 5: Towards the Global Partnership for Effective Development Co-operation – Looking ahead

33. Opening this session, the Chair acknowledged the contribution by the PBIG which made it possible for the Working Party to deliver on the mandate given to it in Busan in relation to the finalisation of working arrangements for the Global Partnership. He noted major accomplishments since the previous meeting of the WP-EFF in October 2011, at which it was still uncertain whether it would be possible to reach consensus on an outcome document endorsed by the broadest range of stakeholders. The Chair expressed his appreciation for the strong sense of compromise demonstrated by all stakeholders throughout the deliberations before and after Busan.

34. High-level speakers were invited to share their vision for the Global Partnership. Ms Helen Clark, UNDP Administrator (delivering her statement by video), and Mr Angel Gurría, OECD Secretary-General, both pointed to development as a shared concern, stressing the importance of international dialogue as well as mutual learning and knowledge exchange. Mr Gurría said that the momentum built by the Fourth High Level Forum showed what was possible when a wide range of stakeholders come together in the spirit of collaboration and compromise. Ms Clark said that predictable and catalytic development assistance could be a powerful driver of development progress, helping countries to strengthen essential capacities, institutions, services and infrastructure, and attract broader sources of development finance. Both confirmed the readiness of their respective organisations to work together in supporting the Global Partnership and to ensure complementarity with the work of other international fora.

35. The meeting confirmed the appointment of Mr Andrew Mitchell, UK Secretary of State for International Development, as one of the three co-chairs of the Global Partnership. In his address, Mr Mitchell emphasised how the Global Partnership, through its diversity and inclusiveness, represented a turning point for development co-operation. He stressed the importance of traditional donors, partner countries and emerging nations working together, focusing on the achievement of results and ensuring transparency. He indicated that he saw his role as co-chair to keep the ‘Busan agenda’ at the forefront of efforts and to ensure that better development co-operation makes a difference to the lives of poor people. Participants welcomed the UK Secretary of State to this role and shared views on their expectations for the Global Partnership in terms of its inclusiveness, the need to consider all forms of development co-operation, and synergies with other international fora and processes such as the G20, the post-2015 development framework and the UN Development Cooperation Forum.

36. A panel discussion moderated by Ms Sigrid Kaag, Assistant Secretary-General for External Relations and Advocacy, UNDP, highlighted issues of mutual interest that could inform the early work of the Global Partnership. High-level speakers stressed the importance of inclusive dialogue involving all voices at both the international and country level, noting that various stakeholders have a distinct role in supporting national ownership and leadership. Some speakers also emphasised the need to sustain the balance between the “old” and the “new” agendas, pointing out to the need for further progress in implementing the Paris and Accra commitments and continued support to capacity development. At the same time, speakers mentioned that a true partnership would require honest dialogue based on trust, respect and transparent mutual accountability. They considered that the Global Partnership provided a good platform to share diverse perspectives, knowledge and experience. In this context, the importance of regional dialogue was mentioned. Speakers also welcomed the opportunity for stronger public engagement and parliamentary oversight while noting the complexity at country level arising from the range of institutions and actors involved in designing and implementing policies.

37. Ms Karoline Pacheco, Vice-Minister for Planning and Technical Co-operation, Honduras, mentioned the need for coherence between global and country level efforts, noting that global dialogue has an important role to play in upholding global accountability and empowering efforts to strengthen country-level accountability. Ms Emilia Pires, Minister of Finance, Timor-Leste, emphasised the need for dignity
and equity, highlighting how mutual learning needed to start with self-critical assessment. Mr Maxwell Mkwezalamba, Commissioner for Economic Affairs, African Union Commission, suggested that a real shift from aid to effective development co-operation required greater focus on the catalytic role of aid in support of environmental sustainability and governance. Mr Joachim von Amsberg, Vice President, World Bank, indicated that real results had to be seen as country-level progress for people, noting the importance of openness and accountability. Mr Martin Chungong, Director, Inter-Parliamentary Union highlighted how greater awareness was needed around the new development architecture within the parliamentary community to sustain political leadership.

38. Questions and comments from the audience considered how best to work with parliaments, promote the role of the private sector, draw on regional co-operation efforts, facilitate the exchange of views among constituencies – particularly through the Partner Country Caucus – and develop effective strategies to take the Busan agenda forward at the country level.

**Agenda item 6: Conclusions and closing remarks**

39. The Chair concluded that the meeting had been successful in establishing the foundations for the Global Partnership, with the endorsement of the proposals by the PBIG for the mandate of the Global Partnership and the global monitoring framework. The endorsement of the common standard for electronic publication of information on resources provided through development co-operation also constituted a major step forward in implementing the Busan commitments on transparency.

40. The WP-EFF agreed on the following steps to finalise the governance structure and initiate the work of the Global Partnership:

- Building on the nominations already received by the WP-EFF from several constituencies, but allowing time for fuller consultation among the partner countries, the Steering Committee membership will be finalised in one month’s time. To this end:
  - Recipient countries will confirm their Co-Chair and remaining four Steering Committee members. The WP-EFF welcomed the proposal made by the African Union to nominate an African minister as a co-chair to be agreed with the recipient countries of development co-operation;
  - Countries that identify as both providers and recipients of co-operation will confirm their Co-Chair and Steering Committee member; and
  - The private sector and civil society will confirm their one member each to the Steering Committee.

- Building on the exemplary efforts of PBIG countries and organisations so far to facilitate transparent consultations and agreement on the Steering Committee nominations, the WP-EFF invited these actors to successfully bring their nomination process to a close and convey their nominations to the joint OECD-UNDP support team by end of July 2012.

41. To operationalise the agreed indicators of progress, the joint OECD/UNDP support team was tasked with refining the definitions and criteria underpinning the proposed approach to measurement, particularly for indicators which do not draw on existing methodologies (see annex to the PBIG proposal). In doing so, the joint support team was encouraged to work in an open and transparent way, drawing on the expertise of others who have expressed a willingness to contribute to the process. This work should be brought to a close by the end of the year and presented to the Steering Committee.
42. In closing the meeting, the Chair offered his personal perspectives on the achievements that the WP-EFF has supported in the last seven years. In particular, he noted the important progress made in ensuring the active and equal participation of developing countries in international work on effectiveness, and pointed to the need for further efforts to sustain the momentum generated in Busan. He also pointed to the opportunities and challenges presented by an evolving development landscape, and stressed the importance of communication as a foundation for the work of the Global Partnership. The Chair thanked all WP-EFF participants, Vice Chairs, bureau members, former co-chairs and the secretariat staff for their dedication and professionalism over the course of his chairmanship of the WP-EFF.

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ANNEX A – LIST OF PARTICIPANTS

Chair of the Working Party on Aid Effectiveness

Mr. Talaat ABDEL-MALEK
Economic Advisor to the Minister and Chair of the Working Party on Aid Effectiveness
Ministry of International Co-operation
9, Mohamed Fahmy El-Said Str.
Garden City
Cairo
Egypt
+20 2 27 927 158
+20 2 27 923 944
malek00@gmail.com

Vice Chairs of the Working Party on Aid Effectiveness

Ms. Enna PARK
Director-General
Development Cooperation
Ministry of Foreign Affairs and Trade
Seoul
Korea, Republic of
+02 2100 0170
+02 2100 0110
epark85@mofat.go.kr
ennapark@gmail.com

Ms. Alma KANANI
Advisor
Aid Effectiveness, Operations Policy and Country Services
The World Bank
Akanani@worldbank.org

Representing the DAC Chair

Ms. Ana Paula FERNANDES
Counsellor
Permanent Delegation
10 bis, rue Edouard Fournier
75016 Paris
France
+33 (1) 45 03 34 61
+33 (1) 45 03 22 03
ana.fernandes@ocde-portugal.com

UNDP/UNDG

Ms. Sigrid KAAG
Assistant Secretary-General
Bureau for External Relations and Advocacy
UNDP
One United Nations Plaza
First Avenue
10017 New York
United States
1-212-906-5512
1-212-906-5307
Sigrid.Kaag@undp.org
Participants

ACP  
M. Bagnénou LAMIEN  
Macroeconomie, finances et appui budgétaire  
ACP  
Allée de la minerva 5  
Brussels  
Belgium  
+32-2-743 06 32  
lamien@acp.int

African Development Bank (AfDB)  
Mr. Samer HACHEM  
Aid Effectiveness Specialist  
Temporary Relocation Agency  
African Development Bank Group (AFDB)  
15 Avenue du Ghana  
PO Box 323  
1002 Tunis Belvedere  
Tunis  
Tunisia  
+216 71 10 33 24  
s.hachem@afdb.org

African Development Bank (AfDB)  
Mr. Olivier SHINGIRO  
African Development Bank  
Rwanda  
o.shingiro@afdb.org  
+21625777392

African Union Commission (AUC)  
Dr. Maxwell MKWEZALAMBA  
Commissioner for Economic Affairs  
African Union Commission (AUC)  
P O Box 3243  
Addis Ababa  
Ethiopia  
+251 11 551 3569  
+251 11 551 5857  
MkwezalambaM@africa-union.org

African Union Commission (AUC)  
Mrs. Victoria EGBETAYO  
Policy Officer, Regional Integration and Economic Cooperation Division, Economic Affairs Department  
African Union (AU) Commission  
+25191020491  
egbetayov@africa-union.org

Asian Development Bank (ADB)  
Mr. Indu BHUSHAN  
Deputy Director General  
Strategy & Policy Department  
Asian Development Bank (ADB)  
6 ADB Avenue  
Mandaluyong City  
1550 Manila  
Philippines  
+ (632) 632-5398  
+63 999 999 5398  
ibhushan@adb.org

Asian Development Bank (ADB)  
Mme Manju SENAPATY  
Lead Planning and Policy Specialist  
(Development Effectiveness and Partnerships)  
Strategy and Policy Department  
Asian Development Bank  
6 ADB Avenue  
Mandaluyong City  
1550 Manila  
Philippines  
+ 632 632 6987  
+ 63 917 888 6987  
msenapaty@adb.org
Asian Development Bank (ADB)
Ms. Divya MATHEW
Planning and Policy Specialist
Strategy and Policy Department
Asian Development Bank (ADB)
+632 683 1529
dmathew@adb.org

Association of European Parlementarians with Africa
Honourable David CHIDGEY
Member of Parliament, UK
Council Member
AWEPA
CHIDGEYD@parliament.uk

Association of European Parlementarians with Africa
Dr Jeff Balch
AWEPA Director
+61 2 6178 4421
j.balch@awepa.org

Australia
Ms. Deborah FULTON
Counsellor (Development Cooperation)
Permanent Delegation
4, rue Jean Rey
75724 Cedex 15 Paris
France
+33 1 40 59 33 46
+33 1 40 59 33 67
deborah.fulton@dfat.gov.au

Australia
Ms. Rebecca BRYANT
Assistant Director General
Development Policy and Gender
Australian Agency for International Development
Canberra
+61 2 6178 4421
Rebecca.Bryant@ausaid.gov.au

Australia
Ms. Kathleen BURKE
Policy Officer
Australian Delegation to the OECD
kathleen.burke@ausaid.gov.au

Austria
Ms. Anita WEISS-GAENGER
Counsellor and Delegate to the DAC
Development Cooperation Policy and Evaluation
Federal Ministry for European and International Affairs
Minoritenplatz 8
1014 Vienna
Austria
+43 501150-4553
+43 501159-4553
anita.weiss-gaenger@bmeia.gv.at

Bangladesh
M. Monowar AHMED
Joint Secretary, JCS Coordination Officer
Aid Effectiveness Unit, Economic Relations Division
Ministry of Finance
Economic Relations Division
Sher-e-Bangla Nagar
1207 Dhaka
Bangladesh
+8801711522543
+8802 8113088
ahmedmonowar@hotmail.com
Belgium
Mr. Martinus DESMET
Conseiller Coopération Internationale -
Délégué au CAD
Permanent Delegation
14, rue Octave Feuillet
75116 Paris
France
+33 1 56 75 34 53
+33 1 56 75 34 70
Martinus.Desmet@diplobel.fed.be

Belgium
Mme Isabelle WITTOEK
Attaché de la Coopération Internationale
Délégation Permanente
14, rue Octave Feuillet
75016 Paris
France
+33 1 56 75 34 61
+33 1 56 75 34 70
isabelle.wittoek@diplobel.fed.be

Better Aid-Civil Society Organisations
Mr. Antonio TUJAN
International Director IBON; Co-chair
BetterAid
2nd Floor IBON Center
114 Timog Avenue
1103 Quezon City
Philippines
+63 2 927 6974
+63 2 927 6981
atujan@ibon.org

Better Aid-Civil Society Organisations
Mr. Gregory ADAMS
Director of Aid Effectiveness
Oxfam America
1100 15th St NW, Suite 600
20005
United States
gadams@oxfamamerica.org

Better Aid-Civil Society Organisations
Dr. Emmanuel AKWETEY
Executive Director
Institute for Democratic Governance (IDEG)
No 10 Palm Street, East Legon
PO Box CT 5767
Cantonments
Accra
Ghana
+233 (0)302 50 64 66
+233 21 51 80 18
eakwetey@ideg.org

Better Aid-Civil Society Organisations
Ms. Amy BARTLETT
Global Coordinator
Open Forum for CSO Development Effectiveness
Brussels
Belgium
Amy.BARTLETT@concordeurope.org

Better Aid-Civil Society Organisations
Mr. Netsanet BELAY
Civicus
netsanet.belay@civicus.org

Better Aid-Civil Society Organisations
Ms. Reileen Joy DULAY
BACG Coordinator
Better Aid
c/o Ibon Foundation 114 Timog Ave. Diliman
1103 Quezon City
Philippines
+6329277060
secretariat@betteraid.org
Better Aid-Civil Society Organisations

Mr. Craig FAGAN
Senior Policy Coordinator
Policy and Research
Better Aid (Transparency International)
Schwedter Strasse 264
10119 Berlin
Germany
+49-30-34 38 20-678
+49-30-34 70 39-12
cfagan@transparency.org

Mr. Richard SSEWAKIRYANGA
Executive Director
Uganda National NGO Forum
Plot 25, Muyenga Tank Hill Road
P O Box 4634
Kampala
Uganda
+256 414 510 272
+256 312 260 372
R.Ssewakiryanga@ngoforum.or.ug

Mr. Brian TOMLINSON

Mr. Joy Raj Eric TUDU
Development Policy and Practice
ACT Alliance
"SHANTINIKETAN"
DELATOLI, KOKAR
834009 RANCHI
India
+91-651-2461680
joytudu@gmail.com

Mr. Luca DE FRAIA
ActionAid
via Broggi 19/a, Milan
20129 Milan
Italy
luca.defraia@actionaid.org

Dr. Fanwell KENALA BOKOSI
Programmes
AFRODAD
Zimbabwe
fanwell@afrodad.co.zw

Ms. Eleanor MAERESERA
AFRODAD
simonds@tuac.org

Ms. Mayra MORO-COCO
Development Policy and Advocacy Manager
Policy and Advocacy Manager
Association for Women's Rights in Development (AWID)
+34 646 974 431
mmoro-coco@awid.org

Mr. Jeroen KWAKKENBOS
Policy and Advocacy Officer
European Network on Debt and Development (EURODAD)
+ 32 2 894 46 51
JeroenKwakkenbos@eurodad.org
<table>
<thead>
<tr>
<th>Better Aid-Civil Society Organisations</th>
<th>Name</th>
<th>Position</th>
<th>Contact Information</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Peter LANZET</td>
<td>Senior Policy Advisor</td>
<td>49 228 81 01 0, <a href="mailto:peter.lanzet@eed.de">peter.lanzet@eed.de</a></td>
</tr>
<tr>
<td></td>
<td>Anselmo Seonghoon LEE</td>
<td>Korea Civil Society Forum on International Development Cooperation (KoFID)</td>
<td><a href="mailto:alec7080@gmail.com">alec7080@gmail.com</a></td>
</tr>
<tr>
<td></td>
<td>Ms. Carolyn LONG</td>
<td>Director Global Partnerships</td>
<td><a href="mailto:clong@interaction.org">clong@interaction.org</a></td>
</tr>
<tr>
<td></td>
<td>Mr. Ahmed Swapan MAHMUD</td>
<td>Executive Director</td>
<td>+88-02-8158688, <a href="mailto:ahmed.swapan@gmail.com">ahmed.swapan@gmail.com</a></td>
</tr>
<tr>
<td></td>
<td>Mr. Vitalice MEJA</td>
<td>Co-ordinator Reality of Aid Africa Network</td>
<td><a href="mailto:roafrica-secretariat@realityofaid.org">roafrica-secretariat@realityofaid.org</a></td>
</tr>
<tr>
<td></td>
<td>Ms. Roselynn MUSA</td>
<td>Advocacy, Information and Documentation</td>
<td>+23321521275, <a href="mailto:musarose_ng@yahoo.com">musarose_ng@yahoo.com</a></td>
</tr>
<tr>
<td></td>
<td>Ms. Su-jung NAM</td>
<td>Korea Civil Society Forum on International Development Cooperation (KoFID)</td>
<td><a href="mailto:sujung.nam@gmail.com">sujung.nam@gmail.com</a></td>
</tr>
<tr>
<td></td>
<td>Ms. Gaele NICODEME</td>
<td>Finance Coordinator Taxation and Customs Union</td>
<td><a href="mailto:Gaele.NICODEME@concordeurope.org">Gaele.NICODEME@concordeurope.org</a></td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>Organisation</th>
<th>Name</th>
<th>Contact Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>Better Aid-Civil Society Organisations</td>
<td>Ms. Pauliina SAARES</td>
<td><a href="mailto:pauliina.saares@kepa.fi">pauliina.saares@kepa.fi</a></td>
</tr>
<tr>
<td></td>
<td>CONCORD</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Töölintorinkatu 2 A</td>
<td></td>
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<tr>
<td></td>
<td>00250 Helsinki</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Finland</td>
<td></td>
</tr>
<tr>
<td>Better Aid-Civil Society Organisations</td>
<td>Ms. NILDA BULLAIN</td>
<td>+3613186923</td>
</tr>
<tr>
<td></td>
<td>Executive Director</td>
<td>+3612661479</td>
</tr>
<tr>
<td></td>
<td>European Center for Not-for-Profit Law</td>
<td><a href="mailto:nilda@ecnl.org.hu">nilda@ecnl.org.hu</a></td>
</tr>
<tr>
<td></td>
<td>Apaczai Csere Janus u. 17.</td>
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<tr>
<td></td>
<td>1052 Budapest</td>
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<tr>
<td>Better Aid-Civil Society Organisations</td>
<td>Seong HA EUN</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Good Neighbours International</td>
<td><a href="mailto:ppanggi@yahoo.com">ppanggi@yahoo.com</a></td>
</tr>
<tr>
<td>Better Aid-Civil Society Organisations</td>
<td>Dr. Roberto Estrella PINAUIN</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Programme Development Manager; Interim Project Manager for BetterAid</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Better Aid (IBON International)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>IBON Center, 114 Timog Avenue</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1103 Quezon City</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Philippines</td>
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<tr>
<td>Better Aid-Civil Society Organisations</td>
<td>Gideon RABINOWITCH</td>
<td></td>
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<td>Better Aid</td>
<td></td>
</tr>
<tr>
<td></td>
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<td></td>
<td>33-39 Bowling Green Lane</td>
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<tr>
<td></td>
<td>EC1R 0BJ London</td>
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<tr>
<td>Better Aid-Civil Society Organisations</td>
<td>Mr. Fraser REILLY-KING</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Policy Analyst</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Canadian Council for International Co-operation</td>
<td></td>
</tr>
<tr>
<td></td>
<td>450 Rideau Street, Suite 200</td>
<td></td>
</tr>
<tr>
<td></td>
<td>K1N 5Z4 Ottawa</td>
<td></td>
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<tr>
<td></td>
<td>Canada</td>
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<tr>
<td>Better Aid-Civil Society Organisations</td>
<td>Mr Stefan Tromel</td>
<td></td>
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<tr>
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<td>International Disability Alliance</td>
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<tr>
<td>Better Aid-Civil Society Organisations</td>
<td>Nicolas Bach</td>
<td></td>
</tr>
<tr>
<td></td>
<td>International Disability Alliance</td>
<td></td>
</tr>
<tr>
<td>Better Aid (CIVICUS)</td>
<td>Mr. Henri VALOT</td>
<td>+27 11 833 5959</td>
</tr>
<tr>
<td></td>
<td>Policy Advisor</td>
<td>+27 11 833 7997</td>
</tr>
<tr>
<td></td>
<td>Better Aid (CIVICUS)</td>
<td><a href="mailto:henri.valot@civicus.org">henri.valot@civicus.org</a></td>
</tr>
<tr>
<td></td>
<td>P O Box 933</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Southdale</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Johannesburg</td>
<td></td>
</tr>
<tr>
<td></td>
<td>South Africa</td>
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</tr>
</tbody>
</table>
Bolivia
Mr. Jaime GARRON
Chief, Financing Negotiations Unit
Ministry of Development Planning
Palacio de Comunicaciones ??? Piso 11
La Paz
Bolivia
jaime.garron@vipfe.gob.bo

Brazil
Mr. Ricardo GUERRA DE ARAÚJO
Minister Counsellor
Head of OECD Liaison Office
Embassy of Brazil in France
34, Cours Albert 1er
75008 Paris
France
+33 1 45 61 63 54
+33 1 42 89 03 45
ocde@bresil.org

Bulgaria
Ms. Elisaveta SIMEONOVA
Ministry of Foreign Affairs
Elisaveta.SIMEONOVA@mfa.bg

Burkina Faso
M. FELIX-MARIE YAMEOGO
Secretariat Technique d'appui a la troika des Partenaires Techniques et Financiers
Programme des Nations Unies pour le Developpement
770, Avenue Dr K’wame N’krumah
Ouagadougou
Burkina Faso
+226 76 61 65 54
fm.yameogo@gmail.com

Burkina Faso
Mlle Maimoura Ouegraogo
Stagiare
maourmisio@hotmail.fr

Business and Industry Advisory Committee (BIAC)
Mr. Jonathan GREENHILL
Policy Manager
BIAC
13-15 Chaussée de la Muette
75016 Paris
France
+(33-1) 42 30 09 68
+ 33 (1) 42 88 78 38
greenhill@biac.org

Business and Industry Advisory Committee (BIAC)
M. Roger FISZELSON
Délégué Général
Commission Europe International / SEFI
Commission Europe Internationale/SEFI/Fédération Nationale de Travaux Publics
9, rue de Berri
75008 Paris
France
+33 1 44 13 37 10
33 1 01 44 13 37 14
fiszelsonr@fntp.fr

Cambodia
Mr. Heng CHOU
Director
Cambodian Rehabilitation and Development Board
Council for Development of Cambodia,
Government Palace Main Building Room 6
Sisowath Quay, Wat Phnom
Phnom Penh
Cambodia
+855 23 992357
chou.heng@crdb.gov.kh
Cambodia
Mr. Im SOUR
Cambodian Rehabilitation and Development Board
Council for Development of Cambodia,
Government Palace Main Building Room 6
Sisowath Quay, Wat Phnom
Phnom Penh
Cambodia
+85512818836
im.sour@crdb.gov.kh

Cambodia
Mr. Chhieng YANARA
Secretary General
Cambodian Rehabilitation and Development Board (CRDB)
Government Palace
Sisowat Quay, Wat Phnom
Phnom Penh
Cambodia
+855 (12) 812 301
+855 (23) 360 636
chhieng.yanara@crdb.gov.kh

Cameroon
Jean NZIE NZIE
Special Duties Advisor
Economic, Programs, Budget and Finance Division
Prime Minister’s Office
Cameroon
+237 22 22 04 91
jean_nzie_nzie@yahoo.com

Cameroon
Mr. Dieudonne TAKOUO
Head of Paris Declaration Follow-up Unit, and Director of the North-South Cooperation and Multilateral Organisations Declaration Implementation Follow-up Unit
Ministry of Economy, Planning and Regional Development
P.O.Box 2163
Yaounde
Cameroon
+237 99 94 42 79
dieudonnetakouo@yahoo.fr

Canada
Mr. David USHER
Minister Counsellor / Deputy Permanent Representative
Permanent Delegation
15bis, rue de Franqueville
75116 Paris
France
+33 1 44 43 20 25
+41.22.919.9290
david.usher@international.gc.ca

Canada
Ms. Karen GARNER
First Secretary (Development)
Permanent Delegation
15 bis, rue de Franqueville
75116 Paris
France
+33 1 44 43 20 27
+33 1 44 43 20 99
karen.garner@international.gc.ca
Canada

Dr. Jennifer LALONDE
Senior Analyst
Strategic Policy and Performance Branch
Canadian International Development Agency (CIDA)
Strategic Planning and Performance Reporting Direct
200 Promenade du Portage
K1A 0G4 Gatineau
Canada

CARICOM

Mr. Keith GORDON
Advisor
Resource Mobilisation and Technical Assistance (RMTA) CARICOM
4 Atlantic Gardens
Montrose
East Coast Demerara
Guyana

CDDE

Mr. Thomas BELOE
Asia Pacific Capacity Development for Development Effectiveness (CDDE)
CDDE
Regional Centre in Bangkok
United Nations Service Building, 3rd floor
Rajdamnern Nok Avenue
Bangkok

Center for International Private Enterprise (CIPE)

Dr. John D. SULLIVAN
Executive Director
Center for International Private Enterprise
1155 15th St., NW, Suite 700
20005 Washington
United States

Chile

Ms. Carmen DOMINGUEZ
Deputy Permanent Representative
Permanent Delegation
3 rue Alberic Magnard
75116 Paris
France

Chile

Mr. Marco FERNANDEZ ULLOA
departamento de politica y planificacion agencia de cooperacion internacional de chile
teatinos 180 piso 8
Santiago
Chile
COLAS

M. Michel DEMARRE
Conseiller du Président pour les Affaires Internationales
Colas SA
7 place René Clair
Boulogne-Billancourt
France
(01) 47 61 73 96
demarre@siege.colas.fr

Colombia

Mr. Jorge Mario ECHEVERRY
Commercial Attaché
Embassy of Colombia in Paris
22 rue de l’Élysée
75008 Paris
France
+33 1 42 65 46 08
jmecheverry@amb-colombie.fr

Colombia

Ms. Claudia FLOREZ
Second Secretary of Foreign Affairs
Embassy of Colombia
22, Rue de L’Élysée
75008 Paris
France
+33-1-42654608
cflorez@amb-colombie.fr

Colombia

Ms. Juanita OLARTE SUESCUN
Advisor to the General Director
Colombian Presidential Agency of International Cooperation
Colombia
+57 16012424
juanitaolarte@apccolombia.gov.co

COMESA

Dr. Khutula SIBANDA
Advisor – EU – IRCC – COMESA
COMESA
Iben Bela Road
P.O. Box 30051
Lusaka, Zambia
+260 211229725
ksibanda@comesa.int

Commonwealth Secretariat

Samantha ATTRIDGE
Head, International Finance and Capital Markets
Commonwealth Secretariat
Marlborough House
Pall Mall
SW1Y 5HX London
United Kingdom
+ 44 758 788 15 05
s.attridge@commonwealth.int

Commonwealth Secretariat

Mr. Travis MITCHELL
Economic Advisor

+44 2077476302
t.mitchell@commonwealth.int

Czech Republic

Mr. Petr JANOUSEK
Second Secretary
Permanent Delegation
40, rue de Boulangervilliers
75016 Paris
France
+33 1 46 47 29 31
petr_janousek@mzv.cz
Czech Republic
M. Michal SUPITA
stagiaire
Intern-Stagiaire
Permanent Delegation of the Czech Republic to the OECD
40, RUE DE BOULAINVILLIERS
75006 PARIS
France

+33 1 46 47 29 57
msupita@gmail.com

Denmark
Mr. Frode NEERGAARD
Deputy Permanent Representative
Permanent Delegation
77, Avenue Marceau
75116 Paris
France

+33 1 44 31 21 54
+33 1 44 31 21 66
fronee@um.dk

Denmark
Ms. Christina HANSEN
Intern - Stagiaire
DAC
Permanent Delegation of Denmark to the OECD
77, AVENUE MARCEAU
75116 Paris
France

+33 1 44 31 21 58
chrhan@um.dk

Denmark
Ms. Einar HEOBOGÅRD JENSEN
Head of Department
Humanitarian Action, Development Policy and Civil Society

+45 33 921 424
einjen@um.dk

Denmark
Anna NILSSON
Head of Section
HUMANITARIAN ACTION, DEVELOPMENT POLICY AND CIVIL SOCIETY (HUC)
Ministry of Foreign Affairs
Asiatisk Plads 2
DK-1448 Copenhagen K
Denmark

+33 1 44 05 31 64
+33 1 44 05 31 79
annnil@um.dk
giovanni.mastrogiacomo@ec.europa.eu

EU
Mr. Giovanni MASTROGIACOMO
EU DAC Delegate
Permanent Delegation
12 avenue d'Eylau
75116 Paris
France

+32 (0)228 13173
Alex.GERBRANDIJ@eeas.europa.eu
<table>
<thead>
<tr>
<th>Country</th>
<th>Name</th>
<th>Position</th>
<th>Contact Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>EU</td>
<td>Mr. Vincent GRIMAUD</td>
<td>Head of Unit Aid and Development Effectiveness and Financing European Commission</td>
<td>+322 296 33 20 <a href="mailto:Vincent.GRIMAUD@ec.europa.eu">Vincent.GRIMAUD@ec.europa.eu</a></td>
</tr>
<tr>
<td>EU</td>
<td>Ms. Kristiina KUVAJA</td>
<td>National Seconded Expert in the EU Commission Aid Effectiveness Team European Commission</td>
<td><a href="mailto:kristiina.kuvaja@ec.europa.eu">kristiina.kuvaja@ec.europa.eu</a></td>
</tr>
<tr>
<td>EU</td>
<td>Mr. Timo WILKKI</td>
<td>A3 - Coherence of EU Policies for Development, EU Aid Effectiveness DG Development RUE DE LA SCIENCE 15 1049 Bruxelles Belgium</td>
<td>+322 2996381 <a href="mailto:Timo.Wilkki@ec.europa.eu">Timo.Wilkki@ec.europa.eu</a></td>
</tr>
<tr>
<td>European Bank for Reconstruction and Development (EBRD)</td>
<td>Ms. Mandeep BAINS</td>
<td>Senior Manager, Official Cofinancing Unit European Bank for Reconstruction and Development (EBRD) 1, EXCHANGE SQUARE EC2A 2JN London United Kingdom</td>
<td>+4420773386366 <a href="mailto:bainsm@ebrd.com">bainsm@ebrd.com</a></td>
</tr>
<tr>
<td>European Bank for Reconstruction and Development (EBRD)</td>
<td>Mr. Alexander BURR</td>
<td>EBRD United Kingdom</td>
<td><a href="mailto:BurrA@ebrd.com">BurrA@ebrd.com</a></td>
</tr>
<tr>
<td>Finland</td>
<td>Mr. Pekka HUKKA</td>
<td>Minister Counsellor, Deputy Permanent Representative (until 31.8.2012) Permanent Delegation 6 rue de Franqueville 75116 Paris France</td>
<td>+33 1 45 24 71 71 +33 1 45 20 63 04 <a href="mailto:pekka.hukka@formin.fi">pekka.hukka@formin.fi</a></td>
</tr>
<tr>
<td>Finland</td>
<td>Ms. Lotta KARLSSON</td>
<td>First Secretary Permanent Delegation 6, RUE DE FRANQUEVILLE 75116 Paris France</td>
<td>+33 1 45 24 71 48 +33 1 45 20 63 04 <a href="mailto:lotta.karlsson@formin.fi">lotta.karlsson@formin.fi</a></td>
</tr>
</tbody>
</table>
Finland
Mr. Timo OLKKONEN
Director
Department for International Development Cooperation
Ministry for Foreign Affairs
Unit for General Development Policy and Planning
P.O. BOX 511
00023 GOVERNMENT
Finland
+358-9 160 56283
timo.olkkonen@formin.fi

Finland
Mr. Juha VUORENKOSKI
Ministry for Foreign Affairs
P.O. BOX 176
00023 GOVERNMENT
Finland
+358-9-160 05
+358 503 1121 79
juha.vuorenkoski@formin.fi

FOGAR
Mr. Carls LLORENS
General Director for Development Cooperation of the Government of Catalonia
FOGAR
secretariat@regionsunies-fogar.org

FOGAR
Ms. Lupe MORENO ITURRIAGA
Head of Multilateral Affairs
Catalunya Secretariat for External Affairs
lmorenoi@gencat.cat

Former WP-EFF Co-chair
M. Bert KOENDERS
Special Representative of the UN Secretary-General in Côte d'Ivoire
Schellingwouderdijk 151
1023 Amsterdam
Netherlands
+31652098005
bertk@live.nl

Former WP-EFF Co-chair
Mr. Jan CEDERGREN
cedergrenjan@gmail.com

France
M. Jean-Christophe DONNELLIER
Ministre-Conseiller
Service Economique
Délégation Permanente
5, Rue Oswaldo Cruz
75016 Paris
France
+33 1 43 17 57 72
+33 01 43 17 57 60
jean-christophe.donnellier@dgtresor.gouv.fr

France
Mme Nathalie BROADHURST
Sous-directeur de stratégie de développement Direction générale de la Mondialisation ECODEV
Ministère des Affaires étrangères et européennes
Sous-Direction des Stratégies du développement -DG
27 rue de la Convention
75732 Paris
France
+33(1)43178112
+33(1)43177393
nathalie.broadhurst@diplomatie.gouv.fr
France
M. Armand RIOUST DE LARGENTAYE
Chargé de Mission
PSP/APR
Agence française de développement
5 rue Roland Barthes
Paris
France
+33 (1) 53 44 30 13
rioustdelargentayea@afd.fr

France
M. Etienne ROLLAND-PIEGUE
Directeur Adjoint de l'économie mondiale et des stratégies de développement
Direction générale de la mondialisation, du développement et des partenariats
Ministère des Affaires étrangères
27, rue de la Convention
75015 Paris
France
+33 1 43 17 44 40
etienne.rolland-piegue@diplomatie.gouv.fr

France
M. Ludovic SIGNARBIEUX
Autre
Ministry of Foreign and European Affairs
3, rue Crespin du Gast
75011 PARIS
France
+33 (0) 6 20 15 65 28
ludovic.signarbieux@diplomatie.gouv.fr

France
Mme Linda ZANFINI-MAGNE
Rédacteur efficacité de l'aide et suivi de CAD à l'OCDE
Direction de l'Economie Globale et des Stratégies
Ministère des Affaires Etrangères et Européennes
Pôle pilotage stratégie, cohérence et efficacité d
27, rue de la Convention
75015 Paris
France
+33 (1) 01 43 17 61 97
linda.zanfini@diplomatie.gouv.fr

G7+
Mme Francesca BOMBOKO
Coordonnatrice de l'Observatoire Congolais de la Pauvreté et des Inégalités
Ministère du Plan
480 avenue kasai
Kinshasa
Congo, the Democratic Republic of the
+243814048086
+243819956375
Berci65@yahoo.fr

G7+
Mr. Helder DA COSTA
National Co-ordinator, International Secretariat of g7+
Aid Effectiveness Directorate
Ministry of Finance
Kobe House
Palacio do Governo
Dili
East Timor
+ 670 331 0128
+670 799 7727
hdacosta@mof.gov.tl
<table>
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<th>Address</th>
<th>Phone Numbers</th>
<th>Email Addresses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Germany</td>
<td>Ms. Martina METZ</td>
<td>Head of Division</td>
<td>Effectiveness of Development Cooperation</td>
<td>Adenauerallee 139-141 53113 Bonn Germany</td>
<td>+49-1888-535-3880 +49-1888-10-535-3880</td>
<td><a href="mailto:Martina.Metz@bmz.bund.de">Martina.Metz@bmz.bund.de</a></td>
</tr>
<tr>
<td>Germany</td>
<td>Mr. Reiner FORSTER</td>
<td>Senior Policy Adviser</td>
<td>Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH</td>
<td>Postfach 51 80 65762 Eschborn Germany</td>
<td>+49-6196-79-1790 +49-6196-79-801790</td>
<td><a href="mailto:Reiner.Forster@giz.de">Reiner.Forster@giz.de</a></td>
</tr>
<tr>
<td>Germany</td>
<td>Ms. Katja GRUNOW</td>
<td>Federal Ministry for Economic Co-operation and Development</td>
<td>Stresemannstr. 94 10963 Berlin Germany</td>
<td></td>
<td>+49 30 18 535 2955 +49 30 18 535 2395</td>
<td><a href="mailto:Katja.Grunow@bmz.bund.de">Katja.Grunow@bmz.bund.de</a></td>
</tr>
<tr>
<td>Ghana</td>
<td>Ms. Mary-Anne ADDO</td>
<td>Director ERM-Multilateral</td>
<td>Ministry of Finance and Economic Planning</td>
<td>PO Box MB 40 Accra Ghana</td>
<td>+233 (30-2) 663304 +233 (30-2) 669475</td>
<td><a href="mailto:M-AAddo@mofep.gov.gh">M-AAddo@mofep.gov.gh</a></td>
</tr>
<tr>
<td>Ghana</td>
<td>Mr. Samuel AGGREY</td>
<td>Economic Officer</td>
<td>Ministry of Finance and Economic Planning</td>
<td>PO Box MB 40 Accra Ghana</td>
<td></td>
<td><a href="mailto:saggrey@mofep.gov.gh">saggrey@mofep.gov.gh</a></td>
</tr>
<tr>
<td>Greece</td>
<td>Ms. Vasiliki MANAVI</td>
<td>First Secretary</td>
<td>Permanent Delegation</td>
<td>15, Villa Saïd 75116 Paris France</td>
<td>+33 1 45 02 2414 +33 1 45 00 71 55</td>
<td><a href="mailto:v.manavi@greece-oecd.org">v.manavi@greece-oecd.org</a></td>
</tr>
<tr>
<td>Honduras</td>
<td>Mrs. Karoline PACHECO</td>
<td>Vice-Minister</td>
<td>SEPLAN</td>
<td>Centro civico gubernamental Tegucigalpa Honduras</td>
<td>50422307000</td>
<td><a href="mailto:Kpacheco@seplan.gob.hn">Kpacheco@seplan.gob.hn</a></td>
</tr>
</tbody>
</table>
Honduras
Ms. Lidia FROMM CEA
Director General for Co-operation
Secretaría Técnica de Planificación y Cooperación Externa
Ministry of Planning and Co-operation
Centro Cívico Gubernamental-Contiguo a Chiminike, Boulevard Fuerzas Armadas, Tegucigalpa, Honduras
+504 2230 7000
+504 2230 5268
lfromm@spg.gob.hn

Hungary
Ms. Emese BORZA
Counsellor
Permanent Delegation
140, avenue Victor Hugo
75116 Paris, France
+33 1 53656500
+33 1 47558060
eborza@mfa.gov.hu

IFAD
Mr. Brian BALDWIN
Senior Operations, Management Advisor
Programme Management Department
IFAD
IFAD Via Paolo di Dono 44
00142 Rome, Italy
+39 06 5459 2377
b.baldwin@ifad.org

IFRC
Ms. Joy MULLER
Coordinator, International representation & cooperation
International Federation of Red Cross and Red Crescent Societies
17, chemin des Crêts
Geneva, Switzerland
+41 22 730 4282
+41 22 733 0395
joy.muller@ifrc.org

Inter-American Development Bank (IADB)
Tracy BETTS
Chief, Division of Strategic Monitoring
Office of Strategic Planning
Development Effectiveness
1300 New York Ave
Washington DC 20577
TRACYB@iadb.org

Inter-American Development Bank (IADB)
Ms. Alejandra FLEITAS
Financial Management Specialist
Operations, Financial Management and Procurement services
+1 202 623 1794
AFLEITAS@iadb.org

Inter-American Development Bank (IADB)
Ms. Susana SITJA
Lead Specialist
Office of Strategic Planning and Development Effectiveness
Inter-American Development Bank
+202 623 3805
SUSANASl@IADB.ORG
International Monetary Fund (IMF)
Ms. Michaela SCHRADE
Senior Communications Officer
IMF Offices in Europe
International Monetary Fund (IMF)
66 Avenue Iena
75116 Paris
France

Inter-Parliamentary Union
Mr. Martin CHUNGONG
Director of Division of Programs, Co-Chair of Aid and Accountability Management Group
Inter-Parliamentary Union
Chemin du Pommier 5
Switzerland
1218 Grand Saconnex
Geneva
Switzerland

IRCC
Mr. Vikramdityasing BISSOONAUTHSING
Inter-Regional Coordinating committee (IRCC)
IRCC Office - COMESA
COMESA CEntre - Ben Bella Road
LUSAKA
Zambia

IRCC
Mr. Steve MACHAGE
Chef de Cabinet, EAC
IRCC

IRCC
Ms. Sophie MUHIMPUNDU
IRCC

IRCC
Dr. Richard SEZIBERA
Secretary General of the East African Community, Chair of the Inter-Regional Coordinating Committee (IRCC)
IRCC
EAC Secretariat
AICC Building
5th Floor – Kilimanjaro Wing
P.O. BOX 1096
Arusha
Tanzania, United Republic of

IRCC
Mr. Erik VANOVERSTRAETEN
IRCC

IRCC
Mr. Eric NJAGU
IRCC

IRCC
Mr. James NJAGU
Representing EAC
IRCC

+33 (1) 40 69 30 82
mschrader@imf.org

+41 22 919 4130
+41 22 919 4160
mch@mail.ipu.org

+260974045298
coordinator.ircc@gmail.com

machage@eachq.org

coordinator.ircc@gmail.com

rsezibera@eac.org

+254 722 5280 64

IRCC
Yufnalis OKUBO
Representing IGAD
IRCC
+253 77 834 711
yufnalis.okubo@igad.int

Ireland
Mr. Niall MORRIS
Development Officer
Permanent Delegation
12 Avenue Foch
75116 Paris
France
+33 1 44 17 67 16
Niall.Morris@dfa.ie

Ireland
Mr. Paul SHERLOCK
Senior Development Specialist
Department of Foreign Affairs
Irish Aid
Riverstone House
23-27 Henry Street
Limerick
Ireland
+353 61 77 40 72
paul.sherlock@dfa.ie

Islamic Development Bank (IDB)
Mr. Waleed AHMAD ADDAS
Lead Operations Officer
Compliance & Development Effectiveness Division
Islamic Development Bank
P.O. Box 5925
21432 Jeddah
Saudi Arabia
WAddas@isdb.org

Israel
Ms. Danielle ABRAHAM
MASHAV
Ministry of Foreign Affairs
Yitzhak Rabin 9
91999 Jerusalem
Israel
+972 25 303 962
danielle.abraham@mfa.gov.il

Israel
Mr Avi Cohen

Israel
Ronit GABRIEL
adv2@oce.mfa.gov.il

Italy
Mr. Stefano NICOLETTI
First Counsellor, DAC Delegate
Permanent Delegation
73, Rue de Grenelle
75007 Paris
France
+33 1 44 39 21 50
+33 1 42 84 08 59
stefano.nicoletti@esteri.it

Italy
Mr. David CARDILLO
Trainee
PERMANENT DELEGATION OF ITALY TO OECD
73 rue de Grenelle
75007 Paris
stagista5.oce@esteri.it
Italy Ms. Diletta SVAMPA
International Financial Relation Directorate
Department of the Treasury
Ministry of Economy and Finance
Roma, Italy
+39 06 47 613 413
diletta.svampa@tesoro.it

Italy Mr. Paolo VENIER
Head of the Policy and Statistical Office
Directorate General for Development Co-operation
Ministry of Foreign Affairs
Piazzale della Farnesina, 1
00164 Roma
+33 06 47 61 05 42
paolo.venier@esteri.it

Japan Ms Yukiko Okano
Counsellor
Permentant Delegation
11 Avenue Hoche
75008, Paris
+33 1 53 76 61 60
yukiko.okano@mofa.go.jp

Japan Mr Tatsuhiro Mitamura
First Secretary
Japanese delegation
11 Avenue Hoche
75008 Paris
+33 1 53 76 61 33
tatsuhiro.mitamura@mofa.go.jp

Japan Mme Yoko KAMADA
Policy Analyst
JICA France
JICA France Office
8, rue Ste. Anne
75001 Paris
France
+33 (0) 1 40 20 04 21
+33 (0) 1 40 20 97 68
Kamiya.Machiko@jica.go.jp

Japan Ms. Machiko KAMIYA
Senior Representative
JICA France
+(33) 140200421
Kamiya.Machiko@jica.go.jp

Korea, Republic of Ms. Sang Hee HONG
Second Secretary
Development Policy Division
Ministry of Foreign Affairs and Trade (MOFAT)
Seoul
Korea, Republic of
+822-2100-8339
+822-2100-8346
sahhong06@mofat.go.kr

Korea, Republic of Mr. Hyun Jung JUNG
First Secretary
Korean Mission to OECD
hyun2011@gmail.com

Korea, Republic of Mr. Hyun KEUN KIM
Assistant Manager
KOICA
hyun2011@gmail.com
Korea, Republic of
Ms. So Won KIM
Research Officer
Development Cooperation Division
Ministry of Strategy and Finance (MOSF)
+822-2150-7715
swkim@mosf.go.kr

Luxembourg
Mme Aurélie KLEIN
Attachée
Coopération au développement
Délégation Permanente
33, avenue Rapp
75007 Paris
+01 45 51 72 29
aurelie.klein@mae.etat.lu

Madagascar
Mr. Arison Rivo ANDRIATSITOAINA
Monitoring and Evaluation Specialist to the
Permanent Secretariat in charge of Aid Coordination
Office of the Prime Minister
Lot VT 29 Bis GL Ambohipo
ANTANANARIVO
Madagascar
00261331292092
arison_rivo@yahoo.fr

Madagascar
M. Emmanuel SOUBIRAN
UNDP Aid Coordination Specialist to the
Permanent Secretariat in charge of Aid Coordination
STPCA
UNDP
Lot VT 29 Bis GL Ambohipo
ANTANANARIVO
Madagascar
+261 34 11 25 441
emmanuel.soubiran@undp.org

Malawi
Mr. Twaib ALI
Assistant Director Debt and Aid Management
Ministry of Finance
P.O. Box 30049
Lilongwe 3
Malawi
+002651789355
+002651789173
tali@finance.gov.mw

Mali
M. Mamadou Amadou DEMBELE
President du SHA
Ministère de l’Economie et des Finances
Secretariat à l’Harominisation de l’Aide et du Budget
Quartier du Fleuve
Bamako
Mali
+223 73435902
+223 2022 5858
+223 20 23 23 47
dembelemamadou@ymail.com

Mali
M. Modibo M. MAKALOU
Coordinateur/Mission de Développement et Coopération
Development and Cooperation Initiative (DACI)
Présidence de la République
B.P.10
Koulouba
Mali
+223 763 747 00
+223 2023 0009
mmakalou@mdc.pr.ml
<table>
<thead>
<tr>
<th>Country</th>
<th>Name</th>
<th>Title</th>
<th>Address</th>
<th>Phone</th>
<th>Email</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mexico</td>
<td>Mr. Gerardo BRACHO</td>
<td>Deputy Director General of Cooperation Policy</td>
<td>Ministry of Foreign Affairs Plaza Juárez 20, Piso 7 Colonia Centro</td>
<td>+52 (55) 36 86 51 00</td>
<td><a href="mailto:gbracho@sre.gob.mx">gbracho@sre.gob.mx</a></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Delegación Cuauhtémoc 06010 Mexico City</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mexico</td>
<td>Mr. Aldo ALDAMA</td>
<td>Mexican Delegate to the DAC Development, Employment, Health and Social Affairs Permanent Delegation</td>
<td>8, RUE BERRI 75008 Paris</td>
<td>+33 1 56 59 29 21</td>
<td><a href="mailto:aaldama@delegamexocde.org">aaldama@delegamexocde.org</a></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>+33 1 45 63 03 63</td>
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</tr>
<tr>
<td>Mozambique</td>
<td>Mrs. Hanifa IBRAHIMO</td>
<td>National Coordinator</td>
<td>Ministry of Planning and Development</td>
<td></td>
<td><a href="mailto:Hanifa.ibrahimo@gmail.com">Hanifa.ibrahimo@gmail.com</a></td>
</tr>
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<td></td>
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<td></td>
<td></td>
<td></td>
<td><a href="mailto:hibrahimo@mpd.gov.mz">hibrahimo@mpd.gov.mz</a></td>
</tr>
<tr>
<td>Mozambique</td>
<td>Mr. Jose Antonio JUSTINO NHALUNGO</td>
<td>Deputy Director for Studies, Planning and Information of Foreign Affairs and Cooperation</td>
<td></td>
<td>+258 82 839 2008</td>
<td><a href="mailto:jose.nhalungo@minec.gov.mz">jose.nhalungo@minec.gov.mz</a></td>
</tr>
<tr>
<td>Myanmar</td>
<td>Daw Than Than Lin</td>
<td>Deputy Director General of the Foreign Economic Relations Department</td>
<td>Ministry of National Planning and Economic Development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>NEPAD Agency</td>
<td>Dr. Ibrahim Assane MAYAKI</td>
<td>Chief Executive Officer (CEO) NEPAD Planning and Coordination Agency</td>
<td>Block B, Gateway Park Corner Challenger &amp; Columbia Avenues Midridge Office Park Midrand South Africa</td>
<td>+27 11 256 3611</td>
<td><a href="mailto:Ibrahimassanem@nepad.org">Ibrahimassanem@nepad.org</a></td>
</tr>
<tr>
<td>NEPAD Agency</td>
<td>Ms. Florence NAZARE</td>
<td>Head, Capacity Development</td>
<td>NEPAD Planning and Coordination Agency Block B, Gateway Park, Midridge Office Park P.O. Box 1234, Halfway House, 1685 Midrand South Africa</td>
<td>+27 11 256 3632</td>
<td><a href="mailto:florenceN@nepad.org">florenceN@nepad.org</a></td>
</tr>
<tr>
<td>Nepal</td>
<td>Mr. Bhuban KARKI</td>
<td>Under Secretary</td>
<td>Ministry of Finance Kathmandu</td>
<td>+977 1 4211305</td>
<td><a href="mailto:bkarki@mof.gov.np">bkarki@mof.gov.np</a></td>
</tr>
<tr>
<td>Country</td>
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<td>Title</td>
<td>Organization</td>
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<tr>
<td>Netherlands</td>
<td>Ms. Leni BUISMAN</td>
<td>Coherence Division</td>
<td>Ministry of Foreign Affairs</td>
<td>Bezuidenhoutseweg 67, The Hague, Netherlands</td>
<td>+31 70 3487392, +31 70 3484093</td>
</tr>
<tr>
<td>Netherlands</td>
<td>Mr. Ton LANSINK</td>
<td>Effectiveness and Coherence Department</td>
<td>Ministry of Foreign Affairs</td>
<td>BEZUIDENHOUTSEWEG 67, PO BOX 20061, 2500 EB ’s-Gravenhage (The Hague), Netherlands</td>
<td>+31703486107</td>
</tr>
<tr>
<td>New Zealand</td>
<td>Ms. Jackie FRIZELLE</td>
<td>Director – Development Strategy and Effectiveness</td>
<td>International Development Group</td>
<td>New Zealand Ministry of Foreign Affairs and Trade, PO Box 18-901, 6011 Wellington, New Zealand</td>
<td>+644 439 8334</td>
</tr>
<tr>
<td>New Zealand</td>
<td>Mr. Roger CORNFORTH</td>
<td>Development Counsellor</td>
<td>International Development Group</td>
<td>Permanent Delegation, 7 ter, rue Léonard de Vinci, 75116 Paris, France</td>
<td>+33 1 45 01 43 17, +33 (1) 45 01 43 44</td>
</tr>
<tr>
<td>Norway</td>
<td>Mr. Inge Herman RYDLAND</td>
<td>Senior Advisor</td>
<td>Section for International Development Policy</td>
<td>Ministry of Foreign Affairs, Oslo, Norway</td>
<td>+47 22 24 0725, +47 22 24 38 43</td>
</tr>
<tr>
<td>Norway</td>
<td>Ms. Kari Hauge RIISØEN</td>
<td>Counsellor</td>
<td></td>
<td>2nd floor, 33, rue de Franqueville, 75116 Paris, France</td>
<td>+33 1 45 24 97 87, +33 1 45 20 08 82</td>
</tr>
<tr>
<td>Organisation Internationale de la Francophonie</td>
<td>Mlle. Laurence ARNOULD</td>
<td>Direction du Développement durable et de la Solidarité</td>
<td>Organisation Internationale de La Francophonie</td>
<td>19-21 avenue Bosquet, Paris, France</td>
<td><a href="mailto:arnouldl@francophonie.org">arnouldl@francophonie.org</a></td>
</tr>
</tbody>
</table>
Organisation Internationale de la Francophonie

Dr. Liliana PASECINIK
Adjoint du Représentant permanent de l’OIF auprès de l’UE
Représentation permanente auprès de l’UE
Organisation Internationale de la Francophonie
2. place Saintelette
1080 Bruxelles
Belgium

M. Pietro SICURO
Ambassadeur
Représentant permanent de la Francophonie auprès de l’Union européenne
Organisation internationale de la Francophonie (OIF)
Place Saintelette, 2
1080 Bruxelles
Belgium

Ms. Angele BONANE
Organisation Internationale de la Francophonie

Mr. Alfred SCHUSTER
Pacific Islands Forum Secretariat
Development Cooperation Advisor
Pacific Islands Forum Secretariat
Private Mail Bag
Suva
Fiji

Floyd LALA
Papua New Guinea
Assistant Secretary UN & Aid Effectiveness and UN Operational Focal Point, Foreign Aid
floyd_lala@planning.gov.pg

Ms. Ruhua CHEN
People’s Republic of China
First Secretary
Economic and Commercial Affairs
Embassy of the People’s Republic of China
21 rue de l’Amiral d’Estaing
75016 Paris
France

Mr. Yong LI
People’s Republic of China
Third Secretary
Economic and Commercial Affairs, The Economic and Commercial Counsellor's Office
Embassy of the People’s Republic of China
21, rue de l’Amiral d’Estaing
75116 Paris
France

Ms. Liliana del Carmen LA ROSA HUERTAS
Peru
Director of Management and International Negotiation
Agencia Peruana de Cooperación Internacional - APCI
Av. José Pardo 261, Miraflores
Lima
Peru
Peru
Mr José Rosas
Second Secretary
Embassy of Peru in France
perou.ambassade@amb-perou.fr

Philippines
Mr. Dennis SANTIAGO
Executive Director
Government Procurement Policy Board
dennis.s.santiago@gmail.com
Technical Support Office
+632 900 674144

Poland
Ms. Iwona KRZESZEWSKA
First Counsellor, Development, Cooperation
+33 1 56 28 58 87
Permanent Delegation
+33 (1) 56 28 94 66
136, rue de Longchamp
75116 Paris
France
iwona.krzeszewska@msz.gov.pl

Poland
Mr. Miroslaw BROILO
Head of Unit in Development Cooperation
Department
miroslaw.broilo@msz.gov.pl

Poland
Ms. Joanna LALAK
Department of Development Cooperation
joanna.lalak@msz.gov.pl
Ministry of Foreign Affairs
+48225238079
AL J CH SZUCHA 23
00-580 Warsaw
Poland

Poland
Mrs. Amelie MENUET
stagiaire
Poland Delegation
amelie.menuet@msz.gov.pl

Poland
Mr. Krzysztof OLENDZKI
Deputy Director of the Development
Cooperation Department
krzysztof.olendzki@msz.gov.pl
Ministry of Foreign Affairs

Portugal
Mr. Francisco ALMEIDA LEITE
Member of the Board of “Camões – Portuguese
Institute for Cooperation and Language
francisco.aleite@instituto-camoes.pt

Portugal
Ms. Paula PEREIRA
Expert
+351 (21) 317 67 00
European and Multilateral Affairs
+351 (21) 317 67 57
Portuguese Development Support Institute
(pad)
Av. da Liberdade, nº 192
1250 052 Lisbon
Portugal
paula.pereira@ipad.mne.gov.pt

Publish What You Fund
Dr. David HALL-MATTHEWS
Publish What You Fund
david.hall-matthews@publishwhatyoufund.org
Publish What You Fund
Liz STEELE
liz.steele@publishwhatyoufund.org

Publish What You Fund
Mr. Andrew CLARKE
Advocacy Manager
Andrew.clarke@publishwhatyoufund.org

Reality of Aid
Ms. Jennifer MALONZO
jmalonzo@realityofaid.org

Russia
M. Igor NOSKOV
Consellor
IG.NOS@wanadoo.fr

Rwanda
M. Ronald NKUSI
Director
ronald.nkusi@minecofin.gov.rw

Rwanda
Ms. Yuko SUZUKI
Development Management and Aid
255-22-211-2799
yuko.suzuki@undp.org

Slovakia
Mr. Matej DOSTAL
First Secretary, Economic & Development
+33 1 56 26 50 97
matej.dostal@mzv.sk

Slovakia
Ms. Marcela HANUSOVA
Third Secretary
+4212 5978 3822
marcela.hanusova@mzv.sk

Slovenia
Ms. Veronika BOSKOVIC POHAR
Deputy Permanent Representative
+33 1 44 96 50 74
Veronika.Boskovic-Pohar@gov.si

Spain
Mrs. Cristina LATORRE SANCHO
Représentant Permanent Adjoint
+33 1 44 43 30 04
+33 1 44 43 30 13
cristina.latorre@maec.es
Spain
Ms. Ana Maria GARABITO CEBRIAN
Attachée Spéciale auprès de l'ambassadeur
Délégation Permanente de l'Espagne auprès de
l'OCDE
22, avenue Marceau
75008 Paris
France
+33 1 44 43 30 24
+33 1 44 43 30 13
ana.garabito@maec.es

Sweden
Mrs. Christina HARTLER
Director General's Office
Swedish International Development Cooperation Agency (SIDA)
Valhallavägen 199
105 25 Stockholm
Sweden
+46 8 698 5000
+46 70 50 96 808 christina.hartler@sida.se

Sweden
Mr. Per-Ola MATTSSON
Deputy Director
Department for Management and Methods in Development Cooperation
Ministry for Foreign Affairs
Gustaf Adolfs torg 1
103 39 Stockholm
Sweden
+46 8 405 55 72
+46 8 723 11 92
per-ola.mattsson@foreign.ministry.se

Sweden
Ms. Johanna TEAGUE
Department for Management and Methods in Development Cooperation
Ministry for Foreign Affairs
S-103 39 Stockholm
Sweden
+46 70 618 84 83
johanna.teague@foreign.ministry.se

Sweden
Ms. Janet VÄHÄMÄKI
Advisor
Department for Aid Management
Ministry for Foreign Affairs
10339 Stockholm
Sweden
+41 31 324 92 72
martina.schwab@seco.admin.ch

Switzerland
Mrs. Martina SCHWAB
Responsible Programme OCDE/CAD
Département fédéral de l'économie
State Secretariat for Economic Affairs (SECO)
Economic Cooperation and Development, Evaluation a
Holzikofenweg 36
3003 Berne
Switzerland
+33 1 49 55 74 53
martina.schwab@seco.admin.ch

Switzerland
Mr. Philippe BESSON
Conseiller d'ambassade
Permanent Delegation
Délégation suisse près l'OCDE
28, rue de Martignac
75007 Paris
France
+33 1 45 51 01 49
philippe.besson@eda.admin.ch
<table>
<thead>
<tr>
<th>Country</th>
<th>Name</th>
<th>Position</th>
<th>Contact Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>Switzerland</td>
<td>Mr. Niklaus ZINGG</td>
<td>Senior Policy Advisor</td>
<td>+41 31 322 63 04 <a href="mailto:niklaus.zingg@deza.admin.ch">niklaus.zingg@deza.admin.ch</a></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Swiss Ministry of Foreign Affairs</td>
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<td>Swiss Agency for Development and</td>
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<td>Cooperation (SDC)</td>
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<td></td>
<td></td>
<td>3003 Berne</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Switzerland</td>
<td></td>
</tr>
<tr>
<td>Tanzania, United Republic of</td>
<td>Ms. Mukajungu KAMUZORA</td>
<td>Economist</td>
<td>+255 22 2110336 <a href="mailto:mkamuzora@mof.go.tz">mkamuzora@mof.go.tz</a></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Aid Coordination Section</td>
<td></td>
</tr>
<tr>
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<td>Ministry of Finance</td>
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<td></td>
<td>Tanzania, United Republic of</td>
<td></td>
</tr>
<tr>
<td>Tanzania, United Republic of</td>
<td>Mr. Alex MPANGALA</td>
<td>Economist</td>
<td>+255 713 312238 <a href="mailto:alexmpangala@yahoo.com">alexmpangala@yahoo.com</a></td>
</tr>
<tr>
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<td>Aid Coordination Section</td>
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<td>Tanzania, United Republic of</td>
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<tr>
<td>Tanzania, United Republic of</td>
<td>Ms. Philipina WILFRED MALISA</td>
<td>Assistant Commissioner</td>
<td>+255 22 211 0336 <a href="mailto:philimalisa@hotmail.com">philimalisa@hotmail.com</a></td>
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<td>External Finance Department</td>
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<td>Ministry of Finance and Economic Affairs</td>
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<tr>
<td>Timor Leste</td>
<td>Honourable Emilia PIERES</td>
<td>Minister of Finance</td>
<td>+61 425 745 051 <a href="mailto:pires.emilia@gmail.com">pires.emilia@gmail.com</a></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Ministry of Finance</td>
<td>+670 332 1339</td>
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<td>East Timor</td>
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</tr>
<tr>
<td>Trade Union Advisory Committee</td>
<td>Mr. Jan DEREYMAEKER</td>
<td>Trade Union Development Cooperation Coordinator</td>
<td>+32 2 2240 0201 <a href="mailto:jan.dereymaeker@ituc-csi.org">jan.dereymaeker@ituc-csi.org</a></td>
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<tr>
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<td>International Trade Union Confederation -</td>
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<tr>
<td>Trade Union Advisory Committee</td>
<td>Mr. Matt SIMONDS</td>
<td>Liaison Officer</td>
<td>+33 1 55 3737 34 <a href="mailto:simonds@tuac.org">simonds@tuac.org</a></td>
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<td>Trade Union Advisory Committee (TUAC)</td>
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<tr>
<td>Trade Union Advisory Committee</td>
<td>Ms. Paola SIMONETTI</td>
<td>ITUC - International Trade Union</td>
<td><a href="mailto:paola.simonetti@ituc-csi.org">paola.simonetti@ituc-csi.org</a></td>
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<td>Mr. Burak RENDE</td>
<td>Counsellor</td>
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<td>Ms. Sezi ANAC ERSOY</td>
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<td>Ms. Jennifer MUWULIZA</td>
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<td>Ministry of Finance</td>
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<td>Mr. Edgardo BILSKY</td>
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<td>United Cities and Local Governments (UCLG)</td>
<td>Mrs. Renske STEENBERGEN</td>
<td>Policy Officer, International Affairs</td>
<td>UNG International (member of UCLG)</td>
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<td>Secretary of State for International Development</td>
<td>Department for International Development (DFID) of the United Kingdom</td>
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<td>United Kingdom</td>
<td>Mr. Richard CALVERT</td>
<td>Director General</td>
<td>Finance and Corporate Performance Division</td>
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<td>Department for International Development</td>
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<td>United Kingdom</td>
<td>Mr. Kevin GARDNER</td>
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<td>United Kingdom</td>
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</table>
United Kingdom
Mr. Alasdair WARDHAUGH
Finance Performance and Impact Department
DFID
Abercrombie House
Eaglesham Road
G75 8EA East Kilbride
United Kingdom
+44 1355 84 3468
AJ-Wardhaugh@dfid.gov.uk

United Kingdom
Ms Lindsey Craig

United Kingdom
Mr Mathieu Remond

UN Development Programme (UNDP)
Ms. Dasa SILOVIC
Senior Policy Advisor
Bureau for External Relations and Advocacy
United Nations - Development Programme (UNDP)
One UN Plaza, 19th Floor
NY 10017 New York
United States
+1 646.346-3204
+1 212 906 -5307
dasa.silovic@undp.org

UN Development Programme (UNDP)
Harald FRIEDL
Special Assistant to the Assistant Secretary General
Bureau for External Relations and Advocacy
+ 1 212 906 6752
harald.friedl@undp.org

United States
Robin MATTHEWMAN
US Department of State
2201 C St. NW
20520 Washington
United States
+202 647 7604
MatthewmanRH@state.gov

United States
Dr. Steven PIERCE
US Representative to the DAC
USOECD
Permanent Delegation
1300 Pennsylvania Avenue, NW
20523-4801 Washington
United States
+33.1.4312-7434
+33.1.4312-7489
PierceSD@state.gov

United States
Mr. Anthony PIPA
Deputy Assistant Administrator
Bureau for Policy, Planning and Learning (PPL)
U.S. Agency for International Development (USAID)
1300 Pennsylvania Ave., NW
20523-6800 Washington
United States
+1.202.712-4056
apipa@usaid.gov

Viet Nam
Ms. Nguyen Thi THU PHUONG
Executive Manager (Aid Effectiveness)
AusAID Hanoi
+84 4 377 40 104
thu-phuong.nguyen@ausaid.gov.au
Viet Nam  
Mr. Uchida TSUTOMU  
Senior Advisor on Aid Coordination  
Vietnam Office  
Japan International Cooperation Agency (JICA)  
16 F Daeha Business Center, 360 Kim Ma, Ba Dinh  
Hanoi  
Viet Nam  
+84-4-3831-5005  
+84-4-3831-5009  
Uchida.Tsutomu@jica.go.jp

World Bank  
Mr. Joachim VON AMSBERG  
Vice President  
Operation Policy and Country Services  
The World Bank

World Bank  
Ms. Sophie SIRTAINE  
Director, Corporate Reform and Strategy Operations Policy and Country Services  
The World Bank  
1818 H Street NW  
20433 Washington DC  
United States  
ssirtaine@worldbank.org

World Bank  
Ms. Julia NIELSON  
Advisor  
External Affairs  
The World Bank  
66 avenue D'Iena  
75116 Paris  
France  
+33140693281  
+33 40693064  
jnieelson@worldbank.org

World Bank  
Mr. Yoichiro ISHIHARA  
Senior Economist  
Aid Effectiveness Unit  
The World Bank  
1818 H Street, NW  
20433 Washington  
United States  
yishihara@worldbank.org

Zambia  
Mr. Paul LUPUNGA  
Chief Economist - Multilateral Economic and Technical Cooperation  
Ministry of Finance and Planning  
Chimanga Road  
PO Box 50062  
Lusaka  
Zambia  
+260 9777 58 141  
paul.lupunga@mofnp.gov.zm

Zambia  
Mr. Tomohide UCHIDA  
Advisor for Development Effectiveness Economic Management Department  
Ministry of Finance and National Planning  
Room 386, New Wing, Chimanga Road  
Lusaka  
Zambia  
+260-211-251105  
+260-211-252107  
tomohide.uchida@gmail.com
<table>
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<tr>
<th>Country</th>
<th>Name</th>
<th>Position</th>
<th>Office</th>
<th>Phone</th>
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<tbody>
<tr>
<td>OECD</td>
<td>Mr. Michael LAIRD</td>
<td>Policy Analyst</td>
<td>DCD/REED</td>
<td>+(33-1) 45 24 90 33</td>
<td><a href="mailto:Michael.LAIRD@oecd.org">Michael.LAIRD@oecd.org</a></td>
</tr>
<tr>
<td>OECD</td>
<td>Ms. Talia MELIC</td>
<td>DCD/POL</td>
<td>OECD</td>
<td><a href="mailto:talia.melic@oecd.org">talia.melic@oecd.org</a></td>
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<tr>
<td>OECD</td>
<td>Mme Marjolaine NICOD</td>
<td>Senior Policy Advisor on Aid Effectiveness</td>
<td>DCD/AQuA</td>
<td>+(33-1) 45 24 87 67</td>
<td><a href="mailto:Marjolaine.NICOD@oecd.org">Marjolaine.NICOD@oecd.org</a></td>
</tr>
<tr>
<td>OECD</td>
<td>Ms. Patti ONEILL</td>
<td>Senior Policy Analyst (Gender Equality &amp; Deputy Head of Division - Corporate Issues)</td>
<td>DCD/POL</td>
<td>+(33-1) 45 24 18 87</td>
<td><a href="mailto:Patti.ONEILL@oecd.org">Patti.ONEILL@oecd.org</a></td>
</tr>
<tr>
<td>OECD</td>
<td>Mr. Robin OGILVY</td>
<td>Policy Analyst</td>
<td>DCD/AQuA</td>
<td>+(33-1) 45 24 94 48</td>
<td><a href="mailto:Robin.OGILVY@oecd.org">Robin.OGILVY@oecd.org</a></td>
</tr>
<tr>
<td>OECD</td>
<td>Ms. Jolanda PROFOS</td>
<td>consultant</td>
<td>DCD/MCC</td>
<td>+(33-1) 45 24 90 12</td>
<td><a href="mailto:Jolanda.PROFOS@oecd.org">Jolanda.PROFOS@oecd.org</a></td>
</tr>
<tr>
<td>OECD</td>
<td>Mme Elisabeth SANDOR</td>
<td>Senior Policy Advisor</td>
<td>DCD/AQuA</td>
<td>+(33-1) 45 24 93 37</td>
<td><a href="mailto:Elisabeth.SANDOR@oecd.org">Elisabeth.SANDOR@oecd.org</a></td>
</tr>
<tr>
<td>OECD</td>
<td>Mr. Jens SEDEMUND</td>
<td>Executive Advisor</td>
<td>DCD</td>
<td>+(33-1) 45 24 90 25</td>
<td><a href="mailto:Jens.SEDEMUND@oecd.org">Jens.SEDEMUND@oecd.org</a></td>
</tr>
<tr>
<td>OECD</td>
<td>Ms. Suzanne STEENSEN</td>
<td>Senior Policy Analyst, Aid Architecture and Financing</td>
<td>DCD/AQuA</td>
<td>+(33-1) 45 24 76 23</td>
<td><a href="mailto:Suzanne.STEENSEN@oecd.org">Suzanne.STEENSEN@oecd.org</a></td>
</tr>
<tr>
<td>OECD</td>
<td>Miss Talita YAMASHIRO FORDELONE</td>
<td>Policy Analyst</td>
<td>DCD/REED</td>
<td>+(33-1) 45 24 95 94</td>
<td><a href="mailto:Talita.YAMASHIROFORDELONE@oecd.org">Talita.YAMASHIROFORDELONE@oecd.org</a></td>
</tr>
<tr>
<td>OECD</td>
<td>Ms Kimberly SMITH</td>
<td>Administrator</td>
<td>DCD/STAT</td>
<td>+(33-1) 45 24 98 82</td>
<td><a href="mailto:Kimberly.SMITH@oecd.org">Kimberly.SMITH@oecd.org</a></td>
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