

CONFLICT SENSITIVE APPROACHES TO DEVELOPMENT, HUMANITARIAN ASSISTANCE & PEACE-BUILDING

Tools for Peace and Conflict Impact Assessment

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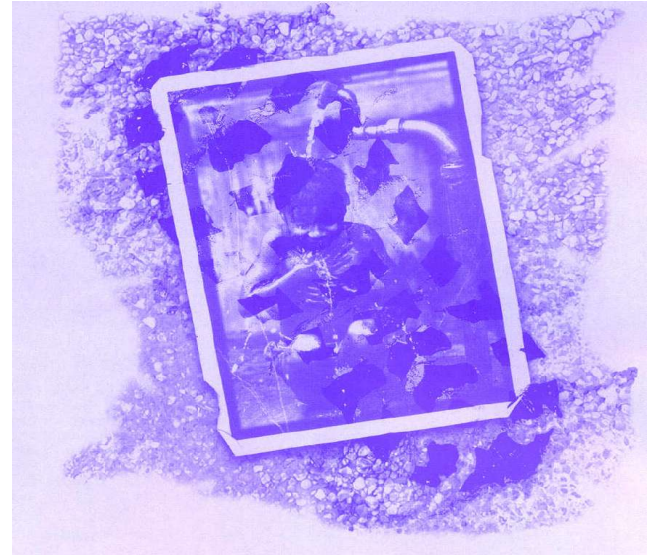
World Vision and Conflict Sensitive Programming

World Vision is an international partnership of Christian non-governmental organisations working in over 90 countries to promote the well-being of all people, especially children. Communities in need are assisted regardless of religious affiliation. The organisation increasingly emphasises conflict-sensitive approaches within its relief, rehabilitation, development and peacebuilding work, and has adopted the “Do No Harm/Local Capacities for Peace (LCP)” framework as a key tool for assessing the impact of aid on conflict. World Vision has prioritised LCP integration, developed new LCP applications and supplemented LCP with additional conflict-sensitivity tools. World Vision has also delivered training workshops for partner NGOs and donors, and shared analysis resources with government and multilateral institutions to highlight the impact of conflict-sensitive approaches.

Why LCP?

World Vision (WV) began partnering in 1997 with the Local Capacities for Peace Project, an interagency learning process facilitated by Mary B. Anderson of the Collaborative for Development Action. LCP applications emphasised relief and rehabilitation programmes, seeking to identify the “dividing” and “connecting” factors present in a context of conflict, and ensure that aid’s impact on that context was as positive as possible. LCP implementation testing included WV’s Southern Sudan programme, reflecting the complex humanitarian emergency contexts for which LCP was designed.

At the same time, it was becoming apparent that scrutiny of aid’s impact on conflict could no longer be limited to “war zones.” Armed clashes had forced closure of community development programmes in several locations, and WV



research had highlighted the potential of community development for mitigating violent conflict. WV thus extended application of LCP to Area Development Programmes in zones of lower-intensity violence or latent conflict. Area Development Programmes (ADPs) are integrated multi-sectoral community development programmes. Usually spanning an administrative district, they are characterised by a values-based, child-focused approach, with a 12-15 year lifespan, and are reliant on community organisation and ownership for their success.

Integrating Conflict Sensitive Approaches

In 2001, LCP Centres of Learning were established in Mindanao, Philippines and Central Sulawesi, Indonesia, as operational learning laboratories for integration of LCP in ADP contexts. The Centres have developed a community-based LCP assessment methodology using focus groups and semi-structured interviews, with linkages to participatory learning and action (PLA). Community members identify the positive and negative effects of WV’s aid on conflict, which supports identification of design recommendations for improving impact. When repeated at regular intervals, this becomes a viable mechanism for monitoring the impact of an aid programme on conflict.

The Centres of Learning have demonstrated that LCP can significantly impact ADP design. In one Central Sulawesi village, local settlement patterns had resulted in self-help groups that were unintentionally comprised predominantly of

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one religion. LCP assessment revealed that this could become divisive in a context of rising Christian/Muslim tensions. ADP staff encouraged the self-help groups to change the location of their meetings from religious facilities to private homes or public buildings, which established a more inclusive atmosphere. The groups are now beginning to actively recruit diverse membership, in order to “build bridges” in the community. Public infrastructure projects such as water system installation and school renovation are increasingly emphasised, because they tangibly benefit all community members and provide opportunities for inter-group collaboration.

The Centres of Learning have also underscored the usefulness of LCP at the grassroots level, for implementing staff and community partners. LCP provides a simple but powerful conflict-sensitivity lens, raising awareness of how day-to-day aid delivery decisions may affect the context of conflict. Thus training plans have included implementing staff, community leaders and local partner agencies. Training methods are adapted to suit local needs, including use of visual art and role-play as an alternative to text-based instruction. In the Mindanao Centre of Learning, the local people’s organisation has adopted LCP into its constitution and by-laws, ensuring consistent representation of all ethnic groups in decision-making processes.

LCP dissemination and mainstreaming are an on-going priority for World Vision. With regard to dissemination, regional staff networks use horizontal linkages to support capacity building and sharing of lessons learned. Training and mentoring of LCP trainers is emphasised, such that WV has over 70 qualified LCP trainers working in more than 10 languages. In the Asia-Pacific Region, LCP Centres of Learning and “pilot” projects are another driver of dissemination, providing a tangible demonstration of the applicability of LCP to community development.

Mainstreaming decisions are taken at country level by the southern member office in question, in keeping with WV’s federated partnership structure. Mainstreaming often includes a mandate to apply LCP analysis to all programme designs within an identified conflict zone or within the country. Additional steps may include highlighting LCP in national strategic plans, reviewing headquarters policies through the LCP lens, and systematic LCP orientation for new staff. In WV’s experience, true mainstreaming requires several years of sustained commitment, supported by local leadership, and co-ordinated by an identified goal owner.

LCP remains World Vision’s primary framework for conflict-sensitive aid, because of its broad accessibility and relevance at all levels of the organisation. However, it has been beneficial to supplement LCP with other tools. In 2002, WV created a macro-analysis tool called “Making Sense of Turbulent Contexts (MSTC),” to deepen understanding of situations of chronic political instability. This tool assesses the interaction of political economy with group identity issues in unstable contexts, in order to project

District Commissioners' Workshop on Conflict Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding

8-10 September 2003

The National focal point (NFP), the Office of the President of Kenya and Africa Peace Forum (APFO) organised a workshop for all District Commissioners (DCs) and the personal assistants to the Provincial Commissioners in Kenya. The purpose of the seminar was to enhance the participants’ skills in conflict prevention, mitigation and response (CPMR) and conflict sensitive approaches to development, humanitarian and peacebuilding work. The workshop was also intended to provide an opportunity for the DCs to share experiences and thus learn from each other through best practices.

Elizabeth Mutunga of APFO introduced the notion of conflict sensitivity and conflict was defined as the pursuit of incompatible goals. The impact of interventions, either positive or negative, was highlighted along with the need to understand the environment in which one operates.

Conflict sensitivity was defined as:

- Understanding the operational context;
- Understanding the interactions between an intervention and that context; and
- The capacity to act upon this understanding to avoid a negative impact and maximise a positive one.

Participants were given an opportunity to describe their District environments with respect to conflict. This served as a platform for the workshop and provided an opportunity for the DCs to share their experiences.

In this discussion five broad areas were identified as key causes of conflicts in Kenya - resources, values, interests, structures and access to information.

Resources

Conflicts arising out of resources vary according to the district. Prominent issues were land ownership, allocation, sub-division and/or demarcation. Rivers, watering points, grazing land, and cattle rustling were critical issues among the pastoral and border communities.

Interests

A prominent interest was the “people versus wildlife” conflict. The locals ascertain that as long as wildlife keep destroying their livestock and the government does not adequately secure wildlife areas then they will be forced to kill. This has resulted in communities being in conflict with government officials and international interests.

Values

The most common manifestation of value-based causes of conflict in Kenya is related to the existence of clans. Inter-clan conflicts have resulted in numerous deaths.



Structures

Conflicts due to structures were mainly cross-border, including tribal issues. Refugee issues were also raised where refugees hosted by the Government were observed to be living better than the locals, as seen in Turkana.

Information

Lack of information and timely consultation with communities has resulted in groups being marginalised by the Government. This has happened with regard to government licences being issued for access to timber with little regard to the local inhabitants who rely on the forests for their day-to-day livelihoods.

The next session led by Ambassador Kipligat (APFO) explored sub-regional responses to conflicts in East Africa. He identified the main cause of instabilities in the Horn of Africa region to be the rebellion against unpopular leaders. Governments have addressed these conflicts in a forceful way, believing that “beefing up” security at the central level was the way to resolve these internal conflicts.

The workshop participants argued that the solution to peacebuilding was institutionalising conflict at the district level as well as the central level. A message to the DC’s was that they should accept the challenge and take on the role of “peace ambassadors.”

Dr. Josephine Odera (APFO) then went on to discuss institutional responses. The model used was the ABC triangle – identifying attitudes, behaviours and contradictions – especially the contradiction of negative peace where there is no violence but an absence of peace. This session also touched on the topic of stereotyping and ethnic animosity, which are a strong basis for conflicts in Africa.

Linking conflict analysis to the project cycle was the next session presented by Thomas Ansorg (Saferworld). This introduced a process for incorporating conflict analysis within the programme and project cycle. The participants later shared their own experiences, with the Waso Nyiro Water Project being an example:

Waso Nyiro Water Project

The project was a series of irrigation schemes intended to control the seasonal flooding of the Tana River with benefits to around 150,000 people.

Objectives

- ❑ Tame the seasonal flooding of the Tana River.
- ❑ Increase irrigation potential of Waso Nyiro valley.
- ❑ Reduce the level of marginalisation of residents and incorporate them into the economic mainstream.
- ❑ Improve employment opportunities.

potential future scenarios and operational implications. MSTC’s macro-level scope complements LCP’s strength at micro and meso levels. This new tool has recently been used by WV Sudan and WV Uganda, with the next analysis scheduled for WV Kosovo.

Enhancing Community Peacebuilding

With regard to peacebuilding, WV has been active since the early 1990s, via the integration of peace-promoting activities into existing aid programmes in East Africa and the Balkans. In recent years LCP mainstreaming has catalysed the expansion of peacebuilding work. Of course, LCP itself is not a peacebuilding activity, but simply a design tool for improving the impact of aid on conflict. However, LCP does increase staff awareness of conflict issues, and helps to position WV as an impartial and inclusive actor. LCP identifies opportunities to support existing “connectors” and, where appropriate, these opportunities become a natural point of entry for peacebuilding. Thus LCP is linked to WV’s growing peacebuilding initiative, which integrates peace-promoting activities into selected aid programmes around the world, emphasising inter-group coalitions and child participation.

Over the past four years, WV has undertaken a process of refining its ADP community development framework. One of the outcomes was special focus on prevention and resilience against the pervasive threats of natural disasters, HIV/AIDS and violent conflict. Five strategic processes were articulated as key steps toward the integration of peacebuilding with community development:

- ❑ Creating a culture of participation & good governance
- ❑ Transforming people & relationships
- ❑ Working in coalitions that impact beyond commonly recognised boundaries
- ❑ Enhancing community capacities that generate hope
- ❑ Developing sustainable livelihoods with just distribution of resources

Illustrative indicators have been identified for each strategic process, to assist in the establishment of context-specific indicators at programme level. Plans for the coming year include the creation of a strategic processes programme assessment tool, linked to and informed by existing LCP assessment methodology. This tool will further advance WV’s conflict-sensitive approach to programming, and findings will be shared within the aid community.

For more information on World Vision’s approach to conflict-sensitive aid, contact Michelle_Garred@wvi.org (Peacebuilding Co-ordinator, WV Asia-Pacific Regional Office), Bill_Lowrey@wvi.org (Peacebuilding Director, WV International), or Jane_Backhurst@wvi.org (Director, WV European Union Liaison Office). For more information on the Do No Harm/Local Capacities for Peace framework, consult the Collaborative for Development Action at www.cdainc.com.



Early Warning and Preventive Measures (EWPM): Building UN Capacity The experience of a United Nations Training Programme

Why this project?

The report of Secretary General Kofi Annan of the United Nations entitled "Renewing the United Nations: A Program for Reform" (A/51/950) states the importance of creating a pro-active United Nations. It continues to read "the United Nations of 21st century must become increasingly a focus of preventive measures". This statement gave the impetus to design a specific training programme for UN staff and its partners, to support to the Secretary General (SG) in reaching his objective of moving the UN from a culture of reaction to a culture of prevention.

The main idea is to utilise the already existing experiences, systems and mechanisms in the UN system and its partners instead of creating new ones. It was also stressed that the project needed to encourage ample and fluid communication with outside actors, such as academic institutions, think tanks, NGOs, etc. All of these partners are fundamental to conducting a comprehensive conflict analysis. This approach does not infringe on existing responsibilities and at the same time provides an opportunity for a holistic analysis to inform early warning and conflict prevention efforts.

In 1998, the government of the United Kingdom financed a needs assessment mission to identify skill gaps in the area of early warning that could be improved by means of training. The mission report along with its recommendations was endorsed by the SG. The United Nations System Staff College (UNSSC) was selected to be the implementing entity and the Department of Political Affairs (DPA) of the UN in New York became the focal point within the organisation for conflict prevention and peace-building.

Project design and EWPM workshops

In 1998, a design team was established encompassing the UNSSC (providing the input on training methodologies), the DPA (providing the political experience in the area of preventive diplomacy), and the Conflict Analysis and Development Unit (CADU) of the London School of Economics (providing the academic research and content) to design a workshop which caters to the skill gaps identified by senior managers in the UN System with regard to training their staff. Three pilot workshops were held to test the content and methodology and to make sure that the trainings were practical rather than academic in nature.

The primary aim of the workshops is to improve the analytical skills of UN staff and its partners in the area of conflict prevention, and as a corollary promote a greater mutual

Beneficiaries

- ❑ Communities in Wajir, Garissa and Tana River.

Implementation

- ❑ The implementation of the project will involve locals, national government and international donors.

Geographical Area

- ❑ Tana River, Wajir and Garissa districts.

Timing

- ❑ The project will take 3 years.

Indicators

- ❑ Decrease in flood level.
- ❑ Acreage of land under production.
- ❑ Unemployed youths in farming.

Contingency Plan

- ❑ Improve livestock potential by opening waters points
- ❑ Development of Fishing potential.

Exit Plan

- ❑ Empower the local community so that the project is not taken over by influx of immigrants from other areas.
- ❑ Employ manual techniques as much as possible and to avoid electric or motor pumps, which are expensive to maintain.

Monitoring/Evaluation

- ❑ Continuous, carried out at national level and at local levels by respective DDCs and PMEC.

Final closing remarks were made by John Juma of the Office of the President. He reiterated that the main goal of the workshop was to equip DCs with the necessary skills to resolve conflict within their work environment. He called upon them to institutionalise peace committees within their district regardless of whether there are latent or violent conflicts in their districts. He also called for the mainstreaming of conflict sensitivity in project identification, design, implementation and in the general decisions they make. In concluding, he informed the DCs that a conflict sensitivity resource manual will soon be ready and will be circulated to them for application in conflict mitigation and peace building efforts.

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exchange and co-ordination in and between the diverse parts of the UN system dealing with different aspects of preventive action. The practical and applied nature of the training is the strong point of this project. The workshops are delivered in either English, Spanish or French and bring together UN staff, NGO participants and regional organisation representatives working in selected regions.



Developing a Tool for Conflict Assessment in Northern Uganda

The World Vision led International NGO consortium in Uganda approached the Conflict Sensitive Approaches (CSA) project team for help in designing a conflict assessment tool that would allow the consortium to conduct a joint analysis of the Northern Uganda context. The consortium consisted of representatives from World Vision, Save the Children and Save the Children Norway, ACCORD, Canadian Physicians for Aid and Relief, and the Uganda Amnesty Commission. The local partner, the Centre for Conflict Resolution (CECORE) also played an active role in the session.

On the first day of the meeting, participants expressed the expectations they hoped to achieve by the end of the five-day session:

- Harmonise tools of conflict analysis
- Help analyse the situation in relation to the participants' work
- To be able to apply the tools developed by the end of the five days
- Integrate peacebuilding and conflict resolution in World Vision programmes
- Help partner Community Based Organisations deepen their knowledge of conflict
- Develop realistic (not theoretical) tools for analysing the Northern Uganda conflict; practical for use on the ground
- Come out with a tool that will integrate peacebuilding and development work; that will make development work peacebuilding work
- To first understand the causes of conflict (before going into looking for solutions)
- Identify tools that are relevant for understanding conflict dynamics
- Share and learn best practice from the participants

The tool the Consortium developed and the process is has designed to implement it responds to all of the above expectations. The hybrid tool developed by the consortium uses the profile-actors-context framework outlined in Chapter 4 of the CSA Resource Pack, with components of tools developed by World Vision, ACCORD and Oxfam in Uganda, the Local Capacities for Peace Project (Do No Harm), and various other tools.

The process highlighted some lessons for the CSA project team that while not new, reinforced some important ideas the project team have encountered elsewhere.

1. In conducting a conflict analysis, there is a tendency to look at what is not working. It is equally important to look thoroughly, as an emphasis on what is not working makes it hard to identify positive opportunities.

Each workshop contains 30 to 40 participants. To date the project has held 26 workshops in different regions for field based staff: 8 workshops for UN headquarters staff, 2 workshops directed at UN senior management, 2 workshops for national actors in two different countries, and 2 workshops for a group of NGOs who had indicated specific interest. Since January 1999, the project has trained 1300 participants working in 41 different entities of the UN. The training team is made up of 36 professionals, half of which are UN staff and half representatives of NGOs, community-based organisations, consultants and/or academia (universities and think tanks). The team represents 18 different nationalities based and working in different cultural environments and countries around the world.

The methodology

The workshops are conducted during five days covering five main knowledge and skill development areas:

The first is in the area of analytical processes related to early warning. Participants begin by developing a joint situation profile and start the process of identifying positive factors, which can be seen as capacities for peace. The importance of recognising that the factors contributing to conflict are complex and interwoven is emphasised.

In the second area, participants continue assessing causes of conflict that could become early warning signals of potential disintegration. An analytical step is the development of the composite analysis, which shows the dynamic interaction of structural factors. Emphasis is placed on the identification of the "nugget" which constitutes the complexity of underlying structural causes and their dynamic interaction. Thereafter participants are asked to conduct an actors analysis.

The third area of focus is related to the identification and integration of preventive action. Participants are asked to complete an "A3TR" exercise (actors, timing, targets, triage and resources), and identify the specific preventive measures that need to be taken to address the issues from the nugget. The matrix highlights recommendations for preventive measures that could, if implemented, positively address the structural causes and prevent a negative scenario from evolving. The need for comprehensive responses would call for multi-sector response in co-operation with actors beyond the UN System.

The fourth area of focus is joint planning and decision-making. The unique nature of these workshops is that they bring together representatives of development, political, humanitarian UN agencies from headquarters and the field as well as other fundamental actors from outside the UN. The sharing of different approaches to conflict prevention and the discussions that lead to the identification of potential strategies is the highlight of the workshop.

The fifth area focuses on scenario building. Participants are asked to outline a worst-case scenario, which could evolve if no preventive measures were taken to address the



structural causes of conflict. Thereafter, participants are asked to outline a scenario of what could happen if the structural causes are addressed by means of preventive measures.

The workshops have remained the same since their inception although the content has been updated continuously to ensure that recent trends and thinking are integrated into the delivery. The project has been funded by contributions from Italy, UK, Norway, Sweden, Germany, Canada and the Turner Foundation, with a budget to a total of USD 3.6 million. This funding period September 1998 to August 2003.

Lessons learned by applying this methodology to a specific country context

It is imperative that a thorough sensitisation process of all concerned actors is undertaken prior to conducting such analysis; this is to ensure that all aspects of society are included. The farther reaching this process, the more likely that the analytical basis and results are all encompassing and agreed upon. The methodology is favourable to bringing different actors on board and consolidating diverse opinions.

Once the analysis has been conducted and the elements for a preventive action strategy outlined, it is helpful to reflect on how these measures will be implemented, by whom, by which means and under whose responsibility. Such questions need to be asked during the workshop and national responses sought by the end. The participation of all actors in society and the acceptance of the workshop results are fundamental to its success. Once the results are transformed into a national prevention strategy, it is important to ensure that the means such as funding, human capacity, political will and judgement exist to implement the strategy and move the analysis into action.

The impact of the project

The training workshops provide participants with an opportunity to conduct some self-reflection, to learn the roles and responsibilities of their colleagues in the area of prevention, and to stimulate the thought processes related to prevention. These workshops represent one of the few systematic and comprehensive approaches in which theoretical concepts of conflict prevention are selected and then applied to a case.

The participants, in their evaluations, have indicated the utility of such training, especially way the training has contributed to improving the specific and fundamental skills needed for effective and coherent early warning analysis. They also indicate the usefulness of interacting with their colleagues from various parts of the UN system as well as external actors.

2. The first run through an Actors-Profile-Causes-Dynamics analysis resulted in macro findings, despite being supposedly focussed at the district level. It took the participants a couple of days to really understand that conflict is more complex (and local) than just the LRA-Uganda Government fighting.

3. Conflict analysis timeframes need to be flexible to fit the institution's capacity and commitment. Not all organisations can devote several months to designing a tool, collecting the data, analysing the findings, etc.

4. On the need for continual analysis: "the water you step in when you cross the river is not the same water you step in on the way back."

The World Vision consortium is currently undertaking interviews in Northern Uganda and (hopefully) a desk study/document survey, and they aim to be analysing their findings within the next couple of months.

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The project has also carried out an external evaluation which has examined its relevance and impact. The evaluation has produced a report that indicates that the training project has been effective in strengthening the connections between diverse organisations in the United Nations. The full report is available on www.unssc.org under EWPM. It has also been mentioned that this project has contributed significantly to the consolidation of a common vision and language within the UN system with regard to early warning. The report also states that, although it is difficult to measure the real impact of improved skills, the feedback shows that the tools were useful in terms of conflict prevention, and also in other areas of the work.

The future?

Making use of the good track record of the project, its large alumni base, the dedicated trainer network, and the increased focus on the prevention of violent conflict in global affairs, the project needs to cater to some of these challenges and adapt to them. This training project therefore will need to go beyond UN staff and extend its client base to systematically include participants of governments, state and non-state actors in its workshops. It is important to bring the value added from other players to the analysis and, especially to the development of preventive strategies for selected regions and countries.

UN offices in the field work with local actors to implement the recommended preventive strategies. Therefore, state and



non-state actors are all crucial partners of the UN in the area of conflict prevention, and the links need to be strengthened.

Concluding, as stated by the SG in his report to the General Assembly on the Prevention of Armed Conflicts (A/55/985-s/2001/574) "the prime responsibility for the prevention of violent conflicts lies with Member States". The main function of the UN and the international community is to support national capacity building efforts and other national efforts in the area of conflict prevention. At the same time SG Kofi Annan himself recognises that the biggest challenge in the coming years for the international community and the UN is to move from a culture of reacting to the outbreak of violent conflict, to a culture of prevention, with a solid base for peaceful co-existence.

The views represented in this article are views of the author and do not reflect the views of the agency. For additional information, please contact Svenja Korth s.korth@unssc.org, Project Officer United Nations Staff College, Viale Maestri del Lavoro 10, 10127 Turin (Italy): www.unssc.org

Implementing Agencies

Africa Peace Forum (APFO) in Kenya aims to encourage and engage non-state actors within the Great Lakes and the Horn of Africa regions to explore collaborative approaches to the pursuit of peace and security.

Centre for Conflict Resolution (CECORE) in Uganda is a non-governmental organisation working to seek alternative and creative means of preventing, managing and resolving conflicts.

Consortium of Humanitarian Agencies (CHA) is an association of agencies working in and supporting areas affected by conflict in Sri Lanka.

Forum on Early Warning and Early Response (FEWER) is an independent global network committed to preventing conflict through the dissemination of early warning analyses and the promotion of co-ordinated, early responses to violent conflict.

International Alert (IA) is an independent NGO, which analyses the causes of conflict, enables mediation and dialogue to take place, helps to develop the skills necessary to resolve conflict non-violently, and advocates policy changes to promote sustainable peace.

Saferworld is an independent foreign affairs think tank working to identify, develop and publicise effective approaches to addressing and preventing armed conflicts.

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