



EuronAid

Newsletter

Relief and Rehabilitation Network

Number 4

All RRN materials are produced in English and French

September 1995

Editorial

The issues of accountability and regulation are reaching the top of the humanitarian agenda. This agenda derives from multiple concerns. The number of agencies operating in emergencies has increased to unprecedented levels and the cost of international relief continues to escalate - the international response to the Rwanda crisis came with a price tag of \$1.2bn between April and December 1994 alone. These costs are rising at a time of unparalleled scrutiny of aid budgets: from the American Congress in Washington to the EU Summit in Cannes, politicians are asking hard questions.

But its not just the politicians who are concerned, nor just money which is at issue. Relief interventions demand exceptional skills: agencies and their staff need to combine sensitivity and understanding of complex situations, while also maintaining the highest professional standards. It is hard to think of another industry or profession, controlling such enormous budgets and having such serious implications for both deliverers of aid and beneficiaries, which operates almost completely unregulated.

NGOs are at the heart of these debates about accountability and regulation. They are the subject of increasing donor scrutiny, but they are also the primary source of innovation in terms of developing common standards of conduct and mechanisms for their enforcement. In 1994, the International Red Cross and Red Crescent Movement, in collaboration with a number of NGOs, launched a Code of Conduct to guide relief interventions. In the preface to the Code published by the *RRN*, we welcomed this move towards self-regulation and standard-setting within the NGO community. We cautioned, however, that the real challenge would be to translate these broad principles, which few people would find objectionable, into specific mechanisms to ensure high professional standards in relief programmes.

Over the past year, the process set in motion by the Code of Conduct has continued to evolve. In this issue of the *Relief and Rehabilitation Network*, we publish a report on key issues for the management and support of expatriate relief workers. This report, commissioned by four NGOs, places human resource management squarely at the centre of the debate about the quality of aid programmes, and the need for greater professionalism in humanitarian interventions.

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ISSN: 1353 8713

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Editorial (continued)

The report makes two main recommendations: the establishment of a code of good practice in the recruitment and support of staff, and the creation of a professional body to monitor and promote good management practice. It proposes that an Inter-Agency Coordinator should be responsible for taking forward these recommendations. At present the focus is on Britain, but there is considerable scope for such an initiative to be extended more widely. We would welcome feedback from RRN members on their experience and knowledge of staff management and accreditation in emergencies.

The themes of accountability and standards are continued

in the Newsletter with updates on the Red Cross Code of Conduct, Guidelines for Good Policy and Practice by NGOs from the Commonwealth Forum, and a new code on the use of food aid, developed by EuronAid. A central point of the EuronAid food aid code is that relief aid should be used to promote long-term goals of development, not simply a stop-gap measure to respond to an immediate humanitarian crisis. This theme is explored by Penny Jenden of SOS Sahel in *Network Paper 11* which reports on an innovative food security project in Koisha, in

southern Ethiopia, an area experiencing a chronic food deficit. In 1991, the Ethiopian government launched a National Policy for Disaster Prevention and Preparedness, which aimed to maximise the development potential of relief aid. *Network Paper 11* suggests that while there is considerable scope for increasing the linkages between relief and development assistance in

areas such as Koisha, the major challenge remains how to confront a structural food deficit caused by the interaction of environmental degradation, the inheritance of decades of economic mismanagement, underinvestment in human development and population growth. In the context of southern Ethiopia, the idea of a linear progression from relief to development is clearly invalid: both relief and development aid need to contribute to reducing the vulnerability of large populations to chronic threats and sudden shocks to their livelihoods.

The challenge of responding to structural crisis is explored further in *Network Paper 12* by Joanna Macrae, who considers the dilemmas of 'post'-conflict transition, drawing on lessons from the health sector. The paper

argues that traditional definitions of rehabilitation assistance in 'post'-conflict situations are inadequate. In particular, it suggests that rehabilitation interventions tend to rely upon the instruments of relief, addressing the crisis of material supplies and broken infrastructure, but often neglecting the deeper crisis in the economic, political and social systems of conflict-affected societies. In the case of health services, therefore, it will not be sufficient to rehabilitate damaged health infrastructure and increase the availability of supplies; central issues of human resources and health financing need to be addressed. However, addressing these dimensions of health policy and planning implies overcoming major constraints within the political and institutional environments in transitional situations as well as obstacles within the aid system itself.

Turning to the role of women in emergencies, Kitty Warnock of the Panos Institute reviews recent publications on

women in emergencies, highlighting the lack of gender sensitivity which characterises many emergency relief operations. Lindsey Hilsum gives a very different perspective of women's involvement in crises. Her article, *Women Killers in Rwanda* challenges assumptions about the role of women in conflict, describing how

'Getting the Net on the Net'

For many of us, it is a little known fact that the Internet has been around for 25 years. Until recently, it has been the almost exclusive preserve of computer scientists and very technologically-aware academics. For most of us, this explosion in the seemingly limitless exchange of information is a comparatively recent phenomenon, which we ignore or delay using at our peril.

However, subscribers should be aware that the vast wealth of information now widely available through the Internet must be used with caution. The 'Net' is not 'policed' and the information which individuals and organisations *choose* to put on the system is not, just because it appears on a screen, *necessarily* the truth.

This said, it is a fantastic tool and the benefits to be gained for relief and development workers the world over are enormous. The RRN will be publishing a paper early in 1996 which offers a basic guide to access, hardware, software and uses of the Internet - particularly the WorldWide Web (WWW) service it offers - for the provision of international humanitarian relief. It will also comprise a directory of the main services relevant to relief users, such as sitreps, country reports and advance UN conference papers.

Until that time, the RRN has dipped a toe into the 'surf' by publishing details of its membership, literature and subscription rates on the ODI 'Home Page'. This page can be accessed on: <http://www.oneworld.org/odi/>.

women in Rwanda have been both the victims *and* the perpetrators of the genocide.

Also in the Newsletter, Ailsa Holloway, from the International Federation of the Red Cross, looks back on the 1992 drought in southern Africa, and asks whether the lessons from that relief response have been learned, as once again the region confronts a serious drought. Gill Shepherd looks at the impact of large-scale population movements on the ecology of host communities. Drawing on the recent experience of Tanzania, which received a significant influx of Rwandese refugees, she identifies the short- and long-term hazards of such movements, and proposes practical interventions to mitigate the worst effects.

In the Newsletter we also report on two developments within the Network itself. Following the RRN's recent plunge into the 'surf', Internet 'surfers' can now access information on the Network, publications and membership via the Worldwide Web, and it is hoped that ultimately, publications will be available on the 'Net' - so see you on the beach!

In addition to our usual Newsletter and Network Papers, also included in this mailing is a booklet containing a number of papers presented at a conference co-convened by the United Nations Department of Humanitarian Affairs, Overseas Development Institute and Actionaid earlier this year. The pamphlet contains a series of articles which explore the implications of instability for both relief and development assistance. A series of follow-up activities are currently being planned, and we will keep our members up to date on progress.

If there is a theme which links the diverse articles and papers contained in this issue, it is that the world within which NGOs and other relief agencies are working is becoming ever more complex and demanding. What the contributions to this mailing suggest is that many of the assumptions which have underpinned and guided relief and development interventions are being tested. As the boundaries between relief and development become more blurred, and as the stage upon which NGOs operate becomes more crowded, there is a need for agencies and practitioners to look inwards and review their objectives, mandates and management practices. It will also be important to secure adequate and appropriate resources to maintain the quality of humanitarian action. Equally, there is a need to ensure that humanitarian intervention is accompanied by political action which addresses the causes and not just the symptoms of vulnerability. Therefore, NGOs and other practitioners need to look outwards, and engage with politicians, the public and the media. Strategic alliances are needed to exchange information, to provide mechanisms for accountability and to set the terms of future policy: we hope that this mailing provides a window on to existing debates and inspires new ones.

Feedback

This section offers members the opportunity to comment on previous Network publications and Newsletters. Relevant comments will usually be communicated to the authors and will be taken into account by the editors in future mailings.

Comments received since the last mailing came from World Vision Canada, Frank Riely at Tulane University and from one of our 'southern' NGO members in Burkina Faso.

Linda Tripp, Vice President of International and Government Relations at World Vision Canada, wrote to let us know that she would be sending Network Paper 5, 'Advancing Preventive Diplomacy in a Post-Cold War Era: Suggested Roles for Government and NGOs', written by Kumar Rupesinghe and published in our

September 1994 mailing, to members of the Canadian Parliament and Government to help inform their work:- Jane Stewart, Member of the Canadian Parliament, was due to attend the World Parliamentarian's Conference II, held in Japan, on Support of the UN, including discussions on disarmament and peace. Jon Legg of the Auditor General's Office was to be involved in carrying out an audit of the Canadian Government's participation in peacekeeping, in particular through the UN.

In this way, RRN members represent a valuable means of disseminating information on relief and rehabilitation interventions amongst decision-makers and policy formulators throughout the world.

Frank Riely of Tulane University, conducting research into development approaches to complex humanitarian

emergencies, wrote in August with the following comments:

“I have to admit that, until recently on this activity, RRN materials have collected a bit of dust on my shelf. This has obviously been to my own detriment. Looking over your Newsletters, for example, I am amazed by the amount of very useful information they contain. I’m particularly anxious to get a look at a couple of your Network Papers, 8 and 9 [*Targeting the Poor in Northern Iraq: the Role of Formal and Informal Research Methods in Relief Operations* and *Development in Conflict: the Experience of ACORD in Uganda, Sudan, Mali and Angola* - Ed.] Congratulations to you and your colleagues for such high-quality outputs. I’m still waiting for an internet version on the WorldWide Web (for which you could provide passwords to paying subscribers) - [we’re working on it... see box in editorial! Ed.]

We hope other members will take a leaf out of Mr Riely’s book and not let RRN material gather dust. Shake up the shelf!

Our third communication came from Aristide Thiombiano, Administrative Director of the Association Tin-Tua, a relief and development organisation based in Burkina Faso. He proposes two new developments for the Network:

- the possible creation of a media group within Burkina Faso which would collect information to be published in the RRN Newsletter and help contribute to members’ awareness of developments within the country.
- the establishment of regional/country representatives to improve international promotion of the Network and perhaps lead to training courses on a local level. In the long

term, he foresees the creation of an information system and data bases.

The RRN welcomes both these suggestions. We are actively pursuing the development of contact points in different countries/regions. We look forward to hearing from anyone involved in the provision of relief assistance and prepared to act as a country or regional focal point to encourage links with the RRN and to extend its membership.

Similarly, as we emphasize throughout the Newsletter, we strongly urge members to keep us updated on emergency situations and relief activities in their country or sector of expertise.

Your views... In the last Newsletter, following the suggestion of one of our Members, we invited contributions of short articles on selected themes reflecting different country and region experiences and perspectives. With a view to making the Network very much an active forum for communication and the sharing of ideas, we reiterate our invitation. In order to focus the debate in the forthcoming issue, we are looking to concentrate on the following themes:

- Working with the military: reflections from field-based personnel
- Projects and programmes designed to resettle the internally displaced
- NGO coordination: experience of consortia and coordination mechanisms

Contributions of between 1500-3000 words are welcome, submitted on diskette or Email, preferably in WordPerfect 5.1/5.2 (or ASCII). If a sufficient number are received, they will be edited and compiled as a Network Paper. Articles and contributions on other topics would also be gratefully received. Our purpose is to involve those people with 'on-the-ground' and up-to-date experience of relief programmes. The weak institutional memory decried so often by relief agencies and practitioners would be enhanced by the recording of your thoughts and experiences. We look forward to hearing from you.

Articles

Southern Africa: Drought Relief, Drought Rehabilitation... What about Drought Mitigation?

Ailsa Holloway, International Federation of the Red
Cross, Harare

In southern Africa, the failed 1991/92 rainy season and dry conditions that followed are largely remembered as the "worst drought in living memory". The resulting regional and international response has been repeatedly acclaimed as an unprecedented success, with almost 11 million MT food, being imported to avert region-wide famine. In addition to the large volume of food imports, the regional operation was also positively reviewed for giving priority to the non-food needs generated by drought. The total emergency food and non-food requirements sourced through the DHA/SADC appeal process exceeded \$US 950 million for ten southern African countries. In reality however, nearly 80% of the total financial requirements sourced in the 1992/93 consolidated appeal were still related to targeted food and logistics - and less than 20% focused on health, water and agriculture.

There were many lessons learned during the 1992/93 drought response - which, unfortunately - most southern African countries have an opportunity to revisit this year. Due to the failure of the last seasonal rains, the region now faces serious harvest shortfalls. The total cereal yield projected for the eleven SADC countries is estimated at 15.73 million MT in 1995/96, down by 35%

compared to the previous year. Moreover, severe deficits in ground and surface water supplies are reported in many countries, placing at risk the health of humans as well as livestock.

Given the widespread applause accorded the 1992/93 drought response, this year's emergency is an opportunity to reflect on whether the 'lessons learned' two to three years ago have indeed strengthened national response capacity. It is also timely to consider the degree to which measures initiated during the 1992/93 operation have actively mitigated the impact of this year's drought.

Better preparedness for response

With respect to changing capacities in drought preparedness during the three year period 1992-95, there are three areas of consideration; speed of response, institutional capacity at national and agency levels, and specific operational capacities in both food and non-food sectors.

The speed of drought response has been affected by many factors. Although southern Africa has well-developed national and regional systems for meteorologic and agricultural early warning, official governmental reaction to drought conditions has varied greatly from country to country. The Government of Lesotho declared a national drought disaster in December 1994, while Zimbabwe's and Zambia's drought declarations were announced as late as July and August 1995, respectively. Moreover, for as long as national and regional drought response will require support from external sources, operational

action, particularly in food imports, will be heavily influenced by the timing and outcomes of the FAO/WFP crop assessment. In both 1992 and in 1995, national and regional crop assessment figures required external "verification" before the process of food aid mobilisation began in earnest

Despite this, there are differences in the institutional aspects of this year's response, compared to 1992/93. The most notable change is the degree to which overall responsibility for drought management has shifted from the regional to the national level. In 1992/93, SADC and DHA played more prominent brokering, coordinating and reporting roles due to the DHA-supported appeal process. While SADC did launch a consolidated international appeal in Geneva in June 1995, this year's resource mobilisation process has been driven primarily at the country-level, in local consultation with bilateral, multilateral and NGO partners. WFP's early prioritisation of Lesotho, Malawi, Swaziland and Zambia as countries in need of targeted drought assistance resulted in WFP emergency operations being launched from Rome for these countries, long before the 1995 SADC consolidated appeal was issued.

That these fund-raising and coordination capacities now exist in many SADC Member States, when they did not three years ago, reflects significant improvements in institutional preparedness and response. During 1992/93, governments wrestled with establishing mechanisms for donor and operational coordination of implementing NGOs. This year, in Lesotho, Namibia, Swaziland and Zambia, inter-agency coordinating mechanisms are better-established, along with procedures to transfer funds to cover NGO and other operational costs.

One key factor in redirecting responsibility for overall drought management to the national level, has been the dramatic change in the international aid environment since 1992. Today, most southern African governments are acutely aware of the severe resource constraints facing their international partners, given continuing political instabilities and displacement in Central Africa and elsewhere. This is reflected in the 1995 drought response, with affected countries financing proportionately more of their food requirements through commercial imports, direct government funding, or through balance of payments support. In practical terms, food aid constitutes less than 60% of this year's consolidated SADC appeal, compared with 80% in 1992. Even in Lesotho, this year's most severely drought-affected country - facing an overall deficit of 350,000 MT - international food assistance will provide only 44,000 MT of cereals, with the Lesotho Government funding an additional 15,000 MT. In Namibia, with 163,000 people considered severely drought-affected in 1995, no donor contributions

have been pledged to date for either food or non-food assistance.

Although national response capacities in managing cereal shortfalls have improved in many southern African countries, such changes have yet to occur in the non-food sectors. Although the limited emphasis on health, agricultural recovery and water was severely criticised during the 1992/93 operation, there has been little strengthening of the emergency capacities in these areas. The reasons for this remain uncertain. However, there are clear differences between food and non-food drought interventions. First, unlike the non-food sectors, the costs involved in emergency food assistance can be covered in part from outside sources or recovered through commercial sales. In contrast, health and water are perceived to be services, for which the government has responsibility. Second, these are viewed as primarily developmental activities, which, in most SADC Member States, are under-resourced for even day-to-day activities. Third, because services extended through the health, water and agriculture sectors continue during non-emergency as well as emergency periods, it is difficult to define legitimate drought-specific activities, especially those which take place before serious health or economic effects are reported in at-risk groups. In 1992/93, the last point was clearly illustrated in the health sector. Although the DHA-SADC appeal was significantly under-resourced in health (with 37% financial requirements covered), it was only after severe cholera/dysentery outbreaks were declared in Malawi and Zimbabwe that funds were provided for emergency action. In 1995, donor support for the non-food sectors across the region remains limited, although they comprise 44% of the total requirements outlined in SADC's consolidated appeal.

From a governmental perspective, the lack of programmatic, operational and funding elasticity to scale-up and refocus health, water and agricultural activities in times of drought remains a critical obstacle. This year, as in 1992/93, many governments are hopeful that drought-related activities in the non-food sectors will be financed externally, or supported by NGOs.

...there is growing awareness that recurrent drought in this region is inextricably linked to the more careful management and conservation of ground and surface water resources.

So, while overall capacities in drought preparedness have improved since the “worst drought in living memory”, this progress is primarily in managing food supply. It reflects a continuing preoccupation that links “drought” with “food”, although drought in southern Africa has hydrological, agricultural, economic and environmental implications that extend far beyond issues of food supply and distribution. Strengthened capacities in drought preparedness must extend to other sectors if SADC’s Member States are to manage recurrent drought episodes more effectively.

What about drought mitigation?

The 1992/93 southern African drought response has been one of the most extensively evaluated relief operations in recent times - with at least 17 individual bilateral, multilateral and NGO evaluations completed. Moreover, in the operation’s aftermath, a number of regional and national workshops took place to reflect on the lessons learned, and to begin processes that would reduce the impact of future drought occurrences. As an example of one follow-on initiative, the Oxford Food Studies Group is now actively engaged with the SADC Food Security Technical Advisory Unit to institutionalise sustainable food security training in SADC’s Member States.

Drought mitigation is a long-term and multi-sectoral undertaking. It has macro-level implications which include improved management of hydro-electric resources to protect national industrial activity against recurrent drought shocks. However, drought mitigation also has micro-level considerations, primarily to protect the food and livelihood security of subsistence farmers in semi-arid lands.

In this context, one of the key differences in the perceived impact of the 1991/92 and 1994/95 droughts has been in the water sector. The 1992/93 drought response was generally an externally supported food-driven operation. Three years later, there is growing awareness that recurrent drought in this region is inextricably linked to the more careful management and conservation of ground and surface water resources. Concerns are expressed now about aquifer recharge rates, dam water supplies and depths that boreholes must be drilled to sustain water supplies when water tables drop. In a region whose food security has long been dependent on rain-fed agriculture, this awareness is a critical step in incorporating drought mitigation measures into ongoing water, agriculture and environmental programmes. Regrettably, this awareness has yet to be translated into practical measures within repeatedly drought-stricken communities. However, as experience in countries such as India has shown, effective and sustainable drought mitigation is a gradual and developmental process. The 1991/92 and 1994/95 droughts have conveyed a powerful message to southern Africans that rainfall scarcity in this region is a

reality with wide-reaching implications.

This year’s drought operation is a timely opportunity to go beyond past practices in food relief and short-term agricultural recovery. Unlike 1992/93, it is hoped that donor support this year will give greater priority to governmental and non-governmental efforts, which promote sustainable drought mitigation in water as well as the other non-food sectors. Drought mitigation is long overdue.

The Impact of Refugees on the Environment and Appropriate Responses

Gill Shepherd, Forestry Programme, ODI

For rural populations in developing countries, the natural environment is intimately linked to economic welfare. Populations are dependent on their surroundings for water, food, shelter and medicine. Refugee influxes intensify normal ‘green’ environmental problems - those associated with over-exploitation of rural natural resources due to poverty, rising populations, weak property rights and inappropriate management.

Refugee impact on the environment

Refugee settlements often occur in environmentally sensitive areas. In Africa, refugees have therefore usually been settled in semi-arid, agriculturally marginal areas, or (as in the case of the Rwandese in Zaire) near national parks or forest reserves. Refugee camps tend to be large for both logistical and political reasons. These large camps have a more negative impact on the environment than would be the case if several considerably smaller camps, catering for the same total numbers, were set up. Furthermore, refugees often have to stay in their countries of asylum for extended periods, and the impact on the environment around camps may be prolonged. In the case of unique sites, such as the Virunga National Park, Zaire, the environmental impact of refugees may be irreversible.

The impact of environmental deterioration on refugees and refugee-affected populations

The impact of environmental deterioration on the refugees themselves is intense. Low-quality water affects the health of large numbers of people, in a situation where there is a high risk of infectious diseases multiplying rapidly. Deforestation gradually forces women and children to walk further for wood, putting women in particular in danger of physical assault. Children may have to miss school to help; cooking time is shortened, and drinking water not boiled. Refugees may have to sell part of their food rations in order to obtain the fuel needed to cook the remainder, contributing to increased levels of malnutrition.

Host populations also experience a similar deterioration in the quality of their environment, so that normally available materials and supplies for construction, consumption and fuel are short, and prices for fuel and food in local markets rise. Tensions inevitably result, since host populations are currently made to bear many of the costs of the arrival of refugees in their area without immediate compensation.

Lessons from the environmental impact of the Rwandan refugee camps in Ngara and Kivu

How best to handle the environmental impact of refugees has been an issue brought under the microscope by the Rwanda crisis, because of the ecological importance of the areas into which many of the refugees have had to flee. UNHCR, in particular, is now in the process of reviewing its response.

Deforestation rates

In all, 524,000 people fled to Benaco in the Ngara area, now constituting the second largest 'town' in Tanzania, after Dar-es-Salaam. In the first six months to November 1994, tree resources within 5km of the four Ngara camps had been all but expended. By June 1995, the standard radius for getting fuel was 10km or more from the notional centre-point. These are very rapid fuelwood depletion rates. In north Kivu, 850,000 refugees in four camps are located within easy walking distance of the Virunga National Park, and many go there daily to gather fuelwood.

Per capita fuelwood consumption estimates

UNHCR's early estimates of per capita consumption rates were excessively low. The best commissioned study (ERM 1994)¹ found such widely varying estimates of per capita fuelwood consumption (from 5.86kg/person/day down to 0.22kg/person/day), that it decided to conduct its own survey. It found a daily per capita consumption among local people in Ngara of 2.32kg, and near Karagwe, where wood is less abundant, of 1.18kg (average: 1.75kg). Figures in the camps were higher with a figure of 2.23kg in the northern cluster, and 3.06kg in the southern cluster (average 2.64kg).

Taking a mean figure of 2.6kg, a specific gravity figure of 850kg:1m³ (a figure based on ERM/CARE calculations) and a figure of 524,000 refugees in the Benaco area, then 1,603m³ a day is needed, or 585,095m³ a year. Mean annual increment in the area is likely to be around 1m³ per hectare, so sustainable off-take ought to spread the refugee demand over 585,095ha or 5,851km². If this area were a circle (the pattern of fuelwood use around population centres) with all 524,000 refugees at its centre, its radius would have to be at least 43km for sustainable off-take. Instead, all this use is concentrated within a radius of 5-10km. These figures take no account of the needs of local populations resident in the area before the refugees arrived.

Solutions

There are a variety of short- and longer-term solutions to the need for fuelwood provision on this scale, which were proposed by the agencies involved in the camps, including UNHCR, and by consultants. These are set out in the table on page 9, in descending order of urgency and usefulness.

The most urgent need is to keep per capita consumption of fuel low, and to make fuel available from a wide area and variety of sources so that refugees do not irreversibly damage the area immediately surrounding camps.

On the demand side, the biggest single reducer of per capita consumption of fuel is the provision of food in a quick-cooking form. Maize in the form of maize-meal rather than whole dry 'popcorn' maize, for example, takes six to eight times longer to cook. It is theoretically possible to save fuel through the use of fuel-efficient stoves as well, though stove programmes have a depressingly unsuccessful history. A far simpler technology, which greatly reduces fuel-use and cooking time, is the provision of large flat saucepan lids to refugees for covering boiling food and water (high altitude has been a factor in high fuel consumption rates in the Rwanda refugee situation. Cooking times are much slower in highland areas because the boiling point of water is lower).

On the supply side, the simplest way of reducing the impact of refugees (though it is often not politically possible), is to set up a larger number of smaller camps, rather than a tiny number of large ones, so that fuelwood collection is automatically spread over a larger area. If this is impossible, then it is essential for agencies to identify natural stands of forest or plantations, and to organise the delivery of fuelwood to the camps. As time goes by, other sources of fuel may be identified as well. In Tanzania, for instance, both peat and papyrus reeds constitute such sources. A range of other options are inappropriate in this context for the reasons set out in the chart (kerosene, charcoal, briquettes, solar cookers, stoves). At the same time, important trees around the camps (along water courses, large shade trees, etc) can be marked with white paint as not available for felling.

A further area which needs early consideration, from the environmental point of view, is the need for poles and timber. Current refugee shelters provide polythene sheeting, but no wood supports. These have to be cut from the surrounding area. Nor have the agencies themselves been blameless. UNHCR (1994) notes that the implementing agencies cut tens of thousands of poles within easy trucking distance for pit latrines, medical clinics etc. Tents for official purposes, and tent-pole provision, ought to be part of the agencies' commitment to a refugee situation.

In the longer run, there are three further actions to be taken. Firstly, in the refugee-affected areas, tree-planting programmes with local villagers and with remaining refugees should be a priority.

Secondly, and this is more for future refugee situations than for restoring the environment in current ones, databases for countries in Africa and elsewhere likely to be involved in a refugee crisis in due course, need to be set up to document areas of ample fuelwood resources (if any) available for future need, border areas of each country most unsuitable for the establishment of a refugee camps, and those which ought to be avoided at all costs.

UNHCR's planned response for the future

In 1995, an internal Working Group was set up to consider UNHCR's current policy and practice towards the environment. The Group's final report (an internal document dated July 1995) groups its chief concerns about current shortcomings as follows:

Conceptual concerns: sound environmental management is viewed as subordinate to the material and social needs of the refugees, rather than as an integral part of those needs. Environmental rehabilitation is seen as the task of other organisations.

Technical concerns: no clear guidance has been developed to allow selection of the most appropriate technical options in each situation.

Institutional concerns: no clear comprehensive environmental policies and plans have been developed.

Operational concerns: Environmental considerations are not incorporated systematically into UNHCR's refugee assistance programmes.

The Working Group proposes that in future, more effective environmental planning in the context of refugee camps should be a *primary* duty of UNHCR and host governments; that both refugees and local populations should be involved in environmental planning of any projects which are instituted; that there should be coordination with other UN agencies and international NGOs and that development funds should be committed where environmental damage is extensive.

All things being equal, prevention of environmental deterioration is preferable to cure, and in many contexts cheaper too, provided that environmental costs have been internalised by UNHCR. This means giving the environment the same weight as water, health and nutrition in mainstream programming. Operationally, it means that the environment must be given a higher priority at two key phases:

- During the emergency phase, fundamental decisions such as site selection and layout should be taken with environmental considerations in mind, and the emergency team should incorporate these skills.
- During the 'care and maintenance' phase, environmental components should be integrated into programming and implementation, and guidance given on how this is to be effected.

The Working Group sets out three options for the future:

The No-Change Option. UNHCR would continue with the *ad hoc* approach to the environment it has adopted in the past. The Working Group regards this option as irresponsible and suggests that it risks damaging UNHCR's credibility with host governments.

The Two-Pronged Option. UNHCR would focus on only two issues: systematic provision of fuel to refugees; and an environmental rehabilitation programme aimed at attracting development assistance funds to rehabilitate refugee-affected areas.

The Mainstreaming Option. This option would lead to the following activities: preventative measures during the emergency phase such as environmentally sound site-planning; changed construction practices and improvements in the sustainability of refugee housing; participation of refugees and local community in planning; fuel supply; controlled fuelwood extraction from forests and reforestation; the introduction and dissemination of fuel-efficient stoves, mills to grind food grains; environmental training, education and awareness building and environmental rehabilitation after repatriation. A user-friendly environmental Source-Book would be produced to provide guidance in all these areas.

Comparing the latter two options, the working group concludes that *mainstreaming* not only meets the demands of internationally-agreed environmental criteria more closely and is the more responsible, but that it is also more cost-effective. While, in the light of findings from the Rwanda crisis, some of the details of the *mainstreaming* approach might need to be modified, this is plainly the best way forward.

Refugee camps: possible solutions to the problem of fuelwood needs and environmental deterioration	Fuel Provision and Resource Protection		Resource Protection only	
	Short term	Long term	Short term	Long term
Pre-preparation of food to make it cook more quickly and save fuel.	*	*		
Smaller camps	*	*		
Provision of saucepan lids	*	*		
Identification and transportation of new fuelwood sources further away (natural forest + woodlots)	*	*		
Other fuels (Peat, Papyrus)	*	*		
Roster of fuelwood resources		*		
Re-forestation		*		
Marking by officials of trees near camps which may not be cut			*	*
Supply of tents/poles for camps.			*	*
Site fragility maps				*
Kerosene	Kerosene is too dangerous and expensive. Special stoves would be needed.			
Charcoal	Charcoal-making wastes wood available locally, disrupts others' supplies if bought from distant markets.			
Briquettes	Should not be made from agricultural residues. These are needed on farm for animal feed and soil fertiliser.			
Solar cookers	Still experimental. May adapt poorly to local cooking methods. May need constant adjustment as sun moves.			
Fuel-efficient stoves	Stoves in Ngara produced no fuel-savings - the usual finding in rural areas. Women choose to boil more water, and cook better food with the 'extra' heat generated. Much other fuel is used anyway for light, warmth, and social fires. Stoves are expensive, and always need to be customised for local foods/pots. A universal UNHCR emergency stove is not a possibility.			

Under either scenario, environmental expenditure should be budgeted in the General Programme, otherwise it will continue to be seen as a 'frill' rather than as a core part of UNHCR's work.

¹ EMR 1994 *Refugee inflow into Ngara and Karagwe districts, Tanzania. Environmental Impact Assessment November 1994.* ERM for: Care International and the Overseas Development Administration.

Women Killers in Rwanda

Lindsey Hilsum

Evidence is now emerging that women were among those who participated in the killings of over 500,000 Tutsis during the genocide in Rwanda last year.

With up to 2 million Hutu refugees still living outside Rwanda's borders (although recent developments in Zaire may force some to return in the coming weeks), and fears of retribution from Tutsi neighbours, progress in

bringing to justice those implicated in the genocide is slow.

Angeline Mukandutiye is a Rwandan refugee, living with her husband and five children in a small make-shift hut in Katala camp north of the Zairean town of Goma. She was employed by an international relief NGO in their programme to look after people in the camp traumatised by the war.

In Rwanda, she had been a primary school inspector. To the aid workers, she was like many other middle-class, educated, Francophone refugees. But they had not done their research. Mukandutiye is one of the most wanted women in Rwanda.

Working with her friend the local councillor, Odette Nyirabagenzi, Mukandutiye is accused of organising the militia in Rugenge, in central Kigali. The two women were leading local members of one of the political parties which planned the 1994 massacres of Tutsis and the Hutu opposition. Witnesses say they appeared several times at the two churches where Tutsis were hiding.

"I saw Angeline come to St Paul with Odette," said Gorette Rubanguru, a librarian who hid in the church with her sister. "They said the militia should kill the Tutsis, eliminate them. They had a list and they called out the names of those who were to die."

Confronted by the accusations of those who say they saw her directing the killers, Mukandutiye was defiant. "I want to answer these accusations," she said. "My conscience is clear. If these people were hiding, how could they see what was going on? Anyway, I was in my house the whole time."

Mukandutiye denied organising the militia, saying the accusations were prompted by political rivalry. "I was in the late President's political party and I was from his home area. All these accusations are said by my political opponents." Ironically, Mukandutiye is a Tutsi, one of a few who joined the majority Hutu political establishment. She said she understood why the militia had killed Tutsis after the president, the people's 'father', was killed. "After the father was killed, the children reacted," she said. Only too happy to answer questions, Angeline refused to have her photograph taken.

The NGO sacked Mukandutiye when a journalist told them the evidence against her. But the fact that they employed her in the first place without asking questions reveals underlying assumptions: women don't kill, we believe. Women - especially African women - are by definition innocent victims. Challenged about working in Goma at all, one aid worker said: "But most of the people in the camp aren't killers, they're women and children."

It's now well known that the massacres of more than half a million people in Rwanda were not random acts of savagery, but a plan carried out by the then government and military leaders to eliminate the minority Tutsi people and any political opposition. It's less well-known that women - traditionally seen as victims in Africa's conflicts - were involved at all levels: planning, organising, identifying targets, even killing with their own hands.

Jeanne Umurerwa cries first in grief and then in anger when she talks about her twelve year old son, Christian. The day the militia dragged him out of the house and killed him, she was cowering in terror in the backyard. From there, she could see a car and in it a familiar figure directing the killers.

"She was wearing a soldier's uniform. She sent the militia. She was giving the orders. I blame her and her son Chalom for the death of my son Christian." The woman Jeanne says is responsible for killing Christian on 22 April 1994 is Paulina Nyiramasuhuko, at the time Rwanda's Minister for the Family and Women. She is now reported to be living in a comfortable house in the Zairean town of Bukavu, and employed in a local camp to run its social services programme. Odette Nyirabagenzi is also known to be in Bukavu.

"She was wearing a soldier's uniform. She sent the militia. She was giving the orders."

Witnesses say that she and her son led the militia in the country's second city, Butare, where up to a hundred thousand people were killed in last year's genocide.

Grace Hagenimana, a peasant farmer from Runyinya in the hills west of Butare, remembers Paulina Nyiramasuhuko. After the plane carrying Rwanda's president was shot down on 6 April 1994, people from the majority Hutu ethnic group started burning down Tutsi homes in Runyinya. The President was a Hutu, and the radio told the people that a guerrilla army, the Rwandese Patriotic Front, led by Tutsis, was responsible for the President's death. Hutu neighbours burnt down Grace's house, so she and other Tutsis took refuge in the local council office. Then the Minister paid a visit.

"I saw her in a car with an escort of policemen," said Grace. "The mayor had put all those who wanted to kill people in prison, but she said they must be freed. She said: 'You must start work, you must hunt the enemies.'" Then people took up machetes and the police who had been guarding us started to kill us."

Grace and her four children fled as the police began

shooting and hacking the desperate Tutsis. In the chaos, she lost her husband who she presumes was killed. But this was not the last she saw of Paulina Nyiramasuhuko. When she reached Butare, Grace went to the provincial offices where she found hundreds of other Tutsis hoping to escape the terror, amongst them Mathilde Nyiramana. Mathilde takes up the story.

“You know, Nyiramasuhuko was very intelligent. She didn’t want to be seen in the day, so she came at night. She and her militia would bring torches and they would search amongst the people, shining the torches in our faces. We would pretend to be asleep and they would raise our heads to see who we were. When they did that to me, my baby cried a lot.” According to Mathilde and Grace, the militia would drag out and kill any Tutsi who had an education or wore shoes - peasants like them were spared, but Mathilde’s four brothers were killed.

Surviving the terror brought Mathilde and Grace together. Mathilde’s sister, Marguerite, has a job as a teacher which earns her £25 a month, and the three women now live in two rooms in Butare, struggling to bring up nine children. Four belong to Grace, four belonged to Mathilde and Marguerite’s brothers and one is an orphan they picked up in the street. All other members of their families were killed, and no-one is helping the women rebuild their lives.

**Most of the women in
prison are poor peasants...
they are paying the price
for educated men and
women who have fled the**

Rwanda’s current Minister for the Family and Women, Aloisie Inyumba, is a member of the Rwandese Patriotic Front, the guerrilla army which defeated the former regime last July. She says she was shocked when she learnt that women had participated in genocide. “I couldn’t believe it because traditionally our culture respected women so much, and they have a moral value for children. It showed me how low the moral degeneration of our country has gone,” she said.

The genocide in Rwanda was carefully prepared and carried out by Hutu extremists who wanted to exterminate the Tutsis. Jealousy between women was a key element of propaganda. While Hutus and Tutsis are not strictly speaking separate tribes, there is a belief in Rwandan culture that Tutsi women are more beautiful. A Hutu man in a senior position would often take a Tutsi mistress, known as a “deuxième bureau”, a “second office”, to entertain him after work. As Tutsi women often came from wealthy families and had studied abroad,

international organisations employed a disproportionate number as secretaries. Foreign men, lured by the svelte figures of the stereotype Tutsi girl, favoured them above Hutus.

Hutu extremists wrote a set of “ten commandments” outlining their ideology, where the ills of the country were laid largely at the feet of Tutsi women. One commandment read, “Every Hutu should know that our Hutu daughters are more suitable and conscientious in their role as woman, wife and mother of the family. Are they not beautiful, good secretaries and more honest?” The next read, “Hutu women, be vigilant and try to bring your husbands, brothers and sons back to reason.”

Although most of the killing was carried out by men, women played a significant role in the murder of other women and of children. Girls in their teens followed the bands of militia, robbing the dead of their clothes, while older women ululated and danced, cheerleaders for the killers.

Survivors bring those they say killed their relatives to the authorities. In villages across Rwanda’s hills where Hutu and Tutsi women used to cultivate and fetch water together, the bitterness between women is acute. “Since last April, no-one trusts anyone anymore,” said Artesia Nyiramana, five of whose nine children were hacked to death as she watched helplessly.

One day in late June this year, Artesia sat in the courtyard of the local authority office in Mbazi, a village north of Butare. A few yards away was the woman she said betrayed her children to the militia - her sister-in-law, friend and neighbour, Francisca Mukangwije.

The two women faced each other, Artesia backed up by two others she had brought as witnesses, Francisca alone.

“I saw you. You pointed out where Emmanuel was hiding and you dragged out Murakatete so they could kill her!” accused Artesia.

“No, I say in front of God I didn’t do that!” shouted Francisca. “Why are you saying this, when we lived together and shared everything?”

Artesia described how one morning last April, a band of militia, their faces painted with chalk and masked by banana leaves, approached her house chanting “We are going to kill you.” As a Hutu married to a Tutsi she was safe, but her children were in danger, because Rwandan children inherit their father’s ethnic group. Her six year old son, Emmanuel, was hiding in the house but four of her other children were outside. The men gathered eleven children, including those of a neighbour, and pulled them into the road where they killed them with hoes and sticks.

Amongst those attacked was Artesia's grand-daughter, eight-year old Murakatete. Somehow she survived, and Francisca took the wounded child to her house to wash the blood off her body and clothes. But the band of killers wasn't satisfied. They demanded more children.

"Francisca told them where Emmanuel was hiding, and she dragged Murakatete out. She took her to the road and said "I have brought the child," said Artesia. "I saw her do it."

"I was frightened, and I couldn't stop them," said Francisca. "The men came and said they had heard a child and knew Murakatete was hidden in my house. They said they had seen her, and they took her. It wasn't my fault."

Francisca may have been too frightened to try and save Murakatete, but in Rwanda today failure to protect is a potentially punishable crime, one element in genocide. Francisca is likely to be imprisoned. Artesia, desperate with pain and loss, said forgiveness is out of the question. "God said those who kill by the knife must die by the knife. I'll forgive her only if she can bring back Murakatete and Emmanuel. Otherwise she should be treated as a killer like all the others."

More than a thousand women have been thrown into Rwanda's cramped and insanitary jails, and some have been held for nearly a year without being charged. In Rwanda, it seems, everyone arrested is presumed guilty until proven innocent. Most of the women in prison are poor peasants, women like Francisca, fingered by widows and other survivors. They are paying the price for crimes masterminded by educated men and women who have fled the country.

"Rwandan women are obedient, so when they were instructed to kill their neighbours they did so," explained Aloisie Inyumba, the Minister of the Family and Women. "The majority of women in Rwanda are illiterate and the state gave them instructions."

Yet more than a year after the genocide, the Rwandan government has failed to distinguish between those who actively participated in genocide, those who were too frightened to resist the killers and others who may have been falsely accused. All women in prison, and most men, proclaim their innocence, usually saying that they've been denounced by people who want their land or property. Without proper investigations it's impossible to convict the guilty and clear the innocent.

In jail in the Rwandan capital, Kigali, a short, broadly-built woman known to all as Mama Aline reluctantly emerges from the filthy, congested corridor where the women are contained. She is reluctant to speak to a journalist, rasping hoarsely that she has a sore throat and cannot answer questions. Mama Aline's name comes up

time and again amongst survivors who gathered for protection in the churches of St Paul and Ste Famille in central Kigali.

Innocent Iyakaremye, who used to work in a music shop, said he watched aghast as Mama Aline tortured and killed a wealthy Tutsi businesswoman, Spéciose Karakezi, because the militia, paid off by Speciose, had refused to do so.

Mama Aline denies involvement, but witnesses testify that she worked with Odette Nyirabagenzi and Angeline Mukandutiye, organising the militia in central Kigali.

Mukandutiye, living in the refugee camp in Goma, said she would be willing to face an international court, but will not return to Rwanda should trials start there. Yet the International Tribunal established by the United Nations will not issue its first indictments until the end of this year at the earliest, and the likelihood is that suspected war criminals will go to ground in Zaire or more remote parts of Africa when arrest warrants are issued.

Unless strong member states of the United Nations pay more towards the International Tribunal and push for it to be effective, the chances are that these women will never face justice. Only those gathered in Rwanda's squalid prisons will have to confront their accusers. Punishment will be reserved primarily for those who were too frightened to protect people or to defy the orders of the architects of genocide.

Jeanne Umererwa, cradling her new baby Charmant but never forgetting the son she lost, has another suggestion. "The name of Paulina Nyiramasuhuko should be written everywhere in the world so everyone should know she is an evil woman," she said. "Then she should be brought to Rwanda and be put amongst the women so the women can judge her".

Women, War and Humanitarian Intervention: Resources for NGOs

Kitty Warnock, Panos Institute, Women and Conflict Oral Testimony Programme,
Co-editor of *Arms to Fight, Arms to Protect*

"**T**he agencies helping us refugees gave us gas and stoves, but we could not use them. The gas was very expensive, and the agencies seemed unable to calculate how much gas a family needs to cook three times a day". This anecdote, related by a Somali woman in *Arms to Fight, Arms to Protect*, is typical of the stories every emergency situation generates - because agencies still do not consult with women or allow them to define their own needs, sometimes despite a rhetorical

commitment to doing so.

There are plenty of "roadblocks" on the way to realising gender awareness in agencies' peacetime development activities, but in emergency situations there is, in addition, a strong tendency to say: "When the situation is serious you can't afford the time to stop and think about gender issues". Essays in *Women and Emergencies* (Oxfam Focus on Gender 4) make the case - clearly enough to convince the most sceptical and macho logistics or technical officer - that such an attitude is extremely damaging. Recognition of women's needs and a gender-based analysis of an emergency situation are essential starting points if an aid intervention is to be effective in the short term and have positive impacts in long-term development.

In simple numerical terms, women and their dependents form the majority of the vast numbers of people affected by wars today, so interventions which do not help them meet their basic needs and responsibilities can result in great and avoidable suffering. Because women play the crucial role in sustaining their families and communities in times of crisis, aid which helps them to function effectively is multiplied; it is efficient aid. Though for the agency the crisis is a project with a beginning and an end, for those involved it is part of their continuing lives; any aid delivery system establishes power structures and dependencies which last long after the crisis is over. If these systems - as is often the case - reduce women's power in relation to men, development can be set back years. Finally, there is a preventive aspect: women are more vulnerable than men to disasters largely because of their subordinate social position, so improving this reduces their future vulnerability.

Accepting the importance of planning interventions around women is only the first step: what kinds of projects are needed, with what aims? The excellent *Oxfam Gender Training Manual*, *Changing Perceptions*, the gender section of the *Oxfam Handbook of Development and Relief*, and *Development in Conflict: the Gender Dimension*, all contain useful and accessible explanations of a range of recent and current analytical approaches which shape - whether explicitly or not - humanitarian interventions in wars as much as in non-emergency development. Why is the concept of gender a better starting point than biological sex? What issues are raised for agencies by the differences between a welfare approach - aiming to satisfy women's "basic needs" narrowly defined - and empowerment? Or by identifying women's needs as either "strategic" (long-term needs to improve their capacity and position in society) or "practical"? Why is it so much more effective to address the positive capacities that even a destitute refugee has than to treat her as a helpless victim?

An intervention with the modest ambition of meeting women's welfare needs can - if carried out through consultation, with women themselves identifying their needs - have surprisingly far-reaching impacts. A case study reported in a joint UNIFEM/African Women in Conflict publication *Reproductive and mental health issues of women and girls under situations of war and conflict in Africa*, highlights the importance of family planning provision in a displaced camp: women are often unwilling to face childbirth in the difficult camp situation, or fear STD infection. Where no family planning facilities are available, women may refuse to sleep with their husbands - resulting in an increase in domestic violence and social tension. In the same camp, failure to provide sanitary towels was found to be a strong contributing factor to the low self-esteem that affects most women in refugee situations, undermining their ability to carry out their family social functions effectively. Another study in the same collection shows the need to provide psycho-social assistance to women victims of sexual and other violence in Burundi, not just because of the individual suffering involved, but for the communities' future. Because their culture prevents them from talking about their experiences, many women are repressing powerful anger and hatred against the other side. This anger is easily passed on to the next generation and is a barrier to conciliation and political discourse.

The notion of an obligation on societies to protect women should be even less threatening to the *status quo* than the notion of providing for women's welfare. But a conspiracy of silence has kept rape and forced sexual relations off the agenda until very recently. Now this is changing: safety from rape is recognised as a right, and protecting women from rape and addressing its consequences are challenges agencies can no longer ignore. Among the current literature, two books may help agency personnel begin to understand what women have gone through and how their traumatic experiences might affect them. *Arms to Fight, Arms to Protect* contains some horrifying and detailed personal stories; *The Blue Room* is a therapist's powerful, personal presentation of the politically-inspired gender violence experienced by a group of women refugees, and an exploration of how their experiences relate both to society's 'normal' controls over women, and to political violence in general.

Reproductive and Mental Health Issues contains an account of a project to establish peer counselling for Liberian refugee victims of rape, as well as insights into other psycho-social health needs.

Moving beyond a welfarist approach, a commitment to empowering women - a real and not just a rhetorical commitment - has become one of Oxfam's core values, and the arguments for it are well laid out in all the Oxfam publications reviewed here. "Gender-based inequalities

directly prejudice the life-chances of half the world's population" (*Handbook of Development and Relief*). In war situations, where women are the chief carers and providers and "the most stable element in a strife-torn society", their ability to make their full contribution to survival and reconstruction is greatly constrained by their lack of power - at psychological, family, community, economic, and political levels (UNIFEM/AFWIC). Many of the interviews in *Arms to Fight, Arms to Protect* bear this out. There is a great danger that "emergency interventions [will] seriously compromise the long-term future for women by creating further imbalance in their relations with men....[handing] the power over traditional women's affairs to men" (*Women in Emergencies*).

On the other hand, wars disrupt relations within society, obliging women to take on new responsibilities and powers, so creating opportunities for permanent change. It is often difficult for women themselves to identify and work towards their long-term "strategic interests":

Of course, there are both practical and ethical difficulties for an outside agency setting out to change the culture of the society in which it is working. If the dominant culture is against it, empowering women is seen as cultural imperialism. Oxfam's justification is that addressing the inequities of gender is not different from addressing the inequities of poverty, to which no one objects. It also argues that challenging human rights abuses against women is equivalent to challenging other human rights abuses. This position informs - in theory, if not yet in practice - all Oxfam's work in conflict situations, and is particularly explicit in *Development in Conflict*. This contains valuable analyses of types of conflict and of the impacts of conflict on women, discussions of agency interventions and methods of making these gender-sensitive - all in terms of the commitment to empowerment. The authors do not hide from the very difficult issues. There are sections here, as in the *Gender Training Manual*, on how to introduce gender perspectives to sceptical or reluctant partners, as well as examples of the dangers of provoking violent hostile reactions.

Saying is one thing, doing another. Incorporating gender properly into emergency humanitarian work requires a thorough institutional commitment, with staff trained and working methods developed well in advance of the emergency. The *Development in Conflict* report contains some practical tools and strategies for working in war situations, but any agency which needs to sharpen its own gender focus more generally, or carry out gender

Where can you get hold of publications on women and war?

The following publications are available from:

Oxfam Publishing, BEBC Distribution, PO Box 1496, Parkstone, Poole, Dorset, BH12 3YD

- *The Oxfam Gender Training Manual*, by S. Williams with J. Seed and A. Mwau, 1994.
- *Development in Conflict: The Gender Dimension Report of a workshop held in Thailand*, 1993, by J. El Bushra and E. Piza Lopez, Oxfam Discussion paper 3.
- *Changing perceptions: Writings on Gender and Development*, edited by T. Wallace with C. March 1991.
- *Women and Emergencies* edited by B. Walker Oxfam Focus on Gender 4, 1994.
- *Women and Conflict*, edited by H. O'Connell, Oxfam Focus on Gender 2, 1993.

Other publications are available as follows:

The Blue Room: Trauma and Testimony among Refugee Women: A psycho-social explanation, by I. Agger, 1994, Zed Press, 7 Cynthia Street, London N1 9JF Fax: +44 171 833 3960.

Arms to Fight, Arms to Protect: Women Speak Out about conflict, edited by O. Bennett, J. Bexley, K. Warnock, 1995. The Panos Institute, 9 White Lion Street, London N1 9PD Fax: +44 171 278 0345.

Reproductive and Mental Health Issues of women and girls under situations of war and conflict in Africa, Proceedings of an expert group consultation. edited by A. Ng'eny-Mengech, 1994, UNIFEM Africa women in Crisis Umbrella Programme and UNICEF. Available from UNIFEM AFWIC Umbrella Programme, PO Box 30218, Nairobi, Kenya. Fax: +254 2 215102/331897.

Marie Aimee Helie-Lucas in *Changing Perceptions* expresses very forcefully her anger that despite their active participation in the Algerian liberation struggle, women were unable (largely because of the male-dominated leadership) to recognise the significance of what they had achieved and to build on it for a more equitable future. The lesson for agencies today is that they should recognise opportunities for change, and be ready to help women to identify and build on them.

training as part of its work in the field, should turn to the more comprehensive *Oxfam Gender Training Manual*. Costing only £30, it should be within reach of even the smallest agency. It is based on Oxfam's experience of sensitising its own staff and partner organisations, but pulls together ideas and materials from a number of different sources. Most of it refers to development work in general rather than specifically to emergency situations, but much of the material is fundamental to

both. As well as clear and user-friendly academic background articles - on the history of gender awareness in development, and a guide to different tools for gender analysis - the manual consists of an array of training activities, from five-minute warm-up games for groups to half-day training sessions in the use of particular analytical frameworks. Background papers, facilitators' notes and handouts are included. The manual is aimed at people who have some training experience but not necessarily in gender, and could be used for training at all levels within organisations, as well as with grassroots groups, female, male and mixed. The *Handbook of Development and Relief* does not contain the teaching methodologies and materials, but covers some of the same theoretical ground.

Reading these books, one might think that if only all agencies would follow the rules and respond to women's needs properly, humanitarian interventions in conflict situations would all be successful. Sometimes the *Oxfam Handbook's* ideological statements about what development is, and how it must be done, grate on a non-Oxfam reader - but after all this book is in part a giant mission statement, and in part a very useful guide, overview and elucidation of issues facing all development and relief

agencies, so it is not fair to expect it also to show Olympian detachment.

News Items

European Union 1996 EU Draft Budget

The Draft Budget for 1996 was adopted by the EU Council of Ministers in July. It will go before the 18-22 September European Parliament plenary session. The broad shift away from development assistance to Africa, Asia and Latin America, witnessed in earlier budgets, is again apparent as funds are directed increasingly to eastern and central European countries and the Mediterranean. The proposed Budget also advocates a shift away from food aid to humanitarian aid.

In response to these developments, a consortium of NGOs comprised of EURO-CIDSE, APRODEV, Caritas Europa, EURONAIID, EUROSTEP, NGDO EU Liaison Committee and VOICE collaborated in producing a joint NGO position paper (see box opposite). This paper questions the decision to transfer 51MECU from Food Aid to Humanitarian Aid in next year's draft budget (in practice this would mean responsibility for the funds would shift from DGVIII to ECHO).

It will be interesting to see what the European Parliament plenary session recommends, although not all parliamentary amendments will necessarily be adopted in

the final budget.

Cannes Summit, June 1995

In February this year, as a result of the United Kingdom seeking to reduce its contribution to the European Development Fund (EDF), EU member states failed to agree on the aid allocation for the 70 African, Caribbean and Pacific countries. It was not until the French Presidency's European Summit in Cannes, on 26-27 June, that heads of government finally agreed to allocate 13,307 million ECU to the 8th European Development Fund (EDF) for the second half of Lomé IV (1995-1999).

The final compromise on the size of this eighth EDF falls short of the French proposal of 14,300 million ECU. Once inflation since 1989 has been taken into account and the potential increase in funds which could have resulted from the accession of the three new member states to the Union - Finland, Sweden and Austria, this is a disappointing development. Although the agreed amount is an increase in *absolute terms* compared with the previous EDF

The main points made by the consortium are summarised below:

- Food aid should be implemented in a perspective of development and therefore kept under DGVIII.
- Without an accompanying revision of the ECHO mandate, a budgetary transfer is not justified.
- The concept of *humanitarian food aid* is causing confusion and lack of coordination between DGVIII and ECHO.
- A gap between *food aid* and *emergency food aid* has emerged due to the lack of clarity of what constitutes short-term and longer-term relief.
- Projects in the field of *poverty alleviation* fall into this in-between trap.
- The consortium perceives three strong arguments for keeping the bulk of refugee food aid within DGVIII:-
 - due to the often prolonged nature of refugee situations and the long term impact of food aid on the region;
 - substantial quantities of refugee food aid needed at short notice would be better served out of wider budgets;
 - existing regional stockpiles of DGVIII food aid enable it to react fast in rapidly developing crises.
- NGOs are concerned about this major transfer of funding away from development purposes.

The consortium also flags up that, as much of ECHO funding goes to the eastern and central Europe, this will represent a geographical shift away from the south

Comparison of European Union Member States' Contributions to the 7th and 8th European Development Funds (EDF)

	7th EDF (ECU million)	8th EDF (ECU million)
Belgium	3.96%	3.78%
Denmark	2.07%	2.07%
Germany	25.96%	22.54%
Greece	1.22%	1.20%
Spain	5.90%	5.64%
France	24.37%	23.45%
Ireland	0.55%	0.60%
Italy	12.96%	12.10%
Luxembourg	0.19%	0.28%
Netherlands	5.57%	5.03%
Portugal	0.88%	0.94%
United Kingdom	16.37%	12.25%
Austria	-	2.56%
Finland	-	1.43%
Sweden	-	2.63%

(10,800 million ECU), it represents a shortfall given the above factors.

The now fifteen member states together contribute 12,840 million ECU to the new EDF. The remainder comes from resources not allocated in previous EDFs (292 million ECU), from an increase in humanitarian aid from the EU budget (160 million ECU) and a conversion of special loans into grants (15 million ECU).

Britain is the only country which decreased, in absolute terms, its contribution to the Fund.

Because of the delay in agreeing the size of the EDF budget, negotiations of the mid-term review of the Lomé Convention were basically stalled. It was only after the Cannes Summit, on the last day of the French Presidency, that remaining issues, among which the trade provisions, could be resolved and the mid-term review completed. The new Lomé agreement will be signed in Mauritius in November this year.

Resources not allocated from previous EDFs	-	1.13%
Non-utilised resources from the 7th EDF	-	1.07%
Increase in humanitarian aid from the budget in favour of ACP states	-	1.20%
Conversion of special loans into grants	-	0.11%

**EuronAid General Assembly
Adopts Code of Conduct
on Food Aid and Food
Security**

Food aid is the subject of a new code of conduct. At its recent General Assembly, EuronAid members unanimously adopted a Code of Conduct for NGOs

involved in food aid and food security programmes. EuronAid, a consortium of NGOs active in the field of food aid and food security, exists to facilitate the access of NGOs to institutional donors (primarily the European Commission). NGOs of different sizes and from all countries of the European Union can benefit from EuronAid's services, increasing their opportunities to obtain support for food aid and food security programmes.

The Code of Conduct explores NGOs' motivation for undertaking food aid and food security programmes, emphasising their responsibility to people who have insufficient access to food. This document, by promoting work practices that respect people's rights, partnerships and responsibilities, expresses the joint commitment of European NGOs to implement food aid projects which achieve high programme standards and strict rules of accountability, while aiming at food security sustainable in the long term.

The adoption of this Code comes at a time of important developments in the field of international emergency and development aid, as NGOs face ever greater challenges in the provision of relief and food aid and ever greater demands for accountability to beneficiaries and donors alike. Since its adoption by members, the EuronAid Code of Conduct has been taken up by the NGDO EC Liaison Committee where discussions are currently taking place on the adoption of a Europe-wide Code of Conduct on food aid and food security.

EURONAIID CODE OF CONDUCT ON FOOD AID AND FOOD SECURITY

May 1995

1. The Issue

We are Non-Governmental Organisations (NGOs) brought together by a common purpose: to assist the people who are food insecure throughout the world to become food secure. We are motivated by the recognition that an important part of the world population is suffering from hunger and malnutrition due to man-made or natural disasters and structural problems. In particular, low-income groups regularly face acute shortages with dramatic consequences, especially for vulnerable groups such as women, children and the elderly. To meet this challenge, food is only one of the resources which are necessary, yet it is an important one. Our imperative is to use it efficiently and effectively.

We define food security as "**Access at all times, by all people, to enough food to lead active, healthy lives**". (A detailed breakdown of what is understood by this statement can be obtained from the complete Code of Conduct published by EuronAid).

2. Our Responsibilities as Non-governmental Organisations

Our food security orientation requires that we engage in a wide range of programmes combatting the causes of food insecurity, including those focused on agriculture, income and job creation, community health, education, water and environmental issues. It further requires that we act to minimise negative effects on food security by factors outside our direct influence, such as civil conflicts, natural disasters, government and donor policies.

The activities we undertake are prompted first and foremost by our responsibility to the people we serve. We also recognise our responsibility to donors (private and institutional) who make our action possible. We are limited by the nature and extent of our resources. Within these limits, we seek to be efficient and effective.

The People We Serve

Access to food is a fundamental human right

We affirm that access to food is a fundamental human right; we consider hunger in a world with enough food to feed all its people to be morally and politically unacceptable.

We assist populations which are the most needy and vulnerable and do not discriminate on the basis of gender, colour, caste, creed or age. But we do target specific groups when these are the most in need of external support. These are generally vulnerable groups such as women and children, the elderly, or entire groups such as refugees or displaced persons who are totally dependent on the outside world for their food.

Our belief in equality commits us to the advancement of the role of women in development. We recognise the importance of women as both food producers and food managers. We also consider that the active participation of community members in the programmes is the cornerstone of development.

Now and in the long term

While we are committed to achieving sustainable solutions to hunger, we recognise the need for specific responses in emergencies and for areas or groups with permanent serious food deficits. Yet, beyond merely providing hungry people with their next meal, we ultimately wish to see them provide it for themselves. Wherever possible, even in emergencies, we develop activities leading towards long-term famine mitigation or increased food security.

The best prevention of and response to famine is to reduce the vulnerability of those most at risk. When short-term measures are required, they should as far as possible contribute to, rather than detract from, sustainable development.

Working with Donors

Responding to individual donors

We recognise the essential contribution made by individual donors to our action. Private donations are the guarantee of our independence and our flexibility. Our supporters are our base, not only because of their financial support, but also because of their commitment to promote our aims through political and public opinion channels.

We have a responsibility to thoroughly inform our supporters of our actions and on development policy

issues with which we are confronted. This responsibility extends to ensuring that our supporters have detailed accounts of how resources entrusted to us have been used.

Partnership with institutional donors

Institutional donors are major contributors of food and funds for our food-related programmes. We appreciate the important role these organisations have in making our work possible. We seek to form with them partnerships based on mutual respect.

Within these partnerships, we are accountable for the resources at our disposition as well as progress towards agreed objectives.

We also have a responsibility to exchange information and experience with institutional donors in order to promote better policies and procedures in a dynamic relationship.

3. Implementation of Programmes

We thoroughly analyse each situation to identify the contributing factors

Food insecurity is a complex problem that manifests itself in a variety of ways. Our effectiveness depends upon our ability to identify and address the root causes of food insecurity for each population we target.

In order to design effective programmes, we have to fully understand local production, consumption, distribution and decision-making systems and anticipate how they will interact with project goals.

We recognise the central importance of coordination in the field of food aid

We commit ourselves to coordinate as far as possible with other relevant agencies and to fully cooperate with local coordination mechanisms wherever they exist, thereby ensuring that food aid globally corresponds to identified needs and that its use by the different actors involved takes place in a coherent framework.

We pay special attention to specific implementation requirements related to food

We pay attention particularly to the timing of food mobilisation and delivery for two reasons. Firstly, food is a perishable commodity which cannot afford to be stored too long, especially in tropical circumstances. Secondly, in cases where food is imported, timely distribution or sale is essential to prevent adverse effects on local markets.

In circumstances where beneficiaries rely primarily or solely on food aid for their survival, we seek to ensure that the rations provided are nutritionally balanced and contain all the essential nutrients. We therefore urge donors to provide a wide range of commodities and to ensure that the timing of deliveries takes account of

seasonal variations and allows for a balanced food basket to be delivered.

When it is appropriate or necessary to monetise food aid, we do it with utmost care, ensuring that the timing and the sale price do not bring about harmful effects on the local markets, such as unfair competition with local products.

We promote local or regional purchases wherever possible

In many countries or regions, pockets of need co-exist with surplus areas. In these situations, we promote the use of locally produced and processed food, because it contributes to the development of local markets, reduces costs, improves timing and provides the type of food people are accustomed to. Whenever possible, these purchases should be made from local producers' organisations, thereby promoting their access to the market.

4. Management

We favour participatory management approaches

We seek to base our management approach on the principle that it is improper for individuals or organisations with power to take responsibility for matters which those with less power can accomplish by their own initiative. Thus, as much as possible, we involve existing community institutions and structures in the development of appropriate response strategies, like disaster preparedness and mitigation strategies as well as relief, rehabilitation and development programmes.

We seek to establish partnerships with local, regional and national institutions. Such institutions tend to be more familiar with the conditions and processes of local development and are commonly accepted by community members.

We recognise the need for adequate funding for the full support of project operations including appropriate management and technical staff

Central to project success and global achievement, are the careful planning of project activities and the provision of material and personnel for their efficient execution. NGOs together with institutional donors, should seek to make available the necessary resources. In particular, the provision of food in kind should be accompanied by adequate resources to cover the strengthening of local partners' capacity and any necessary material input.

To ensure maximum impact, we monitor project management and evaluate progress towards clearly stated objectives

We use food aid resources - in the form of funds or commodities - to develop and implement programmes that incorporate clearly defined goals, related time frames, and where possible, measurable indicators of achievement.

We are committed to alleviating the immediate effects of food insecurity while addressing long-term solutions. Time frames should be well defined and related to goal achievement. They will vary depending upon the nature of the project, but should be set with the understanding that eventually our interventions will be phased out.

NGOs, together with institutional donors, should seek to make resources available for evaluations. Evaluations should be an integral part of the programme design and actively involve the local partners and beneficiary communities. Results should be as far as possible measurable at the individual, household and/or community levels. Evaluation recommendations should be incorporated into future project design.

Federation of Red Cross and Red Crescent Societies, PO Box 372, 1211 Geneva 19, Switzerland. Tel: +41 22 730 4222. Fax: +41 22 733 039. Email: walker@ifrc.org.

Commonwealth Foundation Endorses New Guidelines for Good Policy and Practice for NGOs

The Second Commonwealth NGO Forum met between June 18-23 in Wellington, New Zealand. This gathering of more than 150 NGO representatives, endorsed

One Year On... Update on the Code of Conduct for the Red Cross and Red Crescent Movement and NGOs in Disaster Relief

Peter Walker, Director, Disaster and Refugee Policy,
IFRC

Over 60 NGOs have now registered their commitment to implementing the Code of Conduct. Within many of these agencies and certainly amongst the Red Cross and Red Crescent Movement and the NGOs who funded the Code, the principles of the Code are now included in basic training courses for relief and development workers.

To make this sort of training more effective and more accessible to others, the Overseas Development Administration of the British Government has funded the production of a training video on the Code for the Red Cross. Production of the nine-minute video is finishing as this newsletter goes to press, and copies will be available in English, French, Spanish and Arabic, as well as without a sound track so that it can be dubbed into any language.

The Code of Conduct is also being taken to the International Red Cross and Red Crescent Conference at the end of this year where all the governments who have signed the Geneva Conventions are represented to discuss International Humanitarian Law and the practice of humanitarian assistance and protection. Governments will be asked to support a resolution encouraging them to use the Code in their dealings with NGOs and to encourage NGOs in their countries to abide by the Code.

To register your support, obtain copies of the video or further information on the Code, please contact: The Disaster and Refugee Policy Department International

the document *Non-Governmental Organisations: Guidelines for Good Policy and Practice*. The document sets out guidelines on good policy and practice for NGOs themselves and for NGOs in their relationships with others. During the past three years, the document has passed through an extensive consultation process before being presented to the Forum in New Zealand. Now that the document has been endorsed by NGO delegates, it will be presented to the Commonwealth Heads of Government Meeting in Auckland, New Zealand in November.

For further information, please contact: Christine Meyer, Information Officer, Commonwealth Foundation, Marlborough House, Pall Mall, London SW1Y 5HY, UK. Tel: +44 171 930 3783. Fax: +44 171 839 8157.

Update

T*his section aims to condense information from NGOs, UN agencies and the international press in an accessible format to keep workers in the field in touch with developments and responses to disasters and conflicts elsewhere in the world. It does not claim to cover an exhaustive list of countries or regions currently experiencing humanitarian crises, nor to go into great detail on those covered. Nor does it seek to give opinions on developments or editorial views. Contributions from field-based personnel with access to information relating to a country or region in crisis are welcomed.*



Africa

Great Lakes Region

There are still an estimated 3.2 million refugees and internally displaced people affected by this regional emergency. Movement of relief supplies is hampered by serious insecurity, particularly in *Burundi*; there are reports of between 50 and 100 people killed each night and attacks on the roads are such that UNHCR repatriation efforts from Burundi to Rwanda are still being undertaken by plane. The situation is compounded by the fact that due to a limited number of implementing partners in the area, private transporters are being used and often refuse to enter areas of high insecurity. The closure of the camps inside Rwanda led to an influx of refugees into Burundi and current estimates show nearly 215,000 refugees in need of assistance. The majority of security incidents reported over the last three months have been in and around the capital Bujumbura and in

provinces such as Cibitoke, resulting in approximately 300,000 internally displaced within the country. The situation for NGO staff is worrying - there have been numerous reports of NGO vehicles and convoys attacked and staff threatened.

FAO/WFP reports of a good harvest have contributed to a decision by a joint government/WFP/donor survey which recommended the phasing out of general food assistance to the internally displaced by March 1996 and concentration on those without access to land and targeting of vulnerable groups. This decision needs to be carefully monitored for nutritional and health impact.

The situation in *Rwanda* remains tense. Although more stable than neighbouring Burundi, there remains a possibility of violence spreading across the borders from the armed refugee camps in Zaire and the recent changes in the Rwandan government (with the resignation of the Attorney General, and the removal of the Prime Minister, both Hutu) demonstrate a worrying hardening of orientation along ethnic lines. Such developments in the political configuration of the country do nothing to improve the prospects for repatriation of refugees still gathered in very large numbers in Zaire and Tanzania.

Following the suspension of forced repatriation of refugees by the Government of Zaire on 25 August 1995, there has been a very limited response to the UNHCR calls for voluntary repatriation and, despite the closing of the border by the Tanzania Government in March, the total number of refugees has continued to rise slowly. This slow progress at repatriating the refugees is raising

concerns that the Zairean Government will resume forced repatriation operations - Sadako Ogata was told that the deadline is 31 December 1995. The refugees' fear of reprisals is very real and the recent shooting of 100 Hutu villagers by RPF soldiers in retaliation for a grenade attack on an RPF jeep has done little to encourage refugees to return.

The rehabilitation programme is up and running and targeted at those communes which received the largest number of returnees. Food is supplied to support a variety of first stage recovery activities and food-for-work programmes have been successfully undertaken in sectors such as infrastructure building, water and sanitation and education. A good July harvest offers hope to those who have returned.

UNAMIR troops have had their mandate extended in scope and time, and are now supporting and assisting provision of humanitarian aid, contributing to security of UN staff and the training the local police force.

The security situation in the Zairean camps is volatile, despite a slight improvement since the deployment of the Zairean contingent - a dedicated Zairean force with special remit for camp security. Nonetheless, with forty international relief staff evacuated due to insecurity in Goma, and a CARE truck destroyed by an anti-tank mine at a CARE compound earlier in September, difficulties for relief services are considerable. The closing of the Rwanda/Zaire border, poor roads and rising railway costs in Uganda have led to difficulties with distribution of general rations, although overall surveys of the nutrition situation do not show serious deterioration. A particular problem is the need to increase the levels of maize meal in the rations in Goma, particularly given the milling capacity problems there. Bukavu camps have experienced similar problems as Goma, but there have been no recent nutritional surveys.

Security within the Tanzania camps is reported to be fragile, to the extent that camp leaders even approached UN staff in late June to discuss repatriation issues. There is clearly a desire on the part of the Tanzanian population to send the refugees home and the government is supporting all international repatriation plans. Cash is urgently needed to improve the Tanzania railway line if food rations are to be more effectively distributed.

On a slightly more optimistic note, a crisis in Burundi, should one occur, will find the humanitarian community better prepared in terms of relief efforts than arguably ever before. Preparedness measures have been increased since the international community was caught unawares by the crisis of April 1994 in Rwanda. Donors, NGOs and UN agencies, such as Care, USAID, WFP, ECHO and DHA have strengthened their regional coordination, including databases of personnel and equipment,

stockpiles, and logistics systems.

Southern Africa

While the dramatic events in Yugoslavia and Rwanda have inevitably made headline news during 1994 and 1995, southern Africa has had its share of huge population movements and disaster-related suffering. It is well-known that the appalling drought of 1991/92 left more than 20 million people at severe risk. It is less well-known that in March 1994, Cyclone Nadya left one million people homeless following winds of up to 150km/h which battered Mozambique's northern coast. Only three months later, violent storms and flooding caused a further 20,000 people to lose their homes in South Africa's Eastern and Western Capes. This year, flash floods have occurred in Namibia, Botswana, South Africa and Tanzania. In 1995, an estimated total of 13 million people are again at risk from recurrent drought-related problems, following hard upon years of political turmoil and armed conflict which itself caused millions of displaced and vulnerable.

This legacy of natural and complex disasters gave rise to the recent decision by the South African Research and Documentation Centre (SARDC) to set up a regional Disaster Management Information Project (DMIP). The project aims to document, categorise and consolidate disaster related materials, drawing on experience and technical advice gained from other developing regions. More details can be obtained from SARDC at PO Box 5690, Harare, Zimbabwe. Tel: +263 4 737 301. Fax +263 4 738 693. Email SARDC@Mango.zw.

Mozambique

UNHCR's costly (nearly \$1.2bn) resettlement assistance to returning refugees has been scaled down over the last 18 months, following the return home of nearly 1.7m refugees from Malawi, Zimbabwe, Swaziland, South Africa and Tanzania. Those choosing to remain in their adopted country hold varying status. Returnees qualify for UN assistance until the first harvest. Those in receipt of UN food aid total approximately 550,000, most distributed through the Red Cross and World Vision, working with UNHCR and the Government's Refugee Support Nucleus (NAR). Sadako Ogata, UN High Commissioner for Refugees, commented "Mozambique is the living proof that hope is not in vain and that effective and durable solutions to the problems of refugees can be found, if the will - and the funds - exist".

The largely peaceful election, won by Frelimo - a result broadly speaking accepted by Renamo - and the ensuing peace, have enabled bush clearance and the planting of maize, and the overall food and nutrition status continues to improve throughout the country, due to the relatively good harvest. However, although Mozambique no longer qualifies for an 'emergency programme' of relief aid, 1.5m people are still threatened by hunger. WFP

estimates that 640,000 people will still be in need of emergency food aid in 1995-96, as well as an additional 130,000 returnees who were unable to sow during the recent planting season.

Despite improvements in the overall food situation, as the rebuilding of the Mozambican economy gets underway, many refugees remain outside the country and others are still leaving for South Africa. A speech made by South African President Nelson Mandela at the opening of the annual heads of state summit of the South African Development Community (SADC) on 28 August, sounded a note of caution in moving too quickly to trade liberalisation, fearing it would draw immigrants from all southern African countries before the country was able to support them.

There is widespread concern that with three-quarters of Mozambique's income coming from foreign aid, the country has fallen into the dependency trap. But it seems that years of socialism have not quashed a free market spirit amongst Mozambican people, evident as small street enterprises spring up in the towns.

Earlier, in June, President Chissano spoke on the 20th anniversary of Mozambican independence, calling for a war against one of the country's major concerns - rapidly growing crime which is an outlet for Mozambican youth now that the Frelimo-Renamo conflict appears to be over. Following the recent signing of Defence Cooperation Accord, Portugal is to provide organisational assistance and training to Mozambican armed forces.

Somalia

Security problems in the port areas of Mogadishu and Kismayo persist, making access to food difficult for both resident and displaced populations. Continuing inter-clan hostilities mean that imports and distribution of food aid stocks in-country are hampering emergency aid responses. Despite recent claims of severe malnutrition and near starvation in the Kismayo area and displaced camps, a July nutritional survey carried out by MSF Belgium, in collaboration with UNICEF, World Concern, Muslim Aid UK and the Somali Red Crescent Society, found that the situation had not deteriorated since the last survey in September 1994. The main problems identified by the survey were: lack of employment opportunities, low purchasing power and a diminished 'Gu' season harvest. A WFP-FEWS survey in May found that in the Bay Region and along the middle and lower Shabelle river, only half the area was cultivated in comparison to the previous 'Gu' season. The patchy rainfall could mean that this year's sorghum harvest is only 50% of 1994 levels. The populations most at risk from food shortages are in rural areas where inter-clan rivalries prevent the free movement of people, and lack of health care facilities compound the problem. Due to the particularly high levels of insecurity and

inaccessibility in Mogadishu, international relief workers have not been able to work in the city. Supplementary feeding programmes are planned to reduce short-term nutrition problems but this depends on no interference from the militia.

However, a serious lack of food is not currently being felt at present. This period, prior to the main harvest is traditionally a hungry time when prices have a tendency to rise and the most immediate effect of this low harvest is more likely to be felt in urban areas in the form of higher prices.

Angola

Since the signing of the peace accord on 6 May, the country has, despite still high levels of violence perpetrated by unaffiliated groups, remained calm. With the partitioning of Government and UNITA troops and an apparent commitment on both sides to furthering the peace process, overall security has improved, relief aid routes in previously inaccessible areas are being opened up and there are hopes that assistance can be properly targeted. In anticipation of the voluntary repatriation of nearly 300,000 Angolans from neighbouring Zambia and Zaire, food has been pre-positioned in the northern border areas in readiness. However, there are fears that the only marginal improvements in harvest this year, over previous years, will leave approximately 1.4m people dependent on food aid over the coming year, and that a total of 2.2m will require some form of food - or non-food aid support during 1995/96.

A hopeful note for continuing peace was struck in June, with the offer made by President Dos Santos and the MPLA, of a Vice-Presidency to Jonas Savimbi, an almost unthinkable development only 3 months earlier when armies were still being rearmed and resupplied. The plan is for a 'South Africa' model of two Vice Presidents, one MPLA and one UNITA, but the offer to Savimbi is clearly conditional on progress on demobilisation. Despite this initial optimism, the UN Security Council is concerned at the slow implementation of the Lusaka Protocol, in particular delays in demobilising and reintegrating the estimated 140,000 armed forces on both sides. The Protocol provides for UNITA to be demobilised and integrated into the *Forças Armadas Angolanas* (FAA), but there are already signs that the MPLA is having difficulty in controlling its own army, let alone one nearly half as big again. The question also remains as to where the ex-soldiers go once demobilised. Of the UN, government and aid agencies' programme to reintegrate and re-employ ex-soldiers, only US\$150,000 of the US\$55.8m needed for the demobilisation had been raised by the beginning of August.

In a situation where there is considerable scepticism about power-sharing agreements *per se*, the military question threatens to destabilise things further.

On 7 August, the UN Security Council unanimously adopted a resolution extending the mandate of UNAVEM III (UN Angola Verification Mission) until February 1996, accelerating the deployment of UNAVEM infantry units and authorising the Secretary-General to increase the strength of UNAVEM's human rights unit as appropriate. The UN is reluctant to move to preparations for elections in the current climate until there are clear signs that reintegration of the armies is well under way.

Worryingly however, the increasing lawlessness of rogue, unaffiliated groups in the country and growing insecurity may overtake difficulties in reconciling the MPLA and UNITA, a situation which will be aggravated if reintegration of the armed forces and reinsertion of ex-soldiers into some form of employment is not successfully implemented. From the perspective of the humanitarian agencies working to reach those in need of aid, insecurity threatens their ability to reach their targets, for example around Luena in Moxico province, and discourages displaced persons from returning to their homes.

Sudan

The rains have improved in southern Sudan since mid-July, easing drought conditions which had prevailed during the first half of the year, particularly in south-eastern Sudan. Insufficient rainfall in June and July in eastern Equatoria, causing greatly reduced yields and destroying crops, has resulted in increased food insecurity in the area, although farmers are confident that the second planting will be successful. Elsewhere in the southern part of the country, rainfall conditions are generally good although access to seeds is poor and will prejudice the coming harvest. WFP food aid deliveries are jeopardised by lack of funding for its aircraft, which is its primary means of delivery, and is waiting for a response to its appeal for funding for the remainder of the year.

A failed attempt to assassinate Egyptian President Hosni Mubarak on 26 June in Addis Ababa, openly blamed by Egypt on Khartoum, led to a serious deterioration in relations, with Mubarak using it as a pretext for support of the Sudanese rebels and an opportunity to undermine Khartoum. Responsibility for the attack was subsequently claimed by a group of Egyptian Islamic extremists, (although Sudanese links have not been ruled out) but the damage was done, giving rise to hostile exchanges between Egypt, Sudan and Ethiopia.

Subsequently, on 27 July, Khartoum announced that it was ready to resume peace talks with the rebel SPLA, under a proposal backed by former US President Jimmy Carter. Returning from a meeting with Kenya's Arap Moi, Khartoum's Foreign Minister Taha announced that Lt General al-Bashir had expressed a willingness to sit

down with Colonel John Garang of the SPLA. Despite hopes that negotiations could start within a matter of weeks, fighting broke out along the border with Uganda. This was followed by the refusal from Khartoum to renew the cease-fire, and there are worrying signs that youth conscription by the Sudanese authorities for military service has resumed.

International support for Sudan from the West is under further pressure, with evidence of Sudanese involvement in the bombing of the World Trade Centre coming out of the Washington trial. The International Monetary Fund still refuses to allow Sudan back, preparing a second six-month shadow programme to be closely monitored; and France's support can no longer be counted upon as Alain Juppé, notoriously opposed to previous French involvement with Khartoum, recently took over as Prime Minister and Sudan's primary ally, Charles Pasqua, former Minister of the Interior, was defeated.

Liberia/Sierra Leone Region

On 18 August, a meeting of ECOWAS (Economic Organisation of West African States) was held in Abuja, Nigeria to discuss the Liberia peace process. In compliance with the agreement then reached, a cease-fire came into effect on 26 August and by the end of the first week in September, was reported to be holding. On 1 September, a six man Liberian Council of State was installed and appears to be taking charge and an atmosphere of optimism seems to be growing.

However, the overall situation remains very poor. Much territory remains inaccessible to relief activities due to continued insecurity and skirmishes, with particularly tense rebel activity in Sierra Leone where food distributions have been severely hampered as a result. Estimates of the number of displaced in the country vary from 730,000 to over 1 million people, with the number of people in need of humanitarian aid in the region having increased to 3.4 million (Liberia 1.9m, Sierra Leone 500,000, Côte d'Ivoire 234,000, Guinea 603,000).

While western and northern parts of Sierra Leone are relatively stable, in southern and eastern parts, sporadic attacks on civilians and direct threats against convoys, issued by the RUF leader on 5 September, escalate. It is in the eastern part of the country that the overall situation of affected populations is particularly bad with levels of malnutrition alarmingly high. There have been reports of massive deaths by starvation, although these are as yet unsubstantiated. At the end of August, an inter-agency mission to Kenema Daru and Segbwema carried out an assessment of the food situation where high levels of malnutrition have been detected. The malnutrition recorded is mostly a result of the unavailability of food in the Bo, Kenema - where private transporters have refused to go - Segbwema and Daru areas. Therapeutic

feeding centres have been set up in Kenema Town and MSF-Holland has flown in a consignment of milk, sugar and medicine to be airlifted to Kenema from Freetown.



ECOMOG (Economic Community of West Africa Cease-fire Monitoring Group) is making progress in Liberia, taking control of the two main highways leading to Bomi and Cape Mount in the spring which greatly improved access to populations in the western parts of the country. However, although safety has improved in towns along the highway, in outlying areas there are still reports of clashes between the two ULIMO (United Liberation Movement for Democracy in Liberia) factions looting and committing atrocities against the civilian population. In the Upper Porpka district, the food situation is reported to be desperate. Despite ECOMOG progress, their strength has been weakened since the Tanzania contingent started to leave in the summer. At the ECOWAS summit, the UN agreed to extend the UNOMIL (United Nations Observer Mission in Liberia) mandate until 15 September, but no further unless progress is made towards implementing the Akosombo and Accra Peace Agreements.

Europe

Former Yugoslavia

The situation in the Balkans remains extremely fluid, changing almost daily. In May, following the taking of UN hostages by the Bosnian Serbs, the UN despatched additional troops to the area in the form of an Anglo-French Rapid Reaction Force. But following Bosnian Serb attacks on the safe havens of Zepa and Srebrenica in June and July, the resulting forced movement of Muslims out of the area, and the ensuing London Summit of Contact Group representatives, UN control was handed over to NATO.

On 30 August, NATO and Rapid Reaction Forces (RRF) began a series of air attacks on Bosnian Serb military bases around Sarajevo, pushed to decisive action after months of increasing aggression on all sides of the conflict, culminating in the Bosnian Serb missile attack on a market place in which 37 civilians died and hundreds were injured. The deaths brought to 10,000 the number of residents in the city killed since the beginning of the 41 month siege. The NATO decision followed a build up of pressure on the Bosnian Serbs over the last two months by both Bosnian Muslims and the re-entry of the Croats into the war, resulting in the re-taking of Krajina. The attacks are due to continue until the Bosnian Serbs withdrew their heavy artillery from within the 20km exclusion zone around Sarajevo. This was satisfactorily achieved on 21 September, when air strikes were halted.

Since the intervention, all food aid convoys were cancelled, with the exception of Bihac. The road to Sarajevo was opened for limited convoys in early September.

The decisive military intervention by the West may have been influenced by the arrival of the new French President, Jacques Chirac and by the need for President Clinton to fend off the strongly isolationist attacks from his numerous Republican opponents in Congress. Whatever the motivation, it is now clear that the Bosnian Serbs are on the defensive, with the balance of power now no longer in their favour. The victory of the Croats in the Krajina area showed the Bosnian Serb leadership, for the first time, that they too could suffer defeat, lose territory and see their own people fleeing in refugee columns. A major Muslim-Croat offensive during the second week of September seized key towns in central and western Bosnia, sending 50,000 Serbs fleeing to Banja Luka, the largest Serb held town in the area and this latest success is likely to encourage further moves. The offensive is suspected to be in part a tactical move on the part of the Bosnian Serbs who, having agreed in principle to accepting an eventual settlement of 49% instead of the 70% of their territory gained since the beginning of the war, will find it easier to 'sell' to their hardliners if the territory has actually been physically taken back.

Bosnian Serb leaders may now have to face the real possibility that they will lose everything they have taken since the beginning of the war and accept that it is time to accept a serious advance to the diplomatic table.

A new negotiating team, made up of Serbs and Bosnian Serbs, led by Serbian President Slobodan Milosevic has been set up, but negotiations if they come about, will not be easy. The emboldened Bosnian government will not accept territorial swaps now as easily as it might have done under circumstances prevailing at the beginning of the year. Tudjman's 'successes' in the Krajina and central and western Bosnia may make him more determined to pursue a Greater Croatia solution, and while Serbian President Milosevic would welcome relief from sanctions in return for peace, his control of the Bosnian Serb leader and commander, Radovan Karadzic and General Ratko Mladic, appears limited. Just as the Bosnian Serbs were reluctant to 'stop while they were on top', so their enemies will find it hard to do likewise, and a stable settlement, brokered by the UN, remains a long way off. Even if the international community succeeds in keeping them around a negotiating table, the West may not have the satisfaction of brokering a multi-ethnic solution. It remains to be seen if the 8 September agreement on all sides as part of the US peace plan, whereby much of the captured territory would go to the Muslim-Croat Federation, holds. As the rift between Bosnia's Muslim Prime Minister Siladzic and President

Izetbegovic grows, with recent comments by Izetbegovic implying a hardening along the lines of his Croatian/Serbian neighbours, so the hopes for a multi-ethnic state solution recede.

Croatia

UN sources estimate the fighting in Croatia has led to nearly 16,000 refugees crossing the border from northern Bosnia (approximately 11,400 Croats and 4,500 Muslims) the majority from the Krajina area. Food rations continue to be provided for 20,000 refugees from the Bihac area, now camping in Croatia, although they are not recognised as refugees or given refugee status by their Croatian hosts.

The 4 August Croat offensive against Serb-held areas left most UN bases and observation posts captured, destroyed or surrounded. One Danish and 2 Czech born UN personnel were killed during the offensive, together with an unknown number of Serb refugees, despite UN monitoring of the exodus.

Possible future refugee movements are causing considerable concern. In early August, the UN called for 30 governments to prepare a contingency plan for up to 50,000 displaced should an emergency arise, over and above the additional protection and resettlement needed for the 5,000 victims of the war during the course of this year.

Bosnia

All food aid convoys, with the exception of Bihac, were suspended as of 30 August.

Recent reports from Bosnia have centred upon serious violations of international humanitarian law in and around the former safe havens of Srebrenica and Zepa. On 10 August, the Security Council adopted Resolution 1010 (1995), demanding immediate UN access to displaced persons from the Bosnian Serbs and that ICRC be allowed to visit and register anyone detained against their will.

10,000 civilians from Srebrenica and 3,000 from Zepa have been reported missing, while the many reports of mass killings, beatings and rape are almost certainly true.

Serbia

UN agencies have agreed to increase the caseload of refugees in Serbia by nearly 150,000 and by 1,000 in Montenegro to cover the influx from the former Krajina region although further pledges are still awaited.

Chechnya

At the end of July, peace negotiations resumed in Grozny, conducted under the auspices of the OSCE (Organisation for Security and Cooperation in Europe). In early August, the Chechens and Russians began

implementing their military accord providing for a cease-fire and exchange of prisoners in Chechnya, but hopes for peace experience a setback when the Chechen leader, Dudaev, fired the aide who negotiated the deal. The cease-fire is generally holding, despite sporadic firing. Large tracts of lands have been rendered inaccessible due to landmines.

Humanitarian aid has been mobilised for those displaced by the conflict principally to Daghestan, Ingushetia and North Ossetia, but if current low levels of funding and donor indifference persist, continuation of emergency assistance to the displaced is unlikely to continue much beyond the end of 1995.

The 'Update to the UN Consolidated Appeal for Chechnya', launched on 17 July, highlighted a \$5m shortfall for humanitarian needs and WFP estimate a further \$2m will be needed for four months of winter stockpiles for the 118,000 most needy. Such stockpiles needed to be ready by mid-September to ensure that food



procurement, transportation and distribution could be underway by 31 December when all UN activities will cease under the Updated Appeal.

Difficulties of access by humanitarian organisations to detainees held by the Chechen rebels compound the situation and make estimates of casualties and of the situation difficult. Local government food and cash assistance been exhausted and food reserves of most host families have all but dried up. Unless the WFP pipeline is replenished, the food situation is likely to become extremely serious.

Georgia/Abkhazia

As of 7 August, UN Secretary-General's report, no progress has been made towards resolving this conflict. A Resident Deputy to the Special Envoy has been sent to assist in achieving settlement and safe return of refugees and IDPs, maintain the territorial integrity of the Republic and negotiate special status for Abkhazia.

The total number of IDPs is estimated to be 152,000 in Daghestan, Ingushetia and North Ossetia, although there are considerable difficulties in assessing numbers due to their constant movement. Distribution of food is hampered by tensions between Ingushetia and North Ossetia, meaning that neither Ingus nor Ossetian drivers can be used.

In early September, a huge car bomb explosion, clearly intended for President Shevardnaze and which left him and other bystanders extremely shaken but otherwise unhurt, further raised tensions. But despite being considerably shaken, the President's response was that efforts to suppress the rebels would be redoubled.

Asia

Sri Lanka

At the time of writing, the situation in Sri Lanka is tense as expectations grow of a September offensive before the monsoon, due in mid-October. The intense fighting in July was followed by a comparative lull throughout August, but there are fears that the time has been spent in preparation for further offensives by both Government and LTTE during what remains of the dry season. The hijacking of the *Iris Mona* ferry linking Trincomalee and the islands west of the Jaffna peninsula at the beginning of September as a lure for naval ships, which were subsequently sunk with the loss of 21 lives, raised tensions. A number of attacks and bomb blasts in the east of the country are feared to be a 'warm up' for greater aggression.

Conflicting reports from both LTTE and Government sides make true estimates of casualties difficult to come by, but it is believed that during the summer, many civilians died both as a result of the Government's biggest offensive of the 11-year civil war on the Jaffna separatist stronghold on 9 July (*Operation Leap Forward*), and a failed LTTE suicide bombing when a truck full of explosives blew up prematurely near the Tiger headquarters in Kondavil. In addition, over 200,000 civilians are reported to have fled their homes in the Jaffna Peninsula following the Government attack. More recently Government tactics seem to be centred upon the deployment of mobile patrols driving into contested 'behind the lines' territory.

For the Government to launch yet another military offensive to gain tactical advantage in the Jaffna area at this time would not win it the widespread support it needs to pass its devolution package. Nor would it be popular with the international community. Access for international humanitarian organisations remains a particularly thorny issue. Relations between the Government and the ICRC broke down in July following the ICRC's alleged leaking to the press of details of the Government bombing of a church in Jaffna during *Operation Leap Forward*. ICRC was subsequently forced to suspend shipments of food north after the Government lifted its military curfew on 20 July, and the LTTE refused to give assurances that it would not attack supply ships. This led to a breakdown in food supplies between mid-July and early-September, when the first escorted shipment since July was made. The press coverage of this rift has since led to the south of the country questioning why the Government is providing food for the north at all.

Moreover, despite urgent communications from aid agencies and NGOs to the Government and medical

deputations to Colombo to explain the seriousness of the situation, medical supplies are not getting through to the 200,000 displaced around Jaffna as a result of the fighting. ICRC officials have urged the Government to send fuel and medicines urgently to the area, but an unofficial blockade is causing great suffering in the already stricken city and hospitals, crammed with the victims - many of them children - of continual bombings of the Tamils.

Overall, for those trying to supply the north and east of the country, moving people to assisted areas, and getting supplies to them, the situation is increasingly difficult.

In its bid to withdraw Tamil support for the Tigers, the Government's long awaited devolution plans were leaked in late July, but strong opposition to the proposals by the Buddhist clergy do not augur well for their successful acceptance. Despite Sri Lankan President Kumaratunga's evident optimism, the signs are that the proposals go too far for the Sinhalese and not far enough for the Tamils. The issues highlighted as particularly divisive include the alleged allocation of 12% of land mass and nearly 70% of coastline to just 7% of the population; fears over the consequences of too much autonomy for the regions. Predictably perhaps, the LTTE, via its paper the *Inside Report* also rejected the package, claiming it would be suicide for the LTTE and for the Tamil people.

The government has agreed to redraft the package of proposals to be ready in November. But rumblings of discontent within the ruling SFLP, supposedly due to the absence of the President and her kitchen cabinet at Cabinet meetings, do not give cause for much confidence.

Recent developments in the Government's relationship with India, after more than a decade of extremely strained relations, have shown considerable improvements in recent months. India's increasingly indifferent attitude to the success or failure of the Tamils in the north is easing suspicions of Indian imperialism amongst the Sinhalese, and paved the way for a remarkably friendly, if not particularly fruitful, visit by Mrs Kumaratunga to India's Prime Minister, Narasimha Rao. Discussions involved a proposal by the Sri Lankan President for a free trade area between India and Sri Lanka, or in practice a preferential trading bloc under the auspices of the SAARC (South Asian Association for Regional Cooperation).

Bangladesh

The number of people affected by flood damage in southern Bangladesh, following rainstorms and the tidal surge in May was estimated at 1.8 million people and up to 58 dead. Flooding then spread northwestwards. Water logging of coastal areas was reported as worse than that experienced in 1991, with serious damage to standing crops, shrimp farms and salt beds.

At first, the Government dealt with needs itself, requesting only informal NGO assistance in June, in particular with pressing health issues, particularly diarrhoea and malaria, but there was no formal appeal for international assistance. Nonetheless, UN/DHA continue to monitor the situation. Most relief operations were undertaken by NGOs and IFRC in conjunction with the Government's Ministry of Disaster Management and Relief.

More recently, although monsoon activity has been higher than usual, the overall health situation in flood hit areas (34 districts are reported to have been affected) is under control.

Sources

DHA-Geneva Situation Reports
FEWS Bulletin
Africa Confidential
WFP Situation Reports
Horn of Africa Bulletin
The Economist
UK Newspapers
Refugee Nutrition Information System (RNIS)
UK United Nations Information Centre News Summary
Mozambique News Agency AIM Reports
EURO-CIDSE News Bulletin
Voice Newsletter
Sudan Update
Personal communication with NGOs

Training Courses

International Critical Incident Stress Foundation Inc.

Workshops run by the International Critical Incident Stress Foundation Inc. underline the message from *Network Paper 10*, on the management and support of relief and development workers, emphasising the importance of support for field-based personnel who have witnessed or experienced extremely traumatic situations during the course of humanitarian work.

ICISF, a non-profit organisation based in Maryland, USA, seeks to assist individuals and organisations in mitigating the impact of 'traumatic stress'. To this end, the organisation holds a series of annual workshops dedicated to stress prevention, education and support services for all emergency personnel. The workshops cover a range of programmes, for those with either little, or no formal mental health training, such as peer counselling techniques and dealing with 'the family factor', to in-depth mental health training for clinicians and psychologists, psychiatrists, psychiatric nurses and counsellors who treat victims of Post Traumatic Stress Disorder (PTSD).

Further information on membership, workshops and basic guidelines on treating stress or trauma following a critical incident can be obtained from: International Critical Incident Stress Foundation Inc., 5018 Dorsey Hall Drive, Suite 104, Ellicott City, MD 21042. Tel: +1 410 730 4311. Fax: +1 410 730 4313.

Southern African Disaster Management Training Programme (SADMTP)

The first 'graduates' from the SADMTP completed the course in June this year. The programme instructs participants in emergency preparedness and response as well as data collection, facilitation skills and public awareness campaigns. The course, begun in January 1995, comprised six sessions focussing on the following areas:

- participatory rural appraisal
- data collection and processing
- emergency preparedness and response planning
- introduction to adult learning
- vulnerability and capacity assessment

- programme planning and evaluation.

Follow up and technical support to course participants will continue until February 1996. The programme is still being developed and training materials finalised, taking into account course participants' recommendations.

Further details on the courses can be obtained from Diane Lindsey, Federation Regional Delegation, 11 Phillips Avenue, Harare, Zimbabwe. Tel: +263 4 720315. Fax: +263 4 708784. Email ifrc@mango.zw.

European Union Disaster Preparedness/Mitigation Projects

ECHO - the European Community Humanitarian Office, conducts a disaster preparedness programme which, in 1995-96, will spend over 5 million ECU on projects to develop expertise and low-cost technologies for managing crises. An ECHO panel has chosen a first batch of 14 projects for grants worth over 2 million ECU. The aim in each case is:

- to train local personnel in disaster preparedness techniques
- to improve institutional and administrative capacities
- to implement local projects with low-cost technologies.

Among the criteria that projects have to meet are long-term sustainability, a favourable impact on the environment and evidence that the activities will benefit those most vulnerable in disasters. This year's projects include support for the UN Department of Humanitarian Affairs Disaster Assessment and Coordination team (DAC) in Latin America, support for early warning systems in Andhra Pradesh, India, training for emergency managers in Armenia and local radio warning systems in Sahel countries.

Details can be obtained from the European Commission, ECHO, Rue de la Loi 200, 1049 Brussels, Belgium. Tel: +32 2 296 9485. Fax: +32 2 295 4551.

Distance Learning Emergency Management Courses

Charles Sturt University and the Tasmania State Emergency Service in collaboration, are offering advanced diploma and degree-level courses in emergency management through distance learning for anyone in Australia or throughout the world. The course work can be completed entirely from home or the field/workplace. In addition to the very comprehensive learning guides provided, students have access to tutors who are graduates of previous courses and hold senior positions in the emergency services field. The students also have access to the Emergency Services Library in Tasmania, the Australia Emergency Management Institute Library in Victoria, and the Charles Sturt University Libraries.

The first course will start at the beginning of 1996.

For more information, or to apply, contact the Admissions Office, Charles Sturt University, Locked Bag 676, Wagga Wagga NSW 2678, Australia. Tel: +69 332121. Fax: +69 33206.

Conferences

If you have been to any interesting conferences, workshops and/or meetings recently or are planning to attend any soon, let us know!

For those with access to the Internet, regularly updated details of many conferences on disaster management/conflict resolution etc. are posted on the World Wide Web.

Reports on Earlier Conferences

“Huaraz 1970, Perú 1995”, IDNDR, “International Conference on Natural Disasters”, Huaraz, 29 May-1 June 1995

“IDNDR has undoubtedly come to Perú. We hope that some day Perú will come to IDNDR” (Eduardo Franco, Network for Social Studies on Disaster Prevention in Latin America).

The earthquake in Huaraz on May 31, 1970, was rated as “one of the worst catastrophes in Perú and possibly one of the worst tragedies in the Western Hemisphere.” In total 70,000 people were killed and another 150,000 injured.

As part of the International Decade for Natural Disaster Reduction (IDNDR), the Peruvian National Committee for the IDNDR, in collaboration with the National Geological Institute and with the participation of representatives of regional development projects and experts on natural disasters, formally organised the “International Conference on Natural Disasters”, held on the site of the 1970 earthquake.

Eduardo Franco, who attended the Conference, felt that while delegates seemed to reach consensus on the need to tackle vulnerability to disasters, there was insufficient discussion of the critical issue of implementation of such projects in Peruvian society.

Forum Against Ethnic Violence: Civil War, Ethnicity and the Media

On Saturday 16 September, the Forum Against Ethnic Violence held a one day workshop on *Civil War, Ethnicity and the Media* on the occasion of its Annual General Meeting at University College London.

Brief presentations were followed by discussions, aimed at countering common assumptions about the ethnic dimensions of contemporary civil wars. It focussed on the way reporting on wars is often influenced by the

perspectives of international aid workers operating in zones of conflict, while at the same time media representations of warfare influence the pace and scale of humanitarian interventions.

It also examined the pressures brought to bear on news presentation in particular formats, the possibilities for using the media in peace processes and the tendency for the findings of anthropologists to be interpreted by journalists as confirming ideas about ethnic essentialism.

Speakers included Paul Richards, UCL, *Reporting the New Barbarism*; Ann Mackintosh, Oxfam, *International Aid and the Media* and Kumar Rupesinghe of International Alert, *Accessing the Media to promote peace*.

More information on the findings of the discussions can be obtained from Tim Allen at: LPSS, South Bank University, London SE1 OAA. Fax:+44 171 815 5799.

Framework Convention on Climate Change - Berlin, 28 March-7 April 1995

The First Conference of the Parties to the Framework Convention on Climate Change (FCCO), held in Berlin between 28 March and 7 April earlier this year, was born out of the 1992 Rio Earth Summit. Broadly speaking, the Convention enshrines a commitment by all signatories to ensure that by the year 2000, their emissions of greenhouse gases would be stabilised at 1990 levels. However, this commitment is generally perceived as not imposing strict enough obligations, particularly on industrialised countries, and there is general concern that the 1995 Spring Conference did little to improve this situation.

The Conference, attended by 4,000 people, set out to consider ways in which the Convention could be implemented. It became clear during the course of the Conference that the only countries likely to be in a position to, or with the political will to ensure that the commitment was met, were Denmark, Germany, Luxembourg, the Netherlands, Switzerland and the United Kingdom. Those calling for stronger commitments on greenhouse gases, and in particular carbon dioxide emissions -for example the Alliance of Small Island States (AOSIS) which face total annihilation from rising sea levels - were to be disappointed and not just by those states which depend on fossil fuels for their economic livelihoods. It was to be expected that the Gulf States with their dependency on oil exports, and to some extent the ‘Group of 77 plus China’, with strong

'development first' principles, would oppose stricter obligations. But more worryingly, Japan, the US, Canada, Australia and New Zealand (the JUSCANZ! group of the OECD) were reluctant to agree with European Union acknowledgement that current FCCC proposals were inadequate and needed strengthening.

The outcome of the Conference, which has come to be known as the 'Berlin Mandate', was vague and the text open to interpretation. Under the eventual compromise, while developing countries avoided inclusion in the tougher emission reduction requirements, the door was opened towards 'Joint Implementation' whereby 'northern' countries can invest in emission reduction in 'southern' countries and count it as part of their own commitment to overall emission reduction targets, a principle strongly resisted by developing countries.

The outcome of the *ad hoc* working group to look at the meeting's conclusions will report by early 1997, but it seems that unless the will exists within OECD member countries at a political level - not at all evident at Berlin - little real progress will be made.

Forthcoming Conferences

4-6 October, Washington DC, USA

Third Annual World Bank Conference on Environmentally Sustainable Development.

Contact: Alfredo Sfeir-Younis, ESD Conference, Room S-4055, World Bank, 1818 H St, NW, Washington DC 2043. Tel: +1 202 473 9361. Fax: +1 522 3244. Email: dwinters@worldbank.org.

6-7 October, Washington, USA

African Faith and Justice Network Annual Meeting

Tel: +1 202 832 3412. Fax: +1 202 832 9051.

6-9 October, New York, USA

United Nations and United Peoples, Partnership for Peace: Disarmament, Development and Participatory Global Governance, a UN/NGO event.

Contact: Dr Jeffrey J. Segall, 308 Cricklewood Lane, London NW2 2PX, UK. Tel: +44 181 455 5005. Fax: +44 181 209 1231.

11 October, UN Geneva, Switzerland

International Day for Natural Disaster Reduction

Contact: International Decade for Natural Disaster Reduction. Tel: +41 22 798 6894. Fax: +41 22 733 8695. Email: dha.idndr.gva@cgnnet.com.

11 October, Tokyo, Japan

Conflict Prevention, Management and Resolution in Africa

Contact: Prof. Takashi Inoguchi of United Nations University: Tel: +81 3 5467-1259. Fax: +81 3 3406 7347.

11-12 October, Mackay, Queensland, Australia

Workshop on Cyclones and Floods

Contact: Tony Charles, Bureau of Meteorology. Tel +61 7 3 864 8761 or Sue Dargie, Bureau of Meteorology. Tel: +61 7 3 864 8775.

14 October, Quebec, Canada

International Symposium on Food Security to Commemorate the Fiftieth Anniversary of FAO

Contact: Jean-Charles Le Vallee Tel: +1 418 691 7849. Fax: +1 418 691 7815. Email: aal183@agora.ulaval.ca.

20-21 October, Paris, France

Palestine: Solidarity and Development.

Sponsored by Plateforme des ONG françaises pour la Palestine., CIMADE/Service Solidarités Internationales. Tel: +33 1 44 18 60 50. Fax: +33 1 45 55 72 53.

23-26 October, Geneva, Switzerland

Symposium on Internally Displaced Persons

Sponsored by ICRC, Hotel Chavannes-de-Bogis (tentative).

26 February-1 March 1996, Mexico City, Mexico

Disaster Mitigation in Hospitals and Health Care Facilities: Formulation of Guidelines for Latin America and the Caribbean

Contact: (PAHO/WHO). Tel: +202 861 4325. Fax: +202 775 4578. Email: disaster@paho.org.

17-26 March 1996, Sheffield, UK

European Conference on Traumatic Stress in Emergency Services, Peacekeeping Operations and Humanitarian Aid Organisations

Organised by Trent RHA and the European Society for Traumatic Stress Studies, University of Sheffield, UK. Contact: Roderick Orner. Tel: +44 1522 560617.

9-12 April 1996 Centre for Refugee Studies, Moi University, Eldoret, Kenya

5th International Research and Advisory Panel Conference on Forced Migration

UK contact: Royal Institute for International Affairs, Chatham House, London SW1Y 4LE, UK: Tel: +44 171 957 5700. Fax +44 171 957 5710.

Eldoret contact: Monica Kathina, IRAP Local Secretary, Centre for Refugee Studies, Moi University, PO Box 3900, Eldoret, Kenya. Tel: +254 321 43620 x240. Fax: +254 321 43047.

Publications

MSF and Tuberculosis Policy Paper, Medical News, Volume 4, Number 1, April 1995. Médecins Sans Frontières, in collaboration with Epicentre.

Medical News is a bi-monthly publication, distributed to all field workers of MSF. It aims to promote the exchange of ideas and field experiences to all MSF personnel, and contains field reports, case studies and general papers of interest.

This issue of Medical News, as with the earlier policy paper on AIDS (Medical News Vol 3 No. 5), is a draft paper. It is intended that it should be circulated in the field at appropriate meetings, and that comments should then be communicated to MSF HQ and incorporated into a final policy paper. These papers are drawn up by practitioners in specific sectors of humanitarian aid - this one on tuberculosis, giving a general background and principles which should govern TB treatment, recommended MSF guidelines and special case needs eg. children or TB and AIDS/HIV+ patients.

The Nature of Future Conflict, by Richard Connaughton, 1995, Leo Cooper, Pen & Sword Books Ltd, Freepost 47 Church Street, Barnsley, South Yorkshire S70 2BR. ISBN 0 85052 460 1, price £19.95. A CIP record for this book available from the British Library.

After over 30 years in the military, Richard Connaughton writes on the nature of future conflict with a sound historical perspective. This book forms part of a wider series of publications and studies by the author in which he examines the conduct of twentieth century military interventions.

In *The Nature of Future Conflict*, Connaughton discusses recent developments in peace-keeping and peace-enforcement operations since the collapse of the Berlin Wall and subsequent reduced threat of a major conflict. He argues that the higher incidence of the 'new', low intensity, intra-state conflict, and its likely continuation in the foreseeable future, has important implications for military decision-makers. "This sea change in the conflict environment has found the United Nations, established to deal with inter-state conflict, off balance and slow to adjust." In light of the growing importance of the UN in military and peace-keeping operations, he is frankly critical of its current performance, both of its procedures and of the motivations of its membership.

In three annexes to the book, he summarises, in tabular form, his principal conclusions on the types of conflict

envisaged by the British Government; selected submissions received by the UN Secretary General from Member States on a possible review of the membership of the Security Council; and the ten most significant prospective advances in US Military Technology.

Ethiopia: Breaking New Ground, Ben Parker, Oxfam Country Profiles 1995. Oxfam, 274 Banbury Road, Oxford OX2 7DZ, UK. ISBN 0 85598 270 5.

Oxfam Country Profiles are much more than a list of useful statistics. They are an exceptional series of books, describing the social, economic and environmental context of Oxfam's work in a particular country.

The *Ethiopia Country Profile* is a sensitive and well-written account of Ethiopian history and culture, economy and obstacles to food security and subsistence, challenging perceptions of the country as one of famine and conflict. The author, Ben Parker, spent six years in Ethiopia, and his feeling for the people and the country are evident through his writing. Beautiful photographs of the landscape, people and traditional ways of life and a clear format make it a very enjoyable, as well as informative read.

Other publications in the series cover: Bangladesh, Burkina Faso, Ethiopia, India, Rwanda, Senegal, Vietnam and Zimbabwe. Country Profiles on Mali, Kenya, Nepal and Pakistan are currently in preparation.

The Oxfam Handbook of Development and Relief, Oxfam UK 1995, published by Oxfam (UK and Ireland), 274 Banbury Road, Oxford OX2 7DZ, UK. ISBN 0 85598 273 X - Hardback; 0 85598 273 8 - Paperback. Available from the Refugee Studies Programme, Queen Elizabeth House, 21 St. Giles, Oxford OX1 3LA. Price £24.95 for paperback and £49.95 for hardback.

This impressive Handbook is based on the experience of Oxfam UK in its work in development and relief in over 70 countries. It is an expression of Oxfam's fundamental principles and a comprehensive work of reference for development and relief practitioners and planners, policy makers and social analysts, teachers and students of development. It covers policy areas as diverse as health, human rights, emergency relief, capacity-building and agricultural production. In its paperback version, the Handbook is published in 3 volumes (volumes 1 and 2 are combined in hardback):

Volume 1 covers the ideas and issues central to

understanding the analysis throughout the Handbook: Oxfam's approach to development and relief; focusing on people; and capacity-building for development.

Volume 2 focuses on specific fields of development - production, health and emergencies and contains an index to both volumes 1 and 2.

Volume 3 is a directory of resources, listing over 500 national and international organisations which offer advice, information, and funding for development and relief work.

International Review of the Red Cross, International Committee of the Red Cross for the International Red Cross and Red Crescent Movement.

Just a reminder about this official International Committee of the Red Cross publication, which is in its 35th year and still published every two months, in five languages - French, English, Spanish, Arabic and Russian with selected articles also in German. Started in 1869, it continues to provide a forum for reflection and comment and serves as a reference work on the mission and guiding principles of the ICRC and IFRC. It is specialised in the field of humanitarian law and other aspects of humanitarian work and serves as a record of the Movement's events and activities and as a constantly updated source of information.

Interaction Member Profiles 1995-1996, 5th Edition 1995, InterAction, American Council for Voluntary International Action, 1717 Massachusetts Avenue NW, Suite 801, Washington DC, 20036 ISBN 0 932140 27 0. Price \$40.00.

This is a commendable publication and an asset for any international NGO or organisation engaged in humanitarian activity. This updated edition contains detailed information on over 150 private US voluntary organisations working in relief and development throughout the world with extensive information on field offices and overseas NGO affiliates.

In addition to listing names of top personnel, addresses, telephone and fax, Email, telex and cable numbers, *Member Profiles* includes well-rounded portraits of its member organisations, with detailed financial information, the agency's philosophy and objectives, the countries where it is operational, the programmes its sponsors and the names of its publications.

Whether you are looking for a general overview, a professional contact or helpful resource, potential employer or recipient for donations, you could do worse than to start here.

An Analysis of Domestic Legislation to Regulate the Activities of Local and Foreign NGOs in Croatia,

Kenya, Rwanda and Uganda, by Edward A Adiin Yaansah, Refugee Studies Programme and Centre for Socio-legal Studies, University of Oxford. ISBN 09512206 3 7. Available from the Refugee Studies Programme, Queen Elizabeth House, 21 St. Giles, Oxford OX1 3LA.

This is a fascinating publication. In among the flurry of codes of conduct prepared and promoted by international agencies, this book looks at the issue of regulation from the perspective of national mechanisms for regulation in recipient countries. Much of the legislative framework to regulate NGO activity is relatively new, and the book suggests that recent attempts to strengthen state control over NGOs have been driven by dissatisfaction with NGO performance. The book highlights the dilemmas facing both government and NGOs in any attempts to regulate and coordinate non-governmental activity: namely how to ensure coherence and accountability without suppressing the independence, creativity and innovation which are the bedrock of NGO successes. This is an extremely valuable contribution to the literature on regulation and also a useful guide to legislation affecting NGOs in the case study countries.

Mercy Under Fire: War and the Global Humanitarian Community, Larry Minear and Thomas G Weiss, 1995. ISBN 0 8133 2566 8 (hardback), 0 8133 2567 6 (paperback). Westview Press, 5500 Central Avenue, Boulder, Colorado 80301-2877 and 12 Hid's Copse Road, Cumnor Hill, Oxford OX2 9JJ.

Both authors have extensive experience of working on humanitarian and development issues on behalf of non-governmental organisations and the UN and have written widely on international security and humanitarianism. This book considers the changing scene of humanitarian operations, and the new challenge of operating in conditions of insecurity and conflict. It covers the guiding principles of humanitarianism and assesses the obstacles and methods of overcoming and working with them, concluding with recommendations for future action.

The book covers a range of recent and current humanitarian crises from Nicaragua and Kuwait to Cambodia and Rwanda, and provides non-specialists with an overview of the current situation drawing on examples of projects.

Planning for Training and Development: A Guide to Analysing Needs, Kerry Thomas and Theresa Mellon, Save the Children, 1995. Publications Sales, Save the Children, 17 Grove Lane, London SE5 8RD. ISBN 01 870322 93 2. Price £9.50.

The purpose of the manual is to suggest methods of accurately assessing needs before committing time and

money for training and development activities, and to help achieve maximum benefit from the programmes. It is a practical book, aimed at managers and other staff in NGOs responsible for identifying training and development needs, developing plans and budgets and evaluating programmes. It draws on the experience of staff in NGOs and provides case examples to illustrate good practice and problem areas.

Nutrition Matters: People, Food and Famine, Helen Young and Susanne Jaspars, 1995. Intermediate Technology Publications, 103/105 Southampton Row, London WC1B 4HH.

Nutrition Guidelines, Nutrition Units, Médecins Sans Frontières - Holland, France and Belgium. Paris, February 1995.

Nutrition Guidelines and *Nutrition Matters* adopt two different approaches to tackling the central issue of nutrition in emergency situations, but derive from the same premise that the classic disaster model of an emergency and the concept of nutrition as an emergency health issue no longer holds; nutrition and food accessibility are complex social issues often combined with a political dimension.

Nutrition Matters is the more conceptual of the two, developing a new framework for the role of nutrition in famine. Taking Darfur as a case study, the authors use the framework to analyse the underlying causes of malnutrition, the stages of famine and the risks of disease and death. The institutional and political change needed for the successful implementation of appropriate interventions is also considered and guidelines for carrying out assessments and alternative interventions are given, based on the authors' views and experience as both field workers in situations of food insecurity and famine and as nutritionists.

Nutrition Guidelines, published by MSF Holland, France and Belgium is a more practical manual. It claims to be neither another academic work on nutrition, nor an attempt to provide a 'recipe book' approach to the definition of nutrition problems and the implementation of adequate responses. Its stated aim is to 'facilitate the application of fundamental concepts and principles necessary for the assessment of nutritional problems and the implementation of nutritional programmes to assist populations in emergency situations'.

With all MSF sections collaborating to help standardize nutritional emergency approaches and a 'handbook' style, the book provides a relatively easy to use manual on the definition of food crises; assessment of the nutritional situation; methods of ensuring adequate general food availability and accessibility; selective feeding programmes and evaluation procedures. A useful

addition to a nutritionist/food aid worker's shelf.

"Rwanda: Which Way Now?", David Waller, an Oxfam Country Profile, 1993.

"Rwanda: An Agenda for International Action", Guy Vassall Adams, Oxfam Publications, 1994

The first book was written in 1993, as the Rwanda genocide was gestating. The second was written in September 1994, shortly after the waves of death and flight. The parallel reading of these two publications is striking: all the vulnerabilities and risks enumerated in the first are fulfilled in the second. The political and security context of development is aptly described in the first book as one of many variables, whereas everything else has become dependent on it by the time the second book is written. Of particular interest is the contrast between the last chapter of *Which Way Now?* entitled *On the Edge of the Abyss*, full of foreboding, but focusing on the importance of general macroeconomic forces. The last chapter of *An Agenda for international action* focuses instead on a battery of very specific recommendations for the UN, NGOs, donors and regional governments.

"The Rwandese Crisis (1959 1994), From Cultural Mythology to Genocide" by Gérard Prunier, C Hurst and Co Publishers.

A highly readable book which manages to combine precision of information with theoretical depth. The author, a distinguished French "africaniste", has enjoyed access to a unique combination: research on Rwanda, RPF officials and French government policy making. The result is an impressive document on this unique crisis which is to be ranked amongst the best now published.

The World: Third World Guide 1995/96, Instituto del Tercer Mundo, Juan D Jackson 1136, Montevideo 11200 Uruguay. Oxfam UK/1 ISBN 0 85598 291 8. Price: £24.95.

Published for the first time in Mexico in 1979, this commendable publication contains a vast range of updated facts, figures and opinions on 217 countries, new information on the new Central Asian and Central and Eastern European countries and maps, graphs and statistics. It provides a great reference book for quick, easy to assimilate facts not only about Third World countries but about international organisations such as the recently established World Trade Organisation and the UN. Claiming to be 'The World as seen by the Third World', it offers comment on major Third World problems, such as demography, debt and human rights and reports on attempts to find 'global solutions' to them.

With an extensive alphabetical index of countries, issues and individuals, it is an extremely comprehensive and easy to use publication.

New developments...

John Borton, RRN Coordinator, became team leader of the Multi-Donor Evaluation of Humanitarian Assistance to Rwanda in January this year and over the last 9 months has been busy coordinating a team of 18 specialists and writing up the final report. It is hoped many of the study's findings will be published within the RRN in 1996.

Laura Jackson became the latest addition to the team in July, appointed to the post of Deputy RRN Coordinator. Before joining the RRN team, she worked on the Multi-Donor Evaluation of Humanitarian Assistance to Rwanda. She has previously worked for the European Parliament and Commission, Liberal Democrat Policy Unit and as both public affairs consultant and freelance researcher.

Joanna Macrae, Research Fellow on the RRN team, has become Co-editor of the journal *Disasters* together with **Charlotte Benson**, another Research Fellow at the ODI. *Disasters* is the only journal to bring together research on disasters and relief and emergency management. Covering all forms of disaster from sudden onset disasters such as earthquakes and floods to famines and refugee migration, and taking a worldwide geographical perspective, *Disasters* promotes the interchange of ideas and experiences between relief practitioners and academics. The journal maintains a balance between field reports from relief and development workers, case studies, articles of general interest and academic papers. It also contains book reviews and conference reports, and welcomes letters and discussions.

The new **Email** address of the RRN is rrn@odi.org.uk. Please do not hesitate to use it to send us your comments, suggestions, reports and articles and let us know your own Email addresses.

And finally, our congratulations go to

Véronique Goëssant, former Administrator of the RRN, and her husband who announced the birth on 28 August 1995 of their baby girl, Camille Marie.

Nathalie Shellard, formerly Vegezzi, present RRN Administrator, who got married on 1 July 1995.



Relief and Rehabilitation Network

EuronAid, European Association of Non-Governmental Organisations for Food Aid and Emergency Relief was established in 1980 to provide logistics and financing services to NGOs using EC food aid in their relief and development programmes. Its offices are located in the Hague. As of the end of 1994, the EuronAid member agencies were: ADRA Germany, AMI, CAFOD, Care International Britain, Caritas Belgium, Caritas Germany, Caritas Italy, Caritas Netherlands, Caritas Spain, Catholic Relief Services, Christian Aid, Concern, Deutsche Welthungerhilfe, Diakonisches Werk der EKD, Diakonisches Werk der EKD/Bremen, Dutch Interchurch Aid, Help, Lutheran World Federation, Oxfam Belgique, Oxfam UK, Prosalus, Save the Children Fund, Secours Catholique, Secours Populaire Français, SOS Sahel International, Tear Fund UK, Trocaire. Food Aid Management (USA) and the World Council of Churches have observer status. The **EuronAid Working Group on Training and Research** made up of representatives of six member agencies provides the reference group for the RRN.

The **Overseas Development Institute** was founded in 1960 as an independent centre for development research and a forum for discussion. The Institute is engaged in policy-related research on a wide range of issues which affect economic relations between the North and the South and which influence social and economic policies within developing countries. Besides the new RRN, ODI also maintains four other specialist networks of practitioners and researchers in agricultural research and extensions, irrigation management, pastoral development and forestry. Currently, ODI has over 30 staff in Research Fellow and Research Associate positions and some 25 support staff, including librarians and publications personnel.

The RRN is supported by EuronAid with funds provided by the European Commission.

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