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The Energy and Climate Change Dimensions of the European Neighbourhood Policy

By Jason Anderson, Samuela Bassi, Vanessa Aufenanger (Institute for European Environment Policy, IEEP) with contributions by Anja Köhne (WWF)

In 2004, ten countries joined the European Union, shifting its external borders and bringing it a major step closer to its likely final composition. In an attempt to rationalize and refocus relations with the EU's seventeen neighbouring countries, the European Commission created the European Neighbourhood Policy (ENP). The primary principle of the ENP is that the EU should help develop a 'zone of prosperity and a friendly neighbourhood with whom the EU enjoys close, peaceful, and co-operative relations' (COM(2003)104). The ENP covers a range of issues, such as security, migration, development, trade, human rights, as well as energy and environment. There are several inducements the EU can offer neighbours to improve relations and leverage economic and social reform, including extension of the internal market and its regulatory structures, preferential trading relations, perspectives for lawful migration and travel, as well as new and/or restructured sources of finance - building on the experience with accession, structural, and cohesion funds. In its Regulation (COM (2004) 628) on a European Neighbourhood and Partnership Instrument (ENPI) the Commission hopes to harmonise all the existing relevant funding policies in a single programme, which allows for national, regional, thematic and cross-border projects, starting in 2007.

It is no coincidence that cross-border energy issues feature in the ENP. Europe is a major importer of oil, gas, and uranium, and is increasing trade in electricity from neighbouring countries. By 2030, 90 percent of oil and 80 percent of gas consumption will be imported. Securing energy supplies, improving internal market conditions, and leveraging energy sector reform are priority goals of the ENP energy dimension, as it stands. An almost exclusive focus on these aspects, however, runs the risk of simply reinforcing a long-term dependency on fossil fuels, overemphasizing the assumed benefits of market reform, failing to focus on the energy needs of ENP countries, and not adequately addressing climate change. The ENP misses the opportunity to address several important aspects of climate and energy policy:

First, the emphasis is clearly on securing very concrete benefits for the EU (such as physical interconnections, mainly in traditional energy sources), whereas the benefits to neighbours are primarily assumed to flow inherently from access to markets and market reforms. Meanwhile, evidence of the benefits of the internal energy market in the EU is as yet unclear, so one must question the apparent belief that it will automatically yield a range of benefits to neighbours. The ENP does not pay attention to guaranteeing specific benefits and services. There is almost no consideration of issues like fuel poverty.

Second, energy efficiency and renewable energy (EERE), of which there is massive potential in ENP countries, is not considered in appropriate scope and detail. Enhancing energy efficiency and renewable energy development will take a range of instruments, for which EU can provide administrative, legal, and financial assistance.

Third, suggestions that the Kyoto Protocol's Clean Development Mechanism and Joint Implementation could be important means of putting EERE in place in ENP countries is not in any way matched by the number of projects under consideration.

Fourth, the EU should discuss ratification of the Kyoto Protocol with the four neighbouring countries who have not yet done so. Furthermore, the ENP can provide room for discussions on future action and the post-2012 international climate regime.

And last but not least, there is no consideration of adaptation to climate change in the ENP, which is an even more pressing issue in neighbouring countries than in the EU. Adaptation is a wide-ranging, urgent need, covering water management, physical barriers to water, improved construction standards, irrigation, capacity building on the introduction of new crop types, and fire prevention, among many other things. At least, the ENP should contribute to a better understanding of adaptation needs in the regions, in order to enable 'climate proofing' of investments under the ENPI.

While an energy policy was outlined for the ENP in 2003 (COM(2003)262), the Commission seems to consider this outdated, following recent years' energy and climate developments, as well as the introduction of new EU energy policy objectives by Commissioner Andris Piebalgs. These objectives put energy efficiency as the first priority, and should be reflected in a new ENP energy policy. The EU will need to step up its efforts to be sure that the process and content of the ENP reflect the needs of both the EU's citizens and the citizens of neighbouring countries. There must be a legitimate and wide-ranging internal dialogue in the EU and among its neighbours, to ensure that the voices of those who are most in need of energy and most at risk from climate change are heard in this process. Improved participation and transparency of the ENP process requires, among other things, more structured information and access to decision making. The ENP is complex and thus far it has been difficult to follow for civil society, the public and the media. Due to its lack of clarity, the ENP process runs the risk of being seen as just another opaque EU process. Its intent and usefulness is hard to fathom, if not considered counter-productive. This unfortunately prevents it from receiving the attention it should.

This Article is based on a discussion paper available on the Internet at:

www.panda.org/about_wwf/where_we_work/europe/what_we_do/epo/publications/index.cfm?uNewsID=56300

For conceptual framework of the European Neighbourhood Policy, please see the European Commission Communication 'Wider Europe – Neighbourhood' (COM (2003) 104): http://ec.europa.eu/comm/world/enp/pdf/com03_104_en.pdf

For more information on the work of IEEP, please see <http://www.ieep.org.uk>

For a WWF Position paper on the European Neighbourhood Policy & the Environment, please see www.panda.org/epo under "publications")

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POLICY & RESEARCH

German Government Published Implementation Report on the Action Plan "Civilian Crisis Prevention"

On 31 March 2006 the German federal cabinet finalized its first Report of the Federal Government to the German Parliament (Bundestag) on the implementation of the Action Plan "Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building". The report summarizes the implementation period of May 2004 to April 2006. Parliament is expected to discuss the report in various technical committees after the summer break. The implementation report is based on an intensive interministerial coordination effort and reveals an impressive array of activities related crisis and conflict prevention, as well as post conflict reconciliation, which reach far beyond the traditional spheres of foreign, security, and development policies. Chapter 8 is concerned with the topics of "Environment and Resource Preservation in Crisis Prevention" and "Environmental Cooperation as Catalysts for Peace Processes". It lists initiatives and projects, which the German Federal Government supports in these areas. In its next edition, this newsletter will contain a thorough analysis of the 'environmental chapter' of the implementation report. *(by Alexander Carius)*

For more information, please see

<http://www.auswaertiges-amt.de/diplo/en/Startseite.html>

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Country Risk Profile: The Issue of Land in Rwanda

More than eleven years after the 1994 genocide, Rwanda might be an internally pacified, but by far not unified nation. The new Country Risk Profile by FAST International, swisspeace's early warning system, clearly shows this fact by focussing on one key issue - land.

There are different factors that threaten the fragile social equilibrium in Rwanda. The issue of land is one of them. Land has long been a scarce and disputed resource. Ongoing shortages due to decreasing soil quality, growing population pressure and unequal distribution, as well as a lack of income generating alternatives beyond agriculture create an extremely precarious future to the national economy of the small, landlocked country. An all-embracing land reform based on a new land law and land policy is intended to remedy this situation. The main focus lies on privatization and commercialization of land property. Yet, ongoing discrimination in the distribution of land, the growing concentration of large plots in the hands of political cronies, as well as a tendency towards historical revisionism raise doubts about the government's true intentions. This impression becomes even more pertinent in relation to the de facto exclusion of civil society from the drafting process of the new land law and policy. Moreover – or as a result – neither the policy nor the law adequately guarantees the protection of the interests of large parts of the rural population. Local non-governmental stakeholders thus fear further marginalization of discriminated groups and/or the establishment of a system following pre-colonial, feudal rule. Today's increasing disagreements over land property should be a warning sign that such a development would be anything but favourable to Rwanda's reconciliation and the establishment of long-term peace in the country. *(by Kathrin Wyss, swisspeace)*

For the Country Risk Profile Rwanda, please see
http://www.swisspeace.org/publications/wp/WP_1_2006_rwanda2.pdf

For more information on FAST International, please see the section "Focus" below.

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Demographic and Environmental Stress: an Important Source of Turmoil

Over the past several decades, civil, and ethnic wars have undermined prospects for economic and political development, destabilized entire regions of the globe, and left millions dead. *States, Scarcity, and Civil Strife in the Developing World* by Colin Kahl argues that demographic and environmental stress - the interactions among rapid population growth, environmental degradation, inequality, and emerging scarcities of vital natural resources - represent one important source of turmoil in today's world.

Kahl contends that this type of stress places enormous strains on both societies and governments in poor countries, increasing their vulnerability to armed conflict. He identifies two pathways, in which this process unfolds: state failure and state exploitation. The communist insurgency in the Philippines provides support for the modified version of the state failure hypothesis. Demographic and environmental stress (DES) created intense pressures on Filipino society and contributed substantially to the collapse of state authority. As a consequence, increasing numbers of poor Filipinos turned to the Communists as their last best hope for economic and physical survival.

Supporting his state exploitation hypothesis, Kahl points to the ethnic clashes in Kenya in the 1990s. In Kenya, land scarcity resulting from DES was a fundamental cause of the ethnic clashes that plagued Kenya throughout the 1990s. Land is the most valuable natural resource for most Kenyans and land scarcity became acute as Kenya's population soared and land was substantially degraded. These pressures were magnified by land inequalities left over from colonial times and worsened by Moi regime's policies of using access to land resources for political patronage, which dramatically escalated Kenya's social problems. (by *Christiane Röttger*)

For more information on, please see <http://www.pupress.princeton.edu/titles/8208.html>

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"It's survival of the fittest": Climate Change and Poverty

According to a recently published Christian Aid report, climate change is threatening development goals for billions of the world's poorest people. The organisation points out in "The climate of poverty: facts, fears and hope" that recent gains in reducing poverty might will be thrown into reverse in coming decades. 182 million people in sub-Saharan Africa alone could die of disease directly attributable to climate change by the end of the century. Millions of people throughout the world face death and devastation due to climate-induced floods, famine, drought, and conflict. One chapter of this report focuses especially on the situation in Kenya, where droughts already trigger violence. As Professor Richard Odingo, vice-chairman of the Intergovernmental Panel on Climate Change (IPCC), sums up the impacts of droughts: "It's survival of the fittest. You have a lot of conflict because of that. It is related to the struggle for resources, especially water and grazing."

The observation that less developed countries are extremely vulnerable to global change impacts is also underlined by the Global Climate Risk Index (CRI) presented by Germanwatch in May. The CRI 2006 shows to what extent countries have been affected

in 2004 by weather-related damage, caused by events like hurricanes or flooding. Using inter alia the data of the reinsurance company Munich Re the Index is based on the number of deaths and the overall damages per unit of Gross Domestic Product (GDP). The results for 2004 show that less developed countries are much more affected by damage-causing weather events in relation to their population and their economic power than wealthier countries. The ten most affected countries are those that also have a low score in the Human Development Index (HDI), which is published regularly by the United Nations Development Programme. Considering that climate change is expected to lead to more intense weather in many of the world's regions, especially less developed and vulnerable countries face higher risks. Flooding, storms, heat waves and other consequences of climate change threat to undermine slowly achieved progress in development and are also likely to trigger conflicts. *(by Dennis Taenzler)*

For more information on the Christian Aid report "The climate of poverty: facts, fears and hope", please see <http://www.christian-aid.org.uk/indepth/605caweek/index.htm>

An English version of the Global Climate Risk Index by Germanwatch will be available soon at <http://www.germanwatch.org/klak/cri.htm>

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Enlarging the ENVSEC Initiative: More Partners, Another Region

The Environment and Security (ENVSEC) Initiative, founded by the United Nation Environment Programme, United Nations Development Programme and the Organisation for Security and Co-operation in Europe in 2003, has concluded its second enlargement. After NATO, the United Nations Economic Commission for Europe and the Regional Environment Center for Central and Eastern Europe have now formally joined the Initiative to "increase the Initiative's ability to meet its objectives and deliver its work programs on the ground", as the ENVSEC 2005 progress report states. Besides increasing its members, the Initiative also increased the geographical scope of its activities to include Eastern Europe. As a result, the ambitious Initiative covered 19 countries in 2005 and was implementing the majority of the 50 projects in its portfolio. It has raised 9,4 million US Dollar for these projects so far, including those that are in the pipeline, under implementation, or already completed.

With its growth, the Initiative's organisational structure also developed. The September 2005 Advisory Board meeting in Bratislava brought together more than 100 representatives (see ECC-Newsletter October 2005). The question of growth management was at the heart of the discussion in Bratislava. At the end of 2005, the ENVSEC Management Board decided that the Secretariat should become a coordination unit comprised of a Coordination Officer and Regional Desk Officers from the partner organizations, while the administrative unit is hosted by UNDP Regional Centre for Europe and the CIS. It remains to be seen whether bigger means better for the ENVSEC Initiative. *(by Moira Feil)*

To see the ENVSEC progress report 2005 and for further information on the Initiative, please follow this link: www.envsec.org

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CONFERENCE REPORTS

Drivers of International Water Cooperation: Research and On-The-Ground Experience

How can transboundary water cooperation be promoted on a long term basis? In what way can better coordination be achieved between development cooperation activities and the research taking place in this field? These questions were taken up during a one day workshop held on 8 June 2006, which was attended by 20 representatives from ministries, development organizations, and research institutes in Germany. The workshop was hosted by the Institute for Landscape Architecture and Environmental Planning of the Technical University of Berlin (TU Berlin). New research on transboundary water cooperation and experiences emerging from actual development cooperation projects were presented during the workshop. The regional focus was on Africa, although research on transboundary water cooperation in Turkey and the activities of the German Federal Environment Ministry in southern Europe were also presented.

Theoretical insights and case studies were used to identify the drivers of cooperation in various areas. These ranged from economic interests and the desire for political power to epistemic communities. The final session was largely devoted to this last aspect, i.e. the relationship between research and politics in development cooperation. Ways and means to promote political diffusion in this context were also discussed. Some of the potential approaches that were outlined included involving local research institutes and field organizations in identifying issues for research and better disseminating research results in the target countries of development cooperation. Capacity building measures present a potential avenue for implementing research outcomes. Impact assessments should be carried out to verify the actual impact of research and development activities on water cooperation.

A representative from the Federal Ministry for Economic Development and Cooperation (BMZ) highlighted the political importance attached to transboundary water management. He stated that a position paper commissioned by the BMZ on this subject was currently being finalized. Research inputs would be utilized in further evolving this concept. Several participants expressed the view that the workshop was a step in the right direction for promoting greater dialogue between research and on-the-ground implementation. *(by Annika Kramer)*

More information on the conference will be available soon, please see

<http://www.landschaftsoekonomie.tu-berlin.de/569.html>

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Conflict and Cooperation in Eastern Africa: Making the Case for Environmental Pathways to Peacebuilding

Conflict is often linked to the scarcity and abundance of natural resources throughout Africa—drought exacerbates Ethiopia and Kenya's civil conflicts, forest resources supported Liberia's Charles Taylor, and minerals helped finance rebel armies in West and Central Africa. But there is another, less well-known side to these connections: rather than only leading to conflict, shared environmental resources also offer promising pathways to peace. Patricia Kameri-Mbote, chair of the Department of Private Law at the University of Nairobi, addressed the potential for environmental peacemaking in Eastern Africa at an event co-sponsored by the Environmental Change and Security Program and the Africa Program on April 27, 2006.

Livelihoods in Eastern Africa—comprising the East African nations of Tanzania, Kenya, and Uganda, as well as the Horn of Africa—are heavily dependent on direct use of environmental resources (e.g., water, land, minerals). The region is also home to many intra- and inter-state conflicts. But initiatives addressing peace and stability travel a separate path than those addressing environment. Although there are many environmental initiatives and peacebuilding initiatives in the region, "there is no link between the two tracks," Kameri-Mbote concluded. Even if an organization works on both peace and environment, one issue is always emphasized over the other. Kameri-Mbote believes both must be addressed together, as they are often interconnected:

Drawing on her work with the U.N. Environment Programme's (UNEP) Environment and Conflict Prevention Initiative, Kameri-Mbote described a recent successful effort to integrate environmental issues into a peacebuilding initiative. Spurred by the Rwandan Genocide in 1994, the U.N. Security Council and the African Union established the International Conference on the Great Lakes Region to build peace and stability in the conflict-torn area by addressing four pillars: peace and security, democracy and good governance, economic development and regional integration, and humanitarian and social issues. At the First International Conference in November 2004, heads of state from 11 countries signed the Dares-Salaam Declaration, affirming their commitment to promoting the four pillars and asserting that they are "fully aware of the link between peace, environment, and development." Early drafts of the declaration did not mention the environment, but discussions between UNEP, experts such as Kameri-Mbote, and government representatives led the conference to add the environment to the high-level statement. *(by Alison Williams, Woodrow Wilson Center)*

To read the complete event summary, please see

http://www.wilsoncenter.org/index.cfm?topic_id=1413&fuseaction=topics.event_summary&event_id=181986

For more information on the International Conference on the Great Lakes Region, please see: <http://www.icglr.org/index.asp>

For the Dares-Salaam Declaration, please see

<http://www.reliefweb.int/library/documents/2004/au-gen-20nov.pdf>

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FLR Gives Liberia Unique Opportunity to Rehabilitate Refugee Camps

The recently held UNEP-sponsored workshop 'Population Displacement and the Environment' in Liberia comes at a timely moment for this war-torn country. IUCN's training input focused on how Forest Landscape Restoration (FLR) can serve as a guiding methodological framework for the rehabilitation of now degraded former camp lands. Peace is starting to flourish after decades of civil war, and the thousands of refugees from neighbouring countries and Liberian Internally Displaced People (IDPs) that fled from their homes during conflict are now returning, and the camps that housed them are being closed. At the peak of the refugee and IDP crisis the camps provided security and shelter for up to 400,000 people. Needless to say, the presence of the camps and the large populations left significant environmental impacts on areas that were once forests, plantations, wetlands or agricultural land.

With its focus on maximizing an optimum selection of goods and services across the landscape, the FLR framework provides local landowners and community stakeholders an opportunity to decide what goods and services they would like to restore. In addition to a

focus on degraded and deforested IDP and refugee camps, the workshop participants also considered the application of FLR in areas where former IDPs would be resettled, since it is not possible for all to return to their homes and lands.

"The Forest Landscape Restoration approach is a new initiative for Liberia and provided participants with the unique opportunity to model two cases of land restoration: land rehabilitation of a former IDP camp and greening a planned resettlement site" said Kay Farmer, programme manager at the post conflict branch of UNEP. "Participants expressed a keen interest to develop and adapt these newly acquired skills to other case studies; such training is invaluable to the sustainable reconstruction of post-conflict Liberia."

The results of this workshop were concrete. A draft proposal, entitled Situation analysis and Proposed Environmental Rehabilitation of Maimu I and II Former IDP Camp, Bong County, Liberia was developed and submitted to the UN High Commission on Refugees (UNHCR), which is in the process of conducting an assessment of all camps in Liberia to develop a plan for next steps for environmental and social rehabilitation. The draft proposal is being used as an input and template for the teams conducting those national assessments. *(by Stephen Kelleher, IUCN)*

For more information, please contact Stephen Kelleher, Senior Programme Officer, IUCN Forest Conservation Programme at: stephen.kelleher@iucn.org

For more information on UNEP Post Conflict Branch, please see <http://postconflict.unep.ch/>

For more information on IUCN Forest Programme, please see <http://www.iucn.org/themes/fcp/>

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UPCOMING EVENTS

"Illegal Logging Update and Stakeholder Consultation" in London (20-21 July)

The 8th Chatham House International Stakeholder Update will be held on the 20th and 21st July in London. The event is free and open to all but registration is required. Discussion will focus inter alia on countries currently preparing for Voluntary Partnership Agreements (VPA) negotiations and include both country reports and general discussion concerning the development of VPAs across partner countries.

For further information, please contact Gemma Green <mailto:ggreen@chathamhouse.org.uk> or see <http://www.illegal-logging.info>

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"World Water Week" in Stockholm (20 - 26 August)

The World Water Week in Stockholm is the leading annual global meeting place for capacity-building, partnership-building, and follow-up on the implementation of international processes and programmes in water and development. Stockholm is the meeting place for experts from businesses, governments, the water management and science sectors, inter-governmental organisations, NGOs, research and training institutions, and United Nations agencies.

For further information and the programme, please see <http://www.worldwaterweek.org>

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"International Conference on Conservation in Conflict" in Kathmandu (5-7 September)

While human efforts have set several good examples in conservation movements, armed conflicts are posing challenges to these successes. In fact, armed conflicts not only wreak devastation and bring suffering to human beings, but also harm the environment and damage biodiversity. The objective of this conference is to identify and raise awareness about the negative impacts of armed conflict on the environment, and to develop strategies to mitigate impacts during and after conflict.

For further information and the programme, please see <http://www.citesnepal.org/conference.php>

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"Managing Rivers with Climate Change and Expanding Populations" in Brisbane (4 - 7 September)

The 9th International Riversymposium focuses on river management and the integration of science, business, institutions, and the community in managing the problems facing rivers, waterways, and catchments around the world. One of the main topics is the problem of climate change. Coping with changing climate is one of the biggest and most immediate challenges facing river managers around the world. As evidence of sustained rainfall decline and other climatic changes, climate change needs to be considered across all aspects of river, water resource, and coastal planning.

For further information and the programme, please see <http://www.riversymposium.com>

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FOCUS

This section serves as a platform for Institutions and Initiatives to present their activities on Environment, Conflict, and Cooperation.

Early Analysis of Tensions and Fact-finding (FAST)

Early Analysis of Tensions and Fact-finding (FAST) is a political early-warning system introduced by swisspeace in 1998 for the Swiss Agency for Development and Cooperation (SDC) to support decision-makers in policy, administration, and business. Today, FAST International is an independent early warning programme covering 20 countries/regions in Africa, Europe, and Asia. The objective of FAST International is the early recognition of impending or potential crisis situations in order to prevent violent conflict. FAST International aims at enhancing political decision makers' and their staff's ability to identify critical developments in a timely manner so that coherent political strategies can be formulated to either prevent or limit destructive effects of violent conflicts – or identify windows of opportunity for peacebuilding. FAST uses an events-based methodology that

includes the monitoring and coding of environment and natural resource-related conflictive and cooperative events.

FAST International collaborates with local partner organizations such as the Institute for Security Studies (ISS) in Pretoria (South Africa) and with FEWER Eurasia in Moscow (Russia). The cooperation entails shared monitoring of the following countries/regions (Great Lakes region, Southern Africa, Georgia and North Caucasus region) as well as the exchange of country expertise and knowledge on conflict analysis and conflict prevention. Moreover, such cooperation facilitates a broader regional dissemination of early warning reports effectuating stronger engagement and perception of critical and/or positive developments in the specific countries/regions of interest.

For more information, please see <http://www.swisspeace.org/fast/FASTinfo.htm>

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