

CONCEPT NOTE FOR FRAMING and PROMOTING the EFFECTIVENESS of CIVIL SOCIETY ORGANISATIONS as DEVELOPMENT ACTORS

Second Draft

I. BACKGROUND AND RATIONALE

In 2005 donors and governments signed the Paris Declaration (PD) and set themselves specific targets to improve aid effectiveness by 2010. While civil society organisations (CSOs) have welcomed the intention of the PD signatories to improve the technical and management dimensions of aid effectiveness, the Declaration focuses on donor/government aid relationships and its narrow interpretation of the implications of its five defining principles and does not officially recognise the role and contribution of CSOs as development actors in their own right.

CONCORD is represented in the Advisory Group on Civil Society and Aid Effectiveness (AG), established in January 2007, to coordinate an ongoing dialogue among civil society, donors and developing country governments in the lead-up to the September 2008 High Level Forum (HLF), which will review the implementation of the PD.

Between August and November 2007, the AG conducted regional multi-stakeholder consultations to improve the understanding of three issues: 1) the roles of CSOs as development actors and as part of the international aid architecture; 2) the applicability and limitations of the PD for issues of aid effectiveness of importance to CSOs, including their contribution to aid effectiveness; and 3) good practice related to civil society and aid effectiveness by CSOs, donors and by developing country governments. The conclusions from these consultations culminated in a global multi-stakeholder international forum in Ottawa in February 2008 to reflect upon civil society and aid effectiveness and as part of the Accra process.

A key outcome from these consultations is that CSOs consider the criteria of the PD not applicable as such to them¹ and are proposing a self-driven process for establishing principles and tools to frame and promote the effectiveness of CSOs as development actors.²

II. KEY OBJECTIVES

The objective of this proposal is to establish a process which is defined, led and managed by CSOs to define and agree, by December 2010, on their own principles of "development effectiveness"³ and on guidance for their implementation. Annex 1 outlines four global processes within the framework of the debate on aid effectiveness and places the proposed process as a necessary and complementary element within the overall structure.

This self-driven and inclusive CSO process must be shaped, largely consulted and agreed among CSOs. Its political agenda would include periodic exchanges with donors and governments on the effectiveness of CSOs as development actors and the preparation of the Fourth HLF on Aid Effectiveness (AE), jointly with the 'Parallel Process' led by the International Steering Group (ISG). Internally, this process must further define the principles guiding the effectiveness of CSOs as development actors, and explore, develop and promote guidelines for the

¹ See: Outcomes of the "[Northern Regional Workshop on CSO and AE](#)" (Brussels, 15-16 October 2007) and of the "North-South Civil Society Dialogue" (Nairobi, 15-16 November 2007, available on request: avogt@concordeurope.org), and the participant list for the Northern Regional Workshop (Annex 3)

² See: Outcomes of the International Forum on Civil Society and Aid Effectiveness (Ottawa, 3-6 Feb 2008)

³ The question on as to how far this process will also address aid effectiveness is still unresolved and will be discussed during the Exploratory Meeting on CSO Effectiveness in Paris on 29-30 June 2008.

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implementation of CSO effectiveness mechanisms. The process will build on the outcomes of the AG consultation process and on existing CSO initiatives and expertise.

The five key specific objectives of the process are:

1. To develop an inclusive and representative process owned by CSOs around the world, with North/South equality of representation and taking into account issues of gender equality;
2. To increase understanding of the principles guiding the effectiveness of CSOs as development actors;
3. To develop guidance for the implementation of such principles;
4. To increase awareness within CSOs around the world regarding their effectiveness as development actors and to strengthen the capacity of CSOs to address this effectiveness;
5. To generate a political dialogue with donors and governments fostering the recognition of CSOs as development actors in their own right.

III. OUTCOMES AND OUTPUTS

The proposal is structured in two phases:

The first phase of this process (March 2008 – December 2008) must create the conditions for an inclusive global process, containing:

	Outcome	Output
1.a	CSOs agree on the governance, (financial) management and methodology of the process	Terms of reference for the process up to December 2010
1.b	CSOs agree on specific outputs for the second phase of the process	A clear international <u>work plan</u> for the period January 2009 to December 2010
1.c	The international process is led by a representative and dedicated body	A legitimate Global <u>Facilitation</u> Group for the process that is balanced in terms of North/South representation, gender and types of CSOs
1.d	Launch of the technical aspect of the process	<u>Initial mapping</u> and analysis of main existing CSO effectiveness initiatives
1.e	CSOs dispose of a communication tool for the process	An internet portal for <u>information exchange</u> about the process

The second phase of this process (January 2009 – December 2010) will lead to the following outcomes and potential outputs (specific outputs of the second phase will still need to be defined during the first phase in a process of consultation with CSOs):

	Outcome	Potential output
2.	CSOs agree on common <u>principles</u> regarding the effectiveness of CSOs as development actors and engage in political discussions on relevance and feasibility of peer / compliance mechanisms	Set of agreed principles, endorsed by CSOs; active involvement by Chief Executive Officers (CEOs) and practitioners of CSOs in the process; set of indicators on CSO effectiveness
3.	<u>Mechanisms</u> enhancing the individual and collective effectiveness of CSOs as development actors are developed, discussed, analysed and promoted. At international level, CSOs share best practices exploring peer / compliance and impact assessment mechanisms.	Extensive mapping, SWOT and comparative analysis of existing mechanisms. Agreed common framework of compliance mechanisms including benchmarks and indicators for accountability
4.	The process has <u>reached out</u> and actively included CSOs from around the world in developing principles as well as mechanisms, appropriate to their country conditions. Effectiveness of CSOs as development actors is explicitly addressed by a large number of CSOs around the world. Individual CSOs, networks and national / regional platforms understand the capacities to actively participate in the application of common principles and mechanisms..	Toolkits on CSO effectiveness principles and compliance mechanisms. Interactive internet portal addressing all dimensions of the process. Trainings, peer support networks and online-support. National, regional, sectoral and thematic meetings promoting CSO Effectiveness

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5.	The final outcome of this process provides donors and governments with sufficient elements to strengthen their recognition of the roles and voice of CSOs as development actors in their own right.	Donors and governments are periodically informed about the process and invited to give their inputs.
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An initial exploratory and informal meeting of representatives from national, regional and sectoral CSO platforms and networks⁴ proposed the following issues that could be addressed by the process as possible priority aspects of the effectiveness of CSOs as development actors⁵:

- North-South CSO Relationships / Partnerships
- Northern CSOs' responsibilities as 'donors' (upwards accountability, power imbalance, predictability)
- Mutual accountability (downwards accountability, power imbalances, predictability)
- Impact assessment

In parallel, regional, national and sectoral processes addressing the Effectiveness of CSOs as Development Actors – or specific / thematic aspects - will be encouraged and articulation with the global process will be ensured.

IV. METHODOLOGY

1. Implementation and Facilitation of the process

The proposed international process could be structured in four parallel dynamics with an overall Facilitation structure:

- A. "Principles of CSO Effectiveness": Refine the principles elaborated during the Brussels and Nairobi Workshops, manage an inclusive consultation process (national, regional, global, sectoral), elaborate indicators and identify challenges, barriers and obstacles to the effectiveness of CSOs.
- B. "Mechanisms for CSO Effectiveness": Establish a mapping of existing mechanisms (CSO accountability, quality initiatives, labels, charters, codes of conduct, peer mechanisms, monitoring of compliance ...) at national, regional, global, and sectoral level, lead qualitative, comparative discussions regarding these initiatives (by CSO experts on this questions) and propose new ones.
- C. "Outreach, awareness raising and capacity-building on CSO effectiveness": Establish a mapping of initiatives and also of the demand for promotion and awareness raising (geographical and sectoral), prepare a toolkit for promoting and implementing CSO Effectiveness and manage a pool of experts on CSO effectiveness available for capacity-building in national / sectoral workshops.
- D. "Policy dialogue on CSO Effectiveness": Engage in a periodic dialogue with donors and governments on progress made with respect to the effectiveness of CSOs as development actors. prepare the Fourth OECD DAC High Level Forum on Aid Effectiveness.

The Facilitation structure will provide orientation and support for fundraising for regional and national processes on CSO Effectiveness.

2. Development of shared principles and a commitment to mutual accountability

Core elements of the principles for CSO Effectiveness have been defined and agreed by CSOs present at the Brussels and Nairobi consultations. This set of principles must be further developed and agreed within national, regional, sectoral and international consultative processes.

CSO ambitions regarding the outcomes of the process must go beyond existing principles and codes of conduct. Also, CSOs must explore concrete mechanisms to implement principles (peer mechanisms, complaints mechanisms, measurable instruments to hold CSOs mutually to account ...). Therefore the process needs to

⁴ See: Minutes of informal Ottawa side-meeting, Annex 2

⁵ This list is only a preliminary selection of concrete issues that could be considered for discussion by CSOs participating in the process.

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involve practitioners and programme managers, together with policy experts and to ensure the buy-in of National Platforms and CEOs of individual CSOs.

3. Building on existing experience and initiatives

Many CSOs, networks and platforms have developed their own initiatives and mechanisms to increase certain aspects of their effectiveness. Therefore it is important that this initiative builds on existing experience and best practices which should be mapped, collected and analysed with regard to the principles of CSO effectiveness with the aim of identifying gaps and increasing coherence.

4. Outreach, ownership, awareness raising and capacity building

This process must ensure a proper bottom-up approach and ownership among the whole CSO community (including small and local CSOs). While the process must be accountable to CSOs and as inclusive as possible, it can not be completely 'universal' and should focus on all the roles of CSOs as development actors.

At the same time, there is a need for increased awareness and ownership among CSOs. It will be important to involve national, regional and sectoral CSO networks and platforms. CSOs must address their own effectiveness both individually and collectively. It is also necessary to ensure the long-term commitment of CSOs to this process, and therefore, senior management of CSOs must be involved.

The global process must promote and enable similar dynamics at regional, national and sectoral level.

Capacity building is needed and debates must be facilitated at all levels of CSO coordination. A pool of resource persons (experts and practitioners in CSO effectiveness), will be identified and managed in view of their availability for workshops and training sessions.

An internet portal will be developed in order to make sharing of expertise, information and resources transparently available to all participating CSOs. This component focuses on quality and effectiveness and will be an important way to exchange ideas and experience.

5. Multi-stakeholder approach and political dimension

Even though this is a self-driven international and inclusive CSO only process, periodic exchanges and consultations with donors and governments will take place. The dialogue with the OECD-DAC Working Party on Aid Effectiveness and other key actors will be coordinated.

The final aim of this process is to build a framework for the effectiveness of CSOs as development actors. Therefore the outcomes of this process must enable Civil Society to engage in a potential process post-2010 for a multi-stakeholder approach on development effectiveness whereby donors and governments officially recognise the role of CSOs as development actors in their own right.

Carbon footprint

The ecological footprint of the exercise should be limited to a necessary minimum.

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V. PRELIMINARY LIST OF ACTIVITIES OF THE FIRST PHASE (MARCH – DECEMBER 2008)

PERIOD	ACTIVITY
March 08	Fundraising for the first phase of the process
March 08	Launch of a call for interest to join the preliminary Global Facilitation Group – Setting up of this group
March – May 08	Mapping exercise of existing initiatives regarding Effectiveness of CSOs in development cooperation (with focus on accountability and/or partnership)
April – June 08	Design and establish a specific and interactive internet portal for the process
29-30 June 08	First Exploratory Meeting on CSO Effectiveness in Paris
July – August 08	Selection process for CSO participation to Accra HLF (if mandated), facilitation of CSO participants to Accra;
Autumn 2008	Expert meeting on CSO initiatives and processes to improve the effectiveness and quality of their work as development actors

VI. PARTICIPATING ORGANISATIONS

During a meeting of CSOs at the Ottawa conference⁶, it was agreed that CONCORD⁷, supported by InterAction⁸ and other national CSO platforms, would steer the overall process at international level. It will be important to ensure that regional, national and sectoral sub-processes are developed, steered by regional and national CSO platforms and international CSO networks.

⁶ See: Minutes of informal Ottawa side-meeting, Annex 2

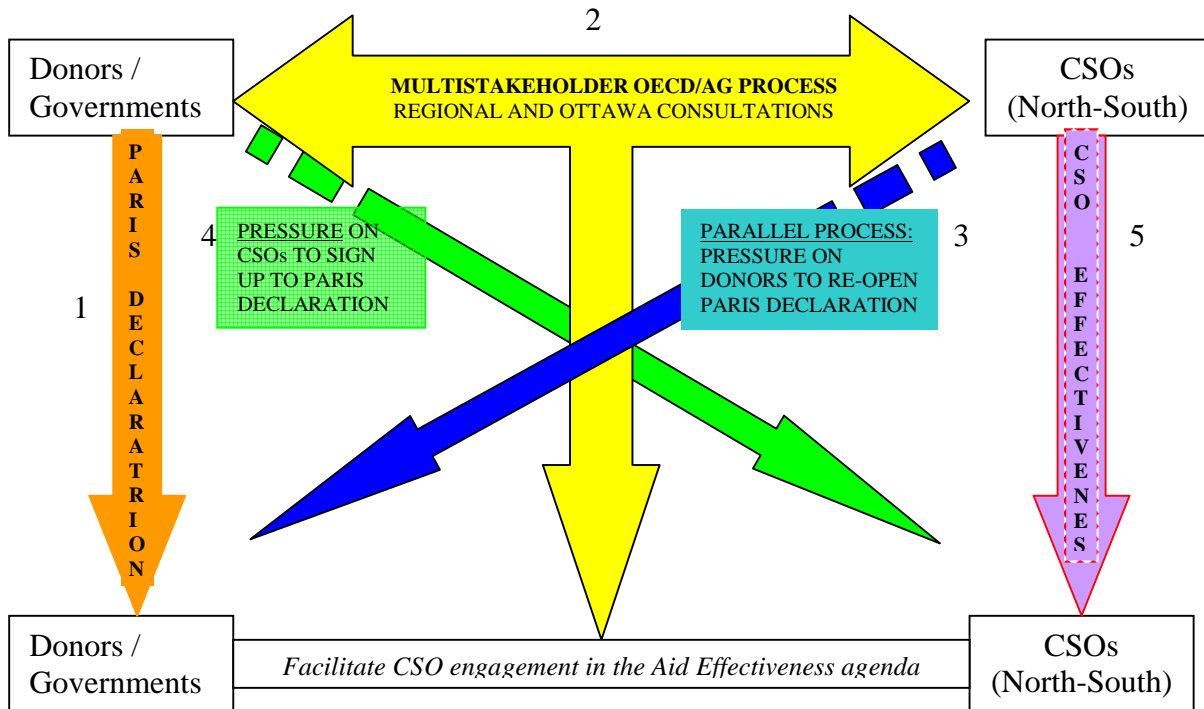
⁷ CONCORD: [European NGO Confederation for Relief and Development](#)

⁸ InterAction: [American Council for International Voluntary Action](#)

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ANNEX 1 – CURRENT PROCESSES

Within the framework of the debate on aid effectiveness four global processes can be distinguished:



1. Donors and governments (through the OECD/DAC) have agreed on a framework to improve their aid effectiveness: the Paris Declaration from 2005 with 5 principles (ownership, alignment, coordination, harmonisation, management for results). There will be a review of progress regarding the achievements during the Annual High Level Forum (HLF) of the OECD/DAC in September 2008 in Accra. The outcome of this HLF, the Accra Agenda for Action (AAA) will include orientations regarding the AE process until 2010.

This process is led by OECD – DAC's Working Party on Aid Effectiveness.

2. Donors and CSOs have set up a joint process to discuss the involvement of CSOs in the Aid Effectiveness agenda. This process is led by the multi-stakeholder "Advisory Group on CSO and Aid Effectiveness" (reporting to the Working Party on Aid Effectiveness, OECD DAC). CONCORD is represented by Liz Steele – Care International. In order to feed in the Donors' / Governments' process towards Accra, the Advisory Group has managed a worldwide consultation process: many national, 6 regional (Brussels workshop, 15-16 Oct 07) and a global workshop (Ottawa, 3-6 Feb 08).

CSO clearly concluded that they don't want to only address the technical "Aid Effectiveness" (as the Paris Declaration does), but to talk about "Development Effectiveness".

3. CSOs have been pushing for a re-formulation of the Paris Declaration. They wish a more ambitious and more holistic approach (Development Effectiveness). This "Parallel Process" is managed by an International Steering Group (www.betteraid.org) and is organised outside the OECD/DAC Advisory Group process. Main positions address conditionality, untying and predictability of aid. CSO want to broaden the Paris Declaration towards the Financing for Development agenda (Doha).
4. Partly in reaction to pressure from CSOs on governments and donors, but also because it is a real issue, Donors have been pushing CSOs to 'sign up' to the Paris Declaration and / or to adopt its principles. This pressure is political and financial (through changing funding patterns).
5. Self-drive process "Framing and promoting the Effectiveness of CSOs as development actors", proposed in this concept note.

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ANNEX 2: MINUTES OF OTTAWA SIDE MEETING

Informal side-meeting during the International Conference on CSO and Aid Effectiveness

Ottawa, 6 February 08

CSO EFFECTIVENESS IN DEVELOPMENT COOPERATION

For the International Conference on CSO and Aid Effectiveness in Ottawa, CONCORD had invited a number of CSO representatives to an informal side-meeting: participants to the Brussels Workshop on CSO and AE and organisers of other regional consultations. (Participants list is annexed).

The objective of the side-meeting was to explore the possibilities of launching a CSO process to set own principles and develop mechanisms with regards to CSO effectiveness in development cooperation.

During the consultation process of the OECD/DAC Advisory Group (e.a. Brussels, Nairobi, Ottawa), CSOs declared the Paris Declaration not being directly applicable to CSOs. The Brussels Workshop concluded with an expression of interest by CSOs to establish their own set of principles for CSO Effectiveness in Development Cooperation.

The motor behind this proposal is to establish a process which is defined, led and managed by CSOs: to set up own principles and explore mechanisms for implementation by 2010.

OUTCOMES OF THE OTTAWA SIDE-MEETING

Participants to the side-meeting discussed the relevance of the proposal, principles of a possible process, priority aspects to be dealt by the process, and agreed to organise a CSO meeting at the end of June 2008 in Paris (tbc, in collaboration with CoordinationSUD). The aim of that meeting would be to

1. draft a CSOs statement for Accra whereby CSOs commit to engage in a process of setting up own principles on CSOs Effectiveness as development actors.
2. further explore a potential agenda for this process beyond Accra

Even though several participants formulated questions which remained open, there was a common understanding that the overall proposal was worth pursuing. The framework of the proposal should contain:

Principles of this process

- It will be an international and inclusive "CSO only" process, but in periodic consultation with other stakeholders, including Donors and Governments
- Ensure a balance between legitimate leadership and ownership within the CSO community
- CSOs' ambitions regarding the outcomes of the process must go beyond principles and existing codes of conduct (examples: peer mechanisms, measurable instruments to hold CSOs mutually to account)
- The process itself must be accountable to CSOs, inclusive but not 'universal', addressing "all the roles of CSOs as development actors" only.
- The Brussels and Nairobi Workshops have identified a coherent and reasonably complete set of principles of CSO Effectiveness. Any future work must build on these principles.
- The process must build on existing experience and expertise in CSOs, networks and platforms
- Capacity building is needed and debates must be facilitated at all levels of CSO coordination
- The process needs to get Development practitioners and managers involved (next to policy experts) and the buy-in of National Platforms and CEOs of individual CSOs.
- If this process is started, CSOs must go through to the "end" (question of credibility)
- Limit the ecological footprint of the exercise to a necessary minimum [inserted]

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Priority aspects of CSO Effectiveness in Development Cooperation (to be dealt by the process)

- North-South CSO Relationships / Partnership
- Address Northern CSOs responsibilities as 'donors' (upwards accountability, power imbalance, predictability)
- Social Accountability (Downwards accountability, power imbalance, predictability)
- Impact assessment

Leadership of this process

When raising the question of the leadership of this process for the coming months (to be discussed/confirmed at the Paris Meeting), InterAction proposed CONCORD, and CONCORD proposed to share this leadership with InterAction and other national and regional platforms.

----- END OF SIDE-MEETING MINUTES -----

Participants - Ottawa Side Meeting on CSO Effectiveness agenda

Last Name	First Name	Organisation
Barr	Gerry	CCIC
Craviotto	Nerea	Wide Brussels
O'Brien	Paul	Oxfam America
Tomlinson	Brian	CCIC
Kane	Molly	Inter Pares
Lenfant	François	CORDAID / CIDSE
Chidaushe	Moreblessings	NCA
Newman	Leif	Diakonia / APRODEV
Browa	Sylvain	Interaction / USA
Shelton	Todd	Interaction / USA
Hochgesang	Thomas	CBM / VENRO
Koch	Lars Peter	IBIS
Mahmud	Ahmed Swapan	Voice / Aid Accountability Group
Brand Jacobsen	Denisa Georgiana	FOND (Romanian Development NGO Platform)
Steele	Elizabeth	CARE International/CONCORD
Vogt	Andreas	CONCORD
Ingram	George	AED
Rouille D'Orfeuil	Henri	Coordination Sud
Tujan	Antonio	IBON Foundation
Endo	Mamoru	TICAD Civil Society Forum
Honda	Tomoko	JANIC
Hayes	Lucy	Eurodad
Levine	Carlisle	CARE USA
Suyama	Bianca	CARE UK
Perras	Sylvie	CCIC
McGarry	Joanne	Trocaire
Brunelli	Gilio	Development and Peace
Bengoa	Juana	CONGDE Spain
Dereymaeker	Jan	International Trade Union Confederation

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ANNEX 3

CONCORD CSO AE NORTHERN REGIONAL WORKSHOP: 15 - 16 OCTOBER 2007, BRUSSELS

NP=National Platform

CONCORD Members				
	Name	Position	Organisation	CONCORD Member
1	Feisal Hussain	Head of Partnership Development	Action Aid International	ACTION AID INTERNATIONAL
2	Mario Oliveria	ADRA EU Liaison Office	ADRA EU	ADRA INTERNATIONAL
3	Leif Newman	Deputy General Secretary and Head of Operations	Diakonia (Sweden)	APRODEV
4	Johannes Trimmel	Head of Programs	Light for the World	Austria NP
5	Sara Ceustermans	Policy Desk	11.11.11	Belgium NP
6	Gaspard Denis	Policy Officer	CNCD	BELGIUM NP
7	Izabella Toth	Institutional Funds Policy	Cordaid - The Netherlands	CARITAS EUROPA
8	Thomas Hochgesang	Director Co-funding	CBMI	CBMI
9	Jean Letitia Saldanha	Advocacy and Policy Officer	CIDSE	CIDSE
10	Melis Alguadis		CIDSE	CIDSE
11	Maria Winnubst	Misereor	CIDSE	CIDSE
12	Anna Schouboe Jensen	Policy Officer-Aid Effectiveness	IBIS	DENMARK NP - EU NGO
13	Lucy Hayes	Policy and Advocacy Officer	EURODAD	EURODAD
14	Lisa Crisostomo		EUROSTEP	EUROSTEP
15	Caroline Wildeman		HIVOS-NL	EUROSTEP
16	Rilli Lappalainen	Secretary General	KEHYS	FINLAND NP - KEHYS
17	Henri Rouillé d'Orfeuil	Président CSUD	Coordination Sud	FRANCE NP - COORDINATION SUD
18	Anne Héry	Administratrice de CSUD	Handicap International / Coordination Sud	FRANCE NP - COORDINATION SUD
19	Dr. Ulla Mikota	Managing Director	VENRO	GERMANY NP - VENRO
20	Joanne McGarry	Aid & Accountability Policy & Advocacy Officer	Trocaire	IRELAND NP - DOCHAS
21	Julia Ojanen		PLAN EUROPE	PLAN INTERNATIONAL
22	Malgorzata Michalik		Polish Medical Mission	POLAND NP - ZAGRANICA
23	Denisa Brand-Jacobsen	Programme Coordinator and Researcher	PATRIR	ROMANIA NP - FOND
24	Eva Havelkova	Executive Secretary	NP Slovakia	SLOVAKIA NP - MVRO
25	Marian Caucik	chair of the slovak NP Director	ERKO	SLOVAKIA NP - MVRO
26	Juana Bengoa Beriain	Member Executive Board	Solidaridad	SPAIN NP - CONGDE
27	Christer Akesson	Programme Director, International Department	Church of Sweden	SWEDEN NP - CONCORD SW
28	Joe Frans	Chairperson	Forum Syd	SWEDEN NP - CONCORD SW
29	Monica Maassen	Head of the research and development department	OXFAM-NOVIB	THE NETHERLANDS NP - PARTHOS

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30	Joni Hillman	Learning & Training Manager, Acting S.G.	BOND	United Kingdom NP - BOND
31	Barbara Rodriguez Valin	Gender Policy Coordinator	One World Action	WIDE
32	Dr Kate Laburn-Peart	Policy and Research Manager	World Vision UK	WORLD VISION INTERNATIONAL
Non EU Participants				
	Name	Position	Organisation	Country
33	Samuel Worthington	President & CEO	INTERACTION - USA NP	U.S.A
34	Sylvain Browa	Senior Manager for Partnership and Development Impact	INTERACTION - USA NP	U.S.A
35	Ms. Tomoko Honda	Policy advisor	JANIC - Japan NP	JAPAN
36	Gwen Berge	Head of thematic advisory division	NCA/Norwegian Church Aid	NORWAY
37	Mark Fried	Advocacy Coordinator	OXFAM-Canada / CCIC	CANADA
Global South Participants				
	Name	Position	Organisation	Country
38	Jorge Balbis	General secretary	ALOP	COSTA RICA
39	Suranjan Kodithuwakku	Director	Green Movement	SRI LANKA
40	Tony Tujan	Secretary General	IBON	The PHILIPPINES
41	Tirivangani Mutazu	Special Project officer	AFRODAD	ZIMBABWE
42	Maria Teresa Singson-Ledesma	Coordinator	IBON-Europe	THE NETHERLANDS
Wider CSO participants				
	Name	Position	Organisation	Country
43	Laurent Denis	Director	F3e	France
44	Jan Dereymaeker	Development Cooperation and Training	ITUC-International Trade Union Confederation	HQ-Belgium
45	Stephanie Broughton	Policy officer	EPLO	HRDN
CONCORD				
46	Justin Kilcullen	CEO TROCAIRE	CONCORD PRESIDENT / DOCHAS	IRELAND NP - DOCHAS
47	Olivier Consolo	Director		BEL
48	Ester Asin	EU Policy Officer	CONCORD	BEL
49	Andreas Vogt	Membership Officer	CONCORD	BEL
50	Alwin Loeckx	Policy Officer	CONCORD	BEL
51	Pascale Laurent	CSO AE Northern Regional Workshop Coordinator	CONCORD	BEL
52	Mireille Miège	Membership Officer	CONCORD	BEL
53	Erika Bejko	Stagiaire	CONCORD	BEL
FACILITATOR				
54	Anne Garbutt		INTRAC	UK
55	Linda Lönnqvist		INTRAC	UK
CONCORD Task Force on CSO AE				

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56	Melissa Hall		ACTION AID	ACTION AID INTERNATIONAL
57	Karine Sohet		APRODEV	APRODEV
58	Brian Tomlinson		CCIC	CANADA
59	Liz Steele		CARE INTERNATIONAL	EU office
60	Sian Platt		WORLD VISION INTERNATIONAL	EU office
61	Nerea Craviotto		WIDE	WIDE
	OBSERVER			
62	Goran Eklof	NGO Advisor	OECD/DCD/EFF	