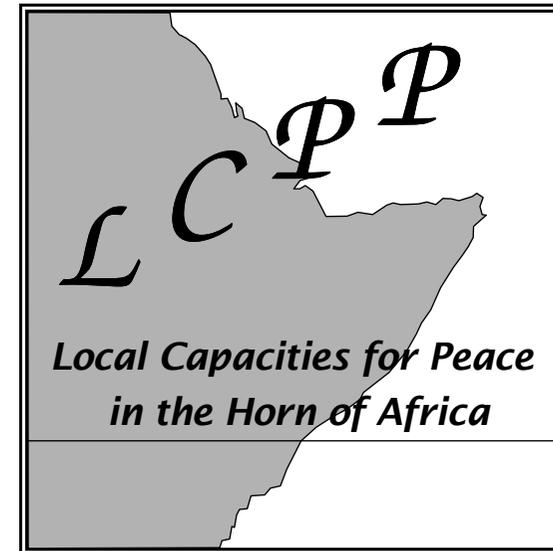


*Local Capacities for Peace
in the Greater Horn of Africa*

**Final Project Report
01.07.2005 - 31.12.2006**



Dr. Rolf Grafe

Project No. XA036011 (ICCO)

(continuation of previous EED projects 20046016 and 91 E 26 - 2000)

The Local Capacities for Peace Project is a joint programme of
the Church Development Service (EED) in Germany,
the Interchurch Organization for Development Co-operation (ICCO) in the Netherlands
and the Collaborative for Development Action (CDA) in the U.S.A.

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Project Description

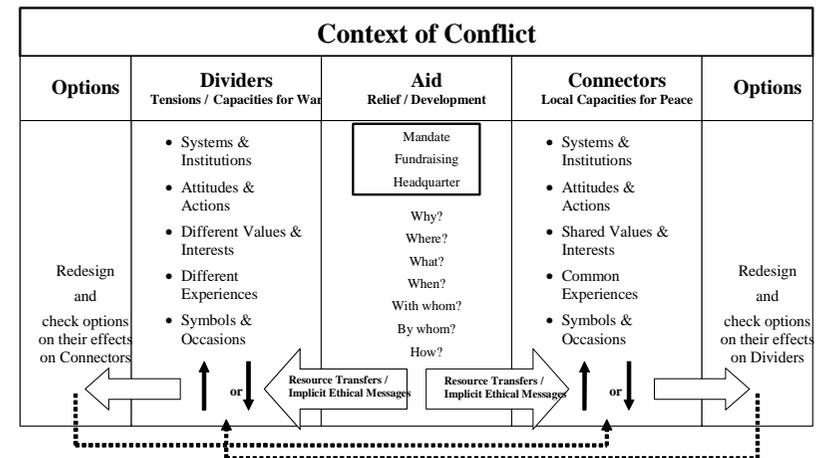
The “Do No Harm” Approach

Following the traumatic experiences of the humanitarian disaster in Somalia at the beginning of the 1990ies and the genocide in Rwanda in 1994, relief and development organisations had started to realize that their interventions were not independent from the political and social events in their areas of operation, but rather became part of this context. The work of international organisations in a situation of violent conflict and the activities of their staff might either positively or negatively impact on that context, and so it would be helpful to understand this interaction. In a collaborative effort involving a wide range of relief and development organisations from around the globe, CDA¹ had taken up the task to systematically analyze the interaction between aid and conflict, trying to answer the critical question of that time:

How may aid be provided in conflict settings in ways that, rather than feeding into and exacerbating the conflict, help local people disengage from the violence that surrounds them and begin to develop alternative systems for addressing the problems that underlie the conflict?

Following an inductive approach based on practical experience from the field, the analysis had revealed interesting and surprising findings summarized in a book with the title “Do No Harm”², which still is the basic reference material for the Local Capacities for Peace Project. The book had not only shown the various kinds of interaction between a project and the context of conflict in which it is implemented, but had also provided a framework that could help organisations avoid any negative side-effects of their interventions:

Framework for Considering the Impact of Aid on Conflict



¹ Collaborative for Development Action (CDA) is a small consultancy organisation located in Cambridge, Massachusetts.

² ANDERSON, Mary B. (1999): Do No Harm: How Aid Can Support Peace—Or War. Lynne Rienner Publisher, Boulder, Colorado

LCPP in the Horn of Africa for EED Partners (2001 - 2005)

The publication of the “Do No Harm” book had caused a fruitful debate among many organisations concerned with the impact of their cooperation. A number of them had tried to apply the findings in their practical work and document the experience from practical implementation. Due to its involvement in countries which had been affected by violent conflicts for a long time, EZE³ had developed a particular interest in the “Do No Harm” process and decided to introduce the new approach to their partners in the Horn of Africa. The aim had not only been to promote a useful tool for project planning and implementation, but also to gain experience with the practical aspects of its application with different types of partner organisations and in different cultural and political environments. Taking the specific structure of EZE’s partner organisations into consideration, three questions had been raised:

- Can the experience gained in active war zones be used for projects that are implemented in situations of latent conflict or sporadic clashes, i.e. rather as a proactive than a reactive tool?
- Can the experience gained from relief work be transferred to long-term development cooperation?
- Is it possible to use a concept which has been developed by mainly international organisations for the work of local organisations (who on one hand have much better information about the conflict, who on the other hand, however, may be party in these conflicts and be much more vulnerable)?

In March 2001, the Local Capacities for Peace Project in the Horn of Africa had been established through a tri-parite agreement between EZE, CDA and myself. Within a period of three years (later extended by another year), the “Do No Harm” concept had been presented to EZE’s partner organisations in Kenya, Ethiopia and Sudan, and had been integrated into the planning and implementation approaches of those partners that would decide to use it on a voluntary basis. At the same time, the whole process had been accompanied by a thorough documentation based on the exchange of experience both among the partner organisations and with EED⁴ in Bonn.

In order to achieve this, the position of a regional consultant had been created, to be located in a project office in Nairobi. The costs of the project had been shared between DÜ⁵ (personnel costs and housing), EZE (office and travel costs) and CDA (programme costs).

Transformation of LCPP into a Local Organisation

Based on the positive response to the EED-funded “Local Capacities for Peace Project in the Horn of Africa” and on the expressed interest of many other organisations, suggestions for an expansion of the project were brought forward. These suggestions envisaged the emergence of a local institution, which would not only allow the continuation of the work with the existing partners, but would also be able to respond to the needs for conflict-sensitive planning among other local and international organisations and in those countries of the region that had not been covered so far. Through the establishment of a local organisation, the ownership of the process was expected to move from a donor-driven approach to one in which committed people from the affected countries themselves would contribute to the

creation of a conducive environment for sustainable development in a peaceful society.

³ Evangelische Zentralstelle für Entwicklungshilfe (EZE; *Protestant Association for Development Co-operation*) had been one of the development organisations of the protestant churches in Germany. Since 2001 it has merged with other organisations to form EED.

⁴ Evangelischer Entwicklungsdienst (EED; *Church Development Service*) is one of the two major development organisations of the protestant churches in Germany. It was formed in 2001 out of several smaller organisations and is located in Bonn.

⁵ Dienste in Übersee (DÜ; *Services Overseas*) had been responsible for personnel services on behalf of the protestant churches in Germany. In 2001 it has become a part of EED.

In order to make this possible, ten trainers and practitioners from the network of the previous EED-funded project agreed on the constitution of a local organisation named “Better Options & Impact”, to be registered as a company limited by guarantee under Kenyan law. This organisation-to-be developed a project proposal aiming at the implementation of the “Do No Harm” approach by local organisations in Ethiopia, Eritrea, Somalia, Sudan, Kenya, Uganda, Rwanda, Burundi and Eastern Congo, which was submitted to a number of interested international organisations for consortial funding⁶. This project was supposed to be implemented from 2006 to 2008 and included a budget of approximately 2 million US Dollar.

Due to the fact that “Better Options & Impact” would still need some time to be registered, ICCO offered to make a grant of 60,000 EURO available to cover the interim period between the previous EED-funded project and the new project. Additional income to the project was expected to come from various assignments. As the process of establishing a local organisation proved to be far more difficult than expected (and later failed completely), this “interim period” was extended over all-in-all eighteen months, until a final decision to close the project had to be taken.

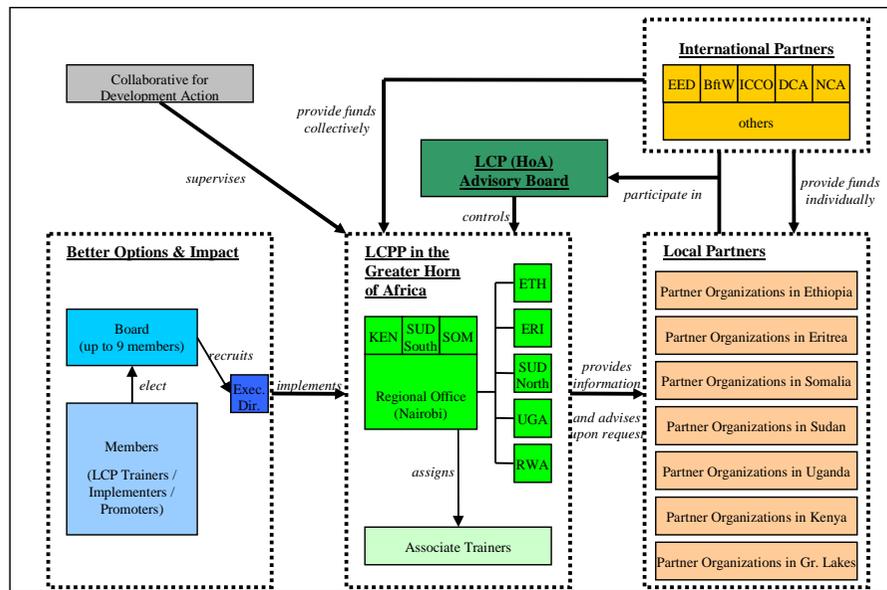
This report covers the full “interim period” of the project from July 2005 to December 2006. Detailed reports for the previous years had been submitted on an annual basis to EED and can be made available to all interested parties.

⁶ These organisations were EED and Bread-for-the-World from Germany, the Interchurch Organisation for Development Cooperation (ICCO) from the Netherlands, Norwegian Church Aid from Norway and Dan Church Aid from Denmark. Apart from Bread-for-the-World, all organisations participated in a one-day meeting in May 2005 in Nairobi, during which the proposal was presented and discussed in detail.

Organizational Set-up

“Better Options & Impact”

Although the previous EED-funded project on the promotion of “Local Capacities for Peace in the Horn of Africa” had been assessed as successful, there were several shortcomings as to the sustainability of the achievements. These shortcomings centred mainly around the limited impact that a project of one individual donor could possibly have in a region widely affected by violent conflicts, and on the perception of being driven from outside. As a result of these findings, it was suggested to expand the project activities in terms of organisations involved and of geographical coverage, as well as to transfer the ownership of the project into local hands. The project proposal for the years 2006 - 2008 had incorporated these considerations, leading to the following organisational set-up for the proposed project:



“Better Options & Impact” was to be the project holder for the expanded project “Local Capacities for Peace in the Greater Horn of Africa”, but the new organisation was still in its infant stage at the time of the submission of the project proposal. Up to then, the founder members⁷ had had several meetings deciding on the mission, vision and core values of the organisation, on the constitution to be submitted to the registrar of companies, on modes of cooperation, on products and services, on membership criteria and fees.

Based on the long history of cooperation among those founder members and on their proven professional qualifications, the main factor influencing a quick registration was seen in the Kenyan bureaucracy. For this reason, ICCO offered to avail some interim funding, so that a smooth transition from the previous project

⁷ These founder members were (in alphabetical order): Ambrose Ong’wen, Eunice Obala, Jacinta Makokha, John O-kanga, Maria Twerda, Millicent Otieno, Moses Sika, Naglaa El-Hajj, Rachael Onyango and Rolf Grafe - seven Kenyans and one person each from Sudan, Germany and the Netherlands.

would become possible. It was on this basis that the project office continued its operations as from July 1, 2005, as a “joint programme of the Church Development Service (EED) in Germany, the Interchurch Organisation for Development Co-operation (ICCO) in the Netherlands and the Collaborative for Development Action (CDA) in the U.S.A.”.

Eventually, “Better Options & Impact” was never registered. Surprisingly, the reasons for this failure did not lay in the obstacles of a slow and ineffective administration, but among the members of “Better Options & Impact” themselves. During the second half of 2005, it became more and more clear that the different expectations towards the new organisation from the side of the members plus conflicts of interest between the objectives of a non-profit organisation on one hand and the business orientation of individual consultants on the other hand all prevented the emergence of a homogenous organisation that would have been capable of implementing the new project.

In October 2005, an extraordinary general assembly of “Better Options & Impact” had to decide about a motion to dissolve the yet-to-be-registered organisation. At that time, the members still felt the desire to keep up what had brought them together in the first place and rejected the motion. Accordingly, the process of establishing “Better Options & Impact” may still be regarded as on-going.⁸

What was decided, however, was to disengage the organisation “Better Options & Impact” from the project “Local Capacities for Peace in the Horn of Africa” in order to allow the new institution to grow without the stress of implementing a complex international project. With this, the original objective of the transition period had failed.

Alternative Structures on the Local Level

Still there was hope for alternative solutions, through which the desired hand-over of the project into local ownership could have been achieved. One such option evolved from the successful registration of an NGO named “Local Capacities for Peace International” (LCPI)⁹. Fearing that the registration of a company limited by guarantee could turn out to be a time-consuming process, some of the members of “Better Options & Impact” had spontaneously decided to try an alternative application with the NGO Board. Surprisingly, this option was successful and yielded the necessary legal entity to implement the new project. Unfortunately, the decision not to dissolve “Better Options & Impact” in October 2005 discouraged LCPI to become active. Even two months later, the board of directors of LCPI decided against taking over “Local Capacities for Peace in the Horn of Africa”, based on the fear that the same conflict of interest that had killed “Better Options & Impact” would also strain LCPI beyond its capacities.

Parallel to these individual efforts, there were considerations to involve the network of existing trainers and participating organisations in the process of deciding about the future of the project. For this purpose, a partner conference was organized in Machakos in December 2005. During this event, participants analyzed the achievements of the project so far and the improvement on field level observed by individual organisations. They also looked at the need for further assistance and came to the unanimous conclusion that a continuation of “Local Capacities for Peace in the Horn of Africa” was highly recommendable. Deliberations about the best legal structure for the implementation of such a project led to the election of a task force that

⁸ The motion to dissolve “Better Options & Impact” had been brought forward after several months of inactivity, which had also entailed the practical stop of the registration process. At the same time, the payment of membership fees had been done only by few, and rules and regulations for the relationship between the members and the organisation had frequently been violated by some individuals.

It may look surprising that in spite of all this, no decision about the dissolution of “Better Options & Impact” could be reached. The heart was stronger than the mind, and so the original commitment prevented what a realistic assessment of the situation demanded. From my point of view, this was a serious mistake. In fact, none of the members has even moved a finger for the common organisation after the mentioned extraordinary general assembly. Unfortunately, this includes also the minutes of the meeting, which had never been written.

⁹ LCPI was registered as a non-governmental organisation in Kenya during the second half of 2005. The board of directors consists of three original members of “Better Options & Impact”, Jacinta Makokha, Millicent Otieno, and Moses Sika.

was to push for the transition of the project into a local organisation. Unfortunately, this task force never convened.

Another option for a future home of the project would have been the handing-over to an existing local institution. Several names of organisations had been floated before, which were regarded as suitable in terms of their mandates as regional organisations serving issues like training or peace-building. Before deciding to establish “Better Options & Impact”, the original project staff had weighed the various options, but had come to the conclusion that none of the suggestions was promising enough to justify further negotiations, mainly because no serious interest in the subject had been shown before by these organisations. A different case was AAH-I¹⁰, whose director had offered to host the project in order to overcome the difficulties of operating without a legal structure. As an implementing organisation though, AAH-I was also not considered the right project holder, although this organisation could have easily created the foundation on which the project could have continued to operate efficiently. Interestingly, it was mainly the voice of the potential donors that prevented me from pursuing this option, an expensive mistake in retrospect.

Alternative Structures on the Donor Level

In recognition of the fact that the envisaged creation of local ownership for the Local Capacities for Peace Project would not materialize, I invited the representatives of those organisations that had expressed their interest in financing the original proposal for a brainstorming session in March 2006. Unfortunately, responsibilities in all these organisations had changed in the meantime, so that the participants of this meeting had only a limited knowledge about what was discussed a year before. Nevertheless, my own impression from the lively discussions was that there still was a serious interest in the existence of a project

- that would promote the idea of conflict-sensitive planning and in particular the “Do No Harm” approach,
- that would make the respective information, training and consultancy services available to local partner organisations,
- that would coordinate the exchange of experience among those,
- and that would accompany the whole process with some research components.

The outcome of this meeting was a suggestion to either link the project to one of the common partner organisations (specifically mentioned was the Lutheran World Federation), or to integrate it into an emerging institution that had been established in response to the equally shared interest in right-based approaches (named East African Coalition on Rights). It was on the basis of the apparent interest expressed by the potential donors in this brainstorming meeting that I decided to continue the operations of the project, being sure that a sustainable solution would be found until the end of 2006. Additional interviews with some representatives of those potential donor organisations took place during the coming weeks in order to specify the concrete interest in services from the project and to look at the needs of the various organisations. Surprisingly, not everybody was available for this exercise.

Why? Despite the declarations of interest, it soon became evident that the ideas of the various “international partners” were far from being homogenous. While some might have had a genuine interest in promoting an issue of joint concern (which would have included the funding of a project structure), others considered LCPP as a provider of consultancy services which could be requested upon specific demand (and then paid for). In the case of Norwegian Church Aid, the relationship even turned into a parasitic one, because services had been used frequently without any corresponding payment.

The discovery that the “international partners” would not come up with an alternative structure after the failure of creating local ownership came too late. The operations of the project had been upheld too long, based on the expectation that a new perspective would be found and grounded on frequent requests for services from a number of other organisations. In December 2006, “Local Capacities for Peace in the Horn of

Africa” closed with a deficit of about 39,000 US-Dollars, for which nobody feels responsible. Millicent Otieno and myself have been forced to cover these costs from our own pockets. What leaves a specifically bitter aftertaste is the fact that some of those we had put hope on have effectively stopped any communication with us. Irrespective of the fact whether it is at all justified to charge two individuals with the final project deficit, the operations of LCPP were considered to serve the interest of relief and development organisations, particularly those of the international partners who wanted to assure that their resources would not cause harm to the contexts in which they were implemented.

The project was never considered a private undertaking by Millicent Otieno and myself and did never act as such.

Quis ullam pro beneficiis deberi putat gratiam?

Latin proverb

¹⁰ AAH-I stands for Action Africa Help International, which has been a partner of both EED and ICCO for a long time. This organisation had gained a high reputation for community-based development work, particularly in South Sudan and Northern Uganda, and had been one of the most committed partners of LCPP before.

Activities and Results of Project Work

Information

Taking into consideration the achievements of the previous project, the need for awareness on “Do No Harm” had been regarded as different across the various countries in the region. While many organisations in Kenya, South Sudan and Ethiopia did already have a good knowledge on the approach, some of the other countries had never been exposed before. Nevertheless, the project did not undertake large-scale information campaigns due to its own uncertain future. Whenever opportunities arose in connection with other travels, potentially interested organisations were visited, e.g. in Burundi (UBUNTU Centre), in Uganda (Church of Uganda), and in Ethiopia (several ICCO partners). An exception in this regard was the cooperation with the Sudan Capacity-Building Forum, for which a formal presentation of the “Do No Harm” framework was done, anticipating a wider impact with respect to the introduction of conflict-sensitive approaches in general. Additionally, a presentation was given for a regional conference of Norwegian Church Aid.

On several occasions, LCPP had been approached to conduct exposure workshops on “Do No Harm”. The interested organisations included both partners from the network of the previous project (Mount Kenya East CCS) and new clients (LWF Uganda, CRS Uganda, CRS Darfur). Furthermore, exposure workshops were conducted as a practical exercise in connection with two trainings of trainers, three in Dhaka (Bangladesh), two in Nairobi (Kenya) and one in Wonduruba (South Sudan). The facilitators of all these workshops tried to put emphasis on our belief that such workshops should mark the start of a process which would need a follow-up for effective implementation.

Main channel for the distribution of information during the period covered by this report was the continuous update of the project’s website. New material produced, particularly translations into Arabic and Kiswahili (and into Portuguese), was uploaded, and all new developments in relation to the project and to the experience with using “Do No Harm” was published. Comments coming from various parts of the globe have frequently confirmed the usefulness of this website, which can still be accessed through www.donoharm.info.

Training

The training strategy was supposed to promote local ownership of the “Do No Harm” concept by creating an appropriate number of multipliers both within partner organisations and on the consultancy market. The availability of local trainers was also seen as necessary for adaptations of the approach in terms of languages, cultural and political environments. In the time of the previous project, three trainings of trainers had already been conducted, which had yielded about 40 new facilitators for “Do No Harm” workshops. For countries like Kenya and Ethiopia, the number of available training capacities from that period was still considered sufficient. The political changes in Sudan, however, were demanding an increase in the number of trainers for that country. This was partly achieved through a training of trainers conducted in September 2006 in Naro Moru (Kenya), for which most candidates (six out of ten) were nominated by ICCO. It deserves to be noted that this training was conducted following requests from both CRS and ICCO. It was the intention of the project, however, to accept candidates from all members of the Sudan Capacity Building Forum and to advertise widely for it. Unfortunately, there were some differences about the issue of the “ownership” of the training which prevented attracting a bigger number of trainees and led to a financial loss.

A second training of trainers targeting the markets in Uganda and in the Great Lakes region was planned for the last quarter of 2006, but could not be conducted anymore due to the financial crisis at the end of the project duration. The considerable investments into the preparation of this event had to be written off.

Based on the long experience with the subject and on the responding reputation, the project also received an assignment to conduct a training of trainers in Bangladesh for the member organisations of the “Peace in South Asia” network. Sixteen trainees from India, Bangladesh, Pakistan and Nepal attended the event. Apart from the direct benefit for the Indian subcontinent, this training also enabled “Do No Harm” trainers from

East Africa to get exposed to a different cultural context and to adapt their own teaching styles accordingly. This has to be considered as a highly important side-effect of the assignment.

Implementation

Experience has shown that the provision of information on the “Do No Harm” concept – together with the exemplary handling of a case study and the analysis of the local situation, as usually included in an exposure workshop – is not enough to enable participants to apply their new skills in practice. It has been observed again and again that workshop participants grasp the contents of the framework easily, get excited with the new perspectives of conflict analysis that the concept offers, and see the relevance for their respective organisation or project area. When returning to their projects, however, they very often continue their work as they have always done, being absorbed in their tight agendas and feeling unable to apply what they have learned. Very often they also feel frustrated about not being able to change anything. Due to all this, one of the major findings of the previous project had been that the implementation process would need to be accompanied by the provision of continuous consultancy services on field level.

It was agreed that the implementation strategy should react directly to the demand from local partner organisations. This was based on the belief that the “Do No Harm” approach could only be successful if the management of organisations was convinced to such an extent that they would make project resources available for the relevant consultancy services. LCPP did not follow this approach strictly, as the former pilot project in Songhor (Kenya) required a lot of supervision without being able to pay for the services rendered. The fact that the community members themselves had taken up the philosophy of “Do No Harm” in an area of previous violent clashes – without being financially supported by the former EED partner organisations which had brought them into contact with LCPP – put us in a dilemma. The coordinator of LCPP’s Kenya programme in particular saw the need to continue visiting the area in order not to risk the achievements already made. From a financial point of view, this decision has caused serious difficulties. From the perspective of contents it was worthwhile, since it yielded considerable insight in the opportunities for incorporating “Do No Harm” into “Participatory Integrated Community Development”. The work in Songhor has been documented well and has even served as a case study for the global Local Capacities for Peace Project (*see: Documentation*).

On several other occasions, organisations requested the facilitation of “Do No Harm” workshops on project level with the explicit purpose of integrating conflict-sensitivity into programming. Norwegian Church Aid, for instance, was interested in combining the concept with the “Logical Framework Approach” they were in the process of introducing into their East Africa programmes. Caritas Switzerland took the initiative to redesign one of their partner projects in Uganda, and Mount Kenya East CCS looked at the integration into direct peace-building in Marsabit. Two more requests for long-term accompaniment of development initiatives (from two consortia under the Recovery and Rehabilitation Programme for South Sudan, led by ICCO and by CRS, respectively) could not be taken up because of the insecurity concerning the life-span of “Local Capacities for Peace in the Horn of Africa”.

In addition to the direct implementation of “Do No Harm” on field level, the project also received requests for consultancy services that went far beyond the issue of conflict-sensitivity alone. Three such assignments were taken over, which all demanded additional skills from within the network of trainers. Two of these assignments were obtained through DCA for one of their partner organisations in South Sudan, the New Sudan Council of Churches (NSCC). The first was an evaluation of the Peace & Justice Programme, where the “Do No Harm” perspective was complemented by aspects taken from “Reflecting on Peace Practices” and by issues related to organisational scanning. More or less as a result of this evaluation, another assignment facilitated the development of strategic options for cooperation with the responding church structure in North Sudan, the Sudan Council of Churches (SCC), in Juba. This planning workshop was meant to add practical experience to the debate about the merging of the two church bodies, which was achieved some weeks later. Another evaluation assignment was taken over for ACROSS, one of EED’s partners in South Sudan. Here, a self-reflection process for a household food security programme was facilitated.

Documentation

All activities conducted under the information, the training, and the implementation strategies were well documented, so that the results could be made available to other trainers, to other organisations, and to the global “Do No Harm” community. The respective reports, some of which contain confidential information restricting their circulation, present a comprehensive overview on the experience gained. This entails examples of conflict analyses from various conflict settings in the region, observations about the interaction between aid and conflict from a number of projects, and insights into the viability of integrating “Do No Harm” into various other approaches. In addition to that, some of the material (e.g. the framework, the summary of the “Do No Harm” approach, and the teaching cases) were translated into other languages (*see also: Information*).

In an effort to diversify the means for public awareness, the project even went a step further and produced a video documentary about the achievements made in Western Kenya. The activities undertaken in Songhor were presented in this video as an example for the effective integration of “Do No Harm” in community development initiatives. An additional leaflet is available in draft format at this stage. In cooperation with CDA, the same initiative was later documented again as one of a series of new case studies from around the globe.

The final objective of the documentation strategy, however, was not achieved, namely to link the practical experience to the policy level. While the implementation of the “Do No Harm” approach served the interest of specific projects and their beneficiaries, the documentation of this experience aimed at influencing organisational policies on both local and international levels, and at giving an input to the general discussion about the way that relief and development assistance is provided. Unfortunately, the restricted operations of the project did not allow the use of the documented material for any form of campaign. A handbook about the experience of “Local Capacities for Peace in the Horn of Africa” is still awaiting finalization.

Networking

In the times of the previous project, trainers and practitioners as well as managers of participating organisations had met at regular intervals to exchange experience with the implementation of “Do No Harm”. It was expected that this networking strategy would create direct links among the various groups of partners and also to the outside. Through the continuous exchange of information, the learning process was meant to be enhanced, while at the same time promoting a feeling of working towards a common goal. Unfortunately, only one activity in this regard was conducted, which was the “Partners Conference” held in Machakos in December 2005. This conference, which was affected by several late withdrawals and by a consequently poor attendance, mainly looked at needs for services and at options for a continuation of the project – an objective which was not achieved in the end. It could clearly be felt that in the absence of a long-term perspective the driving force for effective collaboration was gone.

The same has to be said for the exchange with actors in other regions. The long-planned visit of trainers from the Horn of Africa to India failed due to visa problems and to poor organisation from the side of the selected hosts. The regular consultations in Cambridge, which had in the past brought together the global “Do No Harm” community, also stopped. For trainers in East Africa, this all meant that they were left to themselves. From the side of the project, some initiatives to participate in other networks were eagerly taken up. Examples for this were the Peace Tree Network in Ethiopia, the Sudan Capacity-Building Forum, and the Centre for Peace Promotion in Switzerland.

There had also been big hopes with regard to the creation of a discussion forum as part of the project website, which could not only have offered chances for a continuous exchange of experience among practitioners in the region, but also have linked the global “Do No Harm” community and the local trainers. Although the creation of a discussion forum had once been one of the central recommendations of an assessment of the LCP project, results were disappointing. Hardly anybody took the effort to log in and to participate in the debates. Plans for a more effective use, however, are still on my desk.

Feedback to Donors

The feedback strategy was supposed to bring back the experience from the local level to the donor countries. This was based on the belief that project implementers, managers of local organisations, consultants, funding organisations and donor governments all share the responsibility of avoiding negative side-effects of their interventions. As for the implementation of “Do No Harm”, it was a common understanding that this feedback would also be directly dependent on the requests from the target group, in this case being the organisations’ headquarters in the donor countries.

Much to my regret, the interest of the “international partners” in the project and in the issue that the project promoted faded away quickly. No request for activities on that level ever reached us, so that reporting back was limited to occasional visits to individual staff members in ICCO and in EED.

Coordination

As before, “Local Capacities for Peace in the Horn of Africa” maintained a coordination office in Nairobi. While the original project proposal had suggested the establishment of several country offices across the region and the recruitment of a number of country coordinators, this expansion strategy had to be set aside for the time being. The “transition period” covered by this report was supposed to be used to keep up the operational level of the previous EED-funded project and to transfer the project into local ownership.

For this purpose, four staff members continued working for the project even in the absence of formal contracts, which would have been dependent on the registration of a formal project holder. Basis for their remuneration were verbal agreements based on the salary scales of LWF (the host organisation) respectively on the outcome of a discussion with the local representatives of ICCO and EED. These four were:

- Rolf Grafe as project director,
- Millicent Otieno as country coordinator for Kenya,
- Moses Sika as country coordinator for Sudan, and
- Rachael Onyango as office manager.

Not surprisingly, the lack of security in terms of employment affected the functioning of the project office considerably. So did the failure to register “Better Options & Impact” and the resulting lack of perspective. The positions of both country coordinators suffered from these developments. In the case of Moses Sika, this led to a complete withdrawal in successive steps. In the case of Millicent Otieno, the position remained vacant for several months, while she took up temporary employment with ICCO (replacing somebody for the duration of maternity leave). Oddly enough, in both cases potential donors of the project recruited the two persons. From the perspective of ensuring the sustainability of the project, both HEKS¹¹ and ICCO could alternatively have assigned LCPP with the tasks that were given to these individual persons.

The large number of activities included in the six strategies above needed to be coordinated. This coordination required time, commitment, resources and professional quality. Experience from the previous project funded by EED had shown that partner organisations needed somebody available for the continuation of the “Do No Harm” process within easy reach. The regional office in Nairobi should have been responsible for the overall coordination, for trainings, for the regional exchange of experience, for the documentation of results, for the development of materials, and for the feedback to donors. At the same time, the regional office hosted the country coordinators for Kenya and for South Sudan, who should have been responsible for all activities on the level of those countries, particularly for information and implementation and for the local exchange of experience. All these functions were effectively performed in spite of the shortcomings mentioned above. In addition, a lot of time was necessary for contractual issues, with staff and associates as well as with donors and clients, and for the financial administration.

¹¹ HEKS (*Hilfswerk der evangelischen Kirchen der Schweiz*) is the development organisation of the Swiss Protestant Churches, located in Zürich / Switzerland. Although the original project proposal had not been submitted to HEKS, this organisation was regarded as a potential donor based on a common mandate and a shared partner structure in respect to the other organisations mentioned.

Assessment and Preview

With regard to the establishment of an institution to build upon the previous achievements, the project has failed completely. "Better Options & Impact", which had submitted a project proposal on this behalf, was never registered and has fallen into obscurity. Other opportunities for local ownership were not taken up, while the potential donors obviously lost interest in the issue. As a result, the "interim period" for which ICCO availed a grant of EUR 60,000 did not achieve the intended objective. In the absence of a legal project holder, "Local Capacities for Peace in the Horn of Africa" had to be closed in December 2006.

From my own perspective, this is highly regrettable, particularly because everything was done to create the necessary systems and structures within the project set-up for such a hand-over. The "international partners" of the project had heavily criticized the original set-up and had demanded a clear distinction between programme costs and coordination costs (instead of material costs and personnel costs). At the same time, those project activities serving the public interest were supposed to be separated from those linked to individual interests. These requests had put a big challenge for the administration of the project, leading to a rather complicated remuneration system for staff and associate trainers and to a highly compartmental accounting system, in which every expense and all time spent had to be attributed to both a sub-project and a particular strategy. The development of these systems required a lot of technical knowledge and a lot of time. This all would have been extremely helpful for the implementation of the proposed new project, it would not have been necessary for the phasing-out of the project (which had ultimately become of the "interim period"). All the investments in this respect, effected in the light of a long-term perspective for the project, were wasted.

The closure of the project is even more regrettable for another reason. Surprisingly, the project managed to remain operational despite the absence of a formal project holder. This in itself may be considered highly unusual. The staff and the associate trainers continued to facilitate presentations and workshops on "Do No Harm", to conduct trainings for facilitators and for project implementers, to participate in planning and evaluation activities, to document experiences and to publish relevant material on the website. Even more, the project took over some assignments that went far beyond the issue of conflict-sensitivity per se, thus building a reputation for quality consultancy services. New "clients" became interested in the subject of "Do No Harm", requested services from the project and paid for them. In terms of contents, the period covered by this report was quite successful. It is unfortunate, though, that the sudden end misses out on the opportunities created.

With the closure of the project office, "Do No Harm" does not end in the Greater Horn of Africa. Many people have learnt about the concept, either as participants in workshops, as staff of cooperating organisations, or even as facilitators trained by the project. Obviously, the need for conflict-sensitive planning in all countries of the region still remains, and requests for services in this regard may still be raised. Contrary to the previous situation, however, all these services will have to be provided by the free consultancy market. It remains to be seen whether the same quality as before can be upheld and to what extent any form of coordination can survive. Individual workshops will surely be organised also in the future, and some of the facilitators will definitely include the "Do No Harm" perspective in their other consultancy work. Nevertheless, I personally fear that the widely-spread integration of conflict-sensitive planning – which was the intention of the original project proposal – will not take place. Main reason for this pessimistic outlook is, first, our own realization that workshops can not trigger the necessary changes unless accompanied by a coordinated follow-up process, and second, that the profit-oriented consultancy market will neither be able to offer further trainings of trainers and to supervise the development of adapted material nor to organize any form of exchange and documentation of experience.

The victims will be the conflict-stricken countries in the region, whose population will continue to be exposed to the negative side-effects of well-meant but poorly implemented relief or development interventions.

Annex 1: Finances

Summarized Financial Report

The "Local Capacities for Peace Project in the Horn of Africa" received a basic grant of EUR 60,000 from ICCO as the primary source of funding for the "transitional period" between the closure of the previous EED-funded project and the start of a new project under local ownership. The original time-frame for this process was a period of six months from July 1 to December 31, 2005. The fact that the original objective of registering a local organisation to take over the project was not achieved in time led to a no-cost-extension of this "transitional period" for another full year. This became possible because a number of other sources were available as a result of assignments which the project received. In the end, these assignments more than doubled the available funds for running the project. The money was not enough, nevertheless, and the "transitional period" turned into a "terminal period". Following is a summary of the financial report for the period from July 1, 2005 to December 31, 2006:

<u>Income</u>		<u>Expenditures</u>	
<u>General Funds</u>		<u>Investments</u>	
ICCO Netherlands	USD 72,880.82	Computer Equipment	USD 515.20
<u>Funds based on specific Assignments</u>		Literature	USD 57.89
New Sudan Council of Churches	USD 26,501.00	<u>Programme Costs</u>	
EED South Asia	USD 13,708.00	Information	USD 17,156.32
ICCO Sudan / CADEP	USD 12,489.00	Training	USD 29,970.38
Collab. for Development Action	USD 7,200.00	Implementation	USD 30,770.38
Catholic Relief Services (Uganda)	USD 3,186.00	Documentation	USD 14,883.33
ACROSS	USD 2,900.00	Networking	USD 12,836.36
Lutheran World Fed. (Uganda)	USD 2,300.00	Feedback	USD 2,390.40
Catholic Relief Services (Sudan)	USD 2,000.00	<u>Coordination Costs</u>	
Caritas Switzerland	USD 1,235.00	Programme Planning	USD 1,361.85
Diocese of Kigoma (Tanzania)	USD 1,200.00	Administration Costs	USD 20,017.51
Life & Peace Institute	USD 1,200.00	Coordination Costs	USD 49,111.45
<u>Other Income</u>		Financial Administration	USD 7,045.25
Sale Furniture Dienste in Übersee	USD 443.00	Total	USD 186,116.31
Interest / Exchange Rate Gains	USD - 182.71		
Total	USD 147,060.12		
<u>Deficit</u>		<u>Market Value of Project Assets</u>	
<u>Unpaid Invoices</u>		<u>Vehicles</u>	
Rolf Grafe	USD 24,329.54	Mitsubishi Pajero	USD 3,500.00
Millicent Otieno	USD 14,726.65	<u>Office Equipment</u>	
Total	USD 39,056.19	Furniture	USD 2,275.40
		Computer Hardware	USD 1,485.00
		Telecomm. / Electronic Equipm.	USD 505.00
		Office Library	USD 1,481.00
		Office Materials	USD 1,629.00
		Total	USD 10,875.40
Absolute Deficit	USD 28,180.79		

Annex 2: Statistical Information

List of Activities

The following list contains all activities that the “Local Capacities for Peace Project in the Horn of Africa” conducted between July 2005 and December 2006, either on its own initiative or in cooperation with partner organisations. Also included in the list are activities which were conducted by individual trainers who had gone through a Training of Trainers organized by the project. Although the project may not have been formally involved in those activities, they are still considered a result of the project work, particularly of its training strategy.

2005

Date	Location	Country	Type of Activity	Organizer
04.07.2005	Luzern	Switzerland	LCP Presentation	Caritas CH
14.08.2005 - 24.08.2005	Baroipara	Bangladesh	LCP Training of Trainers	CASA
22.08.2005 - 23.08.2005	Baroipara	Bangladesh	LCP Exposure Workshop	CCDB
22.08.2005 - 23.08.2005	Baroipara	Bangladesh	LCP Exposure Workshop	CCDB
22.08.2005 - 23.08.2005	Shivalay	Bangladesh	LCP Exposure Workshop	CCDB
27.08.2005	Diani Beach	Kenya	LCP Presentation	NCA
29.08.2005 - 31.08.2005	Khartoum	Sudan	LCP Exposure Workshop	CRS
03.09.2005 - 05.09.2005	El-Geneina	Sudan (Darfur)	LCP Exposure Workshop	CRS
05.09.2005 - 07.09.2005	Khartoum	Sudan	LCP Exposure Workshop	SONAD
06.09.2005 - 08.09.2005	El-Geneina	Sudan (Darfur)	LCP Exposure Workshop	CRS
14.09.2005 - 15.09.2005	Limuru	Kenya	LCP Exposure Workshop	Caritas CH
14.09.2005 - 16.09.2005	Nairobi	Kenya	Logical Framework Training	NCA
21.09.2005 - 23.09.2005	Addis Ababa	Ethiopia	Peace Tree Network Conference	PDN
28.09.2005	Nairobi	Kenya	LCP Presentation	ACROSS
03.11.2005	Nairobi	Kenya	Peace & Justice Evaluation Workshop	NSCC
08.11.2005 - 09.11.2005	Ikotos	South Sudan	Peace & Justice Evaluation Workshop	NSCC
11.11.2005 - 12.11.2005	Koch	South Sudan	Peace & Justice Evaluation Workshop	NSCC
12.11.2005 - 14.11.2005	Maridi	South Sudan	Peace & Justice Evaluation Workshop	NSCC
23.11.2005 - 25.11.2005	Kampala	Uganda	LCP Exposure Workshop	LWF
30.11.2005 - 02.12.2005	Mwea	Kenya	“Do No Harm” and Peace-Building	MKECCS
15.12.2005 - 16.12.2005	Machakos	Kenya	LCPP Partner Conference	LCPP

2006

Date	Location	Country	Type of Activity	Organizer
06.03.2006	Amman	Jordan	Middle East Youth Forum	IKV
20.03.2006 - 25.03.2006		Ghana	EED Regional Conference	EED
26.04.2006 - 27.04.2006	Nairobi	Kenya	Sudan Capacity Building Forum	ICCO
30.05.2006 - 02.06.2006	Adol	South Sudan	Self-Reflection Household Food Security Progr.	ACROSS
05.06.2006 - 15.06.2006	(different places)	Kenya	LCP Case Study	CDA
11.06.2006 - 13.06.2006	Amman	Jordan	LCP Exposure Workshop	UNDP-Palestine
19.07.2006 - 21.07.2006	Songhor	Kenya	PICD / LCP Integration	IDCCS
26.07.2006 - 28.07.2006	Gulu	Uganda	LCP Exposure Workshop	CRS
09.08.2006 - 16.08.2006	Juba	South Sudan	Strategic Planning for Joint Implementation	NSCC
17.08.2006 - 19.08.2006	Ahero	Kenya	LCP Follow-Up Workshop	STIPA
03.09.2006 - 13.09.2006	Naro Moru	Kenya	LCP Training of Trainers	LCPP
05.09.2006 - 07.09.2006	Mbarara	Uganda	LCP Exposure Workshop on Project Level	Caritas CH
11.09.2006 - 12.09.2006	Nairobi	Kenya	LCP Exposure Workshop	LCPP
11.09.2006 - 12.09.2006	Nairobi	Kenya	LCP Exposure Workshop	LCPP
25.09.2006 - 26.09.2006	Wonduruba	South Sudan	LCP Exposure Workshop	ICCO
02.11.2006 - 03.11.2006	Kapoeta	South Sudan	Sudan Capacity Building Forum	ICCO

List of Co-operating Agencies

The following list contains only those organisations with whom the project has in any form cooperated during the period covered by this report. A similar list for previous years can be found in the final report about the EED-funded project “Local Capacities for Peace in the Horn of Africa”, which had lasted from March 2001 to June 2005.

Horn of Africa

Burundi

UBUNTU; Centre Ubuntu; Bujumbura

Ethiopia

AFD; Action for Development; Addis Ababa
 APDA; Afar Peace and Development Association; Addis Ababa
 DCA; Dan Church Aid - Ethiopia Programme; Addis Ababa

Kenya

ACK-DOSS; Anglican Church of Kenya - Department of Social Services; Nairobi
 CORAT Africa; Christian Organization Research and Advisory Trust; Nairobi
 ELRECO; Eldoret Region Christian Community Services; Eldoret
 IDCCS; Interdiocesan Christian Community Services; Kisumu
 MKECCS; Mount Kenya East Christian Community Services; Kerugoya
 NCA; Norwegian Church Aid - Regional Office; Nairobi
 PTN; Peace Tree Network; Nairobi
 SBC; Songhor Border Community; Songhor
 SRIC; Security Research and Information Centre; Nairobi
 STIPA; Support for Tropical Initiatives in Poverty Alleviation; Kisumu
 WRCCS; Western Region Christian Community Services; Kakamega

Sudan

AAHI; Action Africa Help International; Nairobi
 ACROSS; Association of Christian Resource Organisations Serving Sudan; Nairobi
 CA; Christian Aid - South Sudan Programme; Nairobi
 CADEP; Capacity Development Programme; Nairobi
 CEAS; Church Ecumenical Action Sudan; Nairobi
 CRS; Catholic Relief Services - Sudan Programme; Khartoum
 CRS; Catholic Relief Services - South Sudan Programme; Nairobi
 DCA; Dan Church Aid - Sudan Programme; Nairobi
 EED; Evangelischer Entwicklungsdienst - Sudan Liaison Office; Nairobi
 ICCO; Interchurch Organisation for Development Cooperation - Sudan Programme; Nairobi
 LPI; Life & Peace Institute; Nairobi
 NSCC; New Sudan Council of Churches; Nairobi
 PRDA; Presbyterian Relief and Development Agency; Nairobi
 RECONCILE; Regional Centre for Civil Leadership; Kampala
 SCBF; Sudan Capacity-Building Forum; Nairobi
 SCOPE; Sustainable Community Outreach Programmes for Empowerment; Yei
 SUHA; Sudan Health Association; Kagwada
 Trócaire; Trócaire - South Sudan Programme; Nairobi
 ZOA; Zuid-Oost Azië Refugee Care; Juba

Tanzania

ACT; Anglican Church of Tanzania - Diocese of Kigoma; Kigoma

Uganda

CARITAS; Caritas Switzerland - Uganda Programme; Nairobi
CoU; Church of Uganda; Kampala
CRS; Catholic Relief Services - Uganda Programme; Kampala
LWF; Lutheran World Federation - Uganda Programme; Kampala

Other Regions

Bangladesh

CCDB; Christian Commission for Development in Bangladesh; Dhaka
HTNF; Hill Tracts NGO Forum; Rangamati

India

CASA; Church's Auxiliary for Social Action; New Delhi
CNI; Church of North India - Synodical Board of Social Services; New Delhi
CSI; Church of South India - Diaconal Ministry; Chennai
ISD; Institute for Social Democracy; New Delhi
PISA; Peace in South Asia; New Delhi
UNMM; United NGO Mission Manipur; Imphal

Jordan

IKV; Interkerkelijk Vredesberaad - Middle East Youth Forum; Amman

Nepal

UMN; United Mission to Nepal; Kathmandu

Pakistan

CWS; Church World Service; Karachi and Lahore

Switzerland

KOFF; Kompetenzzentrum Friedensforschung; Bern

List of New Trainers

The previous EED-funded project had trained more than 40 planners, trainers and facilitators during the first three years of its operation, out of whom about thirty were still considered active at the beginning of the period covered by this report. For most of them, the training had been offered when they were employed by one of EED's partner organisations. Unfortunately, a considerable number has resigned since then, leaving behind a capacity gap in their former organisation, but most have kept in touch with the LCPP office and have remained part of the network. For a list of those trainers, please refer to the final report of the previous project.

During the period covered by this report, two more trainings of trainers were conducted. The following ladies and gentlemen were graduated to be "Do No Harm" trainers and have joined those mentioned above:

Horn of Africa

Kenya

Florence Oduor

(self-employed)
Nairobi
oduorflo@yahoo.com
Languages:
English, Kiswahili, Dholuo

Maria Twerda

ICCO / CADEP
Nairobi
maria@isaacg.com
Languages:
English, Dutch

Rachael Onyango

(self-employed)
Nairobi
rayaaki@yahoo.com
Languages:
English, Kiswahili, Dholuo

Sudan

Anisia Achieng

Catholic Relief Services
Ikotos
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Languages:
English, Juba Arabic

Joyce Sitima

SCOPE
Yei
jsitima@gmail.com
Languages:
English, Juba Arabic

Paul Jaden

Sudan Health Association
Kagwada
jadenpaul1951@yahoo.com
Languages:
English, Arabic

Hellen P. Gemma

New Sudan Cc. of Churches
Juba
pithellen@yahoo.co.uk
Languages:
English, Juba Arabic

Nyikwec Pakwan

PRDA
Nairobi
pakwan47@yahoo.com
Languages:
English, Arabic

Tanzania

Michael S. Bisama

Diocese of Kigoma
Kigoma
m5sb@hotmail.com
Languages:
English, Kiswahili

South Asia

Bangladesh

Dipujjal Khisa

Hill Tracts NGO Forum
Rangamati
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Languages:
English, Bangla

Gitika Tripura

Hill Tracts NGO Forum
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gitikatripura@yahoo.com
Languages:
English, Bangla

Kalipada Sarker

CCDB
Dhaka
ccdb@bangla.net
Languages:
English, Bangla

Pratima Sikdar

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Languages:
English, Bangla

India**Anita Kukreti**

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Languages:
English, Hindi

Asish Kumar Rajhans

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Languages:
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Chandra Mohan

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Languages:
English, Tamil

Nepal**Bal Kumari Rai Gurung**

United Mission to Nepal
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Languages:
English, Nepali

Pakistan**Mahnaz Rahman**

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Deepak Singh

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Languages:
English, Hindi

Joseph James

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Languages:
English, Hindi

Khurshid Anwar

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English, Nepali

Shabana Bhatti

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Lahore
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Languages:
English, Urdu

Sarah Karunakaran

Church of South India
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sarahkarunakaran@yahoo.com
Languages:
English, Tamil

Shilpi Goswami

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New Delhi
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Languages:
English, Hindi, Bangla

Annex 3: Bibliographical Information**Publications from CDA**

Confronting War – Critical Lessons for Peace Practitioners	98 pages	2003
Options for Aid in Conflict - Lessons from Field Experience	123 pages	2000
Do No Harm – How Aid can Support Peace - or War (by Mary B. Anderson)	161 pages	1999

“Do No Harm” Material from the Project Website

Do No Harm – Summary of the LCP Framework	(English, Arabic, Kiswahili)
Framework for Considering the Impact of Aid on Conflict	(English, French, Portug., Arabic, Kiswahili)
The Do No Harm Framework - A Brief Description of Seven Steps	(English, French)
Observation Sheets Resource Transfers	(English)
Observation Sheets Implicit Ethical Messages	(English)
Conflict Scenarios South Sudan	(English)
Role Plays Implicit Ethical Messages	(English)

Project Reports (including those from the previous project)

LCPP in the Horn of Africa - Intermediate Report March 2001	5 pages
LCPP in the Horn of Africa - Intermediate Report June 2001	10 pages
LCPP in the Horn of Africa - Intermediate Report September 2001	10 pages
LCPP in the Horn of Africa - Intermediate Report December 2001	10 pages
LCPP in the Horn of Africa - Summary of Activities 2001	4 pages
LCPP in the Horn of Africa - Summary of Activities 2002	5 pages
Assessment Report LCPP in the Horn of Africa (by Greg Hansen)	57 pages
LCPP in the Horn of Africa - Summary of Activities 2003	7 pages
LCPP in the Horn of Africa - Summary of Activities 2004	10 pages
LCPP in the Horn of Africa - Final Report 2001 - 2005	28 pages
Project Proposal “Local Capacities for Peace in the Greater Horn of Africa - Project aiming at the Implementation of the “Do No Harm” Approach by Local Organizations in Ethiopia, Eritrea, Somalia, Sudan, Kenya, Uganda, Rwanda, Burundi and Eastern Congo; 2006-2008”	15 pages
Handbook for the Application of the Local Capacities for Peace Framework in the Greater Horn of Africa	(unfinished)

Articles

Local Capacities for Peace in the Horn of Africa - EED's Support to Project Planning in Conflict Settings	(published in Desertification Bulletin 1/2002)
Konflikt-sensitive Projektplanung - mehr als eine freiwillige Option!	(presented to “AG Dienst für den Frieden”)

Other Material

LCPP Tagung Dez. 2004	CD with a Collection of Posters about Experience with the Implementation of “Do No Harm” in Kenya, Ethiopia, Manipur and Sudan
LCPP in the Horn of Africa	Video Documentary about the Implementation of “Do No Harm” in Songhor (Kenya)
LCPP Framework	Powerpoint Presentation about the details of the “Do No Harm” framework
LCPP Lessons	Powerpoint Presentation about the “seven lessons” of the global LCP Project
LCPP Seven Steps	Powerpoint Presentation about the seven steps of using the “Do No Harm” framework
Activity Reports	Numerous Reports about Workshops, Evaluations and Planning Activities