



Mozambique's flood victims welcome aid through emergency response, 2000.  
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Mozambique

## **Department for World Service (DWS)**

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The DWS is the international humanitarian agency of the Federation. Its mandate includes responsibility to:

- Assist victims of natural and human made disasters
- Implement and facilitate holistic approaches to emergency relief, rehabilitation, disaster preparedness and sustainable development
- Support the marginalized to seek justice
- Empower those with whom it works to claim their right to participation and development

## World Service Mission Statement

*Inspired by God's love for humanity, World Service challenges and responds to the causes and consequences of human suffering and poverty with a commitment to justice and dignity for all.*

- Facilitate a people-centered and rights-based approach in building sustainable communities
- Foster awareness, solidarity and action in response to development and human rights injustices, and
- Fulfill its mission in a responsive, effective and professional manner

DWS currently manages 24 country programs and emergency operations in 34 countries in Africa, Asia, Latin and Central America and in Europe. The programs employ around 5,600 national and over 50 international staff members, supported by short-term consultants and specialists. Seventeen people work in the Geneva Secretariat.

## DWS Governance

The Program Committee for World Service (PCWS) is a committee of the LWF Council.

It meets during the annual Council meeting, and deals with all matters which need to be taken up by the Council. During the period under review, three members from LWF-related agencies were members of the committee.

In 2000, the Council established a Standing Committee for World Service (SCWS) to accompany, monitor and govern the operations of DWS. The Council appointed four members from member churches and six members from related agencies. The Council itself is represented by one of its vice presidents, who was appointed chairperson.

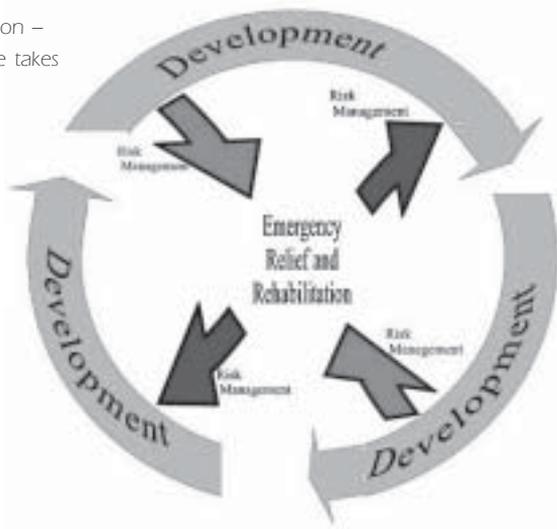
The SCWS has played an important role in the governance of DWS. In particular, it considered the recommendations arising from a capacity assessment of the department conducted in 2000. This assessment sought to identify the roles and functions that DWS could assume on behalf of the wider agency network. The work of the SCWS has resulted in improvements to management and monitoring systems, and clarification of the special role of DWS management within the LWF's administration. Increased involvement of all stakeholders has created a greater sense of common ownership so important for the future of DWS.

The Program Cooperation Frame Agreement (PCFA), signed by the LWF and its related agencies, ensures broad participation in the decision making of the LWF. The Annual Forum, involving related agencies, Geneva staff, field staff and the member churches, makes recommendations for the programmatic work of DWS. The regional meetings and planning workshops for Country Strategy Outlines (CSO) for field programs also provide opportunities to contribute to decision making.

## Strategic Plan and Policy Development

The DWS Strategic Plan, while working within the framework of the LWF Aims and Goals, has identified three core values:

Relief – Rehabilitation – development cycle takes place within the ongoing and long-term efforts of local communities to achieve sustainable development.



- **Justice:** DWS recognizes the inherent dignity of every person and supports vulnerable communities in their efforts to achieve justice, human rights and a sustainable future for the human family and the whole of creation.
- **Participation:** DWS programs are inclusive and participatory, with a people-centered approach focusing on gender awareness, networking and engagement in civil society leading to sustainable development.
- **Accountability:** DWS maximizes its service capability through responsible stewardship of all entrusted resources with the highest standards, flexibility and pragmatism in program implementation.

DWS's assistance to communities affected by disasters has continued over the years. More recently, however, there have been major changes in the style and focus of its work, particularly in current programs in Central America and Asia. These changes reflect the need to make sure that all aspects of emergency response are grounded in long-term sustainability, as defined in the DWS Strategic Plan and the LWF's Guiding Principles for Sustainable Development. DWS operates on the basis of a community-based relief, rehabilitation and development interaction which is key to sustainability in the long term, while providing a foundation for emergency response.

DWS gives priority to people affected by disasters (especially the marginalized and displaced), disadvantaged households and communities in areas of endemic need (especially women, children and those affected by HIV/AIDS) and community-based organizations. DWS works with local, national and international intermediaries and partners, including member churches, related agencies and ecumenical partners, local civil society organizations, local leaders and authorities, national governments and international agencies.



## Action by Churches Together (ACT) International

The creation of ACT in August 1995 began a new era in ecumenical cooperation. The LWF is a founding member of ACT and committed to a well functioning network: DWS country programs implement approximately 40 percent of all ACT funds. Relations between the ACT Coordination Office and DWS are extremely good, with almost daily contact as well as regular meetings.

## Emergency Response

The LWF's emergency response has changed considerably over the years. In the past, 80 percent of emergencies were related to natural causes and 20 percent were human-induced. This has almost been

Assistance through ACT: An international convoy from Jerusalem to Jenin 2002. The cargo of family-ration boxes, quilts, blankets, school kits, layettes for babies and medical supplies are unloaded.  
© LWR/ACT International/J.Frerichs

reversed in recent years, with conflict-inspired emergencies increasing dramatically. Normally, emergency response to natural disasters can be fairly short term no more than a year or so. Conflicts, on the other hand, can continue for years and tend to compound and transform crises into complex emergencies. Tragically, the overall number of emergencies has also increased markedly.



Relief goods are distributed in Gujarat, India, after the 2001 earthquake.  
© LWF/DWS India

Since the Ninth Assembly, DWS has been involved in such complex emergencies as have occurred in Sudan, the Democratic Republic of Congo, Rwanda, Liberia, Sierra Leone, Angola and the Balkans. The major natural disasters to which the LWF has responded include Hurricane Mitch in Central America, the devastating floods in Mozambique, the furious cyclones which hit Orissa in coastal India and the earthquakes in El Salvador and Gujarat, India. In many instances there was close cooperation with governments, the United Nations High Commissioner for Refugees (UNHCR) and the World Food Programme (WFP), plus other humanitarian agencies and churches.

Support for emergency response is provided by related agencies and in several instances their respective governments. Cooperation with related agencies in the planning and implementation of DWS emergency activities has increased. In some programs there are close working relations with Catholic agencies, especially in Sudan and Ethiopia: DWS is a founder member of Churches'

Ecumenical Action in Sudan (CEAS) and the Joint Relief Partnership (JRP) in Ethiopia.

The LWF's active participation in the ACT network, including ACT regional consultations, has contributed to increased networking and cooperation as well as improved coordination in times of emergencies. The LWF is often asked to take a lead role in such coordination efforts and in the ACT members' forums established in several countries. DWS's operations have also been supported by ecumenical donors to the ACT network, beyond the family of related agencies, thereby expanding its donor support base.

Building the capacity of local partners, including member churches, is increasingly important. Prime examples are El Salvador, the Democratic Republic of Congo, Tanzania, Sierra Leone, Liberia and Mozambique. Several DWS and member churches' program staff have participated in ACT-sponsored emergency management training programs at Africa University, Zimbabwe and elsewhere.

## Evaluation

The LWF's programs have benefited from ACT's evaluation of its emergency response, among them the Balkans, Mozambique, Ethiopia, El Salvador and Gujarat, India. ACT's findings and recommendations were extremely helpful in further strengthening the LWF's emergency response and have also led to the creation of disaster preparedness measures.

## Disaster Preparedness

DWS has a roster of skilled and professional staff ready for rapid deployment in case of emergency. This roster has been extended to include staff of related agencies. The ACT Coordinating Office also has a roster which includes several DWS staff members and into which the larger DWS roster can feed as necessary. For example, two LWF Asia staff members in the ACT Coordination and

Assessment Team (CAT) were deployed for the Afghan crisis in late 2001.

Thus disaster preparedness or risk management receives increasing worldwide attention. Efforts currently focus on training, a staff roster and the stockpiling of relief items, as well as hazard and vulnerability mapping of the more volatile and disaster-prone areas.

### ***The Sphere Project***

Launched in 1997, the Sphere Project aims to improve the quality of assistance provided for people affected by disasters, and to increase the accountability of those involved in humanitarian and disaster response. DWS sits on the Project Management Committee of the Sphere Project as a member of the Steering Committee for Humanitarian Response (SCHR), and was responsible for coordinating the chapter on site and shelter in the Sphere handbook. The LWF's implementation of Sphere standards is supported by its role as a pilot agency of the Sphere Project.

Time and again the importance of working consistently according to standards that respect human dignity during humanitarian responses has been demonstrated. When agencies are unprepared or incompetent, those affected by disasters suffer. For example, while much good work was carried out by NGOs in 1994, tens of thousands of people lost their lives in Goma, Eastern Zaire, to cholera and dysentery, as agencies struggled to provide an adequate level of service. Indeed, it was this experience that led to calls to improve the quality of disaster interventions, and to the creation of the Sphere Project by concerned NGOs and the International Federation of Red Cross and Red Crescent Societies (IFRC).

The Sphere Project has evolved into an international and inter-agency effort, and developed in a consultative and collaborative process a humanitarian charter for persons affected by disaster and an associated set of minimum standards. This process has led to the production of a Sphere handbook (now translated into sixteen languages), brochures, information and training videos, and a web site.

The Sphere Project also includes dissemination and training. Numerous presentations, training sessions and seminars have been conducted around the world. A pilot agency implementation program was undertaken.

The LWF has worked to ensure the institutionalization of the humanitarian charter and minimum standards in disaster response, so that policy and operational field work are in compliance. In the Secretariat, Sphere standards are included in the deliberations of the governing boards and the policy documents, including the LWF Aims and Goals. In the field, Sphere material has been widely distributed and regional training processes have been set up. Many staff have completed general training courses. Four field programs have hosted inter-agency Sphere training sessions and five LWF staff persons have completed the weeklong training course for trainers. All



field programs have two-year action plans to ensure the training and implementation of Sphere standards in field policy, training and operational work in disaster response.

### ***Future Challenges***

Foremost among future challenges is the establishment of a relief, rehabilitation and

development continuum model in areas of endemic need. Largely because of media influence, it is often the case that only the relief phase in the immediate aftermath of a disaster is well supported. Resources tend to become scarce for crucial rehabilitation and development. So long as this continues, large sections of humanity will remain vulnerable to the forces of nature and poor governance. A strong civil society and the eradication of poverty are the bedrock of sustainable and holistic development, the reduction of vulnerability and the alleviation of human suffering.

Today, the HIV/AIDS pandemic—especially in sub-Saharan Africa—needs to be tackled as a grave emergency. Likewise, advocacy issues relating to child soldiers, refugees and the displaced are also increasingly important. Better preparedness, closer cooperation and coordination with other ACT members, and improved program planning, implementation, monitoring and reporting, still require our best efforts.

### ***Refugees and Internally Displaced Persons (IDPs)***

According to UNHCR, close to 22 million people have fled their homeland and sought sanctuary in a second country: 6.1 million in Africa; 8.4 million in Asia; 5.6 million in Europe; 1.6 million in Latin America and North America. In addition,

an estimated 20–25 million IDPs who have fled their homes (generally during civil war), remained in their home countries rather than seeking refuge abroad.

DWS has provided assistance to refugees since 1947, first in Europe in the aftermath of World War II, and since the 1960s in Africa, Asia, Central and Eastern Europe and Latin America. It has developed expertise in rural refugee settlement utilizing a self-help and development-oriented approach, which has fostered partnership and cooperation with UNHCR. DWS is an operational agency committed to working ecumenically and globally. Voluntary repatriation programs, implemented in close cooperation with UNHCR and other NGOs, have benefited hundreds of thousands of refugees and IDPs in many countries.

The LWF has enjoyed a long and fruitful relationship with UNHCR. In December 2000, the LWF and UNHCR signed a Framework Agreement for Operation Partnership to improve the collaboration in their work among refugees. Under this agreement “the UNHCR and the LWF will develop an active working relationship through a common commitment to: the highest standards of conduct; improved mechanisms for consultation and cooperation; coordinated program planning and implementation; effective use of resources; and coordination of each other’s security and communications strategy.”

The LWF regards UNHCR as central to the international response to refugee crises, and believes that its protection mandate should be strengthened and supported. Together with other NGOs, the LWF increasingly finds itself taking on this mandate in areas in which the UN is not present. This situation requires attention: UNHCR’s essential responsibility for protection should be reaffirmed, and capacity building for NGO implementing partners has to take place. The LWF with its worldwide network of churches stands ready to assist together with related ecumenical organizations and others.

Nation-states’ increasing disregard for their international obligations in refugee

Many IDPs in Liberia lose contact with family members after fleeing war zones.  
© LWF/C.Pitchford





matters prompted UNHCR to launch “Reach Out” consultations on its protection mandate in November 1997. NGOs such as the LWF and the IFRC joined the dialogue in early 1999. The overall aim was to reinvigorate support for the essential principles and institutions of refugee protection.

The extensive outreach that NGOs enjoy in refugee and host communities enables them to undertake protection activities. A key outcome of the Reach Out dialogue was the creation of a three-year project to provide mid-level NGO and IFRC staff in the field with basic refugee protection knowledge, thereby improving refugee protection and operational cooperation between UNHCR and NGOs. In Zambia, the LWF hosted the first pilot training workshop. Participatory training methods such as group exercises, case studies, debates and focused discussions are used to optimize learning and to relate the topics to real circumstances. The objectives of the workshops are to:

- Increase understanding of basic refugee protection standards

- Clarify roles and responsibilities
- Develop awareness of the prerequisites for achieving durable solutions
- Identify vulnerabilities specific to refugee women and children
- Bring together ideas for joint NGO/UNHCR protection initiatives

*In Mauritania, women care for their villages’ future by planting tree seedlings to provide animal food and community income. © C. Shirley*

## **Environment**

The impact of human actions on the natural environment can no longer be ignored. People are actively overexploiting and destroying the planet’s natural resources, a wealth meant for all beings on earth and all generations to come. This destruction is gathering pace. For DWS, caring for God’s creation includes translating and implementing Agenda 21 of the 1992 Rio Summit for Sustainable Development in our local contexts.

Human development is dependent on creation. In humanitarian work environmental concerns are often neglected, because other

needs (food, water, shelter, health, sanitation) appear to be more urgent. The LWF's holistic approach treats ecology as an important condition that governs the sustainability of our service. As environmental improvement reduces the vulnerability of the poor, the LWF's humanitarian work aims at fostering sustainable livelihoods. Environmental factors have a high priority in DWS's programs, and sustainable environmental management is an integral part of its responsibility.

Since the Ninth Assembly, DWS has increased efforts to protect the natural environment in its projects and to maximize their



The Cambodia program includes training in de-mining activities.  
© LWF/DWS Cambodia

ecological benefits, as made evident by DWS's *Environmental Guidelines* (1997), the LWF's *Guiding Principles for Sustainable Development* (2000), and DWS's *Environmental Reporting, Monitoring and Evaluation System—ERMES* (2000). Care for the environment is compulsory for all DWS's country programs. ERMES itself is Internet based and constantly updated, offering support for information sharing and environmental training through DWS in Geneva.

The environmental network of the country programs aims to improve the LWF's care for the environment. This network supports country programs and facilitates environmental training and the adaptation and integration of regional conditions into the LWF's environmental approach. Challenges presently addressed are the integration of environmental standards into emergency relief activities, and the integration of environmental aspects into the Sphere standards as a compulsory requirement of ACT appeals.

Another challenge is advocacy for sound environmental practices and on such matters as: genetically modified organisms; patents on seeds and life forms; ecologically sound agriculture; climate changes and the like. All these are matters which DWS will continue to address in collaboration with its partners.

## De-mining

DWS has developed field guidelines on Humanitarian Mine Action (HMA) which aim to integrate such activities into rehabilitation and development programs. Humanitarian de-mining serves the overall objective of sustainable development, and helps achieve the development goals of the CSOs and project planning and monitoring documents. The improvement of country programs required a resource base for technical de-mining know-how within the LWF network. Thus, the guidelines were based on a collaboration agreement between DWS and DanChurchAid's Relief Department.

## Communicating World Service

During the EXPO 2000 World Exhibition in Hanover, Germany, DWS staff presented the work of DWS. Their presentation included a display of typical relief items such as food, tools and medicines. A relief truck from the display was later shipped to Sierra Leone for use in project areas.

DWS hosted an exchange workshop for communicators and fundraisers of LWF related agencies. Its goal was to improve fundraising and the communication of LWF field work to church members and donors in developed countries. The workshop concluded that direct communication between field programs and communicators must be enhanced. It also underlined the usefulness of annual exchange visits for communicators and agency fundraisers. Further workshops in Mauritania in 2001 and Eritrea in 2002 have resulted in improved reporting to related agencies.

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## **Advocacy and a Rights-Based Approach to Development and Relief**

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The LWF's *Guiding Principles for Sustainable Development* underlie all the communion's work. Although other NGOs and governments with whom DWS works share these principles, they have grown out of the experience of churches and DWS field programs over many decades of emergency response and participation in development work, as well as the theological understanding of the member churches. They include particular emphasis on human rights, gender, communication and environment. They assist the communion in its understanding and analysis of development, in the planning and implementation of development projects, in supporting requests to donors and in interpreting the work of the Federation to church constituencies and the public.

## **International Campaign to Ban Landmines (ICBL)**

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Since 1992, the LWF has been actively involved in the ICBL, advocating for and participating in negotiations leading to the global ban in the "Ottawa" Mine Ban Treaty which was signed in December 1997 by over 120 governments. That same month, the LWF was represented in Oslo as part of the ICBL delegation when the Nobel Peace Prize was awarded jointly to the ICBL and its coordinator, Ms Jody Williams.

All parts of the Lutheran communion have participated in this campaign. Member churches around the world have conducted information and education campaigns to raise awareness of the landmine problem and to press their governments to support a ban. Since 1998, the LWF has been represented on the ICBL's international coordinating committee, which sets the policy and strategic directions for the campaign. The LWF works closely with governments to monitor the political and practical implementation of the treaty.

Over the years, significant funding has come from LWF related agencies.

By October 2002, 145 countries had signed the Mine Ban Treaty, 129 of which have ratified the convention. This political commitment is being followed up with practical action. The ICBL's annual Landmine Monitor Report documents encouraging trends:

- A dramatic reduction in the number of states which produce mines and in the overall production of landmines
- A major decline in the use of anti-personnel landmines
- An almost complete halt in the trade of anti-personnel landmines
- More than 27 million mines destroyed in over 50 countries
- Significant areas of land cleared by de-mining
- Casualty rates dropping significantly

The task ahead is still daunting:

- Half the countries in the world are infested with landmines
- In 2000 there were new victims of anti-personnel landmines in over 77 countries
- New mines continue to be laid
- As of 2002 the treaty has yet to be acceded to by 50 countries, including the USA, China, Russia, India and Pakistan

DWS works in many mine-affected countries, including Cambodia, Angola, Mozambique, the Balkans, Eritrea and Ethiopia. In Cambodia, for example, DWS works closely with the Mines Advisory Group (MAG) to ensure that land is safe for

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people returning to villages affected by war. MAG removes and destroys landmines, and teaches villagers how to reduce the risk of landmine injury. This work is essential since economic necessity compels villagers to enter known minefields.

## **Local Advocacy**

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In a rights-based approach to development, local communities take responsibility for their own development and initiate advocacy with local authorities. These initiatives are supported by DWS in the field and internationally as appropriate. In El Salvador, for example, DWS supports the project called “FMLN Ex-Combatants’ Influence in the Struggle for Justice, Social Reintegration and Local Power.” This group of over 2,229 ex-combatants in over 111 communities strengthens the organizational network of ex-combatants to gain access to better living conditions.

In Kenya the Konyrot Women’s Group rallies around widows who are required to remarry a brother-in-law. Group support helps widows to take control of their own lives and to make decisions which are in their and their children’s best interest. Members of the group also share their sufferings and find ways of managing their affairs together.

## **Networking**

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The advocacy of the communion is largely undertaken in cooperation with churches and NGOs. The LWF works most closely with its member churches, field programs and related agencies. Its ecumenical commitment to advocacy is also practiced, for example, in the Ecumenical Advocacy Alliance (EAA) network. By means of the APRODEV network (Association of WCC-Related Development Organizations in Europe) the LWF participates in advocacy with the European Union, particularly in relation to development policy.

Outside partnerships are no less important for the advocacy work of DWS. The LWF

is an active member of the International Council of Voluntary Agencies (ICVA) and SCHR, an alliance of nine humanitarian organizations, focusing on common action on humanitarian coordination and advocacy, protection and security, standards and accountability, anti-personnel landmines and small arms. SCHR is one of three NGO members of the United Nations Inter-Agency Standing Committee (IASC). Together with Interaction, the SCHR created and manages the Sphere Project. Members of SCHR include: CARE International, Caritas Internationalis, the ICRC, the IFRC, the International Save the Children Alliance, the LWF, Médecins Sans Frontières International, Oxfam and the WCC.

## **Capacity Building, Empowerment and Sustainable Development**

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The empowerment of local community organizations is a major part of the DWS’s Strategic Plan. DWS’s work in capacity building reflects its belief that sustainability is primarily the work and responsibility of local communities and community organizations, including the churches. The role of national and international partners is to support and accompany local communities and to work with them to build capacity so as to determine their own future. DWS’s empowerment activities include political awareness education, community-based facilitation and institutional support for access to government and other jurisdictional structures. In addition, together with its member churches and related agencies, DWS can address issues at national and international levels, and bring local experience into international public policy debate.

## **HIV/AIDS**

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When the Assembly takes place in 2003, over 36 million people will be living with HIV/AIDS. Over 600,000 children a year will become infected. Since the first clinical evidence of HIV/AIDS was reported



A student volunteer gives counsel in Uganda program for people living with AIDS, Rakai Province.  
© LWF/M.Jensen

over two decades ago, over 22 million people around the world have died. This epidemic is reversing development gains, robbing millions of their lives, widening the gap between rich and poor and undermining social and economic security.

In those countries where it has its firmest hold it is hard to overestimate the effects of a disease which is expected to kill more than half the young adults, most of them before they finish caring for their children or providing for elderly parents. Many churches are engaged in the difficult and courageous work of ministering to individuals, families and communities affected by HIV/AIDS. Field programs and member churches are well positioned to provide leadership in responding to HIV/AIDS.

The DWS's programs approach this challenge in two ways: (1) through development initiatives that specifically address the problem of HIV/AIDS; (2) through more comprehensive community-based development projects that include HIV/AIDS as a component. All initiatives are undertaken in cooperation with local authorities, churches and NGO partners and coalitions.

In Angola, for example, activities include awareness building and training seminars, plus distribution of free pamphlets, condoms and streamers. Information and training vid-

eotapes are available. Work with resident populations in IDP camps is undertaken in close partnership with the health committees of the camps. DWS also trains church workers from 11 different Angolan churches as volunteer counselors and advocates.

In Cambodia, an HIV/AIDS pilot project in Kam Rieng, Battambang, continues in partnership with Norwegian Church Aid (NCA). Working across borders, it targets the most affected groups: commercial sex workers, their employers and clients. The aim is to increase awareness and reduce stigmatization, in addition to the widespread distribution of home-care testing kits through pagodas, churches and village elders in door-to-door information sharing and counseling. Since 2001, community-based HIV/AIDS teams have begun work in integrated rural development projects. These teams consist of provincial health personnel, DWS community development workers and village health volunteers and will follow a national model for peer- and community-based care and support for HIV/AIDS victims. This model builds on relationships with governmental and non-governmental bodies. All DWS staff in Cambodia have received HIV/AIDS awareness training.

HIV/AIDS awareness is lodged in community development and primary health

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care projects. In line with DWS's approach, this work is undertaken with the church and/or local partners, including government, and seeks to address not only individual behavior, but also communities and underlying social and economic issues.

HIV/AIDS awareness is also part of DWS's emergency response. Emphases include: addressing stigmatization of the disease; prevention; counseling techniques; workshops; training of trainers; distribution of free condoms in local communities and camps; care for HIV/AIDS orphans and affected communities and families. Some programs pay particular attention to the education for young people and women. Materials are prepared and education is carried out in local languages using trainers, youth leaders, community leaders, community groups and schools.

The DWS's Rakai project in Uganda has had considerable impact on the level of HIV/AIDS infection in the area. It has trained over 200 volunteer counselors from local communities to work with HIV/AIDS orphans and infected people. Counselors also act as a community referral system to connect individuals to community support systems. The project furthermore supports and encourages community-based groups to care for those affected by HIV/AIDS.

As a member of the EAA and its Strategy Working Group on HIV/AIDS, the LWF has played an active role in the EAA's HIV/AIDS campaign. Launched in 2001 on World Aids Day this global ecumenical campaign has four priority goals:

- Urge churches to work for the dignity and rights of people living with HIV/AIDS and for an attitude of care and solidarity that rejects all forms of stigmatization and discrimination
- Promote HIV/AIDS prevention activities that address root causes of vulnerability
- Mobilize resources to prevent HIV/AIDS and for the care and treatment of people living with and affected by HIV/AIDS
- Increase access to care and treatment for people living with and affected by HIV/AIDS

All member churches have received information about the EAA and are encouraged to participate.

The three-year LWF action plan, "Compassion, Conversion, Care: Responding as Churches to the HIV/AIDS Pandemic," was launched in 2002 in response to the urgent

Participant in Global Consultation on Diaconia molds clay into a cross during meditation, Johannesburg, South Africa, November 2002. © LWF/D.-M. Gröttsch



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need for a radical change in attitude throughout the communion, and to motivate, strengthen and support member churches to respond actively and courageously. Its focus is on creating communities of care and solidarity which value the dignity and rights of all persons with HIV/AIDS. In most congregations there is a person or family who is in some way affected by HIV/AIDS. In some member churches the effects are not yet visible. In others they are evident in daily funerals, orphaned children and the breakdown of the social and economic systems.

The action plan links the response to HIV/AIDS to the programmatic work of the Federation. It focuses on overcoming stigmatization, awareness raising, training of leadership, openness regarding sexuality and sexual practices, providing educational and financial resources and advocacy. HIV/AIDS is a key challenge that requires a response from the Tenth Assembly.

## **Global Consultation on Diaconia**

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In November 2002, a global consultation on diaconia was held in Johannesburg, South Africa. Its purpose was to deepen the understanding of national and international diaconia in its various expressions within the calling and identity of the church and in the context of contemporary society. The challenge to the consultation was to explore new ways of understanding and practicing diaconia in response to critical issues that threaten human life and the future of the human family. The consultation reflected the multitude of Christian responses to human suffering, the alarming proportions of which require action from all Christian churches and other people of good will.

## **Training and Exchange**

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The success of DWS's operations depends, among other things, on the caliber of its staff. Hundreds of workshops and seminars were

conducted over the past six years to bring staff in tune with their responsibilities and to adapt to the changing environment. In a few field programs, staff have been provided with university-level education with funds made available by the agency supporting the specific project. A number of scholarships were awarded to national staff for advanced study abroad, as well as part-time courses at national universities, while continuing their regular work.

Staff exchange visits, in the form of study tours and field exposures, have been both extensive and enriching, and have also involved volunteers and interns recommended and supported by related agencies and member churches. Over the last six years, 25 volunteers, 20 of them female, from 10 countries (one from the South) and 173 interns, 88 of them female, from 20 countries (10 from the South), were engaged in field programs. Both groups have benefited greatly.

In the past, training was based on the expressed needs of staff or the demands of their work, and has addressed shortfalls in performance. A shift in this approach is envisioned and training will be proactive, aimed at developing human resource capacity. In line with the strategic plan, training will be geared toward enhancing organizational values and attitudes, and to create a more flexible and responsive "learning organization." DWS will also refer to other external standards and benchmarks and closely work with other LWF departments, ACT, related agencies, churches and other partners.

The field programs have accumulated a rich experience in humanitarian service and development management as a whole. There is ample opportunity to share and transfer these experiences and to enhance local capacities. DWS does not have to develop local capacities from scratch. In most cases, a wealth of knowledge, skills and valuable experience already exist among communities. We can learn from communities while we transfer technical and management skills through appropriate training. This in turn will enable a successful transfer of responsibility.

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## **Jerusalem Program**

The past six years in Jerusalem have been extremely variable, and the LWF's mission in Palestine has never been more relevant than today.

## **Augusta Victoria Hospital (AVH)**

AVH's continued existence has been widely discussed by the LWF. AVH over-extended the finances of the local program and the LWF in spite of redevelopment in 1996. A Board of Governance was established in 1997 which, together with a management reorganization, reduced expenses and allowed the development of a strategic plan. Over the past five years, AVH has enhanced its ability to serve refugees and the wider community. The hospital now provides general health services as well as specialty health services not available elsewhere in Palestine.

Since September 2000, AVH has cared for the wounded and been a major provider of outreach services in the West Bank. Specialty physicians have been placed in Qalqyia Hospital near Nablus, pediatric and ear, nose and throat (ENT) specialists regularly visit refugee camps with mobile clinics and chronic and orthopedic patients

have been transported to the hospital from areas that are generally closed. In addition, nurses from AVH as well as a midwife are serving patients on the West Bank.

With the support of Norway and Sweden the LWF has managed to reduce AVH's overall deficit. This support, along with AVH's commitment to operate within an approved budget, has helped to stabilize the Jerusalem programs and the LWF.

## **Vocational Training Center (VTC)**

The VTC helps to build a strong civil society by offering training that results in employable graduates. Its programs are relevant to the market and have provided women with the opportunity to train in non-traditional vocations (e.g., telecommunications). Trainees have actual experience in the marketplace. An Advisory Board (constituted in 2001) reviews and makes recommendations on the strategic plan, policy and financial development of the center. VTC also had feedback from parents, trainees and Palestinian businesses, so that it can continue to provide high-quality relevant training programs.

In the past few years VTC has undergone significant changes. It hired its first woman director and recruited two female

Young girl receives dialysis treatment at the Augusta Victoria Hospital, East Jerusalem.  
© T. Lohnes



instructors, the lathing program was closed, the electronics program with women trainees was started and the center focused on training as opposed to secondary education. Women trainees and female staff have changed the entire atmosphere of the center. The presence of women has added a new dimension to training and has had a positive impact on the male students. The target gender mix for the center is 50/50.

### **Village Health Clinics (VHC)**

The Jerusalem VHCs are an important part of the primary health care services on the West Bank. The services provided are coordinated with the Palestinian Authority's Primary Care Programs. This assumes that the 40,000 Palestinians served in villages to the west of Ramallah are also part of the overall Palestinian health system.

The VHC program has sought to provide high-quality primary care services and to increase the level of health education and home care services. Health education has expanded to include not only instruction and education for chronic patients, but also more intense programs in the villages. These programs last about a year and provide basic instruction in baby care, first aid, sanitation, chronic care, women's health issues, etc. thus providing each village with people who have basic community health information.

The home care program provides care for new mothers and patients in villages who have no access to other health services. Terminally ill patients and the handicapped are priorities. After the enforced isolation of villages by the Israelis the program became very important.

### **Workshops for the Blind (WB)**

With the exception of Bethlehem, WBs have merged with the Jerusalem Society for the Blind (JSB). These two programs had identical production workshops and were competing with one another for funds and customers. Their merger has made



them more cost effective and viable. DWS Jerusalem donated its equipment and supported the newly merged workshops.

The WB in Bethlehem continues within DWS Jerusalem's programs producing brush products for private individuals, companies and municipalities. DWS Jerusalem provides materials, rent support and health insurance, without which the workers would be unable to generate income for themselves and their families.

### **Scholarship Loan Program**

Over the past six years, DWS has provided either scholarships or loans to over 150 Palestinian students. Reorganized program funds have enabled them to attend Palestinian universities where it may otherwise have been difficult or impossible for them to continue their education. The last two years have seen a deteriorating Palestinian economy and very high unem-

Tamar, one of the first female students of the LWF Vocational Training Center in Beit Hanina, East Jerusalem, in the newly-opened computer department.  
© LWF/R.Hinz

In an LWF/ACT International-sponsored program, women in the Bundas resettlement village, eastern Angolan province of Moxico, grow food for their families.  
© LWF/ACT International/P.Jeffrey



ployment. The number of applicants to this program who are in desperate need has been increasing. The continuing conflict has significantly increased its importance.

### **Guesthouse Facilities**

All buildings on the property have been renovated into guesthouses and flats with the help of instructors and students from the VTC. The gardens and olive tree plantations have been upgraded and maintained. A beautiful and protected environment has been created and the guesthouse facilities will be used for groups and individuals invited to live and work with the program, attend seminars and workshops and enjoy the quiet for meditation and prayer. Old plans to use the property as a place for encounter have been revived. It is hoped that the program will aid dialogue between the religious communities in the Holy Land.

### **Further Development**

The vast property on the Mount of Olives which the LWF holds in trust for the Kaiserin Auguste Victoria Stiftung (KAVSt.), Germany, is a very valuable in-

heritance. A new agreement with KAVSt. permits the use of the property to generate revenue to support DWS programs. The ELCJ will also use part of the property to house Palestinian Christians in Jerusalem. This will help stabilize the small Christian minority and provide housing, which is difficult to obtain in Jerusalem.

## **Country Program Highlights**

### **Angola**

Despite the signing of the Lusaka Protocol in 1994 the program continues to respond to the needs of IDPs and returning refugees. The LWF shifted from pure emergency relief to the rehabilitation of communities and to encourage people to return home to areas where it was safe to do so. Activities were carried out in the areas of agriculture/food security, training, health and sanitation. Landmines continue to be a danger. With the technical expertise of MAG, the LWF promoted mines awareness education.

These activities came to a complete standstill when war broke out in mid-1998.

The LWF lost all its property in the eastern part of Moxico province. The increase in IDPs (doubling to over 4 million) led to a further deterioration of the environment in the provincial capital. Nearly a third of the country's total population is displaced. IDPs have been resettled on arable land outside government-controlled cities, enabling them to produce their own food and thus reducing dependency on handouts. An estimated 60 percent of the displaced population remain malnourished.

Early in 2002, the LWF was in charge of 15 settlements with 80,000 displaced persons in Moxico and Lunda Sul provinces. Considerable environmental problems had to be addressed. Programmatic activities included reforestation, cassava and seed production, upgrading of farming methods, energy-saving cooking and the use and protection of soil in a sustainable manner. Skills training and micro-credit schemes were also introduced to promote income generation activities for the IDPs.

In 1999, a strategic plan was devised to address the root causes of the conflict. New program components were initiated such as advocacy for peace and reconciliation, building a democratic civil society, social infrastructure, food security and primary health care. An international consultation held in late November 1999 recommended collaborating on a development project in Cunene province with the Evangelical Lutheran Church of Angola. Detailed planning for this has already commenced.

The LWF and other NGOs working in Angola have embarked on a dialogue on the displaced population and their rights. The peace movement in the country is growing. The Interdenominational Committee for Peace in Angola (COIEPA) was formed, in which for the first time all major Angolan churches have joined together to work toward ending the war. It is hoped that recent events will lead to a cessation of hostilities.

## The Balkans

Peace treaties were signed eight years ago, but the return of refugees and the re-

vitalization of the community were much slower than expected. In 1999, the situation in Serbia deteriorated dramatically and the LWF became active in Kosovo and Vojvodina. It is hoped that the dramatic political changes in 2001 will revitalize communities and local economies.

Since 1992, the LWF has been pursuing a policy of accompanying humanitarian relief by community revitalization so that basic material aid would no longer be necessary. In 1997, 20 percent of the Balkan program was relief aid to war victims, while 80 percent was for infrastructure repair, housing reconstruction and income generation. Today, almost all LWF programming concentrates on revitalizing local economies and rebuilding housing and infrastructure.

In 2001, a five-year plan was prepared after extensive consultation with local partners. The SCWS approved the transformation of the Balkan program from emergency response to a country program, starting in 2003. This allows a longer-term approach to deep-rooted problems of ethnic division, a weak civil society and poor local economies.

Reconstructing homes  
in the Balkans/Kosovo  
© LWF/A.Rosehurst



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### ***Croatia***

Since 1992, the Croatian program has helped refugees rebuild their homes and social infrastructure, such as kindergartens, schools and health clinics. In 1998, a comprehensive refugee return project began in the vast, impoverished Lika region. Initial efforts were on a relatively small scale, assisting 101 families to rebuild their homes in the first year. Within three years the project was helping more than 700 families annually. Self-help projects and support for distribution of livestock and agricultural machinery helped returning refugees to rebuild their damaged houses and support their families.

### ***Northwestern Bosnia***

In 1997, the LWF began a return project in northwestern Bosnia-Herzegovina. This project works across ethnic divides. Bosnian Serbian refugees are assisted to return to their homes in the Muslim-Croatian Federation and Muslim refugees are assisted to return to Bosnia's Republika Srpska. Over the past six years, over 2,000 houses have been reconstructed and more than 6,700 people returned to their prewar homes. The LWF has organized the reconstruction of schools and health centers, roads and bridges. Basic support with agricultural machinery, seeds, fertilizers, tools and expert advice has helped families to become self-sufficient.

### ***Northeastern Bosnia***

This program started as a short-term relief effort to help 50,000 families with food and hygiene. In 1997, a long-term strategic intervention was launched to revitalize communities and help refugees return. The first project helped 12 returning families to cultivate vegetables. This grew into an extensive LWF project that assisted 5,500 families to support themselves through intensive agriculture.

This pattern of starting small was extended to displaced families in temporary settlements. In 1997, the LWF encouraged 160 families in displaced settlements to begin agriculture projects. The project has since expanded to 2,500 families and as-

sists all sides of the ethnic divide. In particular, economic links are encouraged between Bosnia's Muslim-Croat Federation and Bosnia's Republika Srpska.

### ***Kosovo***

In August 1999, after the return of almost one million Kosovar Albanians to their damaged homes, the LWF participated in the ACT Humanitarian Response in Kosovo. In a joint program the LWF served as lead agency for shelter needs. A self-help approach was used to provide resources so that over 5,400 families could repair or reconstruct their houses. Holistic support included: rebuilding 40 kilometers of village feeder roads; building water and sanitation facilities; providing agricultural inputs; tools and training; encouraging small enterprises; creating village-based women/childcare centers; starting tree nurseries based in village schools.

### ***Vojvodina***

After the 1999 NATO bombing of Serbia, the LWF became active in Serbia's northern province, implemented through a memorandum of understanding with the Ecumenical Humanitarian Organization, an agency formed in 1993 by Vojvodina's Protestant churches. This program has been supported by ACT and focuses on basic aid to the socially vulnerable. In 2001, a unique cross-border project linked refugees in Vojvodina with LWF return projects in Bosnia and Croatia.

The LWF's ability to respond effectively and holistically to the needs in the Balkans was made possible by the support of related agencies, government aid programs, the European Agency for Reconstruction and concerned individuals. The commitment and dedication of long-serving national staff members was vital to the program's success.

### ***Cambodia***

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DWS manages five Integrated Rural Development Projects and one VTC, from which nearly 900 students have graduated.

It works primarily among the rural poor, many of whom are returnees or IDPs, women-headed households, landless, illiterate, or disabled persons. De-mining is often an important prerequisite for community entry and resettlement activities, and is vital to providing security and a sense of stability to staff and villagers.

Borehole wells have been drilled, students have gained access to primary education and roads have been built, improving access to markets and basic services. DWS has worked in over 200 villages, facilitated the election and training of around 1,750 Village Development Committees (VDC) and established many other local development institutions.

Community development workers cooperate closely with VDCs and help households to build their confidence and skills in managing their individual and the community's affairs. Organized groups are empowered to provide and/or demand the basic services which they are due. Knowledge obtained through participatory training and awareness sessions provides not only improved food and financial security, but also empowering options enhancing self-sufficiency and dignity.

Awareness sessions have been conducted, human rights advocated and land title certificates issued. Children have gained access to primary health care and immunizations. Technical training and demonstrations are conducted on HIV/AIDS, nutrition, fish farming, vegetable growing, rice production, animal husbandry, fuel-efficient stoves, enhancing knowledge and skills. Village livestock agents, traditional birth attendants and village health volunteers have been trained and are delivering important services to their communities. Tree nurseries have been established, trees planted and steps have been taken to form sustainable community-managed forests.

As the capacity of communities to provide or obtain development services grows, DWS gradually withdraws its personnel and resources, until the community is "graduated." It then moves on to other needy communities.



DWS was the main implementing member of ACT for disaster response in Cambodia. The program distributed household recovery kits and tons of food to flood and drought victims, and worked with the people and the local governments on disaster preparedness.

HIV/AIDS is a tremendous challenge. DWS is expanding its efforts in community awareness raising and home-based care in close collaboration with national HIV/AIDS policies. Project offices have been moved from provincial centers to district centers closer to target populations. This has provided better support for staff and better relationships with communities. Staff capacity building has been a high priority, enabling the number of expatriates to be reduced from 15 to three. The program has adapted to the needs, rights and resources of the communities it serves by shifting from emergency relief and rehabilitation toward human development, advocacy and capacity building.

### **The Caribbean/Haiti**

In 1996, the Caribbean program began to focus on Haiti and the Dominican Republic, where the majority of the poorest Hai-

Training traditional birth attendants.  
© LWF/DWS Cambodia

tians live. In August 1997, the LWF office was established in Port-au-Prince. The Institute for Advanced Social and Political Studies (ISPOS), founded in 1998, contributes to the training of political leaders and supports dialogue and reconciliation within

From 1999 to 2001, ownership of the LWF program in the Dominican Republic was transferred to Procaribe, a local partner that supports communities in the *bateyes* (villages) to improve their living conditions. At the same time, different activities in the ru-

Member of a small-scale coffee farmers' cooperative in Thiotte, Haiti, prepares coffee beans for sale through the "Fair Trade Market."  
© LWF/CSAV  
L.Gustavson



the fragmented Haitian society. In 2001, the LWF handed over local autonomy to ISPOS, which has become a local institution.

During the elections in 2000, the LWF's civic education campaign, supported by NCA, encouraged Haitians to vote. Twenty-five LWF partners implemented training sessions for trainers in electoral civic education. Together with the Federation of Protestant Churches, the LWF participated in electoral observation under the umbrella of the Organization of American States (OAS). Thirteen observers from overseas studied the first round of parliamentary elections, the results of which were contested by the OAS and the political opposition in Haiti.

In May 2000, DWS organized a regional consultation on strengthening civil society. The participants committed themselves to launching a broader LWF civil society program.

ral development project in Haiti have been merged into one program. Soil conservation, small husbandry projects, support to small-scale planters, micro-credit and the export of coffee under a fair trade label have assisted and empowered local cooperatives and grassroots partners.

In 2001, an external evaluation of the whole program took place and a new CSO charted the direction of the program for 2003–2007.

### **El Salvador and Guatemala**

The LWF held an international consultation in May 1995 to define the elements of its future work: reconstruction, reconciliation and democratization. An inter-institutional encounter with local partners (the Salvadorian Lutheran Synod, Lutheran Aid, and LWF staff) reached a common understanding of the concept of development. The encounter strength-

ened links with partners and contributed to the empowerment of local organizations to ensure sustainability of projects and increase their capacity for self-development.

Activities in 1999 responded to the emergency caused by Hurricane Mitch. Assistance was provided to people in El Salvador, Guatemala and Honduras, including the reconstruction of roads and bridges, houses and schools, water, sanitation and health. This was followed by a disaster preparedness program, including training in the application of Sphere standards. The UN and the government of El Salvador hosted the training.

In January and February 2001, two strong earthquakes hit El Salvador. The LWF, its ecumenical partners and the ACT network were able to assist 65,000 persons in immediate need, rebuilding their houses and schools and repairing water and sanitation systems.

returnees have to be settled in new areas or areas unfit for sustainable agriculture. In cooperation with grassroots organizations and communities the LWF assists in the local integration of returnees in El Petén. Programs on food security and environmental conservation, health care, education, community organization and capacity building are carried out. In order to facilitate integration and foster confidence with the resident communities, joint activities are held between the returnees and their neighbors.

LWF/DWS El Salvador was invited by the ICLH to help in the reconstruction of housing, agriculture and health, in the aftermath of Hurricane Mitch. A small team visited the area in September, followed by an international assessment in 2002.

In November 2001, the General Secretary received a request from the IELC for increased LWF support of their work with



Ahuachapan boy helps reconstruct his home after 2001 earthquake in El Salvador.  
© LWF/ACT  
International/P. Jeffrey

### **Guatemala**

The LWF remains committed to supporting the aspirations of the Guatemalan people for peace and justice. The Final Accord for a Firm and Lasting Peace encouraged thousands of Guatemalans who took refuge in Mexico to return to Guatemala. Land is scarce and has to be purchased. Many re-

IDPs and with peace and reconciliation issues. In response to this request, a visit was made and support for the church's work was recommended. An appeal for funding was shared with the international community in early 2002.

In order to fight poverty and disaster vulnerability local communities still need

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to link emergency assistance with long-range capacity building. The program continues to promote partners and community participation in capacity building linked to civil society in order to achieve justice and peace. Integrated are programs addressing the issues of poverty, social exclusion and human rights violations.

## **Eritrea**

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Since 1985, Eritrea was served by the Ethiopia program. After liberation, the LWF established its own program in 1992 based in Asmara. Following a new government policy toward international NGOs, the program had to discontinue its activities in 1998. However, thanks to the General Secretary's efforts, an agreement could be reached with the government, and LWF Eritrea was allowed to continue its activities. Today, it has the government's formal assurance that relief, rehabilitation and development operations can continue until the end of 2004.

The 1998–2000 war with Ethiopia caused serious problems due to the shortage of qualified staff and restricted access to project areas. Since then a fragile peace has prevailed, with UN peacekeepers inside a Temporary Security Zone between Ethiopia and Eritrea. During the war, emergency relief activities focused on providing drinking water, food supplies and shelter for the war-torn population. The LWF is still actively rehabilitating schools damaged during the last war.

The Rural Community Development Program (RCDP) aims at improving the capacity of local community groups for self-development. Eleven communities in central and western Eritrea are presently involved in soil and water conservation projects, agriculture, forestry, sanitation facilities development and small credit schemes for income generation. Additional measures seek to assist the population with an improved water supply system, feeder road development and irrigation infrastructure. Most activities focus on women, as many men are still serving as soldiers or

are in national service. The self-esteem and spirit of local communities are improving and self-sufficiency is increasing.

The Social Infrastructure Development Program (SIDP) seeks to improve children's access to school: This is a major problem in rural Eritrea. DWS has constructed schools in very remote rural areas, where access to basic elementary education is the lowest in the country. This work is supported by the Ministry of Education and local administrations. DWS also fosters access to education for girls in a project initiated in cooperation with the National Union of Eritrean Youth and Students. The biggest challenges in Eritrea are the provision of clean water supply and the development of civil society. The LWF is heavily involved in both sectors.

In November 2001, a CSO workshop was conducted with all partners working in the country. The program will gradually phase out of the highlands and move into the northwestern and southwestern lowlands, focusing on integrated community development projects arising from emergency relief and rehabilitation assistance. The protracted drought will require further attention to water supplies, and damaged infrastructure, particularly schools and health facilities, will have to be repaired.

## **Ethiopia**

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In 2002, 5.2 million people were once again affected by drought and famine, requiring 557,000 metric tons of food aid.

Although DWS has continued to concentrate on emergency relief, since 2002 the program has emphasized non-food items, e.g., the provision of seeds and hand tools, livestock replenishment and water development activities in line with the government's food security policy. DWS works in close collaboration with the EECMY. Agreements have also been signed with the government of Ethiopia and its regional authorities.

In addition to relief operations the country program concentrated on a Soil and



Water Conservation Project (SWCP), together with other projects aiming to increase agricultural production and food security at the household level. Other components include environmental protection, institutional development, savings and credit, health and nutrition.

The Ginir/Raytu Integrated Rural Development Project (IRDP) aims to improve the standard of living of rural communities and to contribute to the development of social infrastructure, increased agricultural production and income generation. The Ziquala IRDP will be phased out at the end of 2002.

Gender issues and ecological concerns are integral parts of sustainable community development activities.

Poverty will remain a central problem and relief activities will continue to be needed for some time. In line with the recommendations of the JRP/ACT Appeal Famine Relief evaluation in 2000, the latest ACT appeals prepared by the program include a sustainability approach to relief intervention.

Ethiopia has one of the world's highest rates of HIV/AIDS infection, with an estimated 3 million HIV-positive Ethiopians and thousands of children already orphaned. Accordingly, the Ethiopia program

will be designing and implementing HIV/AIDS prevention projects.

A new project will focus on peace and reconciliation advocacy. Activities include capacity building for local partners and the preparations for the transition of the program to the local church.

In June 2002, the CSO outlined the future direction and selection of project approaches for the program.

## India

The period between 1997 and 2002 was one of change, growth and consolidation. LWS India is now a stronger learning organization building on intrinsic strengths and working to overcome bottlenecks. Support from traditional donors declined gradually, while there was increased support from governments, the UN and other agencies in India. This support reflects confidence in the quality of LWS India's work. Two events significantly influenced the growth of the program: a program evaluation in 1997 and the preparation in 1998 of the current Planning and Monitoring Documents (1999–2003).

The focus of the program is capacity building through a process of empowerment.

Villagers in southern Ethiopian region of Borena work together to create water-catchment pond.  
© LWF/ACT  
International/P. Jeffrey

Groups and organizations of the most needy and the marginalized—such as women—are promoted to increase their participation and to enable them to plan, prioritize and act at their own pace. Community and group-based action plans and reporting systems recognize the unique problems, needs and priorities of each individual community and group. Extensive use is made of the Participatory Rural Appraisal (PRA) and other participatory planning tools to ensure the wider participation of partner communities. Micro-level advocacy and lobbying with communities and representatives of local and national resource agencies enable communities to influence local policy decisions and to gain access to resources. Progress indicators have been

who represent the traditionally dis-empowered sections of the Indian population. The project promotes agriculture and food production through sustainable means, offering skills training and support to women and the landless to generate income. Other important areas of intervention were education for out-of-school children and illiterate adults and improved access to primary health care. In 2002, the project worked with 467 rural communities involving around 28,000 households with a population of 136,000 people. In these communities the project worked with 514 community organizations and groups.

The Integrated Water Development Project was initiated in 1999 and evolved

Medical outreach clinic serves local population during flooding in Assam, India, August 2000.  
© LWF/DWS India/ACT International.



designed to assess changes in communities as a result of such interventions.

Projects periodically withdraw from some communities and simultaneously expand into others. Operations have thus remained stable while assisting an increased number of communities.

The Rural Development Project has been implemented in the most socially and economically underdeveloped districts of Orissa and West Bengal. Partner communities have a high concentration of tribal people, members of the scheduled castes and other socially disadvantaged groups

from the experience of implementing two projects funded by the government of Orissa. The project was implemented in four chronically drought-prone districts of western Orissa. The Million Wells Scheme was designed by the government to provide employment for individual subsistence farmers through the construction of irrigation wells. At the same time, rig bored tube wells are constructed to provide potable water. The project integrated these two components with other development activities such as food production to enhance food security and to improve nutri-

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tion. Other areas of support include community action for environmental protection and regeneration. By 2002, the project had worked with 480 rural communities involving approximately 25,000 households with a population of 123,000 people.

The Urban Development Project was implemented in Calcutta and Cuttack in the legal and illegal urban settlements of the poor to address problems of livelihood, health care and education, with a special focus on children, adolescents and women. Its major aim was to enable community organizations and groups to secure access to civic amenities and facilities offered by municipal and government agencies. By 2002, the project had worked with 128 communities involving approximately 22,000 households with a population of around 87,000 people.

The Disaster Preparedness Project, initiated in Orissa, emerged from the experience of responding to various disasters for over two decades. Experience proved that the loss of human life and livestock, as well as the disruption of economic activities, could be prevented in chronic disaster-prone communities by creating alternative community-based disaster preparedness, mitigation and management systems. Since it was neither a development project, nor a post-disaster intervention, the project received no resource support from traditional donors. However, it did obtain the support of local, national and some international agencies in India and flood and cyclone shelters could be built, and tube wells with specially designed high platforms could be installed. Since floodwaters are less likely to contaminate these tube wells, the incidence of waterborne disease is reduced. Work in six highly disaster-prone coastal districts organized and trained community-based disaster mitigation teams to respond systematically and immediately to calamity. Sixty teams were organized and trained in 80 communities. The teams were trained in orderly evacuation procedures, first aid and primary treatment of waterborne diseases. In 2002, the project worked in 200

communities with support from DIPECHO (ECHO's Disaster Preparedness Fund).

The project responds to natural and human-induced calamities and continues to be a major area of work. Between 1997 and 2002, LWS India implemented 15 disaster response projects, including response to floods, cyclones, and droughts in West Bengal, Orissa, Assam, Bihar, Andhra Pradesh and Gujarat, the ethnic riots in Assam and a devastating earthquake in Gujarat. In terms of budget, the major projects were relief and rehabilitation work in Orissa following the super cyclone in 1999, and intervention in Gujarat following the earthquake in 2001. These two projects were concluded in 2002. Support for riot-displaced communities in Assam initiated in 1996 continued on a limited scale with the support of the Norwegian mission.

## Kenya

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The program encompasses both Kenya and south Sudan and is known as the LWF/DWS Kenya/Sudan Program. DWS has been active in the Kakuma refugee camp in northwest Kenya since its inception in 1992, in Turkana district since December 1999 and in south Sudan since 1997.

Insecurity, conflict and drought, particularly in south Sudan and Somalia, have continued to cause a steady rise in refugees in Kakuma refugee camp from around 50,000 in 1997 to the current 85,000 (nine nationalities, but mostly Sudanese). Despite the few thousand resettled in the USA, Canada and Australia during this period, there is still a great need for essential services such as food, water and shelter. The Kenya/Sudan program has continued to develop its activities in the camp and is currently responsible for food distribution, water supply, education (preschool, primary and secondary to some 25,000 students), community services and development (including peace building and conflict resolution, child development, gender equality and human rights activities) security, and general camp management.

The strategic planning process in early 2001 identified the need to strengthen links with Sudan project activities, ultimately facilitating the return and reintegration of refugees, as well as the need to involve refugees much more in the whole planning process in the camp. The Turkana district as a whole suffered from massive drought from 1998 to 2000. Toward the end of 1999, food security in the district was disastrous, caus-

ing the government of Kenya to declare an emergency and to call for international food aid. DWS became part of a coordinated approach to deliver food aid to three divisions within Turkana district, reaching some 80,000 people in 42 locations. Malnutrition has dropped from over 30 percent in early 2000 to around 10 percent in mid-2001. The program is now focused on a recovery phase (in one division) of sustainable water and pasture management. Across the border, in southern Sudan, DWS has moved from general food distribution (145,000 people) in the Lakes region in response to the famine in 1997–1998, through more targeted food relief and food-for-work activities in Yirol and Rumbek counties (1999–2000), to longer-term rehabilitation

much dependency on external agencies, and undermined indigenous knowledge, structures and abilities. This will be a major challenge in the coming years. In line with the strategic plan (2002–2006), efforts are increasingly focused on capacity building. In addition, staff training has continued, including exchange visits and workshops at local, national and international levels. Staff turnover has been fairly high due to the nature of the emergency and relief work, often in insecure areas and under stressful working conditions.

## Liberia

Whereas at the end of the 1990s there was some prospect that the political situation

Pupils in a classroom at the Kakuma Refugee Camp, northern Kenya. © LWF



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Whereas at the end of the 1990s there was some prospect that the political situation

in Liberia would stabilize, subsequent insurgencies have worsened the security situation in rural areas. In 1999, the LWF/DWS Liberia Program phased out food aid and embarked on the completion of its rehabilitation programs and development activities. Major program operations focused on agriculture, food security and peace building. The LCL–LWF/DWS Trauma Healing and Reconciliation Program conducted peace and de-traumatization courses for church workers, refugees, traditional and community leaders and community people. In addition, ex-fighters, military and paramilitary personnel and senior government officials benefited from the LCL–LWF/DWS Trauma Healing and Reconciliation workshops and the training of trainers.

The program undertook the construction and renovation of schools, bridges, water and sanitation facilities: five schools were renovated, three new schools con-

a new wave of emergencies in collaboration with other aid agencies. Security deteriorated still further, resulting in the displacement of more than 40,000 people, the largest displacement of the civil population since the end of the civil war in 1997.

Program activities in the field have become more difficult. The volatility of the country in recent years has meant that funding for projects was much lower than expected. The problem was partially addressed through cost-saving measures and reduced staffing and infrastructure. However, there is an increased need to support IDPs.

In September 1999, a CSO workshop developed a strategic plan for the Liberia Program. Its mission and overall aim were formulated as follows: to empower people to satisfy their basic needs in a sustainable way. It is hoped that this will be achieved by: implementing an integrated rural development program focused on



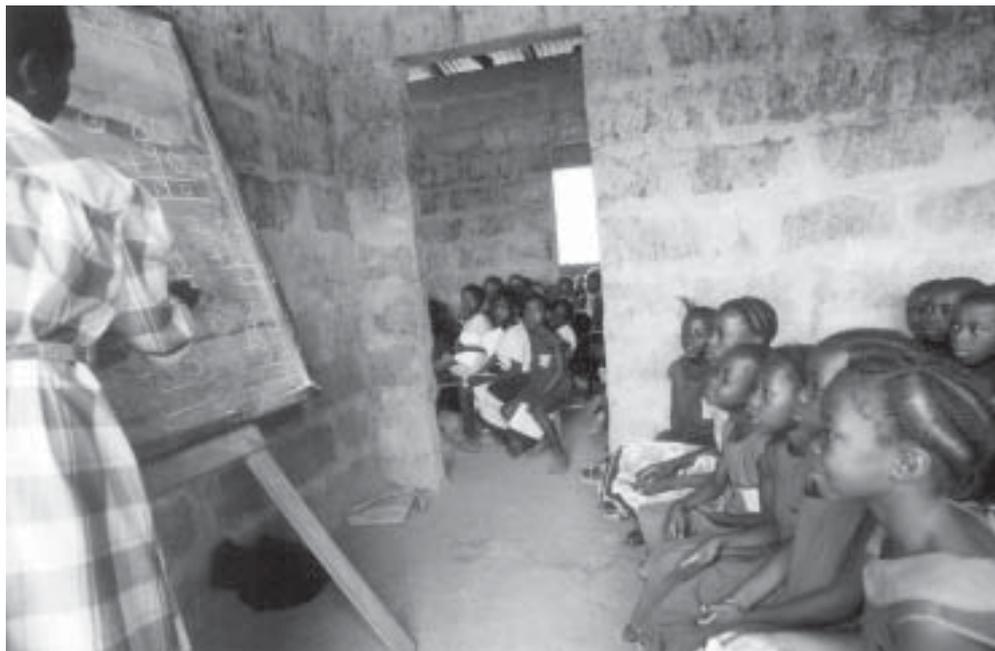
Local villagers gather in Liberia to learn about trauma healing and reconciliation.  
© LWF/J.Ekströmer

structed and six bridges repaired. Communities were helped to construct latrines and wells and to install hand pumps.

Program operations were severely hampered by increasing military activity in the border area with Guinea and Sierra Leone. Development and rehabilitation programs were suspended and the LWF responded to

food security and poverty reduction; establishing a project support facility for the promotion of small, sustainable, community-based projects using minimal external inputs; continuing a joint peace and reconciliation project with the LCL; and establishing a local, church-based NGO—the Lutheran Development Service.

Concentrating on arithmetic at school in Sierra Leone.  
© S.Meissner



## Sierra Leone

Following a request from the ELCSL and subsequent assessment missions, the Liberia Program began in 2000 to support ELCSL's relief operations linked to the relief and rehabilitation program conducted by Sierra Leone's Council of Churches. Initial activities were based on emergency interventions funded by ACT donors.

A major component of the program is agricultural rehabilitation (seeds and tools), which has helped over 40,000 farming families in three rural districts. Other activities include the distribution of relief commodities to IDPs, camp management for returnees from Guinea and trauma healing and reconciliation programs.

Funding comes mainly from ACT, but the Church of Sweden and FinnChurchAid are also contributing substantially. The active phase of emergency relief is now over and projects are focusing on agriculture, school construction and preparing for the large-scale return of refugees.

It is planned that the ELCSL's property in Freetown will serve as a Lutheran training center and field office. DWS will facilitate its renovation in exchange for renting the compound as a field office. Given that the LWF's activities in Sierra Leone,

Liberia and Guinea are linked, DWS aims to have a strategic presence in this central location. Sub-regional coordination of its activities would be highly beneficial, enabling regional administration and advantages for projects in all three countries.

Work will continue to focus on peace for the civil population. The emergency program will continue to provide opportunities for returning refugees and IDPs to resettle and be reintegrated into civil society. Priorities will include agriculture, trauma healing and reconciliation, infrastructure and skills training. Rehabilitation will lay the foundation for longer-term development. Close collaboration with the ELCSL and other members of Sierra Leone's Council of Churches aims at building capacity of the churches and the council.

## Malawi

The Evangelical Lutheran Development Program (ELDP) is undergoing a transition that started in 1999. The program has shifted from relief and rehabilitation to a fully-fledged development-based organization.

The ELDP has concentrated on raising small holder production and productivity, with the aim of reducing chronic food shortages. The project has enabled farmers to

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have sufficient food to see them through the year. Some have also managed to procure capital assets through the sale of back-up crops. Nutrition among small children has also improved.

Improving water sources so that rural households have access to potable water is very important. The ELDP has facilitated the protection of 300 shallow wells using the windlass. Subsequently, the windlass system was changed to a more hygienic malda pump and 40 water points have been protected. The wells benefit a population of 85,000 in 340 communities.

Adult literacy has increased through the establishment of functional adult literacy centers and community libraries. Over the past six years, approximately 6,500 adults have improved literacy. A total of 55 new classes are established each year with an average enrolment of 20 learners per class, three-quarters of whom are women.

Environmental education, tree planting and community forestry management are important strategies promoted by ELDP. Over the past six years, over 20 million seedlings have been planted of which about 85 percent have survived. This has helped revive refugee-affected areas in Chikwawa, Dedza, Lilongwe and Nkhata Bay. Other communities in Dowa, Zomba and Thyolo have also improved their forest cover. A fuel-efficient clay stove is promoted to reduce the amount of firewood used for cooking.

ELDP has also been involved in emergency response activities through ACT appeals in Chikwawa, Phalombe and Karonga districts, where frequent floods occur.

A challenge for the Malawi program is to increase the financial support for its programs. ELDP has only two major partners, DanChurchAid and the ELCA, who cover approximately 30 percent of the total budget. Financial insecurity has led to high staff turnover, as the program cannot pay the staff sufficient wages. The transition has also brought new challenges as retrenchments have raised questions of job security. HIV/AIDS has also become a development issue.

As the transition period comes to an end, ELDP looks to the future with optimism and looks forward to everyone's support during these challenging times.

## **Mauritania**

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The Environmental Protection and Reforestation Project is annually implemented in about 25 locations to protect roads, wells and other village infrastructure from desertification. A total area of about 130 hectares was protected and more than 31,000 trees were planted.

In this vast country much depends on the capabilities of local communities and groups. The Local NGO Mobilization and Support Project is of strategic importance for the sustainability of the program. Collaboration with Mauritanian NGOs has increased, particularly in institutional development, training and project implementation. All LWF/DWS development projects now have Mauritanian NGO partners.

The program fights rural poverty by promoting agriculture and stimulating economic activities in rural villages. Access to credit for the rural poor by means of revolving credit schemes and village-based multifunctional banks seeks to encourage reinvestment of savings in local community projects for development. Environmental protection serves to safeguard settlements by planting trees, stabilizing dunes, building windbreaks and preserving the natural environment.

Women are at the center of activity. Women's enterprises and organizations are supported and all projects promote equality of the sexes. The Rural Development for Women's Groups Project focuses on activities to support rural women such as income generation schemes and improved nutrition and cash income through cooperative vegetable gardens. Respect for human rights is addressed through literacy training and education in democratic processes. Project management training courses are also offered, aimed at building professionalism and specialist competencies in national partner NGOs.

Emergency preparedness is closely linked to development activities. The LWF assists communities to improve their disaster preparedness through processes and materials, technical and personnel resources planning, liaison with other organizations, storage of materials, transport, distribution and adequate staff training.

A new project seeks to enhance HIV/AIDS awareness among the population through educational theaters, drama, music and other public media, as well as through training of community educators and counselors. The project is implemented in partnership with the national NGO partner, "SOS Peer Educators."

A major challenge for the future is to accompany local capacity building. Although several field projects have succeeded in enhancing sustainable community development, new efforts are geared toward more partnerships with national NGOs and to support grassroots initiatives nationwide. This approach seeks to avoid the risk of creating dependency. During 2003–2005, the program will operate four

projects in deprived rural areas and four projects will be managed centrally in Nouakchott. All project activities are directly implemented with target communities and national NGOs and in close collaboration with governmental agencies.

## Guinea

The LWF has been involved in Guinea since 2001, when the international community increased its efforts to assist the more than 400,000 refugees from Liberia and Sierra Leone. The LWF provides aid to refugees together with NCA on behalf of ACT and UNHCR. LWF/ACT assists 55,000 refugees, most of them from Liberia through agricultural activities, food basket monitoring, psycho-social health care, trauma healing, environmental protection, local community projects and skill development for refugees. The LWF/ACT activities in Guinea are financed through ACT, UNHCR and UNICEF.

Without sufficient and continuous donor support it will be extremely difficult to develop a comprehensive refugee assistance

Seedlings are grown at a tree nursery in Mauritania for later planting to impede the advancing desert.  
© LWF/J. Ekströmer



program for a country that hosts one of the largest refugee populations in the world.

## Mozambique

LWF Mozambique's main task is implementing three integrated rural development projects in Tete, Sofala and Gaza provinces. In 2000, two new projects were started: (1) human rights and health for women and (2) support to local initiatives and capacity building.

Target groups are the refugees, returnees and IDPs resettled after the war and many years of destabilization.

This work was interrupted in 2000, when rains caused major flooding in the Maputo area and a cyclone hit the Sofala province. This was a major setback to the country and the work of the LWF. In March 2001, the Zambezi area experienced serious flooding. After the initial ACT Rapid Response Appeal, the LWF raised an ACT Emergency Appeal (AFMZ01) that served to assist more than 450,000 people in the greater Maputo, Gaza and Sofala regions with food distribution, water, health and sanitation, food production, shelter and infrastructure rehabilitation. The LWF Mozambique Program works closely with CEDES, the Ecumenical Committee for Social Development started in 1994 by the Christian Council, CARITAS Internationalis and the LWF.

An external evaluation was conducted in September 1999. The report came out two months before the floods, when immediate relief and rehabilitation were prioritized. It was only at the end of 2001 that attention could be returned to the evaluation. Following the disastrous floods, disaster preparedness has become a major activity to help strengthen community-based preparedness and mitigation.

The Integrated Rural Development Project in Inhambane was handed over to CEDES at the end of 1998. A recent joint assessment of the project found that there is renewed need for LWF support.

The program will continue capacity building at the grass roots and work through local partners in the areas of human rights,

HIV/AIDS, food security and social infrastructure. LWF Mozambique continues to work as a facilitator and catalyst for the dynamic processes involved in development, while at the same time building capacity to cope with emergencies. In 2002, the Southern African Lutheran Development and Re-



lief Network (SALDARN) was established, linking LWF programs in Malawi, Angola, Zambia, Zimbabwe, Swaziland, South Africa and Mozambique, to improve coordination and information exchange in disaster preparedness and development.

## Nepal

Despite just over a decade of democracy, Nepal is becoming increasingly unstable, with changing political parties, dreadful governance, and increasingly violent Maoist-led insurgency. The LWF's program has continued with two major focuses: relief and rehabilitation (primarily assistance to Bhutanese refugees and surrounding areas) and development. LWF Nepal also pursues two supporting strategies of advocacy/networking and organizational development. For much of the period between 1997 and 2002, LWF Nepal was guided by a country mid-term strategy, while an external evaluation was conducted in 2000–2001.

Bhutanese refugees in Nepal have remained in forced exile for over a decade

After the 2000 floods in Mozambique, clean water is essential.  
© LWF

Nepal, *left*: Woman cleans water tap.  
*Right*: Bhutanese refugee cleans cooking utensils in a camp.  
© LWF



and reached over 100,000 in number. LWF Nepal has remained a major UNHCR implementing partner in the seven refugee camps in southeast Nepal, responsible for camp infrastructure, shelter, water, sanitation and logistics. The camps are recognized globally as models of refugee participation, inter-agency cooperation and cost-effectiveness. However, the situation has persisted for too long. Some progress between the Bhutan and Nepal governments in 2001 raised hopes that a durable solution to the plight of refugees may be found.

LWF Nepal has also been diversifying from its more technical involvement to assume responsibility for promoting social awareness, kitchen gardening, vocational training, women and children/youth organizations, rights and advocacy. LWF Nepal has also sustained a mitigation program in the surrounding communities (Refugee-Affected Areas Rehabilitation Program), including developing community facilities, food security, disaster preparedness and training. From 1997 to 2002, LWF Nepal implemented two modest ACT-assisted relief interventions: (1) for flood victims in 1998–1999 and (2) the resettlement of liberated former bonded laborers in 2000–2001. It is also active in disaster preparedness work implemented in its own working areas and in that of local partner organizations nationwide.

LWF Nepal's development program has undergone a significant shift. CDPs in Baglung, Ilam and Kailali, where LWF Nepal had operated since its inception, were phased out. Increasing instability forced the closure of another development project in the Rolpa area. A new empowerment approach was introduced in 1997–1998. This

addressed the shortcomings of earlier CDP efforts by carefully targeting the most disadvantaged. The target of 150,000 rural disadvantaged people has been achieved and empowerment projects were established in six districts, primarily in the backward far west. Major challenges have been overcome and the results have been encouraging. After four years, CBOs of the disadvantaged have emerged in 38 Village Development



Committees, enabling LWF Nepal to reduce its input but to continue more modest support through these representative associations. In addition to supporting their own awareness and collective efforts, the empowerment projects have provided support in such areas as poverty reduction (food security, savings, credit), health (reproductive health, sanitation, water), education (disadvantaged girls), and legal rights (women's rights). However, since 2001, increasing insecurity in the deprived far-western areas has forced adjustments. LWF Nepal has not completely abandoned CBOs developed through earlier efforts, but maintains a very low-level connection through intermediary NGO partners in former project areas.

LWF Nepal has also played a more significant role in efforts to promote the cause of select oppressed groups. The main categories are Dalits, Kamaiya (former bonded labor) and Bhutanese refugees, all of whom are significant participants in its grassroots program. To promote the struggle against injustice, LWF Nepal partners local advocacy NGOs (i.e., four Dalit partner organizations, Kamaiya and refugee organizations) and participates in coalitions addressing this issue.

LWF Nepal works closely with the Social Welfare Council in the Ministry of Women and Social Welfare. Its development efforts are governed by a five-year agreement with the Refugee Coordination Unit of the Ministry for Home Affairs. Changing government policy towards aid/international NGOs has resulted in a shift toward working with national NGOs. LWF Nepal staff peaked at 230 in 1998, but was reduced to 150 by early 2002 (23 percent women), plus nearly 500 grassroots volunteers. The move toward more indirect operations with intermediary NGOs and grassroots CBOs if the security situation permits will further reduce staff numbers. A sustained human development program has been conducted, especially in the context of empowerment projects. LWF Nepal has also served as focal point for the Asian Zone Emergency and Environment Cooperation Network (AZEECON) network involving other LWF/DWS Asia programs, promoting ideas, exchange and staff development.

became the LWF Rwanda Program. The end of 1996 and beginning of 1997 saw the return of approximately 2 million refugees from Zaire and Tanzania.

Many of the refugees' houses and land were occupied by an earlier group of returnees from the 1960s who had returned in 1994–1995. The Rwandan government had committed itself to the returnees of 1996–1997 on issues of security and housing. In December 1996, the LWF was requested to assist with the relocation of families who were either occupying property or landless.

In 1997–1998, LWF/DWS assistance focused on resettling returnees in new areas. It fostered full community participation in the development of resettlement sites in an effort to create a sense of ownership and cohesion among the newly settled population.

By 1998, given the growing ability of the Rwandan population to resume earning their daily livelihood, the question of



Rwanda: Woman tends vegetable garden in food security project.  
© LWF

## Rwanda

DWS operations in Rwanda started in 1994 following the end of the genocide and the cessation of hostilities. The LWF acted as lead agency for the humanitarian assistance component of ACT until September 1996, when the former emergency program

DWS's future role was becoming increasingly pressing. The country program strategy developed in 1999 concluded that the LWF still had a role to play in supporting the longer-term development process. The only way in which Rwandan society could reach reconciliation was to address the root causes of genocide, land degradation, struc-

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tural poverty and overpopulation. The country strategy concluded that the LWF could make its greatest contribution to the delicate social development through its role as an international church organization.

Following a one-year transition during which remaining emergency and rehabilitation efforts were wound down, a three-year development plan was drawn up for building local institutional capacity and partnership for the promotion of peace and reconciliation. This principle has been fundamental to all DWS's work in Rwanda since 2000, as the program becomes involved in issues like HIV/AIDS, emergency preparedness, human rights, peace and reconciliation.

The challenge is to continue strengthening DWS's role as a facilitator for local partner initiatives. Through capacity building some progress has been made. There is a need to build on this momentum so that partners can be more effective participants in reconstruction and reconciliation. A related challenge is to continue to raise awareness among the LWF constituency of the importance of continuing support for the Rwandan people in their fragile and difficult societal reconstruction.

## South Africa

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The 1991–1992 drought that hit Southern Africa was said to be the worst in almost a century. A joint emergency relief project was implemented with the assistance of the LWS Swaziland Program through the diocese and parish structure of ELCSA. The extensive cooperation and collaboration between ELCSA and the LWF have led to the creation of the ELCSA Development Service (ELCSA-DS), established to strengthen the diaconal work of the churches.

In June 1997, ELCSA-DS secured legal status by becoming an association incorporated under Section 21 of the South African Company Act to render humanitarian assistance to the poor and victims of natural and human-induced disasters. Its mandate is to carry out its activities in coop-

eration with DWS. Since 1997, ELCSA-DS has been active both in the northern regions of the country and in the Kwa-Zulu/Natal provinces of the south.

ELCSA-DS activities are coordinated from two field offices in Pietersburg and Umtata/Kokstad. The ELCSA-DS/DWS program includes agricultural and environmental activities, water and sanitation, income generation, HIV/AIDS awareness raising, training and capacity building and basic adult education. The program also engages in emergency response in cooperation with ACT, as in the flood disaster of 2000 in the northern region.

Since 1997, ELCSA-DS/DWS has, by and large, focused on rural rehabilitation and community development. Water and sanitation, training, environmental/agricultural, health and HIV/AIDS awareness programs are also a large part of the work. In the last quarter of 2001, the ELCSA-DS team assessed its activities. Relevant stakeholders participated in this assessment, which identified the following priorities:

- Awareness building and training
- Institutional development and capacity building of ELCSA
- Water development and sanitation
- HIV/AIDS awareness
- Land issues
- Women's and youth issues
- Agriculture and food security
- Income and employment
- Preschool and daycare

The ELCSA-DS program was evaluated in May 2002. Highlights from the evaluation report were taken into consideration at the country strategy workshop in November 2002.



This Pare woman from Same District in northeastern Tanzania received a pregnant dairy cow from the Same Rehabilitation Project, operated by LWF/DWS Tanzania. In return, she gave the first female calf to another family, which then gave its first calf to another family, and so on. In this way, for many families, a one-cow donation turns into better nutrition and extra income from the sale of milk.  
© LWF/J.Stephens

## Tanzania

DWS operates in Tanzania as the Tanganyika Christian Refugee Service (TCRS). Since 1998, TCRS has been governed by a joint Board with the ELCT, in preparation for transition of the DWS field program to a national relief and development institution of ELCT.

TCRS has focused on advocacy and basic needs service provision for a growing population of Burundian refugees in Kibondo district. These refugees fled a bloody civil war in Burundi, which broke out in 1993.

TCRS manages Mtendeli, Karago, Nduta and Kanembwa refugee camps in Kibondo district, providing food distribution, shelter, water and sanitation, education and other services for some 160,000 Burundian refugees. With the help of ELCT, it has also successfully advocated with the Tanzanian government for refugees to have access to land for cultivation. This has enhanced the refugees' self-sufficiency and dignity.

Empowerment of the vulnerable rural poor to help themselves to improve their quality of life is vital. Over the past six years, 140,000 women and men have been facilitated by TCRS to analyze their situation, and plan and implement actions to improve family incomes, children's education, family health and community water supply.

TCRS has facilitated this empowerment process with ELCT dioceses and other church and NGO partners in Manyoni, Iramba, Singida Rural, Kibondo, Ngara, Karagwe, Simanjiro and Same districts. Plans have been developed to extend work to Kilwa and Morogoro rural districts.

TCRS is the main ACT implementing member for disaster response in Tanzania. Together with ELCT diocese partners it has distributed over 32,000 metric tons of food, mostly in food-for-work schemes. Within these schemes, draught- and flood-affected communities construct local roads and water supplies, terrace agricultural land, plant trees and receive food in compensation for their labor. Food security was enhanced for over 213,000 people by the infrastructure created during the disaster response.

An important part of TCRS's disaster response work is capacity building of local partners in disaster preparedness, early warning, assessment, response management and mitigation. This was in the form of on-the-job training carried out during the disaster response phase, as well as ACT regional training courses for staff of partner organizations. ELCT dioceses in particular have gained capacity and self-reliance in disaster assessment and response management.

One of the main challenges over the past six years has been the need to shift

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from a culture of “doing things for people” to facilitation and capacity building of local people and partners to gain self-confidence and self-reliance. This has required a change in attitude by TCRS staff, our local partners and the people TCRS works with. The struggle continues, but TCRS believes this to be the only effective route to sustainable development.

TCRS has also had to become more cost effective, since total resources available for relief and development work have declined over the past six years. The shift to a facilitation and capacity building approach has helped, as the same resources can have greater impact when local people’s own resources and capacities are better utilized.

## Uganda

Since its establishment in 1981, the Uganda program has broadened its area of operations and scope of activity. The initial commitment to providing timely and effective relief in emergencies has been expanded to include longer-term rehabilitation and sustainable development.

The Rakai community-based HIV/AIDS project was initiated in 1995 to address the prevention and the social and economic effects of HIV/AIDS on the community. The main target groups are young people, traditional midwives and the families of HIV-infected persons, primary school teachers, youth group leaders, community-based health facilitators and HIV/AIDS counselors.

Public education and awareness raising are key methods of intervention by promoting attitudinal and behavioral changes, especially among high-risk groups. The Rakai project places great emphasis on the training of intermediaries with regular follow-up and upgrading. Since 1996, the project has trained 1,360 educators, who in turn have conducted 2,479 awareness talks. Over 39,000 people attended the community awareness forums and 183,645 students were taught about HIV/AIDS through

organized drama shows, school quizzes and debates, resulting in the formation of 12 school health clubs.

The project depends heavily on the services of volunteer counselors, and 261 volunteer HIV/AIDS counselors have been trained to serve over 17,243 clients, including people with HIV/AIDS, orphans, widows/widowers and other marginalized groups. Counselors also assist in identifying beneficiaries for material support, advise clients in making wills, obtain treatments for opportunistic diseases, assist in settling disputes over the property of those who have deceased and direct thousands of clients to be tested for HIV/AIDS. The project supports 321 child-headed households with food (provided by WFP), school materials, second-hand clothes, blankets and domestic utensils. It has constructed 271 modest houses for child-headed households with the material and human support of the communities.

The project embarked on skills training for the marginalized, self-help and community-based groups in business enterprise and management, income generation, organic farming and loan management. Vocational skills training is also provided in carpentry, brick making, bicycle repair, motor mechanics, tailoring, agriculture, clay works and blacksmithing. Over 750 students have graduated over the years in different vocations and 70 percent of the graduates are utilizing their skills and making a dignified living.

According to a government assessment conducted in 2001, the Rakai project has contributed to a reduction in the HIV/AIDS prevalence rate from 17 percent in 1996 to about 9 percent in 2001. The project has hosted a number of visitors from NGOs, related agencies and other LWF programs.

The goal of the Karamoja Agro-Pastoral Development Program (KAPDP) is to assist in the reestablishment of agro-pastoralism as a viable livelihood for households. It has set objectives to improve household food security and strengthen in-

digenous coping strategies by placing greater emphasis on cereal banks, animal health and water supply, all managed by the community. Community cereal banking has received a high level of community interest and participation. Cereal banks have risen from 13 in 1997 to 268 in 2002, playing an important role in bridging the gap during periods of food shortage.

Close working relationships to customary institutions have evolved in each of the project areas and the leadership has involved elders in the management and review of the program. The project has included: community mobilization for social and technical training; formation and management of cereal banks; community-based animal health care; community-based water resource management, soil and water conservation; peace and reconciliation. The project has been instrumental in brokering 12 cease-fires to reduce tribal conflicts.

Soil and water conservation and dry land farming practices have been introduced under the UNDP cross-border biodiversity project, which has concentrated on areas around Mount Moroto. The project commenced in 2001 and is aimed at improving household nutrition.

The DWS's Adjumani (earlier known as East Moyo) Sudanese Refugee Resettlement

Program was part of a multi-sectoral assistance program for refugees aimed at their longer-term resettlement and integration. In May 1995, LWF/DWS entered into a tripartite agreement with UNHCR and the government of Uganda, to be the lead agency and main implementing partner in Adjumani.

The refugee population has been stable at 57,664 domiciled in 34 settlements and one transit camp. Many refugees have begun cultivating farm plots provided by the local communities. About 40 percent (21,813) of the refugees are fully food self-sufficient, while the majority still require continuing food assistance albeit at a reduced amount.

Under the multi-sectoral assistance program, LWF/DWS continues to distribute food and non-food items on a regular basis to all entitled refugees, provide logistical support such as vehicles/equipment repair and maintenance for all the implementing agencies and construction of infrastructure roads, bridges, schools and health posts.

## Zambia

For several years Zambia has experienced an influx of refugees and an increase in socioeconomic problems that have posed a serious dilemma. These difficulties have been further exacerbated by the HIV/AIDS



Children at a refugee camp in Zambia  
© IKON/ACT International/  
M. Ejdersten

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pandemic that has hit the country badly and affected all sectors of the economy. In response to these challenges, the LWF Zambia Program focused its intervention on refugee work, resettlement of local Zambians and rural community development and motivation. Due to the high rate of HIV/AIDS infection and deaths, all projects have an integrated HIV/AIDS focus.

LWF/Zambia Christian Refugee Service (LWF/ZCRS) has facilitated community development in one of the poorest areas of Zambia, the eastern province, through the Rural Community Development and Motivation (RCDM) project. Significant achievements were made in the self-help construction and water development sectors, where 169 self-help projects were completed and 433 wells constructed. A total of 550 groups were formed out of which 63 federations were formed to strengthen the groups. The groups are involved in such activities as the seed loan scheme that helped poor families access loans for agricultural inputs. The revolving seed loan scheme offered not only credit facilities but also training in business and management skills. The scheme has now been replaced by a seed multiplication scheme. Income generation activities were supported to empower the poor for basic subsistence. Tree planting and agro-forestry were given a high priority and supported throughout the period.

Together with the Catholic diocese of Chipata, LWF/ZCRS manages the resettlement of poor Zambians at the Ukwimi Resettlement Scheme in Petauke district, eastern province. The project resettles and empowers landless Zambians through the promotion of sustainable agriculture and seed multiplication projects, skills training and extension services. Over the last six years the project resettled 1,600 families. Activities included seed loan projects, fish farming, livestock management, environmental rehabilitation, water and sanitation, women's development groups and development education groups.

In partnership with the government of Zambia and UNHCR, LWF/ZCRS is respon-

sible for the management of Meheba, Mayukwayukwa, and Ukwimi refugee settlements in the northwestern, western, and eastern provinces of Zambia. At the beginning of 1996, the combined refugee population in Meheba and Mayukwayukwa was 36,189. With the addition of Ukwimi refugee settlement, reopened to a special group of refugees in December 2000, the combined refugee population at the three settlements rose from 48,034 in December 2000 to 84,223 in December 2001. The influx of refugees increased significantly during the last two years due to the continued fighting in Angola. The main activities in the three settlements are: distribution of food and milling of maize grain; warehouse management; development of water and sanitation systems; various health and nutrition interventions; general site operations such as land demarcation, plot allocation and road maintenance; promotion of agricultural production and marketing; environmental activities; emergency relocation; etc.

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## Associate Program Highlights

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### Bangladesh

Rangpur Dinajpur Rural Service (RDRS) Bangladesh is a leading integrated development NGO. Concentrated in six remote districts in northwestern Bangladesh, its development program has evolved from relief through sectoral to integrated development, and continues to evolve especially in the areas of social capital formation and livelihood promotion. In this vulnerable environment, disaster preparedness and response are major priorities.

Responding to the rapidly changing political and socioeconomic contexts of rural Bangladesh, the RDRS Strategy 1996–2000 guided the organization in addressing the needs and promoting the rights of over 1.5 million program participants (the landless and near-landless), including over 17,000 groups and 252 CBOs known as Union Fed-

erations. Its integrated core program addressed nine sectors of activity based on group formation and support, and a progressive development program leading to group graduation after which the self-managed Union Federations continue to protect their interests. The RDRS's core program was supplemented by a range of bilateral

development aid. The development program focuses on the pursuit of primary group formation/graduation and the emergence of apex bodies known as Union Federations. Higher priority has been assigned to sustainable economic livelihoods, but RDRS has also been active in promoting the rights of the rural landless,



Fingerlings are harvested from fish hatchery in Ulipur, Kurigram District, northwestern Bangladesh. © LWF/RDRS

projects (which accounted for almost two-thirds of funding), but its long-term core partners continue to demonstrate loyalty throughout the localization period, participating in annual partners' consultations (the seventh was held in 2001). An exhaustive self-evaluation was conducted in 1998–1999 as preparation for the new strategy.

In June 1997, after 25 years as an international organization and one of the largest field programs, RDRS was transformed into an autonomous local organization, the RDRS Bangladesh Trust, with national board members and a Bangladeshi executive director assuming leadership. Subsequently, RDRS signed a Memorandum of Understanding with LWF/DWS to continue as an associate program.

The RDRS's development program made a significant shift in line with the country strategy and the global trend in

especially women; the organizations of the rural poor; capacity building; skills training; micro-finance, health services; and disaster preparedness.

Under the new RDRS strategy 2001–2005, the program will evolve further. While concentrating on its northwest heartland, RDRS is shifting its focus beyond the grass roots. The plan emphasizes institution building, social awareness, economic empowerment and civic engagement at four operational levels (from grass roots to the regions). Priority is given to promote the emerging network of CBOs as effective civil society actors. New disadvantaged categories include small farmers and tribal people and those displaced by river erosion, presenting new challenges for 2000–2001. The separation of micro-finance (serving a clientele of over 200,000) was also a major shift, as that sector (employing 800 staff)

seeks to become self-financing. RDRS also maintains its innovative edge with new models in food security, capacity building, disaster preparedness, etc.

RDRS seeks to link and promote grassroots issues at higher levels. It continues its advocacy support at the grassroots by supporting involvement at the lo-

ing events such as disaster and micro-finance training and regional consultations for the LWF and partners.

## Peru

In 1983, Diaconia was established as a legalized national, church-related NGO. A

A mother in Peru prepares potato and cabbage soup, harvested from family gardens in the Andes.  
© LWF/R.Dinger



cal level. The regional role envisaged involves strong links to local and national government, NGOs, CBOs, researchers, professional groups and others in civil society. RDRS has expanded its role in over 20 national NGO coalitions, seeking to influence public policy and practice.

In 2001, RDRS staff totaled 1,584, of which 28 percent were women, plus 1,324 grassroots volunteers. These numbers are likely to decline. As part of its localization program, attention will be given to the development of resources and facilities, including the spreading of information technology to key program functions. RDRS now has an impressive network of field training centers, linked with 252 Union Federation centers. The North Bengal Institute (RDRS/NBI) in Rangpur is a purpose-built training facility intended to promote RDRS's new region-wide role. Through its involvement in AZEECON, RDRS maintains close links with other LWF/DWS programs in Asia, host-

partnership agreement was signed for its coordination and cooperation with the LWF. Since 1997, Diaconia has had full responsibility for personnel, fundraising and bilateral and multilateral relationships. In 2000, Diaconia's bylaws were modified and the work for the years 2002–2006 was refocused.

Diaconia has increasingly adopted a developmental approach and specialized in the implementation of rural development programs in some of the poorest Andean regions of Ancash, Huancavelica, Huánuco and Cajamarca. During the new phase (2002–2006), the Sustainable Rural Development Project (PSRD) seeks to build on and combine the experiences gained in working closely with peasant communities. Its purpose is to improve the quality of life of the peasant population in four selected areas of service. Activities include: support of community organizations; protection of environmental and

natural resources; improvement of the economic status of families by enhancing productivity and marketing; improvement of health; promotion of balanced diets; encouragement of the peasant population in decision-making processes.

The project combines infrastructure related work with capacity building, training and education and includes: the building of irrigation canals; soil conservation; water management; forestation; livestock and agricultural promotion; improved stoves; latrines; bio-gardens; training and education in health, hygiene and nutrition. Special attention is given to restoring family unity and self-esteem, providing education in responsible parenthood, integral care of small children and the promotion of human rights. All activities have gender and capacity-building components. Activities foreseen at the village level are awareness raising and the active participation of women.

The program is based on sustainable micro-regional development with a holistic focus, using an agro-ecological farming proposal. The quality of life will be improved by building capacity for development and citizens' participation, vocational training, providing better access to basic services, nutritional improvement and integral care of small children, increases in family income and environmental conservation.

## Zimbabwe

Since 1995, efforts have been increased to localize LWF operations under a church-related organization, the Lutheran Development Service (LDS). A transitional project designed to prepare LDS to take over was implemented from 1997 to 2000. Between 1997 and 1998, joint regular meetings were held between the LDS



Rural community development project, Zimbabwe.  
© LWF/IKON/J.Elfström

The program's educational component involves training teachers at rural schools in modern teaching techniques and a new curriculum, which includes food production, nutrition and the construction of school gardens. This work is carried out in agreement with the Ministry of Education.

Board, the ELCZ and the staff, on the Terms of Reference for LDS, its role and mandate and operational guidelines. These were approved at the end of 1998.

Property was purchased for the Harare office in the name of ELCZ. In Bulawayo, the LDS offices were moved to an ELCZ-owned property, which also houses the

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workshop. Similarly, the midlands Masvingo office is also located on ELCZ property. In 1999, LDS was restructured into two area coordination offices: Midlands/Masvingo (Zvishavane) and Mat south (Zezani). The overall program coordination rests with the Bulawayo office. The former ELCZ non-formal education program was also integrated into the LDS structure and a coordinator for the savings and credits cooperatives (SACCO), was appointed and stationed at Masase. An evaluation process took place to streamline job descriptions and grades, and key appointments were made. The director was appointed in 2000.

Capacity building has been an ongoing activity, with staff members benefiting from various long-distance learning opportunities and workshops. Four area officers are studying for a degree in agriculture by long-distance learning, one officer is taking a degree in adult education, and one manager is studying management development. Specialized workshops in management, budgeting and reporting have enhanced the capacity of the staff, the Board and the ELCZ.

Generally, the LWF/LDS program has been implemented well and has positively contributed to the lives of marginalized people. The core areas of development education, environmental conservation, income generation, water supply and food security, savings and credit, livestock restocking, HIV/AIDS and support to orphans were carried out. The IRDP has been the key approach and major program through which all the components have been delivered. Development education has been a critical element in the IRDP and has been implemented in all activities.

With over 50 percent of LDS's funds having been allocated to water supply and

food security these have constituted the largest program of the IRDP, mainly because these issues were identified as priorities by the beneficiaries. Small to medium-sized dams have been constructed, and bore holes and wells have been sunk to provide clean water.

In response to the HIV/AIDS pandemic, LDS has implemented programs to alleviate suffering by providing educational assistance through school fees support and educational material. Awareness raising to reduce the rate of new infection has also been implemented and there is a general understanding and appreciation of the disease among the communities.

Environmental awareness and conservation have also been an important aspect of LDS's work. Gully reclamation, siltation control measures, forestation and tree saving programs have been encouraged. The use of dual-purpose trees—such as fruit trees for nutrition and fuel wood—has been promoted.

Infrastructure support has aimed at restoring and constructing social infrastructure such as classrooms, teachers' houses, clinics, as well as development association centers. Several schools and communities have benefited.

LDS has been involved in emergency programs, all of which were drought related except the 2000 program, which was for flood assistance. The drought programs have involved food-for-work schemes, supplementary feeding for the under-fives and schoolchildren and free food distribution to the elderly and the sick. Flood assistance has involved the provision of shelter, food and sanitation facilities, as well as repairing damaged infrastructure, especially dams, bore holes and wells.