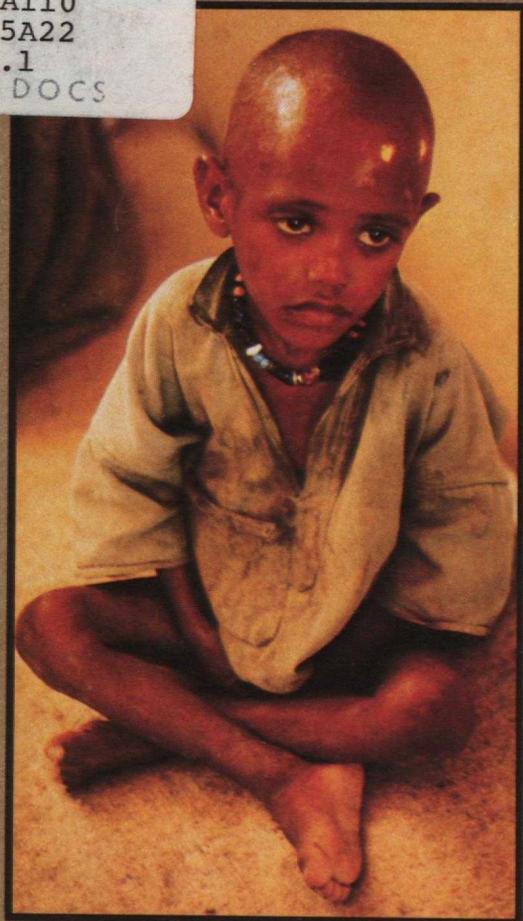


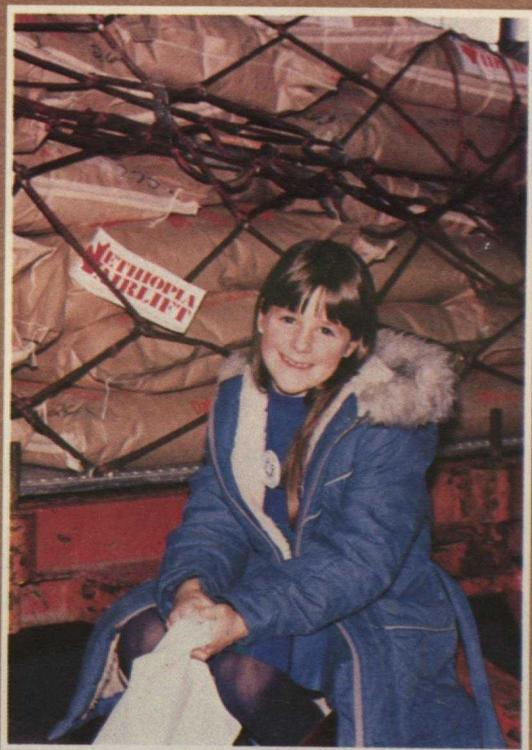
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The African Famine

and Canada's Response



**A Report by the Honourable David MacDonald
Canadian Emergency Coordinator/African Famine
For the Period from November 1984 to March 1985**

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200 Promenade du Portage
Hull, Quebec
K1A 0G4

MacDonald, D.

The African famine and Canada's response : a report. Hull, Que.,
Canadian Emergency Coordinator/African Famine. 1985. 56 p : ill.

/Famine/, /food shortage/, /food aid/, /Canada/, /Africa/ — /emergency
relief/, /drought/, /aid coordination/, /financial aid/, /non-governmental
organizations/, /directory/, /recommendation/, statistical data.

UDC: 341.232:641 (71:6).

Microfiche edition available

Il existe également une édition française de cette publication

The African Famine and Canada's Response

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**A Report by the Honourable David MacDonald
Canadian Emergency Coordinator/African Famine**

For the Period from November 1984 to March 1985

43-271-635



Gouvernement du Canada Government of Canada

Coordonnateur canadien
pour les secours
d'urgence Canadian Emergency
Coordinator

Famine africaine African Famine

March 14, 1985

The Right Honourable Joe Clark, P.C. M.P.,
Secretary of State for External Affairs,
Lester B. Pearson Building,
Ottawa, Ontario,
K1A 0A6.

Dear Minister:

I am honoured, Sir, to submit this report to you for Parliament and the people of Canada. The situation is too grave to permit any delay or disruption in the continuing support so desperately needed in much of famine-stricken Africa.

The Report has been written partly in a question and answer format. We chose this style because we felt it reflected the character of the time that we spent assessing and responding to the famine crisis in Africa.

The past four months have been a challenging experience for me and for many Canadians. Our television cameras, radio reports, magazines and newspapers have brought to us pictures of a situation that is grim beyond our experience, but Canadians have not reacted with discouragement. Instead, we have mobilized from coast to coast to find the ways and means to provide aid to people in desperate need. I have drawn inspiration from this as have many others around the world.

Yours sincerely,

David MacDonald
Canadian Emergency Coordinator
African Famine

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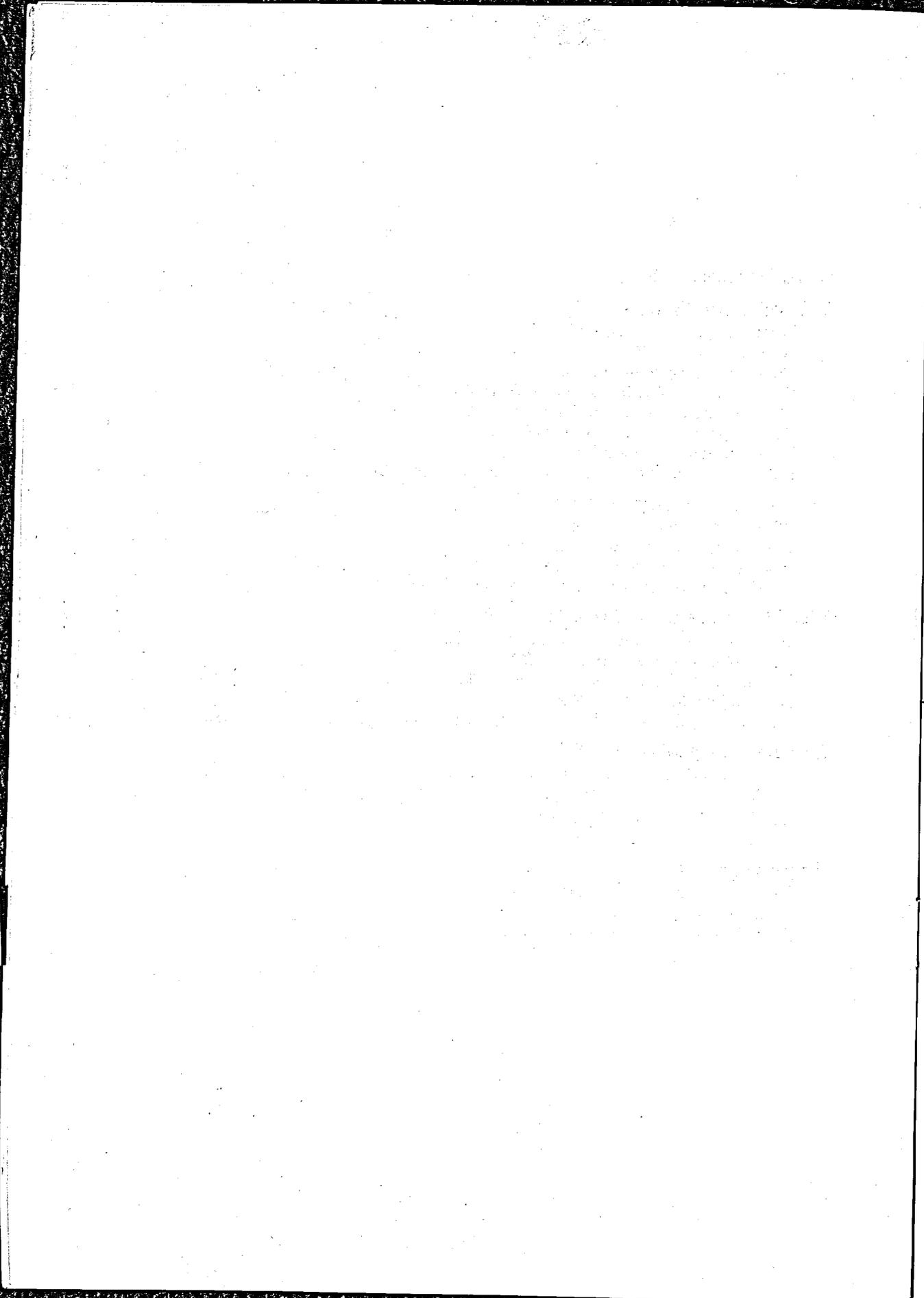
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Introduction

In October of 1984, Canadians first began to be aware of the extent and gravity of the famine in Africa. On November 1, the Secretary of State, the Right Honourable Joe Clark, designated an Emergency Coordinator to begin the difficult task of assessing the extent of the food crisis in Africa, working with the voluntary sector to channel Canadian efforts to feed the hungry and to propose concrete steps for the government to take in the African crisis.

Canada was the first country among the donor nations to designate an Emergency Coordinator for the African Famine. The Coordinator, David MacDonald, has led three missions to Africa to assess the situation there. In Ethiopia, Mauritania, Mali, Niger and the Sudan, the missions have enabled Mr. MacDonald and representatives from labour, business, the voluntary sector and all three national political parties to gain a personal understanding of the hardships being suffered by people in Africa.

The African crisis is a complex one, both in humanitarian terms and in a broad foreign policy sense. For example, Canada is already spread very thin in the Third World. We are active in more than 80 countries, whereas larger countries like France concentrate their international aid efforts on half that number. If we are going to focus more of Canada's aid in Africa, what ripple effect will this have on our aid efforts to both Asia and South America as well as our support of United Nations' organizations? Only when these larger issues have been addressed as part of the foreign policy review presently underway can we decide and define the role of major institutions such as the Canadian International Development Agency (CIDA), vis-à-vis the role of the United Nations, External Affairs, the World Bank and other multilateral institutions that Canada finances.

My mandate was clearly focussed on assessing the famine situation and proposing concrete steps to alleviate the situation. Obviously, this cannot be done in isolation. The role of other government departments such as CIDA and Canadian assistance to international organizations has to be considered but, in the four months of my mandate, there has barely been sufficient time to assess the situation in the drought-stricken areas of Africa. My report will, therefore, concentrate on this issue and the immediate Canadian response to it. Beyond the large-scale problems, the planning and preparation of emergency relief and of general plans, always somewhat abstract, beyond even the unbearable scenes shown on television, we and they have directly encountered the overwhelming horror of the refugee camps. We have seen wretchedness multiplied to infinity, whole families starving, separated, decimated — but still retaining in the midst of catastrophe an extraordinary dignity and a kind of hope which profoundly moved us.

Urgency is still, and even more, the central issue. Sudan is now at the point at which Ethiopia was 15 weeks ago. Rain has still not fallen, and it may be a long time before it does. The ecological chain has been broken, and it cannot be put back together without assistance. Apart from all that, the intensity of the famine has led, on a nationwide scale, to such a state of disorder that no government in the world could, unaided, regain control of the destinies of these millions of men, women and children.

Such an exceptional situation inevitably raises numerous questions. These questions have been asked everywhere, on radio and television, in the papers and in the House of Commons.

In the pages which follow we have set our response to the most pressing among these questions. Our viewpoint and choices have been guided by these realities, and their echo will be found throughout our recommendations.

The African Famine

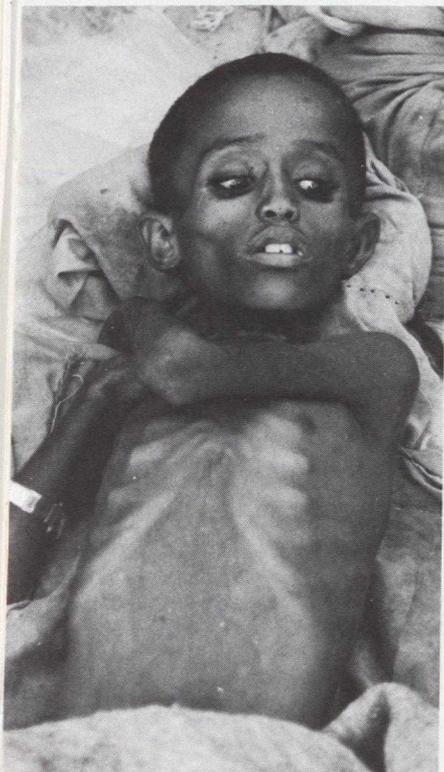
What is Happening in Africa?

What we have witnessed in a large part of Africa during the past few months represents a total upheaval of whole communities and societies in more than a dozen African nations. Complete ecosystems that have sustained life for thousands of years are collapsing. Nature and man have conspired unwittingly to create an unbelievably inhospitable environment.

Our one constant experience, having completed assessments of five of the African countries most seriously affected by the famine, has been of the incredible human agony as millions of people attempt to find food and water to sustain life itself. Words are not sufficient to describe the hundreds after hundreds of square miles of denuded landscape. Never has a blade of grass, a bush or a tree seemed so precious as when we have journeyed through lands that have been baked open by prolonged drought. Drought is the constant companion of the many millions in the sub-Saharan parts of Africa and parts of southern Africa attempting to sustain life and health under seemingly impossible circumstances.

*A famine victim at
Bati camp, Ethiopia.*





*A victim of drought
at Korem camp.*

What is Famine?

Famine is the actual condition when the whole population, human and animal, is deprived not just for days or weeks or months but for years of the very elements of life itself — food of any kind and water. It is the inability of an entire society to be able to overcome that basic hunger. It is the resulting destruction of individual life, the social order and the natural world. It is with the victims though, in the eyes and faces of the men, women and particularly the children, with shrunken and distorted bodies, where one sees the full impact of famine.

How Many People are Affected?

More than 30 million people are in a life-threatening situation, that is, they cannot find or produce enough food and water to sustain life; and 150 million people, between a third and a half of the population of the African continent, have been affected in more than 20 countries. This has created massive internal disruptions within national boundaries and across borders. Literally, millions of Africans are on



*Sand dunes in
Nouakchott,
Mauritania.*

the move as people are driven from their homes and communities by the famine.

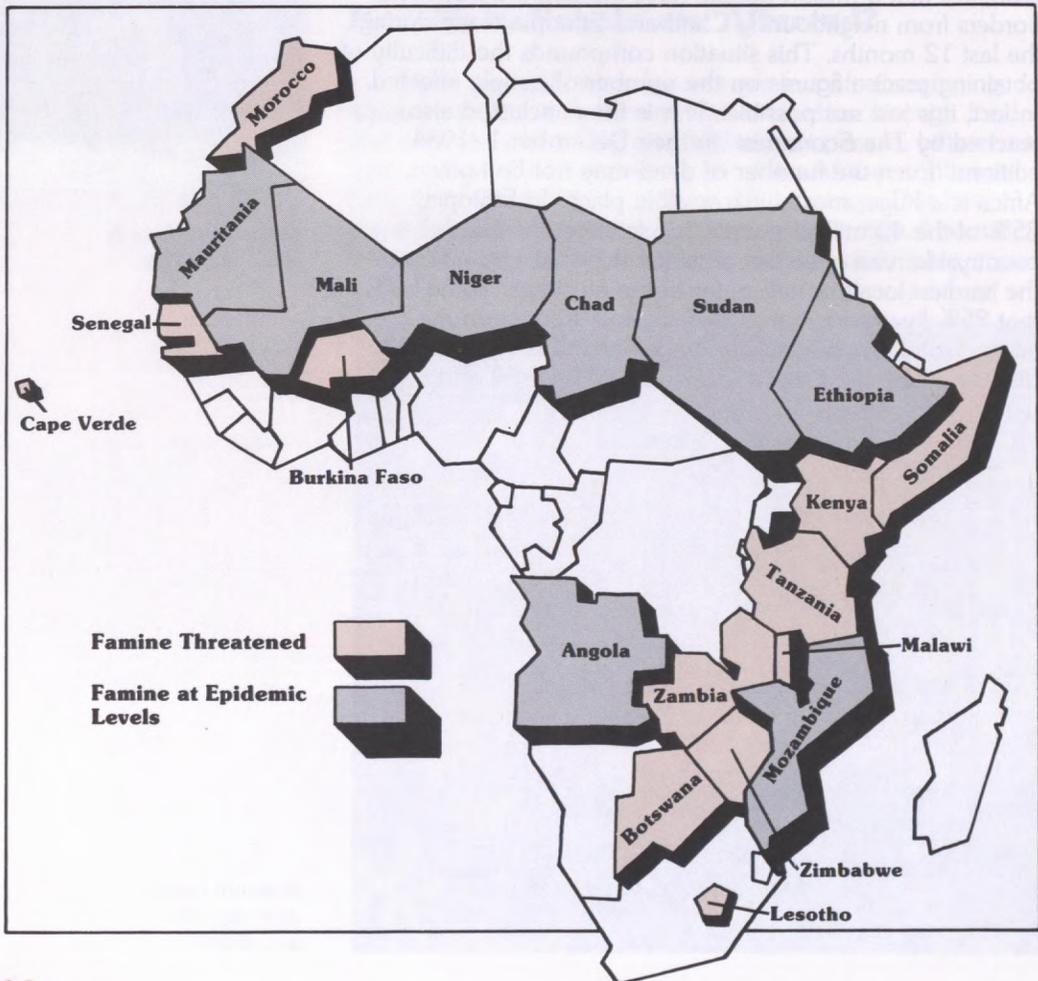
André Saumier, Senior Vice-President, Richardson, Greenshields of Canada Ltd., a member of our mission to the West African countries of Mauritania, Mali and Niger, had this to say about the effect of the drought: "The Canadian equivalent to the sub-Saharan situation would be if the polar ice cap began to march south on Canada, freezing our crops and animals. In Nouakchott, we saw the sand dunes in the middle of the city, palm trees buried by advancing sand and sand piled against the sides of houses."

The United Nations High Commissioner for Refugees estimates that a million people have crossed the Sudanese borders from neighbouring Chad and Ethiopia alone during the last 12 months. This situation compounds the difficulty of obtaining precise figures on the number of people affected. In fact, it is just not possible. This is the conclusion also reached by *The Economist* in their December 1, 1984 edition: "Even the number of dead may not be known. Africa is a huge, mostly inaccessible place. In Ethiopia, 85% of the 40 million people live scattered across the countryside, vast stretches of which defy visits by all but the hardiest locals or helicopter-borne outsiders. Some 60% of that 85% live more than two-days walk from even the crudest road. Weakened by hunger and thus vulnerable to disease, many die unseen by people with pencil and paper."

Where is the Famine Happening in Africa?

Canadians first became aware of the famine in Ethiopia. Ethiopia is just the tip of the iceberg. The famine conditions of drought and deserted countryside stretch in a vast belt across Africa beginning with Ethiopia and parts of Somalia in the east, and then moving into Sudan, Chad, Burkina Faso, Niger, Mali and Mauritania on the Atlantic coast. Other severely affected countries include Mozambique, Angola and Zambia. The land area affected is so massive a map is really the only adequate way to represent the extent of the African continent affected.

The Drought in Africa



What are the Causes of the Famine?

Desertification and Drought

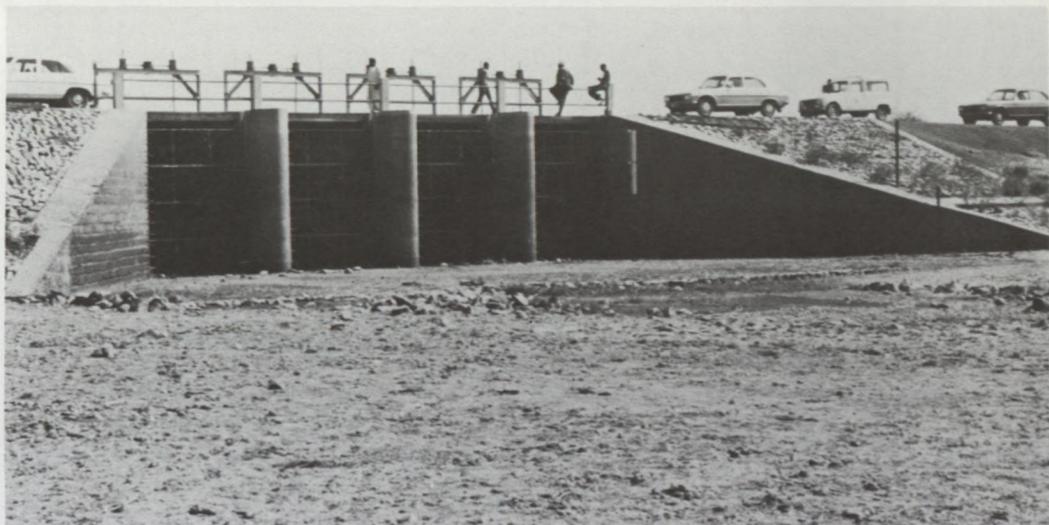
"Since the late sixties the northern part of the region has been affected by desertification. This is due partly to periodic droughts, but mainly to man through:

a. Overgrazing resulting from an imbalance between the number of animals and the carrying capacity of grazing land either due to a huge increase in the number of animals or due to their concentration around certain centres because of water availability or other social and climatic factors.

b. Removal of the tree cover for shifting cultivation and fuel needs of domestic and industrial users (households, bakeries, brick kilns, etc.)." — From Sudan *The Strategy of Kordofan Regional Government to Combat Desertification and Alleviate the Effects of Drought*.

Lack of Rain

- In Mali, the 1984 drought was the worst since 1905.
- In most areas of Africa suffering from drought conditions, rainfall is at a 40- to 50-year low.
- The Sahara has been advancing steadily along a line thousands of kilometers long between Dakar and Djibouti since the late 60s.



An empty dam in Niger.

Population Increase/Traditional Farming Practices

- The population of most African countries has doubled during the last 20 years. While there have been many improvements in education and health, 85% of Africans still live in traditional ways. These traditional farming, fishing and woodcutting techniques have combined with the drought and population pressure on the land to cause the desertification process we saw everywhere.

“In many parts of Alberta, we have drought conditions. In the Pincher Creek area of Alberta you can only keep one cow per 25 acres by law. If you allowed more animals to graze, they would kill the land. There are answers and they are not big or complicated ones.” — Harold Martens, farmer, M.L.A. Saskatchewan, Member of the Mission to the Sudan.

Poverty

- Famine countries are poor and, hence, even under normal circumstances, have few resources to improve their lot or repair damage caused to the land by ordinary human activities. In 1982, the annual per capita income in Ethiopia, Tanzania and Mozambique was less than \$400. The world's poorest countries include Chad, Mali, Somalia, Niger and Gambia, all countries suffering drought conditions. Per



Drifting sands cover a highway in Mauritania.

capita income in 1983 was 4% below that in 1970, the middle of the first drought period.

- Poverty is usually associated with population pressure and it is so in Africa. In spite of drought conditions, population growth is 3% per year even though half the children die before the age of five.

War

- Civil wars rage in the worst-stricken countries: Ethiopia, Chad, Angola, Mozambique. The Sudan is also prey to civil war in the south. The ultimate irony is that the modern weapons that have escalated these conflicts into proportions that have killed 3.5 million Africans since 1945 come from developed countries some of which also provide food and development aid. War and poverty are the major human contributing factors to the African famine. If there are other energy sources, for example, trees do not have to be cut for fuel and animal forage. If there are trees, water tables are more resistant to decline and the entire water cycle of retention, transpiration and precipitation becomes more vibrant and healthy. We can contribute in small ways to reducing the poverty of the African people and we have mentioned some ways in the Recommendations concerning building a durable response. War, however, is a different matter.



A dry riverbed in west Africa.

What Happens if it Rains this Year?

If the rains do return, we could anticipate some gradual diminishing of the full impact of the present drought. But even a return to what has been close to a normal rainfall would not immediately overcome the massive disruption to normal patterns of life. In drought areas, people have been forced to abandon their villages and are not even in a situation to plant. They are in refugee camps or are too weakened to be productive. Farmers who remain have no seeds. Their cattle have died.

The depth of the problem is illustrated by the fact that at least 32,000 metric tonnes (1 tonne = 0.984 tons) of seed will be required in Ethiopia alone this year and it will be important that it arrives in time for the planting season. Then the seed will have to be distributed in remote areas, where starvation has often reached such proportions that, instead of planting the seed, people will eat it to survive. Governments find it very costly to try to reconstitute disrupted communities. Hence, the tendency is to eat seeds because the basic tools required to plant and work the land have been lost or sold.

Even traditional fishing practices on international rivers such as the Niger are no longer productive because the reduction in river size has changed the ecological conditions so that the fish cannot reproduce. The decline in water levels has also reduced the production of water-recession crops, such as rice.

What Happens if it Doesn't Rain

It is almost too terrible to contemplate the impact of another drought similar to the last two or three years. Starvation would certainly increase even with the massive human efforts now underway. Without rain, development efforts would have to give way to further relief. "In many African countries people are having to do without any public services [education and health, for example], as governments concentrate their resources and energies on sheer economic and political survival." — The World Bank 1984 report, *Toward Sustained Development in Sub-Saharan Africa*.

Is Africa Different from Other Parts of the World?

The vast stretches of Africa that are now directly affected by the famine are different from other parts of the world only in the sense that they are in the midst of this desperate

struggle to survive the full impact of an environment which has become very hostile and agricultural practices which have failed. Yet, if we were to examine the potential of most of these areas, we would discover that they have been some of the most productive agricultural areas in the world. Sudan and Ethiopia were once called the breadbaskets of Africa, as are our western provinces of Manitoba, Saskatchewan and Alberta. Experts agree that destructive, short-term gain, agricultural practices in Canada contributed to the 1930s' drought as much as the lack of rain. Therefore, we must take very seriously the implication and warnings that are front and centre in the present experience of the African famine. Trees, which we take for granted in Canada, are in famine-stricken Africa, a rare and precious resource. Sixty years ago, 40% of Ethiopia was tree covered. Today it is less than 4%. In fact, one can almost write a simple one-line description of national wealth versus poverty: rich countries have trees, poor countries don't.

The African People

Who are the Africans?

“You should have at least given us 50 years to cover the ground that you did over the last 500.” — President Senghor of Senegal.

There is one crucial thing to understand about the African people and it is this: 85% of Africans live in rural communities. Many of these communities have been established for centuries, so that often a village will have its own language, religion, traditions and ruling customs or laws. This means that large parts of Africa are in effect composed of thousands of very small “nations.” The other great social grouping of Africans is composed of pastoralists or nomadic people. In areas of Africa where pastoralists predominate, one will more often find the same religion (Islam, for example) and fewer languages spread over larger territories than in areas of Africa populated by village communities. But still, the lack of modern communications (like trains, major highways and telephones) keeps their links tenuous and even in the Sahel, an area traditionally populated by nomads, there is a great diversity of languages and cultures.

Traditionally, there was a balance between Africans who conducted their lives as pastoralists following herds of grazing animals, farmers living in settled communities and urban dwellers. National boundaries largely defined by European colonizers, weapons provided by developed nations and the present drought have upset this traditional balance. Farming and pastoral communities are collapsing and people are crowding in on cities with tremendous force. In Nouakchott, Mauritania, the population 10 years ago was 135,000, 5 years ago it was 180,000, today it is between 450,000 and 500,000. Cities throughout the drought regions of Africa have become bloated beyond their ability to provide even rudimentary services such as clean water. This massive dislocation of people is taking place in the context of new nations which are struggling to solve the kinds of social, economic and political questions that have taken centuries to sort out in Europe and North America.

When they became independent in the 50s and 60s, African peoples inherited from the previous colonial governments geographic areas which often had no historical reason for unity. Previous to the colonial period, there had been no common factor, such as language or religion, to bring together in one organization large populations of Africans. For example, in Nigeria, there are about 250 distinct languages. Many Africans were brought together for the first time by European colonial empires. But this covered a very short period of history — about one century — during which Europeans were busier fighting each other than organizing Africa. As a result, in the 60s, Africans were left to fend for themselves with countries that were imposed rather than that evolved.

The problem of language illustrates the complexities and difficulties of setting up a modern nation state in Africa. New African nations are obliged to use French or English as official languages because of the variety of languages within their borders and because, like native North American languages, African languages are spoken rather than written. Hence, even communication between people within modern African national boundaries is often very difficult.

The World Bank puts it this way in their publication *Toward Sustained Development in Sub-Saharan Africa*: “Compared with the rest of the world, African countries have been independent for a shorter time; they lack a tradition of national political organization and are more ethnically diverse.”

What is Happening to Women?

Agriculture is the mainstay of most African countries. Women in rural areas grow at least 50% of Africa's food. In some parts of southern Africa, women provide up to 90% of the rural food supply. In addition to preparing the food consumed in the home, women gather fuelwood, collect water and care for the children. The United Nations has estimated that a typical workday for Zambian women during the planting season was 16 hours from 5 a.m. to 9 p.m.

Relief and development aid from donor countries to recipient countries is largely controlled by government institutions which are in turn controlled by men. There is evidence that foreign aid largely benefits men and that only a small proportion trickles down in a useful way to women because what is necessary in terms of development projects tends to be defined by men, through men and for men.

An Ethiopian woman prepares bread.



Thus, although women contribute somewhere between 50% and 75% of the world's labour, they only earn about 10% of the world's income and own less than 1% of the world's property.

Further, projects that will change the status of women's situation radically, such as education and birth control, tend to be explosive politically, as they touch on religious and cultural sensitivities and thus are avoided by donor countries in favour of mechanical and agricultural development such as dams, irrigation projects, new breeds of cattle and new seeds, all of which tends to benefit land-owning men first and women a distant second.

What is Happening to Children?

Children suffer from hunger first and die first in a famine situation. The reason for this relates primarily to body size and developed immunities. Infants and small children have little resistance to contaminated water and a 20% reduction in body size can put a small child at death's door. In a psychological sense, they tend to be more resistant to such horrors as loss of home and livelihood than parents. We met children smiling, laughing and playing games under conditions which had the faces of adults lined with despair.



A feeding station in west Africa.

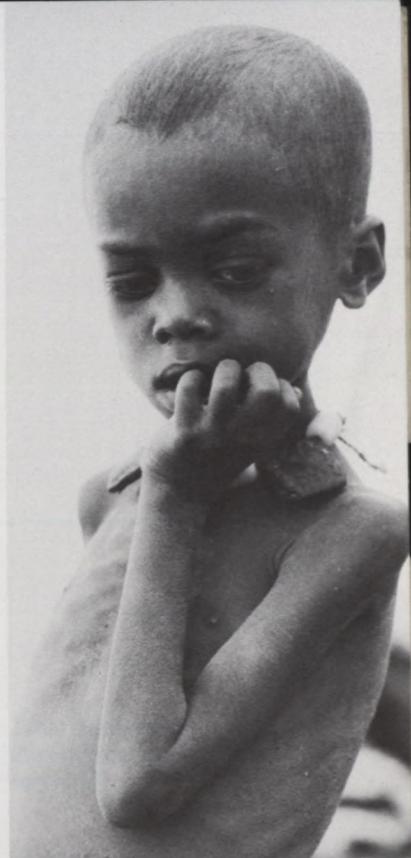
Nevertheless, the long-term effects of prolonged malnutrition on the very young will be permanent. Some of the children we met in camp field hospitals were among the most physically damaged human beings we had ever seen. That children should suffer in such a cruel and unjust way is beyond our ability to understand, explain or accept.

What are the Africans Doing to Help Themselves?

“Africans do not give up easily. Many have planted three or four times the same year in the hope that rains might fall and bring a crop; it is only when they ran out of seeds that they walked away.” — President Kountche of Niger, January 1985, to the Canadian delegation.

Africans are proud and often do not ring the alarm bell quickly enough for help to arrive on time. They try long and hard at the individual, village and government levels before they call for the outside world to step in.

Cooperation between as well as within African countries is difficult to organize. Famine occurs, regardless of national boundaries. Many regional African committees have been set



A starving child at Bati camp.



The manual excavation of a well in Niger.

up, such as the Permanent Interstate Committee for Drought Control in the Sahel (CILSS). Mauritania, Mali, Senegal, Ghana, Burkina Faso, Niger and Chad are members of this committee. Agricultural ministers representing these countries meet with each other and representatives of donor countries to discuss the most effective way of spending the aid dollars within their countries to fight the drought.

We visited irrigation projects that were working successfully and were reminded that, until this present drought, Mali was feeding its own increased population. This was also true of Niger. We were impressed everywhere we went in the Sahel region with the importance of combatting the drought before it reaches such proportions that people are driven into camps. In those countries which are divided by war, priorities do get twisted. For example, in Wollo, Tigray and Eritrea in Ethiopia, one of the major problems in delivering aid is the lack of roads. This was true 10 years ago when famine struck these areas of Ethiopia. Ten years later, it is still true because there is armed conflict which prevents the construction of roads in those provinces. In Niger, as the President pointed out to us, they have built 1800 kilometers of roads in their drought-affected provinces since the last severe drought. He also made the point that, sometimes, peaceful African nations did not come to the attention of the international community as they



*An irrigation project
in Mali.*

should because they were coping with the drought without the obvious complications of internal war.

The tragedy of war turns productive people into refugees faster than any lack of rain can. War refugees then flood into neighbouring countries, burdening still further countries whose resources are already weakened by the drought. As the World Bank pointed out (in its August 1984 report, *Toward Sustained Development in Sub-Saharan Africa*), "The African continent, with less than a tenth of the world's population, has more than a quarter of the world's 10 million refugees. This number does not include economic refugees, or people displaced within the borders of their own country."

Sudan already has received a million refugees this year, mainly from countries torn by internal conflicts, such as Ethiopia, Chad and Uganda.



Tents donated by the international community.

The Response in Canada

Who Responded to the Crisis in Africa?

"Dear Mr. Clark:

Enclosed please find a personal cheque for \$125.00 to be contributed toward and for the starving children of Ethiopia. I trust this money will go for food and not for arms. . . . I will not pretend that this is not a sacrifice for me as I am presently a full-time student at the University of Alberta with three teenagers at home. I simply told my own children that Christmas may not be as elaborate this year but we will have a clear conscience that we did what we could to contribute. . . ."

Florence Reid's fund-raising campaign.

Nancy Leavitt
Edmonton, Alberta



This is just one excerpt from one letter among many that were received from people across Canada who dug into their pockets and purses for money to ease the suffering of people in Africa. The response can only be described as extraordinary. From the Arctic to Oakville, from Newfoundland to British Columbia, Canadians found and still are finding ways to share with others. Spontaneous efforts sprang up in shopping centres, restaurants, community centres, places of work, schools, municipalities and service clubs. Voluntary agencies working in Africa staggered under the strain of trying to keep up with the public's demand that something be done. Pensioners contributed as did a number of persons receiving social assistance benefits. Canadians were deeply touched. More than half a million Canadians contributed between \$60 and \$80 each. A number of the larger donations came from the Northwest Territories and Newfoundland, areas of Canada that are not known for their financial wealth. It was as if those Canadians whose history has been characterized by a long battle with nature were naturally drawn to those caught in a life-and-death struggle with the elements.

"Dear Friends:

We are sorry that this money wasn't sent earlier before the situation in your country became a crisis. We just became aware of the famine through recent news reports. We know that you will make every effort to ensure those in greatest need are helped with the money we are sending. Our community of just over 1,000 people (has) set up a committee who will continue to raise money to help the starving, the sick and the needy in your country. We are so much more fortunate, as our country is blessed with more than adequate supplies of water and food. We now see the need to share our riches with those who are less fortunate and will continue to do so. We shall remember you in our prayers. With love."

The People of Eskimo Point, N.W.T.

*Henry Evaluardjuk, Inuit sculptor,
donates carving.*



How did Canadians Respond?

Canadians responded in new and imaginative ways, as well as through traditional fund-raising efforts. The City of Vancouver committed itself to raise a million dollars and challenged other Canadian communities to match its efforts. The City Council of Ottawa appointed a coordinator for the African Famine response after more than \$13,000 was raised as a result of an item on their regular "City" page in the daily newspaper. The Kinsmen Club of Kingston, Ontario, helped to raise sufficient funds to send a voluntary medical team to Ethiopia in February and the more than 600 Kinsmen Clubs in Canada committed themselves to ongoing support. Provincial governments provided considerable leadership and their efforts are described at the end of this section.

Communities mobilized the resources of nongovernmental organizations (NGOs), private corporations and other sectors in imaginative undertakings. One of the earliest was the Halifax-based Ethiopian airlift on Christmas Eve organized by Haligonians working with the World University Service of Canada (WUSC). This has led to continuing activity between Nova Scotians and Ethiopia and recent proposals for the "twinning" of Canadian communities in the Maritime provinces with a number of Ethiopian villages.

Kinsmen medical team leaves for Ethiopia.





The Christmas airlift to Ethiopia.

Particularly touching was the response of young people. Children and youth in schools gave up their lunches, ran spellathons, bake sales, dances and a variety of fund-raising and development-education events. The Centennial Regional High School in Greenfield Park, Quebec, raised over \$15,000 through a series of fund-raising efforts. In late January, the Right Honourable Joe Clark spoke to the students and praised their "remarkable efforts." In the Newsletter for Parents the Principal wrote: "... while it is appropriate to laud and magnify recent astronomical accomplishments of man, it is indeed a crime to allow such events to overshadow the unprecedented desolation and annihilation of human lives for lack of food. . . ."

Our office, NGOs, Members of Parliament and Ministers of the Crown received hundreds of donations totalling thousands of dollars from individuals.

Business firms donated food and medical supplies, and trucking companies donated their trucks and drivers to haul supplies for shipping and airlifts. In addition to direct offers of assistance to NGOs our office received numerous substantial offers of supplies and associated services; half were food, food distribution and shelter; a quarter were in the

field of transportation; the rest in medium- and long-term development and in medical supplies and services.

Personal offers of service also reached the Office of the Canadian Emergency Coordinator. By telephone, personal visits and in writing, hundreds of Canadians sought ways of becoming involved. Our office and the NGOs received hundreds of offers of technical assistance and personal service. While some of these are commercial in nature many of them were seeking ways of becoming involved in a voluntary capacity. Young people and retired Canadians

Reported Contributions by Provinces and Municipalities to March 8, 1985

Province	Organization	Activity	Amount
Alberta	Alberta Agency for International Development	Matching grants in cash and kind	\$ 3,219,344
	City of Calgary		12,500
British Columbia	B.C. Agency for Aid to Developing Country Programmes and World Disaster Areas	Matching grants: Canadian Red Cross Society \$23,000 World Vision Canada \$13,000 Canadian Hunger Foundation \$ 3,000 Frontiers Foundation \$10,000 Canadian University Services Overseas (CUSO) \$ 5,700	54,700
	City of Vancouver	Mayor's Fund (Target \$1m)	350,000 +
	Chilliwack	In support of "100 Huntley Street"	200,000 +
Manitoba	Manitoba Council for International Cooperation	Foodgrains Bank	— ^a
Newfoundland		In support of Red Cross	50,000
Nova Scotia	City of Halifax	In support of World University Service of Canada (WUSC)	50,000
Ontario	Government	Gift of 5,000 tonnes ^b wheat	1,500,000 (est.)
	Government		100,000
	City of Toronto	In support of Red Cross	50,000
	City of Hamilton/Wentworth	In support of Red Cross	25,000
Prince Edward Island		In support of Red Cross	10,000
Quebec	Government	Matching grants and donations	3,500,000
Saskatchewan	Government	Gift of 23,100 tonnes wheat	4,000,000 ^c
Total			\$13,121,544

^a Contribution unknown.

^b 1 tonne = 0.984 tons.

^c Other 50% of cost met by Government of Canada.

sought ways to help directly with the crisis. They came from all walks of life and all parts of the country. They ranged from equipment technicians and mechanics from Vancouver and Sudbury, farmers from Alberta, fishermen from Cape Breton to well diggers from Quebec.

"Dear Mr. Clark:

I applaud Canada's efforts, yet the desire to help does not fade with the knowledge of this country's contributions. In your view, is there room for Canadian manpower as well as Canadian material aid in Ethiopia? There must be many who would volunteer to be on one of those Canadian aircraft and who could bring a variety of skills to the relief effort. I am proposing a task force of whatever size is necessary, made up of volunteers. These people would work under the direction of the relief agencies in the field. Failing the possibility of such an approach, what other productive channels are there for on the spot help?"

Roger Burrows
Edmonton, Alberta

More than 50 outstanding Canadian performers gathered together in Toronto in February at Manta Sound Studio and donated their talents to the production of the record, "Tears are not Enough." This initiative also involved players in the National Hockey League All-Star game, and will, now that the video and record are commercially available, create much needed new resources through a trust fund called "Northern Lights" for famine relief and development in Africa.

*The Farmers'
Cooperative Relief
Project.*



Canadian performers record "Tears are not Enough."



NHL players join the recording effort.

We heard from colleges and universities offering research capacities, advice and experience and seeking appropriate ways of making a contribution. One letter written on behalf of the Deans of all of the Schools of Agriculture in Canada sought ways to contribute their experience and resources to the challenge of rebuilding African agriculture.

Is All This Just a Media Phenomenon?

“The scenes you are seeing on your television are not lies. We saw it — a landscape that looks like the surface of the moon, riverbeds the size of the Ottawa River as dry as a bone.” — Brian Tobin, M.P., member of first mission to Ethiopia.

The initial media impact of the crisis on Canadians began on November 1, 1984, with the CBC's television coverage on “The National.” In the days and weeks following the initial item, we saw a rare example of specific-issue television which aroused Canadians.

All of the media has been providing continuing coverage of the crisis in Africa, but it was television, including the CTV Network; Radio-Canada (“Le Point”); Radio Quebec (“Nord/Sud”); TVA (“Droit de parole”); and the Global Network which challenged Canadian audiences with provocative reports. The CBC also had a “Hunger in Africa” focus for a week in late November and early December where regular programmes included items that increased the viewer's understanding of Africa and the famine. Radio stations also broadcast many news items and interviews and were especially successful in raising money through open-line shows. Newspapers and magazines in every part of

Canada have also made a contribution throughout the period in helping Canadians understand the famine. The media continues to create challenges about the issue.

Is the Aid Getting There?

Two of the most persistent issues that we had to deal with were the public pressure to airlift food supplies immediately to Ethiopia and the reassurance that the aid was getting there. We understand the public's frustration and often shared it. Clearly, there was an urgent need for food, medicine and shelter and these products were readily available in Canada. What would be simpler, many people asked, than putting these supplies on an Armed Forces aircraft and shipping them to Ethiopia?

Few realized that Armed Forces aircraft are not "free" but have to be paid for; that a stretch DC-8 from Air Canada or other commercial carriers takes twice as much cargo as a Hercules and is more economical on a tonne-per-kilometer basis; or, given the luxury of time, that the sea option was nearly 100 times more cost-efficient than air. It was our responsibility to weigh the costs and effectiveness of different choices and it was not often easy.

Few understandably appreciated the complexities of transporting and distributing food to starving people in a hostile environment where temperatures at the Red Sea ports or in the Sahel reached 45 °C; where there are no refrigerators; where transport is a problem; where storage is practically nonexistent; and where many products would have been unsuited for people on the point of starvation.

The ability of Canadians to act quickly and in unison in times of crisis was clearly evident when the Christmas airlift was mounted. Donors, manufacturers, suppliers, transporters, cargo handlers and organizers responded in such a magnificent way that, at the Canadian end, the airlift was oversubscribed and, in Ethiopia, food and medicine were in the hands of many in need even before the aircraft had returned to Canada.

The St. Lawrence freeze-up, the Valleyfield bridge accident and snow in Trois-Rivières were but three of the problems we faced in getting our sea shipments away. We often wished that we could have acceded to the demand of one Nova Scotian in the "Star Trek" way to teleport our aid to Ethiopia. Unfortunately, Captain Kirk was not available.

The second question "is the aid getting there?" was a persistent drum beat in our ears. The answer from all of our missions was a qualified "yes." Yes, this aid is getting to

Africa. Everywhere we travelled we saw sacks of Canadian grain with our red and white maple leaf emblazoned on them and those sacks were a wonderful sight, not just for the people receiving them, but also for us. Canadians had a great deal to be proud of. We were fighting a war for life itself with those sacks of grain. But when we came home, we found the attention was always on the diversions, the misuse of our grain, which we are sure did occasionally happen. In a situation as chaotic as the Ethiopian famine and civil war, of course, some unfortunate diversions likely happen. But the diversions were not the crucial thing. The crucial factor was that the great bulk of our aid was getting through and

Africa Emergency Aid to March 11, 1985

Public Donations for African Famine and Drought Relief

Organization	Donations ^a	Funds matched for approved projects	Unmatched balance
Adventist Development and Relief Agency (ADRA)	\$ 155,667	\$ 166,272	\$ (10,605)
Africa Inland Mission	6,782	—	6,782
African Medical Research Foundation (AMREF)	7,000	7,000	—
Primate's World Relief and Development Fund (Anglican Church of Canada)	900,000	620,000	280,000
Assistance médicale internationale (AMI)	140,000	190,000	(50,000)
Save the Children Fund of British Columbia	82,500	76,800	5,700
Canadian Association of Ethiopian Jews	n/a	19,121	
Canadian Baptist Federation	500,000	—	500,000
Canadian Hunger Foundation	55,000	101,835	(46,835)
Canadian Lutheran World Relief	700,000	350,000	350,000
Canadian Physicians for African Refugees	n/a	—	
Canadian Red Cross Society	5,500,000	5,451,467	48,533
Canadian Save the Children Fund	1,291,000	1,080,000	211,000
UNICEF Canada	1,500,000	1,506,539	(6,539)
Cardinal Léger et ses Oeuvres	1,800,000	2,200,000	(200,000)
CARE Canada	701,430	443,028	258,402
CAUSE Canada ^b	10,000	5,700	4,300
Christian Children's Fund	33,119	33,120	(1)
Christian Reformed World Relief	33,134	—	33,134
Collaboration santé internationale (CSI)	n/a	168,440	
Compassion of Canada	92,924	69,610	23,314
Canadian Catholic Organization for Development and Peace (CCODP) ^c	6,750,000	6,505,000	245,000
Emmanuel Relief and Rehabilitation International	208,000	90,220	117,780
Eritrean Relief Association (ERA)	95,000	+ ^d	
"Ethiopia Airlift"	101,022	+ ^d	
Ethiopian Famine Relief Fund	100,000	—	100,000
Food for the Hungry	350,000	391,500	(41,500)
Foster Parents' Plan	156,380	160,000	(3,620)

(continued on next page)

that the international community was increasing the pressure on the war-torn countries to make sure that all food aid was being distributed in an equitable way to those in need — not which side of an armed conflict they happened to be on. Better monitoring is needed, and we have focussed on that with a series of recommendations in the final section of the report.

What is not needed is any kind of despair that our food aid effort is not useful because there are and will be stories of food aid diversion. Our aid is getting through and is making a difference. We can make it no clearer.

Africa Emergency Aid to March 11, 1985

(concluded)

Public Donations for African Famine and Drought Relief

Organization	Donations ^a	Funds matched for approved projects	Unmatched balance
GEMS (Canada) Inc.	n/a	51,604	
Inter Pares	57,000	32,000	25,000
Lions' Club International	n/a	3,000	
Mennonite Central Committee	1,650,000	254,250	1,395,750
Mission Aviation Fellowship (MAF)	132,659	110,000	32,659
OXFAM Canada	2,931,719	1,822,098	1,109,621
OXFAM Quebec	1,400,000	562,500	837,500
Plenty Relief Society	15,000	23,810	(8,810)
Presbyterian World Service	442,000	215,000	227,000
Relief Society of Tigray (REST)	4,500	+ ^d	
Society of the Precious Blood	237,000	300,000	(63,000)
SIM Canada	185,000	128,165	56,835
Division of World Outreach, United Church of Canada	1,000,000	904,000	96,000
World Concern	185,862	105,000	80,862
World Relief Canada	678,681	255,170	423,511
World University Service of Canada (WUSC)	960,570	1,446,022	(485,452)
World Vision	4,624,613	4,600,494	24,119
YMCA	110,000	—	110,000
	\$35,883,562	\$30,448,765	

Donations received by "Africa Emergency Aid"
of which \$74,030.39 was forwarded through
the Coordinator's Office as at March 11, 1985 \$326,940.69

^a Donations as reported mid-February, 1985.

^b January 18, 1985, figures used.

^c Does not include \$750,000 from Quebec government.

^d Funds channelled through other NGOs.

Note: Figures within parentheses are negative values.

The Ongoing Canadian Development Response and the African Crisis

The situation is serious, the problems intimidating, the challenges immense. But in spite of what is the worst drought since 1905, in many countries, we sometimes forget that real and significant progress is being made.

Although still requiring assistance, many have made significant strides towards food self-reliance. Niger and Mali, for example, until this recent drought, were both feeding their own populations and stocking food against years in which there might be poor harvests.

Most of the credit for these achievements belongs to the developing countries themselves. As a group, the Third World in 1983/84 financed 87% of its own development.

Africa Emergency Aid to March 11, 1985

Geographic Distribution of Matched Funds

Country	Amount	Population (in thousands) ^a	
		FAO	USAID
Angola	\$ 200,000	7,900	—
Burkina Faso	657,890	6,900	6,800
Burundi	100,000	4,600	—
Chad	826,250	4,340	—
Ethiopia	17,083,334	42,000	—
Ghana	128,307	—	13,500
Guinea Bissau	15,415	—	812
Kenya	289,435	18,600	19,536
Lesotho	13,810	1,400	1,200
Mali	814,995	7,936	7,500
Mauritania	214,385	1,920	1,770
Mozambique	1,444,633	11,400	13,500
Niger	451,468	6,300	6,300
Sahel ^b	274,000	— ^b	— ^b
Senegal	150,000	6,600	6,500
Sudan	1,171,247	20,900	22,200
Tanzania	1,172,278	19,700	21,700
Uganda	200,000	—	14,280
Zimbabwe	577,220	8,200	7,900
Africa (unspecified)	660,000	—	—
	<u>\$26,444,657</u>		

^a Sources: The Food and Agriculture Organization of the United Nations (FAO) figures for population are from the FAO *Special Report: Global Information and Early Warning System on Food and Agriculture: Sub-Saharan Africa January 18, 1985*. The Agency for International Development (USAID) figures are from USAID's *FY-1985 Report on Food Production/Deficit Information for Africa*.

^b Sahel: Region includes Cape Verde/Gambia/Senegal/Chad/Mauritania/Burkina Faso/Mali/Niger.

Development assistance has not played a dominant role but it has played a crucial one. Long-term social and economic reform needs the continued support of the international donor community.

Canada and Canadians have played a leading role in this regard and, as indicated in the following table, have been important contributors to the overall achievement of recent decades.

Estimated Major Official Development Assistance (ODA) Commitments to Africa — 1984/85 and 1985/86

	(\$ million)	
	1984/85	Proposed 1985/86
ODA program		
Canadian International Development Agency (CIDA)^a		
Geographic programs	299.9	322.0
Anglophone Africa	(137.5)	(157.0)
Francophone Africa	(162.4)	(165.0)
Food Aid	172.8	172.8
Voluntary sector (NGO and Institutional Cooperation and Development Services)	40.4	46.5
International NGO	6.6	6.6
Industrial Cooperation	13.3	12.8
Multilateral Technical Cooperation (MTC)	46.4	45.9
International Humanitarian Assistance	16.2	16.1
International Financial Institution Program (Commitments)		
African Development Bank and Fund	45.0	70.4
Special Fund for Africa (excluding MTC and Food Aid transfers)	39.3	—
Total CIDA	679.9	693.1
Finance		
International Financial Institutions (World Bank) Program (Commitments)	74.4	128.7
International Bank for Reconstruction and Development	(8.8)	(1.8)
International Development Agency	(65.6)	(93.4)
Special Facility for Africa	—	(33.5)
International Development Research Centre (IDRC) (Excludes project-related costs)	12.3	13.8
Petro Canada International Assistance Cooperation	46.7	26.4
Total ODA Commitments to Africa	813.3	862.0

^a Includes \$65.3 million special fund for Africa.

Recommendations

The role of coordination is an extremely delicate, yet crucial, one particularly in the context of a crisis affecting the lives of tens of millions of people in more than 20 countries. There are a number of organizations involved, both governmental and nongovernmental, as well as a series of United Nations' agencies and specialized international and financial institutions.

In Canada, the primary agency for response to the famine in Africa is the Canadian International Development Agency (CIDA). In the almost five months since the appointment of the Canadian Emergency Coordinator, he has been able to work with the support and additional resources of CIDA. He also works closely with other departments of government and the assistance of those with special responsibilities for Africa within the Department of External Affairs.

Each organization, whether it is voluntary, governmental or international, has its own particular priorities and its own ways of implementing these priorities. Often, these procedures are time consuming and are not always closely related to other key sectors sharing the responsibility. The mandate of the Coordinator was to assess the extent of the famine and propose concrete steps to improve the delivery of Canadian aid within a diverse and complicated system of governmental and nongovernmental organizations.

Finally, it is further complicated by the circumstance that one government agency cannot normally coordinate the activities of other levels or departments.

The recommendations which follow are written in the spirit of addressing these three concerns: the gravity of the African crisis; the complexity of the Canadian and international aid and development organizational structure; and the need to provide tangible means of supporting and channelling Canadian aid to Africa through access to new means of coordination.

Food Aid and Humanitarian Assistance

Four areas require urgent attention:

- Immediate aid requirements,

- Transportation and delivery systems,
- Monitoring of needs and aid distribution, and
- Inputs for the next growing season.

Cereal Food Aid Pledges to 21 Affected African Countries

Donor	All cereals ([']000 tons)
Algeria	3.4
Australia	109.6
Austria	12.6
Bangladesh	2.0
Bulgaria	19.0
Canada	200.8
China	87.0
European Economic Community	1,548.1
Community action	(639.8)
National action	(608.2)
Belgium	37.1
Denmark	20.9
France	140.6
Federal Republic of Germany	174.0
Greece	10.0
Ireland	0.5
Italy	55.9
Netherlands	133.5
United Kingdom	35.7
Not yet specified	(300.0)
Finland	1.5
Hungary	1.4
Islamic Committee	3.3
Japan	110.8
International League of Red Cross Societies (LRCS)	2.9
Norway	10.0
OXFAM	7.0
Pakistan	0.5
Poland	0.3
Saudi Arabia	10.4
Spain	6.1
Sweden	32.8
Switzerland	5.9
Thailand	0.1
Togo	1.0
U.S.	2,396.4
USSR	5.5
Viet Nam	4.0
World Food Programme	466.0
Yugoslavia	10.0
Total	5,058.4

Source: Based on statistics from the Food and Agriculture Organization of the United Nations (FAO), February 26, 1985, as known by FAO up to mid-February 1985.

Immediate Aid Requirements

In both food aid and humanitarian assistance (medicines, clothing and shelter), we propose that Canada continue to contribute its normal international share of any increased responsibility.

If we consider food aid, the projected needs for sub-Saharan Africa are, as at the end of February, 1985, 7.045 million tons. International food aid projected delivery of 5.05 million tons. The projected shortfall is 1.9 million tons. While Canada cannot make up the entire shortfall, we recommend:

Cereal Supply Position for 1984/85 or 1985 in 21 African Countries with Abnormally High Cereal Import Requirements

Country	Cereal import requirements	Commer- cial imports	Food aid require- ments	Total food received or pledged	Food aid gap
	('000 tons)				
Angola	300	217	83	78	5
Burkina Faso	300	115	185	95	90
Burundi	65	20	45	19	26
Botswana	185	152	33	20	13
Cape Verde	65	5	60	39	21
Chad	330	50	280	146	134
Ethiopia	1,700	200 ^a	1,500	760	740
Kenya	950	525	425	415	10
Lesotho	180	106	74	74	—
Mali	550	140	410	175	235
Mauritania	235	80	155	115	40
Morocco	2,520	2,120	400	392	8
Mozambique	620	120	500	440	60
Niger	600	125	475	206	269
Rwanda	60	18	42	35	7
Senegal	615	450	165	111	54
Somalia	250 ^a	70 ^a	180	175	5
Sudan	1,500	100	1,400	711	689
Tanzania	450	231	219	151	68
Zambia	335	129	206	168	38
Zimbabwe	460	252	208	96	—
Unallocated pledges				525	-525
Totals	12,270	5,225	7,045	5,058	1,987

^a Early forecasts.

Source: Based on statistics from the Food and Agriculture Organization of the United Nations (FAO), February 26, 1985.

1. That a reasonable increase is 125,000 tons.

This is over and above the 300,000 tons, which is the amount proposed for 1985/86. Our normal share in relation to the total contribution of donor countries would be 10% or 1 bag in 10.

This same formula should be applied to humanitarian aid. We should seek to contribute our normal international share of any increased responsibility asked of donor countries in the coming months.

Transportation and Delivery Systems

We have been struck by the fact that, while often necessary, airlifts cost 100 times more than sea shipments. Partial sea shipments cost four times as much as bulk sea shipments. Each NGO in Canada arranges its own shipment of supplies independently to aid and development projects in Africa.

Air The Emergency Coordinator's office assisted airlifts in situations where they were required and gained valuable experience against future need. Air travel makes the best sense for transporting people, not goods. Often, there is a critical need for Canadians to provide mechanical, logistical, medical and other types of aid. However, the cost of transporting Canadians to Africa is often prohibitive on a quick-response basis by Canadian nongovernmental groups. Hence, we recommend:

2. Block booking of air fares negotiated on an annual basis from commercial airlines to assist with travel to Africa.

Sea Given the need for a more cost effective means for delivering supplies, we recommend:

3. Chartering of a ship to make regular voyages between Canada and Africa.

We recognize that shipping contracts are a very specialized area of expertise and, therefore, propose a feasibility study to ensure that this proposal is cost effective. The problems we seek to resolve are the fragmented nature of many Canadian aid shipments to Africa, reduction in costs and, most important, improved coordination of Canadian aid to Africa.

Land Transportation of aid from African sea ports to the interior is as important as transporting aid from Canada to Africa. Many countries in Africa are landlocked and critical logistics problems related to both transportation and storage facilities must be addressed.

We recommend that:

4. *Canada needs to explore potential partnership arrangements for delivery of food aid with countries such as Japan, Algeria and Saudi Arabia which, while they may not have food surpluses, do have well-developed transportation capacities and other resources.*

Monitoring of Needs and Aid Distribution

We have begun to develop capacities in the last four months that we recommend be maintained and developed:

5. *The capacity to identify, evaluate and link specific needs in Africa with new offers of assistance from Canadians.*

These offers of assistance should be channelled, whenever possible, into established projects in Africa being undertaken by Canadian NGOs.

More and better coordination will be required as emergency efforts are continued and initial attempts are made to develop more long-term strategies. We recommend that:

6. *Independent monitors, currently not involved with either NGOs or the government, are required to follow food aid shipments through to delivery.*

This independent capacity may be assisted with volunteers using some of the block air fare bookings.

In monitoring needs, we lack the means to predict crises such as the African famine. We recommend that:

7. *An early warning system, probably within CIDA, be established involving close cooperation with various departments including External Affairs, National Defence, Agriculture and Finance.*

And finally, we were struck repeatedly during our missions by the heavy responsibilities of Canadian field staff in Africa. We recommend that:

8. *The field staff of CIDA for both emergency aid and longer term development projects be increased.*

Inputs for the Next Growing Season

The needs with respect to preparations for the next crop are crucial.

While seeds from Canada are not always appropriate in Africa, other requirements, such as basic agricultural tools, access to water, forestry, transportation and storage capacities are areas where we could make a contribution. We recommend that:

9. *Canada act in concert with other donors to ensure adequate seed and equipment for the next growing season.*

Building a Durable Public Response

The preceding recommendations have been addressed primarily to governments and, while government has an important role in the following proposals, they will have to be developed to a large extent in cooperation with NGOs and Canadians in their own communities, institutions and organizations.

Essential to building a durable public response is an organizational capacity to facilitate, on a continuing basis, the unique partnership that was established between the government and the public. In the past months we have been able, in a limited way, (a) to assist with the transportation of goods, (b) to link offers of assistance with existing needs and (c) to find ways of transporting volunteers to Africa. A fourth major contribution to the partnership has been able to "match" the financial donations of individual Canadians.

Our experience convinces us that these four capacities were essential in the past four months and will continue to be vital in any future undertakings.

The process requires sufficient time and resources for development of the partnership in an effective way. We are not proposing, at this stage, a new organization for the delivery of aid. Rather we are proposing initiatives we believe to be important to improving the ability of existing nongovernmental agencies and individual Canadians to respond to the great need for emergency aid and development in Africa.

Although small in total aid terms, more than \$30 million provided by the government to match public donations was highly visible and was the fundamental factor which permitted a dynamic new partnership between government, voluntary groups and individual Canadians. We believe that:

10. *It is essential that this partnership which has been established between the public and the government in support of African famine victims be continued.*

A further set of recommendations relates to the need to continue to build public awareness, understanding and involvement. In the past four months, a number of suggestions have been made to us which require continuing discussion and elaboration. The organizational capacity

outlined in the preceding recommendations would need to be extended to include appropriate consideration and elaboration of the following:

11. *Elaboration of an integrated agricultural research and development strategy for Africa based on a series of proposals that we have received, including one from the Canadian Schools of Agriculture. This new initiative should be undertaken in cooperation with the International Development Research Centre (IDRC) and other institutions.*

12. *Exploration of ways of building partnerships between Canadian provinces and regions and countries and regions of Africa based on the current municipal interest in becoming involved at the community level in Africa.*

13. *Exploration of a new Canadian Health Professionals Program to serve in Africa, based on the initiative of the Kinsmen Medical Relief Team from Kingston and experience of such international organizations as Médecins sans frontières.*

14. *Joint ventures for African development assistance involving both the public and the private sectors.*

15. *Exploration of possible Canadian participation in emergency information centres in Africa involving journalists and media specialists.*

We believe these recommendations could unleash a series of actions which would provide immediate help and hope to famine victims. In the longer term, they could ensure the development of measures designed to eradicate famine.

Appendix

New Challenges, New Structures

The Canadian Emergency Coordinator/African Famine was appointed on November 1, 1984 "to bring priority attention to bear upon Canada's response to the food crisis in Africa, and particularly in Ethiopia." Reporting directly to the Secretary of State for External Affairs, the Right Honourable Joe Clark, the Coordinator also worked with the Minister for External Relations, the Honourable Monique Vézina, and Margaret Catley-Carlson, the President of the Canadian International Development Agency (CIDA).

The Canadian Emergency Coordinator/African Famine was asked:

- To assess the food crisis in Africa and particularly in Ethiopia,
- To propose concrete steps for the government to take in providing assistance,
- To work with NGOs in mobilizing and channelling Canadian support to feed the hungry,
- To liaise with provincial governments to encourage their support and assistance, and
- To cooperate with other donors and with international organizations involved in providing food aid to Africa.

The following outlines our activities during the initial four months. A more detailed report of our work to the end of our original mandate on March 31, 1985, is in preparation and will be available in May.

To assess the food crisis in Africa and particularly in Ethiopia: In our three missions to Ethiopia in December, 1984, to the Sahel in January, 1985, and to Sudan in February, 1985, we saw the beginnings of ecological breakdown. The visits provided an opportunity for a firsthand assessment of the crisis by Members of Parliament, a representative of a provincial government and representatives from business, labour, NGOs as well as logistic, programme and policy experts. In Africa, we met with governmental authorities, personnel of NGOs, representatives of donor countries

and international organizations including people with different expertise working in the field.

All of us who participated agreed that whatever any of us had seen on television, or heard on the radio or read in the newspapers or magazines, the reality of famine and impending famine was worse than we had expected. We experienced, in a profound sense, the full human dimension of the famine tragedy in Africa.

Our visit to Ethiopia gave us an opportunity to see at firsthand the importance of emergency food and medical aid and to gain some understanding of the urgency to solve the logistics problems in delivery of aid.

When we visited the countries of Mauritania, Mali and Niger in the Sahel, the human tragedy of famine was less advanced than in Ethiopia. We also had an opportunity to participate in the meeting of CILSS, one of the many regional organizations active in development in Africa.

The mission to Sudan gave us yet a further perspective on the crisis. In addition to some four or five million Sudanese facing a serious risk of famine, there are the refugees from Ethiopia and Chad crossing the border into Sudan in increasing numbers. The crisis in Sudan may well become, within the next three months, as serious as the Ethiopians have suffered in recent months.

To propose concrete steps for the government to take in providing assistance: The Fund for Africa of \$50 million established on November 20, 1984, provided the Office of the Emergency Coordinator with opportunities to advise on additional food and medical supplies for Ethiopia and other countries in Africa. Half of this amount provided supplementary food aid through the World Food Programme and the Canadian Foodgrains Bank. We were also able to assist with transportation of these supplies, particularly with the Christmas airlifts and the transportation of the first of the Kinsmen Medical Relief Teams to Ethiopia.

To work with NGOs in mobilizing and channelling Canadian support to feed the hungry: An important component of the Fund for Africa was the monies to match the financial contributions of individual Canadians. An initial sum of \$15 to \$18 million was set apart from the \$50 million to match the financial contributions of individual Canadians. To assist the development of appropriate projects for matching purposes, the Canadian Emergency Coordinator assisted in the establishment on November 27, 1984, of "African Emergency Aid," a coalition of NGOs with a senior representative of CIDA and the Coordinator as members of the Board of Directors. By February, 1985, the response from individual Canadians resulted in the need for additional matching funds.

On behalf of the government, the Right Honourable Joe Clark, speaking in the House of Commons on February 13, 1985, stated: ". . . originally it was projected the matching portion of the fund would be limited to between \$15 and \$20 million. As a result of the overwhelming public response, I am announcing today the Government's decision to increase the limit on matching funds, by providing an additional contribution to the Fund for Africa of \$15 million. The system of matching was an important catalyst in mobilizing contributions by Canadian citizens and encouraging the cooperation of nongovernmental organizations, and I am confident that a high level of contributions will continue, even though a firm limit has been now set on the matching portion of the funds for Africa."

As already noted, the Coordinator's Office also provided ongoing logistical and other advice to such initiatives as the Kinsmen Medical Relief Team and shipments of supplies by NGOs. We began to establish a system for linking offers of technical support and other donations of materials and skills with those best equipped to use them. Through our missions to Africa, we also provided an opportunity for representatives of various sectors of the Canadian community to have a firsthand experience with the situation in Africa. Our role in relation to the media has been to provide information and update of developments to radio, television and print journalists on a continuing basis over the four months.

The Coordinator spoke at meetings in Ottawa, Toronto, Dartmouth, Charlottetown and Camrose, Alberta. Sponsorship of these meetings included the National Council of Jewish Women, Ten Days for World Development and the United Nations Association. The Coordinator also acknowledged the contribution being made by more than 50 Canadian artists during the taping of "Tears are not Enough" in Toronto in February.

In early January, 1985, Inter Pares and the North South Institute convened a two-day conference on behalf of the Canadian Emergency Coordinator. Some 50 participants discussed the situation facing Africa, particularly "After the Cameras Have Gone."

To liaise with provincial governments to encourage their support and assistance: An important contribution by Canadians to the crisis in Africa has been made by the provinces and many municipalities across the country. The Coordinator's Office has provided advice and assistance to many of these initiatives, which are detailed earlier in this report.

To cooperate with other donors and with international organizations involved in providing food

aid to Africa: In Addis Ababa, Geneva, Rome, Ottawa, New York and Paris during the original mandate period, the Coordinator met with representatives of donor countries and international organizations. The importance of maintaining close and cooperative relations with the various agencies has been crucial in determining what aid is needed and when and how it is delivered.

The Canadian Emergency Coordinator and his office have been able to function in unique ways in response to the African famine crisis. It became clear, during the mandate, that the following were essential ingredients in the role the Coordinator had been asked to fulfill:

- *The direct relationship between the Office of the Coordinator and the Ministers responsible.* Discussions occurred on a regular basis.

- *The capacity for the Coordinator to engage in public discussions with the media, as required.* This has been a role that has been more visible than is usual for a government agency and has led to a direct relationship with the media.

- *The opportunity to relate quickly and directly with various levels of the agencies and departments of government.* The Office of the Coordinator has worked in ways to overcome the limitations of the somewhat "vertical" structures that exist in government towards a more "horizontal" or integrated approach to challenges and problems. Another way of expressing this is that the Coordinator was able, often, to get a more coordinated response from the various resources within agencies and departments by linking them in creative ways.

- *The extraordinary cooperation we received in staffing and support of our office from the Canadian International Development Agency, the Department of External Affairs, the Department of National Defence, the International Development Research Centre, Emergency Planning Canada, Petro Canada and Algonquin College.*

How Can I Help?

In many ways. We've prepared the following list of Canadian agencies and organizations responding directly to the African Famine Crisis. All of them will provide you with an income tax receipt for any financial contribution you make to them. Some organizations will discuss with you possible donations of goods, materials and supplies. A few are also seeking volunteers or staff to work on relief and development projects in Africa, and we've also shown these on the list.

We've listed the address and telephone numbers of their head offices and in many instances how you can make contact with them in your local region or community.

A part of what you can contribute is being better informed. Many publications, newspapers and magazines carry articles and features about Africa. The librarian in your community can help you in finding current articles and books about Africa and African life.

Your letters to Members of Parliament and other leaders in Canadian life have been very helpful in indicating to them your concerns about the famine in Africa and the response by Canadians and their governments. Finally, we have been deeply touched by the number of you who have written to us about conversations at the dinner table, in the kitchen and in the staff rooms at work.

Canadian Agencies and Organizations Responding Directly to the African Famine Crisis

Adventist Development and Relief
Agency (ADRA)
1148 King Street E.
Oshawa, Ontario
L1H 1H8
(416) 433-0011

Does place volunteers and staff for relief work in Africa.

Provincial and regional as well as local offices are listed in your telephone directory.

Africa Inland Mission
1641 Victoria Park Avenue
Scarborough, Ontario
(416) 751-6077

Does place volunteers and staff for relief work in Africa.

Only office, as listed.

African Medical Research Foundation
P.O. Box 580
Pickering, Ontario
L1V 3T3
(416) 686-2381

Only office, as listed.

Primate's World Relief and
Development Fund
(Anglican Church of Canada)
600 Jarvis Street
Toronto, Ontario
M4Y 2J6
(416) 924-9192

Limited requirements for medical personnel only.

Only office, as listed.

Assistance médicale internationale
3450, avenue De Lorimier
Montréal, Québec
H2K 3X6
(514) 526-2311

Will consider donation of very specialized supplies.

Only office, as listed.

<p>Save the Children Fund of British Columbia Main Floor 325 Howe Street Vancouver, British Columbia V6C 1Z7 (604) 685-7716</p>	<p>Only office, as listed.</p>
<p>Canadian Association for Ethiopian Jews 788 Marlee Avenue, Suite 303 Toronto, Ontario M6B 3K1 (416) 782-2546 or 782-9601</p>	<p>Will consider applications from medical personnel. Only office, as listed.</p>
<p>Canadian Baptist Federation 219 St. George Street Toronto, Ontario M5R 2M2 (416) 922-4775</p>	<p>Will consider donations limited to wheat and grains. Volunteers and staff for development rather than relief. Can be contacted through Baptist Convention office in Atlantic region, Ontario, Quebec and the West.</p>
<p>Canadian Hunger Foundation 323 Chapel Street Ottawa, Ontario K1N 7Z2 (613) 237-0180</p>	<p>Some local committees, but contact these through head office.</p>
<p>Canadian Lutheran World Relief 1820 Arlington Street Winnipeg, Manitoba R2X 1W4 (204) 586-8558</p>	<p>Will refer any volunteers to their headquarters in Geneva. Some information available in local Lutheran churches.</p>
<p>Canadian Red Cross Society 95 Wellesley Street E. Toronto, Ontario M4Y 1H6 (416) 923-6692</p>	<p>Will consider volunteers and staff applications. Have 800 sectors in local communities and 10 provincial offices. Listed in your local directory.</p>
<p>Canadian Save the Children Fund 720 Spadina Avenue, Suite 400 Toronto, Ontario M5S 2W3 (416) 960-3190</p>	<p>Regional offices and volunteer chapters across Canada. Check your local directory.</p>
<p>Cardinal Léger et ses Oeuvres 130 avenue de L'Épée Outremont, Québec H2V 3T2 (514) 495-2421</p>	<p>Only office, as listed.</p>
<p>CARE Canada 1312 Bank Street Ottawa, Ontario K1S 5H7 (613) 521-7081</p>	<p>Will consider donations of selected goods and applications for staff. Offices in Vancouver, Calgary and Toronto. Check your local directory.</p>

CAUSE Canada
P.O. Box 424
Notre Dame de Grâce
Montréal, Québec
H4A 3T7
(514) 487-7670

Will consider volunteers and staff applications.

Only office, as listed.

Christians Children's Fund of Canada
2409 Yonge Street, Suite 202
Toronto, Ontario
M4P 2E7
(416) 489-4242

Only office, as listed.

Christian Reformed World Relief
Committee
408 - 760 Brant Street
P.O. Box 5070
Burlington, Ontario
L7R 3Y8
(416) 637-3434

Only office, as listed.

Collaboration Santé internationale
1001 chemin de la Canardière
Québec, Québec
G1J 5G5
(418) 522-6065

Will consider donation of selected goods and volunteers to work locally. Offices in Trois-Rivières, Sherbrooke, Rimouski, Chicoutimi, Roberval. Check your local directory.

Compassion of Canada
747A Hyde Park Road
Box 5591
London, Ontario
N6A 5G8
(519) 473-9220

Only office, as listed.

CUSO
135 Rideau Street
Ottawa, Ontario
K1N 9K7
(613) 563-1242

Regional offices. Check your local directory.

Development and Peace
2111 rue Centre
Montréal, Québec
H3K 1J5
(514) 932-5136

Provincial offices. Check your local directory.

Emmanuel Relief and Rehabilitation
International
Box 50
Stouffville, Ontario
L0H 1L0
(416) 640-2111

Will consider very limited quantities of donated goods and applications from volunteers and staff.

Only office in Canada, as listed.

Ethiopia Airlift Halifax
6350 Cobourg Road
Halifax, Nova Scotia
B3H 2A1
(902) 421-1629

Only one office, as listed.

Ethiopian Famine Relief Fund
600 Bay Street, Suite 303
Toronto, Ontario
M5G 1G1
(416) 593-5798
1-800-268-9843

Will consider donations of goods and applications from volunteers and staff.
Only office, as listed.

Food for the Hungry
210 Sixth Street
New Westminster, British Columbia
V3L 3A2
(604) 525-5481

Will consider donations of goods.
Other offices in Woodbridge, Ontario and Dartmouth, Nova Scotia.

Foster Parents Plan of Canada
153 St. Clair Avenue W.
Toronto, Ontario
M4V 1P8
(416) 920-1654

Only office, as listed.

GEMS
(Global Ed Medical Supplies)
278 Bloor Street E. Apt. 2304
Toronto, Ontario
M4W 3M4
(416) 533-3977 or 961-4261

Will consider medical equipment.
Only office, as listed.

Inter Pares
58 Arthur Street
Ottawa, Ontario
K1R 7B9
(613) 563-4801

Only one office, as listed.

Kinsmen African Medical Relief
Box 311
Kingston, Ontario
K7L 1B5
(613) 548-4603

Will consider donations of selected goods and applications from volunteers.
Only one office, as listed.

Mennonite Central Committee
201 - 1483 Pembina Highway
Winnipeg, Manitoba
R3T 2C8
(204) 475-3550

Will consider donations of goods and applications from volunteers and staff.
Five provincial offices, Calgary, Clearbrook, B.C., Winnipeg, Kitchener and Saskatoon. Check your local directory.

Mission Aviation Fellowship
P.O. Box 368
Guelph, Ontario
N1H 6K5
(509) 821-3914

Will consider applications from volunteers and staff.
Only office, as listed.

OXFAM Canada
251 Laurier Avenue W., Suite 301
Ottawa, Ontario
K1P 5J6
(613) 237-5236

Offices across Canada. Check your local directory.

OXFAM Québec
169 Est, rue St-Paul
Montréal, Québec
H2Y 1G8
(514) 866-1773

Only one office, as listed.

Plenty Canada
R.R. 3
Lanark, Ontario
K0G 1K0
(613) 278-2215 or 278-2416

Will consider donations of goods and applications from volunteers and staff.

Some regional representatives, but contact through head office.

Presbyterian World Service
50 Wynford Drive
Don Mills, Ontario
M3C 1J7
(416) 441-1111

Only one office, as listed, but donations can be made through local Presbyterian churches

SIM Canada
10 Huntingdale Blvd.
Scarborough, Ontario
M1W 2S5
(416) 497-2424

Only one office, as listed.

Society of the Precious Blood
540 St. Clair Avenue W.
Toronto, Ontario
M6C 1A4
(416) 653-4486

Will consider donations of goods and applications from volunteers and staff.

Only one office, as listed.

UNICEF Canada
443 Mount Pleasant Road
Toronto, Ontario
M4S 2L8
(416) 482-4444

Will consider donations of selected goods.

Offices in all provinces and selected centres across Canada. Check your local directory.

World Concern
9809 King George Highway, 301
Surrey, British Columbia
V3T 2V6
(604) 584-8588

Will accept donations of goods.

Warehouse in Toronto:
2470 Lucknow Dr., Suite 14
Mississauga, Ontario
L5S 1H3
(416) 678-9240

Division of World Outreach
United Church of Canada
85 St. Clair Avenue E.
Toronto, Ontario
M4T 1M8
(416) 925-5931

Place missionaries in various locations in Africa.

Twelve regional offices and local churches will forward donations to head office.

World Relief Canada
201 Consumers Road, Suite 301
Willowdale, Ontario
M2J 4G8
(416) 494-9930

Will consider applications from volunteers and staff.

Only one office, as listed.

World University Service of Canada
P.O. Box 3000, Station "C"
Ottawa, Ontario
K1Y 4M8
(613) 725-3121

Local committees at many
universities and colleges across
Canada and:

1650 Ouest, rue Sherbrooke
Montréal, Québec
H3H 1C9
(514) 937-3457

World Vision Canada
Box 2500
6630 Turner Valley Road
Mississauga, Ontario
L5N 2S4
(416) 821-3030

Will consider donations of goods
and applications from volunteers
and staff.

Five regional offices in Halifax,
Richmond Hill, Pointe Claire,
Winnipeg and Vancouver. Check your
local directory.

National Council of YMCAs
of Canada
309 - 180 Argyle Avenue
Ottawa, Ontario
K2P 1B7
(613) 233-5647

Can be contacted through local
YM-YWCAs. Check your local
directory.

Canadians Have the Last Word

"I have never given direct aid to anyone before . . . it made me proud to be a Canadian when I heard of the aid that had already been given."

Nadine Skitso
Bruderhien, Alberta

"I take pleasure on behalf of Port Arthur Collegiate Institute of sending you *another* cheque, this one for \$400.00 to complement our recent donation of \$1,000. This \$400.00 was raised by pumping gas at a local service station."

Chris Lenz
Thunder Bay, Ontario

"I have a full belly everyday. . . . We in Canada have a responsibility to those less fortunate. . . . I'm fortunate to be in a position to make this donation."

Fred Benson of Campbellville,
Ontario as quoted in *The
Citizen* after donating
his farm to the Mennonite
Central Committee for aid
to Africa

"The response of 500,000 Canadians to the crisis in Ethiopia has confirmed that Canadians are prepared to respond with open hearts when called upon to assist developing countries in time of crisis. Not too long ago,

Canadians responded to another crisis by accepting sponsorship of 35,000 boat people. They volunteered by the thousands to work on aid and development projects in the Third World and they have helped in hundreds of other ways. There is ample proof that Canadians are prepared to share their resources and make sacrifices when called upon to do so.

The truth is, I believe, that we are prepared to do even more — than in just responding to a particular crisis — if leadership, direction and inspiration are provided by those involved in our aid and development programmes.

Government aid agencies, non-governmental organizations, and others involved in development work, should use the 'opportunity' created by the Ethiopian crisis to direct our efforts not just to the short term humanitarian 'aid' but also to the long term solution 'development'.

Enlightened self-interest will lead us to conclude that we cannot have peace and stability in the world if 80% of its population lives in poverty; that a new golden era of global economic opportunity is possible — but only if the other 80% of the world's population is participating in it."

A. Roy Megarry
Publisher of *The Globe and Mail*
and Member of the Club of Rome

"I am an Ethiopian from the province of Eritrea. Now I am a Canadian citizen too. Presently I work for the Saskatchewan Government as an agrolgist. What Canada is doing in response to the drought is indeed a *Noble Act for Humanity*. However, your passionate gift to the severely poor in Ethiopia could easily fall into the hands of the Ethiopian army who do not fall under the umbrella of your concern. Canada could also help by echoing its voice that all the groups involved in the wars against the Military Government of Ethiopia persuade leaders to sit down under the supervision of the international community and negotiate a cease-fire; that way the government will not be pressed to use the aid and means of transportation for any other excuse except for feeding and aiding the hungry. . . . If it would help the people from my roots and if it could be arranged with my employer I would go to Ethiopia, representing Canada and help with the distribution of food for the hungry."

Kebrom Haimanot
Swift Current, Saskatchewan

"I am twelve years old . . . I am interested in helping starving people in our world and it's up to us to do something about it."

Donald Veeken
Edmonton, Alberta

"Please find enclosed a cheque to help the people of Ethiopia. Do, please, send some food such as powdered milk, flour, etc. to these starving people. It makes my heart ache for them, and the same could happen in Canada if the farmers keep leaving the farms."

Senior Citizen Hilda Heathers
Hepworth, Ontario

"You have made an excellent start as Minister of External Affairs. Encouraging relief for Ethiopia and other African States is a clarion call that most Canadians will respond to."

Jack Hinde
Owen Sound, Ontario

"This is for food for the people of Ethiopia so they have a little hope to win their struggle against the famine. . . . Put it to good use, please."

Carol Hoyle
Alberta

"Please find enclosed a cheque . . . as a donation from the Retirees Chapter of Local 27, U.A.W. Hoping it will be of some help to the masses of hungry people in Ethiopia."

Lou Montague
London, Ontario

"Enclosed please find a cheque for \$10. Could you forward this to the Ethiopian Relief fund? This money was donated by our Thursday Day Program — a group made up of psychiatric out-patients. Most of these people are on social assistance; however, they were able to spare some money to try to help the Ethiopian crisis."

Shirley H. Cap, PPN
Edmonton, Alberta

"The enclosed cheque for five thousand dollars is a donation to the charity drive for Ethiopia. I'd appreciate no publicity for same but a receipt for that amount would be quite acceptable indeed."

Newfoundland

"Enclosed you will find a cheque for \$20.00. I would like it to be used towards hunger relief in Ethiopia. I trust that it will be of some help."

Nancy Cameron
Lucknow, Ontario

"I would like to congratulate you on assisting the starving people in Ethiopia. Our hearts go out to them in their hour of great need.

We understand the nights are cold and the people have no way to cover themselves. My company would like to donate 1,000 blankets and 1,000 cotton sheets to these needy people. We will prepay to any Canadian port."

Joseph Aziz
Dophes Ltd.
Weston, Ontario

"Faced with an unprecedented calamity in Africa, Canadians have responded with unprecedented enthusiasm and generosity. Events within Canada in the last few months have demonstrated that a great many of our citizens continue to believe in a substantial foreign aid program and will make a serious effort to support it."

Robert Fulford
Editor
Saturday Night Magazine

"If I took you out to the refugee camp, the famous one, Wad-Kowli on the border of Ethiopia, there are still 80,000 people there. The death rate is still at 60 a day, largely children, largely as a result of measles, diarrhea, dehydration and malaria, the water from the neighbouring river, the Atbara River, is simply nonexistent. There are some pathetic little shallows left, but the water that is being trucked in and the water that is found adjacent is already so polluted that it merely incites the disease to greater levels of human tragedy and in that camp 80,000 people are going to have to be moved in the next few weeks in order to survive and it isn't yet clear where they're going to go. And when you visit a camp of that kind it leaves one devastated and the feeling is that you must somehow get out and persuade the community and the government that at all costs there has to be an answer.

I watched in a period of an hour and a half seven bodies being carried out through the little fabric of that cluster of thousands of tents and shelters, even though you see that on the one hand, on the other hand you see the way in which the distribution of the food aid is identifiably saving lives. I mean kids are playing. There is a little soccer field set up in Wad-Kowli. There are mothers and fathers who are smiling again. Even though there are a thousand people presenting themselves at the clinic every day as outpatients, there are others who would have been dead by now without the camp. So you have this crazy emotional contradiction of the horror on the one hand, but the

recognition that lives are being saved on the other and that life is coming back into the communities. In the camps where the starvation is everywhere it tends to be silent. In the camps where they're coming back to life, there is the noise and chatter of children again and it makes you feel as though it's possible to command a rescue operation and that's the other side of the hope, that if the world can be persuaded that over the next two to three months the aid comes in then when the rainy season occurs whole communities won't be isolated and inaccessible and lives will in fact be saved."

Stephen Lewis
Canadian Ambassador to
The United Nations
on CBC's "Morningside"
Member of the Mission to the Sudan

"It is important to confront the limitless human misery in Africa head on. It seems to me still more important to recognize the miracles they achieve with the limited implements and means they have.

However, because we live in a rich country, it is our duty and obligation not only to continue to help them, but substantially to increase our aid so that these nations can not merely survive, but, above all take charge of their destiny and carve themselves out a place in the sun.

The answers lie in politics, and each of us has it in their power to force governments to give an adequate response. Now it's up to us to act."

Richard Mercier
Executive Vice-President
Canadian Labour Congress
Member of the Mission to the Sahel

"Beyond the present human tragedy, it is important for Canada to be part of the solution because it is not unthinkable that Canada, in fifty or sixty years, may be in a similar situation to Africa with a dust bowl on the Prairies, deforestation, our polluted water and our loss of agricultural land because of urbanization. In a sense, the African countries can act as a forewarning to us to pay attention to our environment, ecology and quality of life. The African situation requires assistance in four areas of primary concern to Canada: water, reforestation, agriculture and communications. These are areas in which Canada has a great deal of experience and expertise. This means that the potential relationship for trade, commerce and the exchange of

approaches to solutions is vast. In essence, we have to think beyond simply responding to an emergency crisis; we have to see the situation as a global challenge to be faced, very much involving the future interest of Canada."

Rick Patten
President of the Canadian Council
for International Co-operation
Member of the Mission to Sudan

"NGOs know only too sadly that the media didn't 'discover' Ethiopia. The tragic drama sweeping across Africa has been building up for years and clearly much worse is yet to come. Far from being a manipulated media event the stark terror of mass starvation remains understated even by the visual media.

The mammoth reaction by the Canadian public to the televised accounts of the Ethiopian situation provides a vital lesson for the NGOs and we in turn should ensure that equally vital lessons are being absorbed by the media. Ethiopia has forced the Canadian media to discover NGOs and development. It is essential that when the media move on from the Ethiopian crisis, they do not also move on from the issue of development and role of NGOs therein."

Nigel Martin
Executive Director of the
Canadian Council for
International Co-operation
Member of the Mission to the Sahel

"We saw children reduced to skin and bone. We saw people in camps without shelter, without even a tent. And the crops can't be planted because of the drought. There is no cattle left. But we also saw hope."

Lynn McDonald, M.P.
Member of the Mission to Ethiopia

"There is great basis for optimism. I was terribly proud to be a Canadian and to see the generosity of our fellow Canadians in Ethiopia."

David Kilgour, M.P.
Member of the Mission to Ethiopia

"I understand starvation from my own experience. . . . I am carving the polar bear because I have nothing else to offer to save lives. When it is sold the money will go for food to keep people from dying."

Henry Evaluardjuk, Sculptor
from Pangnirtung on
"Man Alive," CBC Television
November 1984

“The situation in Ethiopia and in Africa presents two major challenges to Canadians and their organizations; large-scale response to identified needs and the transformation of this response into development so as to avoid further crisis.”

Jean Brodeur, Director
Association québécois des
organismes de coopération internationale
Member of the Mission to Ethiopia

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Photographs used in this report are from UN Photos 164629/164609/
164628/ John Isaac; Michel Charrier, Logistic Advisor to Canadian
Emergency Coordinator; Ainalem Tebeje, Student in Journalism,
Carleton University; Katherine Smalley of "Man Alive"; Pat McGrath
of *The Citizen*; Michael Lea of *The Kingston Whig Standard*; Pierre
Linderauf of *The Gazette*; Patrick Price of Reuters and from Dr. John
Dunford and Peter Dalglish of the Ethiopian Airlift.



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