

PD - ABG - 118

Form 82908

ETHIOPIA  
ASSESSMENT OF WAR VICTIMS  
AND DISPLACED CHILDRENS ACTIVITIES

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30 November - 18 December 1991

Prepared by  
Jim Myers & Carmela Green-Abate  
of Atlantic Resources Corporation  
Contract # DPE-5929-C-00-0049

ETHIOPIA  
ASSESSMENT OF WAR VICTIMS AND DISPLACED CHILDRENS ACTIVITIES  
(November 30 - December 18, 1991)  
Back to Office Report

PURPOSE OF TRAVEL:

To review status of activities funded under FY 91 Displaced Children's and War Victims Funds; and to assess potential requirements for additional support from FY 92 accounts.

PLACES AND DATES OF TRAVEL:

- Addis Ababa: Dec 2 - 8
- Bahar Dar, Gojam and Wareda, Gondar: Dec 8 - 10
- Addis Ababa: Dec 10 - 11
- Asmara, Eritrea: Dec 11 - 13
- Tigray Province: Dec 13 - 14
- Addis Ababa: 14 - 17

SUMMARY OF MAJOR RECOMMENDATIONS:

General:

As will be evident from this report, immediate follow up on many issues involving both funds is necessary. Therefore, USAID/Addis and the Africa Bureau should arrange for the earliest possible employment of Dr. Carmela Green Abate, who has been nominate for an approved personal services contract position using combined FY 1992 Displaced Childrens and War Victims funds.

War Victims Fund:

The FY 1991 grant of \$1,200,000 through State/RP to the ICRC requires re-allocation among some approved and some newly proposed activities which are the result of the changed political situation in Ethiopia.

This may involve the reduction or elimination of assistance to the Heroes Center, some adjustment, possibly substantial, in the allocation for the POC in Addis, and the probable increase of funds for the development of centers in Mekele, Tigray Province and Asmara, Eritrea.

Depending on follow up by USAID/Addis, there may be need and justification for the addition of from \$500,000 to possibly \$950,000 of FY 1992 funds.

#### Displaced Childrens Fund:

The FY 1991 grant of \$505,000 to the CRDA should be utilized by April 1992, through a process of sub-grants awards to member NGOs.

The two major areas of need at this point appear to be:

- 1) institutional strengthening for NGOs currently providing care and services to displaced children and orphans; and
- 2) for the development of capabilities and programs designed to generate income both for the institutions as well as for the beneficiary children.

Immediate funding from the FY 91 CRDA money should be provided for an assessment of income generation experiences among NGOs in Ethiopia and of the potential for future investments in this area.

Immediate funding from this same fund should also be made available through the CRDA grants program for the displaced childrens reunification proposal submitted by SAVE the Children/USA. Early, additional FY 1992 money may also be required to support this activity.

Depending on the results of the upcoming round of sub grants through CRDA and follow up by USAID/Addis, an additional \$1,000,000 - \$1,500,000 of FY 1992 Displaced Childrens Funds may be required.

**MAJOR ISSUES: War Victims Fund**

1. **Estimates of needs for prosthetic and orthotic services and devices in Ethiopia:**

Little or no accurate data are available in Ethiopia, upon which to estimate the number of handicapped civilians and ex-combatants for whom prosthetic and/or orthotic services and devices might be needed. A January, 1991 S&T/H sponsored assessment estimated the number at approximately 90,000 amputees, based on 2 amputees per 1,000 inhabitants. This figure was supported by the results of a January 1991 evaluation of the Rehabilitation Agency's (R.A.) Community Based Rehabilitation Program which had been jointly sponsored by UNICEF, CIDA, UNDP/ILO, and Handicapped International from 1987 - November, 1991.

From discussions with the ICRC, the Commission for the Demobilization of Former Soldiers and others during this recent visit and others, that estimate was re-affirmed. The general rule of thumb dictates that 10% of a general population is expected to be disabled, suggesting there are 4.5 million disabled Ethiopians. WHO estimates the number to be between 3 million to 4.5 million. Of those, 25%, or 750,000 - 1.25 million Ethiopians, would have locomotion disorders, and of those, 60%, or 630,000 - 750,000 would require some form of artificial prosthetic or orthotic appliance. Generally, orthotic requirements are 10 times as great as prosthetic needs, resulting in a theoretical 63,000 - 75,000 disabled in need of prosthetic devices. Given the past seventeen years of civil strife, the figure of 90 - 100,000 is not out of line.

However, when discussions in Ethiopia came down to specifics, much lower estimates were used. For example, the Demobilization Commission estimates there are 40,000 disabled ex-combatants, and only 1,000 who are in need of prosthetic devices in and around Addis Ababa. More-over, a recent ICRC survey in Bahar Dar, Gojam Region, where a high incidence had been expected, resulted in an estimate of less than 1,000 war victims in need of appliances.

Additionally, the figure commonly used to estimate the number of ex-combatants from the former government is between 300,000 - 400,000. A figure slightly higher than 100,000 was provided by a local representative of an NGO providing specific supplies to, supposedly, all demobilized ex-combatants. Thus, this figure also should be clarified.

**Recommendation:**

It is recommended that as soon as possible, additional investigation be made to arrive at a better working estimate of the scale, nature and geographic concentrations of the problem upon which future investments can be based.

2. **Reallocation of resources under FY 91 grant to International Committee for the Red Cross:**

In September, 1991, \$1.2 million from the War Victims Fund were transferred through the State Department's Refugee Program to the International Committee for the Red Cross (ICRC), which funds are earmarked for prosthetics assistance in Ethiopia.

Through ICRC, those funds were intended to support the activities of the Prosthetics and Orthotics Center (POC) in Addis Ababa and the Heros Centre in Debre Zeit through the provision of equipment, raw materials and support for training. Possible support for new or upgrading of existing centers in Dessie, Harrar, Gondar and/or Asmara was also included.

During the subject assessment, the ICRC proposed to modify this plan of assistance where-by they would reduce or eliminate the proposed training component and would accelerate and expand assistance for new centers in Mekele, Tigray and possibly Eritrea.

The proposed training component which is now being reconsidered by ICRC includes support for the continuation and development of a three part program based at the POC. These elements consist of a two year orthopedic technician course, a three year physio-therapy course and an on-going series of short-term refresher/skills up-grading program.

This training program would actually be the responsibility of the POC with technical and accreditation assistance and financial support from the Dutch Development Organization (SNV).

The ICRC has now requested that they be relieved of responsibility for any management or administration of the training program, even though it had originally been proposed by ICRC/Addis Ababa.

### **Recommendation:**

It is recommended that USAID/Addis Ababa follow up on discussions initiated during the assessment with the ICRC, SNV, the POC and the Demobilization Commission (which is responsible for the Heros Centre and possibly the new center in Mekele).

Based upon the results of these discussions and the recommendation of USAID/Addis Ababa, a War Victims Fund decision will have to be reached concerning the distribution of these funds. The possible options are to recommend the elimination of all or parts of the training proposal; the sub-granting of responsibility for the training component to SNV; the re-affirmation of AID's desire for ICRC to manage the implementation of the training program as previously agreed; and/or the reallocation of some funds to accelerate and/or strengthen the development of centers in Mekele and/or Asmara.

Based upon further exploration by USAID/Addis Ababa, it may be deemed necessary to provide additional FY 92 funding. An important consideration to be pursued during this exploration will be to determine how these various elements will eventually be absorbed into a larger rehabilitation system.

### 3. **Possible Support for Activities in Eritrea:**

Meetings were held in Eritrea with the Secretary General of the EPLF, the Acting Director of the Eritrean Relief Association and the Director for Labor and Social Affairs, and a visit was made to a prosthetics workshop in Asmara.

During discussions with Social affairs, we were informed that there are estimated 60,000 disabled in Eritrea, about 11,000 of which are former combatants. This is a very incomplete picture, however, since it does not include information from rural, remote areas.

The over-all strategy in Eritrea is targeted towards vocational rehabilitation and reintegration of the disabled into society.. This includes somewhat ambitious plans for the establishment of vocational training institutions.

The Asmara center was one of two such workshops in Eritrea, the other which was an "underground" unit that is being relocated, possibly to Asmara as well. The ICRC had previously provided assistance to the unit which we visited, but at the time of our visit, were struggling with a very poor relationship with the government.

The ICRC International Deputy Director was to visit

Asmara the day after we departed Ethiopia with hopes that differences could be ironed out. Therefore, this situation may be changed by now.

At the time of our visit, the Asmara workshop was close to running out of raw materials with which to operate. It was also expected that the technical director would be transferred to another center in the not-too-distant future, as he is not Eritrean. In addition to him there are four prosthetists who were trained in Beirut, two who had training in Addis and two others. We were told that of the estimated 11,000 disabled ex-combatants, 60% are missing limbs and are in need of prostheses.

**Recommendation:**

It is recommended that USAID/Addis also follow up with ICRC, the POC and the ERA in the near future to determine what the future plans are for the two centers. The ICRC revised proposal includes Eritrea as a site to be assisted under FY 1991 War Victims Funding.

The EPLF's policy towards NGOs is currently being defined and guidelines will be available shortly.

4. **Possible Support for a Handicap International Assisted Program in Tigray Province:**

Based upon discussions with the Rehabilitation Agency, officials at REST (the Tigray Relief and Development Agency, a semi-autonomous local NGO), representatives from Handicap International's headquarters as well as local office, and the ICRC, it appears that agreement had been reached on the probable establishment of two prosthetics centers in Tigray Province, one to be supported by the POC and ICRC in Mekele, and a second center to serve the needs of hard-to-reach amputees in northern and western sections of the province, to be located in Axum.

**Recommendation:**

USAID/Addis Ababa should follow up on these discussions to determine if, when and what type of center is proposed and to determine if and what level of AID assistance might be required. If the proposal appears to be cost effective, the technology appropriate, the organization structure reasonable and sustainable and the magnitude of the accessible, at-risk population verified, R&D/H would support funding the activity under an FY 1992 grant to Handicap International.

5. **Community Based Rehabilitation (CRR) Program:**

As noted above, a Community Based Rehabilitation (CBR) program had been executed by the Rehabilitation Agency (R.A.) from 1987 - November, 1991 with support from UNDP/ILO, UNICEF, Handicapped International and CIDA.

While the importance and partial successes of this program are significant, none of the earlier donors nor NGOs indicated their willingness to continue support for the program at this time.

**Recommendation:**

It is recommended that USAID/Addis Ababa continue to follow up on discussions with NGOs interested in CBR. If an experienced and reliable NGO does commit to a long term investment in this area, USAID/Addis Ababa should seriously review their program plan and, if it is deemed appropriate, sustainable and feasible, consider applying for FY 1992 War Victims funds to support a limited intervention.

6. **Vocational Training:**

The dominant theme of most experts and organizations involved with the disabled was the need to assist those who are able, to develop and productively utilize talents and skills which will enable them to provide for themselves.

Ethiopia has a long and encouraging history of sheltered workshops (ie. small enterprises which partially or wholly employ a specific population, such as the disabled). Under the old imperial rule, the Foundation for the Disabled, which originally founded and ran the POC, successfully operated what was then known as the United Abilities Corporation, which first produced umbrellas, then opened a dry cell factory, and, had the foundation survived, was planning to expand into other commercial products. The umbrella factory still operates, though as a government-run operation. The Ethiopian Association for the Blind (EAB) and the Association for the Deaf (EAD) have on-going activities, as do many other smaller organizations which support the disabled as well as other groups such as orphans.

While there has been some success, the potential for improving the capabilities of NGOs which support the disabled is considerable.

**Recommendation:**

It is recommended that a major assessment of experiences to date as well as potential for future income generation activities by NGOs, both for war victims as well as displaced children be initiated in early 1992. Further discussion on this issue is covered in the section on Displaced Children and a draft scope of work is attached. A list of recommended follow-up site visits is also included in a memo covering a number of follow up issues which was left with USAID/Addis. (See attachment)

7. **Department of Defence Prosthetics Workshop:**

One of the side issues I was to pursue during my visit was to determine the disposition of USAID and, informally, the Government of Ethiopia, towards the potential provision of a self-contained prosthetics fabrication unit from the U.S. Department of Defence.

I discussed the issue with AIDREP Bill Pearson at the beginning of the visit and he suggested I pursue it during the course of my meetings, especially with the Commission for the Demobilization of Former Soldiers who has the primary responsibility for the provision of prosthetic assistance in the country at this time.

I raised the issue during my discussions with the Commissioner, Ato Mulugeta Gebrehiwot, indicating that this was a totally preliminary, "off the record", informal inquiry to ascertain whether or not there was interest or if there were any major constraints to such a proposal. I mentioned that the program, which falls under the military's "Humanitarian and Civic Action Assistance Program" included a major technical assistance component for the installation of the workshop and the training of local, military medical, paramedical and/or orthopedic technical staff by U.S. military technicians.

Ato Mulugeta indicated his serious interest in such an assistance program.

His interest was reinforced during a subsequent discussion with Ato Shimelis Adugna, the special advisor to the Commission.

**RECOMMENDATION:**

Based on my exit interview with Bill Pearson, I agreed to follow up with the Department of Defence Central Command (CENCOM) Headquarters in Tampa, Florida, exercising extreme caution with respect to the absolute inability of the mission, and presumably embassy, to provide any administrative or logistical support, whatsoever.

The following determinations should be made before any final decision should be made:

- i. First, it must be determined that CENCOM is willing and able to carry out this activity with total self sufficiency and with no reliance on embassy nor USAID staff for logistical or any other assistance.
- ii. Second, based upon direct communications between technical representatives of CENCOM and the GOE (most likely the Demobilization Commission with assistance from the POC), the compatibility of the proposed technology with the maintenance capabilities available in Ethiopia must be confirmed.
- iii. Lastly, if the first two criteria are met, the final determination of site selection should be based on the results of an agreed-upon, systematic and reliable site assessment process.

**MAJOR ISSUES: DISPLACED CHILDREN'S FUND**

1. Status of the FY 1991 Grant to CRDA:

At the present time there are numerous NGOs in Ethiopia providing care and services for displaced children and orphans as well as marginal families whose children are at great risk of being displaced. Over seventy such organizations are affiliated with the Christian Relief and Development Association, CRDA, which serves as an umbrella organization for a majority of local and international NGOs currently operating in the country.

These NGOs cover a wide spectrum of children's assistance activities, many of which fall under the terms of the Displaced Children's Fund. Included among these are organizations which provide shelter, child care or social services such as orphanages, facilities for children with special needs, children's villages, community based children's homes, foster homes, street children's service centers, health centers, counselling services, non-formal education and

vocational training centers, cottage industries, sheltered workshops and others.

In September, 1991, \$505,000 from the FY 1991 Displaced Childrens Fund were granted to CRDA for subsequent sub-granting to member NGOs.

During this assessment visit, an initial meeting with the CRDA Executive Director was held, at which time it was agreed that:

- \* I would prepare more detailed guidance for immediate distribution among CRDA member NGOs concerning the intent, parameters and criteria governing the process under which sub grants would be awarded; and
- \* A meeting would be convened at the end of my visit at which member NGOs would be able to ask questions and share concerns and ideas about the current status of displaced children in Ethiopia.

Guidelines were shared with CRDA and a meeting was held on December 16th, at which approximately 20 NGOs were represented.

Based upon concerns expressed at this meeting (and in discussions with technicians, social workers and administrators and other donors), the need for institutional strengthening emerged as the single greatest need facing NGOs which are operating in Ethiopia today. In this context, institutional strengthening covers 3 basic areas, including:

- \* Organizational management, administration and accounting;
- \* Basic social work and related health and child care services;
- \* Vocational training/ Income generation
  - \* technical upgrading
  - \* teaching/training capacity development
  - \* business management
  - \* fund raising.

Guidelines were shared with CRDA and a meeting was held on December 16th, at which approximately 20-25 NGOs were represented. In addition to the identification of these priorities, other issues concerning programmatic concerns, funding and proposal development guidelines, timing and future activities were discussed.

#### Recommendations:

In concluding the meeting, the following timetable for

the granting of the FY 1991 Displaced Children's Fund was proposed:

- December, 1991: Formal announcement and issuance of request for proposals (RFPs) to CRDA member NGOs.
- February 15, 1992: Proposals due from NGOs, with copies for CRDA, USAID/Addis Ababa and R&D/Health.
- March 30, 1992: CRDA to award sub-grants, based on the review and evaluation of grant proposals by CRDA with concurrence of USAID/Addis Ababa.

Depending upon the quality and scale of responses to the RFP, USAID/Addis Ababa will submit to R&D/Health a proposal for additional funding under the FY 1992 Displaced Children's Fund sometime in April.

In addition to the CRDA proposals, there are a number of current or anticipated proposals and/or other activities which are under consideration for special funding in FY 1992. These include the following:

- i) Assessment of income generation activities;
- ii) Support for the establishment of a management and technical support and training resource center;
- iii) SNV/CYFWO Technical support for income generation activities;
- iv) SAVE/USA proposal for reunification of displaced children;
- v) SAVE/USA proposal for street children and AIDS prevention/control.

## 2. Institutional Strengthening:

With regard to the need for institutional strengthening, there are a number of possible approaches for addressing the institutional inadequacies of NGOs, which might be deemed appropriate for support under the Displaced Children's Fund.

One approach which will be considered under the provision of specialized training and/or technical assistance through the use of dedicated funds to procure the temporary Services of independent trainers or consultants.

A second option would be the provision of funds vis a competitive process, to a qualified organization for the establishment of a technical support and training center.

This objective, the establishment of a competent, effective and responsive center which could assist NGOs to become more effective and sustainable providers of care and services, could be achieved by different mechanisms.

One mechanism would be to provide an institutional development grant to an organization, and to fund or subsidize its operations for a specific period of time.

Alternatively, funds could be set aside for use by NGOs to independently procure these technical and training services, domestically or internationally.

The problem with providing an institutional development grant would be the issue of sustainability and the concern of one organization's ability to adequately select and respond to the needs of a potentially large number of candidate institutions.

The problem with setting aside funds for use by NGO's themselves would be the question of the technical competence on the part of the NGOs to identify and effectively utilize the assistance. Also, and perhaps more importantly, it might not be feasible to allocate, monitor and manage AID funds under such a program, especially if it becomes evident that international expertise might be desired and/or required.

Recognizing the need to ensure that any supported resource entity NOT become dependent on AID - funding, there does not appear to be any disagreement about the need for such technical assistance and training which can serve the Ethiopian not-for-profit sector, and especially those NGOs which serve the needs of Displaced Children.

Recommendation:

As part of the "Income Generation Assessment" which is addressed elsewhere in this report, an assessment of needs potential resources and mechanisms for providing technical assistance and training for NGOs should be included. This will include a strategy which would address the need to develop and sustain an accessible pool of necessary managerial, technical and training resources in Ethiopia.

### 3. Income Generation:

At the present time, NGOs operating in Ethiopia depend on a very broad range of activities with which to generate income, and there are tremendous differences in amounts of funds received, types and quality of activities and services rendered, and in the requirements for accountability under which they receive funding. Given the nature of their activities and the differing funding sources, many NGOs are forced to operate with a high degree of financial uncertainty each year.

Without resorting to a major evaluation of all NGOs in Ethiopia, it is probably safe to say that of the one hundred or so groups which provide care, shelter or services for displaced children, 10%-20% are probably providing very good to exceptional quality. 45%-65% are providing acceptable to good levels, and 10%-20% are providing less than acceptable levels of care.

Many of these groups are very small and depend upon voluntary work and contributions of a very basic nature. Many are examples of the generosity and compassion of perhaps just one person who has started caring for a few children, and due to the enormity of the problem, have expanded, sometimes faster and to a larger scale than they are able to effectively manage. Size appears to have no relevance in looking at quality.

One element that all of these groups have in common, however, is the great responsibility they each have assumed for the care of their children, and their need for funds which might be donated (either in cash or kind) or earned as income through sales of products or commissions for service.

The term "Income generation" is therefore used to refer to either money earned through fund raising (donations) or through sales (earnings).

#### Recommendation:

The major recommended priority for the use of the Displaced Children's Fund in Ethiopia at this time is for the development and strengthening of institutional capacity of NGOs, including the capability to generate income for the institution as well as for the children who will eventually graduate from their programs.

During the initial meeting with CRDA, the Executive Director expressed interest in using some of the FY 1991 funds to conduct an evaluation of previous and on-going income generation activities which have been implemented by CRDA's member NGOs.

I expressed my full support and interest in such an assessment and volunteered additional resources from our Washington fund to support participation in the assessment.

The assessment will look at both the fund raising as well as income-earning side of the issue, and will seek to identify critical obstacles as well as essential components for successful income generation activities. It will also be provide specific recommendations concerning possible approaches to identifying, assisting and planning potential market and marketing and production strategies.

A draft Scope-of-Work for the Income Generation Assessment is attached.

4. Netherlands Services Organizations (SNV)/Children, Youth and Family Welfare Organizations (CYFWO):

During the January, 1991 assessment visit, meetings were held with representatives from SNV, CYFWO and the EOC, concerning and income generation support proposal.

At that time, an SNV volunteer working at CYFWO had developed a proposal which included the establishment of a central technical assistance team to work out of CYFWO to provide assessment and technical assistance to a number of NGOs working under CYFWO. By far the most prominent NGO which CYFWO was assisting at that time was the Ethiopian Orthodox Churches' Children's Council for Childcare which was and continues operating 44 orphanages, serving approximately 6,000 displaced children and orphans.

The proposal targeted eight major centers for which feasibility studies on potential income generation activities had been conducted,

At the current time, a four-person technical assistance team is employed by SNV and is attached to CYFWO. A field site visit to Gojam and Gondar regions (Bahar Dar and Wareda) which included two of the eight priority E.O.C. orphanages was conducted by the reporter and two members of the SNV technical team.

Based on the site visits, the following conclusions were reached:

- i. The E.O.C orphanages appear to be providing a minimal level of support for the children under their care, including shelter, some medical attention, food, a base from which they are able to attend school up to the twelfth grade, and for a limited number of children, some vocational training. It must be noted that in the orphanages visited, there were many 'children' well over the age of eighteen, in fact up to 28 years in a number of cases, who are being supported. They are eligible to remain until they complete the twelfth grade. This remains a serious problem for many "Child Care" institutions in Ethiopia.
- ii. There appeared to be little or no income being generated from the institutions.
- iii. Food and shelter for E.O.C. orphanages appear to be provided from by a German humanitarian assistance group which provides approximately US\$20 per month per child.
- iv. Any income generation initiatives supported by SNV will depend upon a substantial amount of managerial restructuring within the E.O.C. system, the installation of technically competent managers as project supervisors and the separation of the income generation elements from the child care operations.

**Recommendations:**

- i. It is recommended that USAID/Addis Ababa continue the ongoing dialogue with SNV and CYFWO and cautiously consider proposals for limited support for specific site proposals.
- ii. USAID/Addis Ababa may wish to include the German assistance group in their considerations of proposals in order to ensure support and possible leverage from them.

**5. SAVE/USA - Reunification Proposal:**

Among proposals already submitted to CRDA for funding under the FY 1991 Displaced Children's Fund, SAVE/USA submitted a request for approximately \$200,000 for the investigation, reunification and follow up of approximately 125 displaced children who are known to have surviving families with whom they could be reunited in Ethiopia, including 49 in Eritrea.

**Recommendation:**

It was agreed that this effort appears to be well-documented, appropriate and urgently needed, It was recommended that CRDA act quickly to provide funds for this activity and given the relatively high cost (approximately \$196,000 of the available \$505,000), that additive FY 1992 funds be provided to CRDA as soon possible.

6. **SAVE/USA- Street Children and AIDS Control Proposal:**

SAVE/USA has submitted two other proposals for partial funding to various donors for support for and AIDS control/prevention activity among street children in Addis Ababa.

**Recommendation:**

It is recommended that R&D/H/AIDS and USAID/Addis Ababa review and provide feedback and guidance to R&D/H/RSCU concerning the methodological appropriateness of the proposal, and, based in that guidance, special FY 1991 and or 1992 funding be considered to partially support the effort.

Based upon the initial review of the proposal, it appears to focus in an important and appropriate high risk population, Also, given the severity of the issue and the fund's interest in street children, special consideration of the proposal at this time is recommended.

7. **Possible Activities in Eritrea:**

Meetings were held in Eritrea with the General Secretary of the EPLF, the Director for Labor and Social Affairs and the Acting Director of the E.R.A.

The main issue with respect to the possible use of Displaced Children's Fund in Eritrea will be the role and sphere of activities of NGOs there. At this time the priorities and activities of the Department for Social Affairs and the E.R.A. are unclear.

We met with Dr. Trygve Overby, the Resident Representative of Redd Barna (SAVE/NORWAY) in Khartoum, who is in the process of negotiating a plan for operations in Eritrea. Dr. Overby appears to have close relationships with USAID/Addis Ababa and it would be good for USAID/Addis Ababa to maintain contact with whom to get a sense of where the EPLF and the E.R.A. are going.

Also, UNICEF will be assisting in a region-wide assessment of displaced children in Eritrea in early 1992 and USAID/Addis Ababa should also try to monitor those results.

**Recommendation:**

If and when a USAID/representative is assigned to Asmara, assistance for displaced children's activities should be considered. However, if Redd Barna or other NGOs come up with specific proposals (especially if supported by reliable data from the upcoming UNICEF-supported survey - and accompanying recommendations) these could be considered prior to the establishment of an A.I.D. office IF this is deemed viable.

8. **Possible Activities in Tigray Province:**

Before the field trip to Tigray province, a meeting was held with the new Director of REST and a long-term Australian advisor. At that meeting, we were advised of the high priority which REST gave to the plight of the many orphans and displaced children who are found throughout the province, including 440 children who have recently been relocated from the Sufa refugee camp in Sudan. These children are currently located in a temporary camp in Mekele. REST is currently assisting approximately 3,000 displaced persons with interim subsistence support, and is planning to assist those remaining by providing agricultural training and farm implements. REST has been collecting food and other donations from those citizens who have some surplus and distributing them to those in need.

One of the critical issues confronting any donor interested in providing assistance for children in Tigray Province is the role of REST and the attitude of REST and the TPLF towards other NGOs. REST and the TPLF consider REST to be an independent NGO, although its close association with the TPLF party, and now government, creates some confusion regarding its actual governmental or non-governmental status. REST is recognized as an NGO by UNICEF/Addis Ababa and by some other NGOs and donors.

However, after our meetings in both Addis Ababa and then Mekele with REST officials, two issues remained unclear: the first was the issue of whether or not other NGOs would be able to implement their own programs in Tigray - or whether REST would insist on implementing all programs, looking on other NGOs to serve in effect as donors. Secondly, it was suggested in Mekele that given their other critical concerns, the plight of their displaced children might not be a concern of high priority for REST.

It must be admitted that REST's position on this, as on many other issues, was not clear, but if in fact REST is to be the agency ultimately responsible for the implementation of activities, then the first question requiring clear resolution is that of commitment. If it is determined that REST and the TPLF consider their displaced children to be a high priority, the many questions concerning the roles and responsibilities of the implementing agency, be it REST or another NGO, must be addressed.

**Recommendation:**

USAID/Addis Ababa should follow up on the initial discussion with REST/Addis Ababa to classify these issues before any requests or proposals for specific assistance be considered. This should also be a topic for continued discussion with UNICEF, other donors and the NGO community.

**NOTE ON INVOLVEMENT OF OTHER INDIVIDUALS IN ASSESSMENT:**

The subject assessment was carried out with the participation and assistance of four other individuals.

Tim Rieser, a staff member of the Senate Foreign Appropriations Committee and the key aide to Senator Patrick Leahy who is primary supporter on the Hill of the War Victims Fund participated from December 8 - 15, and travelled to Bahar Dar, Gojam Province, Wareda, Gondar Province, Tigray Province and Eritrea. Mr. Rieser's previous experience working with Ethiopian (primarily Tigrayan) refugees in Sudan, along with his first hand knowledge of and experience with prosthetics programs in other countries and, of course, his critical role in the establishment of the War Victims Fund, proved of immeasurable value to the assessment at many different levels.

Dr. Carmela Green Abate has been nominated for the Personal Services position in the mission, to be jointly funded by the two funds, to manage all activities which are supported by the funds. Dr. Abate is a pediatrician who has been practicing medicine in Addis for the past seventeen years and is the founder of the Gemini Trust, a local NGO which provides health and nutrition assistance and income generation training and employment for infant twins and their mothers. (Twin infants are estimated to have a six times greater infant mortality rate than non-twins in Ethiopia and most LDCs.)

Dr. Abate was employed under the R&D/Health contract with Atlantic Resources Corporation to participate on the assessment and to do some limited follow up. She participated in most of the discussions in Addis and the field trip to

## Tigray Province and Eritrea.

Mr. James Myers is an independent consultant who has been resident in Ethiopia for the past eighteen months, was also employed under the Atlantic Resources Corporation contract to participate on the assessment. He has over twenty years of international development experience, having worked for the Peace Corps, CARE, UNICEF, WHO, the German group GTZ, etc. Mr. Myers' experience and expertise in the areas of small business development, NGO management, childrens' programs and income generation activities (especially in the areas of horticulture, bee-keeping and general agriculture) were deemed especially relevant for the purposes of the assessment, and he participated in most of the Addis discussions and the field trip to Gojam and Gondar provinces.

Wendy Fenton of USAID/Addis also participated in several of the discussions, especially with ICRC, and along with the rest of the staff in the mission. In spite of her extraordinarily demanding responsibilities on other issues, Ms. Fenton still provided invaluable assistance in providing information, participating in discussions and making all of the arrangements for meetings and in-country travel.

**INSTITUTIONS AND PRINCIPAL PERSONS VISITED:**

**ADDIS ABABA**

**Save the Children/USA (Save/USA)**

Mr. Willet Weeks, Horn of Africa Regional Representative  
Ato Seifu, Save/Ethiopia Country Director  
Ms. Beulah Downing, Program Officer

**Christian Relief and Development Association (CRDA)**

Brother Augustine O'Keefe  
Ato Kassa

**Children Youth and Family Welfare Organization (CYFWO)**

Ato Tedla Dressie, Director  
Ato Serto Haimanot, Director of Planning

**Netherland Services Organization (SNV) [Dutch Volunteers]**

Mr. Joep Bremmers, Country Representative  
Mr. Jan Vloet, Agricultural advisor  
Ato Abebe Belay, small business advisor  
Ato Tekele Teshome, agricultural advisor  
Ms. Tillie de Boer, small business advisor  
Ton Haverkort, Training Coordinator - P.O.C.

**Rehabilitation Agency (RA)**

Ato Awgaehew Negash, D/General Manager  
Captain Nabele, Advisor

**R.E.S.T.- Addis Ababa**

Ato Teklowoeni, Director  
Ms. Helen Pitt, Advisor

**ICRC**

Mr. Max Deneu, Orthopedic Project Manager (Acting)  
Mr. Theo Verhoff, Orthopedic Project Director (designate)  
Mr. Alain Garachon, ICRC/Geneva

**P.O.C.**

Ato Danielle Tessema, {WHO/Peshawar}  
Ato Johannes, Chief Technical Director  
Ato Teshoma Abate, Acting Manager

**I.L.O.**

Mr. Bob Ransome

**Handicap International**

Mr. Jean Christopher Charlies  
Ms. Susan, Physio-therapist, Harteshek Refugee Camp  
Mr. Serge Rochatte, Technical Coordinator, HI/Lyon, France  
Mr. Fauad Ismail, Horn of Africa Coordinator

**Redd Barna (SAVE/Norway)**

Mr. John Tellum, Acting Director  
Ato Hailu Wandafrash, Income Generation Specialist  
Ato Admasi Vandimu, Health Coordinator  
Dr. Trygve Overby, Res. Rep., Redd Barna/Sudan

**UNICEF**

Mr. Paul Ignatieff, Resident Representative  
Ms. Maria Zanca, Emergency Coordinator

**Commission for Demobilization of Former Soldiers (Demobilization Commission)**

Ato Mulugeta Gebrhiwot, Commissioner  
Ato Shimelis Adugna, Special advisor

**World Orthopedic Concern**

Dr. William McQuillen  
Dr. Allen Hibbard

**Medecin du Monde**

Mr. Jose Fernandez, Director

**Ministry of Labor and Social Affairs**

Ato Deжере Anemae, Vice Minister for Social Affairs  
Ato Zewdu Nego, Team Leader

**U.S. Embassy**

Mr. Marc Baas, Charge D'Affair

**USAID/Addis Ababa**

Bill Pearson, AIDREP  
Alan Van Egmond, Deputy AIDREP  
Wendy Fenton

**BAHAR DAR, GOJAM PROVINCE**

**SOS Childrens Villages - Agricultural Center/Bahar Dar**

Ato Tsehaye Rette, Manager

**Blue Nile Childrens Home and Training Center/Bahar Dar**

Ato Teferri Akalu, Project Director  
Ato Mullah Shette, Manager - Bee Keeping Project

**Ethiopian Orthodox Church (E.O.C.) Orphanage/Bahar Dar**

**E.O.C./ Ministry of Agriculture Fishing Cooperative/Bahar Dar**

**GONDAR PROVINCE**

**E.O.C. Orphanage/Wareda**

**ASMARA, ERITREA**

Ato Issayas Afeworki, Secretary-General, EPLF  
Ato Yemane Ghmane Ghebremeskel, Secretary to the Secretary  
General  
Ato Ghirma Asmeron, Chief of Protocol  
Ato Gebremikael Mengistu, Head, North America External Affairs  
Secretariat  
Ato Johannes Teklemikael, Protocol Officer  
Dr. Assefa Tekasta, M.D., Head, Department of Social Affairs  
Ato Tewolde Geressus, Director (Acting) E.R.A.  
Ato Rezene Medhani, City Engineer, Municipality of Asmara  
Ato Tesfai Ghermazien, Secretary, Department of Agriculture  
Ato Tesfaye Haile Selassie, Director, Prosthetics Center,  
Asmara

**MEKELE. TIGRAY PROVINCE**

Ato Abraha Haile Mikael. Project Officer, REST  
Mr. Hans Spiess, ICRC Delegate, Mekele

**E.O.C. Childrens Home (for Girls)**

**REST Temporary Shelter (for orphans from Sudan camps)**

**ICRC supported camp (for evacuees from Eritrea)**

**Wokru Camp (for Disabled Former Combatants)**