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BOX 41

FILE 2

ACC. 1998/0278

Rush 20/4/94

UN RESTRICTED  
UNITED NATIONS ASSISTANCE MISSION FOR RWANDA  
( U N A M I R )

TO : F C

Date : 30 Apr 94

FROM : H A C

SUBJECT : REPORT TO THE SECURITY COUNCIL - UNAMIR HUMANITARIAN  
ACTIVITIES FOR THE PERIOD 20 APR - 01 MAY 94

GENERAL

1. Following the sharp deterioration in the security situation in early April and the subsequent modification of the original mandate by the Security Council on 21 Apr 94, action was taken to strengthen the Humanitarian Cell of UNAMIR. This action was in anticipation of the expected heavy humanitarian assistance workload in Rwanda.

2. Within the period 20 Apr -01 May 94, the humanitarian efforts of UNAMIR have been centred mainly on the following:

- a. Re-organization of the humanitarian assistance cell (HAC).
- b. Evacuation of civilians to safety.
- c. Ensuring the safety and security of civilians in displaced locations.
- d. Distribution of humanitarian aid.
- e. Gathering of humanitarian information.

3-01 23:10

5602

Let us check our own minutes

UNAMIR

2.8

UNITED NATIONS HQS NEW YORK

025 P01

CNR 527 P1/4

94 AUG 33 04 01

OUTGOING CODE CABLE

TO: KHAN, UNAMIR, KIGALI  
HEIN, UNREO, KIGALI  
FROM: HANSEN, UNATIONS, NEW YORK

DATE: 1 SEPTEMBER 1994

NUMBER 2784

Amny 4<sup>th</sup> Sept

He saw  
M follow-up  
and would like  
team from DHA.  
6/5

1994 SEP - 1 P 15

**SUBJECT: PRELIMINARY REVIEW: DHA RESPONSE TO THE RWANDA CRISIS**

1. THE RWANDAN CRISIS HAS GENERATED CONSIDERABLE DEBATE ON THE OVERALL CAPACITY OF THE INTERNATIONAL COMMUNITY TO RESPOND RAPIDLY AND EFFECTIVELY TO LARGE-SCALE COMPLEX EMERGENCIES. THERE IS WIDESPREAD CONCERN THAT THE RWANDAN EMERGENCY SHOULD BE STUDIED AND DOCUMENTED, AND LESSONS LEARNT WITH A VIEW TO ENSURING THAT THE UNITED NATIONS SYSTEM IS BETTER EQUIPPED CONCEPTUALLY, ORGANIZATIONALLY AND LOGISTICALLY, TO COPE WITH FUTURE DISASTERS OF THIS MAGNITUDE.

2. WITH THIS IN MIND, I AM SENDING A SMALL TEAM TO RWANDA (AND BUKAVU/GOMA) TO REVIEW - IN A LOW-KEY AND NON-INTRUSIVE MANNER - DHA'S OWN ROLE IN COORDINATING AND FACILITATING INTERNATIONAL COMMUNITY'S RESPONSE IN FAST MOVING AND PARTICULARLY COMPLEX SITUATION. THIS PRELIMINARY REVIEW, WHICH DOES NOT PRECLUDE A MORE SYSTEMATIC EVALUATION EXERCISE TO BE CONDUCTED AT A LATER DATE WITH THE BENEFIT OF HINDSIGHT, IS AIMED PRIMARILY AT IDENTIFYING LESSONS WHICH WOULD BE USEFUL TO THE SYSTEM IN IMPROVING ITS RESPONSE CAPACITY IN FUTURE EMERGENCIES. AS MENTIONED ABOVE, IT WILL FOCUS ON DHA'S ROLE AND PERFORMANCE AND AS SUCH IT IS AN

- 2 -

INTERNAL REVIEW. THE MISSION WILL NATURALLY WISH TO BE BRIEFED BY UN AGENCY AND PROGRAMME REPRESENTATIVES IN THE FIELD ON THEIR OWN ACTIVITIES AND ON THEIR PERCEPTION OF THE ROLE OF DHA/UNREO. IT WILL ALSO MEET WITH DONOR AND NGO REPRESENTATIVES AND, IF APPROPRIATE, WITH GOVERNMENT OFFICIALS.

3. THE MISSION, WHICH COMPRISES MS. NORAH NILAND OF DHA AND MR. ANTONIO DONINI OF EOSG (ON LOAN TO DHA) WILL BE REACHING KIGALI ON 4 SEPTEMBER AND EXPECTS TO SPEND APPROXIMATELY TWO WEEKS IN THE REGION. I AM FULLY AWARE OF YOUR OWN TIME CONSTRAINTS BUT WOULD APPRECIATE YOUR MEETING WITH THE TEAM WHICH WILL BENEFIT GREATLY FROM YOUR INSIGHTS.

4. THE ATTACHED NOTE PROVIDES ADDITIONAL DETAILS ON THE RATIONALE AND OBJECTIVES OF THE REVIEW.

REGARDS.

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**PRELIMINARY REVIEW: RESPONSE TO RWANDAN CRISIS****BACKGROUND:**

The humanitarian implications of the crisis which has provoked massive displacement and an unparalleled exodus from Rwanda pose challenges which stretch the capacity of the humanitarian community. The crisis, and the response it generated, is unique from many perspectives including being the most dramatic to hit the international community since the establishment of DHA. The scale and pace of this disaster demonstrates the necessity of preparedness, leadership, a rapid response capacity, effective co-ordination and flexibility in meeting fast-changing needs.

While this operation will need to be reviewed from different angles (eg prevention/preparedness, use of military assets, capacity, re-integration etc) at a later stage, the current proposal is to undertake a "quick" review of DHA's overall role in co-ordinating and facilitating a response as fast-moving events dictated new needs and strategies.

This review is intended to serve as an initial base-line study which would feed into a larger and more comprehensive review to be undertaken later with more time to reflect on the way in which events unfolded and the insights this has provided both in terms of prevention and on our ability to mobilize a rapid and effective response.

The purpose of this preliminary Review is to document and analyze DHA's role. Specifically, DHA's exercise of its role in developing and overseeing the implementation of an overall strategic plan, generating and maintaining a co-ordination structure including effective exchange and dissemination of information, and mobilization and allocation of resources.

Notwithstanding the many unique characteristics which shape the Rwandan crisis there is a clear need to identify measures which facilitated the activities of relief agencies and others involved in responding to this crisis. It is equally important to understand constraints and to identify actions which could overcome or minimize obstacles which hinder an effective response. Such a review should help identify lessons which would be useful in organizing our response to emergencies.

CNR 527 P4/4

## OBJECTIVES

The overall objective is to determine how DHA impacted on the response of the international community to the crisis.

This includes focusing on key aspects of co-ordination, strategic planning, and mobilization and allocation of resources to determine the way in which the operation evolved in a fast-changing crisis, measures which facilitated overall programme delivery, and to highlight insights which will be useful in the planning and implementation of future scenarios.

## METHODOLOGY

It was planned from the outset that this would be a low-key in-house exercise that would be self-sufficient, sensitive to local realities including being ultra-sensitive to not adding to the tasks of field colleagues; the idea was to unobtrusively observe on-the-ground realities and consult with colleagues (UN, NGOs Donors, local authorities etc) as they were available.

In general, and on the understanding that this is a two-person team, a minimum of two weeks would be required in Rwanda and 2-3 of the relief sites (Burundi and/or Zaire) to talk to UN, NGO, Donor and local authorities as appropriate. (A more detailed structure and itinerary will be prepared after consultation with field colleagues.) It will also be necessary to meet with people in Geneva and New York; this can be done subsequent to field consultations.

A Report, which will be reviewed in draft before finalization, will look something like this:

- Introduction
- Purpose/scope of Review  
Brief Background/Context  
Co-ordination Arrangements
- Overall Response Plan/Objectives  
Level of preparedness etc
- Organizational Structure and its evolution
- Available Resources for Co-ordination  
Mobilization of Agencies/NGOs, material goods  
Transportation, communication
- Factors which shaped response
- Lessons for Future Planners/Operations