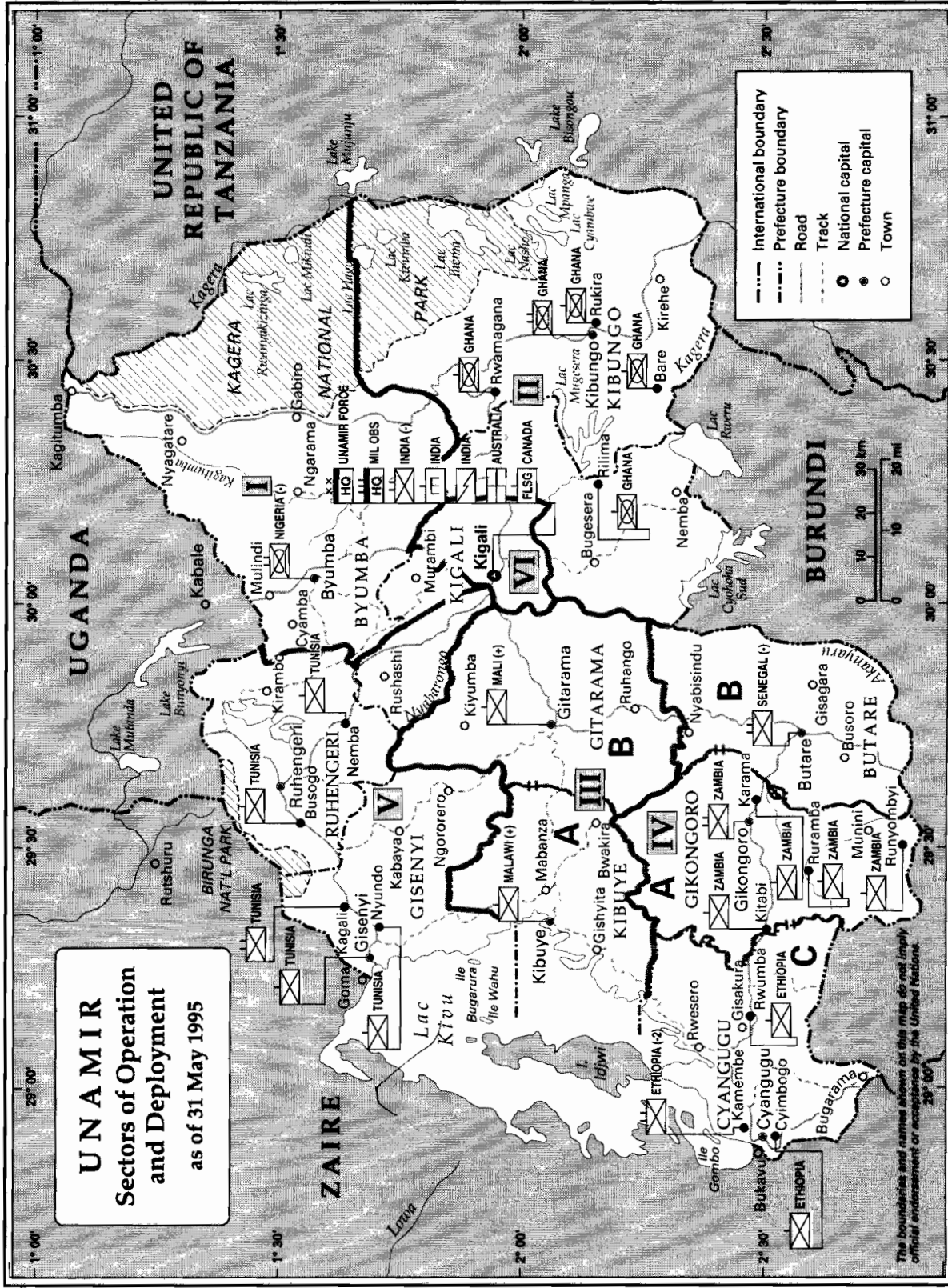


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PROGRESS REPORT OF THE SECRETARY-GENERAL ON THE
UNITED NATIONS ASSISTANCE MISSION FOR RWANDA

I. INTRODUCTION

1. The present report is submitted in response to Security Council resolution 965 (1994) of 30 November 1994, by which the Council extended the mandate of the United Nations Assistance Mission for Rwanda (UNAMIR) for a period of six months, until 9 June 1995. Under that resolution, the Council requested me to report by 9 February and 9 April 1995 on the implementation of UNAMIR's mandate, the safety of populations at risk, the humanitarian situation and progress towards the repatriation of refugees. The present report covers developments since my report of 6 February (S/1995/107).

2. During the reporting period, a mission of Security Council members visited Rwanda on 12 and 13 February 1995 and submitted its findings to the Council in a report of 28 February (S/1995/164). The Mission stressed that, as long as 2 million Rwandese remained in camps in or outside their country, the situation in Rwanda would remain inherently unstable. In this connection, it underlined the interrelated issues facing the Government: repatriation, reconciliation, reconstruction and the need for justice. It called on the Government to intensify its efforts to create favourable conditions and an auspicious climate inside the country to encourage and facilitate repatriation.

II. POLITICAL ASPECTS

3. It has been a year since Rwanda was engulfed in a genocide that left at least 500,000 people dead. In the message I sent to the Government and people of Rwanda on the first anniversary of those horrors, I conveyed my deepest sympathy and stressed that never again should the perpetrators of such crimes be permitted to get away with impunity. I also pledged the continued support of the United Nations to the building of a new Rwandese society based on tolerance, harmony and justice.

4. In the nine months since the new Government of Rwanda assumed office, the overall situation in the country has improved considerably. The private sector has revived in an atmosphere of relative security; markets, shops and small

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businesses have sprung up, agricultural activities have restarted and schools have reopened.

5. Radio UNAMIR commenced broadcasting on 16 February and is on the air seven days a week in three languages, in an effort to present objective information to the Rwandese people at home and in refugee camps abroad. Plans are in hand to increase Radio UNAMIR's broadcast time.

6. In my report of 6 February, I noted that, while Rwanda continued to face problems in regard to repatriation, reconciliation and rebuilding its administrative structures, the overall situation was evolving positively. Over the past two months, however, tensions and frustrations have surfaced and the security situation in the country has deteriorated. The Prefect of Butare was murdered in an ambush on 4 March; armed saboteurs have reportedly entered Rwanda; and more and more people are being detained by the Government.

7. These developments have contributed to a considerable decline in the repatriation of Rwandese refugees from Zaire, the United Republic of Tanzania and Burundi. In addition, over 200,000 internally displaced persons remain in camps because they fear insecure conditions in their home communes or because of intimidation by extremist elements in the camps.

8. There are reports that the armed forces of the former Rwandese Government are training and rearming. Over the past two months, soldiers of the forces of the former Government have reportedly been apprehended in Rwanda, carrying arms, grenades and anti-personnel mines. As a result, the Rwandese Patriotic Army has tightened security and strengthened its border patrols.

9. These measures against possible infiltrators have also led to incidents involving United Nations and international staff. United Nations vehicles and staff have been searched and supplies of goods and equipment have been stopped at Kigali airport. In addition, government authorities at the middle and lower levels are often uncooperative. Last month, Radio Rwanda initiated a propaganda campaign of surprising virulence and broadcast unfounded allegations of misconduct by UNAMIR personnel. After a protest by my Special Representative, however, Radio Rwanda has reverted to a more balanced attitude towards UNAMIR.

10. The relationship between UNAMIR and the Rwandese Patriotic Army has been discussed by my Special Representative with the President of Rwanda, Mr. Pasteur Bizimungu, and with the Vice-President and Minister of Defence, Major-General Paul Kagame. Both the President and the Vice-President reaffirmed their Government's support for UNAMIR and said minor incidents should be cleared up at fortnightly joint staff meetings. The Vice-President added that some of the frustrations, especially at the lower level, were the result of the perception that the Government could not exercise complete sovereign authority in Rwanda as long as there was a large UNAMIR military presence in the country. In this connection, both the President and the Vice-President felt that, at an appropriate time, UNAMIR's mandate and its possible phase-out from Rwanda should be discussed.

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III. LEGAL AND HUMAN RIGHTS ASPECTS

11. In response to the rise in tension in parts of the country, the Human Rights Field Operation in Rwanda strengthened its monitoring activities during the reporting period. As of 1 April 1995, the Field Operation was composed of 113 staff in 11 field offices, including 55 short-term staff; 30 United Nations Volunteers (UNVs); 12 human rights officers from the European Union and 8 experts provided by the Governments of the Netherlands, Norway and Switzerland. It is expected that a further contingent of some 28 human rights officers contributed by the European Union, as well as additional UNVs, will be deployed on 19 April.

12. The human rights officers work directly with the population, as well as with government officials and civic leaders throughout the country. They seek to promote respect for the rights of individual citizens and a sense of confidence and stability.

13. The establishment of an effective judicial system is one of the most pressing problems facing the Government. Although efforts are often made by the Government and its security forces to follow correct procedures, arrests are sometimes arbitrary. Many individuals are held without hope of timely trial proceedings. There are approximately 27,000 people in Rwanda's desperately overcrowded prisons. Kigali prison, for example, built to accommodate 1,500 detainees, currently houses over 7,000. On 16 March, 24 people died in a police detention cell.

14. The Technical Cooperation Unit of the Field Operation recently issued a comprehensive programme addressing the needs of the Government in establishing a civil society based on respect for human rights. This programme, which was developed in close consultation with the relevant government ministries, includes recommendations on measures to facilitate the prosecution of suspects accused of serious human rights violations. It also proposes a strategy for introducing human rights education in Rwandese schools and government institutions.

15. The United Nations High Commissioner for Human Rights, Mr. José Ayala-Lasso, has launched an international appeal with a view to assisting the Government of Rwanda to re-establish the judicial system. He has also appealed for funds to recruit more human rights monitors who, as part of their duties, would work closely with the judiciary. During his visit to Rwanda from 1 to 3 April, the High Commissioner had the opportunity to discuss many of the above issues with government officials.

IV. INTERNATIONAL TRIBUNAL

16. By its resolution 977 (1995) of 22 February 1995, the Security Council decided that the International Tribunal for Rwanda would have its seat at Arusha (United Republic of Tanzania). A team composed of experts from the United Nations Secretariat and the International Tribunal for the Former Yugoslavia will visit the United Republic of Tanzania shortly to secure premises for the

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International Tribunal for Rwanda and to negotiate the necessary agreements with the Tanzanian authorities.

17. On 7 March, I addressed a letter to all States Members of the United Nations, as well as to non-member States maintaining permanent observer missions at United Nations Headquarters, inviting them to nominate judges for the Tribunal. I requested that these nominations be made by 7 April 1995.

18. The Office of the Prosecutor for the International Tribunal was established in Kigali in January 1995 and the Deputy Prosecutor, Mr. Rakotomanana, took office on 20 March. In a statement issued by the Chief Prosecutor, Judge Goldstone, on 5 April, it was announced that the Tribunal was processing about 400 cases and that the first case for trial was expected in the second half of the year. Since January, Tribunal staff have been gathering information and evidence in Rwanda and other countries. In view of the importance and volume of the work involved, more expert personnel are required and efforts to secure the necessary staff are under way. I welcome the voluntary contributions pledged by some Member States to support the activities of the Tribunal and I appeal for more such assistance to enable the Tribunal to carry out its tasks.

V. MILITARY ASPECTS

19. As at 1 April, UNAMIR's force strength stood at 5,529 troops and 297 military observers (see annex). Since my report of 6 February, an Indian signals company has been deployed, the inter-African battalion has been replaced by a Senegalese battalion of 241 all ranks, the Malawi company of 181 and the Australian medical support group of 293 have both been rotated and the Canadian logistics support group of 95 has been fully deployed.

20. UNAMIR has been working under additional pressure as a result of the recent deterioration in security. Instances of harassment and intimidation directed at UNAMIR and other United Nations personnel, property and installations have, as noted earlier, increased during the reporting period.

21. On 15 February, UNAMIR headquarters at Mutura, east of Gisenyi, where the Tunisian battalion is located, was hit by grenades and small arms fire in a deliberate and unprovoked attack against a UNAMIR signals installation. The following day, while investigating the circumstances surrounding the attack, eight members of a UNAMIR patrol were injured by a land-mine probably planted by the attackers. On 5 March, three grenades were thrown at the Nigerian contingent's guardpost at Byumba, injuring two soldiers, one of them seriously.

22. These are the first incidents since the end of the civil war in which United Nations troops appear to have been deliberately targeted. My Special Representative and the Force Commander have informed the authorities of their serious concern and members of the Government have expressed regret for these attacks, indicating that they were isolated acts. Investigations are under way to determine the circumstances and the identities of those involved.

23. Mechanisms have been put in place to enable UNAMIR and the Rwandese Patriotic Army to liaise and exchange views at both the command and the staff

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officer levels. These arrangements facilitate the resolution of complaints and enhance cooperation and coordination. However, the worsening security situation has strained relations between UNAMIR and the Rwandese Patriotic Army. Indeed, the Rwandese Patriotic Army has frequently restricted the movement of UNAMIR personnel and denied it access to certain areas. This has affected UNAMIR's ability to discharge its mandated tasks fully and effectively.

24. Difficulties have also been encountered on the occasion of troop rotations, when UNAMIR personnel have been held up or denied entry at Kigali airport. It should be recalled, in this connection, that the Model Status of Forces Agreement (A/45/594), which reflects the customary principles and practices of United Nations peace-keeping operations, contains provisions regulating the entry, residence and departure of personnel of peace-keeping operations. The agreement on the status of UNAMIR and its personnel, concluded on 5 November 1993, contains identical provisions. Following the modification of UNAMIR's mandate under Security Council resolution 918 (1994) of 17 May 1994 and the installation of the present Government in July 1994, an exchange of letters to constitute an agreement between the United Nations and the Government of Rwanda was initiated. The purpose of this was not to reaffirm the applicability of the agreement concluded on 5 November 1993, which in accordance with well-established principles of international law is not in doubt, but to supplement it by reflecting the changes in UNAMIR's mandate. However, despite several reminders, the Government has not yet replied. It is my hope that this matter will be promptly resolved and that the Government will agree to honour its obligations under the agreement.

25. There is a pressing need for a comprehensive mine-clearance programme. However, the Government of Rwanda has not yet responded to the offers of the United Nations for assistance in mine clearance and minefield survey and marking. Such a programme would, among other things, open up many areas to returnees, including agricultural fields. A team of mine experts from the United States Department of Defense recently visited Rwanda and held discussions with UNAMIR concerning a possible plan of action in this area. In the meantime, UNAMIR explosives demolition teams continue to carry out limited mine-clearing operations, especially in urban areas.

VI. CIVILIAN POLICE

26. In my report of 6 February, I noted that UNAMIR was pursuing its efforts to assist the Government of Rwanda in training a new integrated national police force. The training of 300 gendarmes and 20 instructors, which started on 19 December 1994, is expected to conclude by the end of April. The Government has requested that UNAMIR train an additional 400 gendarmes before beginning the training programme for 100 instructors, which was scheduled to commence in June.

27. Following a request from the Government, a UNAMIR civilian police observer has been assigned to assist the Chief of Staff of the National Gendarmerie in determining operational requirements to ensure that, upon completion of their training, gendarmes are ready and properly equipped for deployment.

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28. Owing to financial and material constraints, the training programme for communal police, which was scheduled to begin in February, has been delayed. The Government has informed UNAMIR that it is intensifying its efforts to obtain the necessary resources to permit training to begin at the earliest opportunity. Once funding is secured, UNAMIR will begin a training programme for approximately 1,500 communal police.

29. As part of its monitoring and investigatory activities, the UNAMIR civilian police component has teams of 3 to 4 observers in each of the 11 prefectures in the country. These observers work in close cooperation with local authorities, United Nations agencies and non-governmental organizations, and assist human rights monitors and UNAMIR personnel in the performance of their respective duties.

30. UNAMIR continues to face an acute shortage of civilian police personnel, a situation which seriously impairs the discharge of its expanded tasks. While, in accordance with resolution 965 (1994), the strength of UNAMIR's civilian police component was increased to 120 police observers, only 58 are currently deployed. These observers are from Djibouti (7), Germany (9), Ghana (10), Guinea-Bissau (8), Mali (10), Nigeria (10) and Zambia (4).

31. As stressed in previous reports, there is a particularly urgent need for additional French-speaking civilian police observers. In this connection, on 22 February, I again approached Member States, including 13 French-speaking countries, to ascertain their interest in providing additional civilian police observers. I have not, so far, received any positive responses.

VII. HUMANITARIAN ASPECTS

32. At the United Nations Development Programme (UNDP) round-table conference, held at Geneva on 18 and 19 January 1995, the international donor community pledged some \$587 million to support the Government's rehabilitation and reconstruction programme. The slow process of turning donor pledges into actual support, however, has led to problems and growing frustration on the ground.

33. The humanitarian programme in Rwanda maintains its emphasis on the provision of emergency relief to the affected population, as well as on activities aimed at enabling the Government to function effectively. Progress in these areas, however, has been affected by the paucity of resources available. To date, a relatively small portion of the contributions pledged at the UNDP round-table conference has been converted into actual disbursements. This is also true of the response to the 1995 consolidated inter-agency humanitarian assistance appeal launched in January 1995. The Trust Fund for Rwanda totalled \$4,710,857 as at 1 April, most of it being disbursed to support the national judicial system.

34. There are substantial food shortages within the country and the subregion. The recent Food and Agriculture Organization of the United Nations (FAO)/World Food Programme (WFP) crop assessment indicates that the January 1995 harvest was significantly smaller than in previous years. If the threat of starvation and malnutrition is to be averted for some 3 million refugees and internally

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displaced persons from Rwanda and Burundi, rapid and substantial food aid from the international community is required. In the meantime, United Nations non-governmental organizations are distributing seeds and tools to the affected population. There is also a programme of seed and livestock protection for the benefit of vulnerable groups. The WFP food-for-work programmes seek to promote the rehabilitation of infrastructure and the strengthening of food security.

35. Problems affecting children continue to receive special attention. United Nations and non-governmental organizations are registering unaccompanied minors and attempting to reunite families. So far, approximately 3,000 children have been reunited with their families and psychosocial counselling and trauma recovery programmes are expected to be enlarged in the near future. Agreement has been reached with the Ministry of Justice to permit 400 children between the ages of 11 and 17, imprisoned for alleged involvement in the genocide, to be moved to a separate location for children only. As a result of consultations with the Ministry of Defence, some 4,000 "child soldiers" are expected to be demobilized shortly.

36. There have been some improvements in the health sector. Nearly half of the 280 vaccination centres which were operational before April 1994 have reopened and a programme to equip them has begun. Some 26 nutritional centres for unaccompanied children have reopened and receive supplementary food aid. It is planned to have 100 nutritional centres operational during 1995. Projects relating to family planning, maternal care and the human immunodeficiency virus (HIV) and acquired immunodeficiency syndrome (AIDS) are being promoted vigorously.

37. The humanitarian agencies have intensified their efforts to ensure wider access to education. This has included the distribution of basic classroom resources and supplies and an emergency curriculum for over 140,000 primary schoolchildren. Teacher emergency packages have been distributed to over 7,000 teachers serving about 600,000 children in Rwanda. Moves are under way to adapt the packages for young people in prisons and for literacy and basic skill-training programmes, especially for youth and women. A pilot project for implementing teacher emergency packages in refugee camps was launched in February.

38. Activities are taking place, within the context of Opération Retour, to expedite the voluntary return of internally displaced persons. Six camps for internally displaced persons have been closed and some 40,000 people have been resettled in their home communities, where agencies are implementing rehabilitation projects. The remaining camps hold more than 200,000 displaced people. In certain quarters in Rwanda, these camps are viewed as breeding grounds for destabilization activities and the Government is anxious to close them as soon as possible.

39. The recent deterioration in the security situation, together with the lack of resources, has had a negative impact on the resettlement of returnees. The increased screening of them by the Rwandese authorities has also inhibited progress towards a faster rate of refugee repatriation. Recent arrangements made by the Office of the United Nations High Commissioner for Refugees with the Governments of the United Republic of Tanzania and Zaire, aimed at assuring

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security in Rwandese refugee camps in those countries, were expected to help reduce intimidation and thus permit a higher rate of repatriation. However, most of the estimated 60,000 refugees who returned to Rwanda during the first two months of the year were from the 1959 case-load. Most of the more recent refugees who have returned so far are women and children. United Nations organizations are facilitating their repatriation through reception and transport facilities.

40. Returnees from the 1959 case-load are currently estimated at over 600,000. Their resettlement has become a major problem for the authorities, since many of them have illegally occupied the homes and land of recently departed refugees, some of whom have also begun to return home. The Government urgently needs resources to accommodate both groups of returnees in a manner that ensures justice and promotes reconciliation. To facilitate their reintegration, returnees will have to be provided with assistance in education, housing and job training. A grave concern associated with the returnees from the 1959 case-load is the large number of cattle (estimated at 500,000) that they have brought with them. Lack of adequate grazing areas and water for these herds, combined with livestock diseases, threaten an ecological disaster.

41. Solutions to the humanitarian challenges faced by Rwanda are a vital element in international efforts to contribute to national reconciliation and economic recovery. Continued assistance is indispensable if progress is to be achieved, particularly in view of the disastrous consequences of the war and the continuing lack of resources available to the Government.

VIII. ADMINISTRATIVE AND FINANCIAL ASPECTS

42. The General Assembly, by its resolution 49/20 of 29 November 1994, authorized me to enter into commitments for a four-month period from 10 December 1994 to 9 April 1995, at a monthly rate not to exceed \$15 million gross, in connection with the maintenance of UNAMIR. This amount was based on the then authorized strength of 320 military observers, 5,500 troops, 90 civilian police and 398 civilian personnel. Subsequently, the Security Council authorized an increase in the strength of the civilian police component from 90 to 120 police observers. My report on the financing of UNAMIR for the period from 10 December 1994 to 9 June 1995 and for the maintenance of the mission on a monthly basis after 9 June 1995 (A/49/375/Add.2) has been submitted to the General Assembly for consideration at its current session.

43. As at March 1995, unpaid assessments to the UNAMIR Special Account amounted to \$46.5 million, and the total amount of outstanding assessed contributions for all peace-keeping operations was \$1,662.8 million.

IX. OBSERVATIONS

44. The progress achieved in Rwanda over the past nine months is threatened by renewed tensions. It is incumbent on the Government and the international community to take the steps necessary to put Rwanda back on the road to stability, national reconciliation and reconstruction.

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45. These goals are likely to remain elusive, however, as long as 2 million Rwandese remain in camps outside their country. The indignation and deep sense of injustice felt by many Rwandese after the genocide is certainly understandable, but it cannot be allowed to frustrate the healing process that must take place if Rwanda is to be restored to peace and harmony. The Government is therefore urged to make more determined efforts to foster a climate of trust and confidence and to create conditions that will encourage refugees and displaced persons not suspected of involvement in the genocide to believe that they can return to their homes in safety. At the same time, steps must be taken to bring to trial, at the earliest opportunity, those who are guilty of genocide.

46. I therefore welcome the adoption by the Security Council on 27 February of resolution 978 (1995), in which it called on Member States to arrest persons against whom sufficient evidence existed of criminal responsibility for genocide. It is my hope that Member States will take the necessary follow-up action and help ensure that the International Tribunal for Rwanda becomes operational as soon as possible. The need for such steps is underlined by the recent disturbing reports of military training and an arms build-up by elements of the armed forces of the former Government of Rwanda in neighbouring countries. The Governments on whose territory such activities may be taking place must ensure that their countries do not become bases for incursions into Rwanda.

47. Rwanda's needs with regard to the rehabilitation of its administrative structures and social and economic reconstruction are great. It is clear that limited resources mean that the Government cannot by itself address all the problems facing the country. It needs the assistance and cooperation of its neighbours and the international community. I therefore urge donors to do all they can to accelerate the flow of aid to Rwanda. In this connection, Member States may wish to consider channelling funds through the Trust Fund for Rwanda, which can disburse assistance quickly and effectively.

48. The increasing harassment of United Nations and international staff serving in Rwanda is another source of serious concern. UNAMIR remains an essential confidence-building mechanism and its presence adds an important dimension to the Government's efforts to promote a climate of stability, trust and security. UNAMIR's presence also helps to create conditions conducive to the resettlement of refugees and displaced persons and to the provision of reconstruction assistance. I therefore urge the Government to extend to UNAMIR the necessary cooperation without which the Mission will not be able to carry out its mandate and the international community will find it more difficult to respond to Rwanda's rehabilitation needs. I should also like to remind the Government of its responsibility for the safety and security of all UNAMIR personnel, as well as for ensuring that their freedom of movement and access throughout the country is respected.

49. UNAMIR's present mandate, as defined under Security Council resolutions 918 (1994) and 965 (1994), will expire on 9 June. Senior Rwandese officials have pointed out that the situation in the country has changed since last July and that, at the appropriate time, the mandate and role of UNAMIR should be reviewed. I have, accordingly, requested my Special Representative to consider,

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in consultation with the Government, adjustments which could be made to the Mission's mandate. On the basis of his advice, I will, in my next report, submit to the Security Council recommendations on the role which UNAMIR could play in Rwanda after 9 June 1995.

50. The Council has emphasized the need for an international conference on security, stability and peace in the region. In accordance with the Council's most recent call for States of the region to organize such a conference, I intend to carry out necessary consultations with those States with a view to determining the type of assistance they may require in this regard.

51. In closing, I should like to thank my Special Representative, Mr. Shaharyar M. Khan, the Force Commander, Major-General Guy Tousignant, and all UNAMIR civilian, military and civilian police personnel, for their contribution to peace and stability in Rwanda under very trying circumstances.

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AnnexComposition of the United Nations Assistance Mission for Rwanda
as at 31 March 1995

Country	<u>Military personnel</u>			Civilian police	Grand total
	Troops	Observers	Total		
Argentina		1	1		1
Australia	302		302		302
Austria		15	15		15
Bangladesh	1	33	34		34
Canada	105	20	125		125
Chad	2		2		2
Djibouti			-	7	7
Ethiopia	811		811		811
Fiji		1	1		1
Germany			-	9	9
Ghana	842	35	877	10	887
Guinea		17	17		17
Guinea-Bissau			-	5	5
India	833	17	850		850
Jordan			-	3	3
Malawi	185	14	199		199
Mali	199	31	230	10	240
Nigeria	333	17	350	10	360
Poland		2	2		2
Russian Federation		17	17		17
Senegal	241		241		241
Tunisia	840	10	850		850
United Kingdom	2		2		2
Uruguay		23	23		23
Zambia	833	20	853	4	857
Zimbabwe		24	24		24
Total	5 529	297	5 826	58	5 884

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PROGRESS REPORT OF THE SECRETARY-GENERAL ON THE
UNITED NATIONS ASSISTANCE MISSION FOR RWANDA

I. INTRODUCTION

1. The present report is submitted in response to resolution 965 (1994) of 30 November 1994, by which the Security Council extended and expanded the mandate of the United Nations Assistance Mission for Rwanda (UNAMIR) for a period of six months until 9 June 1995. Under that resolution, the Council requested me to report by 9 February and 9 April on the execution of UNAMIR's mandate, the safety of populations at risk, the humanitarian situation and progress towards repatriation of refugees. The present report covers developments in Rwanda since my report of 25 November 1994 (S/1994/1344).

II. POLITICAL ASPECTS

2. While progress continues to be made in normalizing the situation in Rwanda, many challenges remain. During the reporting period, the Government of Rwanda has continued to take steps towards national reconciliation and reconstruction. If many of its pronouncements still have to be transformed into concrete programmes this is, for the most part, because of a lack of resources to run an effective public administration. In addition, while the civil administration is now largely in place throughout the country, important appointments, especially in such key sectors as the judiciary, remain to be made.

3. The Government has taken some steps to ensure that its message of national unity and reconciliation reaches the Rwandese people. On 20 December 1994, the Government was formally renamed the "Government of National Unity", a modification which, by dropping references to "transitional" and "broad-based" places primary emphasis on national reconciliation. Senior government officials, including the President, the Prime Minister, the Vice-President and the Minister of Defence continue to hold public rallies around the country, emphasizing the need for harmony, tolerance, unity and reconciliation.

4. The National Assembly, officially installed in Kigali on 25 November 1994, opened its first working session on 12 December. On that occasion, the Prime Minister presented an eight-point programme reiterating the goals of

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rehabilitation and reconstruction that the Government first set out when it was installed on 19 July 1994. The programme includes restoration of a climate of peace and security; restoration of civil administration at the national, provincial, communal, sectoral and local levels; restoration and strengthening of national unity; repatriation and resettlement of refugees and displaced persons; improvement of the living conditions of the Rwandese people and resolution of post-war social problems, with emphasis on orphans, widows and the handicapped; national economic recovery; redefinition of the country's foreign policies; and consolidation of democracy in the country. In his opening remarks, the Speaker of the National Assembly, Mr. Juvenal Nkusi, indicated that the work of the Assembly would be based on the principles of unity, democracy and respect for human rights. He called for the adoption of laws banishing forever ethnic discrimination and recommended the establishment of a commission for national unity and reconciliation.

5. Although the Assembly is composed of representatives of eight political parties and the national army, including an officer of the former Government's army, the previously dominant party, the Mouvement Républicain National Démocrate (MRND), is not represented.

6. I indicated in my last report that the Government had taken steps to reunify the army as a further measure towards reconciliation. In this connection, some 2,242 members of the former Rwandese Government Forces have undergone a five-month retraining programme. On 25 January, following its completion, a graduation ceremony was held for 73 officers and 1,011 soldiers. Another group of 900 soldiers has not yet completed the programme. At the ceremony, the Minister of Defence encouraged other military personnel from the Rwandese Government Forces to join the new national army. Rwandese Government Forces Officers have been given new appointments, including that of Deputy Chief of Staff and Chief of the Gendarmerie.

7. While further progress is expected in the reconciliation process, the security situation continues to be a matter of serious concern. Reports persist of summary executions, secret detention and torture. There are also reports of banditry and other violent acts against civilians, both in Kigali and in the countryside. In a recent statement, the Catholic Church, which is an influential institution in Rwanda, commended the Government's endeavours, especially in the re-establishment of essential services and infrastructure, but expressed concern over what it considered to be discriminatory, arbitrary and inhumane treatment of some citizens.

8. In two radio interviews in December, the Vice-President and Minister of Defence, as well as the Prime Minister, stressed that security in the country was a priority concern of the Government. As indicated in earlier reports, UNAMIR is helping the Government to establish a new police force. In the meantime, Rwandese military personnel continue to perform police duties.

9. A professional police force and functioning judiciary are essential to the establishment of internal security. Yet, at present, Rwanda's court system does not function, its prisons are overcrowded and thousands of suspects are awaiting trial. Of the 1,100 magistrates working in the judiciary before April 1994, only 100 are still in the country today and of 100 prosecutors, only 12 are

S/1995/107

English

Page 4

13. As I have already informed the Security Council, on 14 January the Government and UNAMIR signed an agreement on the establishment of the United Nations radio in Kigali and are now finalizing the necessary technical details to permit the commencement of radio operations. In this connection, UNAMIR has requested from the Government the allocation of a frequency and authorization for the installation of radio transmitters at sites that would permit broadcasts to reach the Rwandese population inside the country as well as in the refugee camps in neighbouring countries. UNAMIR is still awaiting the Government's response. Radio UNAMIR is currently staffed by three international and four local personnel. It is planned that it will initially broadcast for 4 hours per day, mainly in Kinyarwanda, the Rwandese national language, but also in English and French. In order to achieve these objectives, it will be necessary to strengthen the resources of the station, especially the number of editorial and technical staff.

III. HUMAN RIGHTS ASPECTS

14. There is strong evidence that awareness of human rights continues to grow in Rwanda. Respect for human rights is vital not only as a confidence-building measure to facilitate the return of the refugees and internally displaced persons, but also, in the long term, for the realization of genuine and lasting peace in this traumatized country. This continues to be the principal objective of the United Nations Human Rights Field Operation in Rwanda.

15. The number of human rights officers deployed has grown steadily and, as of 26 January 1995, stood at 88 including regular staff, experts and United Nations Volunteers (UNVs). An offer by the European Union of 36 fully equipped officers has been accepted by the United Nations High Commissioner for Human Rights. These officers will work under his authority and will be fully integrated into the Human Rights Field Operation. It is expected that a first contingent of 12 European Union personnel will be deployed in the second half of February, together with additional UNVs. Among the functions of the Human Rights Field Operation are the monitoring of human rights conditions in all parts of the country, including life-threatening situations and other urgent cases of possible human rights violations; liaison with the Government of Rwanda with respect to human rights education; monitoring of the conditions of detainees; participation in confidence-building measures aimed at the re-establishment of civic society in Rwanda; and coordination with other international agencies in the field.

16. All human rights officers in Human Rights Field Operation receive comprehensive training to prepare them for their responsibilities in Rwanda. This training, which takes place at Geneva and Kigali, will continue as new recruits are dispatched to the field.

17. It is especially significant that the Rwandese people themselves are increasingly engaged in the promotion of human rights and the rule of law. During the commemoration of the Universal Declaration on Human Rights on 10 December 1994, seminars, lectures and other public functions were organized in Rwanda, especially in Kigali. On that occasion, the Minister of Justice reaffirmed his Government's commitment to human rights, democracy, justice and

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S/1995/107
English
Page 5

national reconciliation. The Human Rights Field Operation, through its technical cooperation unit, contributes to the advancement of human rights awareness and education in the country generally and in particular sectors of society, such as the police. The Human Rights Field Operation also continues to work closely with the ministries of education, culture and women's affairs to broaden respect for human rights.

18. As a result of a needs assessment mission undertaken in December 1994, the High Commissioner for Human Rights has developed a programme of technical assistance in the administration of justice, which includes review of criminal cases of detainees, improvement in prison administration, establishment of civil dispute resolution mechanisms and recruitment and training of civilian police. In this connection, the Human Rights Field Operation has been coordinating the activities of a working group with government ministers comprising two committees which meet weekly. International assistance is being sought for these projects, as well as for the continued operation of the Human Rights Field Operation in general.

19. The Prosecutor of the International Tribunal for Rwanda, Judge Richard Goldstone, paid his first visit to the country on 19 and 20 December. He held detailed discussions with senior government officials as well as with my Special Representative, and also met with representatives of United Nations agencies and non-governmental organizations (NGOs) operating in Rwanda. During the visit, the Government and the Prosecutor expressed general satisfaction with their discussions and exchange of views, which focused on the future work of the International Tribunal.

20. The first stage of the operation of the International Tribunal for Rwanda has begun with the establishment of an investigative/prosecutorial unit, temporarily located in the United Nations Children's Fund (UNICEF) building in Kigali. The main functions of the unit are to establish the Prosecutor's Office, gather documents and information from Governments and intergovernmental and non-governmental organizations, initiate the process of recruitment, and develop the investigative strategy and field operating procedures. In accordance with article 15, paragraph 3, of the statute of the International Tribunal (S/1994/1405, appendix I), and upon the recommendation of the Prosecutor, I appointed Mr. Honoré Rakotonanana as Deputy Prosecutor to assist with prosecutions before the International Tribunal. The Deputy Prosecutor arrived in Kigali on 26 January for an initial visit in order to initiate the operations of the investigative unit. The High Commissioner for Human Rights has placed at the Tribunal's disposal the specialized personnel and all the investigatory work of the technical cooperation unit.

21. In December a United Nations technical mission visited Rwanda, Kenya and the United Republic of Tanzania in order to identify suitable premises for the seat of the Tribunal. The mission has presented its report and I will, in due course, submit my recommendation to the Security Council on the location of the seat.

22. On 24 January, I announced the creation of a Trust Fund to support the activities of the International Tribunal for Rwanda. A request for contributions has been sent to Member States. Contributions to the Fund would,

in the first instance, facilitate an early start to the Tribunal's work by allowing the deployment of teams to Rwanda to investigate suspected persons held in custody there and the identification and apprehension of those located elsewhere.

IV. MILITARY ASPECTS

23. As of 28 January, UNAMIR's force strength stood at 5,740 all ranks and 309 military observers (see annex I). Since my last report, the United Kingdom contingent, comprising 538 troops, and the Canadian contingent, comprising communications, logistics and medical units with a total strength of 308 troops, withdrew on schedule. The logistics unit was replaced by civilian contractual arrangements with backup provided through the deployment of a Canadian logistic support unit of 85 personnel. As indicated in my previous reports, UNAMIR's troop strength will gradually be reduced to its authorized level of 5,500.

24. UNAMIR's force structure and deployment have been adjusted as a result of recent security developments in the displaced person camps and the border regions, as well as the additional tasks given to UNAMIR under the expanded mandate contained in Security Council resolution 965 (1994) in which the Council decided, *inter alia*, that UNAMIR should contribute to the security in Rwanda of human rights officers and personnel of the International Tribunal. Consequently, elements of the Ghanaian and Zambian battalions and the Malian and Malawian companies have been redeployed to help to improve security in various communes in their respective areas of operation (sectors 2 and 3) and to assist in enhancing security for the resettlement of displaced persons (see map). Following an increase in armed attacks by groups infiltrating across the border with Zaire in the Kimembe, Kangano, Gafunso, Kirambo and Nyamashe areas of sector IV C, elements of the Ethiopian battalion stationed in this sector have also been redeployed along the shores of Lake Kivu. The Ethiopian Battalion is conducting limited boat patrols on the lake and has deployed its available night vision resources to cover coastal approaches in this sector from Ijwi Island. However, additional naval patrol capabilities and night vision resources would be required to enhance UNAMIR's monitoring activities in this area.

25. According to some reports, these raids could signal the start of an insurgency campaign by forces opposed to the current Government in Kigali, but none of the raids has, to date, been directed at military targets inside Rwanda. Rather, the focus has been on civilian settlements and property, with the attackers stealing food, cows, personal belongings and money. The Rwandese Patriotic Army seems to have reinforced its presence along the border region, which may explain the reported drop in the number and intensity of such incidents in recent days.

26. In pursuance of its mandate to protect displaced persons and civilians at risk and to provide security for humanitarian relief operations, UNAMIR undertook an operation, from 13 to 15 December, to enhance security in the Kibeho and Ndago displaced person camps in the south-west (sector IV A) where disruptive elements had been active. The aim of the operation was to help to create conditions that would give the displaced persons the freedom to return voluntarily to their homes. The operation included screening of disruptive

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S/1995/107
English
Page 7

elements present in the camps and was undertaken in the presence of human rights monitors and representatives of the International Committee of the Red Cross (ICRC). A total of 44 people were detained and handed over to the Rwandese authorities in the presence of ICRC and human rights monitors. UNAMIR, using metal detectors, discovered and confiscated caches of grenades, machetes and spears. The Rwandese Patriotic Army provided liaison officers to assist in the screening process and established a security perimeter a few kilometres from the camps, but it did not participate in the actual operation.

27. The success of this operation helped to establish suitable conditions and a favourable climate for the launching, on 29 December 1994, of Opération Retour, which is an integrated inter-agency initiative aimed at facilitating the safe resettlement of internally displaced persons. Activities involved in the operation include the provision of security to ensure that displaced persons can travel safely to their homes and are protected once they reach them, as well as the provision of medical, food, water, sanitation and other basic assistance in the home communes.

28. Despite an incident on 7 January when elements of the Rwandese Patriotic Army attacked a displaced persons camp at Busanze near Gikongoro, killing 18 people, including women and children, and wounding 36 others, Opération Retour had, by 30 January, facilitated the safe and voluntary resettlement of some 25,000 displaced persons. The Government has condemned the attack against the Busanze camp and has detained some of the soldiers reportedly involved. It has assured my Special Representative and the UNAMIR Force Commander that the incident was an isolated act of misconduct and does not represent official policy which, it stresses, continues to favour the voluntary rather than the forced closure of displaced persons camps. The assurances given, and measures taken by the Government, have helped to restore a degree of calm in the camps. Close contact and consultations between UNAMIR and the Government, and between the UNAMIR Force Commander and the Rwandese Patriotic Army, are helping to expedite and enhance mutual cooperation, and coordination which are vital if complex enterprises, such as Opération Retour, are to be successful.

As indicated in paragraph 24 above, UNAMIR has adjusted its modus operandi in order to fulfil, within existing resources, its expanded mandate of providing security for personnel of the International Tribunal and the human rights officers. However, the UNAMIR Force Commander is concerned that, as the UNAMIR troop strength is gradually reduced to its authorized level of 5,500 all ranks, difficulties could arise in fulfilling effectively the various aspects of the mandate. The issue of UNAMIR's force strength may, therefore, have to be revisited in the coming months.

V. CIVILIAN POLICE

30. In my report of 25 November, I informed the Security Council that, at the request of and in cooperation with the Government of Rwanda, UNAMIR's civilian police contingent had begun to help to train the national gendarmerie, the larger of the two services in Rwanda's police structure. Council resolution 965 (1994) reinforced this process by expanding UNAMIR's mandate to include the

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specific task of assisting in the establishment and training of a new, integrated national police force.

31. The first contingent of 102 gendarmes completed their training in November 1994. A second contingent of 300 gendarmes is currently undergoing an intensive 16-week training programme scheduled to end in April. At the request of the Rwandese Government, 20 gendarmes from the first contingent are currently assisting UNAMIR in the training of the second contingent. UNAMIR is planning to start in June a more advanced training course of 12 weeks for about 100 of the gendarmes who will have undergone basic training by that time.

32. At the request of the Government, UNAMIR has also developed a training programme for the communal police, the second police service. The communal police operates at the local level and derives its authority from the prefect who serves as head of the provincial administration, or prefecture. The Government has indicated that it would like to deploy 10 trained police in each of Rwanda's 145 communes. UNAMIR is planning to train a first contingent of 500 communal police, made up of police personnel from each of the country's 10 prefectures. The training programme is scheduled to begin in early February in Kigali and will be extended to the other prefectures, as soon as the number of French-speaking UNAMIR civilian police observers can be increased.

33. In addition to its training tasks, the civilian police component continues to maintain liaison with civilian authorities, in particular the judiciary, and to monitor the increasingly difficult situation in Rwanda's overcrowded prisons. It also provides monitoring and investigatory assistance to the human rights officers and the military and civilian components of UNAMIR.

34. UNAMIR's civilian police component has, with 89 observers on the ground, nearly reached its authorized strength of 90 observers, but only 25 of them are French-speaking. This has put a considerable strain on UNAMIR's ability to carry out its civilian police functions effectively.

35. In order to meet its expanding functions under resolution 965 (1995), the civilian police component requires additional observers, especially French-speakers, and material resources, including teaching aids, transportation and communication equipment. It is accordingly proposed that its authorized strength be raised from 90 to 120 police observers who would be deployed as follows: 18 observers at civilian police headquarters; 2 liaison officers at each of UNAMIR force headquarters and military observers headquarters; 20 observers at the Ruhengeri gendarmerie training centre; 15 at Kigali (prefecture and rural); and 7 observers for each of the 9 other prefectures.

VI. HUMANITARIAN ASPECTS

36. As I informed the Security Council in my last report, the emergency that gripped Rwanda only a few months ago has abated, thanks largely to the spontaneous and generous response of countries, organizations and ordinary men, women and children around the world. This constitutes an important step forward, although the current humanitarian situation remains worrying over all.

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37. As noted earlier, there are still some 2 million Rwandese refugees sheltering in camps in the neighbouring countries. Approximately 350,000 others are internally displaced, most of them currently located in camps in south-western Rwanda. In addition, the Government continues to lack the resources to sustain basic governance, assure essential services and provide for the welfare of its people.

38. There is an urgent need to resolve the problem of the internally displaced persons as it affects the efforts being made to encourage the voluntary return of refugees from neighbouring countries and to promote stability inside Rwanda itself. Recent events have shown that the existence of camps for internally displaced persons can generate violence and insecurity in the camp sites themselves as well as in nearby communities. This is because the reported presence of intimidators and the infiltration of armed groups may not only provoke forceful countermeasures by the Rwandese Patriotic Army, sometimes resulting in casualties, but it also fuels the argument in favour of immediate camp closure, even by force, for security reasons.

39. The United Nations community has continued to urge the humane resolution of the displaced persons problem in Rwanda, based on voluntary, rather than forcible, resettlement. As noted above, some 25,000 people have been resettled through Opération Retour during the past month and the number of persons returning to their home communes has continued to increase. This operation uses the combined assets of the United Nations system, such as transportation, food, security and other confidence-building incentives, including the presence of human rights officers, to provide assistance not only in the camps but at the commune level as well. So far, the operation has resulted in the closure of Cyanika camp in Gikongoro province. This is a significant step as it may promote spontaneous returnee movements out of the remaining camps and it demonstrates that forcible closure of camps can be avoided.

40. In its resolution 965 (1994), the Security Council commended the efforts of States, United Nations agencies and NGOs that have provided humanitarian and other assistance and encouraged them to continue and to increase such assistance, particularly in Rwanda. The Council also specifically called upon the international community to provide the resources required to meet the immediate needs of the Government either directly or through the United Nations Trust Fund established for this purpose.

41. During the reporting period, organizations of the United Nations system and NGOs continued to provide urgently needed assistance, in particular, food, health and children's services, to displaced persons and other vulnerable population groups. They also assisted in rehabilitation and reconstruction by providing immediate logistic assistance in the areas of transportation and office equipment and by supporting long-term programmes for agricultural development, capacity-building and education. In the area of health, emphasis has increasingly been placed on improving the Government's nutritional services, strengthening child immunization and nutritional programmes and assisting the victims of AIDS and their families. The needs of children in especially difficult circumstances, such as "child soldiers" between the ages of 10 and 16 years, have also continued to receive particular attention. The humanitarian organizations, with the Ministries of Defence and Justice, are developing plans

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S/1995/107
English
Page 10

for the demobilization, education and retraining of some 4,000 "child soldiers" for their reintegration into society. In the food and agricultural domains, food-for-work schemes supporting at least 7,000 civil servants and 17,000 primary school teachers continued during the period under review. At the same time, assistance to revive production in agricultural, livestock and forestry sectors intensified, including the provision of seeds, farm implements and specialized training and expertise.

42. In my last report, I informed the Security Council that arrangements were then under way for the organization of a round-table meeting to consider Rwanda's longer-term rehabilitation requirements and to launch a United Nations consolidated inter-agency appeal focusing on emergency and other short-term recovery needs for Rwanda and the subregion. The consolidated inter-agency appeal for a total of \$710 million was transmitted to Member States on 16 January and was officially launched in Geneva by the Under-Secretary-General for Humanitarian Affairs on 20 January. The United Nations Development Programme-sponsored round-table conference was held in Geneva on 18 and 19 January. At that time, the Government of Rwanda presented to donor Governments its rehabilitation and reconstruction programme of some \$764 million. I wish to take this opportunity to express my profound appreciation to those countries and organizations that have responded so generously to these appeals. Their assistance, I am confident, will go a long way towards aiding the Government's recovery efforts, both in the immediate and longer terms, and thus facilitate progress towards the overriding objective of lasting peace and reconciliation in Rwanda.

43. In its resolution 965 (1994), the Security Council requested me to make recommendations on possible steps that could be taken by the United Nations to promote the establishment of an effective mine-clearance programme in Rwanda. A comprehensive plan has been proposed to the Government. It provides for the establishment of a mine coordination office within the United Nations Rwanda Emergency Office in Kigali, the conduct of a mine survey, marking and fencing operations, and emergency mine clearance of key humanitarian facilities such as schools and hospitals. As soon as Government consent has been received, the United Nations will begin to implement the plan. Informal consultations have been held with some donor countries with a view to encouraging support for these activities. Currently, UNICEF is conducting mine-awareness-education activities in all prefectures of Rwanda.

VII. ADMINISTRATIVE AND FINANCIAL ASPECTS

44. The General Assembly, by its resolution 49/20 of 29 November 1994, authorized me to enter into commitments for a four-month period, at a monthly rate not to exceed \$15 million gross, in connection with the maintenance of UNAMIR at the current authorized strength of 320 military observers, 5,500 troops, 90 civilian police and 398 civilian personnel.

45. Should the Security Council decide to increase the authorized strength of the UNAMIR civilian police component from 90 to 120 observers as recommended in paragraph 50 below, I shall request the General Assembly at its current session to make adequate financial provisions for the additional related cost in the

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S/1995/107
English
Page 11

context of my report containing the revised cost estimates for UNAMIR for the current mandate period.

46. As at 24 January 1995, unpaid assessments to the UNAMIR Special Account amounted to \$105.9 million, and the total amount of outstanding assessed contributions for all peace-keeping operations amounted to \$2,263.9 million.

VIII. OBSERVATIONS AND RECOMMENDATIONS

47. As described above, the international community, through UNAMIR, the United Nations specialized agencies and non-governmental organizations, has demonstrated not only its readiness to assist Rwanda, but also its solidarity with Rwanda and its people, as they struggle to recover from their recent traumatic past. Although much remains to be done, I believe that a strong foundation has been established upon which further progress can be achieved. However, if the present momentum in favour of Rwanda's recovery is to endure and grow, the support and participation of all Rwandese people is vital. I therefore reiterate my call on the Government to ensure that, in a spirit of mutual accommodation and dialogue, all Rwandese who have not participated in the genocide be given the opportunity to play a role in the national reconciliation process. It would be regrettable if the achievements reached thus far were to be jeopardized as a result of a perception by some segments of the population that they are being excluded. My representative at the Geneva roundtable exchanged views on the subject with a number of delegations, including the Rwandese delegation, headed by Prime Minister Twagiramungu. In that context, he was informed that some Member States were holding consultations with OAU on the setting up of a mechanism that could accelerate the process of national reconciliation.

48. As Rwanda advances on the road to recovery and reconstruction, close cooperation and coordination between the Government in Kigali and the international community remains essential. In this regard, I expect the Government to continue to cooperate with UNAMIR in the implementation of its mandate and, in particular, to ensure unimpeded access to all areas of Rwanda for UNAMIR personnel, officials of the International Tribunal for Rwanda and human rights officers.

49. I welcome the continuing efforts by regional States and OAU to contribute to the search for lasting solutions to the problems of Rwanda.

50. Under resolution 965 (1994), the Security Council requested that it be informed in the event that the additional tasks entrusted to UNAMIR under the expanded mandate provided for in that resolution required consideration of an adjustment in the logistic and personnel needs of UNAMIR. Having consulted my Special Representative and the Force Commander, I recommend that the Council raise the authorized strength of UNAMIR's civilian police component from 90 to 120 observers.

51. My Special Humanitarian Envoy has recently visited the region in continuation of his mission to coordinate the response of the United Nations system to the various aspects of the crisis in Rwanda. It will be recalled, in

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S/1995/107
English
Page 12

this connection, that OAU and UNHCR are planning to convene, in Bujumbura in February 1995, a subregional conference to consider assistance to refugees, returnees and displaced persons in the Great Lakes region. Furthermore, in response to the Security Council's request contained in its presidential statement of 30 November (S/PRST/1994/75), consultations have been undertaken with OAU and Member States on how preparations can be accelerated for the convening at a later stage of a broader conference to discuss a range of political and other issues, aimed at identifying long-term solutions to ensure peace, security and sustainable development in the subregion. There is a general perception that the forthcoming OAU/UNHCR regional conference, if successful, would facilitate efforts to address those broader issues. The urgent need to move from the humanitarian and refugee problems to the political issues was emphasized once again by my representative at the recent OAU Council of Ministers in his meetings with the Secretary-General of OAU and other African leaders. I will continue to keep the Council informed of the progress achieved towards the convening of the proposed international conference on those issues.

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S/1995/107
English
Page 13

Annex

Composition of the military and civilian police components
of UNAMIR as of 28 January 1995

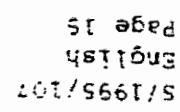
Country	Troops			Military observers	Civilian police	Grand total
	Contingent	Staff	Total			
Argentina			0	1		1
Australia	297	9	306			306
Austria			0	19		19
Bangladesh			0	33		33
Canada	119	3	122	20		142
Chad	129	2	131			131
Congo	38		38			38
Djibouti			0		15	15
Ethiopia	808	4	812			812
Fiji			0	1		1
Germany			0		9	9
Ghana	832	8	840	42	10	892
Guinea			0	15		15
Guinea-Bissau	35		35		20	55
India	800	8	808	18		826
Jordan			0		5	5
Malawi	169	4	173	14		187
Mali	199		199	30	10	239
Niger	43		43			43
Nigeria	327	7	334	17	10	361
Poland			0	2		2
Russian Federation			0	17		17
Senegal	241		241			241
Spain	19		19			19
Tunisia	836	7	843	10		853

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S/1995/107
English
Page 14

Country	Troops			Military observers	Civilian police	Grand total
	Contingent	Staff	Total			
United Kingdom		6	6			6
Uruguay			0	24		24
Zambia	782	8	790	20	10	820
Zimbabwe			0	26		26
Total	5 674	66	5 740	309	89	6 138

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IMMEDIATE

IN 3490

TO: KHAN UNAMIR, KIGALI	FROM: ANNAN, UNATIONS, NEW YORK
DATE: 7 October 1994	Fax No. (212) 963-9222
SUBJECT: Rwanda report	
TOTAL NUMBER OF TRANSMITTED PAGES INCLUDING THIS PAGE: 30	

Please find attached copies, in English and French, of the Progress report of the Secretary-General which was approved last night and issued this morning as document S/1994/1133. Additional copies in both languages are being pouched to you. Regards.

Bob Adas
At circulate
after you have
read this final
draft of the report.
Bob
8/10

SRS9

(E/DIA)

**UNITED
NATIONS****S****Security Council**Distr.
GENERALS/1994/1133
6 October 1994

ORIGINAL: ENGLISH

**PROGRESS REPORT OF THE SECRETARY-GENERAL ON THE
UNITED NATIONS ASSISTANCE MISSION FOR RWANDA****I. INTRODUCTION**

1. The present report is submitted in pursuance of paragraph 17 of Security Council resolution 925 (1994) of 8 June 1994, by which the Council requested me to report by 9 August and by 9 October 1994 on progress made by the United Nations Assistance Mission for Rwanda (UNAMIR) in the discharge of its mandate, the safety of populations at risk, the humanitarian situation and progress towards a cease-fire and political reconciliation.

2. Since my last report on the situation in Rwanda, dated 3 August 1994 (S/1994/924), the Secretariat has provided the Security Council with oral updates on relevant developments, especially with regard to the Mission's support for humanitarian operations, efforts to accelerate the return of refugees, progress made in the deployment of the expanded UNAMIR and the UNAMIR take-over from Operation Turquoise.

II. POLITICAL ASPECTS

3. As members of the Security Council are aware, since the cease-fire declared on 18 July 1994, the fighting in Rwanda has all but ceased. The Broad-based Government of National Unity (BBGNU), installed at Kigali on 19 July, has established control over the whole of the national territory. While over two million Rwandese refugees remain in the neighbouring countries, the Government has undertaken efforts, in coordination with my Special Representative and other United Nations officials on the ground, to encourage their safe and voluntary return to Rwanda. At the same time, there is steady progress in efforts to normalize the situation inside Rwanda, with the gradual re-establishment of such basic services as water, electricity and communications facilities, particularly at Kigali. The Government has also begun to put civilian administrative structures in place at the central, provincial and local levels. My Special Representative has circulated to donor countries, United Nations agencies and non-governmental organizations, a Rwanda Emergency Normalization Plan, outlining the priority services for which both technical and financial assistance are required.

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S/1994/1133
English
Page 2

4. While initial progress has been made in normalizing the situation, the Government is faced with the arduous task of rebuilding a country where the social and physical infrastructure has been almost totally destroyed and where a deep mistrust continues to prevail between the various political and ethnic groups that make up Rwandese society. The Government has a difficult road ahead in establishing safety and security for all and in creating a climate where those who have participated in the genocide can be held accountable while others rebuild their lives without fear of revenge or retribution. Furthermore, the Government suffers from a severe lack of basic resources, including cash reserves to pay the salaries of its civil servants, banks having been looted during the fighting. This is a serious problem, as civil servants and the military may turn to other means of ensuring an income.

5. In order to create stability and lasting peace in Rwanda, the Government seems to recognize the need to include all its citizenry, regardless of ethnicity, within its administrative and security structures. The President of Rwanda has assured my Special Representative that efforts are continuing to make the Government more inclusive by inviting some members of the Mouvement républicain national pour le développement (MRND), which is the only major political party not presently represented in the BEGNU, to join the Government. However, these efforts have not yet produced positive results.

6. In a further effort towards national reconciliation, members of the former Rwandese Government Forces (RGF) are being encouraged to join the new national army. These soldiers have the choice of registering at specified centres, set up by the Government, or with UNAMIR personnel deployed in the country. It seems, however, that the response to this government initiative remains limited.

7. In order to promote national reconciliation and assure the population that their civil and human rights will be respected, the Government has continued to organize mass rallies in several cities, including Ruhengeri, Kibungo, Byumba, Kibuye, Gikongoro, Cyangugu and Butare. Through these rallies, the Government has attempted to address the population's concerns with regard to such issues as property rights and the fair treatment by the Rwandese judicial system of those accused of crimes against humanity.

8. During the month of August, members of the Government made several visits to refugee camps in Zaire in an attempt to encourage the refugees to return voluntarily to their places of origin. Those efforts have caused some increase in the numbers of returning refugees. Some 360,000 refugees have returned to Rwanda spontaneously since the cease-fire on 18 July. The Government has expressed its concern about the presence in the camps of elements who continue to incite people to flee from Rwanda and to threaten those in the camps from returning to their homes and farms in Rwanda. In September, reports and preliminary investigations pointed to the possibility that refugees returning to Rwanda might have been subjected to reprisals by government troops; further investigations are in progress (paras. 14 and 15 below).

9. The misinformation propagated during and after the hostilities is considered to have been a major factor in inciting the massacres and subsequent exodus of refugees into neighbouring countries. Information remains an important element in creating both stability in the country and a climate

S/1994/1133
English
Page 3

conducive to the safe and voluntary return of refugees and displaced persons. Rwanda has no newspapers or television, and radio is the only medium of information. UNAMIR, in association with concerned United Nations agencies, is therefore developing a broadcasting capability in order to provide the Rwandese people with factual information on the situation in their country, to assist in explaining UNAMIR's mandate and to disseminate information on humanitarian programmes. UNAMIR is currently installing at Kigali an FM broadcasting capability with a 20-kilometre range. Additional equipment, which would enable UNAMIR broadcasts to cover the whole country, is being procured and the necessary specialists recruited. UNAMIR has also asked the Rwandese authorities for formal authorization to begin broadcasting and for a frequency allocation. I hope the Government will respond positively to those requests in the near future.

III. HUMAN RIGHTS ASPECTS

10. A Commission of Experts was established on 26 July 1994 under Security Council resolution 935 (1994) of 1 July 1994 to examine and analyse information concerning grave violations of international humanitarian law committed in the territory of Rwanda, including evidence of possible acts of genocide. The Commission started its work on 15 August 1994 and visited Rwanda as well as Burundi, the United Republic of Tanzania and Zaire from 29 August to 17 September. In accordance with resolution 935 (1994), the Commission is to report its findings to me by 30 November 1994. I have, however, asked the Commission to expedite the preparation of its report. Accordingly, the Commission submitted to me on 30 September a preliminary report which I have made available to the Council (S/1994/1125).

11. During the Commission's visit to Rwanda, the Government urged the Commission to conclude its work expeditiously and also urged that an international tribunal, along the lines of that organized for the former Yugoslavia, be created. The Government expressed the view that the trial of those accused of serious breaches of international humanitarian law and acts of genocide by an external impartial body would help promote peace and reconciliation among the parties and contribute to the stabilization of the situation in Rwanda. The Government has given assurances that it will make every effort to prevent summary trials, revenge executions and other acts of violence and that it will arrest those accused of such crimes.

12. On 25 May 1994, the Commission on Human Rights, in its resolution S-3/1, appointed a Special Rapporteur to report on the root causes of the recent atrocities and on the ongoing human rights situation in Rwanda. Under this mandate, the United Nations High Commissioner for Human Rights has deployed human rights officers to Rwanda to assist the Special Rapporteur in the implementation of his functions. Following the establishment of the Commission of Experts, I reported to the Security Council, on 26 July 1994 (S/1994/879), that the Commission would be based at Geneva and benefit from the resources of the High Commissioner for Human Rights and, in particular, those already made available to the Special Rapporteur. Subsequently, it became apparent that a much larger number of human rights staff would be required to deal with the extremely complex situation in Rwanda. Therefore, the High Commissioner for

S/1994/1133
English
Page 4

Human Rights, on 2 August 1994, launched an appeal to the international community for voluntary contributions to expand human rights activities in the field. As at 30 September 1994, the High Commissioner had deployed 31 human rights officers to Rwanda. In accordance with an agreement reached with the Government during his second visit to the country on 19 and 20 August 1994, he intends to increase that number to 147 as soon as possible so as to cover each one of the communes in Rwanda.

13. The objective of the human rights field operation in Rwanda is to carry out investigations into violations of human rights and humanitarian law; to monitor the ongoing human rights situation and, through the presence of human rights officers, help redress existing problems and prevent possible human rights violations from occurring; to cooperate with other international agencies in re-establishing confidence and thus facilitate the return of refugees and displaced persons and the rebuilding of civil society; and to implement programmes of technical cooperation in the field of human rights, particularly in the area of administration of justice. Following a request from the High Commissioner, UNAMIR is providing assistance within its existing resources in order to enable the human rights officers already deployed to become fully operational. That assistance will continue as further human rights staff are deployed.

14. The United Nations High Commissioner for Refugees sent a mission to Rwanda in August to assess how far conditions existed for the safe return to that country of refugees who had fled to Burundi, the United Republic of Tanzania and Zaire. In the course of its work, the mission of the Office of the United Nations High Commissioner for Refugees (UNHCR) obtained certain information that appeared to indicate that soldiers of the RPF might have been engaged in systematic killings of members of the majority community in Rwanda.

15. On 16 September, the High Commissioner briefed senior officials of the United Nations on the matter. On the basis of that briefing, I directed that the allegations should be immediately taken up with the Government of Rwanda. This was done by the Under-Secretary-General for Peace-keeping Operations, Mr. Kofi Annan, who was in Rwanda on mission at that time, and my Special Representative for Rwanda, Mr. Shaharyar Khan. The Government of Rwanda undertook to investigate the matter urgently and a team consisting of four government ministers, representatives of UNAMIR and UNHCR and a United Nations human rights monitor, paid a visit on 23 September to some of the places where the killings were alleged to have taken place. Those allegations have been reported to the Commission of Experts and to the Special Rapporteur and arrangements are now being made for a thorough investigation to be carried out under the mandate of those two mechanisms.

IV. MISSION OF MY SPECIAL REPRESENTATIVE TO ZAIRE AND THE UNITED REPUBLIC OF TANZANIA

16. The presence of former RGF political leaders, military elements and militia in the Rwandese refugee camps, especially those in Zaire, have had a destabilizing effect on security in the camps and a number of violent incidents have occurred. Refugees suspected of favouring a return to Rwanda have

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S/1994/1133
English
Page 5

frequently been attacked. The humanitarian agencies are reviewing how they can continue to deliver assistance in this insecure environment. There are also signs that ex-RGF troops located in the camps may be preparing to make incursions into Rwanda.

17. In view of that situation, I instructed my Special Representative for Rwanda to undertake a mission to Zaire and the United Republic of Tanzania to explore with the authorities of both countries ways in which the problem can be addressed. Mr. Shaharyar Khan visited Zaire from 12 to 14 September and the United Republic of Tanzania on 16 September. In Zaire, he met with President Mobutu and Prime Minister Kengo Wa Dongo. In the United Republic of Tanzania, he was received by President Mwinyi.

18. My Special Representative has reported that the Government of Zaire expressed its commitment to address the refugee crisis and to improve security in the camps. The Government of the United Republic of Tanzania had already undertaken to move certain unruly elements away from places where refugees were located. On the basis of his discussions with the Governments of Zaire and the United Republic of Tanzania, my Special Representative has recommended that attention be focused, as a matter of priority, on the camps in Zaire where the problems are significantly more acute than in the United Republic of Tanzania.

19. The population of the camps in Zaire fall into the following categories:
(a) political leaders, estimated at approximately 50 heads of family;
(b) uniformed military elements of the RGF, estimated at 16,000 and accompanied by their families, bringing the total to approximately 80,000; (c) militia, whose number is unknown since they have mingled with the refugees; and
(d) ordinary refugees, estimated at about 1 million persons.

20. It was agreed with the Zairian authorities that the only effective way of ensuring the safety of the refugees and their freedom to exercise their right to return to Rwanda would be the separation of those in categories (a), (b) and (c) from the rest of the population of the refugee camps. The militia (category (c)) represent the greatest threat for the refugees. However, their separation from the others would be a difficult and complex undertaking, especially as they would be likely to resist, and incite others to resist, any attempt to relocate them. A strong security mechanism would be needed in order to protect both the refugees and those carrying out the operation. The separation of these persons is, however, the only means of providing security for the refugees and allowing them to choose freely to return to Rwanda.

21. While the Government of Zaire has indicated its desire to address these issues, it has also indicated that it would require substantial assistance from the international community both in financial and logistic support and in the provision of security for such an operation.

22. The Secretariat has examined my Special Representative's recommendations in consultation with UNHCR. In order to address more fully the problems of separating former RGF political leaders, military and militia from the others in the camps, and to evaluate the financial, logistic and security requirements, it was decided, during the visit of my Special Representative to Zaire, to establish a Joint Zairian/United Nations working group. The group, composed of

/...

S/1994/1133
English
Page 6

representatives of the Government of Zaire, UNAMIR, UNHCR and the United Nations Development Programme (UNDP), has already begun its work. A technical team from UNAMIR has been sent to Zaire to join the working group and will submit a report to my Special Representative as soon as possible.

V. MILITARY ASPECTS

23. Since the 18 July 1994 cease-fire and the formation of the BBGNU a day later, the military situation in Rwanda has been relatively calm. At that time, the armed forces of the new Government, the Rwandese Patriotic Army (RPA), had established control over the entire country, with the exception of a "humanitarian protection zone" in the south-west. That zone was under the control of Operation Turquoise, the multinational operation launched by the French Government in pursuance of Security Council resolution 929 (1994) of 22 June 1994.

24. UNAMIR maintained close cooperation at all levels with Operation Turquoise and developed a detailed plan for taking over from it on 22 August, the date of its scheduled withdrawal. On 10 August, UNAMIR began deploying troops in the zone and on 21 August it assumed responsibility from Operation Turquoise. Arrangements were made with the French Government for the continuation of logistic support until UNAMIR could assume full responsibility. The French Government has submitted to the Security Council a final report, which has been circulated as document S/1994/1100.

25. UNAMIR troops established a presence throughout the zone, ensuring stability and security and providing support for humanitarian relief operations. The Government of Rwanda also launched a concerted effort to reassure the population. As a result of those efforts, a major exodus of civilians to Zaire was averted.

26. The Government's civilian and military take-over of the south-western zone was fully coordinated with UNAMIR. The civil administration in the zone is being restored as a first priority and RPA troops are gradually being deployed there. The Government installed prefects at Kibuye, Gikongoro and Cyangugu on 6 and 7 September and in cooperation with UNAMIR deployed RPA platoons in each location. Through successive incremental deployments, those elements were increased to company- and battalion-size units. The gradual establishment of the Government's authority in the south-west zone has now been completed without incident.

27. At the same time, former RGF troops in the south-western zone are being encouraged to enlist in the new national army. In addition, a programme was started on 2 September to encourage elements of the local gendarmerie to surrender their arms voluntarily. UNAMIR has collected nearly 600 arms under the programme.

28. The RPA now operates throughout the country, conducting patrols and manning roadblocks and checkpoints to monitor personnel and vehicle movement. Occasionally, it conducts cordon and search operations for weapons or personnel checks. It also protects vital points, such as infrastructure and all major

/...

S/1994/1133
English
Page 7

border crossings. Additionally, in the absence of a police force, RPA troops perform policing functions to the extent possible.

29. Relations between UNAMIR and the RPA have been cordial and cooperative. However, movement restrictions have sometimes been imposed on UNAMIR troops. The formal understanding between UNAMIR and the BBGNU, particularly with reference to the United Nations Status-of-Forces Agreement with Rwanda, is that there should be no restrictions on the movement or deployment of UNAMIR personnel and vehicles throughout Rwanda. However, as illustrated by the three-week delay in providing clearance to occupy accommodation and concurrently deploy troops in the north-east and south-east (sectors 1 and 2), as well as periodic, local limitations placed on movements of UNAMIR troops in the south and north-west (sectors 3 and 5), the reality on the ground is sometimes different. In addition, some local RPA commanders have sometimes indicated that they are under instructions to deny UNAMIR access to areas where RPA troops are deployed. When such incidents are brought to the attention of senior government officials, they are usually quickly resolved.

30. The rapid reinforcement of UNAMIR in early August has contributed significantly to the improvement of the security situation in Rwanda. In accordance with its mandate, UNAMIR has continued to provide security support to all humanitarian operations in Rwanda. It has also provided support in re-establishing basic services and in the provision of relief supplies. None the less, delays in reaching the full authorized force level are hampering UNAMIR's further efforts in that regard. As at 3 October, UNAMIR's troop strength consisted of 4,270 all ranks (out of its total authorized strength of 5,500). On 19 August, the new Force Commander, Major-General Guy Tousignant (Canada), took over from Major-General Romeo Dallaire (Canada).

31. As noted above, the successful deployment of UNAMIR troops in the former humanitarian protection zone (sector 4) has provided the stability necessary to commence the gradual introduction of RPA forces to the south-west of the country. In order to facilitate that introduction, however, it has been necessary for UNAMIR to concentrate its efforts in this potentially volatile area. Accordingly, the requirement to extend UNAMIR presence throughout Rwanda is yet to be fulfilled.

32. As stability in Rwanda improves, emphasis in UNAMIR activities is shifting from purely military security-related tasks to the support of humanitarian operations aimed at assisting the population in need and facilitating the return of refugees and displaced persons to their homes.

33. In the expectation that the remaining troops committed to UNAMIR will be deployed during the coming weeks, the Force Commander plans to deploy the force in six sectors, as indicated on the map annexed to the present report. The current and planned deployment schedules are as follows:

Sector 1 (north-east) Deployment of the Nigerian independent infantry company group is in progress.

/...

S/1994/1133
English
Page 8

- Sector 2 (south-east) Two platoon groups from Canada and Ghana currently operate in this sector (which presently includes Kigali). Planned deployment in the sector will consist of one infantry battalion (Ghana).
- Sector 3 (south) An independent infantry company from Malawi operates in the sector. Planned deployment will consist of two independent infantry companies, one each from Malawi and Mali.
- Sector 4 (south-west) Current deployment consists of the Ghanaian Battalion, a United Kingdom field ambulance capability, the Ethiopian battalion and the inter-African battalion, composed of troops from Chad, the Congo, Guinea-Bissau, the Niger and Senegal. Planned deployment will consist of three mechanized/motorized infantry battalions (Zambia, Ethiopia and the inter-African contingent).
- Sector 5 (north-west) Although not part of UNAMIR, a Canadian field ambulance capability is currently operating in this sector. Planned deployment will consist of one infantry battalion from Tunisia, which is scheduled to commence deployment in early October.
- Sector 6 (Kigali City) Planned deployment will consist of one composite infantry battalion from India. This battalion is scheduled to be fully deployed by the end of October.

34. The main objective of the UNAMIR deployment schedule is to promote security in all sectors and to create a climate conducive to the safe return of refugees and displaced persons, as well as to support humanitarian operations. The Force Headquarters continues to operate from Kigali along with specialized communications, logistics and medical support units from Canada, the United Kingdom and Australia respectively. The United Kingdom contingent is scheduled to withdraw by 1 December and the Canadian contingent by mid-January.

35. The deployment of UNAMIR has been a difficult process, as many contingents were in need of major equipment items and as the United Nations has neither the resources in stock nor an advance budget which would ensure that the required equipment could be made available in a timely manner. It was for this reason that, in paragraph 24 of my report of 13 May (S/1994/565), I underlined the necessity for Member States to agree to make arrangements on a bilateral basis to provide the troops, equipment and airlift required for UNAMIR. As this did not occur, the Secretariat was required to identify sources of equipment and to arrange for its transport. This was a time-consuming task, which significantly delayed deployment. It also restricted the initial operational capability of UNAMIR, as contingents were in some cases unfamiliar with equipment supplied to them. One way of achieving a more rapid response in such circumstances would be the extension of the standby forces concept to include equipment, whereby a Member State would hold equipment on standby at a high state of readiness for deployment on lease terms.

S/1994/1133
English
Page 9

36. With the induction of new contingents, the UNAMIR force strength is expected to exceed temporarily the authorized level during the period from November 1994 to January 1995. However, as at February 1995, the expected withdrawal of some contingents and normal rotations will bring it back to its authorized level. The fact that UNAMIR will exceed its authorized strength for a short period will have no financial implications for its budget, as the excess expenditure would be offset by the savings resulting from a force strength below the authorized level up to October 1994.

37. The UNAMIR authorized strength of 320 military observers has been met and military observers are deployed in all sectors. They are engaged primarily in supporting humanitarian activities and liaising with the RPA.

VI. CIVILIAN POLICE

38. As indicated in the concept of operations set out in my report of 13 May to the Security Council (S/1994/565, chap. 4), it was initially envisaged that the main task of the civilian police component of the expanded UNAMIR would be to maintain liaison with the local civilian authorities on matters relating to public security, with a total authorized strength of 90 civilian police observers.

39. However, as a result of the civil war and the ensuing collapse of the country's administrative structures, no real police force or gendarmerie remained in place when the new Government was established on 19 July. Police functions were entrusted to an embryonic gendarmerie consisting mainly of RPA soldiers. At the same time, the Government sought the urgent assistance of UNAMIR in establishing a new, integrated, national police force. Given the importance to Rwanda's security and stability of creating a professional national police force, UNAMIR responded positively to that request, within its existing resources. Accordingly, on 16 August, UNAMIR initiated a training programme with 103 students selected by the Government as volunteers from different social and ethnic groups. The aim of the programme is to provide trainees with the basic knowledge of routine and investigative police work, thus enabling them to address the immediate law and order problems at Kigali. I recommend that the Security Council authorize UNAMIR to pursue these efforts.

40. The activities of the UNAMIR civilian police component have thus evolved from liaison with local authorities to assisting the Government in the creation of a new police/gendarmerie. The component is also charged with monitoring the activities of local police and gendarmerie, monitoring the activities of the civil authorities with regard to human rights violations and assisting UNAMIR military observers and troops in dealing with police matters.

41. The headquarters and training activities of the UNAMIR civilian police component are based at Kigali. A two-phase deployment of police observers is being implemented. Under phase I, which has been completed, police observers have been deployed at the civilian police headquarters, training centre and the prefectures of Kigali, Gikongoro, Cyangugu, Kibuye, Gitarama and Butare. Phase II will be executed once the full strength of police observers is reached.

/...

S/1994/1133
English
Page 10

Under this phase, civilian police monitors will be deployed in all prefectures of the country.

42. To date, the component has a total strength of 30 police observers, with 10 each from Ghana, Mali and Nigeria. More observers are scheduled to be deployed shortly, although the Secretariat is having difficulties in obtaining from Member States a sufficient number of French-speaking police personnel.

VII. HUMANITARIAN ASPECTS

43. Current estimates suggest that Rwanda's pre-war population of 7.9 million has fallen to 5 million. Estimates of internally displaced persons range from 800,000 to 2 million. There are more than 2 million refugees in Zaire, the United Republic of Tanzania, Burundi and Uganda. At the same time, it is estimated that more than 200,000 former refugees have returned to Rwanda from Burundi and Uganda. The victims of genocidal slaughter could number as many as 1 million.

44. The humanitarian demands of the Rwandan emergency continue to stretch the capacity of the international community. In addition to the refugee crisis at Goma, the humanitarian community has had to address several crucial issues: the withdrawal of Operation Turquoise from the south-west; assistance to the internally displaced people; the transition from emergency relief to rehabilitation; the humanitarian implications of human rights violations; and the need to examine the Rwanda crisis in a regional context.

45. Prior to the withdrawal of Operation Turquoise, there was extreme concern among the international community that fear of reprisals by the RPA would drive thousands of Hutus across the border into Zaire. With poor road conditions, large distances to the camp-sites and other logistic difficulties, the scenarios were recognized by the humanitarian community as being cataclysmic, with the potential for refugee movement exceeding even that to Goma.

46. Under the coordination of the United Nations Rwanda Emergency Office, the international community adopted a policy of confidence-building in the south-west to encourage the internally displaced not to flee across the borders. At the political level, the RPA agreed not to occupy the south-west until conditions had stabilized. The timely and large-scale influx of United Nations and non-governmental organization resources, combined with the deployment of UNAMIR troops into the area, defused the situation. Some 350,000 people did cross the border into camps around Bukavu in Zaire; however, the majority remained within Rwanda.

47. It is agreed that the return of refugees to Rwanda is the only lasting solution and that it is critical to the resumption of normal economic and social life. However, the intimidation of refugees by former militia and army elements in the camps and the fact that those former soldiers and militia have not been disarmed are serious obstacles to the implementation of a repatriation programme. UNHCR does not feel at the present stage that it is in a position to encourage refugees to return home, partially because of deteriorating security for the returnee candidates in the camps and also because of concerns about

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S/1994/1133
English
Page 11

security conditions in parts of Rwanda. UNHCR is none the less facilitating and assisting the return of spontaneous returnees.

48. As for the internally displaced persons, agreement has been reached among the humanitarian agencies to focus on facilitating their return to their areas of origin. By strengthening community capacity-building, providing rehabilitation support and improving security, the aim is to provide an attractive return option for those in the displaced persons' camps.

49. This policy of voluntary return of the internally displaced is vital. Many camps will become uninhabitable during the rainy season because of contamination of water supplies by sewage, inadequate shelter and poor access for relief convoys. In addition, if people stay in the camps, the fields are untended. Already the harvest has been missed and it is likely that the planting season will also be missed in many areas. This will mean that the international community will have to provide food aid for a second season. The resettlement of the displaced and the resumption of agricultural production are critical to the Government's efforts to rehabilitate the country. The longer people stay in camps, the longer rehabilitation is likely to take. There are now regular convoys carrying those who wish to return from Cyangugu in the south-west to Butare, Gikongoro and Kigali. Between 7 September and 23 September, some 3,337 people were transported home from Cyangugu. Returnees have also been transported from the north-west.

50. As the country strives to return to normalcy, increasing attention must be given to the transition from emergency relief to rehabilitation. The Government faces the huge challenge of rebuilding the country after a devastating war with almost no financial and human resources. It is vital that the international community provide quick and efficient rehabilitation assistance. In that connection, the Special Representative and the Under-Secretary-General for Humanitarian Affairs have distributed among donor countries, agencies and non-governmental organizations the Rwanda Emergency Normalization Plan, which outlines the initial areas requiring both financial and technical assistance. UNDP has begun initial projects to support the capacity-building of government ministries. Other United Nations organizations are contributing to the process in their respective areas of competence. As a result of those efforts, the infrastructure is improving. Essential services such as electricity and water supply have been restored at Kigali and services are being repaired around the country.

51. One major impediment for rehabilitation is the presence of mines. It is believed that there are 50,000 to 60,000 uncleared land-mines in Rwanda, with an average of two civilian mine casualties a day. United Nations de-mining experts have visited Rwanda to assess the scope of the problem. As the security situation stabilizes and de-mining can begin, the United Nations will coordinate with all concerned in providing assistance in that area.

52. Without reconciliation among the various parties to the conflict, it is likely that humanitarian operations will be protracted and difficult and will ultimately require greater commitments from the international community. This is directly linked to the human rights activities discussed in chapter III above.

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S/1994/1133
English
Page 12

53. It is apparent that the Rwanda crisis and its spill-over into neighbouring countries has serious political, economic, social and environmental implications for Burundi, the United Republic of Tanzania, Zaire and Uganda. In order to examine the merits of a broader and more comprehensive regional approach to the Rwanda problem, I appointed Mr. Robert Dillon as my Special Humanitarian Envoy for Rwanda and Burundi. The Special Envoy made a visit to the area from 8 to 22 September and has submitted his recommendations to me.

54. The United Nations Consolidated Appeal for Persons Affected by the Crisis in Rwanda was launched on 22 July 1994. It requested a total of \$435 million to enable United Nations organizations to carry out their humanitarian programmes. This figure was revised upwards in the light of increasing needs to \$552 million. As at 1 September, contributions received amounted to \$384 million, covering 70 per cent of the total requirement. Based on information received by the Department of Humanitarian Affairs, bilateral and other direct contributions for the Rwanda crisis, including those in response to the Appeal, bring the total contributions up to \$762 million.

55. The response of the international community to the crisis in Rwanda has been encouraging and has served to avert what could have been a major humanitarian disaster in the south-west. It is essential that this support be maintained as we enter into a delicate period of reconciliation and rehabilitation. For its part, the United Nations will continue its efforts to provide an appropriate framework for coordination of humanitarian assistance and the transition to reconstruction and development.

VIII. FINANCIAL ASPECTS

56. By its resolution 48/248 of 5 April 1994, the General Assembly authorized me to enter into commitments for UNAMIR, at a rate not to exceed \$9,082,600 gross (\$8,881,000 net) per month for the period from 5 April to 31 October 1994. This authorization was subject to the decision of the Security Council to extend the mandate of the Assistance Mission beyond 4 April 1994. In its resolution 925 (1994) of 8 June 1994, the Council, *inter alia*, decided to extend the mandate of UNAMIR until 9 December 1994.

57. By its decision 48/479 B of 14 September 1994, the General Assembly authorized me to enter into commitments in the amount of \$37,182,100 gross (\$38,043,200 net) to meet the immediate operational requirements of UNAMIR for the period from 5 April to 30 September 1994, this amount being in addition to the full commitment authority of \$62,367,187 gross (\$60,982,867 net) already provided by resolution 48/248.

58. My report on the financing of UNAMIR to the General Assembly at its forty-ninth session includes the cost estimate for the period from 5 April to 9 December 1994 in the amount of \$179.6 million, after taking into consideration voluntary contributions in kind of \$4.5 million pledged by Member States. My report also estimates costs for the period from 10 December 1994 to 9 December 1995 at \$20 million per month, based on the current authorized strength and mandate of UNAMIR. On the basis of this cost estimate, I have requested the Assembly to provide the necessary resources for the maintenance of

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S/1994/1133
English
Page 13

UNAMIR, should the Security Council decide to extend its mandate beyond 9 December 1994.

59. As at 27 September 1994, unpaid assessed contributions to the UNAMIR special account since the inception of the Mission amounted to \$30 million. The total unpaid assessed contributions for all peace-keeping operations at that date amounted to \$1.9 billion.

IX. OBSERVATIONS AND RECOMMENDATIONS

60. There are signs that the situation in Rwanda is stabilizing and slowly returning to more normal conditions. Inevitably, there are serious obstacles to be overcome in the long road to recovery from the war and carnage that have devastated the country, inflicted trauma and hardship on its people and destroyed its institutions. The first priority remains the resolution of the massive humanitarian crisis, including the problems faced by the Rwandese refugees in Zaire and the United Republic of Tanzania. Acts of intimidation and violence within the refugee camps have inhibited the refugee population from choosing to return home. The Government is engaged in efforts to find a solution to these problems, with the support of United Nations agencies and programmes on the ground, coordinated by my Special Representative. Determined efforts will have to be made by the Government to create conditions under which the refugees and displaced persons can return to their homes in safety and dignity. Indeed, without the assurance that their human rights will be respected, it is unlikely that the refugees and displaced persons will return. In this regard, I have conveyed to the Government of Rwanda, through my Special Representative, the need to undertake broader efforts towards national reconciliation. I am encouraged that the Government has taken concrete steps in this direction and I urge the international community to support its efforts and encourage it to ensure that these efforts are both genuine and comprehensive.

61. I endorse the recommendation made by the Commission of Experts in its preliminary report that trials of individuals suspected of serious breaches of international humanitarian law, crimes against humanity and acts of genocide be carried out by an international criminal tribunal. The Commission considers it preferable that the jurisdiction of the International Criminal Tribunal for the Former Yugoslavia be expanded to cover international crimes committed in Rwanda from 6 April rather than to create a separate ad hoc international criminal tribunal. It is now for the Security Council to decide on the course of action to be adopted.

62. Among the many tasks facing the new Government and the Rwandese people is the reconstruction of the social and economic infrastructure of the country. Rwanda will require massive amounts of external technical and financial assistance on an urgent basis in order to create stability and re-establish basic services and a functioning economy. Donor agencies have undertaken the initial planning required before assistance can be released for reconstruction projects, and some small-scale rehabilitation of basic infrastructure is taking place. I urge donor Governments and international bodies to ensure that their programmes of assistance for Rwanda are implemented urgently. One aspect that is rapidly assuming the dimensions of an emergency is the Government's total

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S/1994/1133
English
Page 14

lack of funds to re-establish even the most rudimentary administration and pay its employees. It is essential that at least bridging assistance be devised to provide relief bilaterally or by international financial institutions. In that connection, I should like to appeal to bilateral donors to consider ways and means to help the Government resolve the problem of its arrears with the World Bank, so as to secure access to the resources of that institution. I should also like to urge Member States to contribute generously to the Trust Fund which I established on 14 July 1994 in order to finance humanitarian relief and rehabilitation programmes in Rwanda. It would also be helpful if Governments could share with the United Nations information about their bilateral programmes of assistance so that there can be a coordinated response to Rwanda's needs.

63. Long-term peace and stability in Rwanda require genuine reconciliation between all elements of Rwandese society. Refugees and displaced persons must have the opportunity to return to their homes in peace, safety and dignity. The human and civic rights of all Rwandese people must be respected. I urge the new Government to maintain an open dialogue with all other political interest groups in Rwanda, including former government officials, except for individuals who are found, through due process, to have been directly implicated in acts of genocide. This is the only way the country can achieve durable political stability, within the principles of the Arusha Accords.

64. The evolving developments in and around Rwanda strengthen the case for a broader approach to the question of national reconciliation and the other aspects of the crisis. The Council will recall that the Mission it dispatched to Burundi from 13 to 14 August 1994 recommended, *inter alia*, that an international conference be convened to look into the problems of the subregion. I shall continue to consult with all relevant parties with a view to determining how the United Nations could assist in the preparation and convening of such a conference.

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PROGRESS REPORT OF THE SECRETARY-GENERAL ON THE
UNITED NATIONS ASSISTANCE MISSION FOR RWANDA

I. INTRODUCTION

1. The present report is submitted in pursuance of paragraph 17 of Security Council resolution 925 (1994) of 8 June 1994, by which the Council requested me to report by 9 August and by 9 October 1994 on progress made by the United Nations Assistance Mission for Rwanda (UNAMIR) in the discharge of its mandate, the safety of populations at risk, the humanitarian situation and progress towards a cease-fire and political reconciliation.

2. Since my last report on the situation in Rwanda, dated 3 August 1994 (S/1994/924), the Secretariat has provided the Security Council with oral updates on relevant developments, especially with regard to the Mission's support for humanitarian operations, efforts to accelerate the return of refugees, progress made in the deployment of the expanded UNAMIR and the UNAMIR take-over from Operation Turquoise.

II. POLITICAL ASPECTS

3. As members of the Security Council are aware, since the cease-fire declared on 18 July 1994, the fighting in Rwanda has all but ceased. The Broad-based Government of National Unity (BBGNU), installed at Kigali on 19 July, has established control over the whole of the national territory. While over two million Rwandese refugees remain in the neighbouring countries, the Government has undertaken efforts, in coordination with my Special Representative and other United Nations officials on the ground, to encourage their safe and voluntary return to Rwanda. At the same time, there is steady progress in efforts to normalize the situation inside Rwanda, with the gradual re-establishment of such basic services as water, electricity and communications facilities, particularly at Kigali. The Government has also begun to put civilian administrative structures in place at the central, provincial and local levels. My Special Representative has circulated to donor countries, United Nations agencies and non-governmental organizations, a Rwanda Emergency Normalization Plan, outlining the priority services for which both technical and financial assistance are required.

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S/1994/1133
English
Page 2

4. While initial progress has been made in normalizing the situation, the Government is faced with the arduous task of rebuilding a country where the social and physical infrastructure has been almost totally destroyed and where a deep mistrust continues to prevail between the various political and ethnic groups that make up Rwandese society. The Government has a difficult road ahead in establishing safety and security for all and in creating a climate where those who have participated in the genocide can be held accountable while others rebuild their lives without fear of revenge or retribution. Furthermore, the Government suffers from a severe lack of basic resources, including cash reserves to pay the salaries of its civil servants, banks having been looted during the fighting. This is a serious problem, as civil servants and the military may turn to other means of ensuring an income.

5. In order to create stability and lasting peace in Rwanda, the Government seems to recognize the need to include all its citizenry, regardless of ethnicity, within its administrative and security structures. The President of Rwanda has assured my Special Representative that efforts are continuing to make the Government more inclusive by inviting some members of the Mouvement républicain national pour le développement (MRND), which is the only major political party not presently represented in the BSGNU, to join the Government. However, these efforts have not yet produced positive results.

6. In a further effort towards national reconciliation, members of the former Rwandese Government Forces (RGF) are being encouraged to join the new national army. These soldiers have the choice of registering at specified centres, set up by the Government, or with UNAMIR personnel deployed in the country. It seems, however, that the response to this government initiative remains limited.

7. In order to promote national reconciliation and assure the population that their civil and human rights will be respected, the Government has continued to organize mass rallies in several cities, including Ruhengeri, Kibungu, Byumba, Kibuye, Gikongoro, Cyangugu and Butare. Through these rallies, the Government has attempted to address the population's concerns with regard to such issues as property rights and the fair treatment by the Rwandese judicial system of those accused of crimes against humanity.

8. During the month of August, members of the Government made several visits to refugee camps in Zaire in an attempt to encourage the refugees to return voluntarily to their places of origin. Those efforts have caused some increase in the numbers of returning refugees. Some 360,000 refugees have returned to Rwanda spontaneously since the cease-fire on 18 July. The Government has expressed its concern about the presence in the camps of elements who continue to incite people to flee from Rwanda and to threaten those in the camps from returning to their homes and farms in Rwanda. In September, reports and preliminary investigations pointed to the possibility that refugees returning to Rwanda might have been subjected to reprisals by government troops; further investigations are in progress (paras. 14 and 15 below).

9. The misinformation propagated during and after the hostilities is considered to have been a major factor in inciting the massacres and subsequent exodus of refugees into neighbouring countries. Information remains an important element in creating both stability in the country and a climate

S/1994/1133
English
Page 3

conducive to the safe and voluntary return of refugees and displaced persons. Rwanda has no newspapers or television, and radio is the only medium of information. UNAMIR, in association with concerned United Nations agencies, is therefore developing a broadcasting capability in order to provide the Rwandese people with factual information on the situation in their country, to assist in explaining UNAMIR's mandate and to disseminate information on humanitarian programmes. UNAMIR is currently installing at Kigali an FM broadcasting capability with a 20-kilometre range. Additional equipment, which would enable UNAMIR broadcasts to cover the whole country, is being procured and the necessary specialists recruited. UNAMIR has also asked the Rwandese authorities for formal authorization to begin broadcasting and for a frequency allocation. I hope the Government will respond positively to those requests in the near future.

III. HUMAN RIGHTS ASPECTS

10. A Commission of Experts was established on 26 July 1994 under Security Council resolution 935 (1994) of 1 July 1994 to examine and analyse information concerning grave violations of international humanitarian law committed in the territory of Rwanda, including evidence of possible acts of genocide. The Commission started its work on 15 August 1994 and visited Rwanda as well as Burundi, the United Republic of Tanzania and Zaire from 29 August to 17 September. In accordance with resolution 935 (1994), the Commission is to report its findings to me by 30 November 1994. I have, however, asked the Commission to expedite the preparation of its report. Accordingly, the Commission submitted to me on 30 September a preliminary report which I have made available to the Council (S/1994/1125).

11. During the Commission's visit to Rwanda, the Government urged the Commission to conclude its work expeditiously and also urged that an international tribunal, along the lines of that organized for the former Yugoslavia, be created. The Government expressed the view that the trial of those accused of serious breaches of international humanitarian law and acts of genocide by an external impartial body would help promote peace and reconciliation among the parties and contribute to the stabilization of the situation in Rwanda. The Government has given assurances that it will make every effort to prevent summary trials, revenge executions and other acts of violence and that it will arrest those accused of such crimes.

12. On 25 May 1994, the Commission on Human Rights, in its resolution S-3/1, appointed a Special Rapporteur to report on the root causes of the recent atrocities and on the ongoing human rights situation in Rwanda. Under this mandate, the United Nations High Commissioner for Human Rights has deployed human rights officers to Rwanda to assist the Special Rapporteur in the implementation of his functions. Following the establishment of the Commission of Experts, I reported to the Security Council, on 26 July 1994 (S/1994/879), that the Commission would be based at Geneva and benefit from the resources of the High Commissioner for Human Rights and, in particular, those already made available to the Special Rapporteur. Subsequently, it became apparent that a much larger number of human rights staff would be required to deal with the extremely complex situation in Rwanda. Therefore, the High Commissioner for

S/1994/1133
English
Page 4

Human Rights, on 2 August 1994, launched an appeal to the international community for voluntary contributions to expand human rights activities in the field. As at 30 September 1994, the High Commissioner had deployed 31 human rights officers to Rwanda. In accordance with an agreement reached with the Government during his second visit to the country on 19 and 20 August 1994, he intends to increase that number to 147 as soon as possible so as to cover each one of the communes in Rwanda.

13. The objective of the human rights field operation in Rwanda is to carry out investigations into violations of human rights and humanitarian law; to monitor the ongoing human rights situation and, through the presence of human rights officers, help redress existing problems and prevent possible human rights violations from occurring; to cooperate with other international agencies in re-establishing confidence and thus facilitate the return of refugees and displaced persons and the rebuilding of civil society; and to implement programmes of technical cooperation in the field of human rights, particularly in the area of administration of justice. Following a request from the High Commissioner, UNAMIR is providing assistance within its existing resources in order to enable the human rights officers already deployed to become fully operational. That assistance will continue as further human rights staff are deployed.

14. The United Nations High Commissioner for Refugees sent a mission to Rwanda in August to assess how far conditions existed for the safe return to that country of refugees who had fled to Burundi, the United Republic of Tanzania and Zaire. In the course of its work, the mission of the Office of the United Nations High Commissioner for Refugees (UNHCR) obtained certain information that appeared to indicate that soldiers of the RPF might have been engaged in systematic killings of members of the majority community in Rwanda.

15. On 16 September, the High Commissioner briefed senior officials of the United Nations on the matter. On the basis of that briefing, I directed that the allegations should be immediately taken up with the Government of Rwanda. This was done by the Under-Secretary-General for Peace-keeping Operations, Mr. Kofi Annan, who was in Rwanda on mission at that time, and my Special Representative for Rwanda, Mr. Shaharyar Khan. The Government of Rwanda undertook to investigate the matter urgently and a team consisting of four government ministers, representatives of UNAMIR and UNHCR and a United Nations human rights monitor, paid a visit on 23 September to some of the places where the killings were alleged to have taken place. Those allegations have been reported to the Commission of Experts and to the Special Rapporteur and arrangements are now being made for a thorough investigation to be carried out under the mandate of those two mechanisms.

IV. MISSION OF MY SPECIAL REPRESENTATIVE TO ZAIRE AND THE UNITED REPUBLIC OF TANZANIA

16. The presence of former RGF political leaders, military elements and militias in the Rwandese refugee camps, especially those in Zaire, have had a destabilizing effect on security in the camps and a number of violent incidents have occurred. Refugees suspected of favouring a return to Rwanda have

S/1994/1133
English
Page 5

frequently been attacked. The humanitarian agencies are reviewing how they can continue to deliver assistance in this insecure environment. There are also signs that ex-RGF troops located in the camps may be preparing to make incursions into Rwanda.

17. In view of that situation, I instructed my Special Representative for Rwanda to undertake a mission to Zaire and the United Republic of Tanzania to explore with the authorities of both countries ways in which the problem can be addressed. Mr. Shaharyar Khan visited Zaire from 12 to 14 September and the United Republic of Tanzania on 16 September. In Zaire, he met with President Mobutu and Prime Minister Kengo Wa Dongo. In the United Republic of Tanzania, he was received by President Mwinyi.

18. My Special Representative has reported that the Government of Zaire expressed its commitment to address the refugee crisis and to improve security in the camps. The Government of the United Republic of Tanzania had already undertaken to move certain unruly elements away from places where refugees were located. On the basis of his discussions with the Governments of Zaire and the United Republic of Tanzania, my Special Representative has recommended that attention be focused, as a matter of priority, on the camps in Zaire where the problems are significantly more acute than in the United Republic of Tanzania.

19. The population of the camps in Zaire fall into the following categories:
(a) political leaders, estimated at approximately 50 heads of family;
(b) uniformed military elements of the RGF, estimated at 16,000 and accompanied by their families, bringing the total to approximately 80,000; (c) militia, whose number is unknown since they have mingled with the refugees; and
(d) ordinary refugees, estimated at about 1 million persons.

20. It was agreed with the Zairian authorities that the only effective way of ensuring the safety of the refugees and their freedom to exercise their right to return to Rwanda would be the separation of those in categories (a), (b) and (c) from the rest of the population of the refugee camps. The militia (category (c)) represent the greatest threat for the refugees. However, their separation from the others would be a difficult and complex undertaking, especially as they would be likely to resist, and incite others to resist, any attempt to relocate them. A strong security mechanism would be needed in order to protect both the refugees and those carrying out the operation. The separation of these persons is, however, the only means of providing security for the refugees and allowing them to choose freely to return to Rwanda.

21. While the Government of Zaire has indicated its desire to address these issues, it has also indicated that it would require substantial assistance from the international community both in financial and logistic support and in the provision of security for such an operation.

22. The Secretariat has examined my Special Representative's recommendations in consultation with UNHCR. In order to address more fully the problems of separating former RGF political leaders, military and militia from the others in the camps, and to evaluate the financial, logistic and security requirements, it was decided, during the visit of my Special Representative to Zaire, to establish a Joint Zairian/United Nations working group. The group, composed of

S/1994/1133
English
Page 6

representatives of the Government of Zaire, UNAMIR, UNHCR and the United Nations Development Programme (UNDP), ~~has~~ already begun its work. ~~A technical team from UNAMIR has been sent to Zaire to join the working group and will submit a report to my Special Representative as soon as possible.~~

V. MILITARY ASPECTS

23. Since the 18 July 1994 cease-fire and the formation of the BBGNU a day later, the military situation in Rwanda has been relatively calm. At that time, the armed forces of the new Government, the Rwandese Patriotic Army (RPA), had established control over the entire country, with the exception of a "humanitarian protection zone" in the south-west. That zone was under the control of Operation Turquoise, the multinational operation launched by the French Government in pursuance of Security Council resolution 929 (1994) of 22 June 1994.

24. UNAMIR maintained close cooperation at all levels with Operation Turquoise and developed a detailed plan for taking over from it on 22 August, the date of its scheduled withdrawal. On 10 August, UNAMIR began deploying troops in the zone and on 21 August it assumed responsibility from Operation Turquoise. Arrangements were made with the French Government for the continuation of logistic support until UNAMIR could assume full responsibility. The French Government has submitted to the Security Council a final report, which has been circulated as document S/1994/1100.

25. UNAMIR troops established a presence throughout the zone, ensuring stability and security and providing support for humanitarian relief operations. The Government of Rwanda also launched a concerted effort to reassure the population. As a result of those efforts, a major exodus of civilians to Zaire was averted.

26. The Government's civilian and military take-over of the south-western zone was fully coordinated with UNAMIR. The civil administration in the zone is being restored as a first priority and RPA troops are gradually being deployed there. The Government installed prefects at Kibuye, Gikongoro and Cyangugu on 6 and 7 September and in cooperation with UNAMIR deployed RPA platoons in each location. Through successive incremental deployments, those elements were increased to company- and battalion-size units. The gradual establishment of the Government's authority in the south-west zone has now been completed without incident.

27. At the same time, former RGF troops in the south-western zone are being encouraged to enlist in the new national army. In addition, a programme was started on 2 September to encourage elements of the local gendarmerie to surrender their arms voluntarily. UNAMIR has collected nearly 600 arms under the programme.

28. The RPA now operates throughout the country, conducting patrols and manning roadblocks and checkpoints to monitor personnel and vehicle movement. Occasionally, it conducts cordon and search operations for weapons or personnel checks. It also protects vital points, such as infrastructure and all major

S/1994/1133
English
Page 7

border crossings. Additionally, in the absence of a police force, RPA troops perform policing functions to the extent possible.

29. Relations between UNAMIR and the RPA have been cordial and cooperative. However, movement restrictions have sometimes been imposed on UNAMIR troops. The formal understanding between UNAMIR and the BBGNU, particularly with reference to the United Nations Status-of-Forces Agreement with Rwanda, is that there should be no restrictions on the movement or deployment of UNAMIR personnel and vehicles throughout Rwanda. However, as illustrated by the three-week delay in providing clearance to occupy accommodation and concurrently deploy troops in the north-east and south-east (sectors 1 and 2), as well as periodic, local limitations placed on movements of UNAMIR troops in the south and north-west (sectors 3 and 5), the reality on the ground is sometimes different. In addition, some local RPA commanders have sometimes indicated that they are under instructions to deny UNAMIR access to areas where RPA troops are deployed. When such incidents are brought to the attention of senior government officials, they are usually quickly resolved.

30. The rapid reinforcement of UNAMIR in early August has contributed significantly to the improvement of the security situation in Rwanda. In accordance with its mandate, UNAMIR has continued to provide security support to all humanitarian operations in Rwanda. It has also provided support in re-establishing basic services and in the provision of relief supplies. None the less, delays in reaching the full authorized force level are hampering UNAMIR's further efforts in that regard. As at 3 October, UNAMIR's troop strength consisted of 4,270 all ranks (out of its total authorized strength of 5,500). On 19 August the new Force Commander, Major-General Guy Tousignant (Canada), took over from Major-General Romeo Dallaire (Canada).

31. As noted above, the successful deployment of UNAMIR troops in the former humanitarian protection zone (sector 4) has provided the stability necessary to commence the gradual introduction of RPA forces to the south-west of the country. In order to facilitate that introduction, however, it has been necessary for UNAMIR to concentrate its efforts in this potentially volatile area. Accordingly, the requirement to extend UNAMIR presence throughout Rwanda is yet to be fulfilled.

32. As stability in Rwanda improves, emphasis in UNAMIR activities is shifting from purely military security-related tasks to the support of humanitarian operations aimed at assisting the population in need and facilitating the return of refugees and displaced persons to their homes.

33. In the expectation that the remaining troops committed to UNAMIR will be deployed during the coming weeks, the Force Commander plans to deploy the force in six sectors, as indicated on the map annexed to the present report. The current and planned deployment schedules are as follows:

Sector 1 (north-east) Deployment of the Nigerian independent infantry company group is in progress.

S/1994/1133
English
Page 8

- Sector 2 (south-east) Two platoon groups from Canada and Ghana currently operate in this sector (which presently includes Kigali). Planned deployment in the sector will consist of one infantry battalion (Ghana).
- Sector 3 (south) An independent infantry company from Malawi operates in the sector. Planned deployment will consist of two independent infantry companies, one each from Malawi and Mali.
- Sector 4 (south-west) Current deployment consists of the Ghanaian Battalion, a United Kingdom field ambulance capability, the Ethiopian battalion and the inter-African battalion, composed of troops from Chad, the Congo, Guinea-Bissau, the Niger and Senegal. Planned deployment will consist of three mechanized/motorized infantry battalions (Zambia, Ethiopia and the inter-African contingent).
- Sector 5 (north-west) Although not part of UNAMIR, a Canadian field ambulance capability is currently operating in this sector. Planned deployment will consist of one infantry battalion from Tunisia, which is scheduled to commence deployment in early October.
- Sector 6 (Kigali City) Planned deployment will consist of one composite infantry battalion from India. This battalion is scheduled to be fully deployed by the end of October.

34. The main objective of the UNAMIR deployment schedule is to promote security in all sectors and to create a climate conducive to the safe return of refugees and displaced persons, as well as to support humanitarian operations. The Force Headquarters continues to operate from Kigali along with specialized communications, logistics and medical support units from Canada, the United Kingdom and Australia respectively. The United Kingdom contingent is scheduled to withdraw by 1 December and the Canadian contingent by mid-January.

35. The deployment of UNAMIR has been a difficult process, as many contingents were in need of major equipment items and as the United Nations has neither the resources in stock nor an advance budget which would ensure that the required equipment could be made available in a timely manner. It was for this reason that, in paragraph 24 of my report of 13 May (S/1994/565), I underlined the necessity for Member States to agree to make arrangements on a bilateral basis to provide the troops, equipment and airlift required for UNAMIR. As this did not occur, the Secretariat was required to identify sources of equipment and to arrange for its transport. This was a time-consuming task, which significantly delayed deployment. It also restricted the initial operational capability of UNAMIR, as contingents were in some cases unfamiliar with equipment supplied to them. One way of achieving a more rapid response in such circumstances would be the extension of the standby forces concept to include equipment, whereby a Member State would hold equipment on standby at a high state of readiness for deployment on lease terms.

S/1994/1133
English
Page 9

36. With the induction of new contingents, the UNAMIR force strength is expected to exceed temporarily the authorized level during the period from November 1994 to January 1995. However, as at February 1995, the expected withdrawal of some contingents and normal rotations will bring it back to its authorized level. The fact that UNAMIR will exceed its authorized strength for a short period will have no financial implications for its budget, as the excess expenditure would be offset by the savings resulting from a force strength below the authorized level up to October 1994.

37. The UNAMIR authorized strength of 320 military observers has been met and military observers are deployed in all sectors. They are engaged primarily in supporting humanitarian activities and liaising with the RPA.

VI. CIVILIAN POLICE

38. As indicated in the concept of operations set out in my report of 13 May to the Security Council (S/1994/565, chap. 4), it was initially envisaged that the main task of the civilian police component of the expanded UNAMIR would be to maintain liaison with the local civilian authorities on matters relating to public security, with a total authorized strength of 90 civilian police observers.

39. However, as a result of the civil war and the ensuing collapse of the country's administrative structures, no real police force or gendarmerie remained in place when the new Government was established on 19 July. Police functions were entrusted to an embryonic gendarmerie consisting mainly of RPA soldiers. At the same time, the Government sought the urgent assistance of UNAMIR in establishing a new, integrated, national police force. Given the importance to Rwanda's security and stability of creating a professional national police force, UNAMIR responded positively to that request, within its existing resources. Accordingly, on 16 August, UNAMIR initiated a training programme with 103 students selected by the Government as volunteers from different social and ethnic groups. The aim of the programme is to provide trainees with the basic knowledge of routine and investigative police work, thus enabling them to address the immediate law and order problems at Kigali. I recommend that the Security Council authorize UNAMIR to pursue these efforts.

40. The activities of the UNAMIR civilian police component have thus evolved from liaison with local authorities to assisting the Government in the creation of a new police/gendarmerie. The component is also charged with monitoring the activities of local police and gendarmerie, monitoring the activities of the civil authorities with regard to human rights violations and assisting UNAMIR military observers and troops in dealing with police matters.

41. The headquarters and training activities of the UNAMIR civilian police component are based at Kigali. A two-phase deployment of police observers is being implemented. Under phase I, which has been completed, police observers have been deployed at the civilian police headquarters, training centre and the prefectures of Kigali, Gikongoro, Cyangugu, Kibuye, Gitarama and Butare. Phase II will be executed once the full strength of police observers is reached.

S/1994/1133
English
Page 10

Under this phase, civilian police monitors will be deployed in all prefectures of the country.

42. To date, the component has a total strength of 30 police observers, with 10 each from Ghana, Mali and Nigeria. More observers are scheduled to be deployed shortly, although the Secretariat is having difficulties in obtaining from Member States a sufficient number of French-speaking police personnel.

VII. HUMANITARIAN ASPECTS

43. Current estimates suggest that Rwanda's pre-war population of 7.9 million has fallen to 5 million. Estimates of internally displaced persons range from 800,000 to 2 million. There are more than 2 million refugees in Zaire, the United Republic of Tanzania, Burundi and Uganda. At the same time, it is estimated that more than 200,000 former refugees have returned to Rwanda from Burundi and Uganda. The victims of genocidal slaughter could number as many as 1 million.

44. The humanitarian demands of the Rwandan emergency continue to stretch the capacity of the international community. In addition to the refugee crisis at Goma, the humanitarian community has had to address several crucial issues: the withdrawal of Operation Turquoise from the south-west; assistance to the internally displaced people; the transition from emergency relief to rehabilitation; the humanitarian implications of human rights violations; and the need to examine the Rwanda crisis in a regional context.

45. Prior to the withdrawal of Operation Turquoise, there was extreme concern among the international community that fear of reprisals by the RPA would drive thousands of Hutus across the border into Zaire. With poor road conditions, large distances to the camp-sites and other logistic difficulties, the scenarios were recognized by the humanitarian community as being cataclysmic, with the potential for refugee movement exceeding even that to Goma.

46. Under the coordination of the United Nations Rwanda Emergency Office, the international community adopted a policy of confidence-building in the south-west to encourage the internally displaced not to flee across the borders. At the political level, the RPA agreed not to occupy the south-west until conditions had stabilized. The timely and large-scale influx of United Nations and non-governmental organization resources, combined with the deployment of UNAMIR troops into the area, defused the situation. Some 350,000 people did cross the border into camps around Bukavu in Zaire; however, the majority remained within Rwanda.

47. It is agreed that the return of refugees to Rwanda is the only lasting solution and that it is critical to the resumption of normal economic and social life. However, the intimidation of refugees by former militia and army elements in the camps and the fact that those former soldiers and militia have not been disarmed are serious obstacles to the implementation of a repatriation programme. UNHCR does not feel at the present stage that it is in a position to encourage refugees to return home, partially because of deteriorating security for the returnee candidates in the camps and also because of concerns about

S/1994/1133
English
Page 11

security conditions in parts of Rwanda. UNHCR is none the less facilitating and assisting the return of spontaneous returnees.

48. As for the internally displaced persons, agreement has been reached among the humanitarian agencies to focus on facilitating their return to their areas of origin. By strengthening community capacity-building, providing rehabilitation support and improving security, the aim is to provide an attractive return option for those in the displaced persons' camps.

49. This policy of voluntary return of the internally displaced is vital. Many camps will become uninhabitable during the rainy season because of contamination of water supplies by sewage, inadequate shelter and poor access for relief convoys. In addition, if people stay in the camps, the fields are untended. Already the harvest has been missed and it is likely that the planting season will also be missed in many areas. This will mean that the international community will have to provide food aid for a second season. The resettlement of the displaced and the resumption of agricultural production are critical to the Government's efforts to rehabilitate the country. The longer people stay in camps, the longer rehabilitation is likely to take. There are now regular convoys carrying those who wish to return from Cyangugu in the south-west to Butare, Gikongoro and Kigali. Between 7 September and 23 September, some 3,337 people were transported home from Cyangugu. Returnees have also been transported from the north-west.

50. As the country strives to return to normalcy, increasing attention must be given to the transition from emergency relief to rehabilitation. The Government faces the huge challenge of rebuilding the country after a devastating war with almost no financial and human resources. It is vital that the international community provide quick and efficient rehabilitation assistance. In that connection, the Special Representative and the Under-Secretary-General for Humanitarian Affairs have distributed among donor countries, agencies and non-governmental organizations the Rwanda Emergency Normalization Plan, which outlines the initial areas requiring both financial and technical assistance. UNDP has begun initial projects to support the capacity-building of government ministries. Other United Nations organizations are contributing to the process in their respective areas of competence. As a result of those efforts, the infrastructure is improving. Essential services such as electricity and water supply have been restored at Kigali and services are being repaired around the country.

51. One major impediment for rehabilitation is the presence of mines. It is believed that there are 50,000 to 60,000 uncleared land-mines in Rwanda, with an average of two civilian mine casualties a day. United Nations de-mining experts have visited Rwanda to assess the scope of the problem. As the security situation stabilizes and de-mining can begin, the United Nations will coordinate with all concerned in providing assistance in that area.

52. Without reconciliation among the various parties to the conflict, it is likely that humanitarian operations will be protracted and difficult and will ultimately require greater commitments from the international community. This is directly linked to the human rights activities discussed in chapter III above.

S/1994/1133
English
Page 12

53. It is apparent that the Rwanda crisis and its spill-over into neighbouring countries has serious political, economic, social and environmental implications for Burundi, the United Republic of Tanzania, Zaire and Uganda. In order to examine the merits of a broader and more comprehensive regional approach to the Rwanda problem, I appointed Mr. Robert Dillon as my Special Humanitarian Envoy for Rwanda and Burundi. The Special Envoy made a visit to the area from 8 to 22 September and has submitted his recommendations to me.

54. The United Nations Consolidated Appeal for Persons Affected by the Crisis in Rwanda was launched on 22 July 1994. It requested a total of \$435 million to enable United Nations organizations to carry out their humanitarian programmes. This figure was revised upwards in the light of increasing needs to \$552 million. As at 1 September, contributions received amounted to \$384 million, covering 70 per cent of the total requirement. Based on information received by the Department of Humanitarian Affairs, bilateral and other direct contributions for the Rwanda crisis, including those in response to the Appeal, bring the total contributions up to \$762 million.

55. The response of the international community to the crisis in Rwanda has been encouraging and has served to avert what could have been a major humanitarian disaster in the south-west. It is essential that this support be maintained as we enter into a delicate period of reconciliation and rehabilitation. For its part, the United Nations will continue its efforts to provide an appropriate framework for coordination of humanitarian assistance and the transition to reconstruction and development.

VIII. FINANCIAL ASPECTS

56. By its resolution 48/248 of 5 April 1994, the General Assembly authorized me to enter into commitments for UNAMIR, at a rate not to exceed \$9,082,600 gross (\$8,881,000 net) per month for the period from 5 April to 31 October 1994. This authorization was subject to the decision of the Security Council to extend the mandate of the Assistance Mission beyond 4 April 1994. In its resolution 925 (1994) of 8 June 1994, the Council, inter alia, decided to extend the mandate of UNAMIR until 9 December 1994.

57. By its decision 48/479 B of 14 September 1994, the General Assembly authorized me to enter into commitments in the amount of \$37,182,100 gross (\$38,043,200 net) to meet the immediate operational requirements of UNAMIR for the period from 5 April to 30 September 1994, this amount being in addition to the full commitment authority of \$62,367,187 gross (\$60,982,867 net) already provided by resolution 48/248.

58. My report on the financing of UNAMIR to the General Assembly at its forty-ninth session includes the cost estimate for the period from 5 April to 9 December 1994 in the amount of \$179.6 million, after taking into consideration voluntary contributions in kind of \$4.5 million pledged by Member States. My report also estimates costs for the period from 10 December 1994 to 9 December 1995 at \$20 million per month, based on the current authorized strength and mandate of UNAMIR. On the basis of this cost estimate, I have requested the Assembly to provide the necessary resources for the maintenance of

S/1994/1133
English
Page 13

UNAMIR, should the Security Council decide to extend its mandate beyond 9 December 1994.

59. As at 27 September 1994, unpaid assessed contributions to the UNAMIR special account since the inception of the Mission amounted to \$30 million. The total unpaid assessed contributions for all peace-keeping operations at that date amounted to \$1.9 billion.

IX. OBSERVATIONS AND RECOMMENDATIONS

60. There are signs that the situation in Rwanda is stabilizing and slowly returning to more normal conditions. Inevitably, there are serious obstacles to be overcome in the long road to recovery from the war and carnage that have devastated the country, inflicted trauma and hardship on its people and destroyed its institutions. The first priority remains the resolution of the massive humanitarian crisis, including the problems faced by the Rwandese refugees in Zaire and the United Republic of Tanzania. Acts of intimidation and violence within the refugee camps have inhibited the refugee population from choosing to return home. The Government is engaged in efforts to find a solution to these problems, with the support of United Nations agencies and programmes on the ground, coordinated by my Special Representative. Determined efforts will have to be made by the Government to create conditions under which the refugees and displaced persons can return to their homes in safety and dignity. Indeed, without the assurance that their human rights will be respected, it is unlikely that the refugees and displaced persons will return. In this regard, I have conveyed to the Government of Rwanda, through my Special Representative, the need to undertake broader efforts towards national reconciliation. I am encouraged that the Government has taken concrete steps in this direction and I urge the international community to support its efforts and encourage it to ensure that these efforts are both genuine and comprehensive.

61. I endorse the recommendation made by the Commission of Experts in its preliminary report that trials of individuals suspected of serious breaches of international humanitarian law, crimes against humanity and acts of genocide be carried out by an international criminal tribunal. The Commission considers it preferable that the jurisdiction of the International Criminal Tribunal for the Former Yugoslavia be expanded to cover international crimes committed in Rwanda from 6 April rather than to create a separate ad hoc international criminal tribunal. It is now for the Security Council to decide on the course of action to be adopted.

62. Among the many tasks facing the new Government and the Rwandese people is the reconstruction of the social and economic infrastructure of the country. Rwanda will require massive amounts of external technical and financial assistance on an urgent basis in order to create stability and re-establish basic services and a functioning economy. Donor agencies have undertaken the initial planning required before assistance can be released for reconstruction projects, and some small-scale rehabilitation of basic infrastructure is taking place. I urge donor Governments and international bodies to ensure that their programmes of assistance for Rwanda are implemented urgently. One aspect that is rapidly assuming the dimensions of an emergency is the Government's total

S/1994/1133
English
Page 14

lack of funds to re-establish even the most rudimentary administration and pay its employees. It is essential that at least bridging assistance be devised to provide relief bilaterally or by international financial institutions. In that connection, I should like to appeal to bilateral donors to consider ways and means to help the Government resolve the problem of its arrears with the World Bank, so as to secure access to the resources of that institution. I should also like to urge Member States to contribute generously to the Trust Fund which I established on 14 July 1994 in order to finance humanitarian relief and rehabilitation programmes in Rwanda. It would also be helpful if Governments could share with the United Nations information about their bilateral programmes of assistance so that there can be a coordinated response to Rwanda's needs.

63. Long-term peace and stability in Rwanda require genuine reconciliation between all elements of Rwandese society. Refugees and displaced persons must have the opportunity to return to their homes in peace, safety and dignity. The human and civic rights of all Rwandese people must be respected. I urge the new Government to maintain an open dialogue with all other political interest groups in Rwanda, including former government officials, except for individuals who are found, through due process, to have been directly implicated in acts of genocide. This is the only way the country can achieve durable political stability, within the principles of the Arusha Accords.

64. The evolving developments in and around Rwanda strengthen the case for a broader approach to the question of national reconciliation and the other aspects of the crisis. The Council will recall that the Mission it dispatched to Burundi from 13 to 14 August 1994 recommended, *inter alia*, that an international conference be convened to look into the problems of the subregion. I shall continue to consult with all relevant parties with a view to determining how the United Nations could assist in the preparation and convening of such a conference.

UN Agencies
Input to
Progress
Report



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MEMORANDUM

To: Ambassador Shaharyar Khan SRSG Attn. Mr. Javed Khan	Date : 9 January 1996 Nr of pages : (including cover) File : Drafted by : RH Account to debit :
From: Mr. Sukehiro Hasegawa Resident Coordinator	

SUBJECT: Secretary-General's Report on Rwanda

Included herewith is information we have gathered in response to your request for inputs into the Secretary-General's upcoming report on Rwanda. This text also includes inputs that UNHCR has already sent to you for inclusion in the report. We would appreciate seeing your version of the Report before it is submitted to UN Headquarters in New York.

We regret the delay with which our inputs into this report have been sent. Unfortunately, due to unexplained communication difficulties, we received word only yesterday that the report was due on 8 January. In order to avoid confusion in the future I would appreciate receiving a long-range schedule for Secretary-General's reports.

Mr. Khan,
we apologize once
again for the delay.

R. Harboun
P.S. Please call me
if you have questions.

**RESIDENT COORDINATOR INPUTS FOR SECRETARY GENERAL'S REPORT
TO THE SECURITY COUNCIL
9 JANUARY 1996**

POLITICAL

Efforts are underway to improve GoR/NGO relations following the GoR's decision in December 1995 to expel 43 NGOs. A joint GoR/UN study, financed by UNDP, will begin in January 1996 to examine criteria for evaluating NGOs. Another GoR decision regarding NGOs is anticipated in March 1996. NGO representatives have indicated that there is good will among the GoR and NGO community to resolve differences and have expressed support for the GoR/UNDP plan to evaluate NGOs.

HUMANITARIAN DEVELOPMENTS / REPATRIATION

In December the number of returnees increased significantly. According to UNHCR, more than 13,500 refugees returned to Rwanda in December, compared with approximately 6,700 in November. This increase was due to an influx of returnees from Burundi between 19 and 23 December, when a total of 5,499 returnees crossed the border into Rwanda in UNHCR organised convoys. Slightly over 5,000 refugees returned from Zaire during December, around the same number as in November. The flow of returnees from Tanzania nearly ceased; only some 200 returnees crossed the border from Tanzania (see annexes on refugees and returnees).

During the reporting period, UNHCR issued a \$288 million appeal to cover the cost of its 1996 operations for Rwandese and Burundian refugees and returnees in the Great Lakes region. The new appeal places special emphasis on voluntary repatriation to Rwanda in 1996, and plans for a shift in UNHCR's programs from care and maintenance of refugees in countries of asylum to return and reintegration in the country of origin. UNDP, WFP, UNICEF, other UN Agencies and NGOs are collaborating in these efforts. Plans for assistance to returnees in Rwanda include the provision of reception facilities and transport in both countries. Upon arrival, the returnees will receive a repatriation package that will include non-food items such as blankets, kitchen sets, plastic sheeting and roofing materials, a two-month supply of basic foodstuffs from the WFP along with seeds and tools. UNHCR also plans to provide substantial assistance in villages where returnees are expected to reintegrate. The UNHCR appeal also calls for some urgent measures to address the serious economic and environmental problems resulting from large numbers of refugees in the three asylum countries.

Insecurity in the Masisi region northwest of Goma has prompted over 5,000 Rwandese "old caseload" refugees (mainly from 1959 and 1972) to request repatriation. Ongoing conflict and difficult access have thus far postponed convoys which were scheduled to begin on 26 December and continue into the new year. Approximately 1,700 "old caseload" refugees have returned spontaneously through Gisenyi during the reporting period.

At the Zaire/Rwanda/UNHCR Tripartite Commission meeting held in Geneva on 20 December, the three parties expressed strong concern at the recent decline in refugees willing to repatriate to Rwanda. The High Commissioner for Refugees told the meeting that political factors, an increase in insecurity in the region, and a failure by the parties to translate earlier commitments into concrete action were in part responsible for the slow progress in getting people back home. In

the communiqué issued at the end of the meeting, Rwanda reaffirmed its commitment to establish the necessary conditions for a safe return of refugees and to strengthen its capacity to welcome them home. For its part, Zaire reaffirmed its commitment to rid the refugee camps of those using intimidation to block the return of refugees. The meeting was the second between UNHCR, Rwanda and Zaire.

The Tripartite Commission including Rwanda, Tanzania and UNHCR held its third meeting in Kigali on 7-8 December 1995. The meeting was preceded by two other sub-committee meetings namely the sub-committee on security and safety and the sub-committee on the facilitation of repatriation. While the sub-committee on security and safety deals with issues of security at the borders due to the refugee presence in the neighbouring country and the separation of intimidators, the sub-committee on the facilitation of repatriation looks after matters pertaining to refugee/returnee visits and the dissemination of information to the camps.

Two "go and see" visits from Ngara and Karagwe camps in Tanzania took refugees to their home communes in Byumba and Kibungo prefectures from 18 to 23 December. During the first visit, one refugee was detained by local authorities for allegedly having participated in the genocide. The second visit, which took 26 persons on a four-day visit to five communes in Kibungo prefecture encountered no difficulties. In all, 474 refugees participated in over 30 "go and see" visits from three countries of asylum since the programme was initiated in mid-1995: 342 from Burundi, 122 from Tanzania and ten from Zaire.

Reported clashes between armed groups and soldiers in Burundi provoked the surge in returns to Rwanda. Some 7,000 Rwandese refugees returned to Rwanda during December. Another 2,000 Rwandese refugees who were trying to cross into Tanzania from Burundi on 21 December were forced back by Tanzanian authorities.

Insecurity has compelled NGOs and UN agencies to curtail their activities throughout the country, cutting off humanitarian assistance to refugees from Rwanda and Burundi and internally displaced persons (IDPs) alike. The sudden jump in repatriation from Mugano camp came at a time when most NGO expatriate personnel had been withdrawn to Bujumbura after many direct attacks and repeated threats to their safety. The aid community has called on the Government of Burundi to defend the apolitical and humanitarian character of its mission. The World Food Programme and UNHCR are exploring ways to guarantee food delivery for the six refugee camps in the north should WFP be forced to limit staff presence in certain provinces. Stocks in Ngozi and in camp storage facilities are sufficient to feed the refugee population for several weeks but trucking of supplies to and from warehouses, as well as to the 86,000 IDPs currently receiving food aid in the same provinces, has become uncertain.

WFP has made contingency plans to meet requirements in the event of a large-scale repatriation of refugees. Refugees will be integrated as quickly as possible into FFW projects throughout the entire country. WFP has planned three phases in its preparations for a massive influx of Rwandese refugees. In phase I, WFP has stocked 1438 MTs of cereals, 346 MTs of pulses and 56 MTs of fats at the six entry points into Rwanda, sufficient for the needs of 93,578 people. In phase II, WFP will have stocked 455 MTs of cereals, 137 MTs of pulses, and 23 MTs of fats in Gikongoro and Ruhengeri as a back-up to the two main border crossings, sufficient for

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UNDP signed on 9 December a Preparatory Assistance project to support MINIREISO in the implementation of the Government's Accelerated Plan for Action. The one-year project will be executed by UNOPS and implemented by MINIREISO. The budget is US\$ 1,159,000, of which US\$ 186,336 comes from Dutch co-financing. This preparatory assistance will reinforce Government and local administration capacity to plan, implement, monitor and evaluate reinstallation activities at both the national and local level. The project will put into place the initial elements of the "Structure de Pilotage" described in the plan of Action financing the posts of Chief Technical Advisor, national and UNV officers and supplying them with the necessary equipment and support staff.

Due to the departure of 43 NGOs of which four - Bornefondon, Partage, Terre des Hommes and CUAMM - were UNICEF's implementing partners, UNICEF has taken emergency steps to avoid the breakdown of services in several unaccompanied children's centres run by these NGOs. In two centres, replacement agencies have been found. The three other centres remain without NGO financial and technical assistance although national staff are still present. The activities of UNHCR, WFP and other UN Agencies were also affected by the GoR's decision to expel NGOs.

UNICEF is collaborating with a number of NGOs for its 1996 activities on behalf of vulnerable women and children. Separate agreements are to be signed with ASEO-Wihogora and Save the Children's Fund-UK to continue tracing and reunification efforts. In order to support a study on street children and to provide technical expertise in the Miyove centre for women prisoners and their children, UNICEF will sign two separate agreements with Save the Children's Fund-USA. UNICEF will support the NGOs Food for the Hungry and ADAP in

providing assistance to vulnerable households within the country and for the reintegration and resettlement of returnee foster families.

REHABILITATION, RECONSTRUCTION AND DEVELOPMENT

A. Round Table Process

Funds pledged to date by donors have reached US\$ 1,264 million, against US\$ 587 million registered initially at the Geneva Round Table conference of January 1995. The increase came mainly from: (1) a continuation of projects previously in the pipe-line which the GoR had not considered to be on their new priority list and; (2) additional pledges made by donors at the July 1995 Round Table Mid-Term Review, mainly the European Union and the Netherlands. As well, France officially pledged assistance to Rwanda at the Review. Additional pledges from the European Union, Japan and the Netherlands were made at the Thematic Consultation on Refugees held in November 1995.

"Commitments" to date by donors are estimated at US\$ 878.5 million, equivalent to 150% of the pledges made in Geneva. Making good their intentions confirmed at the RT Mid-Term Review, donors accelerated commitments of funds further, especially in sub-programmes 2 and 3. The largest commitments to date have come from the World Bank (US\$ 224 million), European Union (US\$ 125 million), USA (US\$ 122 million) and Germany (US\$ 103 million).

Disbursements to date by donors are estimated at US\$ 403.9 million, equivalent to 69% of the total pledged in Geneva, a remarkable improvement over May (9%), July (15%) and September (43%) disbursements. At the Government's request, a few donors have expedited their bilateral disbursement procedures and/or contributed through the Secretary-General's Trust Fund or the UNDP Trust Fund. To date, several bilateral donors have disbursed more than the amounts they had pledged in Geneva: United Kingdom (483%), USA (169%), Netherlands (143%) and Canada (142%).

In an effort to monitor incoming aid flows to Rwanda, the GoR has differentiated "direct aid" from assistance channelled through UN Agencies and NGOs ("indirect aid"). The latter is estimated to amount to almost US\$ 302 million (31% of total pledges), over and above the US\$ 500 million reported by UN-DHA under the Consolidated Appeal. Provisional data tend to indicate that disbursements by UN Agencies and NGOs are somewhat faster than in the case of assistance channelled directly to the GoR, especially for resettlement of refugees. Combined disbursements of "indirect aid" and "humanitarian assistance" in 1995 are also estimated to be much higher than those of "direct aid". In fact, aid disbursed through Government agencies and UNDP would only total US\$ 220 million in 1995, prompting some Government officials to question the real purpose of external support.

The Secretary-General's Trust Fund was established in the immediate aftermath of the Rwandese crisis, with particular support from the Netherlands, in order to facilitate the rapid disbursement of funds. In early 1995, the UNDP Trust Fund was constituted to channel resources from donors for rehabilitation projects. The United Kingdom has become a major donor through its

contribution to the Economic Management programme. France, Spain, Switzerland, Japan, Ireland and the World Bank have also contributed to the fund. To date, contributions pledged via the Trust Fund and cost-sharing arrangements managed by UNDP total US\$ 43.5 million.

Programming of Trust Fund and cost-sharing resources is undertaken by UNDP in close consultation with the GoR, especially the Ministry of Planning, and in accordance with donors' instructions. UNDP has so far, programmed 17 projects totalling US\$ 18.1 million, equivalent to 113% of pledges made in Geneva (US\$ 16 million). These projects have mainly concentrated on "Financial Support" (US\$ 6.1 million) and "Rehabilitation" (US\$ 9.5 Million). In addition, four projects totalling US\$ 9 million are awaiting Government approval. In order to expedite programming and disbursements of donors' contributions to the UNDP Trust Fund, UNDP has often advanced its own money to cover preparation and start-up costs. Disbursements by UNDP (including contributions through both the Secretary General's and UNDP Trust Funds) are estimated at US\$ 10.5 million, equivalent to 66% of Geneva pledges.

(Brief Summary of Round Table : Preparations for the 1996 Round Table are underway. The Government has established three interministerial task forces to prepare for the 1996 Round Table, which will focus on the following themes: (1) security and justice; (2) transition from humanitarian aid to development and; (3) strengthening national capacity. At the conference, the Government will also present for policy dialogue a macro-economic framework covering the 1996-98 period. **: End of Summary)**

The Round Table Conference on Rwanda, held in Geneva in January 1995, pledged to convene a follow-up Round Table, in order to review progress on the reconstruction programme for Rwanda and assess the need for further support from the international community. Tentatively scheduled for early May, the 1996 Rwanda Round Table Conference may be held in Bonn rather than Geneva as initially planned. A thematic consultation on private sector development, with joint support from the European Union, the World Bank and UNDP, is also scheduled to take place in February 1996.

The 1996 Round Table will focus on the following three themes, as agreed with donors at the November Thematic Consultation held in Kigali:

- Justice and security - to support measures to strengthen internal and external security, demobilisation, assistance to the justice system, and initiatives to ensure popular participation in stable political institutions.
- Transition from humanitarian aid to development - to strengthen food security, reintegrate returning refugees and provide support to vulnerable groups, in addition to focusing on modalities of coordination for UN agencies and NGOs.
- Capacity building - to cover organisational reform and capacity building in the public sector, initiatives to strengthen national execution of the development process and technical assistance policy.

With the support of UNDP, the Government of Rwanda has established three task forces,

one for each theme, with an additional working group addressing the necessary macro-economic framework for recovery and development over the 1996-98 period. Under the direction of the Prime Minister's office, all GoR Ministries are involved in drafting sectoral strategies for presentation at the Round Table and in contributing to the work of the task forces.

Draft documentation on sectoral policies by each Ministry is scheduled to be finalised by 24 January 1996 when representatives of all ministries will meet with the Prime Minister's office. Input documentation will be finalised and discussed with donors in February, and final versions are scheduled to be available in March. UN Agencies have been requested to assist in documentation preparation and may also present their needs for donor funding, thus continuing to coordinate their fund raising campaigns within the Round Table process.

B. Economy / Financial Support

At the end of 1995, annual budgetary revenue is estimated to have reached a total of RWF 20.9 billion (about US\$ 70 million), surpassing the target of RWF 19.4 billion projected with IMF assistance in June 1995. As in the past, the largest components of 1995 revenue came from taxes on goods and services and on international trade, 41% and 45% respectively. On the spending side, military expenditure has accounted for 4.5% of GDP, a relatively high ratio by international standards. The GoR will, however, have incurred a total budget deficit (commitment basis) of RWF 17.2 billion, against initial estimates of RWF 21.8 billion. This has been achieved through both higher revenue collection and lower expenditure than anticipated. A sustainable budgetary framework in the future would call for a significant reduction in military expenditure in the immediate years ahead.

Budgetary support from donors during 1995 came mainly from: (1) drawings on "counterpart funds" from Belgium, Canada, the European Union, Germany, the Netherlands, the United States and the World Bank; (2) disbursements from the UNDP managed Trust Fund, in particular contributions from the Netherlands and the United Kingdom and; (3) direct support from bilateral donors for selected debt repayments and rehabilitation activities. These contributions were insufficient to meet the deficit and the Treasury is estimated to have incurred additional arrears of RWF 10.9 billion (domestic: 7.5 and external: 3.3). Much higher imports by the private sector are needed to generate the necessary counterpart funds for budgetary funding.

In the external area, coffee exports are now expected to total 17,000 tonnes in 1995, some 15% higher than anticipated earlier. Proceeds from exports and disbursements from the World Bank's Emergency Recovery Credit (US\$ 28 million to date), the IMF's Compensatory and Contingency Financing Facility (US\$ 13.6 million) and the African Development Bank (US\$ 18.8 million) have contributed to stabilise the exchange rate. The Central Bank's strict policy stance on refinancing has also forced commercial banks to sell their dollar holdings. As a consequence, the parity of the US dollar has been hovering under RWF 300, after having peaked at RWF 328 on August 14, 1995. At the end of December 1995, Rwanda's gross international reserves amounted to US\$ 82.1 million, providing an import coverage of 4.7 months against 1.3 months at the end of 1994. This should allow the current exchange rate levels to be maintained in the months ahead.

In spite of bilateral donor support to settle external arrears and debt service to selected

multilateral donors, mainly the World Bank and the African Development Bank, Rwanda still incurred public debt arrears as of December 1995, bringing the external outstanding debt to 94% of GDP, against 56% two years earlier. The country's debt burden remains heavy and a continuation of prudent borrowing policies is still necessary.

As mentioned above, the Government has maintained a tight monetary policy over the period under consideration. More specifically, domestic credit has only increased by approximately 0.5% per month, to accommodate net claims on the private sector for coffee trading and exports. Increases in the private demand for credit was offset by the decline in net claims on the public sector (including public enterprises). Money supply has thus been increasing by approximately 2% per month over the period, in line with the rapid accumulation of foreign reserves. In this context of controlled growth in money supply and a stabilised exchange rate, price inflation, which reached 6% a month over the May-July period, has slowed to an average monthly rate of 0.6% between August and November. Attention to projected budgetary deficits in the future, including a continuation of budgetary support, is desirable to enable the GoR to maintain a stable macro-economic framework.

C. Capacity Building

As a result of assistance provided since September 1995 under UNDP's Economic Management Capacity Building programme to the Ministry of Public Service, the process of testing candidates for over 300 posts in Government has been completed. The appointment of Directors in nearly all Ministries is now underway. UNDP also financed a one-week training program for bourgmestres (mayors) from all of Rwanda's 145 communes from 8-14 January. Topics covered included *inter alia*: democracy, human rights and justice; ethics and the management of public goods; leadership and decision making and; promotion of income-generating projects.

(1) Judicial System

Reactivating the judicial system remains a priority of UN agencies operating in Rwanda. Although progress is slow due to the GoR's lack of capacity and the enormous complexity of trying those suspected of genocide, steps were taken in December. Four priority areas of the Ministry for the Rehabilitation and Functioning of the Judiciary were identified and implementation of programmes designed to rehabilitate the judicial system is underway.

In accordance with a recommendation made during the recent Conference on the Genocide held in Kigali, the Ministry of Justice announced its desire to establish 11 "special courts" for the treatment of genocide cases. These courts could be supported by six international experts who could be recruited through UNDP's "Support to the Rehabilitation of the Judiciary" phase II project. Four more specialists could be recruited to support the Public Prosecutor of the Supreme Court. Incentive measures are being examined in order to increase the productivity of judiciary public servants and recruit qualified and experienced candidates in key positions. According to the plan, up to 1000 persons could receive enhanced remuneration through the aforementioned UNDP project.

The work of the "Commissions de Triage" is scheduled to begin in mid-January and the

necessary administrative decisions are being prepared by the Ministry of Justice to be presented to the GoR Cabinet for official approval. Assessment of material needs for the proper functioning of the Supreme Court has been completed. It is expected that these needs will be covered through contributions made by Germany.

The total number of detainees in Rwanda's prisons and detention centres did not change significantly during December. Although transfers to new sites in November alleviated some of the overcrowding problems faced by detainees, overcrowding remained acute. The Government of the Netherlands has provided US\$ 2,839,000 through the UNDP Trust Fund for the Rehabilitation of the Justice System project. This project focuses on relieving prison overcrowding. At the request of the Netherlands, these funds will be used according to priorities set by the Ministry of Justice.

In its efforts to increase State capacity, UNDP, in conjunction with the Rwandese Ministry of Planning and Ministry of Interior, signed on 15 December a budget revision which contributes an additional US\$ 50,000 to the construction of the Communal Police Training School in Gishari. This addition to the budget comes from a contribution made by the Government of Ireland.

During the month of December the FAO undertook various activities in the framework of its projects for populations at-risk. In particular FAO continued to collect information on distributions of agricultural inputs for the 1996 Season (September 1995-January 1996). In collaboration with the Ministry of Agriculture (MINAGRI), FAO conducted an information campaign for the promotion of vegetable gardens. WFP and FAO also undertook an evaluation of the current season's harvest and food needs for the first semester of 1996.



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MEMORANDUM

To: Mr. Javed Khan UNAMIR	Date	:	9 January 1996
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From: Mr. Sukehiro Hasegawa Resident Coordinator <i>For R. Harboun</i>	Drafted by	:	RH
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On 15 December, UNDP and the Ministry of Planning signed a project for the Urgent Urban Resettlement of Refugees. The one-year project will be executed by the United Nations Centre for Human Settlements (Habitat) in cooperation with the Ministry of Rehabilitation and Social Integration (MINIREISO) and will start on 1 January 1996. The budget, US\$ 1.5 million, is financed by the United Kingdom. The objective of the project is to facilitate the resettlement of returnees in urban and semi-urban areas by preparing and developing sites. The mission to prepare proposals for reinstallation and reinsertion activities in support of the Government's Accelerated Plan of Action has been completed. Following field visits, two UNDP consultants prepared, in cooperation with MINIREISO representatives, a project proposal outlining the "Structure de Pilotage" and the personnel requirements for the management of activities falling within the Accelerated Plan of Action for the Reinstallation and the Reinsertion of Refugees and Formerly Displaced Persons.

UNDP signed on 9 December a Preparatory Assistance project to support MINIREISO in the implementation of the Government's Accelerated Plan for Action. The one-year project will be executed by UNOPS and implemented by MINIREISO. The budget is US\$ 1,159,000, of which US\$ 186,336 comes from Dutch co-financing. This preparatory assistance will reinforce Government and local administration capacity to plan, implement, monitor and evaluate reinstallation activities at both the national and local level. The project will put into place the initial elements of the "Structure de Pilotage" described in the plan of Action financing the posts of Chief Technical Advisor, national and UNV officers and supplying them with the necessary equipment and support staff.

Due to the departure of 43 NGOs of which four - Bornefonden, Partage, Terre des Hommes and CUAMM - were UNICEF's implementing partners, UNICEF has taken emergency steps to avoid the breakdown of services in several unaccompanied children's centres run by these NGOs. In two centres, replacement agencies have been found. The three other centres remain without NGO financial and technical assistance although national staff are still present. The activities of UNHCR, WFP and other UN Agencies were also affected by the GoR's decision to expel NGOs.

UNICEF is collaborating with a number of NGOs for its 1996 activities on behalf of vulnerable women and children. Separate agreements are to be signed with ASEO-Wihogora and Save the Children's Fund-UK to continue tracing and reunification efforts. In order to support a study on street children and to provide technical expertise in the Miyove centre for women prisoners and their children, UNICEF will sign two separate agreements with Save the Children's Fund-USA. UNICEF will support the NGOs Food for the Hungry and ADAP in

providing assistance to vulnerable households within the country and for the reintegration and resettlement of returnee foster families.

REHABILITATION, RECONSTRUCTION AND DEVELOPMENT

A. Round Table Process

Funds pledged to date by donors have reached US\$ 1,264 million, against US\$ 587 million registered initially at the Geneva Round Table conference of January 1995. The increase came mainly from: (1) a continuation of projects previously in the pipe-line which the GoR had not considered to be on their new priority list and; (2) additional pledges made by donors at the July 1995 Round Table Mid-Term Review, mainly the European Union and the Netherlands. As well, France officially pledged assistance to Rwanda at the Review. Additional pledges from the European Union, Japan and the Netherlands were made at the Thematic Consultation on Refugees held in November 1995.

"Commitments" to date by donors are estimated at US\$ 878.5 million, equivalent to 150% of the pledges made in Geneva. Making good their intentions confirmed at the RT Mid-Term Review, donors accelerated commitments of funds further, especially in sub-programmes 2 and 3. The largest commitments to date have come from the World Bank (US\$ 224 million), European Union (US\$ 125 million), USA (US\$ 122 million) and Germany (US\$ 103 million).

Disbursements to date by donors are estimated at US\$ 403.9 million, equivalent to 69% of the total pledged in Geneva, a remarkable improvement over May (9%), July (15%) and September (43%) disbursements. At the Government's request, a few donors have expedited their bilateral disbursement procedures and/or contributed through the Secretary-General's Trust Fund or the UNDP Trust Fund. To date, several bilateral donors have disbursed more than the amounts they had pledged in Geneva: United Kingdom (483%), USA (169%), Netherlands (143%) and Canada (142%).

In an effort to monitor incoming aid flows to Rwanda, the GoR has differentiated "direct aid" from assistance channelled through UN Agencies and NGOs ("indirect aid"). The latter is estimated to amount to almost US\$ 302 million (31% of total pledges), over and above the US\$ 500 million reported by UN-DHA under the Consolidated Appeal. Provisional data tend to indicate that disbursements by UN Agencies and NGOs are somewhat faster than in the case of assistance channelled directly to the GoR, especially for resettlement of refugees. Combined disbursements of "indirect aid" and "humanitarian assistance" in 1995 are also estimated to be much higher than those of "direct aid". In fact, aid disbursed through Government agencies and UNDP would only total US\$ 220 million in 1995, prompting some Government officials to question the real purpose of external support.

The Secretary-General's Trust Fund was established in the immediate aftermath of the Rwandese crisis, with particular support from the Netherlands, in order to facilitate the rapid disbursement of funds. In early 1995, the UNDP Trust Fund was constituted to channel resources from donors for rehabilitation projects. The United Kingdom has become a major donor through its

contribution to the Economic Management programme. France, Spain, Switzerland, Japan, Ireland and the World Bank have also contributed to the fund. To date, contributions pledged via the Trust Fund and cost-sharing arrangements managed by UNDP total US\$ 43.5 million.

Programming of Trust Fund and cost-sharing resources is undertaken by UNDP in close consultation with the GoR, especially the Ministry of Planning, and in accordance with donors' instructions. UNDP has so far, programmed 17 projects totalling US\$ 18.1 million, equivalent to 113% of pledges made in Geneva (US\$ 16 million). These projects have mainly concentrated on "Financial Support" (US\$ 6.1 million) and "Rehabilitation" (US\$ 9.5 Million). In addition, four projects totalling US\$ 9 million are awaiting Government approval. In order to expedite programming and disbursements of donors' contributions to the UNDP Trust Fund, UNDP has often advanced its own money to cover preparation and start-up costs. Disbursements by UNDP (including contributions through both the Secretary General's and UNDP Trust Funds) are estimated at US\$ 10.5 million, equivalent to 66% of Geneva pledges.

(Brief Summary of 1996 Round Table : Preparations for the 1996 Round Table are underway. The Government has established three interministerial task forces to prepare for the 1996 Round Table, which will focus on the following themes: (1) security and justice; (2) transition from humanitarian aid to development and; (3) strengthening national capacity. At the conference, the Government will also present for policy dialogue a macro-economic framework covering the 1996-98 period. **: End of Summary)**

The Round Table Conference on Rwanda, held in Geneva in January 1995, pledged to convene a follow-up Round Table, in order to review progress on the reconstruction programme for Rwanda and assess the need for further support from the international community. Tentatively scheduled for early May, the 1996 Rwanda Round Table Conference may be held in Bonn rather than Geneva as initially planned. A thematic consultation on private sector development, with joint support from the European Union, the World Bank and UNDP, is also scheduled to take place in February 1996.

The 1996 Round Table will focus on the following three themes, as agreed with donors at the November Thematic Consultation held in Kigali:

- Justice and security - to support measures to strengthen internal and external security, demobilisation, assistance to the justice system, and initiatives to ensure popular participation in stable political institutions.
- Transition from humanitarian aid to development - to strengthen food security, reintegrate returning refugees and provide support to vulnerable groups, in addition to focusing on modalities of coordination for UN agencies and NGOs.
- Capacity building - to cover organisational reform and capacity building in the public sector, initiatives to strengthen national execution of the development process and technical assistance policy.

With the support of UNDP, the Government of Rwanda has established three task forces,

one for each theme, with an additional working group addressing the necessary macro-economic framework for recovery and development over the 1996-98 period. Under the direction of the Prime Minister's office, all GoR Ministries are involved in drafting sectoral strategies for presentation at the Round Table and in contributing to the work of the task forces.

Draft documentation on sectoral policies by each Ministry is scheduled to be finalised by 24 January 1996 when representatives of all ministries will meet with the Prime Minister's office. Input documentation will be finalised and discussed with donors in February, and final versions are scheduled to be available in March. UN Agencies have been requested to assist in documentation preparation and may also present their needs for donor funding, thus continuing to coordinate their fund raising campaigns within the Round Table process.

B. Economy / Financial Support

At the end of 1995, annual budgetary revenue is estimated to have reached a total of RWF 20.9 billion (about US\$ 70 million), surpassing the target of RWF 19.4 billion projected with IMF assistance in June 1995. As in the past, the largest components of 1995 revenue came from taxes on goods and services and on international trade, 41% and 45% respectively. On the spending side, military expenditure has accounted for 4.5% of GDP, a relatively high ratio by international standards. The GoR will, however, have incurred a total budget deficit (commitment basis) of RWF 17.2 billion, against initial estimates of RWF 21.8 billion. This has been achieved through both higher revenue collection and lower expenditure than anticipated. A sustainable budgetary framework in the future would call for a significant reduction in military expenditure in the immediate years ahead.

Budgetary support from donors during 1995 came mainly from: (1) drawings on "counterpart funds" from Belgium, Canada, the European Union, Germany, the Netherlands, the United States and the World Bank; (2) disbursements from the UNDP managed Trust Fund, in particular contributions from the Netherlands and the United Kingdom and; (3) direct support from bilateral donors for selected debt repayments and rehabilitation activities. These contributions were insufficient to meet the deficit and the Treasury is estimated to have incurred additional arrears of RWF 10.9 billion (domestic: 7.5 and external: 3.3). Much higher imports by the private sector are needed to generate the necessary counterpart funds for budgetary funding.

In the external area, coffee exports are now expected to total 17,000 tonnes in 1995, some 15% higher than anticipated earlier. Proceeds from exports and disbursements from the World Bank's Emergency Recovery Credit (US\$ 28 million to date), the IMF's Compensatory and Contingency Financing Facility (US\$ 13.6 million) and the African Development Bank (US\$ 18.8 million) have contributed to stabilise the exchange rate. The Central Bank's strict policy stance on refinancing has also forced commercial banks to sell their dollar holdings. As a consequence, the parity of the US dollar has been hovering under RWF 300, after having peaked at RWF 328 on August 14, 1995. At the end of December 1995, Rwanda's gross international reserves amounted to US\$ 82.1 million, providing an import coverage of 4.7 months against 1.3 months at the end of 1994. This should allow the current exchange rate levels to be maintained in the months ahead.

In spite of bilateral donor support to settle external arrears and debt service to selected

multilateral donors, mainly the World Bank and the African Development Bank, Rwanda still incurred public debt arrears as of December 1995, bringing the external outstanding debt to 94% of GDP, against 56% two years earlier. The country's debt burden remains heavy and a continuation of prudent borrowing policies is still necessary.

As mentioned above, the Government has maintained a tight monetary policy over the period under consideration. More specifically, domestic credit has only increased by approximately 0.5% per month, to accommodate net claims on the private sector for coffee trading and exports. Increases in the private demand for credit was offset by the decline in net claims on the public sector (including public enterprises). Money supply has thus been increasing by approximately 2% per month over the period, in line with the rapid accumulation of foreign reserves. In this context of controlled growth in money supply and a stabilised exchange rate, price inflation, which reached 6% a month over the May-July period, has slowed to an average monthly rate of 0.6% between August and November. Attention to projected budgetary deficits in the future, including a continuation of budgetary support, is desirable to enable the GoR to maintain a stable macro-economic framework.

C. Capacity Building

As a result of assistance provided since September 1995 under UNDP's Economic Management Capacity Building programme to the Ministry of Public Service, the process of testing candidates for over 300 posts in Government has been completed. The appointment of Directors in nearly all Ministries is now underway. UNDP also financed a one-week training program for bourgmestres (mayors) from all of Rwanda's 145 communes from 8-14 January. Topics covered included *inter alia*: democracy, human rights and justice; ethics and the management of public goods; leadership and decision making and; promotion of income-generating projects.

(1) Judicial System

Reactivating the judicial system remains a priority of UN agencies operating in Rwanda. Although progress is slow due to the GoR's lack of capacity and the enormous complexity of trying those suspected of genocide, steps were taken in December. Four priority areas of the Ministry for the Rehabilitation and Functioning of the Judiciary were identified and implementation of programmes designed to rehabilitate the judicial system is underway.

In accordance with a recommendation made during the recent Conference on the Genocide held in Kigali, the Ministry of Justice announced its desire to establish 11 "special courts" for the treatment of genocide cases. These courts could be supported by six international experts who could be recruited through UNDP's "Support to the Rehabilitation of the Judiciary" phase II project. Four more specialists could be recruited to support the Public Prosecutor of the Supreme Court. Incentive measures are being examined in order to increase the productivity of judiciary public servants and recruit qualified and experienced candidates in key positions. According to the plan, up to 1000 persons could receive enhanced remuneration through the aforementioned UNDP project.

The work of the "Commissions de Triage" is scheduled to begin in mid-January and the

necessary administrative decisions are being prepared by the Ministry of Justice to be presented to the GoR Cabinet for official approval. Assessment of material needs for the proper functioning of the Supreme Court has been completed. It is expected that these needs will be covered through contributions made by Germany.

The total number of detainees in Rwanda's prisons and detention centres did not change significantly during December. Although transfers to new sites in November alleviated some of the overcrowding problems faced by detainees, overcrowding remained acute. The Government of the Netherlands has provided US\$ 2,839,000 through the UNDP Trust Fund for the Rehabilitation of the Justice System project. This project focuses on relieving prison overcrowding. At the request of the Netherlands, these funds will be used according to priorities set by the Ministry of Justice.

In its efforts to increase State capacity, UNDP, in conjunction with the Rwandese Ministry of Planning and Ministry of Interior, signed on 15 December a budget revision which contributes an additional US\$ 50,000 to the construction of the Communal Police Training School in Gishari. This addition to the budget comes from a contribution made by the Government of Ireland.

During the month of December the FAO undertook various activities in the framework of its projects for populations at-risk. In particular FAO continued to collect information on distributions of agricultural inputs for the 1996 Season (September 1995-January 1996). In collaboration with the Ministry of Agriculture (MINAGRI), FAO conducted an information campaign for the promotion of vegetable gardens. WFP and FAO also undertook an evaluation of the current season's harvest and food needs for the first semester of 1996.

UNITED NATIONS

HIGH COMMISSIONER FOR HUMAN RIGHTS
HUMAN RIGHTS FIELD OPERATION IN RWANDA



HRFOR


NATIONS UNIES

HAUT COMMISSAIRE AUX DROITS DE L'HOMME
OPERATION SUR LE TERRAIN AU RWANDA

MEMORANDUM

To : Ambassador Shaharyar Khan
Special Representative of the Secretary-General
UNAMIR, Kigali

Copy : Mr. Javed N.A. Khan
Political Affairs Officer

From : Ian Martin 
Chief, HRFOR

Date : 8 January 1996

Sub. : **Progress Report of the Secretary-General to the
Security Council on UNAMIR**

As requested in the SRSG's 27 December memo, please find attached HRFOR's contribution on the human rights situation.

UN Human Rights Field Operation in Rwanda

Tel. [1-212] 963 9906/9907; [250] 73720, 73722, 73035; Fax (1-212) 963 9908; [250] 73719

B. P. 445 Kigali, Rwanda

1. The staffing of the United Nations Human Rights Field Operation in Rwanda fell from 120 at 30 November 1995 to 93 by 31 January 1996.

Voluntary contributions received by the High Commissioner for Human Rights were not sufficient for new field officers, the majority of whom are United Nations Volunteers, to be contracted to replace those who completed their contracts. While the Field Operation continued to maintain its field offices in 10 prefectures, this level of staffing is limiting the Field Operation's ability to monitor conditions in all communes, and to give particular attention to the communes to which the largest number of refugees have returned or are expected to return.

2. The Field Operation continued to undertake regular visits to prisons and detention centres. While transfers to new accommodation alleviated some of the overcrowding suffered by detainees, this remained an acute problem in both prisons and local detention centres. Arrests continued to be carried out, in most cases outside legal procedures. Progress in the creation and preparation of case files was slow. "Triage committees" (commissions de triage) met in only three prefectures, and very few detainees were released as a result. The Minister of Justice sought international assistance for plans to revitalise the committees, and to establish such committees at the local level in all 147 communes. In addition to over-crowding, HRFOR expressed concern to the government about ill-treatment in many local detention centres, resulting in a number of deaths.

3. The authorities took some significant steps to address reported human rights violations. Four soldiers were tried and convicted by a military court in late December for their involvement in an incident earlier in the month in which four civilians were shot, and three of them killed. The RPA cooperated with the Field Operation in its investigation of the 25 November killing by soldiers of civilians at a temporary settlement in Nyungwe Forest; the official investigation is now in the hands of the Military Prosecutor. The need to build a state of law while addressing security concerns was publicly emphasised by the Vice-President when he headed visits by the National Security Council to two prefectures in December. However, the Field Operation remained concerned that official investigations were carried out only in some of the cases of possible human rights violations reported to it, including killings of civilians allegedly by members of the security forces.

4. The Field Operation continued its efforts of assistance to the judicial system and human rights promotion, and of confidence-building and human rights monitoring in the context of refugee return.

UNHCR input to the progress report of UNAMIR

1. Main developments

Reported clashes between armed groups and soldiers in Burundi provoked the surge in returns to Rwanda. Some 7,000 Rwandese refugees returned to Rwanda during the reporting period. 2,000 Rwandese refugees who were trying to cross into Tanzania from Burundi on 21 December were forced back to Burundi by Tanzanian authorities.

At the Zaire/Rwanda/UNHCR Tripartite Commission meeting held in Geneva on 20 December, the three parties expressed strong concern at the recent decline in refugees willing to repatriate to Rwanda. The High Commissioner for Refugees, Mrs. Sadako Ogata, told the meeting that political factors, an increase in insecurity in the region, and a failure by the parties to translate earlier commitments into concrete action were in part responsible for the slow progress in getting people back home. In the communique issued at the end of the meeting, Rwanda reaffirmed its commitment to establish the necessary conditions for a safe return of refugees and to strengthen its capacity to welcome them home. For its part, Zaire reaffirmed its commitment to rid the refugee camps of those using intimidation to block the return. The meeting was the second between UNHCR, Rwanda and Zaire, and had originally been scheduled for October. Leading the Rwandese delegation was the Minister of Rehabilitation and Social Integration, H. E. Patrick Mazimhaka. Zaire's delegation was led by Vice-Prime Minister and Minister of Foreign Affairs, H. E. Gerard Kamanda wa Kamanda. The first Tripartite Commission meeting between Rwanda, Zaire and UNHCR was held in Geneva on 25 September 1995.

The Tripartite Commission meeting between Rwanda, Tanzania and UNHCR held its third meeting in Kigali on 7-8 December 1995. The Tanzanian delegation was led by Mr. Matiku Nyitambe, Regional Development Director, Kagera Region. The Rwandese delegation was led by Dr. Ephrem Kabaija, Chairman of the Joint Commission for the Repatriation and Reintegration of Rwandese refugees while UNHCR and the OAU were represented by Mr. W. R. Urasa and Mr. J. Felli respectively. The Tripartite Commission meeting was preceded by two other Sub-committee meetings namely the Sub-Committee on Security and Safety and the Sub-Committee on the Facilitation of Repatriation. While the Sub-Committee on security and safety deals with issues of security at the borders due to the refugee presence in the neighbouring country, the separation of intimidators and related issues, the Sub-Committee on Facilitation looks after matters pertaining to refugees/returnees' visits and the dissemination of information to the camps.

During the reporting period, UNHCR issued a \$288 million appeal to cover the cost of its 1996 operations for Rwanda and Burundi refugees and returnees in the Great Lakes region. The new appeal places special emphasis on voluntary repatriation to Rwanda in 1996, and plans for a shift in UNHCR's programs from care and maintenance of refugees in countries of asylum to return and reintegration in the country of origin. Plans for assistance

to returnees in Rwanda include the provision of reception facilities and transport in both countries. Upon arrival, the returnees will receive a repatriation package that will include non-food items such as blankets, kitchen sets, plastic sheeting, seeds and tools - supplied by FAO and the European Union - and a two-month supply of basic food items from the World Food Programme. UNHCR plans also to provide substantial assistance in villages where returnees are expected to reintegrate. This will be mainly in the form of the rehabilitation of social services and infrastructure, and the provision of shelter materials. The appeal also calls for some urgent measures to address the serious economic and environmental problems resulting from large numbers of refugees in the three asylum countries.

2. Regional highlights

2.1 Zaire

Insecurity in the Masisi region northwest of Goma has prompted over 11,000 Rwandese refugees from the 1959 and 1972 period to request repatriation. Ongoing conflict and difficult access have so far postponed convoys scheduled to have begun on 26 December and to continue into the new year. During the reporting period however old caseload refugees have returned spontaneously from Zaire through the Gisenyi border post.

2.2 Tanzania

The registration exercise carried out on 9 December in Karagwe was successful and produced a global figure approximately 38,000 lower for the five camps, representing a 22% reduction of the caseload. Precise numbers will become available as the database is updated.

Two "go and see" visits from Ngara and Karagwe camps took refugees to Byumba and Kibungo prefectures from 18 to 23 December 1995. During the first one, a refugee was detained by local authorities after he was allegedly recognized as a suspect in the genocide. The second visit encountered no difficulties and took 26 persons on a four-day visit to 5 communes in Kibungo prefecture. In all, 474 refugees from three asylum countries participated in over 30 "go and see" visits since the programme was initiated in mid-1995: 342 from Burundi, 122 from Tanzania and 10 from Zaire.

2.3 Burundi

Insecurity has obliged NGOs and UN agencies to curtail their activities throughout the country, cutting off humanitarian assistance to both Rwandese refugees and Burundese displaced persons. The sudden increase in repatriation from Mugano camp came at a time when most NGO expatriate personnel had been withdrawn to Bujumbura after many direct attacks and repeated threats to their safety. The aid community has called on the government to defend the apolitical and humanitarian character of its mission. The World Food Programme and UNHCR are exploring ways to guarantee food delivery for the 6 refugee camps in the north should WFP be forced to limit staff presence in certain

provinces. Stocks in Ngozi and in camp storage facilities are sufficient to feed the refugee population for several weeks but trucking to and from warehouses, as well as to the 86,000 internally displaced currently receiving food aid in the same provinces, has become uncertain.

3. Repatriation

Voluntary repatriation movements figures have increased during the reporting period, with some 13,000 returning to Rwanda. The increase is largely due to the massive return of Rwandese refugees from Burundi during the later part of December 1995 (see annex on refugees and returnees). In the previous reporting period, November 1995, only 6,702 refugees returned to the country.

4. Resettlement and reintegration of refugees

Several rehabilitation projects financed by UNHCR have been realized or are nearing completion at year-end, including work on the infrastructure of health centers and hospital of Gitarama and centers in Gisenyi. Roofing material for shelters have been delivered to various Prefectures within the country under UNHCR's 1995 project to contribute to the construction of 30,000 rural houses mainly for homeless caseload returnees, survivors of the genocide and other vulnerable groups. A project of the same magnitude is planned to be funded by UNHCR in 1996.

A donation of \$100,000 of office equipment was made to courts in eleven prefectures and the University of Butare as part of a UNHCR programme to help strengthen the country's judicial system and provide it with adequate working tools. UNHCR's effort includes seminars, organised with the U.N. Human Rights Field Operations in Rwanda, on arrest and detention procedures, in which civilian and military authorities from all prefectures will have participated by the closing session in January 1996.

**Office of the Prosecutor
Bureau du Procureur**

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8 January 1995

To: Shaharyar M. Khan,
Special Representative of the Secretary-General

From: Al Breau,
Director of Investigations, Office of the Prosecutor,
International Tribunal for Rwanda

Subject: Progress Report

1. The Office of the Prosecutor of the International Tribunal for Rwanda issued indictments against eight individuals on December 12, 1995. These persons were charged with responsibility for massacres which occurred in the prefecture of Kibuye. Judge Navanethem Pillay confirmed the indictment on 28 November 1995. The Tribunal did not disclose the names of the accused to facilitate their arrests by the authorities of the State(s) in which they now reside.
2. The Office of the Prosecutor recently began its first mass grave exhumations in Kibuye in connection with its initial indictments. Supplies and equipment have arrived from Europe and will be transported shortly to Kibuye. Nine members of the forensic team are currently working at the site; these staff include archeologists and anthropologists. It is anticipated that the mass grave will be opened within the next two weeks. At that time, a pathological examination will take place.
3. The Prosecutor has sought the provisional arrest of four suspects who are currently in prison in Zambia, as well as two suspects who are not yet in custody. Indictments against these persons are expected within the next few months. The Prosecutor also intends to make an application seeking the deferral of investigations involving four suspects currently being held by the Belgian authorities.
4. The investigation of last year's massacres undertaken by the Office of the Prosecutor have been facilitated by the addition of new staff. The staff of the Office of the Prosecutor now numbers 72, with the breakdown as follows: 1 deputy prosecutor, 30 investigators, 5 legal officers, 1 external relations officer, 5 international translators, 9 scientific support staff, 9 administrative support staff, and 12 local translators. The efforts of the Office of the Prosecutor have been severely impeded as a result of a shortage of vehicles and office equipment. The Office of the Prosecutor will be recruiting additional staff members in the coming months. The Tribunal appreciates the contributions of UN Member States to date and calls upon States to continue to provide financial and material assistance to the Tribunal.
5. Given the imminent termination of UNAMIR's mandate, the Tribunal will require alternative security provisions. In order to preserve the Tribunal's independence, an international security force will be essential.

UNHCR input to the progress report of UNAMIR

1. Main developments

Reported clashes between armed groups and soldiers provoked the surge in returns to Rwanda. Some 7,000 Rwandese refugees returned to Rwanda during the reporting period. 2,000 Rwandese refugees who were trying to cross into Tanzania from Burundi on 21 December were forced back to Burundi by Tanzanian authorities.

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of social services and infrastructure, and the provision of shelter materials. The appeal also calls for some urgent measures to address the serious economic and environmental problems resulting from large numbers of refugees in the three asylum countries.

2. Regional highlights

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Insecurity in the Masisi region northwest of Goma has prompted over 5,000 Rwandese refugees from the 1959 and 1972 period to request repatriation. Ongoing conflict and difficult access have so far postponed convoys scheduled to have begun on 26 December and to continue into the new year. During the reporting period however old caseload refugees have returned spontaneously from Zaire through the Gisenyi border post.

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Insecurity has obliged NGOs and UN agencies to curtail their activities throughout the country, cutting off humanitarian assistance to both Rwandese refugees and Burundese displaced persons. The sudden increase in repatriation from Mugano camp came at a time when most NGO expatriate personnel had been withdrawn to Bujumbura after many direct attacks and repeated threats to their safety. The aid community has called on the government to defend the apolitical and humanitarian character of its mission. The World Food Programme and UNHCR are exploring ways to guarantee food delivery for the 6 refugee camps in the north should WFP be forced to limit staff presence in certain provinces. Stocks in Ngozi and in camp storage facilities are sufficient to feed the refugee population for several weeks but trucking to and from warehouses, as well as to the 86,000 internally displaced currently receiving food aid in the same provinces, has become uncertain.

3. Repatriation

Voluntary repatriation movements figures have increased during the reporting period, with some 13,000 returning to Rwanda. The increase is largely due to the massive return of Rwandese refugees from Burundi during the later part of December 1995 (see annex on refugees and returnees). In the previous reporting period, November 1995, only 6,702 refugees

returned to the country.

4. Refoulement

195 Rwandese refugees were refouled in December. The breakdown is as follows: 54 from Burundi and 141 from Tanzania. Main official reasons given by both Governments: refugees were found outside refugee camps without having proper authorization from the authorities. UNHCR considers refoulement as one of the most serious violations of the refugee law.

5. Resettlement and reintegration of refugees

Several rehabilitation projects financed by UNHCR have been realized or are nearing completion at year-end, including work on the infrastructure of health centers and hospital of Gitarama and centers in Gisenyi. Roofing material for shelters have been delivered to various Prefectures within the country under UNHCR's 1995 project to contribute to the construction of 30,000 rural houses mainly for homeless caseload returnees, survivors of the genocide and other vulnerable groups. A project of the same magnitude is planned to be funded by UNHCR in 1996.

A donation of \$100,000 of office equipment was made to courts and parquets in eleven prefectures and the University of Butare Faculty of Law as part of a UNHCR programme to help strengthen the country's judicial system and provide it with adequate working tools. UNHCR's effort includes seminars, organised with the U.N. Human Rights Field Operations in Rwanda, the Ministry of Justice and funded by UNHCR on arrest and detention procedures, in which civilian and military authorities from all prefectures will have participated by the closing session in January 1996.

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