

## OPERATION RETOUR REPORTS

~~[2 CONFIDENTIAL]~~

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3 Items Confidential

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OP RETOURPHASE 2 - INTERNALLY DISPLACED PERSONSOPERATIONAL GUIDANCEGENERAL

1. Phase 2 of Op RETOUR (the IDP Phase) is to commence forthwith. The first departure day from camps (D Day) has been set as 15 days after acceptance of the Outline Plan by the Government of Rwanda. This date is now fixed as 29 Dec 94.

2. This document seeks to coordinate the effort of all organisations, governmental, nongovernmental and UN, concerned with Op RETOUR. Before it is complete, it will require the addition of Annexes from the main players. The sources of these additional documents are the implementing agencies in the field and the sector cells of the IOC.

MISSION STATEMENT

3. The Mission is to help the IDP population of Rwanda to go home in safety and dignity.

TIMESCALE

4. Confidentiality. The schedule for Phase 2 of Op RETOUR is at Annex A. It shows the order in which people will be encouraged to go home from specified camps. This information should be treated as sensitive since it would be of considerable value to those extremist elements that might wish to obstruct these plans; it is to be expected that this could be the cause of increased violence and intimidation in the camps. Addressees are thus asked to retain close control of this information.

5. D Day. For ease of reference, the day on which Phase 2 commences, or the first day of departures from camps, will be known as D Day. Days plus and minus of D Day will be annotated accordingly, such as D-6 or D+3.

6. Modification. The schedule is designed to lend itself to easy modification. If the period allocated to one camp can be reduced, the timescale can be compressed, provided critical elements can react quickly. Similarly, a delay caused by a greater camp population than originally anticipated, would be

overcome by adding an additional period onto the schedule for that camp, which would in turn affect camps later on in the schedule. Any modification to the schedule must be coordinated through the Task Force and the contributing organisations of the IOC.

7. Critical Timings. A list of critical timings, showing actions to be carried out throughout the schedule is an **Annex B**.

#### RESPONSIBILITIES

8. Those responsible for essential elements of the plan are:

| Element                           | Responsibility  |
|-----------------------------------|---|
| Overall Control                   | Government of Rwanda, supported by the International Community (IC).  |
| Coordination                      | IOC, through participation of government ministries, UN agencies and NGOs.  |
| Humanitarian effort in Camp areas | UNHCR, with other UN agencies and NGOs. To include relief items including shelter and protection monitoring.                            |
| Humanitarian effort in Home areas | Bourgmestres with lead NGO/UN agency, per commune. To include water and sanitation, health and nutrition, non-food items and education. |
| Movement and Way Stations         | IOC Transportation Cell, supported by UNHCR, IOM, WFP, UNAMIR and available assets from agencies and NGOs                               |
| Security                          | RPA, supported by the Gendarmerie and UNAMIR, if possible with UNCHR support.   |
| Information                       | IOC Information Cell, supported by government ministries and UNAMIR.  |
| IOC Development                   | IOC Coordination Cell.  |

9. Detailed Responsibilities. Allocation of detailed responsibilities will be coordinated by the IOC. IOC Cells will coordinate specific requirements as agreed between Ministry of Rehabilitation, UN Agencies and NGOs.

#### OPEN RELIEF CENTRES

10. Setting Up. The IOC will coordinate the setting up of ORCs with local government representatives from the offices of the

Prefet, the Bourgmestres, as well as UN Agencies and NGOs. The schedule for the opening of ORCs is issued as Annex C.

11. Concept. The ORC Concept was issued as Annex C to the Proposed Outline Plan. This is reproduced in this document as Annex D.

12. Guidance. Detailed guidance on the setting up and running of ORCs is issued by the IOC as Annex E. This gives information on the roles and responsibilities of government officials, and the Agencies or NGOs which volunteer to open ORCs. It is not designed to be prescriptive or limit initiative; rather it seeks to ensure a broad conformity of services to be provided to the people who seek assistance in ORCs.

#### SECURITY

13. Concept. In broad terms, the security concept involves the delivery of security confidence to the people who wish to return home, at all stages of the reintegration process. This provides for security at ORCs, prior to the arrival of IDPs, high security in the camps during the registration process, escort of IDPs on the routes home and continued security at ORCs and throughout Home Communes, as long as is required to build and retain confidence.

14. Security Plan. Security will be provided to support the schedule and the movement plan. The RPA exercises primacy in the security role in Rwanda. It is hoped to help develop the Gendarmerie infrastructure throughout the country, to enhance current arrangements, and UNAMIR is instrumental in assisting with this. UNAMIR has a responsibility to protect humanitarian personnel and others, and will be deployed in this role. A joint RPA/UNAMIR security plan will include the following:

a. At ORCs. By D-3, or earlier as they are established, a security presence will be provided at ORCs. This will help to build confidence in the resident population and provide security cover for ORC staff and aid materials within ORCs.

b. In the Camps. A very strong security presence will be provided at camps. Where Way Stations are included in the movement of IDPs, similar arrangements will be provided. The aim will be to enable people to choose to leave camps, free of intimidation, and to provide protection to them during the registration and screening process.

c. On Routes Home. Escorts will be provided to road convoys. The presence of an RPA officer with each convoy

will ensure that checkpoint procedures are minimised. Convoys will only be permitted to halt under guard, to ensure that security is retained throughout the movement process.

d. At ORCs/Home Communes. Arriving IDPs will be received by the Bourgmestre and the security element at ORCs, and briefed on security procedures in Home Communes. Those with specific security concerns will receive assurance and protection from this element. RPA and UNAMIR presence will remain within ORCs/Communes as the security situation dictates. As confidence grows, UNAMIR presence may become more routine and reactive, supported by MILOB patrols.

#### ACTION AT THE CAMPS

15. During the days when people are being encouraged to leave camps, the coordinating agency or NGO will coordinate the action to take place in the camps. This may have been preceded by pre-registration, if time and circumstances permit. The details of procedures to be carried out, issued by UNHCR, are at **Annex F**. This will include:

- a. Pre-registration procedures, if they have taken place.
- b. A strong security presence provided by UNAMIR and the RPA.
- c. Setting up of areas for registration, and medical and security screening of the people.
- d. Registration procedures, to begin as early as possible.
- e. The setting up of vehicle marshalling and control areas.
- f. Allocation of people to transport.
- g. Specific plans for the sick, frail or elderly.
- h. The plan for unaccompanied children.
- i. Allocation of security escorts to convoys.
- j. Movement of convoys.

#### MOVEMENT OF CONVOYS

16. UNHCR/IOM (IOC Transportation Cell) will coordinate movement from camps to Communes, assisted by IOM and UNAMIR. Details of

convoy formation and escort procedures are issued by the Transport Cell, as Annex G. This includes:

- a. Vehicle leaguer procedures and locations for overnight lay-ups, throughout Phase 2.
- b. Arrival and marshalling procedures, to be coordinated with UNHCR and UNAMIR/RPA.
- c. Means of forming convoys, based on pre-registration information and that provided on the day.
- d. Marshalling and despatch procedures, based on first and last timings.
- e. Escort requirements, to be coordinated with the UNHCR and UNAMIR/RPA.
- f. Reception arrangements for convoys, to be coordinated with UNICEF and ORC Agencies/NGOs.
- g. Identification of those Communes which will require off-road transport, or for which foot travel to ORCs may be required.
- h. Return constraints for vehicles to carry out a second run.
- i. Availability of transport resources not able to carry out further runs, to deliver aid over shorter distances.
- i. End-of-day leaguering procedures.
- j. Security considerations in leaguers.
- k. Command and control arrangements.
- k. Administration, including refuelling, servicing and feeding/housing of drivers.

#### WAY STATIONS

17. Initial Operations. It is not intended to construct a specific Way Station (WS) during the initial stages of Phase 2. The proximity of Cyanika camp to a metalled road, the large turning and marshalling areas, and the positive security environment there, caused by a concentration of UNAMIR troops in Gikongoro, offers many of the advantages which WSs confer. The functions of the WS will thus initially be carried out in Cyanika. During the concentration on Rukhondo camp, Cyanika will

also be used in the WS role. It is hoped to move people through the registration process without the necessity of an overnight stay. This decision will be made by UNHCR.

18. Existing Facilities. The existing Way Stations at Butare, and Kigali are to be utilised as required. IOM/CARE/Concern are to advise on the need to enhance and develop these facilities. Particular care must be taken not to fill them beyond capacity, and to ensure that special categories of people such as the sick, are properly catered for.

19. New Facilities. New WSs may be required in later stages of Phase 2. IOM/UNHCR (IOC Transportation Cell) are to advise on the need for WS construction, and the time required to achieve desired results, based on time and space transport considerations.

#### INFORMATION

20. Camp Programme. The camp programme for the information plan is being coordinated by the IOC. Representatives from Ministries, the Humanitarian Community and UNAMIR will visit all IDP Camps and priority Communes. The teams will aim to deliver a message on the security situation in the Home Communes, and reinforce positive information on the conditions and facilities available in them.

21. Media Coverage. The IOC Information Cell will provide information on the progress of the planning and implementation of Op RETOUR. This information will also be available at daily UNAMIR press briefings.

22. Radio Broadcasts. Radio Rwanda will be utilised for two 15 minute broadcasts per week. UN Radio will begin to transmit information supporting Op RETOUR as soon as a Government of Rwanda licence has been granted.

23. Coordination Of Information Flow. All information on Op RETOUR must be coordinated centrally, in order to ensure harmonisation and the proper handling of critical information. The Information Cell in the IOC will be responsible for this and will work in close coordination with the SRSG's Office.

#### COORDINATION AND COMMUNICATIONS.

24. Role of IOC. The Task Force, through the IOC, will act as the focal group in the coordination of Op RETOUR. Information flow, taskings and feedback should all be directed through the appropriate IOC Cell.

25. Communications. Existing communications will be utilised during Op RETOUR. Some areas may be enhanced, particularly for the Home Communes. Additional communications requirements will be promulgated later.

26. Passage of Information. The location and status of all participating organisations must be held at the IOC. Organisations are responsible for updating this information weekly, or on a change of status.

#### ADMINISTRATION

27. Self-Containment. All participating organisations involved in Op RETOUR are assumed to be self-contained throughout the operation. Should a requirement arise for additional support which cannot be coordinated locally, the IOC should be contacted immediately.



**ANNEX A**

OP RETOUR - PHASE 2 SCHEDULE

ANNEX B

| CAMP/DAYS FROM D         | 0 | +5 | +10 | +15 | +20 | +25 | +30 | +35 | +40 | +45  | +50 | +55 |
|--------------------------|---|----|-----|-----|-----|-----|-----|-----|-----|------|-----|-----|
| CYANIKA (27,000)         |   |    |     |     |     |     |     |     |     |      |     |     |
| RUHKONDO (50,000)        |   |    |     |     |     |     |     |     |     |      |     |     |
| MAKHERA (700)            |   |    |     |     |     |     |     |     |     |      |     |     |
| MAMERESHO (5,000)        |   |    |     |     |     |     |     |     |     |      |     |     |
| RUGABANO (11,569)        |   |    |     |     |     |     |     |     |     |      |     |     |
| KIZI (2,500)             |   |    |     |     |     |     |     |     |     |      |     |     |
| KINAZI (2,500)           |   |    |     |     |     |     |     |     |     |      |     |     |
| MUGANO (4,500)           |   |    |     |     |     |     |     |     |     |      |     |     |
| KANYINYA (4,000)         |   |    |     |     |     |     |     |     |     |      |     |     |
| NYASISUYA (3,000)        |   |    |     |     |     |     |     |     |     |      |     |     |
| KARAMBI (3,000)          |   |    |     |     |     |     |     |     |     |      |     |     |
| BUHORO (4,000)           |   |    |     |     |     |     |     |     |     |      |     |     |
| GISUNZA (5,000)          |   |    |     |     |     |     |     |     |     |      |     |     |
| NYAMIRA (1,500) (Note 1) |   |    |     |     |     |     |     |     |     |      |     |     |
| KIBEHO (75,000) (Note 2) |   |    |     |     |     |     |     |     |     |      |     |     |
| NDAGO (55,000)           |   |    |     |     |     |     |     |     |     |      |     |     |
| MUNINI (12,000)          |   |    |     |     |     |     |     |     | 43  |      |     |     |
| KARANA (21,000)          |   |    |     |     |     |     |     |     | 43  | 47   |     |     |
| BUSANZE (9,000)          |   |    |     |     |     |     |     |     |     | 47-9 |     |     |
| MUSABEYA (14,000)        |   |    |     |     |     |     |     |     |     | 49   | 53  |     |
| REFUGEES                 |   |    |     |     |     |     |     |     |     |      |     | +   |

Notes:

1. All these smaller camps scheduled on a concurrent basis.
2. From D+20 movement figures assumed to double from 3,000 per day to 6,000 per day.

B-1

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CRITICAL TIMINGS

| D +\ -      | EVENT                                       | BY  |
|-------------|---|---|
| D-15        | Authority to proceed                        | Government of Rwanda  |
| D-15        | Plan activated                              | IOC   |
| D-7         | Ideal date for First ORCs to be established | Nominated NGOs and Agencies   |
| D-3         | Last date for first ORCs to be established  | Nominated NGOs and Agencies. Security provided by RPA and UNAMIR.                           |
| D-1<br>1800 | All assets prepositioned for D Day          | All organisations.  |
| D<br>0600   | Security in place on first camp             | RPA and UNAMIR.   |
| D<br>0700   | Registration begins at camp                 | UNHCR. Screening and searching by Government.   |
| D<br>0800   | Transport arrives at camp                   | UNHCR/IOM/WFP.-   |
| D<br>0830   | First IDPs leave for ORCs                   | UNHCR/IOM/WFP. Escort provided by RPA.  |
| D<br>1500   | Last IDPs arrive at ORCs for that day       | UNHCR/IOM/WFP. Welcomed by Bourgmestres, nominated NGO/Agency and security element.         |
| D+ Days     | Daily activity continues in the camp        | Similar arrangements throughout.  |
| D+ Days     | For next camps on schedule.                 | Preparatory work required as for D- Days. ORCs to be ready 7 days before first IDPs arrive. |

[illegible]

# ANNEX D

## ANNEX C OPEN RELIEF CENTRES

1. The concept of Open Relief Centres (ORC) has been established to address the fundamental concerns of Internally Displaced Persons and the recipient communities, ensuring the re-integration of IDPs while maintaining the security and dignity of both groups. The ORC is a temporary place where displaced persons on the move and other returnees as well as locals in vulnerable conditions can freely enter or leave and obtain essential relief assistance in a relatively safe environment.
2. Open Relief Centres will be set up in accordance and in phase with local conditions and requirements in Rwanda. The ORC, are transit points, in the home communes, for IDP's returning to their homes. They are to facilitate immediate re-integration, through the provision of basic food items, seeds and construction materials, and by increasing confidence in law and order in the home communes. At the same time Quick Impact Project will promote rehabilitation of the country, at the communal level.
3. Material assistance provided through the ORC's in the home communes is aimed at re-integration, and will be phased out; dependency must be avoided.
4. The actors in setting up Open Relief Centres will be UNHCR (set-up and protection), WFP (food), UNICEF (water and sanitation), WHO (health), UNAMIR (security), UNHCR (protection), NGOs and local authorities. Each ORC will be managed by a designated NGO or UN Agency. Information gathering and dissemination will come under the responsibility of UNREO. Overall coordination will take place in the context of the Integrated Humanitarian Operations Centre framework, in close cooperation with the Ministry of Rehabilitation.

### ORC components

#### a. Food distribution

Food needs are best covered by food (for work) programmes, distributions of food or rations at the commune level. Sustained direct distribution at the ORC-site should be avoided so as to not have concentration of foodstuffs at one location nor provide an incentive for people to stay at the ORCs. One-off distribution to IDPs for a two week period will be effected in conjunction with WFP/CRS/ICRC targeted distributions. (half rations/250grms/person/day)

Once IDPs leave the ORCs for their homes, they should be absorbed to the ongoing food, seeds and tools, distributions in the communes.

#### b. Temporary shelter

Ideally, ORCs would be considered a temporary solution limited in time (3-10 days), while the local authorities find an acceptable temporary, or preferably durable solution for those whose homes are either occupied or need repairs. It will be forbidden to build huts at the ORC's. Construction materials will be made judiciously available in the vicinity of the ORC to targeted populations in order for people to instantly work on rebuilding their houses. For planning purposes, plastic sheeting for one out of four families will be made available in each ORC.

c. Health

Ideally people in transit at the ORCs needing medical assistance should be referred to the health system in place at the commune level. Where such structures are inadequate NGOs or the appropriate UN Agency will be given the responsibility of supplying such services.

d. Water and sanitation

Access to a water source or water availability will be one of the criteria to determine the ORC location. These should be simple latrines; For planning purposes 1 pit latrine per 50 IDPs.

e. Transport

It is considered advisable to have transport facilities available at the ORCs, for people who cannot reach their secteur on foot (distance too big, disabled persons etc.).

f. Protection

Protection is one of the key issues of the ORCs. The protection role will be taken care of by UNHCR and UNHR in close collaboration with local authorities. It is considered important to register the IDPs on arrival to the centre, so as to monitor further events. UNHCR/UNHR or ICRC in principle will ensure presence in each of the ORCs.

Local residents as well as IDP's having returned to their homes, can contact the local authorities and the ORC in case of security problems in their home areas, including tensions over house occupation etc. In such cases admission and emergency shelter may be granted on a case by case basis. Solutions will then be found by, and in cooperation with the local authorities, including the gendarmerie or army as required.

The local authorities have at all times access to the ORC's in order to promote confidence etc.

The ORC's should not be a sanctuary for persons having committed crimes. Local law enforcement agents, including army personnel if duty authorized, can enter the ORC to arrest persons, if it can be demonstrated that substantiated suspicions against such persons exists. Arrests can in principle only be made in the presence of UN or ICRC official unless there is an emergency situation (risk of escape, genuine threat to the security of others, etc. The law enforcement agents will sign, at the ORC, for any arrest made, and family members, the ICRC and the UNHCHR will have access to the person concerned.

# ANNEX E

## I. O. C.

### OPEN RELIEF CENTRES

Open Relief Centres (ORCs) serve the purpose of catering and reinforcing commune structures for the reception of massive numbers of IDP returning home.

ORCs will act as a sentinel i.e. assisting the local authorities in registration of IDP-returnees and follow-up monitoring of IDPs.

ORCs will be set up in priority communes, i.e. where most of the IDPs are expected to return.

A permanent presence at the ORC in terms of security (UNAMIR - 24 hours), protection (UNHCR, UNHCHR - daytime), registration (local authorities and NGO - daytime) and information (local authorities) is required.

The ORC will, in the first instance, be set up at or close to the commune office. Sites are to be identified in case the IDP-returnees cannot be housed within the commune. Plastic sheeting for roofing and poles can be made available and put up in one day.

Priority goes to covering the communes by existing NGO and UN programmes (long-term solutions) in close collaboration with local authorities.

Health assistance of IDPs will be covered by existing health centres supplemented by additional facilities made available by NGOs specializing in medical relief.

There will be one NGO or UN-Agency per ORC who will take the lead in the ORC. The body responsible is to make sure adequate facilities are in place.

The ORCs are to be operational the latest by 29 December 1994.

i.o.c. 16 December 1994.

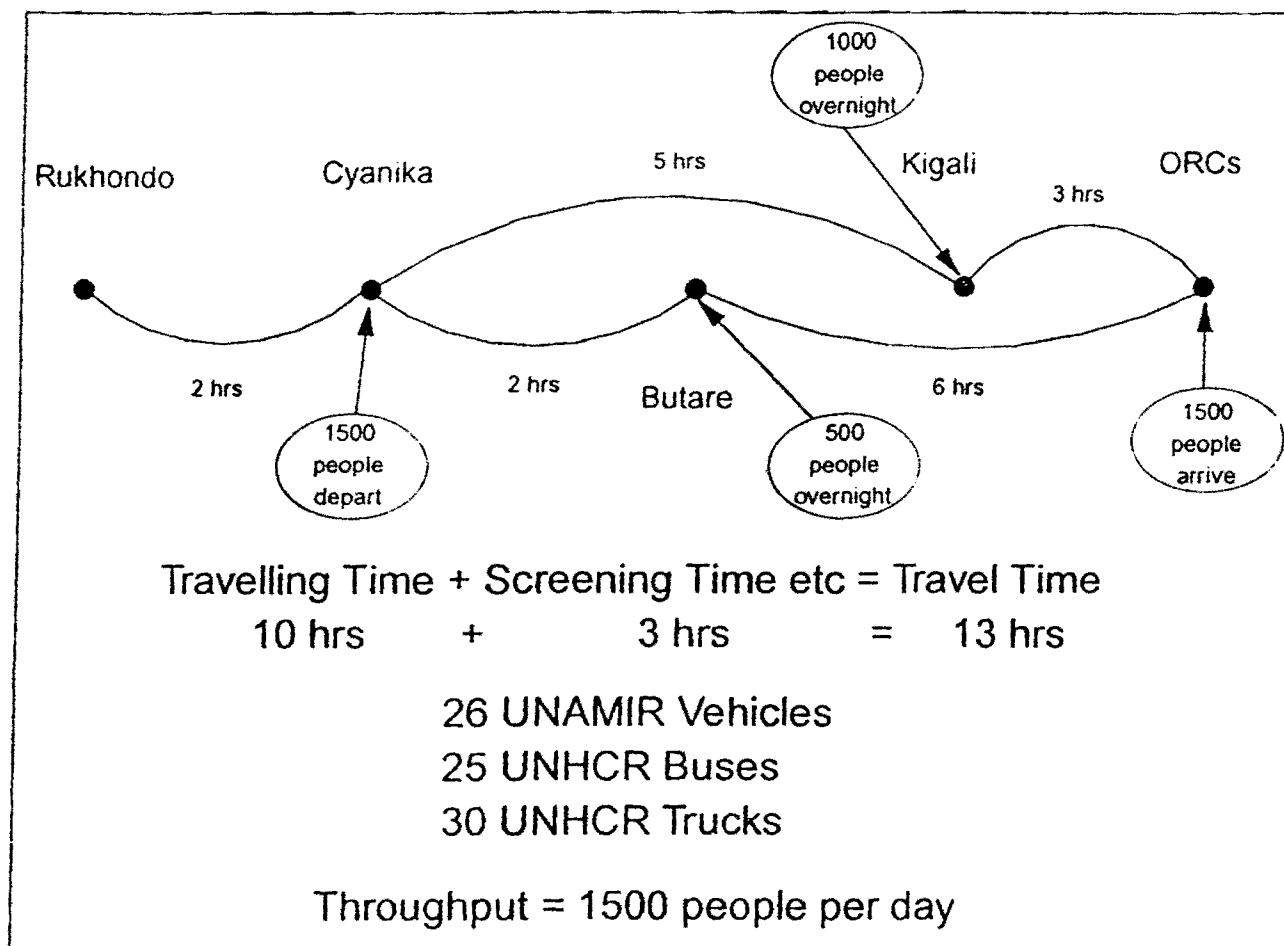
TRANSPORT CONCEPT FOR OP RETOUR - PHASE ONE

AIM

1. To provide coordinated transport support to Phase One of Op Retour - the emptying of Cyanika and Rukhondo camps

CONCEPT

1. Cyanika will be the first Way Station. IDPs will either be at Cyanika camp or be delivered there from Rukhondo camp. From Cyanika the IDPs will be taken to either Butare Care Station or Kigali Reception Centre, and overnight there, prior to being taken to ORCs in their home communes. Some IDPs may bypass the Butare Care Station or Kigali Reception Centre if their home commune is nearby to either location. The operation will be coordinated by UNREO Butare, operated by IOM Butare, with vehicles provided by both IOM and UNAMIR. The diagram below shows the general transportation concept.



### TASKS

1. **IOC.** Tasks are as follows:
  - a. Provide overall coordination for the provision of transport resources and "trouble shooting"
  - b. Advise ORCs of the number of people they can expect each day.
2. **UNREO Butare (Lars Pederson).** Tasks are as follows:
  - a. Act as the central point of contact for all UN agencies, the IOC, NGOs and local authorities regarding the operation in the vicinity of Butare.
3. **IOM Butare (David Terzi).** Tasks are as follows:
  - a. Coordinate all transport resources allocated for transport of IDPs:
    - (1) from Rukhondo camp to the Way Station at Cyanika,
    - (2) from the Way station to Butare Care Station or Kigali Reception Centre (or ORCs in home communes direct, if appropriate),
    - (3) from Butare Care Station to ORCs in home communes
  - b. Coordinate with IOM Kigali for the on-movement of passengers from Kigali Reception Centre to ORCs in home communes.
  - c. Meet UNAMIR vehicles at UNAMIR Tac HQ Butare at 1400hrs 27 Dec 94 and provide instructions on the execution of the operation, including assistance in reconnaissance
  - d. Sight vehicle holding areas near the camps
  - e. Provide personnel for registration of passengers.
  - f. Provide personnel to assist passengers to load and unload their personal belongs and to assist them on and off vehicles.
4. **IOM Kigali.** Tasks are as follows:
  - a. Provide on-movement of passengers from Kigali Reception Centre, on advice from IOM Butare or Kigali Reception Centre.
5. **UNAMIR.** Tasks are as follows:
  - a. Provide 26 medium vehicles, to act under direction of IOM Butare, at UNAMIR Tac HQ Butare from 1400hrs 27 Dec 94.



29 December 1994

TO: Representatives of ADRA, CARE, CONCERN,  
LWF, IRC, UNREO, WFP

FROM: *for DK*  
OAC CELL

SUBJECT: Distribution of Relief Items at  
Way Stations and Transit Centres

In order to discuss the establishment of a country-wide record system on the distribution of relief items, we would like to invite you to a meeting on Friday, 30 December 1994 at 9:00 a.m. at the UNHCR Office.

Please find attached for your information an extract of the minutes of a meeting held in Ndera Transit Centre on 24/12 on this subject.

With best regards.

1. Record-keeping

a) Record-keeping for Ndera Transit Centre

The present system of record-keeping is inadequate, i.e. it is not possible to determine the total number of persons in the centre at a given time, nor names or number of persons who are staying for a longer period of time. There is also no reliable information whether, when and where incoming persons have received food and non-food items. It is assumed that hand-outs are largely duplicated.

On a trial basis, a new system of record-keeping will be established with immediate effect:

1. The collective IOM registration will ensure that data will include arrival and departure date, origin and final destination.

2. Under the present system each family head carries his/her personal registration form. On the reverse side of this form, following data will be indicated:

- a) date of arrival in Ndera
- b) date/amount/items of food received, this includes cooked meals and dry rations
- c) date/amount/items of non-food received

This will enable CONCERN to ensure that only the new arrivals will receive a cooked ration (see established policy for cooked food under para four (4)). It also allows identification of longer-term residents, i.e. those who will request an additional ration after 10 days, as they will be obliged to present their registration form in order to receive relief items. Once time, the individual presents him/herself for a second ration, he/she will be registered as a longer-term IDP/refugee. A list of these persons will be handed over to the Ministry Representatives who will liaise with the Ministry in Kigali in order to find a solution to their problem, i.e. identify available land/housing for final settlement. A copy of this list will also be handed over to UNHCR.

It is essential that all incoming IDPs/Refugees will be thoroughly briefed on this procedure upon arrival.

b) Record-keeping of distributed relief items  
on a country-wide basis

The above procedure will enable the camp administration to determine all food and non-food hand-outs within Ndera, however it does not indicate when, where and what kind of items the IDPs/Refugees have received in other camps, transit centres and way stations.

Therefore it is recommended that a country-wide record system on the distribution of relief items be established, i.e. each time an item is issued in a transit centre or way station, it will be recorded on the reverse side of the individual registration form that the IDP/Refugee carries.

The WFP Nutritionist and the UNHCR Field Officer will meet on Monday, 26 December and prepare a draft memo to all agencies/NGOs involved in distribution of relief items to introduce the new procedure and call for a subsequent meeting.

While the new procedure may take effect immediately by recording detailed items in hand-writing, a printed format needs to be developed displaying three or four columns to be utilized for each point of issue. In addition, each transit centre/way station should utilize a stamp identifying the location where the items have been issued. The stamp could possibly also indicate the date. The stamp will be placed at the top of the respective column. CONCERN will develop a draft format.

## 2. Long-term residents

Once the new individual record system is established, persons who stay within the centre for a longer period of time can be easily identified, a) the line of the collective registration form indicating the name will show a blank space in the column foreseen for the departure date, and b) when the person presents his/her individual registration form for receiving an additional ration and thus indicating his longer-term stay to be verified through the arrival date marked on the form.

These persons have often been travelling to various places only to find out that there is no space for them to settle. As for now, no-one is sure how many of these cases are presently living in the centre. Therefore the IOM Senior Operations Assistant will prepare a list of these long-term persons until the new system is functional. The list will be handed over to the Ministry Representatives who will liaise with their Ministry in Kigali in order to find a location/home for them to go to.

The case of the previously discussed 65 longer-term persons has been solved through the Ministry. At the time of the meeting, they were being transported to Bugasera where the Ministry had identified alternative homes. One of the Ministry Representatives was even accompanying the group to ensure that they would be received respectively at their destination.

DISPLACED PERSONS CAMP SITUATION  
GIKONGORO PREFECTURE - SECTOR 4A

AS AT 30 NOV 94

| SL               | CAMP/GRID  | STRENGTH                                 | FOOD                    | MEDICAL                     | NON-FOOD               | SAN/WATER           |
|------------------|--|--|-------------------------|-----------------------------|------------------------|---------------------|
| 101<br>4A21      | MUSANGE/<br>5147                                       | NIL                                      |                         |                             |                        |                     |
| 101<br>A         | JENDA/<br>5345   | <del>2000</del><br>NIL                   | <del>CARE</del>         | <del>CARE</del>             | <del>CARE</del>        | <del>TROCAIRE</del> |
| 102<br>4A07      | KADUHA/<br>4743 and<br>4742                            | <del>30,000</del><br>NIL                 | CARE                    | MSF                         | CARE                   | MSF                 |
| 103<br>4A19      | MUKO/<br>381414  | <del>9,500</del><br><del>8,000</del> NIL | SOLIDARITE              | SCF                         | SOLIDARITE             | TROCAIRE<br>MSF     |
| 104<br>4A25      | RUKUNDO/<br>5538/5438                                  | 43,000                                   | CARE                    | MSF                         | CARE                   | MSF                 |
| 104<br>A<br>4A37 | MAKERA/<br>578399                                      | 700                                      | S A T E L I T E O F 104 |                             |                        |                     |
| 104<br>B         | MAMERESHO<br>5435                                      | 5,000                                    | S A T E L I T E O F 104 |                             |                        |                     |
| 104<br>C         | <del>4A38 4A38</del><br>KABILIZI<br>5936 &<br>RUGABANO | 4,000<br>7,569                           | S A T E L I T E O F 104 |                             |                        |                     |
| 105<br>4A05      | CYANIKA/<br>5530                                       | 26,000                                   | AICF                    | TROCAIRE/MSF<br>MERLIN/AICF | AICF                   | AICF                |
| 111              | NYARUSIZA<br>552202                                    | 3,000                                    |                         |                             |                        |                     |
| 106<br>4A35      | MBOGO/<br>615294                                       | 7,600                                    | SOLIDARITE              |                             | SOLIDARITE             |                     |
| 107<br>4A18      | KAMWAMBI/<br>634309                                    | 6,000                                    | SOLIDARITE              |                             | SOLIDARITE             |                     |
| 112<br>4A36      | KARAMBI/<br>568229                                     | 3,000                                    | SOLIDARITE/<br>CARITAS  | CARITAS                     | SOLIDARITE/<br>CARITAS | CARITAS             |

|             |                              |   |                        |   |                      |                         |
|-------------|------------------------------|---|------------------------|---|----------------------|-------------------------|
| 108<br>4A22 | MUSEBEYA/<br>3933/<br>383321 | 14,000<br>(around<br>hospital and in houses | SOLIDARITE/<br>CARITAS | SCF<br>of the village living!)                        | SOLIDARITE           | OXFAM                   |
| 109         | MBUGA/<br>4224               | 7,500                                       | SOLIDARITE/<br>CARITAS | SISTER OF<br>CHARITY/LOCAL<br>PERS(Sup by<br>CARITAS) | SOLIDARITE           | TROCAIRE                |
| 110<br>4A12 | KIRARO/<br>515313            | 7,200                                       | SOLIDARITE/<br>ICRC    | TROCAIRE  | SOLIDARITE           | TROCAIRE                |
| 113<br>4A32 | MURAMBI/<br>519289           | 3,500                                       |                        |   |                      | SOLIDARITE/<br>TROCAIRE |
| 114<br>4A40 | NYAMAGABE/<br>545274         | 2,000                                       |                        |   |                      |                         |
| 201<br>4A02 | BUSANZE/<br>4690             | 9,000                                       | from 205               | MERLIN  | FEED THE<br>CHILDREN |                         |
| 202<br>4A27 | SHORORO/<br>4385             | 506   | from 205               |   |                      |                         |
| 203         | KANAZI/<br>550196            | 2,600                                       |                        |   |                      |                         |
| 204<br>4A08 | KAMANA/<br>5197/5096         | 21,000                                      | ICRC                   | ICRC  | ICRC/SCF             | ICRC                    |
| 205<br>4A20 | MUNINI/<br>4800              | 12,000                                      | ICRC                   | ICRC  | ICRC                 | ICRC                    |
| 206<br>4A14 | NDAGO/<br>5102               | 53,000                                      | ICRC/SCF               | GOAL  | ICRC/<br>SCF         | OXFAM/<br>MSF           |
| 207<br>4A45 | GASHINGE/<br>447028          | N O   | C A M P A N Y M O R E  |   |                      |                         |
| 208<br>4A17 | MUGANZA/<br>436030           | NIL   |                        | ICRC  |                      |                         |
| 219<br>4A33 | KIVU/<br>406052              | 50  |                        |   |                      |                         |
| 209<br>4A11 | KIBEHO/<br>5007              | 75,000                                      | ICRC/AICF              | ICRC<br>MSF   | ICRC                 | MSF/PWSS/<br>OXFAM      |
| 210<br>4A26 | RWAMIKO/<br>497128           | 4,000                                       | ICRC/SCF               | CARITAS   | ICRC/SCF             | ICRC                    |

|             |   |                           |                        |         |                        |              |
|-------------|---|---------------------------|------------------------|---------|------------------------|--------------|
| 211<br>4A05 | RURAMBA/<br>488172                        | 4,300                     | ICRC                   | GOAL    | ICRC/SCF               | ICRC/GOAL    |
| 212         | GISUNZU/<br>418176                        | 5,000                     | ICRC                   | ICRC    |                        |              |
| 220         | BIVUMU/<br>434230<br>local name "GISUNZU" | 3,000                     |                        |         |                        |              |
| 213<br>4A01 | BUHORO/<br>4621                           | 4,200                     | ICRC                   | CARITAS | ICRC                   | ICRC/CARIT   |
| 214<br>4A24 | NYAMIGINA/<br>4523                        | 8,000                     | ICRC                   | CARITAS | ICRC                   | ICRC/CARITA  |
| 221<br>4A09 | KAMEGELI/<br>495240                       | NIL                       |                        |         |                        |              |
| 215<br>4A43 | BWAMA/<br>528237                          | N O C A M P A N Y M O R E |                        |         |                        |              |
| 216<br>4A13 | KIZI/<br>544234                           | 2,080                     | AICF                   | CARITAS | CARITAS                | SAN: CARITAS |
| 217<br>4A16 | MUGANO/<br>564225                         | 4,500                     | SOLIDARITE/<br>CARITAS | CARITAS | SOLIDARITE/<br>CARITAS | CARITAS      |
| 218<br>4A15 | MUDASOMWA/<br>423223                      | 6,000                     |                        |         |                        |              |
|             | KINAZI<br>622285                          | 2663                      | AICF                   | CARITAS |                        |              |
|             | NYARUSIZA<br>523203                       | 3000                      | AICF                   | CARITAS |                        |              |

NOTE :

- Information are not available at present are indicated by ? sign
- Other information as asked will be sent after confirmation.

*Lenhardt* 4A05

(LENHARDT, 4A05)

INTER OFFICE MEMORANDUM

To: CHAO


From: HAC

Date: 6 Dec 1994

Subject: IDP RETURN FROM SECTOR 4A

1. Attached find planning advice offered to UNREO by HAC to assist them in planning the return of IDPs from the camps in Sector 4A to their home communes.

2. The advice is not intended to disrupt planning for Op Retour but to offer suggestions should there be a requirement to move faster than anticipated.

  
D.J. MacNeil  
Maj  
HAC

INTER OFFICE MEMORANDUM

To: Ops Offr UNREO

From: HAC Ops

Date: 06 Dec 1994

Subject: PLANNING FOR THE IMPLEMENTATION OF OP RETOUR

1. It would appear that some progress is being made in collecting the information necessary for completing the planning for Op Retour as follows:

- a. MILOB HQ in Gikongoro have forwarded a list of the IDP camps that remain opened with the population estimate as of 30 Nov 94.
- b. Some progress continues in collating the destinations of the IDPs however it is unlikely that complete and accurate information will be available in the short term.

2. The comments made by Colonel Frank MUGAMBAGE during his visit to the task force on 5 Dec highlighted two major points which must be considered in any planning for Op Retour:

- a. Security. This is of prime importance to the Government of Rwanda and the camps in the 4A area are considered to be a serious security risk to the country. He pointed out the following specific points in this regard:
  - (1) The Government is convinced that the hard liners in Zaire are infiltrating the camps and passing instructions to the population as to actions they should take in the event of an invasion from Zaire.
  - (2) The Government is concerned about the deteriorating situation in Burundi.
  - (3) The Government is concerned about reports that training operations are taking place in Tanzania.
  - (4) They are convinced that there are criminal elements in the camps in Sector 4A and that they are being advised by hard line elements of the old regime.
  - (5) The Government is not convinced of the good intentions of all aid agencies operating in the country particularly those of French origin.



b. Humanitarian Aid. He commented as follows in this area:

- (1) The NGOs are settled in the camps and don't want to move.
- (2) Humanitarian aid given to elements in the camps is being sold to villagers outside the camps.
- (3) Criminal elements are controlling aid distribution in the same manner as in Zaire.
- (4) NGOs are paying salaries to local Rwandese which causes these people to stay in the camps and causes resentment in the population in general.
- (5) The population in the camps is living better than they did before the war as the Sector 4A area was not a prosperous part of the country.
- (6) Some of the population leave the camps for other areas of Rwanda and return at night.
- (7) The Government is extremely concerned that the citizenry are becoming dependant for everything on foreign aid. They are particularly concerned about the youth of the country being influenced in this manner.
- (8) They are convinced that the majority of the IDPs in Sector 4A are within walking distance of their homes and that the international community's insistence that everybody be transported home is somewhat ridiculous and represents a misunderstanding of the population.
- (9) He stressed the point that the Government has its own plan for the return of the IDPs and that unless the UNREO plan is in harmony with that of the Government then it is but a waste of time.

3. Given the emphatic manner in which he presented these points it would not be too bold to deduce that the plan of the Rwandese Government for the closure of these camps is as follows:

- a. Clear camps from North to South to force criminal elements toward Burundi and Zaire where they will be stopped by RPA en route.
- b. The majority of the IDPs will walk home.
- c. Once the population reach their destinations the international community will be expected to react and take care of them or be considered to have failed if they cannot.

d. The IDP camps will not be in existence in Jan 95.

4. To react to this eventuality it is suggested that actions be taken as follows:

a. Concentrate on the large camps initially such that once movement takes place considerable success is evident. In looking at the camps in 4A these should include the following:

- (1) Camp 4A07 KADUHA - population 30,000
- (2) Camp 4A25 RUKUNDO - population 43,000
- (3) Camp 4A03 CYANIKA - population 26,000
- (4) Camp 4A08 KAMANA - population 21,000
- (5) Camp 4A14 NDAGO - population 53,000
- (6) Camp 4A11 KIBEHO - population 75,000

b. Bear in mind that camp populations may be exaggerated by perhaps 30 per cent.

c. Determine the home communes of the IDPs in these camps initially and advise the Ministry of Rehabilitation, the Prefects and the Bourgmestres of the Communes of the population they may be expected to accommodate once the IDPs start to move.

d. Concentrate security on eventuality that the majority of IDPs will walk home. This requires putting UNAMIR troops in home communes as well as RPA and Gendarmerie. A security plan must also be established by UNAMIR and RPA along the routes that the IDPs can expect to use in their walk home. This operation was already conducted between Gisenvi and Ruhengeri and Ruhengeri and Kigali immediately after the war.

e. Establish Open Relief Centres ( ORCs ) in the communes soonest and stock them with food initially. The remainder of the humanitarian aid can be built upon later such as seeds, tools etc.

f. Ensure that shelter material is in place at the ORCs but that it is only distributed as required to avoid the creation of additional camps.

g. Establish aid stations along the walking route home as was done after the war between Gisenvi and Ruhengeri. This should be relatively easy given the likely short distances of travel. It is possible that AUSMED could perform this task in the same manner as the Canadian

Medical Company did between Gisenyi and Ruhengeri after the war. This would provide some assistance until the NGOs were to come aboard of the plan.

- h. Transport only to be available for Kigali South and for the old and infirm.

5. It is evident to date that some humanitarian aid workers, particularly those with UNREO and UNAMIR are putting a very concerted effort into this operation. It is also evident that some UN and NGO agencies are not. They are not putting the required representation into the planning and their continued haphazard participation is slowing the planning and implementation of the plan. This operation may have to be executed without the co-operation of some aid agencies using the capabilities of those agencies capable of assessing what may take place if urgent action is not forthcoming.

6. It is felt that the following agencies are capable of producing results in a short time:

- a. UNREO to determine the home communes of the IDPs from the camps outlined in para 4A.
- b. UNREO to advise the Ministry of Rehabilitation and the Bourgmestres of the results of this investigation.
- c. WFP to establish the required ORCs with initial stocks of food and to conduct the planning of receipt of further humanitarian aid.
- d. IOM and UNAMIR transport specialists determine routes and vehicle resources.
- e. UNAMIR determine security elements for home communes.
- f. UNAMIR determine security elements for walking routes to communes.
- g. AUSMED develop a plan for aid stations en route including rest areas for the night.
- h. With little or no progress forthcoming in the information plan it is suggested that the responsibility be given to another agency.

## OPTIONS FOR THE AID PLAN TO SUPPORT OP TAHA

### INTRODUCTION

1. Operation TAHA is a strategic operation to return IDPs to their respective communes in accordance with the principles of UN and NGO agencies. One of the major principles which this involves is that the camps should not be forcibly closed. Another principle which has been expressed by some representatives of the humanitarian community is that of voluntary return.

2. Despite these ideals, the Government of Rwanda consistently raises the point that should the IDPs not be returned to their communes before the end of the year, a failure of the overall humanitarian effort will ensue, as a planting season will be lost and 350,000 Rwandese will be dependant upon humanitarian aid until the next planting season in June.

3. It would appear that on the diplomatic level the Government has been persuaded to avoid closing the camps by force and it is perceived that they regard Op TAHA as a reasonable alternative. Considerable controversy exists with regards to the time frame involved with the Government representatives expressing the view that the operation need not take as long as predicted by UNREO.

4. Given the urgency expressed by the Government, it is important that all supporting plans involved in Op TAHA be developed quickly and that the execution of the plans demonstrate concrete results early. It is also desirable that the overall operation not be retarded due to a particular plan not being in place on time.

5. In my view the plans must be simple and flexible.

### THE PLANS

6. The concept for Op TAHA involves four key supporting plans:

- a.. the Information Plan,
- b. the Aid Plan,
- c. the Security Plan, and
- d. the Transport Plan.

7. Of these four supporting plans the information plan, the security plan and the transport plan will prove to be more easily completed than the aid plan for the following reasons:

- a. The Information Plan. This plan requires very limited logistics save for broadcasting equipment. Therefore, the work involved is merely the development of a strategy followed by the dissemination of information

to the people in the camps.

- b. The Security Plan. This plan may well prove to be achievable in a very short time as it will involve military resources of both UNAMIR and the RPA which are not dependant on outside agencies. Furthermore, the plan will be developed by military staff trained in operating under time restraints and under adverse conditions. Also, military drills and standard operating procedures will undoubtedly assist in ensuring that the plan is in place in short order.
- c. The Transport Plan. This plan involves only one commodity that being transport and the planning of routes, resupply of fuel and provision of maintenance.

8. The aid plan may prove to be the most difficult for the following reasons:

- a. considerable research and/or predictions are required to ensure that aid is sent to the right place at the right time,
- b. the plan must account for the population already in the communes,
- c. the plan must be developed in conjunction with a large number of aid organizations many of whom normally operate independently,
- d. the aid plan must not only cater to the return home but also to the IDPs remaining in camps or awaiting return home,
- e. there is a different perception of the needs of the IDPs between the Government and aid agencies,
- f. past operations would indicate that considerable discussion is normally required to achieve a consensus before action is taken and this discussion time is extremely limited for this operation,
- g. the operation involves a variety of commodities, and
- h. there is often a considerable changeover of aid workers executing the operation.

9. Time will prove to be the limiting factor in developing the aid plan while addressing the limitations mentioned above. The plan should therefore be simple yet flexible. The plan must not be of such complexity that it holds up the implementation of the other supporting plans nor demonstrates to the Government inaction on the part of the international community.

#### ASSUMPTIONS

10. Before addressing options it is important to present assumptions. These are listed as follows:

- a. the aid plan for this operation must account for 300,000 to 340,000 IDPs some of whom may be arrested yet will still require humanitarian assistance,
- b. the population in the home communes cannot be neglected to avoid dissention between the population and returning IDPs,
- c. the international community must give some credence to the Government's views on humanitarian aid yet be in a position to react to a miscalculation,
- d. the aid required must be available,
- e. only basic needs should be addressed initially,
- f. the aid plan will only address prefectures which involve the IDPs of the camps located in the Sector 4A area, and
- g. all humanitarian resources will give Op TAHA top priority.

#### OPTIONS

11. Some options for executing this aid operation are as follows:

- a. Option 1. Identify the resources available in country as well as resources which can be brought in country in a short time frame and issue them to the IDPs according to where they are transported when the operation commences.
- b. Option 2. Identify the resources available in country as well as resources which can be brought in country in a short time frame and move them with the IDPs as they move to their communes.
- c. Option 3. Identify the resources available in country as well as resources which can be brought in country in a short time frame and preposition them in the targeted prefectures from where they will be dispatched to communes according to need.

Option 1.

12. This option has the following advantages and disadvantages:

a. Advantages:

- (1) This option allows the most preparation time as aid will not require distribution until all other plans are in place.
- (2) This option allows for the best accuracy as humanitarian assistance will only be moved once all other plans are executed. This will allow for accurate census to take place as well as detailed assessments in the communes

b. Disadvantages:

- (1) There is the possibility of a lack of urgency creeping into the plan.
- (2) Once the other plans are in place and ready, the aid will be required to be moved on time to meet the objectives of the other plans and not involve a protracted period of time in which to move the goods.
- (3) The movement of aid must adhere to the movement of IDPs and consequently difficulties in coordination will be undoubtedly present.
- (4) This option allows limited flexibility.
- (5) Should there be a lag time between the other plans being ready to be put in place and the aid plan reacting accordingly then there may be a perception construed of inactivity on the part of the humanitarian community.

Option 2

13. This option has the following advantages and disadvantages:

a. Advantages:

- (1) Preparation and accuracy remain the same as Option 1
- (2) Aid moves according to need with the IDPs as they exit the camp.

b. Disadvantages: as per Option 1.

Option 3

14. This option has the following advantages and disadvantages:

a. Advantages:

- (1) The distance required to move the aid will be shortened.
- (2) There is the momentum of action evident prior to the move of the IDPs.
- (3) Once the aid is in place vehicles and assets are available to react to an unexpected event during the actual movement of the IDPs.
- (4) With prepositioning of humanitarian aid the prefectures and communes will be more receptive to the arrival of the IDPs.
- (5) The movement of aid to the prefectures or communes could be tied into the information plan whereby the IDPs are informed that a significant movement of aid is ongoing in their home communities. This may generate more willingness on the part of the IDPs to return home.
- (5) Aid will already be in place prior to the execution of the remaining plans.
- (6) Action will be evident to the Government in response to their sense of urgency.

b. Disadvantages

- (1) The aid may have to be put in place without an accurate idea of where all the IDPs are going.
- (2) The aid will require guarding until the IDPs arrive.
- (3) The pace of the operation will be advanced in comparison with Options 1 and 2.

15. Given the advantages and disadvantages, I would recommend Option 3.



D.J. MacNeil  
Maj  
HAC



INTER OFFICE MEMORANDUM

To: Ops Offr UNREO

From: HAC Ops

Date: 02 Dec 1994

Subject: PLAN FOR THE IMPLEMENTATION OF OP TAHA

1. After all discussion it must be appreciated that UNREO must execute this operation under severe limitations as follows:

- a. we may not be able to determine where all the IDPs are going in time to execute the plan in a reasonable time.
- b. it is suspect whether we will ever get the information from the NGOs and UN agencies operating in the camps to such an extent that information for planning purposes is accurate.
- c. the RPA continue to "convince" IDPs to return home... latest info from Gikondoro is that emptying of MUKU camp takes place Monday.

2. Following assumptions must be made:

- a. the targeted communes are located in the following prefectures:

- (1) Butare.
- (2) Kigali South.
- (3) Gitarama

- b. We should concentrate on the communes in these areas.

3. The planning should take the following form:

- a. DDPF 21 to determine the needs in Kigali South and Gitarama to include the number and locations of ORCs
- b. DDPF 8 to determine the needs in Butare to include the number and locations of ORCs
- c. UNHCR HQ, ICRC, CARE to give best count of camp populations (three to four days max)

- d. Once census of population is complete best guess of areas of origin complete, UNREO to advise Min of Rehab and Prefectures of the rough number of IDPs Prefects and Bourgmeisters will be required to accomodate
- e. once communes known then UNAMIR moves troops to area soonest to provide security. UNAMIR to be tasked to provide security at ORC.
- f. AS SOON AS ORCS are identified, WFP as a UN agency should be convinced to take the lead in establishing them, even if it means just food is available initially. With initial action it is likely that a favourable NGO will participate particularly if the UN is providing them with goods. WFP must be able to complete task food wise and have ORCS ready to receive the other elements required for the ORCS such that inaction by the other aid agencies causes them to question their support of getting people home or to admit that they do not want the people to return home. Non- movement of IDPS will be blamed on UN agencies inability to provide aid in communes versus the continuous complaint of security. People will move anyway or be forced out and UN and NGOS will be expected to feed them wherever they go. AS SUCH, the importance of quickly putting the ORCS in place must be stressed.
- g. DICK CAMP, ROUTES, WAY STATIONS AS SOON AS INFO IN DARAS J.C and J.D are available.
- h. TRANSPORT PLAN AS FOLLOWS:
  - (1) UNAMIR/IUM responsible for transporting IDPS FROM CAMPS TO WAY STATIONS
  - (2) UNHCR/IUM responsible for transporting IDPS FROM WAY STATION TO ORC
  - (3) ELEMENTS OF IUM AND/OR NGO ASSETS responsible for transporting IDPS FROM ORC TO COMMUNE and PERHAUS COMMUNE TO ORC
  - (4) ALIAS LOGISTIC AND WFP TRUCKS responsible for transport of aid resources to ORCS
  - (5) MAKE PLAN, ADVISE IURC AND HAVE THEM EMPLOYED AS A BACKUP TO UN/NGO EFFORT OR FIT THEM INTO AREAS THEY WISH TO PARTICIPATE IN
  - (6) WFP/UNHCR MUST LEAD IN THE ORC AREA. IF THEY ARE AGAINST IT OR CANNOT DO IT THEN THEY MUST BE RELIEVED OF THE RESPONSIBILITY QUICKLY AND SOMEONE ELSE PUT IN CHARGE.

4. Time is running short. Either UNREO is capable of pulling this off or as has already happened twice in the past... UNAMIR will take over and execute the operation and take the flak as it was done in the past.

## IDP AID PLAN: PLANNING GUIDANCE

Aim of the plan. To provide for basic needs en route, at Way Stations, at Open Relief Centres and in receiving communes.

Objectives. The plan must meet the following objectives.

Distribution plan covering Way Stations, Open Relief Centres and receiving communes.  
Assistance with rehabilitation of infrastructure as and when appropriate, providing this does not slow down return of IDPs.

### Tasks that it must cover

Define and prioritise basic needs.  
Identify additional resource requirements.  
Identify priority IDP camps.  
Identify priority receiving communes.  
Allocation of resources according to agreed priorities.  
Plan for unaccompanied children.

### Information required

Accurate data on IDP camps.  
Accurate data on IDPs' communes of origin.  
Needs assessments for those communes.  
Accurate data on current humanitarian work throughout Rwanda.  
Accurate data on all available resources.

### Options for aid plan

### Recommended option

### Timescales

Immediate building on existing operations when possible.  
Other timings and estimated timescales will be required for planning purposes but should remain flexible.

### Support required

- People
- Organisations
- Equipment

Communication and coordination of the aid plan.

Procedures for coordinating agencies, NGOs, UNAMIR and government.  
Procedure for decision-making.  
Integrated operations centre.  
Separate communications plan required.

Limitations

Speed.  
Flexibility, including provision for future expansion of the plan.  
The imperative to build on existing IDP movement operations.  
Full involvement (leadership where possible) of commune, prefecture and central government.

Coordination with other plans

Link with security, transport and information plans.

Immediate action required

Agree with MINIRESO full-time commitment of appropriate officials to the plan.  
Inform and involve relevant prefecture and commune officials.  
Inform and involve NGOs, ICRC and agencies, both at headquarters and in relevant prefectures.  
Ensure information starts flowing in.  
Needs assessments in priority communes where not already available.  
Set up integrated operations centre.  
Reconnoitre sites for Way Stations and Open Relief Centres.

## TRANSPORTATION

In the last 3 weeks we have seen an increase in the influx of refugees and in the movement of IDP from their camps in the Gikongoro area. IOM/HCR trucks and busses, along with UNAMIR trucks, have moved during the week 6 to 12 November 10,425 passengers, during the week 13 - 20 November 14,551 passengers, and for this week the projected number of passengers is 17,500. We expect the numbers to increase up to maximum vehicle capacity.

*Refugee  
IDP*

Some of the passengers transported need to be moved for two and even three days in order to reach their home commune.

IOM/HCR has 100 trucks and buses which can move about 3,000 passengers a day. Every additional 1,000 passengers a day would require 30 more vehicles.

As the IDP camps are off the main roads and so are most of the communes and sectors to which the passengers have to be transported, we have to use the trucks for the non-surfaced routes, while the buses go on the main roads only. This is true especially during the rainy seasons.

The road-blocks, which are scattered over the country, cause hours of unnecessary delay when returnees are searched more than once on the same journey. The attainment of maximum transport capacity would also require that these searches be reduced to one per trip, and a laissez-passer be given for each searched vehicle.

In the last week a new problem has arisen, when at least one Sous-Prefet (Southern Kigali) asked to get the numbers of returnees according to their communes of origin 48 hours in advance of their return. We believe that this pattern will appear all over the country. This requirement affects not only the waystations, where people will have to stay for two nights, but it also impacts on transportation, as people who could be moved within one day will need two-day movements.

As a result of the increase in refugee and IDP movement, and considering the new demands from the Prefecture, we should task all available trucks, to include NGO trucks which are transporting food and non-food items into the camp area, and could transport IDP on their way out.

An additional possibility to increase the transport capacity Would be that UNAMIR obtain an advance shipment of trucks from UNISOM. A request to this effect should be forwarded to DHA.

In order to maintain maximum transport capacity, an Engineer team would be required to repair roads and culverts at short notice, to avoid the necessity of long detours, or not being able to service particular Communes.

UNITED NATIONS  
ASSISTANCE MISSION IN RWANDA



NATIONS UNIES  
MISSION POUR L'ASSISTANCE AU RWANDA

UNAMIR - MINUAR

File No 5000.1(G3 PLANS)

To: Mr Kent  
All members Task Force

From: Maj Mullarkey

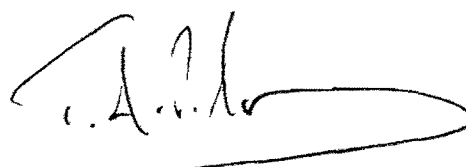
Info: DCOS Ops  
MA/FC

Date: 23 Nov 94

Subject: OP TAHA - ORGANISATION, PLANNING SCHEDULE AND  
SUPPORTING PLAN COMPOSITION

Reference: Op TAHA Concept of Operations.

1. Attached please find the DRAFT Organisation, Planning Schedule and Supporting Plan Composition for Op TAHA.
2. It would be helpful if addressees would pass their comments to UNREO by 5.00 p.m. on Thursday 24 November, after which a nil return will be assumed. The document will be passed to the Policy Cell as soon as possible thereafter.

  
T A P MULLARKEY  
Maj

OP TAHA - ORGANISATION

1. Policy Cell: Responsible for the higher direction of Op TAHA.

SRS/VP & Minister of Defence - Chair.  
Minister of Rehabilitation  
Minister of Interior  
RPA Chief of Staff  
Force Commander UNAMIR  
Executive Assistant  
UN Humanitarian Coordinator for Rwanda

2. Task Force: Responsible for planning and coordination of Op TAHA, and for briefing the Policy Cell and other organisations as required.

|                                |                              |
|--------------------------------|------------------------------|
| UNREO Deputy Head + staff      |                              |
| Rep Ministry of Rehabilitation | <u>I n d e p e n d e n t</u> |
| Rep Ministry of Interior       | <u>Advisers</u> : NGOs       |
| Rep Ministry of Defence        | DART                         |
| UNAMIR OIC + staff             |                              |
| Rep UNHCR                      |                              |
| Rep Human Rights               |                              |
| Information Rep                |                              |

3. Integrated Operations Centre: Responsible for the detailed planning input, support and implementation of Op TAHA.

Ministry of Rehabilitation  
Ministry of Interior  
Ministry of Defence  
UNHCR  
UNICEF  
WFP  
UNDP  
Human Rights  
Information Cell  
Land Commission  
UNAMIR HQ - through Task Force  
NGOs

PLUS:        Communications  
             Clerical Support  
             Real Estate - Amahoro Stadium



OP TAHA - PLANNING SCHEDULE

1. Concept of Operations:

|                           |                |
|---------------------------|----------------|
| To SRSG & Government -    | 22 Nov         |
| For Policy Cell Meeting - | Week 21-26 Nov |
| For agreement -           | By 26 Nov      |
| For issue -               | By 28 Nov      |

2. Op TAHA Organisation:

|                             |                |
|-----------------------------|----------------|
| For agreement at TF level - | 21 Nov         |
| For issue as draft -        | 23 Nov         |
| For Policy Cell -           | ASP            |
| For issue -                 | ASP thereafter |

3. Op TAHA Planning Schedule

|                             |                |
|-----------------------------|----------------|
| For agreement at TF level - | 21 Nov         |
| For Policy Cell -           | ASP            |
| For issue -                 | ASP thereafter |

4. Op TAHA Planning Guidance

|                             |                |
|-----------------------------|----------------|
| For agreement at TF level - | By 26 Nov      |
| For issue as draft -        | By 28 Nov      |
| For Policy Cell -           | ASP thereafter |

5. Plans required:

By 10 Dec

6. Meshing of Plans:

By 17 Dec

7. Writing of Central Plan:

By 24 Dec

8. Issue of Central Plan:

By 25 Dec

PLANNING GUIDANCE - SUPPORTING PLANS

1. Information Plan.  
Initial effort by current information team of: UNHCR  
Ministry of Rehabilitation  
Ministry of Interior  
Ministry of Information  
Director of Radio Rwanda  
UNAMIR Public Affairs  
SRSG information consultant  
(on arrival)
  2. Aid Plan.  
To be coordinated by UNREO  
Support from NGOs  
UNDP  
UNHCR - Raw Data  
UNICEF  
WFP  
UNAMIR
  3. Security Plan.  
To be coordinated by RPA/UNAMIR
  4. Transport Plan.  
To be coordinated by UNHCR  
Support from: Min of Rehabilitation  
IOM  
UNAMIR
-

## AID PLAN: PLANNING GUIDANCE

Aim of the plan. To provide for basic needs en route, at Waystations, at Open Relief Centres and in receiving communes.

Objectives. The plan must meet the following objectives.

Distribution plan covering Waystations, Open Relief Centres and communes.

Plan for Way Station(s) as required.

Plan for Open Relief Centres.

Plan for unaccompanied children.

Assistance with rehabilitation of infrastructure as and when appropriate, providing this does not impede the above objectives.

### Tasks that it must cover

Define and prioritise basic needs.

Identify additional resource requirements.

Identify priority receiving communes.

Allocation of resources according to agreed priorities.

### Information required

Accurate data on IDPs' communes of origin.

Needs assessments for those communes.

Accurate knowledge of current humanitarian work throughout Rwanda.

Accurate knowledge of all available resources.

### Options for aid plan

### Recommended option

### Timescales

Immediate building on existing operations when possible.

Other timings and estimated timescales will be required for planning purposes but should remain flexible.

### Support required

- People
- Organisations
- Equipment

Communication and coordination of the aid plan.

Procedures for coordinating agencies, NGOs, UNAMIR and government.  
Procedure for decision-making.  
Integrated operations centre.  
Separate communications plan required.

Limitations

Speed.  
Flexibility, including provision for future expansion of the plan.  
The imperative to build on existing IDP movement operations.  
Full involvement (leadership where possible) of commune, prefecture and central government.

Coordination with other plans

Link with security, transport and information plans.

Immediate action required

Agree with MINIRESO full-time commitment of appropriate official to the plan.  
Establish relationships with relevant prefecture and commune officials.  
Begin regular communication with organisations in Gikongoro, Butare, Gitarama, south Kigali.  
Brief and prepare Kigali offices of NGOs, ICRC and agencies.  
Ensure information starts flowing in.  
Needs assessments in priority communes where not already available.  
Set up integrated operations centre.  
Reconnoitre sites for Waystations and Open Relief Centres.

## AID PLAN PLANNING GUIDANCE

Record of meeting of working group at 0730 hrs, 24 Nov 94

Not present: UNHCR, DART

### Tasks selected for today

Revise the aim  
Additions to objectives  
Complete the list of tasks  
More precise definition of non-food items  
Communication and coordination system for NGOs and agencies.  
Needs assessments  
Outline format for planning guidance

Revision of aim. The aim of the aid plan was revised to read: "To provide for basic needs en route, at Waystations, at Open Relief Centres and in receiving communes."

Additions to objectives. The following objectives were added:

Design and plan for Way Station(s).  
Design and plan for Open Relief Centres.  
Special plan for unaccompanied children.

Complete the list of tasks. We need now to start identifying available resources and additional resource requirements in the following sectors:

| <u>Sector</u> | <u>Responsible</u>         |
|---------------|----------------------------|
| Food          | WFP                        |
| Health        | UNICEF/HAC (WHO)           |
| WatSan        | UNICEF                     |
| Shelter       | UNHCR. Minireso to assist. |
| Seeds, Tools  | UNREO                      |

IDP numbers by camp and commune: UNREO to be responsible. Meetings in Gikongoro will be necessary to get pooled information from organisations working on the ground.

Those responsible will report back on initial progress on Fri 25 Nov.

More precise definition of non-food items. Not covered, as not essential to planning guidance.

Communication and coordination system for NGOs and agencies. A small team (UNREO/HAC/NGOs) met today to outline ideas for the system. Need for a communications

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## Liste de contacts -- PDI groupe de travail

**UNREO** Charles Petrie 7 29 51/call sign: UNREO 2  
Margaux van der Fliert 7 29 51/call sign UNREO 7.1  
Chentale de Montigny/7 29 51 -- 8 39 33/ UNREO 7

**HUMAN RIGHTS:** Alain Sigg  
tel: 7 57 38, fax: 7 24 38

**UNHCR:** Wilburt van Hovell 7 64 26/call sign: Kilo Hotel 2  
Chris Bowers 7 66 35/call sign: Kilo Hotel 8

**UNAMIR:** Jan Janiurek: 1 11 61/call sign: 93H #7  
Tom Mullorkey: 11 14 8/call sign: 93L #7  
Don McNeil: 7 29 51 -- 8 39 33/ call sign: Mama Papa 1

**MSF:** Vincent Cerssard  
tel: 7 59 30

**USAID-DART:** Kate Farnsworth: 7 56 01/call sign: Dart 1

**RPA Liais. Off:** Ltn Camerone 7 29 51/call sign: CA

**AICF:** Pascal Lefort & Isabelle Robin  
tel: 7 76 82

**Min. Rehab.:** M. Justin Murara  
tel: 7 61 69

**PAM:** Jean-Luc Siblot  
tel: 7 46 88/call sign

**UNICEF:** Carole Jaensen  
tel: 73 03 33/call sign: Juliet 2

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## **REPORT on the 16 November NGENDA TASK FORCE MEETING**

The meeting was held at the WORLD VISION office in Nyamata from 10h30 to 12h30 on Wednesday 16 November 1994.

### **Attendees:**

Mr. Ferdinand Ngabo/Sous-Prefet of Kanzenze  
Ms. Hyacinthe Mukantabana/Bourgmestre of Kanzenze  
Mr. Canisius/Bourgmestre of Gashora  
Mr. Emmanuel Bizumuremui/WORLD VISION Nyamata  
Ms. Adrienne Paul/WORLD VISION Nyamata  
Ms. Vivien Wilson/WORLD VISION Nyamata  
Mr. Yvan M'Bomo/EQUILIBRE  
Ms. Aleid Westerveld/ZOA/MEDAIR  
Ms. Ella Terburg/ZOAL/MEDAIR  
Ms. Cristina Pizzi/CUAMM Nyamata  
Mr. Enrico Frontini/CUAMM Nyamata/Rilime  
Mr. Marco Barone/Italian Cooperation Kigali  
Ms. Anne Smith/CRS  
Mr. Alain Sigg/Human Rights  
Mr. Francesco Del Re/WFP  
Ms. Marie-Jose Torres/UNHCR  
Mr. Gilbert Nkusi/UNICEF  
Mr. Jean-Luc Stalon/UNICEF  
Capt. Job Kuseh/MILOB  
Ms. Margaux van de Fliert/UNREO

The meeting was conducted in French.

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WORLD VISION said it supplied 10.000 families with food and seeds, which did not cover the whole population.

The NGOs CRS and CUAMM stated that they focus mainly on vulnerable groups.

It was stated that the NGO REFUGEE TRUST carried out seed distribution. a REFUGEE TRUST representative will be present at next week's meeting.

CUAMM tabled the need for warehouses to stock food supplies and seeds. UNICEF or UNHCR could perhaps provide the necessary facilities. The matter will be taken up at HQ-level and addressed at the next meeting.

The Human Rights Officer tabled the idea of selling hoes for a symbolic price (200 Rwandese Francs) so as to sensitize people to receiving tools and making responsible use of them.

#### **Unaccompanied children**

The issue of unaccompanied children was discussed. CUAMM had 1.300 \$ set aside for covering the needs of unaccompanied children.

#### **Housing**

The need for repairs and the rebuilding of houses was discussed. The Sous-Prefet once more stressed the fact that approx. 60% of the houses in Kanzenze had been destroyed and 20% needed repairs. This has resulted in a housing problem for IDP returnees. EQUILIBRE declared itself to be willing to do some repairs on houses, also involving the food for work concept, and stressed it would have a flexible attitude in addressing basic needs.

#### **Health**

Health needs were not discussed, but will be brought up at next week's meeting.

#### **CONCLUSIONS**

- 1) Local authorities expressed their current limitations in carrying out their work as a result of a lack of means. Attention will focus on working in a concerted effort (local authorities, NGOs, UN agencies) to reach our goal.
  - 2) To reinforce the action of local authorities , to effect resolutions and to monitor arrest procedures, a Ministry of Justice presence at the commune level will be needed.
-



IDP Origins (85,731 Persons Gikongoro Prefecture)

Population Study

(Statistics from 13-8-94 to 10-10-94)

Total population figures for three camps in Gikongoro Prefecture (Kaduha, Rukondo, Musange) = approx. 95,000 people, which is approximately 25% of the IDP population in Gikongoro (UNREO total, 10-10-94 of 348,000).

| Prefectures/Communes     | Percentage of Total Camp Population   |
|--------------------------|---------------------------------------|
| Kigali Rural: 29,747     | 31%                                   |
| Gashora: 13,648          | 14%                                   |
| Ngenda: 12,462           | 13% -- (Proposed Alternate Test Case) |
| Kanzenze: 2,728          | 3%                                    |
| Gitarama: 26,387         | 28%                                   |
| Kigoma: 8,189            | 9%                                    |
| Murama: 6,349            | 7%                                    |
| Ntongwe: 6,135           | 6%                                    |
| Masango: 4,737           | 5%                                    |
| Butare: 12,316           | 13%                                   |
| Nyabisindu: 6,998        | 7%                                    |
| Ntyazo: 1,653            | 2%                                    |
| Kibungo: 5,130           | 5%                                    |
| Sake: 3,723              | 4%                                    |
| Mugesera: 781            | 1% ----- (Proposed HCR Test Case)     |
| Kibuye: 3,300            | 3%                                    |
| Mwendo: 2,981            | 3%                                    |
| Other Prefectures: 8,851 |                                       |

Re: NGENDA, Kigali Prefecture. In an informal site-assessment of Ngenda during the week of Oct 24-31, UNREO reported in the IDP Coordination Mtg. that the new Sous-Prefet of Ngenda believes 80% of all Ngenda residents have returned home. The numbers of individuals CARE has identified still living in the camps, but originating from NGENDA, might contradict these findings, although NGENDA's total population, and statistics from other camps in Gikongoro should be examined.

Re: MUGESERA, Kibungo Prefecture. UNHCR has proposed this as the new "Test Case" for the NGO-UN-Rwandan Government collaboration. HCR states it has 509 families signed up to leave for the Bugesera on IOM trucks. Is it worth "testing" for a population that represents such a small percentage of total IDPs?

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**INFORMATION REQUIRED BY SECTOR**

**What is being done now? In the camps? In the communes?**

**What are the stocks? Where are they held?**

**What is in the pipeline?**

**What extra will be needed if people move from camps to home communes in larger numbers?**

**Which NGOs/partners are involved? Where? What resources do they have?**

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## OUTLINE FOR PLANNING GUIDANCE

Aim of the plan

Objectives that the plan must meet

Tasks that it must cover, including responsibilities

Options for aid plan

Recommended option



Timescales

Support required: - people  
- equipment  
- information

Communication and coordination of the aid plan.

Limitations

Coordination with other plans



Concurrent activity required, e.g.:

Open regular communication with Gikongoro, Butare.  
Brief and prepare NGOs, ICRC, agencies, UNREO and other field offices.  
Ensure information starts flowing in.  
Set up integrated operations centre.

## OPTIONS FOR THE AID PLAN TO SUPPORT OP TAHA

### INTRODUCTION

1. Operation TAHA is a strategic operation to return IDPs to their respective communes in accordance with the principles of UN and NGO agencies. One of the major principles which this involves is that the camps should not be forcibly closed. Another principle which has been expressed by some representatives of the humanitarian community is that of voluntary return.

2. Despite these ideals, the Government of Rwanda consistently raises the point that should the IDPs not be returned to their communes before the end of the year, a failure of the overall humanitarian effort will ensue, as a planting season will be lost and 350,000 Rwandese will be dependant upon humanitarian aid until the next planting season in June.

3. It would appear that on the diplomatic level the Government has been persuaded to avoid closing the camps by force and it is perceived that they regard Op TAHA as a reasonable alternative. Considerable controversy exists with regards to the time frame involved with the Government representatives expressing the view that the operation need not take as long as predicted by UNREO.

4. Given the urgency expressed by the Government, it is important that all supporting plans involved in Op TAHA be developed quickly and that the execution of the plans demonstrate concrete results early. It is also desirable that the overall operation not be retarded due to a particular plan not being in place on time.

5. In my view the plans must be simple and flexible.

### THE PLANS

6. The concept for Op TAHA involves four key supporting plans:

- a. the Information Plan,
- b. the Aid Plan,
- c. the Security Plan, and
- d. the Transport Plan.

7. Of these four supporting plans the information plan, the security plan and the transport plan will prove to be more easily completed than the aid plan for the following reasons:

- a. The Information Plan. This plan requires very limited logistics save for broadcasting equipment. Therefore, the work involved is merely the development of a strategy followed by the dissemination of information

to the people in the camps.

- b. The Security Plan. This plan may well prove to be achievable in a very short time as it will involve military resources of both UNAMIR and the RPA which are not dependant on outside agencies. Furthermore, the plan will be developed by military staff trained in operating under time restraints and under adverse conditions. Also, military drills and standard operating procedures will undoubtedly assist in ensuring that the plan is in place in short order.
- c. The Transport Plan. This plan involves only one commodity that being transport and the planning of routes, resupply of fuel and provision of maintenance.

8. The aid plan may prove to be the most difficult for the following reasons:

- a. considerable research and/or predictions are required to ensure that aid is sent to the right place at the right time,
- b. the plan must account for the population already in the communes,
- c. the plan must be developed in conjunction with a large number of aid organizations many of whom normally operate independently,
- d. the aid plan must not only cater to the return home but also to the IDPs remaining in camps or awaiting return home,
- e. there is a different perception of the needs of the IDPs between the Government and aid agencies,
- f. past operations would indicate that considerable discussion is normally required to achieve a consensus before action is taken and this discussion time is extremely limited for this operation,
- g. the operation involves a variety of commodities, and
- h. there is often a considerable changeover of aid workers executing the operation.

9. Time will prove to be the limiting factor in developing the aid plan while addressing the limitations mentioned above. The plan should therefore be simple yet flexible. The plan must not be of such complexity that it holds up the implementation of the other supporting plans nor demonstrates to the Government inaction on the part of the international community.

#### ASSUMPTIONS

10. Before addressing options it is important to present assumptions. These are listed as follows:

- a. the aid plan for this operation must account for 300,000 to 340,000 IDPs some of whom may be arrested yet will still require humanitarian assistance,
- b. the population in the home communes cannot be neglected to avoid dissention between the population and returning IDPs,
- c. the international community must give some credence to the Government's views on humanitarian aid yet be in a position to react to a miscalculation,
- d. the aid required must be available,
- e. only basic needs should be addressed initially,
- f. the aid plan will only address prefectures which involve the IDPs of the camps located in the Sector 4A area, and
- g. all humanitarian resources will give Op TAHA top priority.

#### OPTIONS

11. Some options for executing this aid operation are as follows:

- a. Option 1. Identify the resources available in country as well as resources which can be brought in country in a short time frame and issue them to the IDPs according to where they are transported when the operation commences.
  - b. Option 2. Identify the resources available in country as well as resources which can be brought in country in a short time frame and move them with the IDPs as they move to their communes.
  - c. Option 3. Identify the resources available in country as well as resources which can be brought in country in a short time frame and preposition them in the targeted prefectures from where they will be dispatched to communes according to need.
-

Option 1.

12. This option has the following advantages and disadvantages:

a. Advantages:

- (1) This option allows the most preparation time as aid will not require distribution until all other plans are in place.
- (2) This option allows for the best accuracy as humanitarian assistance will only be moved once all other plans are executed. This will allow for accurate census to take place as well as detailed assessments in the communes

b. Disadvantages:

- (1) There is the possibility of a lack of urgency creeping into the plan.
- (2) Once the other plans are in place and ready, the aid will be required to be moved on time to meet the objectives of the other plans and not involve a protracted period of time in which to move the goods.
- (3) The movement of aid must adhere to the movement of IDPs and consequently difficulties in coordination will be undoubtedly present.
- (4) This option allows limited flexibility.
- (5) Should there be a lag time between the other plans being ready to be put in place and the aid plan reacting accordingly then there may be a perception construed of inactivity on the part of the humanitarian community.

Option 2

13. This option has the following advantages and disadvantages:

a. Advantages:

- (1) Preparation and accuracy remain the same as Option 1
- (2) Aid moves according to need with the IDPs as they exit the camp.

b. Disadvantages: as per Option 1.

---

Option 3

14. This option has the following advantages and disadvantages:

a. Advantages:

- (1) The distance required to move the aid will be shortened.
- (2) There is the momentum of action evident prior to the move of the IDPs.
- (3) Once the aid is in place vehicles and assets are available to react to an unexpected event during the actual movement of the IDPs.
- (4) With prepositioning of humanitarian aid the prefectures and communes will be more receptive to the arrival of the IDPs.
- (5) The movement of aid to the prefectures or communes could be tied into the information plan whereby the IDPs are informed that a significant movement of aid is ongoing in their home communities. This may generate more willingness on the part of the IDPs to return home.
- (5) Aid will already be in place prior to the execution of the remaining plans.
- (6) Action will be evident to the Government in response to their sense of urgency.

b. Disadvantages

- (1) The aid may have to be put in place without an accurate idea of where all the IDPs are going.
- (2) The aid will require guarding until the IDPs arrive.
- (3) The pace of the operation will be advanced in comparison with Options 1 and 2.

15. Given the advantages and disadvantages, I would recommend Option 3.



D.J. MacNeil  
Maj  
HAC



## AID PLAN PLANNING GUIDANCE

Record of meeting of aid plan working group at 0730 hrs, 23 Nov 94.

### Tasks to be done by Sat 26 Nov

Aim  
Objectives  
Information required  
List of tasks  
Options for plan  
Limitations  
Timescale  
Communication and coordination procedures  
Plan for needs assessments in communes  
Who else we need to get on board

### Tasks selected for Wed 23 Nov

Aim  
Objectives  
Information required  
List of tasks

Aim of the aid plan. To provide for basic needs in receiving communes.

Objectives of the aid plan. The following were identified:

Define and prioritise basic needs.  
Identify target communes.  
Communication and coordination system for NGOs and agencies.  
Distribution plan.  
Provide for future expansion of the plan.  
Know the places of origin of IDPs as comprehensively as possible.  
Know who is doing what where in humanitarian work in Rwanda.  
Identify available resources.  
Identify additional resource requirements.  
Link the aid plan with the other plans.  
Assist with rehabilitation of infrastructure as and when appropriate, providing this does not impede the above objectives.

Information required. We need information on the following:

IDP population: numbers, communes of origin. (Food distribution lists are one good way of getting this information reasonably accurately without conducting a full registration.)

Who (humanitarian organisations) is doing what where.

- what aid is already in the camps;

- what aid is already in the communes;
- what level of provision of basic needs there needs to be in the communes; and therefore
- what is still lacking that the aid plan should provide.

UNREO Field Officers will be tasked to provide information as appropriate.

Other systems of information gathering may also be needed. Responsibilities for information gathering will be delegated as appropriate.

Basic needs. Categories which the aid plan will cover are:

Food  
 Medical  
 Shelter  
 Water  
 Sanitation  
 Seeds  
 Tools  
 Non-food items

List of tasks (Only partially covered today)

Define and prioritise basic needs: aid plan working group.  
 Identify target communes: UNREO.  
 Communication and coordination system for NGOs and agencies: UNREO/HAC.  
 Provide for future expansion of the plan: aid plan working group.  
 IDP camp population numbers and places of origin: UNREO.

To discuss on Thu 24 Nov

Complete the list of tasks.  
 More precise definition of non-food items.  
 Communication and coordination system for NGOs and agencies.  
 Needs assessments (including Gromo's suggested schedule).

Need: get ICRC on board as far as possible. Approach being made on 24 Nov by UNREO.

Communication and Coordination: NGO and agency staff in Gikongoro need to be included in the communication/coordination process, probably through the UNREO field office there. Tac HQ in Butare is already functioning as coordination centre for Op HOMEWARD, so should also be fully included. Comms/coord is also needed in Kigali at the IOC. Daily communication between at least these 3 centres will probably be needed.

Question: Who decides the order in which camps will empty?  
 Arrest policy: will RPA make arrests inside ORCs?

## AID PLAN PLANNING GUIDANCE

Record of meeting of aid plan working group at 0730 hrs, 23 Nov 94.

### Tasks to be done by Sat 26 Nov

Aim  
Objectives  
Information required  
List of tasks  
Options for plan  
Limitations.  
Timescale  
Communication and coordination procedures  
Plan for needs assessments in communes  
Who else we need to get on board

### Tasks selected for Wed 23 Nov

Aim  
Objectives  
Information required  
List of tasks

Aim of the aid plan. To provide for basic needs in receiving communes.

Objectives of the aid plan. The following were identified:

Define and prioritise basic needs.  
Identify target communes.  
Communication and coordination system for NGOs and agencies.  
Distribution plan.  
Provide for future expansion of the plan.  
Know the places of origin of IDPs as comprehensively as possible. *UNREO*  
Know who is doing what where in humanitarian work in Rwanda. *UNREO*  
Identify available resources. *UNICEF Children <4 PAM Food / MSF Health / AusMed / UNREO / Shelter Equilibre*  
Identify additional resource requirements.  
Link the aid plan with the other plans.  
Assist with rehabilitation of infrastructure as and when appropriate, providing this does not impede the above objectives.

Information required. We need information on the following:

IDP population: numbers, communes of origin. (Food distribution lists are one good way of getting this information reasonably accurately without conducting a full registration.)

Who (humanitarian organisations) is doing what where.

- what aid is already in the camps;

- what aid is already in the communes;
- what level of provision of basic needs there needs to be in the communes; and therefore
- what is still lacking that the aid plan should provide.

UNREO Field Officers will be tasked to provide information as appropriate.

Other systems of information gathering may also be needed. Responsibilities for information gathering will be delegated as appropriate.

Basic needs. Categories which the aid plan will cover are:

Food  
Medical  
Shelter  
Water  
Sanitation  
Seeds  
Tools  
Non-food items

List of tasks (Only partially covered today)

Define and prioritise basic needs: aid plan working group.  
Identify target communes: UNREO.  
Communication and coordination system for NGOs and agencies: UNREO/HAC.  
Provide for future expansion of the plan: aid plan working group.  
IDP camp population numbers and places of origin: UNREO.

To discuss on Thu 24 Nov

Complete the list of tasks.  
More precise definition of non-food items.  
Communication and coordination system for NGOs and agencies.  
Needs assessments (including Gromo's suggested schedule).

Need: get ICRC on board as far as possible. Approach being made on 24 Nov by UNREO.

Communication and Coordination: NGO and agency staff in Gikongoro need to be included in the communication/coordination process, probably through the UNREO field office there. Tac HQ in Butare is already functioning as coordination centre for Op HOMEWARD, so should also be fully included. Comms/coord is also needed in Kigali at the IOC. Daily communication between at least these 3 centres will probably be needed.

Question: Who decides the order in which camps will empty?  
Arrest policy: will RPA make arrests inside ORCs?

Timescale: 1 month or longer.

OP TAHA

Composition of:

Policy Cell:

- SRSB/VP & Minister of Defence - Chair.
- Minister of Rehabilitation
- Minister of Interior
- RPA Chief of Staff
- Force Commander UNAMIR
- Executive Assistant
- UN Humanitarian Coordinator or Rwanda
- UNHCR Representative?

~~Task Force~~  
~~Task Force~~: - Planning

Coord Group Planning

- UNREO Deputy Head + 3
- Rep Ministry of Rehabilitation
- Rep Ministry of Interior
- RPA Rep MINISTRY OF DEFENCE
- UNAMIR OIC + 6
- Rep UNHCR
- Rep Human Rights
- Information Rep
- NGO Reps ?

<sup>10C</sup>  
~~Main Body~~: Implementation

- Ministry of Defence
- Ministry of Rehabilitation
- Ministry of Interior
- UNHCR
- Human Rights
- Information Cell
- Land Commission
- UNAMIR HQ - through Coord Group
- NGOs - how many reps required?

~~Integrated Operations Centre~~ - Implementation

Task Force Plus:

- Communications
- Clerical Support
- Real Estate - Amahoro Stadium

### PLANNING SCHEDULE

1. Concept of Ops:
  - To SRSG & Government - 21 Nov
  - For Policy Cell Meeting - Week 21-26 Nov
  - For agreement - By 26 Nov
  - For issue - By 28 Nov
2. Op TAHA Terms of Reference:
  - For agreement at TF level - 21 Nov
  - For issue as draft - 23 Nov
  - For Policy Cell - ASP
  - For issue - ASP thereafter
3. Op TAHA Planning Schedule
  - For agreement at TF level - 21 Nov
  - For issue as draft - 24 Nov
  - For Policy Cell - ~~24 Nov~~
  - For issue - ASP thereafter
4. Op TAHA Planning Guidance
  - For agreement at TF level - By 26 Nov.
  - For issue as draft - By 28 Nov.
5. Plans required: By 10 Dec
6. Meshing of Plans: By 17 Dec
7. Writing of Central Plan: By 24 Dec
8. Issue of Central Plan: By 25 Dec
9. Action: ASP thereafter

PLANNING GUIDANCE - SUPPORTING PLANS

1. Information Plan. To be coordinated by SRSG office.  
Initial effort by current information  
team of: UNHCR + ?  
UNAMIR P Info
2. Aid Plan. To be coordinated by UNREO  
Support from NGOs  
UNHCR - Raw Data  
UNAMIR
3. Security Plan. To be coordinated by RPA/UNAMIR
4. Transport Plan. To be coordinated by UN WFP TCU  
Support from UNAMIR
5. Human Rights Plan. To be coordinated by Human Rights
6. Land Commission Plan. Later.

## Compte-rendu de la reunion DPI du lundi 14 novembre 1994

Cette rencontre a eu lieu dans la salle de conference de UNREO  
a 15h00.

### Participants:

Major Frank Kamenze/RPA  
Lttn Cameron/Officier de Liaison du RPA  
M. Justin Murara/D.G. du Ministere de la Rehabilitation  
Mme Marie-Josée Torres/UNHCR  
M. Chris Bowers/UNHCR P.I.  
Mme Masti Noiz/UNHCR - Butare  
M. Alex Gromo/UNDP  
M. Alain Sigg/Human Rights  
M. Pascal Lefort/AICF  
M. Vincent Cassard/MSF  
Mme Kate Farnworth/USAID-DART  
M. Michel Feldman/IOM  
M. Jean-Luc Siblot/PAM  
SSGT Hahn/HQ Britcon  
Maj. Don McNeil/HAC UNAMIR  
Maj. Lidstone/G3 Tac UNAMIR  
M. Dawit Giorgis/UNREO Deputy Coordinator  
M. Charles Petrie/UNREO D.H.C.  
Mme Margaux Vand de Fliert/UNREO IDP Liaison Officer

### Observateurs:

M. Xavier Delmon/Reseau des citoyens R.C.N.  
M. Yvan M'Bomo/Equilibre

### Ordre du jour propose:

- 1) Point d'information sur la collecte de donnees sur la population avec l'appui du FNUAP.
- 2) Fonctionnement des reunions du groupe de travail sur les PDI.
- 3) Proposition concrete d'une action concertee.

Le plan d'action/PDI MINUAR etant toujours en preparation,  
il ne peut etre distribue ni discute avec les participants.

Le D.G. du Ministere de la Rehabilitation propose de  
restreindre le nombre de participants a ce groupe de travail dans  
le but de le rendre plus efficient. L'assemblee semble en accord  
avec lui.

Le DHC de UNREO propose d'utiliser les rencontres du lundi



comme plate-forme pour discuter plus largement des problemes des  
-2-

PDI. Parallelement, devraient se former des commissions techniques pour realiser le plan d'action. Il a ajoute que la duree des rencontres des lundis ne devrait pas exceder 60 minutes.

Le sujet de la fermeture des camps est aborde (secteur 4 Alpha: Musange et Musabeya) et le Major McNeil fait la lecture des rapports de situation de la MINUAR concernant ces evenements et requiert la reponse du gouvernement a ce sujet.

Le Ltn Camerone explique a l'assemblee le deroulement des evenements tels qu'il les connait a ce jour et ajoute qu'il se rendra sur place demain pour enquerer les incidents en profondeur. Il demande de reporter le debat au moment ou il aura pris connaissance de tous les faits.

Le representant d'AICF informe l'assemblee qu'une reunion des ONG de la region concernee par ces incidents a eu lieu et sera suivi d'une seconde rencontre mercredi prochain concernant la securite des membres des ONG. Les ONG ont adressee une lettre au Premier Ministre pour lui signaler les incidents et obtenir des eclaircissements sur la situation generale.

Major McNeil ajoute que ces incidents ont des repercussions directes sur les activites de ce groupe de travail par leurs influences sur le mouvement des PDI et par l'insecurite qui en decoule pour les travailleurs, surtout au moment de l'enregistrement.

Il semble pour l'instant que les participants s'entendent a dire qu'il s'agit d'un manque de discipline et ils attendent le rapport du Lieutenant Camerone.

Une representante du HCR demande au facilitateur de cette rencontre de clarifier le role de UNREO dans le dossier des PDI. Il lui est repondu que UNREO a pour mandat la coordination de toute l'assistance humanitaire au Rwanda; le dossier des PDI faisant partie des actions humanitaires, UNREO y occupe le role de facilitateur et de point de focus.

En ce qui concerne le rapport du sous-groupe "information", l'assemblee a ete informee que les travaux sont en cours et qu'une autre reunion etait prevu pour demain.

Le representant des Droits de l'Homme suggere que le gouvernement publicise le nombre des PDI de retours afin d'ameliorer l'information/transparence dans les camps.

Une representante du HCR demande quelle est la politique du gouvernement vis-a-vis la cloture des camps. On lui repond que la politique est toujours la meme et que les incidents sont du a une difference entre politique et pratique et probablement a un manque de discipline de certains individus.

Les participants s'entendent sur le besoin d'une plus grande transparence de la part du gouvernement.

La reunion se termine a 16h10.