



COUNTRY OPERATIONS PLAN

OVERVIEW

Country: Rwanda

Planning Year: 2006

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2006 COUNTRY OPERATIONS PLAN FOR RWANDA

Part I: OVERVIEW

1. Protection and socio-economic operational environment

Rwanda emerged from a 10-year transition in 2003 when elections were held. The RPF and affiliated parties won them convincingly and their leader and incumbent, Paul Kagame, was elected president until 2010. 2004 was characterised by a consolidation of power which meant in turn curtailing the space for civil society and political opposition. The dominant in domestic politics in Rwanda will remain unity and reconciliation in general and justice for the genocide (incl. the national roll-out of Gacaca) in particular. Developments over the last two years have shown that healing division within Rwanda society will require a lot of effort on both sides still. Unity and reconciliation is the explicit ideology of the government of Rwanda in order to prevent ethnicity from becoming again a source of conflict, but a fierce debate has ensued about the direction of this policy and about various actions such as the contentious use of the term “divisionism” to discredit opposition voices. The dismantling of one of the few independent human rights organisations LIPRODHOR as well as the show trial against former president Pasteur Bizimungu occurred in the same context. In this climate of repression, freely moving asylum seekers and refugees are usually the first to suffer; and since domestic politics in Rwanda always have regional connotations, the local protection climate is marred by the continuing risk of politicising refugee groups and movements.

At the same time, Rwanda is firmly on track with regard to its development goals (PRS and the Government’s Vision 2020) and reforms as well as growth rates in recent years have pleased donors and IFIs alike. As one of the world’s poorest countries, Rwanda has to face a difficult task, especially since the landlocked country is not endowed with significant natural resources. Still, the economic outlook is by and large optimistic which will impact positively on UNHCR operations, in particular repatriation activities.

With Burundi and DRC, two of Rwanda’s neighbours are expected to conclude transition periods of their own in 2005. The success of these transitions is inextricably linked to Rwanda’s foreign policy. Particularly, the issue of negative forces in Eastern DRC (FOCA/FDLR) has remained an issue of contention and continuing threats of intervention by Rwanda. Unless concerted action will bring rebel members to justice, Eastern DRC will remain a fragile zone of low intensity conflict, detached from the transition taking place in the rest of the country. Consequently, this could impact negatively on the planned repatriation of Congolese refugees and it could also spur a renewed refugee influx into Rwanda.

Repatriation of Rwanda refugees will continue in 2006. During that year’s ExCom it is expected that partial cessation will be declared with the cut-off date of 31 December 1994. Due process will require continuation of assistance and monitoring. Furthermore, a qualitative and objective process of evaluation of the situation in Rwanda and intensified pursuit of durable solutions in countries of asylum will be required before the cessation clause can be declared.

The residual caseload of Rwandan refugees is estimated to be 50,000. This group is divided into two main subgroups: Firstly, there are an estimated 5,000 who were involved in the genocide and will have to face justice upon return. Secondly, there is the remainder of approximately 45,000 who are reluctant to return for the lack of economic prospects and/or the lack of public services such as education and health. It is likely that these refugees wait until the last moment before deciding to return. Nonetheless, unity and reconciliation is and will be the paramount pillar of the Government's domestic agenda for policy making and the repatriation of all its nationals fits in well.

The repatriation of Congolese is expected to take off after the successful conclusion of the transition in DRC. Since the vast majority of Congolese refugees in Rwanda come from the Kivus, the security in this volatile region is of paramount concern. However, it is expected that elections will take place in DRC within the timeframe provided for in the constitution. Hence, a Tripartite Agreement for the Voluntary Repatriation of Congolese Refugees could be signed in early 2006 at the latest in order to launch large-scale repatriation throughout that year. It has to be noted, however, that the Congolese refugees on Rwandan soil belong for the most part to the Rwandaphone community in the DRC and the Government of Rwanda is more likely than not to politicise their return.

Resettlement has been impeded in the past by the Government's refusal to grant exit permits. However, for the first time a solution was found in October 2004. The critical issue was to determine whether or not they had participated in the genocide and the Government for the first time in five years cleared Burundian refugees for resettlement. This will make the pursuit of durable solutions for refugees in Rwanda easier which in turn will free up resources for use by the local population, especially since Kigeme camp will be closed as a result.

In September 2004 President Kagame reorganised his cabinet barely one year after election. The main protagonists were kept in place, apart from the Minister of Health and the Minister of Local Government, the prime interlocutor for UNHCR. The latter was replaced by the Secretary of State for Good Governance. This was followed by a consolidation of government institutions which led to the abolition of the Joint Commission for the Repatriation and Reintegration of Rwandan Refugees (JCRRRR – a body established by presidential decree during the transition). Its functions were taken up by the newly established National Council for Refugees (Conseil National pour les Réfugiés – CNR), which came into being and took over registration and refugee status determination in early 2004. Consequently, UNHCR is hitherto working with MINALOC and the MINALOC-based CNR as its governmental implementing partners. However, since CNR assumed ownership of the national asylum system progress has been slow due to the abhorrent lack of capacity. Experts, particularly at government level, on refugee law and international protection are scarce, whilst at the same time the registration system was drawn up in conformity with decentralisation objectives and includes a multitude of different agents.

There is a reasonable chance that 2006 will be the year of returning peace, security and stability in the region. At the same time, the post-transitional phases will continue to be fragile processes and in order to mitigate the impact of sudden mass influx UNHCR Rwanda will continue to work on contingency plans.

Since 2000 the exit strategy for UNHCR operations in Rwanda projected conclusion and closure of all operations by 2006. However, due to recent influx and a drop in repatriation rates as well as wider regional instability, this is deemed too optimistic. Given the delay in repatriation to Rwanda as well as to DRC and given the increasing numbers of refugees in Rwanda, phase-out can be envisaged no earlier than late 2007.

2. Operational goals and potential for durable solutions

Derived from UNHCR's Regional Strategic Objectives, which in turn are based on the Global Strategic Objectives, the following are the overall strategic goals of the Rwanda programme for 2006:

- Provide comprehensive protection and assistance to all camp-based refugees still in Rwanda in 2006 including shelter, nutrition, health care, water and sanitation in line with UNHCR standards.
- Consolidate Burundian camps (and close Kigeme camp)
- Pay special attention to HIV/AIDS and SGBV prevention and care activities
- Provide protection and assistance for urban refugees including assistance to vulnerable refugees as well as education
- Prioritise education in the Rwanda operation with the continued provision of primary and basic secondary education as well as DAFI scholarships.
- Actively promote the repatriation of Rwandan refugees still abroad, particularly in connection with the declaration of the cessation clause expected in 2005 or 2006.
- Actively promote voluntary repatriation to the DRC under the auspice of a Tripartite Agreement establishing roles and responsibilities in the process.
- Continue and deepen the environment programme in order to mitigate impact of refugee settlements in densely populated Rwanda and to rehabilitate areas of Kiziba and Gihembe camp after partial repatriation to DRC; rehabilitate the Gikongoro site upon closure of Kigeme camp.
- Actively pursue resettlement as a durable solution and through the involvement of partners increase the total number of resettled refugees to 3,600
- Complete pending RSD and handover files to CNR
- Continue and intensify capacity building on International Protection and include capacity building on Code of Conduct
- Strengthen partners capacity in programme management including results based management and use of standards and indicators.

- Launch peace education programmes in camps, especially prior to repatriation activities
- Pursue public information strategies to increase visibility of the Rwanda operation and to keep refugees abreast on developments in their countries of origin

Part II: COMPREHENSIVE NEEDS AND PARTNERSHIP

1. Outcomes of joint planning and management of identified gaps

At the outset, it should be clarified that joint planning and development of the COP 2006 in Rwanda was impeded by the high turnover in international staff. Three out of four international staff in Kigali left at the beginning of the year and one of two in the field. Hence, the COP planning process was delayed and can therefore only include the results of a limited consultation with partners. All partners were consulted in January at field level. All field offices and sections were brought together in a workshop held in February to agree on a coherent approach for 2006 based on these consultations. Subsequently, partners were involved again in the consultations at Kigali level in order to get their feedback on the consolidated COP.

The main gaps identified in the joint planning exercises were in staffing and overall budget given the need particularly in the areas of environment and repatriation and reintegration assistance.

The Rwanda operation has been geared towards phase-out for several years now and over the last couple of years, budget and staff have been cut progressively. At the same time the workload and tasks have increased, particularly with the net influx of over 10,000 additional refugees in 2004. Additionally, in order to ensure due process with regard to repatriation of Rwandan refugees, new tasks in the area of monitoring were taken on board. However, due to the need to respond to several emergency situations in 2004 which are expected to reoccur in 2005, Monitoring Officers and Protection Officers in charge of Resettlement were sent on mission regularly to support field staff. This has impacted negatively on results in these areas.

With regard to operations in 2006, UNHCR Rwanda needs to improve its monitoring capacity, its resettlement capacity and its field capacity to run the additional Congolese camp and to start the Congolese repatriation.

Furthermore, it is paramount that the environment programme is maintained. The three-year programme funded by BMZ drew to a close in 2004, but environmental activities have to continue to mitigate the long-term impact of refugee camps, particularly if phase-out remains the target.

Moreover, refugees in Rwanda have suffered in recent years from budget cuts; a situation which was amplified by additional influx in 2004. As a result, interventions in sectors including water and sanitation, non-food items, shelter, community services, education and legal assistance are sub-standard. In three out of four camps, water is provided at a rate below the minimum of 15 litres per person per day and the average rate of persons per latrine is around 30. In terms of non-food items, refugees have too few clothes (given the cold climate due to Rwanda's topography), they receive 250g of soap instead of the prescribed 400g and they lack domestic and household support. Some sell parts of their food rations to cope. 15,000 of the 50,000 refugees in Rwanda live in shelter which does not meet the minimum standard for living space. There are also major challenges in the sector of community services: Girls and women of menstruating age do not receive sanitary towels and women are underrepresented in camp management committees, which in turn impacts negatively on the occurrence of SGBV. With regard to education, it is observed with concern that only 45% of refugee children attend in primary and secondary education. Concerning legal assistance, it has to be highlighted that the national asylum system is not

operational when it comes to status determination. RSD under the auspices of CNR is likely to start with a delay of up to two years due to a serious lack of local capacity in refugee law.

Lastly, in order to provide adequate incentives for Rwandan refugees to return, the repatriation package has to be improved in making available additional reintegration assistance. Economic security and prospects matter immensely to the remaining Rwandan refugees and they will only return voluntarily if they feel that their return to Rwanda is not a risk in economic terms.

This plan is designed to take into account the minimum standard of emergency assistance and durable solutions objectives, which were not met in Rwanda as a result of reduced funding in recent years.

As a result of the joint needs assessment, total figures of the 2006 planning for the programme in Rwanda including UNHCR, partners as well as Government contribution amount the total figure of 6,500,000 USD.

2. Contributions by partners

(a) Contributions by the host government, refugee and/or local communities

The Government contributes land to the refugee and returnee programme, allows access to natural resources such as water, solicits manual labour of Rwandan nationals for the environmental programme (reforestation) and the development of sites (levelling of plots) and also provides security and management in all camps and centres.

(b) Financial contribution of partners

Needs-based budget for the country operation	Total (all figures in US \$)	6,500,000
of which, estimated	UNHCR	4,200,000
	WFP	
	Operational partners	
	Implementing partners	800,000
	Unmet needs	1,500,000

3. Implementation and co-operation

Activities will be implemented through Government institutions and international NGOs as follows:

- The Ministry of Local Government, Good Governance and Community Development and Social Affairs (MINALOC) will be responsible for general camp management activities.
- GTZ-TOR will sign an agreement for transport of refugees and returnees, water, NFI, and other materials as well as fleet maintenance, fuel management and warehousing services.
- Africa Humanitarian Action (AHA) will sign an agreement for health and nutrition services in Kiziba camp.
- American Refugee Service (ARC) will sign an agreement for implementation in several sectors including water, sanitation, shelter, health and nutrition

services in Gihembe and Nyabiheke refugee camps as well as water/sanitation and shelter in Kiziba camp.

- Jesuit Refugee Service (JRS) will sign an agreement for education, vocational training and community services in Kiziba and Gihembe camps.
- Norwegian People's Aid (NPA) will sign an agreement to cover basic needs of urban refugees including food, household support, health and education.
- SMS in Geneva will ensure international procurement of non-food items.
- WFP will provide food for all camp based refugees based on the global MOU.

BO will continue to support the PARinAC Process to support and maintain dialogue between NGOs. Partners are invited to attend regional workshops and seminars offered by UNHCR as they relate to their expertise. Regular training sessions are held in-country on topics related to programme and protection issues. Immigration officials, and members of the National Refugee Council, as well as Norwegian People's Aid, which deals with the urban caseload, attend these seminars. Programme workshops are held at field locations on UNHCR procedures, standards and indicators, code of conduct as well as training on SGBV issues.

Additionally, UNHCR will cooperate with the UNCT under the auspices of UNDAF including its task forces and theme groups. Among the UN agencies with which UNHCR cooperates closely on operational issues are WFP, UNICEF, FAO, UNAIDS and MONUC. Furthermore, UNHCR will revitalise the cooperation with UNDP on reintegration of returnees under the 4Rs building on the already existing Geneva 4Rs Interagency Support Group, and it will deepen the cooperation with FAO on the same issue under the memorandum of understanding signed late in 2004

4. Multi-year strategies

In 2006, UNHCR will close the first camp (Kigeme), thereby starting a gradual, albeit belated, process leading to phase-out. The remaining Rwandan refugees will be assisted in their repatriation; including during a grace period following the declaration of cessation in 2006. That year is expected to be the last year of the Rwandan repatriation programme. At the same time it will be the first year of the Congolese repatriation which could be concluded in 2007, even though a residual group is expected to stay behind. However, at least two of the three Congolese camps could be closed by the end of 2007. The decision about the third camp will depend on the size of the residual group. Following the end of the transition in Burundi and with the expected normalisation of social and political life in Burundi in 2006, Burundian refugees will opt to return only if assisted by UNHCR. This could lead to the closure of the last Burundian camp by the end of 2007. At the same time, UNHCR Rwanda will actively pursue resettlement activities. This should leave UNHCR with persons of concern well below 10,000 at the end of 2007, which would make complete phase-out by 2008 possible.

Part III: BENEFICIARY POPULATIONS AND THEMES

Beneficiary Population #1: Rwandan Returnees

(a) Number and characteristics of beneficiaries

The vast majority of Rwandan refugees are of Hutu origin with a small percentage of mixed marriages and Tutsis. The latter two combined will not make up more than 10% of any caseload in any country of asylum. On the one hand this particular composition explains why they have sought refuge in so many different African countries (i.e. secondary movement after the conclusion of Tripartite Agreements for voluntary repatriation) and on the other hand it indicates at least partially why, even after almost 11 years, they are reluctant to return to Rwanda (see below).

(b) Main locations and types of settlement

Most are camp based or urban refugees. The majority in Uganda live in settlements. The numbers as at 1 January 2005 are as follows:

CoA	Caseload	CoA	Caseload
ANG	120 refugees (+ 120-200 unregistered)	MOZ	136 refugees (+ 476 asylum-seekers)
BEN	607 refugees	NAM	263 refugees / asylum-seekers
BKF	96 refugees	NGR	35 refugees
CMR	1,050 refugees	SEN	360 refugees / asylum-seekers
ICO	321 refugees	RSA	2,199 refugees
COB	7,281 refugees	TOG	840 refugees
COD	10,000 refugees (8,500 of them in the Kivus)	UGA	12,000 refugees (+ 7,000-12,000 unregistered)
KEN	1,541 refugees (+ up to 4,000 unregistered)	ZAM	4,891 refugees / asylum-seekers (+900 with unclear status)
MLW	2,896 refugees / asylum-seekers	ZIM	3,077 refugees / asylum-seekers
MLI	81 refugees		
TOTAL		47,794	

It is expected that the bulk of refugees based in COD and UGA will return in 2005 (about 20,000) and that another 20,000 will return in 2006 from all countries.

(c) Assumptions and constraints

It is assumed that the political situation in Rwanda will not change drastically during 2005/2006, and that the government will continue to receive its returning nationals. UNHCR is furthermore working under the assumption that 5,000 Rwandan refugees will be integrated locally in the country of asylum and that another 5,000 Rwandan refugees who are considered ideological hardliners will never return to an RPF governed Rwanda. The remainder will only return voluntarily if good economic incentives are in place which concerns both development prospects in Rwanda as well

as assistance provided by UNHCR. The population as a whole has a literacy rate of 50% and an estimated 2/3 of the population still is living below the poverty line. Land scarcity remains Rwanda's biggest socio-economic challenge with 90% of the workforce in the subsistence agricultural sector, in a country with a population density of over 300 people / km². Returnees, being predominantly of rural origin, place additional strain on scarce resources upon their return. It is impossible to get reliable and confirmed statistical information on the Rwandan refugees in eastern DRC. The figure of 8,500 refugees in the Kivus is an estimate based on consultations in previous years, but I would not be surprising if the number was 50,000 or higher. More Tripartite Agreements will be signed in 2005 and 2006 and cessation will be declared in 2006 observing due process.

(d) Projects related to this beneficiary population

06/AB/RWA/RP/370 – 466,614 USD

Beneficiary Population #2: Camp Based Congolese Refugees / Asylum Seekers

(a) Number and characteristics of beneficiaries

Congolese refugees are sheltered in Kiziba and Gihembe camp. In the course of 2005, some 7,000 still temporarily housed in Nyagatare and Nkamira transit centres are expected to be transferred to a new camp in Byumba province. This will bring the total camp-based population to 45,000 assuming that at the same time a total of 3,000 Congolese will return spontaneously in 2005 still. The vast majority of Congolese refugees (94%) are from North Kivu having fled DRC between 1996 and 2004.

Projected figures for 1 January 2006 are as follows:

Age Group	Male	(in %)	Female	(in %)	Total	(in %)
0-4	4,752	22%	5,016	19%	10,080	21%
5-17	10,368	48%	11,088	42%	21,600	45%
18-59	5,832	27%	9,504	36%	14,880	31%
60 and >	648	3%	792	3%	1,440	3%
	21,600	45%	26,400	55%	48,000	100%

(b) Main locations and types of settlement

Kiziba camp (Kibuye province) and Gihembe camp (Byumba province) are home to about 38,500 Congolese refugees where UNHCR provides comprehensive protection and assistance including non-food items, health services, primary and secondary education and income generating activities. WFP provides food to all refugees.

A new site (insert name) is being developed in 2005 in Byumba province which will be able to host up to 10,000 Congolese refugees.

(c) Assumptions and constraints

Refugees will be transferred from the transit centres in Gisenyi and Cyangugu to the new site in Byumba in 2005. Some 3,000 Congolese decide to repatriate spontaneously when assistance is phased out in said transit centres. About 500 urban

refugees will be transferred to the new site. Refugees are issued identify cards (photo ID) in 2005 following a comprehensive registration.

Resettlement will continue in 2006. The needs are for 3,600 persons to be resettled, whereas the office at current levels can process a maximum of 1,000 refugees. Half of them are expected to be camp-based Congolese.

The Congolese refugees are a very complex caseload due to cultural ties to both Rwanda and DRC. Military recruitment of refugees (youths in particular) could happen again in 2006. This is highly contingent upon the evolution of the situation in DRC. In the worst case, the Government of Rwanda could launch another “voluntary” repatriation operation in 2005 or 2006, as happened in 2002.

Severe shortage of land and level of poverty precludes local settlement or self-sufficiency for the refugees, who are generally peasant farmers.

(d) Projects related to this beneficiary population

06/AB/RWA/CM/270 – 3,733,386 USD

Beneficiary Population #3: Camp Based Burundian Refugees / Asylum Seekers

(a) Number and characteristics of beneficiaries

Burundian refugees are sheltered in Kigeme and Nyamure camp. New arrivals expected in 2005 will be transferred to Nyamure once extension has been completed. This will bring the total camp-based population to 6,000. Of the Kigeme group many came to Rwanda in 1972, others came in the 1990s. All of the refugees based in Nyamure arrived in 2004 or later – from the northern provinces exclusively.

Projected figures for 1 January 2006 are as follows:

Age Group	Male	(in %)	Female	(in %)	Total	(in %)
0-4	570	19%	510	17%	1,080	18%
5-17	1,230	41%	1,110	37%	2,340	39%
18-59	1,140	38%	1,320	44%	2,460	41%
60 and >	60	2%	60	2%	120	2%
	3,000	50%	3,000	50%	6,000	100%

(b) Main locations and types of settlement

Kigeme camp is a small camp providing shelter to about 650 refugees. The refugees are provided with non-food items, health services, primary and secondary education as well as food from UNHCR through MINALOC/CNR.

Nyamure camp is a bigger camp currently holding 3,000 refugees. They are provided with non-food items, informal schooling (formal schooling to start in 2005) and health services. WFP provides food.

(c) Assumptions and constraints

The main durable solution objective for Burundian refugees remains resettlement. The aforementioned need for 3,600 and capacity for 1,000 includes Kigeme based Burundian refugees, however, their departure has been impeded in the past by the reluctance on the part of the Government of Rwanda to issue exit permits. This was due to their potential involvement in the genocide. However, a new *modus vivendi*

established in 2004 and 2005 should lead to successful resettlement of the last refugees from Kigeme. The remaining refugees will be transferred to Nyamure and Kigeme will be closed. Furthermore, 500 Burundian urban refugees will be transferred to Nyamure.

(d) Projects related to this beneficiary population

06/AB/RWA/CM/270 – 3,733,386 USD

Beneficiary Population #4: Urban Refugees and Asylum Seekers

(a) Number and characteristics of beneficiaries

This group is composed of refugees from various countries. The majority are from DRC and Burundi, but a total of about 2% of urban refugees and asylum seekers come from Angola, Chad, Eritrea, Ethiopia, Kenya, Liberia, Sierra Leone, Sudan and Somalia Uganda. The data will change significantly following the joint registration/verification in 2005.

Projected figures for 1 January 2006 are as follows:

Age Group	Male	(in %)	Female	(in %)	Total	(in %)
0-4	340	17%	380	19%	720	18%
5-17	700	35%	740	37%	1,440	36%
18-59	920	46%	840	42%	1,760	44%
60 and >	40	2%	40	2%	80	2%
	2,000	50%	2,000	50%	4,000	100%

(b) Main locations and types of settlement

Urban refugees live in and around Kigali in private accommodation, some of which are paid for by UNHCR. Vulnerable urban refugees receive food assistance. Furthermore, some are provided with health care services and education.

(c) Assumptions and constraints

Statistics for urban refugees have been highly unreliable for years and a registration/verification in 2005 will yield corrected figures. Limited funds and thus assistance will be available for urban refugees and those of Burundian and Congolese origin will be encourage to transfer to camps where they would receive more comprehensive protection and assistance. Otherwise, in Kigali they will only benefit from limited community services support and legal assistance, particularly for detained persons.

A continuing problem is the lack of appropriate documents due the slow processing speed at CNR and the periodic clamp-down on foreigners form neighbouring countries by the Government of Rwanda. This will remain a protection concern and challenge in 2006.

Resettlement will be the principle durable solution pursued for urban refugees, however, the aforementioned gap between needs and capacity applies.

(d) Projects related to this beneficiary population

06/AB/RWA/CM/270 – 3,733,386 USD

Beneficiary Population #5: Congolese Returnees

(a) Number and characteristics of beneficiaries

Camp-based and urban Congolese refugees are will be able to opt for assisted return to the DRC from 2006. 94% in Gihembe and Kiziba are from North Kivu (incl. territories such as Masisi, Bwito, Rutshuru, Oso, Lubero, Walikale, Bukumu, Bashali, Rwangoma, Katoyi, Ville de Kanyabayonga). Other smaller groups are from Katanga (4,5 %) and South Kivu (1,5%) They arrived between 1996 and 2004.

(b) Main locations and types of settlement

In order to return to DRC they will leave Rwanda via return points/border points: at Cyangugu (Bukavu) and Gisenyi (Goma). Road conditions for transport to the border are good except for stretches of the road between Kibuye and Kiziba camp (~30km). All trips can be carried out within one day, except for trips from Byumba to Cyangugu, for which Butare could provide a provisional rest area.

(c) Assumptions and constraints

UNHCR is working under the assumption that the transition in DRC will positively affect the security environment in the Kivus thereby enabling Congolese refugees to return in safety and dignity. Furthermore, it is assumed that public services and infrastructures are rehabilitated; otherwise refugees are unlikely to volunteer for repatriation.

Furthermore, there are two rainy seasons in Rwanda (Nov/Dec and Feb-Apr) that could impact on large scale movements, particularly from Kiziba. When starting returnee movements, several factors have to be taken into consideration, such as education needs and the start of school years and health (particularly if the refugee is on ARVs). If conditions to return are addressed (security, nationality/citizenship, civic structures/schools, land and property, central and local government sensitisation campaigns most of the Congolese refugees will repatriate, 10,000 of whom in 2006, except for residual group of 2,000. They are comprised of those who have ties with Rwanda, those who committed crimes in Congo, those who have no property or belongings to return to and wait and seers, as well as those who have expectations of resettlement to third countries.

(d) Projects related to this beneficiary population

06/AB/RWA/RP/371 – 402.432 USD

Theme #1: Environment

(a) Rational for establishing a theme

Environmental issues play a central role in Rwanda, and especially because of the population density (over 300 pers/km²) and the scarcity of land, UNHCR has a responsibility to make its operations as well as an eventual phase-out sustainable.

In 2004, the Government of Rwanda put a stop to the use of wood for shelter construction or as energy source in order to counter devastating deforestation tendencies. This policy affects refugees and returnees alike. UNHCR is already

looking into alternative energy sources such as bio-mass and peat. With the projected closure of camps – Kigeme in 2006 – it is vital that UNHCR rehabilitates the sites in order to return them to the local community in a sustainable state. All these activities require constant monitoring and technical expertise.

(b) Assumptions and constraints

It is assumed that much effort and funding will have to go into replacing wood as a source of energy and for construction. At the same time, reforestation and rehabilitation activities will become necessary when camps are downsized or closed as refugee numbers decline. 2004 was the last year of a three-year programme funded by BMZ and activities are being scaled down in 2005 already. It will be difficult to continue the theme with less funding and without the post of Environmental Officer.

(c) Projects related to this theme

06/AB/RWA/CM/270 – 3,733,386 USD

06/AB/RWA/RP/371 – 402.432 USD

Theme #2: Capacity Building

(a) Rational for establishing a theme

The National Refugee Council (CNR) was only established in 2003 and became operational in 2004, albeit with many problems and delays. This is mostly due to a lack of capacity with concerning international protection and refugee law. Thus, CNR including other governmental bodies working in cooperation with CNR will require support from UNHCR in 2006.

CNR took over registration and RSD from UNHCR in 2004 as stipulated in the national refugee law from 2003. It is vital that UNHCR continues to monitor the respect of this law and its regulations in relation to RSD. UNHCR also has to continue monitoring the respect of the new law in relation to asylum seekers and refugee rights. Monitoring activities will be carried out in Kigali as well as at border entry points.

In comparison to 2004 and 2005, capacity building in 2006 will be widened to include governmental and non-governmental implementing partners alike. It will also cover capacity building on the code of conduct.

(b) Assumptions and constraints

CNR has been lacklustre in its efforts to register new arrivals within the prescribed timeframe and information exchange between CNR and UNHCR has been particularly disappointing since the CNR's inception in 2003. Even if an MOU is signed in 2005, these problems will persist in 2006.

At the same time, CNR is expected to work ever more efficiently, particularly once more persons are trained on refugee law and the national asylum system and once CNR has set up proper infrastructures including office and reception space.

(c) Projects related to this theme

06/AB/RWA/CM/270 – 3,733,386 USD

06/AB/RWA/RP/370 – 466,614 USD

Theme #3: HIV/AIDS

(a) Rational for establishing a theme

HIV/AIDS is receiving ever more attention, particularly in the Great Lakes Region under the GLIA initiative supported by the World Bank and UNAIDS. For an adequate response in HIV/AIDS prevention and care, additional efforts and activities will be necessary in 2006.

(b) Assumptions and constraints

Additional funds are likely to become available through GLIA and other initiatives. Implementing partners could also contribute additional funds to HIV/AIDS activities given recent increases in budgets earmarked for the fight against the pandemic. UNCHR in close cooperation with implementing partners will increase sensitisation activities in all sites including transit centres. Beyond this, new partnerships will be started in conjunction with UNFPA, PSI and other actors. Multisectoral coordination will be reinforced with all stakeholders at field level and in Kigali. Advocacy will continue for better access of refugees to ARVs and PMTCT services in line with the national policies and protocols. The SGBV task forces will be extended to also sensitise persons in the transit centres.

(c) Projects related to this theme

06/AB/RWA/CM/270 – 3,733,386 USD

06/AB/RWA/RP/371 – 402.432 USD

Part IV: MANAGEMENT

1. Management objectives

Development of staff will continue to be a priority. Given the gradual rightsizing of the Rwanda operation local staff is under psychological pressure for fear of losing their jobs. UNHCR is committed to improving their opportunities through training and staff development. During 2006, we will build on skills developed/learnt in 2005 and identify learning opportunities for UN official languages, IT & Telecommunication, First Aid etc. UNHCR will also focus on HIV/AIDS awareness for all staff and an update on training for the proper handling of communications/security equipment for all staff. Also, training on security awareness will be organized during 2006.

UNHCR will improve its public information efforts. BO Kigali will ensure the regular provision of updates and information material to donors, sister agencies, visitors/missions and other stakeholders. Instead of quarterly updates or updates on demand, UNHCR will increase its profile in providing such material on a monthly basis. Moreover, UNHCR will envisage the production of an information booklet covering the last 5 years of UNHCR operations in Rwanda.

UNHCR will continue to work with national and local authorities to ensure the security of refugees and returnees, their camps, repatriation sites and transit camps.

UNHCR will adhere to the respect of security measures recommended by the UN Security Management Team (SMT) on travels and security advisory procedures in Rwanda.

BO Kigali will have one Field Safety Assistant who will continue to advise on measures to improve security around the Offices, refugee camps, transit centres and staff residences by assessing and providing recommendations to meet the UN security system standards in the country. He will also conduct security training for staff to enhance security precautions/measures and standards.

During 2006, UNHCR will continue to work closely with, and support, the UN Security Cell in its efforts to harmonize the UN Security System in Rwanda. UNHCR also recommends that due to lack of adequate security standards at residences of locally recruited staff, salary advances should be authorized to those who justify the need to improve security at their residences.

The VARI scheme should be reinstated in 2006. It has to be noted that any substantial medical needs required by staff members and their families must be obtained outside Rwanda due to limited medical facilities in the country. Staff members usually obtain medical services during their VARI time alongside the necessary relaxation required for working in a stressful and isolated environment such as Rwanda. Furthermore there are very few options for leisure activities in the country.

2. Justification of post requirements and administrative budgets

The minimum adequate administrative support costs for the Rwanda operation in terms of human, logistic and financial resources for the normal pursuing of voluntary repatriation of Congolese and Rwandan, the reintegration and the resettlement activities will be more important than during the current year. As a matter of fact, repatriation staff members as well as protection and community development ones will have to be hired. On the one hand, the political situation in Burundi has been compelling some minority ethnic groups to flee into Rwanda as a result of elections and seek asylum and may not return back home. On the other hand, given the current situation in DRC, it would not be advisable to phase out in 2006. Realistically, some 10,000 Congolese and 20,000 Rwandan may repatriate in 2006. Therefore, the current caseload of 50,000 persons will increase, along with the workload in Rwanda.

In view of the above, we propose the strengthening of the Branch Office where only four UNHCR international staff members including the Representative P5, the Senior Protection Officer P4, the Programme Officer P3 and the Administrative Officer P3 are assisted by three international UNVs and three local UNVs assuming the monitoring of refugees/returnees.

The creation of one Protection Officer L3 post to assume the normal functions of a Protection Officer including supervision and coordinating of local staff members work in the field would allow the Senior Protection officer who is also assuming the functions of Deputy Representative to be more available to undertake frequent field visits. As UNHCR activities are expanding due to Congolese repatriation, one Associate Programme Officer NOB post would provide support to the programme section with regard to programme management, above all liaison with implementing partners. This support is essential to ensure training and guidance, strengthening the section in needs assessment, monitoring and evaluation of projects as well as reporting (RBM approach).

One External Relations/Reporting Officer L3 will be required to establish and maintain good relations and communications with all the parties involved in the UNHCR activities in Rwanda which are complex and need to be explained to the public as well as to stakeholders and the media. The incumbent will also assist the Representative in drafting and submitting many in-house UNHCR reports, such as monthly Sitreps, annual reports of all kinds, on time.

While we fully agree that the staffing level would be flexible to fit with the prevailing situation, this operation did not benefit from adequate administrative and finance support due to intensive posts cuts. As a result admin functions in many field offices had to be merged with that of Telecoms Operator for instance. It would be essential to reinstate the posts of Telecoms Operator GL4 at the Branch office, that of Admin Clerk GL4 to help in general administrative matters and time consuming travels issues, as well as including the maintenance of an updated filing system, and one post of Finance Clerk GL4 to help in preparing/screening supporting documents for payment as well as ensuring proper separation of functions in the finance unit. One post of Data Entry Clerk GL4 will also be necessary in the protection section for the necessary establishing and maintenance of individual cases database (ProGress). One post of Supply Clerk GL4 will be necessary to follow up on asset track matters as BO has a huge number of assets under its implementing partners and in various UNHCR offices as well. The incumbent will help in maintaining a standard and acceptable handling of the Asset management policy.

The Branch office will have to coordinate and supervise the repatriation exercise and one post of Repatriation officer L3 will be necessary in Kigali, as well as that of Repatriation Assistant GL6 in Kibuye, Byumba and Butare.

As you are aware, there no UNHCR staffing table for Butare yet and given the new influx of Burundian refugees, the Antenna Office in Butare will have to be established and strengthened with presence on the ground beside the UNV Field Officer heading that office, one post of Community Services Assistant GL6, one Field (Protection) Assistant GL6, one Repatriation Assistant GL6, one Secretary/radio Operator GL4, and one Driver GL2.

One Field Assistant post GL6 will also be necessary in Byumba to cover the new site of Ngarama. The Field office in Kibuye should also be strengthened with one UNV Field Officer to assist the head of office in the repatriation operation, one Protection Clerk GL4 and one Driver GL2 will also be necessary.

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The revised organigrammes are attached herewith.

The administrative budget is set at a level slightly higher than 2005 to cater for expected increase in in-country travel for monitoring activities for returnees and repatriation activities.