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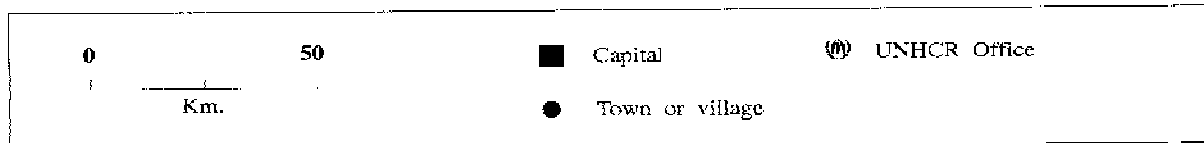
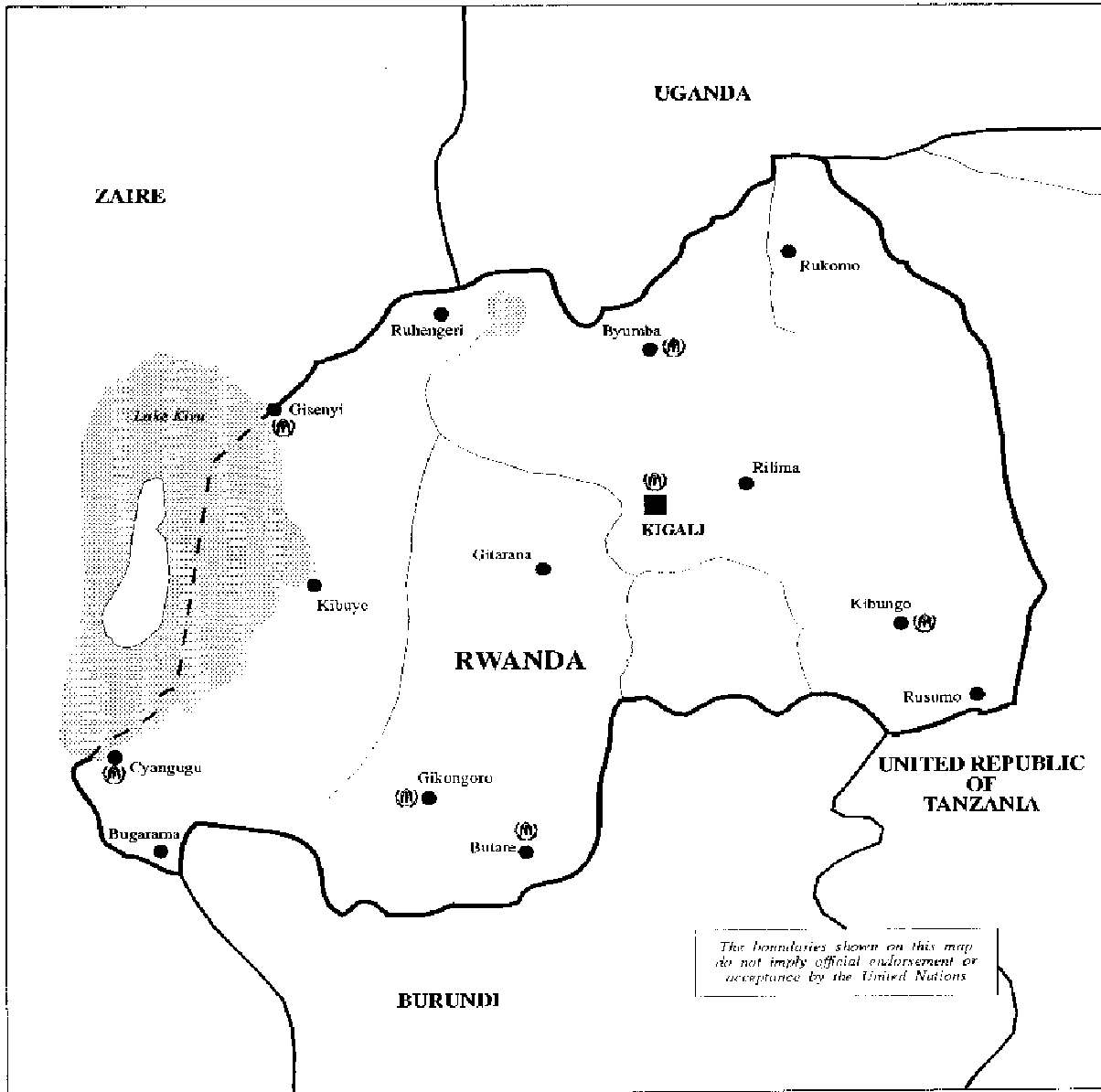
UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS:  
REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND  
BUDGET FOR 1996

PART I. AFRICA

Section 15 - Rwanda

(submitted by the High Commissioner)

# RWANDA



## I.15 RWANDA

### 1. Beneficiary population

1. At 31 December 1994, some 800,000 Rwandan refugees had repatriated to Rwanda. Approximately 600,000 of them are estimated to be from the "old" caseload (i.e., those in exile before April 1994), and the rest are from among those who fled Rwanda after April 1994. Persons from the former group repatriated spontaneously; those from the latter returned both spontaneously and with UNHCR assistance. Between January and end-June 1995, an estimated 149,000 persons (122,000 "old" caseload and 27,000 "new" caseload) repatriated spontaneously or with UNHCR assistance.

2. At the end of 1994, approximately 600,000 persons remained internally displaced, mainly in camps in the south-west of the country, of whom half were considered to be of direct concern to UNHCR. By the end of June 1995, all the camps in which they were living had been closed by the Government of Rwanda.

3. At the end of 1994, Rwanda was hosting a population of some 6,000 Burundi refugees. Out of them, only some 2,200 living in Kigeme camp, near Gikongoro, receive limited UNHCR assistance. The remainder live dispersed throughout in the country. Many of this group have expressed the wish to be repatriated. UNHCR is currently working with Burundi and Rwandan authorities on the modalities for their repatriation.

### 2. Developments in 1994 and 1995

4. In the two months following the events of April 1994, more than 2 million Rwandans fled seeking refuge in Burundi, the United Republic of Tanzania, eastern Zaire and Uganda. At the same time, most of the 273,000 Burundi refugees in Rwanda returned to their country.

5. After the Rwandan Patriotic Front assumed control in mid-July and following the creation of a new Government, UNHCR recommenced its activities in Rwanda, assisting and monitoring the return of refugees and internally displaced persons to their communes of origin. UNHCR concluded an agreement with the International Organization for Migration (IOM) for the transport of returnees and internally displaced persons. Non-governmental organizations (NGOs) have been providing technical support for the transport operation and are running the "way stations", the reception and transit centres in which returnees and internally displaced persons have been receiving the necessary assistance on their way home. UNHCR has also been providing returnees with a repatriation package containing soap, blankets, jerrycans and mats.

6. In addition to the individual assistance, UNHCR has supported activities towards community rehabilitation focusing on water, health, housing and primary education in the areas most affected by the return of refugees and internally displaced persons.

7. The problem of unaccompanied minors reached serious proportions, not only in Rwanda, but also in the countries of asylum. Several NGOs, the International Committee of the Red Cross (ICRC), UNICEF and UNHCR are working towards developing solutions through family tracing and support to foster families. UNHCR has set up a Regional Support Unit for Refugee Children which carries out a coordinating function within the framework of UNHCR's policy on refugee unaccompanied minors.

8. Other UNHCR-supported activities focus on returnee women, especially those who are heads of household. Many legal problems confront single women and widows, for instance, questions of inheritance and land ownership. In addition, female heads of household need to be assisted in becoming financially and socially independent. With special funds received from the African Development Bank, UNHCR is assisting the Ministry of the Family and Promotion of Women (MIFAPROFE) to support the returnee women's reintegration into Rwandan society.

9. In view of the state of the new Government's administration after the war, UNHCR also assisted the ministries involved in activities related to returnees, notably the ministries of Rehabilitation, Interior, and Justice, in their efforts to restore normalcy during 1994 and the first part of 1995.

10. Since September 1994, the Government of Rwanda (and notably the Ministry of Rehabilitation) has been confronted with the particular problem of massive return of refugees from the "old" caseload. The period of long exile implies that these returnees do not have property or land to return to. Many of them have settled in urban areas, principally in Kigali and Butare, where they live in houses owned by "new" caseload refugees who have fled to other countries. Smaller groups have also settled in other urban areas and along the main roads. For the rural caseload, UNHCR is seeking to help the Government settle "old" rural caseload returnees in new, government-designated rural settlements and provide them with building materials.

11. Between 12 and 17 February 1995, UNHCR, in close cooperation with the Organization of African Unity (OAU), organized in Bujumbura a Regional Conference on Assistance to Refugees, Returnees and Displaced Persons in the Great Lakes Region. The Conference, after having deliberated on all major aspects and causes of the problem, adopted a Plan of Action which focused on voluntary repatriation as the preferred durable solution to the refugee problem in the Great Lakes Region. The Conference underscored the important roles to be played by the countries of origin, the countries of asylum, the donor community, the United Nations system, the OAU, the Communauté Economique des Pays des Grands Lacs (CEPGL), ICRC and the NGOs.

12. In line with the results of the Regional Conference, UNHCR reconfirmed its planning assumptions to assist up to 1 million returnees during 1995. This planning assumption was later reduced to 500,000. A Tripartite Agreement covering the modalities for voluntary repatriation of Rwandan refugees was signed between the Governments of Rwanda and the United Republic of Tanzania, and UNHCR in April 1995. Already in 1994, similar agreements had been signed between the Government of Rwanda, UNHCR and the Governments of Burundi and Zaire.

13. Although voluntary repatriation is the preferred durable solution to the refugee problem in the region, internal security problems in Rwanda, coupled with arbitrary arrests throughout the country, have emerged as major obstacles preventing refugees from returning. Notably, the forced closure of internally displaced persons camps and the events which occurred during the closure of the Kibeho camp, have had a negative impact on refugee repatriation movements. Only towards the end of June were there indications that repatriation movements might resume.

14. In view of the reduced rate of return and the current shortfall in financial contributions, it was decided to reduce the level of UNHCR activities in Rwanda in 1995. This reduction was reflected in the revised Appeal for the Rwanda/Burundi Special Operation issued in July.

15. UNHCR is confident that improvements in the security situation in the refugee camps in Rwanda and in the country's judiciary system will encourage refugees to return during the second part of the current year.

### **3. 1996 country programmes**

#### **(a) Objectives**

16. UNHCR will continue to work towards a durable solution to the problem of Rwandan refugees and promote conditions conducive to voluntary repatriation.

17. At the regional level, UNHCR will further develop the Tripartite Agreement mechanisms as the most appropriate tool for the coordination of efforts towards repatriation between the countries of asylum, the country of origin and UNHCR.

18. UNHCR will maintain the current level of protection and assistance activities in areas of return and will also monitor the returnees' reintegration into their home communes, ensure their registration with the local authorities, and promote access to legal services in relation to legal property issues.

#### **(b) Proposed budgets for 1996**

##### **(i) Special Programmes**

20. The 1996 programme and related financial requirements will only be established in the second half of 1995, so that the most recent developments in the Great Lakes area can be taken into account. However, it is planned to maintain direct individual assistance to returnee families in 1996. Returnees will be provided as necessary with transport from the countries of asylum to the border of Rwanda and from there to their home communes, using reception and transit facilities already established in previous years.

21. With regard to community rehabilitation activities, it is expected that the majority of the urgent communal needs will have been addressed by the end of 1995, and that other agencies will have rehabilitation programmes in place. However, UNHCR will continue to keep a budget for specific quick impact projects (QIPs) in the sectors of water and housing to facilitate orderly reintegration of returnees.

22. Activities in support of unaccompanied minors will be strengthened, and UNHCR will continue to support children's centres and projects which have active tracing and family reunification components. Special attention will be given to the problems confronting returnee women, particularly their access to land as single heads of family.

23. In addition, UNHCR will continue to cooperate closely with the Ministry of Rehabilitation and Social Integration, with regard to the settlement of the "old" caseload, acting as a catalyst for longer-term rehabilitation and development activities in cooperation with other United Nations agencies, particularly UNDP.

**(c) Implementing partners**

24. UNHCR activities in Rwanda are being closely coordinated with the Rwandan Government Ministries concerned with returnee issues. The International Organization for Migration (IOM) continues to be the UNHCR implementing partner for the transport of returnees to their communities of origin, while British Direct Aid maintains the mechanical workshop supporting the logistics operation. A number of NGOs, including Care International, Concern and the Lutheran World Federation, are responsible for the delivery of material assistance to returnees. Responsibility for the community rehabilitation programmes has been entrusted to specialist sectoral NGOs. Health projects are being implemented by Médecins sans Frontières (MSF)-Switzerland and MSF-France, Norwegian People's Aid, Medicos en Catastrophe, German Emergency Doctors, International Medical Corps, and African Humanitarian Action. The water projects are being implemented by the Austrian Relief Programme and International Rescue Committee. The activities related to the unaccompanied minors are being implemented by Save the Children Fund, Terre des Hommes, Food for the Hungry and Africare. Support to the rehabilitation of the judicial system has been entrusted to Citizens Network. Several other agencies have implementing arrangements with UNHCR, the majority of which are expected to continue as implementing partners in 1996.

**(d) Programme Delivery and Administrative Support Costs**

25. Variations due to changes in budget parameters are not discussed in the subsequent analysis (Overview of UNHCR Activities, Part I (A/AC.96/845) refers).

**(i) 1994 expenditure (all sources of funds)**

26. The 1994 expenditure varies substantially from the revised estimates, which were made in the first half of 1994. Following the evacuation of all staff in April 1994, UNHCR reopened its Branch Office in Kigali in July 1994. Although vehicles

and equipment were taken along at the time of the evacuation as far as possible, considerable inputs were required to re-establish the office. In addition to reopening its office in Butare, UNHCR established a presence in Cyangugu, Gikongoro, Gisenyi, Kibungo and Byumba.

27. With the repatriation proceeding well during the latter part of 1994, additional posts were created as of November. A total of 125 additional posts were established, of which 24 were international posts. Considering the severely damaged general infrastructure in the country as well as the need to provide maximum security, it was felt beneficial to accommodate UNHCR international staff together, usually at the office compound. A special provision was made for a base camp manager, responsible for staff accommodation and food, which relieved staff members of household chores during the emergency phase of the operation. International Civil Service Commission (ICSC) authorization for the issuance of hazard pay for both local and international UNHCR staff was given for the period August 1994 to 28 February 1995.

**(ii) Revised 1995 requirements (all sources of funds)**

28. The revised estimates for 1995 include a provision for the increased number of posts created as of November 1994. Further, additional provisions were included under all non-staff objects of expenditure, such as office rental, vehicles and equipment. The temporary accommodation which UNHCR secured in July 1994 is no longer available as of July 1995; alternative office premises will thus have to be identified, and are likely to be expensive than the above temporary arrangement.

**(iii) Initial 1996 requirements (all sources of funds)**

29. As all but one post have a termination date of 31 December 1995, the initial provision for 1996 Programme Delivery and Administrative Support is minimal. The 1996 administrative requirements will be determined in relation to the assistance programme envisaged for 1996, a review of which will be carried out in the second half of 1995.

**UNHCR EXPENDITURE IN RWANDA**  
(in thousands of United States dollars)

1994	1995		1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
<b>GENERAL PROGRAMMES (1)</b>				
62.5	250.0	—	CARE AND MAINTENANCE	—
—	240.0	—	LOCAL SETTLEMENT	—
0.1 a/	—	—	RESETTLEMENT	—
62.6	490.0		SUB-TOTAL OPERATIONS	
62.6	490.0		TOTAL (1)	
<b>SPECIAL PROGRAMMES (2)</b>				
—	150.0	—	EDUCATION ACCOUNT	—
26,566.9	—	38,309.0	RWANDA/BURUNDI OPERATION	— b/
4,434.8	504.5	6,470.4	PROGRAMME DELIVERY See Overview Tables (Part II)	30.4 b/
317.7	74.4	430.8	ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	— b/
25.0	—	—	OTHER TRUST FUNDS Various types of assistance	—
33.6	52.0	—	ADMINISTRATIVE SUPPORT Junior Professional Officer See Overview Tables (Part II)	—
31,378.0	780.9	45,210.2	TOTAL (2)	30.4
31,440.6	1,270.9	45,210.2	GRAND TOTAL (1+2)	30.4

a/ obligation incurred against Other Programmes  
b/ Total requirements not yet determined