

[Retour à la page principale](#)  
[Back to the main page](#)

[Retour au sommaire](#)  
[Back to the Table of Contents](#)

REPUBLIC OF RWANDA

**Liberty - Cooperation - Progress**

**1996 ROUND TABLE CONFERENCE**

EMERGENCY ASSISTANCE

AND

DEVELOPMENT

**Work Document**

Ministry of Agriculture

Ministry of Planning

Ministry of Rehabilitation  
and Social Reintegration

Ministry of Labour and  
Social Affairs

Kigali, June 08, 1996

## **EMERGENCY ASSISTANCE AND DEVELOPMENT**

### **EXECUTIVE SUMMARY**

The Government of Rwanda, while acknowledging the validity of humanitarian aid provided to Rwanda since the 1994 events and the modalities of its distribution, wishes to fix with the institutions and the countries with which he has friendly relations the bases of a partnership that will ensure that:

- all the efforts geared towards the country's recovery progress along the same lines, i.e. that they fit in the development programmes and respect sectorial strategies defined by the Government;
- greater accountability characterize the implementation of those actions;
- assistance guarantees transition towards lasting human development of the Rwandese society instead of maintaining populations in a dependency situation.

In this context, while the Governments presents its main medium and long-term development orientations at this Round Table, it would at the same time like to indicate the modalities which the assistance offered by its partners, directly or through international agencies and NGOs, should adopt to achieve complementarity with its own orientations. This idea underlies the theme of transition from emergency assistance to development.

Discussions on this theme will therefore allow to:

1. pinpoint the type of emergency assistance the country needs, given the fact that such assistance is still necessary in order to strengthen bases which are still shaky in some areas and promote lasting development;
2. define Rwanda's needs in the following areas (orientated in such a way that the country's economic recovery is favoured, and as much as possible, promote the autonomy of beneficiary populations):

- vulnerable groups;
- repatriation, resettlement and reintegration of refugees;

3. clarify, for each of those areas, implementation and coordination modalities that will guarantee more accountability of the assistance offered to Rwanda by partners and will enable the Government to better control its work and its integration into the country's priorities;

4. in order to determine what would be the best priority intervention orientations (beneficiaries and strategies) and mechanisms to adopt so as to avoid the trap of the dichotomy between emergency assistance and development, reflect on the opportunity of setting up "security nets" to protect social classes left vulnerable after the emergency stage.

## **2. Present problems and realizations since the January 1995 Round Table**

### **2.1. Repatriation, resettlement and social reintegration of refugees**

The Government confirms the inalienable right for all refugees "old" and "newcase", but underlines the specificity of their respective situation, which raise on a different way the issues related to the security of persons and property et to the viabilisation/rehabilitation of the settlement and reinstallation sites.

The number of refugees still outside the country is estimated between 1.6 and 1.9 million people. The rate of return varied in the past according to the circumstances. It is difficult to appreciate how it will progress in the future. The rapidity of the return may not be considered as a condition for aid supply but on the contrary it is an appropriate aid, offered on time, which will stimulate repatriation and reconciliation.

The achievements obtained in 1995 and in the beginning of 1996 include:

- organization of bi-lateral ou tri-lateral meetings with the representatives of the host-countries and other partners and some visits of refugees;
- setting up of transit centres for refugees, organization of transportation routes for returnees and identification of priority sites for settlement/resettlement;
- design of an Action Plan and partial implementation of it up to an amount of 40 million dollars.

## **Repatriation, resettlement and social reintegration IN BRIEF**

**ref.:** There are more than 700,000; the identification and/ or development of permanent sites is a pre-requisite to their permanent settlement.

**Rate:** To support the present Rwandese population whose needs are well beyond the country's capabilities is the only realistic way to encourage returnees; that is why it is important to prepare for the progressive return from now as more than 1,500,000 persons are expected to come back soon.

**Priorities:** Develop newly identified sites.

Recreate the social fabric through actions of rehabilitating and construction of community infrastructure.

Recover the dynamic of production.

Plan long-term actions now: renewable flexible financing, follow-up and coordination mechanisms, reorientation of emergency funds towards support to development and to productive activities.

## 2.2. Vulnerable Groups

Genocide, massacres and war in Rwanda have created within the population categories of extremely vulnerable persons. The vulnerable groups which are under consideration here are those whose vulnerability results mainly from those events and comes on top of the "normal" vulnerability criteria (mainly in terms of family resources). Transition from emergency assistance to development assumes that the condition of those exceptional groups be dramatically improved before initiating the normal process of the country's socio-economic development.

In order to meet the different challenges faced in the Rwandese society one year and a half after the tragic events that have shattered it, a special typology has been adopted. Its objective is not to cover all the areas of vulnerability, but rather those where specific action can incite reintegration conditions (rehabilitate a disabled person, relieve a traumatized child). What is to be done in the framework of development actions, of Repatriation and Food Security is to develop appropriate criteria concerning the concept of Vulnerable Groups.

The concerned groups come under a large number of intervening parties, especially at the level of social ministries. The Government is fully aware of the fact that delimitation of responsibilities is felt as a priority by the ministries' partners. The proposed coordination mechanisms will address that concern.

Priority Vulnerable Groups identified include unaccompanied and street children, soldiers-children, women and children in detention, vulnerable households, traumatized persons, lonely elderly and handicapped persons.

### **Vulnerable groups IN BRIEF**

**Rwanda came out of the 1994 events traumatized. Apart from vulnerable groups in terms of access to resources, those events brought about categories of particularly vulnerable persons.**

**In short-term, it is necessary to get those groups out of their vulnerability : treat handicapped persons, provide family supervision to hundreds of thousands of unaccompanied children as well as to thousands of elderly people, help marginalized children (emprisoned, soldier and street children) recover their dignity and was was in a stable environment, support and understand traumatized persons, materially assist families having cumulated vulnerability factors.**

**In medium and long-terms, efforts must be made to ensure that those groups are reintegrated in stabilized socio-economic structures : make precise analyses of their situation, encourage community participation, invest in income producing and generating initiatives, promote associative and self-promoting movements, secure access to basic social services.**

**The large number of activities initiated in that respect are still very insufficient to meet all the needs. The only way to restore Rwanda's dignity and to revive solidarity mechanisms, is to get it out of its trauma by assisting the most affected of its population.**

### **3. Action Plans 1996-1998**

The three sub-themes under consideration present overlapping areas. It will be important to avoid duplication in the preparation of projects concerning the implementation of each theme and in financial allocation.

#### **3.1. Resettlement**

The Action Plan for Repatriation and Resettlement presented by the Government during July 1995 mid-term Review and updated in November 1995 during the thematic Consultation embodies the spirit of the Arusha Accords. It is particularly based on the inalienable right of return, the guaranty of property and people's security, a global programme of reconciliation, equity and equality in assistance and support to development, preservation of environment and natural resources and the taking into account of the country's absorption capacity.

The programme is faced with two important constraints: the necessity to settle on appropriate sites the "oldcase" refugees temporarily occupying newcase refugees' property and uncertainty regarding the rate of return which is subject to various hypotheses: accelerated massive return of the largest part of refugees with a rate over 10,000 people per day, organised and more spread out return of around 3,000 people per day or the rate noticed in the first months of 1996, 15,000 persons per month. This last scenario would change nothing to the enormous rehabilitation needs the country faces.

The Action Plan includes eight projects for resettlement and socio-economic reintegration concerning rural and urban sites, combined with various actions, designed as operational modules. These modules are addressed to housing, SME, human resources, secondary development poles, cattle breeding, transport, land legislation, social mobilization and

sensibilisation and information on repatriation and protection of natural resources.

Funds requested amount to US\$ 204 million (of which 144 for the sites projects), US\$ 27 million being already committed by donors.

### **3.2. Vulnerable Groups**

The Action Plan defines a framework of actions meeting the immediate needs of more vulnerable groups still affected by the tragic consequences of Rwanda's recent history. Its global objective is to ensure rehabilitation and psychological, social and economic reintegration of the most vulnerable groups so as to get them quickly out of their vulnerability on a long-term basis.

In order to respect the necessity of transition from emergency assistance to development, the following will be the principles guiding this plan in favour of vulnerable groups beneficiaries participation, the possibility to accede to basic social services, the integration to economic development and national capacity building.

Specific objectives and strategies for each vulnerable group have been worked out. Here are the guidelines: initiate surveys and census so as to precisely identify persons belonging to vulnerable groups, encourage socio-economic reintegration of vulnerable groups at local and community level, facilitate access of the most destitute people to basic services, ensure family reunification and social and community reintegration of non-accompanied children, promote psychosocial reintegration of traumatized persons, strengthen legal protection of vulnerable groups, establish structures of social assistance and ensure rehabilitation and physical and psychological reeducation of handicapped persons.

The cost of the Action Plan for three years is estimated to be fifty million dollars, of which ten are already committed.

### **3. Accompanying measures**

In order to guarantee the coherence of the programmes undertaken in favour of vulnerable groups and refugees and to avoid multiplication of decision-making bodies as well as to ensure rapidity and efficiency in the transmission of information, it is suggested that a unique Pilot structure for the follow-up of activities carried out for the implementation of the Action Plan discussed above be set up. The Pilot structure will be the *promotor*, the *facilitator* and the *advisor* for all the activities concerning the Plan.

The Pilot Structure will work at several levels (central and local) but according to the same organizational plan, reproduced at different levels with (i) a Liaison Office located in the Ministry of Planning, composed of a permanent secretary, a coordinator, independent consultant) as well as one representative appointed by each sub-sectorial Work Group and (ii) three Work Groups, composed of representatives from the Ministry in charge, technical ministries, international agencies, NGOs and other concerned parties in the private sector.

Each technical ministry whose sectorial policy will have to take into consideration the data of the present Action Plan, will be in charge of the implementation of the sections that concern it. In order to do that, priority will be given to direct implementation at the level of local collectivities implementation by non-Governmental partners and private individuals and participation of beneficiary populations.

The Pilot Structure will be in charge of the monitoring and the evaluation of the Action Plans.