P 020817Z FEB 94
FM AMEMBASSY KIGALI
TO SECSTATE WASHDC PRIORITY 5638
INFO AMEMBASSY ADDIS ABABA
AMEMBASSY BRUSSELS
AMEMBASSY BUJUMBURA
AMEMBASSY DAR ES SALAAM
AMEMBASSY KAMPALA
AMEMBASSY KINSHASA
AMEMBASSY NAIROBI
AMEMBASSY ROME
USMISSION GENEVA
USMISSION USUN NEW YORK
USLO MOGADISHU

LIMITED OFFICIAL USE SECTION 01 OF 04 KIGALI 00454

STATE FOR RP
GENEVA FOR RMA
ROME FOR FODAG
NAIROBI FOR REFCORD THOMAS-GREENFIELD
ADDIS FOR FARNSWORTH

1. SUMMARY. UNHCR SAYS MALNUTRITION AND DEATH RATES
REMAIN "FAR TOO HIGH" AMONG BURUNDI REFUGEES. WFP
COOPERATION ESSENTIAL TO OVERCOME FOOD
QUANTITY/QUALITY PROBLEMS. DYSENTERY STILL MAJOR
KILLER. REPATRIATION BEGINNING, BUT SECURITY IN
BURUNDI REMAINS UNHCR CONCERN. TAKING A REGIONAL
APPROACH, UNHCR PLANS ASSISTANCE TO RETURNEES. UNHCR
IS PROVIDING ASSISTANCE TO RWANDAN REPATRIATES FROM
BURUNDI BUT IS RELUCTANT TO BECOME INVOLVED WITH
RETURNEES FROM UGANDA. POST RECOMMENDS USG CONSIDER
ADDITIONAL CONTRIBUTION TO BURUNDI REFUGEE EMERGENCY,
CONTINUE TO PRESS WFP TO ASSURE FOOD SECURITY, AND
URGE UNHCR TO PLAY A ROLE IN ADDRESSING EARLY REFUGEE
RETURN FROM UGANDA. END SUMMARY.

MALNUTRITION

-----------------
2. RATES TOO HIGH. UNHCR EMERGENCY COORDINATOR,
FEDDE GROOT, BRIEFED DCM AND USAID DEPUTY 1/25 ON
SITUATION AMONG BURUNDI REFUGEES. HE SAID THERE WERE
STILL FAR TOO MANY PROBLEMS FOR THE END OF THE THIRD
MONTH OF THE EMERGENCY. TOP ON HIS LIST OF PROBLEMS
WAS MALNUTRITION, WHICH HE SAID WAS 16-20 PERCENT FOR
UNDER 5'S IN CAMPS IN BUTARE PREFECTURE, BUT UP TO AS
LIMITED OFFICIAL USE

PAGE 03  KIGALI 00454 01 OF 04 020908Z
MUCH AS 30 PERCENT IN SOME CAMPS IN BUGESERA, SOUTH
OF KIGALI. HE SAID THE NON-COMPARABILITY OF THE
STATISTICS DUE TO THE NUMBER OF NGOS INVOLVED IN
MEASURING AND AND VARIETY OF MEASURING TECHNIQUES
COULD NOT OBSCURE UNIVERSALLY HIGH MALNUTRITION RATES.

3. FOOD QUANTITY/QUALITY. THE MAJOR PROBLEM, GROOT
SAID, WAS UNSATISFACTORY FOOD AVAILABILITY. HE
DESCRIBED THE FOOD BASKET OF THE FIRST SIX WEEKS OF
THE EMERGENCY "MEDICALLY INADEQUATE" AT 1300 KCALS.
THE NEW RATION, AGREED HE SAID AT 2100 KCAL, NEVER
EXCEEDED 1900 KCAL. (NOTE: IT WAS NEWS TO EMBASSY
AND USAID THAT THE RATION WAS TO HAVE REACHED 2100
KCALs. END NOTE.) THE REASON, HE SAID, WAS THAT 50
GRAMS OF CSB HAD NEVER BEEN INCLUDED. WFP IS VAGUE
ABOUT WHEN THE CSB WILL ARRIVE IN RWANDA. HE ADVISED
USAID TO EXPECT A REQUEST FOR HELP IN OBTAINING CSB
FROM STOCKS IN MOZAMBIQUE.

4. PIPELINE. ECHOING USAID’S OWN ASSESSMENT, GROOT
SAID THE WFP PIPELINE OFFERED NO/NO FOOD SECURITY FOR THE OPERATION. HE SAID WFP IS VAGUE ABOUT FOOD SOURCES AND UNABLE TO PROVIDE SPECIFIC INFORMATION ABOUT WHAT IS IN COUNTRY AND WHAT IS COMING.

5. DISTRIBUTION. GROOT SAID THAT FOOD WAREHOUSING AND ONWARD TRANSPORTATION TO DISTRIBUTION POINTS, THE RESPONSIBILITY OF THE RWANDAN RED CROSS (RRC) UNDER THE SUPERVISION OF THE INTERNATIONAL FEDERATION OF THE RED CROSS (IFRC), IS GRADUALLY COMING UNDER CONTROL. EXPATRIATE FOOD MONITORS, TO ASSURE

LIMITED OFFICIAL USE

PAGE 04 KIGALI 00454 01 OF 04 020908Z

REFUGEES RECEIVE THEIR DUE, ARE THE KEY TO RELIEVING PRESSESURES ON LOCAL RRC WORKERS. IFRC, SLOW TO RESPOND INITIALLY, HAS HAD 12 FOOD MONITORS SUPERVISING THE 23 FOOD DISTRIBUTION SITES SINCE EARLY JANUARY. UNHCR IS RECRUITING 8 UN VOLUNTEERS TO BRING THE TOTAL TO 20. ALSO, SINCE THE LATE DECEMBER CENSUS, LEAKAGE TO LOCAL RWANDANS HAS VIRTUALLY ENDED, REDUCING ACTUAL BENEFICIARIES FROM

LIMITED OFFICIAL USE

NNNN
DECONTROLLED/UNCLASSIFIED

Page 4

Current Class: LIMITED OFFICIAL USE
Current Handling: n/a
Document Number: 1994KIGALI00454

Case Number: 200003723

AMEMBASSY NAIROBI
AMEMBASSY ROME
USMISSION GENEVA
USMISSION USUN NEW YORK
USLO MOGADISHU

LIMITED OFFICIAL USE SECTION 02 OF 04 KIGALI 00454

STATE FOR RP
GENEVA FOR RMA
ROME FOR FODAG
NAIROBI FOR REFCORD THOMAS-GREENFIELD
ADDIS FOR FARNSWORTH

LIMITED OFFICIAL USE
LIMITED OFFICIAL USE

PAGE 02 KIGALI 00454 02 OF 04 020910Z
E.O. 12356: N/A
TAGS: PREF, RW, BY
SUBJECT: BURUNDI REFUGEES: TOO MANY PROBLEMS;

400,000 ACTUAL RECIPIENTS AT THE END OF DECEMBER TO
THE CURRENT 272,000. (HOWEVER, WITH DROUGHT PLAGUING
THE AREA WHERE THE REFUGEE CAMPS ARE, TENSIONS ARE
RISING BETWEEN REFUGEES AND LOCALS.)

6. SIX WEEKS TO RECOVERY. GROOT PREDICTED THAT IT
WOULD TAKE AT LEAST SIX WEEKS TO REDUCE MALNUTRITION
LEVELS SIGNIFICANTLY, PROVIDING REFUGEES RECEIVED THE
1900 KCALS NOW BEING DELIVERED, AND PROVIDING THE
LABAKAGE CONTINUED TO BE CONTROLLED. THIS WILL
REQUIRE ENSURED WFP PIPELINE AND THE ARRIVAL OF THE 8
UNV'S. GROOT SAID WFP/KIGALI HAS AGREED IN PRINCIPLE
TO A UNHCR REQUEST TO INCREASE FOOD RATIONS TO 2300
KCALS, BUT HE WORRIES WFP/ROME, STUNG BY FOOD
DIVERSIONS IN THE NORTH, MAY NOT AGREE.

HEALTH SYSTEMS

7. DEATH RATES HIGH. GROOT SAID THAT DEATH RATES
AMONG THE REFUGEES ARE STABLE BUT UNACCEPTABLY HIGH
AT 3.7/10,000/DAY. DYSENTERY IS STILL THE MAIN
KILLER, HE SAID, ADDING THAT THE UNUSUAL PHENOMENON
ON LACK OF SOLIDARITY AMONG REFUGEES IS A
CONTRIBUTING FACTOR. HE EXPLAINED THAT EVEN THE
REFUGEE STAFF, MAKING HOME VISITS TO ASSURE PEOPLE RECEIVE MEDICAL ATTENTION AS NEEDED, SEEMED DISINTERESTED IN HELPING FELLOW REFUGEES IN LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 03 KIGALI 00454 02 OF 04 020910Z

DISTRESS.

8. WATER/SANITATION/DECONGESTION. NEVERTHELESS, REFUGEE LIVING CONDITIONS ARE IMPROVING. SEMI-PERMANENT WATER SYSTEMS INSTALLED BY CARE INTERNATIONAL AND OXFAM ARE REPLACING EARLY EMERGENCY WATER SYSTEMS OF MSF/B AND MSF/F, WITH 8 LITERS OF WATER PER PERSON PER DAY CURRENTLY AVAILABLE TO ALL REFUGEES. THERE IS ONE LATRINE PER 80 REFUGEES. ALSO, THE PRIORITY CAMP MOVES ARE NEARLY COMPLETE, WITH THE LAST MAJOR MOVE BEGUN JANUARY 27.

REPATRIATION BEGINNING

-----------------------------

9. ABOUT 2,000 PER WEEK. GROOT SAID THAT SPONTANEOUS REPATRIATION HAS BEGUN, ALTHOUGH AT A LOWER RATE THAN FROM TANZANIA. DESPITE A CONTINUING TRICKLE OF ARRIVALS FROM KIRUNDO PROVINCE, HE SAID A "COUPLE THOUSAND" REFUGEES A WEEK HAVE BEEN RETURNING SINCE EARLY JANUARY FROM THE SOUTH AND SOUTHWEST PREFECTURES OF BUTARE, GIKONGORO, AND CYANGUGU. HE ATTRIBUTED THIS MOVEMENT TO STABILIZATION OF THE SITUATION IN BURUNDI, RUMORS OF SCHOOL OPENINGS, AND THE APPROACH OF THE NEW PLANTING SEASON. HE ALSO NOTED THAT THOSE REFUGEES WHO CAME FROM JUST ACROSS THE BORDER AND HAD NOT THEMSELVES EXPERIENCED VIOLENCE SEEMED TO BE THE FIRST ONES RETURNING.

10. BURUNDI MINISTER VISITS. BURUNDI'S CIVIL SERVICE MINISTER, LEONARD NYANGOMA, VISITED RWANDA FOR SEVERAL DAYS BEGINNING 1/19. GROOT SAID UNHCR HAD DELIBERATELY KEPT ITS DISTANCE FROM THE MISSION WHOSE STATED OBJECTIVE WAS TO PROMOTE REPATRIATION AND LOOK INTO FOOD DIVERSIONS. NEITHER GOVERNMENT
REFugee officials nor UNHCR were aware of the visit before the minister arrived.

11. SECURITY CONCERNS. Special envoy of the refugee high commissioner to the region, Michel Moussalli,

LIMITED OFFICIAL USE

NNNN

LIMITED OFFICIAL USE

PAGE 01

ACTION RP-10

INFO LOG-00 AP-01 AID-01 AMAD-01 CA-02 OASY-00 EUR-01
OIGO-01 INM-02 TEDE-00 IO-16 ADS-00 OIC-02 SR-00
FMP-00 MGS-00 /037W

------------------20BCFD 020913Z /38

P 020817Z FEB 94
FM AMEMBASSY KIGALI
TO SECSTATE WASHDC PRIORITY 5640
INFO AMEMBASSY ADDIS ABABA
AMEMBASSY BRUSSELS
AMEMBASSY BUJUMBURA
AMEMBASSY DAR ES SALAAM
AMEMBASSY KAMPALA
AMEMBASSY KINSHASA
AMEMBASSY NAIROBI
AMEMBASSY ROME
USMISSION GENEVA
USMISSION USUN NEW YORK
USLO MOGADISHU

LIMITED OFFICIAL USE SECTION 03 OF 04

STATE FOR RP
GENEVA FOR RMA
ROME FOR FODAG
NAIROBI FOR REFCORD THOMAS-GREENFIELD
ADDIS FOR PARNsworth

LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 02

CURRENT CLASS: LIMITED OFFICIAL USE
EXPRESSED TO AMBASSADOR AND DCM CONCERN FOR THE SECURITY OF RETURNING BURUNDI REFUGEES. SOME, HE SAID, HAD CROSSED INTO BURUNDI (KIRUNDO) JANUARY 11 AND HAD RETURNED TO RWANDA AFTER BEING ATTACKED. HE SAID THAT ALTHOUGH RETURN IS IN THE POLITICAL INTEREST OF RWANDA, BURUNDI MUST CREATE THE CONDITIONS FOR RETURN. THE REFUGEES WANT ASSURANCES OF SECURITY. MOUSSALLI SAID THE UNHCR/BUJUMBURA REP PLANS TO DISCUSS WITH THE ARMY HIGH COMMAND ITS PROMISE OF FULL COOPERATION ON THE REFUGEE ISSUE.

12. A REGIONAL APPROACH. MOUSSALLI SAID IT IS IN THE INTEREST OF THE INTERNATIONAL COMMUNITY TO USE ITS SCARCE RESOURCES IN BURUNDI FOR "DURABLE RETURN". GROOT TOLD DCM AND USAID THAT UNHCR IS ALREADY PLANNING ASSISTANCE FOR THE BURUNDI REFUGEES ONCE THEY RETURN. HE SAID THE UNHCR/KIGALI IS ASSESSING AVAILABILITY IN RWANDA OF NON-FOOD ITEMS THAT COULD BE MOVED INTO BURUNDI FOR RETURNEES. HE SAID THEY WOULD REQUIRE TOOLS AND SEEDS FOR PLANTING, FOOD UNTIL THEIR FIRST HARVEST, AND ASSISTANCE IN REBUILDING INFRASTRUCTURE.

BUDGET

13. NEED CONTINUES. GROOT SAID UNHCR WILL BE MAKING ANOTHER APPEAL FOR FUNDS TO HELP THE BURUNDI REFUGEES, EITHER IN THEIR PLACES OF REFUGE OR IN BURUNDI, GIVEN UNHCR'S COMMITMENT TO A REGIONAL SOLUTION. HE SAID UNHCR HAS RECEIVED ABOUT 50 PERCENT OF ITS APPEAL FOR USD 52 MILLION TO CARRY THE OPERATION THROUGH APRIL 30. ECHO, HE SAID, HAS PROVIDED ABOUT USD 21 MILLION, MUCH OF WHICH WAS APPLIED TO FOOD, WATER, AND HEALTH NEEDS OF THE OPERATION. (NOTE: GROOT CLAIMED THE ECHO CONTRIBUTION COVERED THE TOTAL BUDGET OF CARE INTERNATIONAL AND OXFAM FOR THEIR WATER SYSTEMS. CARE TOLD DCM THAT THERE WILL BE A GAP BETWEEN THEIR
COSTS AND THE ECHO GRANT, HOWEVER, BECAUSE OF ECHO LIMITATIONS ON LOCAL SALARIES AND RESTRICTIONS AGAINST PURCHASING VEHICLES. END NOTE.)

RWANDAN RETURNEES

14. FROM BURUNDI. UNHCR HAS SO FAR IDENTIFIED 240 RWANDAN REFUGEES WHO RETURNED TO RWANDA IN OCTOBER ALONG WITH THE BURUNDI REFUGEES FOLLOWING THE FAILED COUP. THEY ARE LIVING WITH FAMILIES IN THE BUTARE PREFECTURE. UNHCR ESTIMATES THERE MAY BE UP TO ABOUT 1,000 WHO HAVE RETURNED BECAUSE OF INSECURITY IN BURUNDI. UNHCR HAS PROVIDED THE 240 WITH FOOD FOR THREE MONTHS. THEY PLAN TO DO THE SAME FOR ANY OTHERS WHO COME TO THEIR ATTENTION. SPECIAL ENVOY MOUSSALLI SAID BURUNDI REFUGEES ARE REPORTEDLY TERRORIZING OTHER RWANDAN RETURNEES IN THE BUGESEERA REGION SOUTH OF KIGALI. UNHCR IS ORGANIZING A JOINT VISIT TO THIS AREA WITH THE GOR AND RPF.

15. FROM UGANDA. MOUSSALLI TOLD AMBASSADOR AND DCM THAT UNHCR IS RELUCTANT TO BECOME INVOLVED WITH THE GROUP OF 2,000 RETURNEES WHO ARRIVED RECENTLY IN RPF-HELD TERRITORY FROM UGANDA (REFTEL). CONTRARY TO FIRST REPORTS, THE GROUP INCLUDES NOT ONLY PERSONS WHO FLED RWANDA 30 YEARS AGO BUT ALSO PERSONS WHO FLED THE AREA NOW HELD BY THE RPF WHEN THE WAR BEGAN IN 1990. HE IS WORRIED THAT THEIR PRESENCE IN THE
LIMITED OFFICIAL USE

STATE FOR RP
GENEVA FOR RMA
ROME FOR FODAG
NAIROBI FOR REFCORD THOMAS-GREENFIELD
ADDIS FOR PARNSWORTH

LIMITED OFFICIAL USE

PAGE 02 KIGALI 00454 04 OF 04 020913Z
E.O. 12356: N/A
TAGS: PREF, RW, BY
SUBJECT: BURUNDI REFUGEES: TOO MANY PROBLEMS;

RPF AREA WILL ENCOURAGE DISPLACED PERSONS AFRAID OF LOSING THEIR LAND TO THE NEWCOMERS TO RETURN PREMATURELY, BEFORE RPF FORCES ENTER THE TROOP ASSEMBLY ZONES AND BEFORE LAND MINES ARE CLEARED. HE BELIEVES UNHCR ASSISTANCE FOR THIS GROUP MIGHT ENCOURAGE OTHER REFUGEES TO RETURN FROM UGANDA BEFORE PREPARATIONS ARE IN ORDER. MOUSSALLI SAID UNHCR PLANS TO DISCUSS WITH WFP AND ICRC WHAT CAN BE DONE FOR THESE RETURNEES. HE SAID UNHCR DOES NOT WANT TO BECOME INVOLVED WITH RELIEF IN THE NORTH.

16. TEST CASE. DCM SUGGESTED THAT UNHCR MOVE CAUTIOUSLY WITH REGARD TO THE RETURNEES IN THE NORTH. UNHCR COULD TREAT THEM AS A "TEST CASE" AND USE THEIR PRESENCE TO ENCOURAGE DIALOGUE BETWEEN THE
GOR AND THE RPF ON THE "SPONTANEOUS REFUGEE" ISSUE SO SENSITIVE WITH THE RPF. DCM NOTED THAT THE GOVERNMENT IS IN A DELICATE POSITION. ANY APPEARANCE OF NEGLECT COULD PROVOKE A BACKLASH IN NEIGHBORING COUNTRIES WHO HAVE YET TO SEE CONCRETE LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 03 KIGALI 00454 04 OF 04 020913Z

PROOF THAT RWANDA WILL FOLLOW THROUGH ON ITS COMMITMENT TO ACCEPT REFUGEE RETURN.

17. RPF PRESSING. THE RPF IS PRESSING THE GOR AND UNHCR TO RESPOND QUICKLY TO THE PLIGHT OF THE "SPONTANEOUS RETURNEES" AND PROVIDE "URGENTLY NEEDED" HUMANITARIAN ASSISTANCE. RPF INSISTENCE REPORTEDLY PROMPTED MOUSSALLI TO WALK OUT OF A MEETING WITH THE RPF ON THE SUBJECT. THE RPF AND GOVERNMENT ARE MEETING 1/31 TO EXAMINE THE ISSUE.

COMMENT

18. WE RECOMMEND USG CONSIDER MAKING A SECOND CONTRIBUTION TO UNHCR FOR BURUNDI REFUGEES AS OUR FIRST CONTRIBUTION OF USD 5 MILLION WAS AGAINST THE FIRST 3-MONTH APPEAL. THE BURUNDI REFUGEES WILL NEED FOOD ASSISTANCE AT LEAST UNTIL THE NEXT HARVEST (JUNE) WHETHER THEY ARE IN NEIGHBORING COUNTRIES OR BURUNDI. THEY WILL NEED REINSTALLATION ASSISTANCE IF THEY REPATRIATE. RMA/GENEVA WILL WANT TO CONSULT HCR HEADQUARTERS ON THE ACTUAL STATUS OF CONTRIBUTIONS TO APPEAL RUNNING THROUGH APRIL 30 AND DIRECTION OF PLANS FOR NEW APPEAL.

19. THE USG WILL WANT TO CONTINUE TO WORK WITH WFP/ROME TO ENSURE THAT THE FOOD PIPELINE CAN PROVIDE FOOD SECURITY FOR THE BURUNDI REFUGEES. WE NEED TO INSIST ON TRANSPARENCY AND APPROPRIATE COORDINATION WITH FOOD NEEDS FOR RWANDA'S DISPLACED, DROUGHT VICTIMS, AND RETURNING REFUGEES.

LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 04 KIGALI 00454 04 OF 04 020913Z

Current Class: LIMITED OFFICIAL USE
20. Even though UNHCR might like to take a hands-off attitude toward the returnees from Uganda, we should encourage their involvement as a way of moving forward the long-awaited regional plan of action for Rwamda refugees. Rwanda is totally unprepared to begin receiving refugees at this time as planning for refugee return has been stalled for nearly two years, with the exception of the work done on the Arusha Peace Accord protocol on refugees. And that is only on paper. This is a good time to force some hard decisions out of both sides.