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STRENGTHENING OF THE COORDINATION OF HUMANITARIAN AND DISASTER
RELIEF ASSISTANCE OF THE UNITED NATIONS, INCLUDING SPECIAL
ECONOMIC ASSISTANCE: SPECIAL ECONOMIC ASSISTANCE TO INDIVIDUAL
COUNTRIES OR REGIONS

Emergency assistance for the socio-economic
rehabilitation of Rwanda

Report of the Secretary-General

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I. INTRODUCTION

1. The present report is submitted pursuant to General Assembly resolution 48/211 of 21 December 1993 on emergency assistance for the socio-economic rehabilitation of Rwanda. In the resolution the Assembly noted with satisfaction the signing, on 4 August 1993 at Arusha, United Republic of Tanzania, of the Peace Agreement between the Government of the Republic of Rwanda and the Rwandese Patriotic Front (A/48/824-S/26915, annex I), which put an end to the armed conflict. Among other things, the Assembly called upon all parties to do their utmost to achieve the full and effective implementation of the Arusha Peace Agreement and national reconciliation goals; urged all States, United Nations organizations and intergovernmental and non-governmental organizations to intensify, in favour of Rwanda, economic, financial, material and technical assistance in order to encourage the process of rehabilitation and sustained development; and invited all States, United Nations organizations and intergovernmental and non-governmental organizations to provide to Rwanda adequate assistance for the settlement of displaced persons and the repatriation of refugees, the demobilization of soldiers and reintegration of demobilized soldiers into civil life, the clearance of mines and the completion of the democratic process. The Assembly also requested the Secretary-General to report at its forty-ninth session on the implementation of the resolution.

2. Unfortunately, the full and effective implementation of the Arusha Peace Agreement was delayed as a result of internal political disagreements. After the airplane crash of 6 April 1994 in which the Presidents of both Rwanda and Burundi were killed, the country plunged into chaos and massive ethnic violence. Fighting between the Rwanda Government Forces (RGF) and the Rwanda Patriotic Front (RPF) intensified. It is estimated that in the ensuing months, out of a total population of approximately 8 million, more than 500,000 have been killed, 2 million people have been internally displaced and over 2 million have sought refuge in neighbouring countries. In the light of these changed circumstances, this report will focus primarily on the response of the international community to the tragedy which has taken place in Rwanda.

II. EMERGENCY IN 1993

3. Rwanda has had a history of internal tensions, with major clashes occurring between its two main ethnic groups. In the recent past, fighting between RGF and RPF broke out in October 1990 and continued for almost two years until a cease-fire was negotiated in July 1992. However, fighting resumed in February 1993, resulting in the displacement of approximately 900,000 civilians. The situation was exacerbated by Rwanda's already precarious economic condition, overpopulation and rapidly declining agricultural production. In response to a request from the President of Rwanda for humanitarian assistance, the United Nations launched on 15 April 1993 an inter-agency appeal amounting to \$78,517,679 to meet the emergency needs of the displaced persons. The appeal, which covered the period up to the end of December 1993, presented priority emergency relief projects focusing on food, nutrition, health, water and sanitation, shelter and household items and education. The response by the

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international community to the appeal at the end of December 1993 was US\$ 30,816,105, covering only 39 per cent of requirements.

4. The Arusha talks, which were assisted by the Organization of African Unity (OAU) and facilitated by the Government of the United Republic of Tanzania, concluded successfully with the signing on 4 August 1993 of a peace agreement that called for the establishment of a broad-based transitional government, to be replaced by a democratically elected government 22 months later. With the prospect of peace, approximately 600,000 displaced people returned home. While some 300,000 people who remained displaced continued to rely on emergency assistance in the camps, the focus of assistance began to shift from humanitarian to rehabilitation and reconstruction.

5. To support the implementation of the Arusha Peace Agreement, the two parties requested the deployment of a neutral international force in Rwanda. Following the adoption of Security Council resolution 872 (1993) on 5 October 1993, the United Nations Assistance Mission for Rwanda (UNAMIR) was established and subsequently deployed.

6. On 21 December 1993, the General Assembly adopted resolution 48/211, calling for assistance from the international community for the implementation of the Arusha Peace Agreement. Early in 1994, the Department of Humanitarian Affairs and the United Nations Development Programme (UNDP), with support from other United Nations agencies, began to prepare for a round table on humanitarian assistance and reconstruction to solicit donor support and mobilize funds. A preparatory donors' meeting was held on 24 January 1994 in New York. The delay in the implementation of the Arusha Agreement and, in particular, the formation of the broad-based transitional government impeded progress in the political field and prevented the round table from being held.

III. HUMANITARIAN CRISIS AFTER APRIL 1994

A. Summary of events

7. On 6 April 1994, the airplane carrying President Juvenal Habyarimana of Rwanda and President Cyprien Ntaryamira of Burundi crashed near the Kigali airport, resulting in the death of both Presidents. This incident was immediately followed by a horrific bloodbath that began in Kigali and quickly spread throughout the country. In the ensuing weeks, the genocidal killing, mainly of Tutsis and moderate Hutus, claimed over 500,000 lives. Also, it triggered a full-scale armed conflict between RGF and RPF.

8. In view of the humanitarian crisis unfolding in Rwanda, the Security Council adopted resolution 918 (1994) on 17 May 1994 authorizing the expansion of the UNAMIR force level up to 5,500 troops in order to enable it to carry out an expanded mandate which included the protection of displaced persons, refugees and civilians at risk, and the provision of security to humanitarian relief operations. In view of the difficulties in bringing UNAMIR up to its authorized strength, on 22 June 1994 the Security Council adopted resolution 929 (1994), in which it authorized the establishment of a temporary operation under national command and control to contribute to the security and protection of displaced

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persons, refugees and civilians at risk in Rwanda. Operating under Chapter VII of the Charter of the United Nations, the Government of France announced on 2 July 1994 the establishment of a "humanitarian protected zone" - Operation Turquoise - in the Cyangugu-Kibuye-Gikongoro triangle in south-west Rwanda to provide security to the population living in the area. Operation Turquoise concluded on 21 August 1994.

9. On 1 July 1994, having noted that massacres and killings had continued in a systematic manner throughout Rwanda and that only a proper investigation could establish the facts in order to enable the determination of responsibility, the Security Council adopted resolution 935 (1994). It requested the Secretary-General to establish immediately a Commission of Experts which would, after examining and analysing information submitted pursuant to the resolution, together with such further information as the Commission of Experts might obtain through its own investigations or the efforts of other persons or bodies, draw conclusions on the evidence of grave violations of international humanitarian law committed in the territory of Rwanda, including possible acts of genocide. The Secretary-General appointed Mr. Atsu-Koffi Amega (Togo) to serve as Chairman, and Mrs. Habi Dieng (Guinea) and Mr. Salifou Fomba (Mali) as members, of the Commission and requested their conclusions to be submitted to the Security Council by 30 November 1994.

10. The advance of the RPF forces led to the flight of a large number of civilians from the areas of combat. At the same time, the relentless inflammatory radio campaigns by the RGF "interim Government" instilled fear among the displaced persons and refugees and further encouraged the flight of civilians. At the end of April, such fear caused mainly Hutus living in the south-east to flee to the United Republic of Tanzania. Soon, the camps in Tanzania were giving refuge to more than 400,000 Rwandese. Large numbers of corpses were observed floating in the Kagera River, attesting to the grim nature of the killings taking place in Rwanda.

11. In mid-July, another refugee crisis occurred in the western part of Rwanda as more than one million refugees crossed the border into the Kivu region of Zaire. The challenge presented by this sudden and massive influx of refugees was enormous. It required the urgent organization of logistic arrangements to supply and to distribute daily 30 million litres of clean water and 1,000 tons of food. With the unsanitary and overcrowded conditions in the refugee camps, a cholera epidemic broke out which was followed by the outbreak of dysentery. It is estimated that 50,000 people may have died from these diseases. Massive international efforts were marshalled to respond to this situation. In addition to the activities of United Nations organizations and non-governmental organizations, there were important bilateral initiatives.

12. As the 21 August completion date for Operation Turquoise approached, it was feared that there would be another exodus of the population in the protected zone to the neighbouring countries. As part of a strategy to prevent this, humanitarian agencies increased their presence and the delivery of assistance in the zone in an attempt to persuade the population to remain in place. In addition, alternate transit camps were identified within Rwanda and arrangements made to supply them. Following the withdrawal of the Operation Turquoise troops on 21 August 1994, tens of thousands of refugees did cross from Cyangugu to

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Bukavu, Zaire; however, preventive measures taken helped to keep the situation under control and a potential refugee tragedy was averted.

13. According to the Office of the United Nations High Commissioner for Refugees (UNHCR), as of 19 September 1994, the estimated figures for Rwandan refugees by country of asylum were as follows:

Burundi	277 000
United Republic of Tanzania	510 000
Uganda	10 000
Zaire (Bukavu/South Kivu/Uvira)	482 200
Zaire (North Kivu)	<u>850 000</u>
Total	<u>2 129 200</u>

14. Although recent reports indicate that the outflow of refugees has decreased significantly and that some 360,000 refugees have returned to Rwanda, the situation still remains volatile. Security in the refugee camps has been deteriorating as former government officials, soldiers and Interahamwe militia continue their intimidation tactics to dissuade refugees from repatriating, frequently resorting to violence to prevent them from returning to Rwanda. The Secretary-General sent his Special Representative for Rwanda, Mr. Shaharyar M. Khan, to consult with the Zairian authorities on the issue of security in the refugee camps and to search jointly for ways to resolve this issue. In addition, UNHCR has sought the assistance of other regional Governments and OAU. In cooperation with Reporters sans frontières, radio programmes are being broadcast in Goma and Bukavu, providing refugees with factual and unbiased information on services available in the camps.

B. Impact of the crisis and the needs of the population

15. The war and massacres have wreaked havoc on every aspect of life in Rwanda. The whole structure of government collapsed and in the post-6 April turmoil, government offices were completely looted and personnel displaced. The health system, already strained by high infant mortality, high fertility rates and acquired immunodeficiency syndrome (AIDS) epidemic, has been completely destroyed. Access to safe drinking water has decreased and sanitation levels have fallen well below pre-war standards of 65 per cent and 48 per cent, respectively, as traditional spring-water sources were damaged and contaminated and pipe distribution systems were seriously damaged. The entire system of education has been paralysed, with schools standing empty or destroyed.

16. Agricultural and pastoral activities have been severely disrupted. Crops planted in February, already negatively affected by poor rainfall and a shortage of inputs, should have been harvested in July. Reports showed that most fields were abandoned. There is also a noticeable absence of livestock in the countryside. The number of animals observed in the displaced camps is

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insignificant compared with farmers' holdings prior to the outbreak of the war. It is likely that animals were slaughtered or stolen in the wake of food shortages. This will exacerbate the food situation in the months ahead.

17. A World Food Programme and Food and Agriculture Organization of the United Nations (WFP/FAO) survey has estimated that only 5 million people are still living in Rwanda as compared to a pre-war population of 7.9 million and that 2.5 million people, half of the current population of Rwanda, will require food assistance over the next several months.

18. Damage to agricultural production and infrastructure represents the most visible consequence of the crisis along with thousands of wounded Rwandese and countless amputees. It has inflicted incalculable mental and emotional suffering. It has been estimated that in large parts of the country, every individual had lost a family member and/or had home and possessions destroyed. The psychological trauma of these events will leave debilitating scars for years to come.

19. With relative calm gradually returning to the country, the presence of land-mines has become a major obstacle for people trying to resume their daily lives. Although mine-clearance assistance plans were in place in conjunction with the mandate of UNAMIR prior to April 1994, the resumption of hostilities halted all planning and preparation for the provision of United Nations demining assistance. It is believed that there are 50,000 to 60,000 uncleared land-mines, and two people die daily from related accidents. United Nations demining experts have visited Rwanda to reassess the scope of the land-mine problem. The United Nations will coordinate with all concerned to provide assistance to enable Rwanda to rid itself of land-mines.

20. The United Nations Environment Programme (UNEP) has begun to investigate the problems of environmental impacts of the crisis. With large numbers of displaced persons and refugees, there are likely to be enormous problems of soil erosion and destruction of limited fuelwood resources. Contamination of water supplies and destruction of rare habitat are also among potential problems.

IV. HUMANITARIAN RESPONSES PROVIDED BY GOVERNMENTS, ORGANIZATIONS OF THE UNITED NATIONS SYSTEM, AND INTERGOVERNMENTAL AND NON-GOVERNMENTAL ORGANIZATIONS

21. In the early stage of the crisis, intense fighting prevented substantial delivery of humanitarian assistance to victims of the crisis. As relatively safe areas were identified, humanitarian agencies brought in relief supplies, often through Burundi and Uganda to reach the needy population in the adjoining areas in Rwanda. As the war effectively ended on 18 July when, after having taken Gisenyi on 17 July, RPF unilaterally declared a cease-fire, relief efforts were increased to reach more people in need.

22. UNAMIR has played a key role in providing protection to displaced persons and civilians at risk since the outbreak of the war. During the early stage when the conditions were most dangerous, resulting in the evacuation of all humanitarian agencies except the International Committee of the Red Cross

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(ICRC), which continued to perform Herculean tasks with the support of the Médecins sans frontières (MSF), UNAMIR, though severely handicapped by its limited capacity, saved countless lives, treated injured persons, protected targeted civilians and provided relief supplies.

23. On 23 April 1994, the United Nations Under-Secretary-General for Humanitarian Affairs led a humanitarian team composed of representatives of WFP, the United Nations Children's Fund (UNICEF), UNHCR, the World Health Organization (WHO), UNDP and the Department of Humanitarian Affairs into Kigali to assess the situation and the most immediate needs. Part of this team stayed on in Kigali and assumed, to the extent possible, responsibilities for coordinating distribution of relief supplies and for carrying out liaison with UNAMIR. The United Nations Rwanda Emergency Office (UNREO), headed by a Humanitarian Coordinator, was established to ensure a coordinated response to the crisis. The Office was first located in Nairobi and then moved to Kigali in mid-July, when the situation in Rwanda began to stabilize.

24. On 25 April, a United Nations Inter-Agency "Flash Appeal" calling for US\$ 16 million was launched covering projected emergency needs up to 31 May 1994. In addition, UNHCR made a request for \$56 million to cover the needs of refugees for its Burundi and Rwanda emergency operations from January to 15 July. WFP issued a request in April for \$3.6 million to meet the needs related to its Regional Emergency Operation for refugees and displaced persons in Burundi, Rwanda, the United Republic of Tanzania and Zaire.

25. Over the next months, the presence of the United Nations in the region was strengthened and international non-governmental organizations returned to carry out humanitarian activities.

26. The Secretary-General launched the United Nations Consolidated Inter-Agency Appeal for Persons Affected by the Crisis in Rwanda on 22 July 1994. He had drawn the attention of the international community in May to the genocide occurring in Rwanda and now stated that it was the "genocide" of hunger, thirst and disease which had to be addressed. The appeal called for \$434,861,649 to cover humanitarian requirements for the period between July and December 1994.

27. From 24 to 28 July, the Under-Secretary-General for Humanitarian Affairs led a second mission to Rwanda, with senior representatives of all principal United Nations humanitarian organizations and other organizations, to assess the situation and to ensure that the necessary field coordination arrangements were in place. These arrangements included a clear division of responsibilities among the organizations of the United Nations system and an overall strategy to meet the extraordinary humanitarian challenge.

28. Together with the Special Representative of the Secretary-General for Rwanda, the Under-Secretary-General for Humanitarian Affairs discussed with the new Government in Kigali how humanitarian aid could be delivered to all parts of the country and the urgent steps required to re-establish a climate conducive to the safe return of the refugees and displaced persons. The new Government indicated its commitment to encourage Rwandese refugees to return to their country, to ensure their safety and to permit full access to all those in need throughout the country.

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29. On 2 August 1994, the Under-Secretary-General for Humanitarian Affairs chaired the Rwanda pledging conference in Geneva. It resulted in contributions amounting to US\$ 137 million against the US\$ 434.8 million July appeal. As of 1 September the overall requirements have risen to \$552,055,246 with contributions against the appeal amounting to \$384,061,506 covering 70 per cent of the revised requirements.

30. On 26 August, the Special Representative of the Secretary-General presented the Rwanda Emergency Normalization Plan aimed at facilitating the transition from emergency to rehabilitation. The Plan highlights priority rehabilitation requirements in the area of water, sanitation, electricity generation, communications and so forth, essential for a return to quasi-normalcy in Rwanda.

31. In view of the significant spill-over of the crisis engulfing Rwanda on its neighbouring countries, the Secretary-General decided to explore a regional approach to the problems in Rwanda and its consequences for Burundi, the United Republic of Tanzania, Uganda and Zaire. He appointed Mr. Robert Dillon as Special Humanitarian Envoy for Rwanda and Burundi to carry out the task. With the participation of the Departments of Humanitarian Affairs, Peace-keeping Operations and Political Affairs, Mr. Dillon undertook a preliminary mission to the region in early September. Following his visit, Mr. Dillon has made a number of suggestions on enhancing the ability of the United Nations to address the needs of the region in a comprehensive and complementary manner.

A. Governments

32. Witnessing a massive refugee emergency in Zaire in late July 1994 and heeding the call of the Secretary-General when he launched the United Nations Consolidated Appeal on 22 July 1994, the international community reacted quickly and in solidarity to contribute cash and relief supplies, and to make available teams of doctors, nurses and emergency and logistics experts. Some countries have made available military assets to carry out humanitarian activities. The Government of the United States of America carried out Operation "Support Hope", which involved 1,900 United States personnel with 1,600 deployed in the region to perform humanitarian functions.

33. In order to present these contributions concisely, the Department of Humanitarian Affairs has prepared updated financial tables for the crisis in Rwanda, which appear in annex I of the present document and show contributions made by States and intergovernmental and other organizations in response to the United Nations Consolidated Inter-Agency Appeal for Persons Affected by the Crisis in Rwanda. As of 1 September, the requirements increased to \$552,055,246, from the \$434,861,649 announced at the time of the launching of the appeal on 22 July, and contributions to the appeal were \$384,061,506. Overall relief contributions received, as communicated to the Secretariat, amounted to \$762,350,204.

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B. Food and Agriculture Organization of the United Nations (FAO)

34. FAO's Global Information and Early Warning System (GIEWS) intensified its monitoring of the food situation in Rwanda at the beginning of 1994 when there were clear indications of crop and supply shortfalls. An FAO/WFP Crop and Food Supply Assessment Mission to Rwanda was mounted in February and August 1994 to review the estimates of the 1994 first season crop, examine prospects for the second season crop and estimate 1994 food import requirements, including food aid. After an assessment of agricultural conditions made in June 1994, FAO reported to the international community in early July, that heavy losses of an otherwise excellent crop could occur if harvesting continued to be impeded by the absence of the overwhelming majority of farmers. Project proposals for immediate intervention were formulated to assist in the rehabilitation of the agricultural sector.

35. During the second week of August, another joint FAO/WFP Assessment Mission was launched, mounted with FAO Technical Cooperation Programme support. The findings of the Mission would provide the basis for determining the immediate essential requirements of the farming sector for the September 1994 plantings of the first season crops.

36. The assessments of every mission were reported to the international community by GIEWS Special Alert, immediately on conclusion of the missions or receipt of FAO reports. It should also be noted that FAO and WFP also carried out joint missions to Burundi in February and again in July of 1994.

37. Through its Technical Cooperation Programme, FAO provided \$400,000 to the "crop food supply and agricultural rehabilitation needs" project (TCP/RWA/4451E). The objective of the project was to provide to the Government, donors and the international community an updated assessment of the crop, food supply and agricultural rehabilitation needs for the forthcoming year. The results of the assessment will serve as a basis for the formulation of appropriate interventions.

38. Furthermore, a project, prepared to be funded by the Technical Cooperation Programme for a sum of US\$ 400,000, is currently under consideration: "Technical assistance to the humanitarian operations related to agricultural rehabilitation". The objective of the project is to help the Government in its effort to assist populations affected by the war and support the increase of food crop production.

C. United Nations Educational, Scientific and Cultural Organization (UNESCO)

39. On 25 July 1994, the Director-General of UNESCO contributed \$500,000 to help Rwandan refugees. He also invited UNESCO's national commissions to open a Rwanda emergency account world wide to help alleviate the human suffering. In addition, UNESCO stands ready to send 200 teachers to Rwanda to contribute to the restoration of the educational system and the resumption of instruction.

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D. World Bank

40. In response to the United Nations Consolidated Appeal for Persons Affected by the Crisis in Rwanda, the World Bank has made a grant of \$20 million to United Nations agencies for their emergency programmes for Rwanda. It has sent a mission to Rwanda for discussions with Rwandan authorities and is working closely with the donor community on plans for assisting Rwanda in its economic and social recovery efforts.

E. World Health Organization (WHO)

41. During the initial stages of the war, the concern over the spreading of diseases because of the decomposition of dead bodies, population movements and the destruction of health facilities was at its highest. WHO supported other agencies and non-governmental organizations (NGOs) in carrying out the burial of corpses. WHO also assisted the Ministry of Health in Uganda in assuring water and food safety, as there was a widespread perception that they were being affected by the dead bodies thrown into the rivers in Rwanda.

42. The Rwanda Task Force team in WHO headquarters for communicable diseases identified major diseases which have been of concern in the densely concentrated refugee camps. These are: cholera, dysentery, louse-borne fevers, acute respiratory infections, tuberculosis, malaria and AIDS. WHO protocols for prevention, treatment and diagnosis of these diseases adapted to the Rwandan crisis have been distributed to health sectors and agencies concerned.

43. Cases of shigellosis and meningitis were also recorded, and the distribution of treatment protocols as well as vaccinations started. In general, cholera seemed to be under control and meningitis has also been fading. Dysentery is constant (and might increase with rainfall). Shigellosis remains a major public health problem. A worrying factor has been that all these diseases might break out inside Rwanda with the arrival of large numbers of returnees or in other refugee camps around Rwanda. WHO's Goma experience in this field will be utilized for prevention of outbreak and for treatment.

44. In regard to water and sanitation, a WHO engineer has assessed the situation in Kigali, as well as in the camps in Goma, Bukavu and Cyangugu. Immediate measures were taken on the spot in Bukavu for the prevention of dysentery epidemics, including teaching and supervising individual chlorination of water for drinking.

45. Some of the other WHO experts include an AIDS expert who has been coordinating the information and the distribution of condoms (2.5 million of them have been stocked in Kigali); an essential drugs consultant who gives support to the Central Pharmacy in Kigali as well as to NGOs; a vaccination coverage expert in Goma advising and supporting NGOs on the implementation of emergency vaccinations; a malaria specialist evaluating the best means to control the anopheles mosquito in the camps; and a consultant on strengthening health services.

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F. International Committee of the Red Cross (ICRC)

46. ICRC has had a permanent presence in Rwanda since 1990, providing protection and assistance for victims of the conflict between the Government of Rwanda and RPF. After the April accident, ICRC, with the support of Médecins sans frontières, was for a number of weeks the only humanitarian organization left continuing to treat the wounded and providing emergency assistance. Parallel to the major medical operation, it organized, in consultation with WFP, a large-scale food relief programme in the north, east and south-east of the country, then through Bukavu and Goma in the west. When the refugee emergency began in Goma, it distributed food until other relevant organizations became operational. In addition, ICRC is working to register the children in conjunction with NGOs and others in order to locate their parents. Regarding the protection of detainees, ICRC has already visited 217 detainees held by the new Broad-based Government of National Unity.

G. International Organization for Migration (IOM)

47. IOM provides road transport assistance to the returning Rwandese refugees and to internally displaced persons. Concurrently, it contributes transport and logistics management support for the distribution of relief supplies within Rwanda in coordination with UNREO, WFP and others. In refugee camps in Goma, Zaire, IOM also provides transportation assistance to refugees and is involved in camp management activities. As of 7 September, IOM has assisted 71,483 persons, both refugees and internally displaced.

H. United Nations Environment Programme (UNEP)/United Nations Centre for Human Settlements (Habitat)

48. To help the rehabilitation and reconstruction of Rwanda - beginning with Kigali - a reconstruction programming mission led by the United Nations Centre for Human Settlements (Habitat) was in Kigali from 7 to 14 September. Experts from Habitat and UNEP drew up plans of action in five interrelated areas: urban infrastructure and housing; employment and the local economy; urban environment; environmental interaction between city and countryside; and urban management. The experts aimed at cooperating with the United Nations Development Fund for Women (UNIFEM) "Women in Crisis" project, taking into account the role of women in the process of rehabilitation and reconstruction.

I. Office of the United Nations High Commissioner for Refugees (UNHCR)

49. At the start of the crisis, UNHCR responded immediately with the deployment of staff and relief materials to provide emergency assistance and assess the possibility of rapid voluntary repatriation.

50. During the past five months, UNHCR has emphasized the need for all possible measures to be taken to prevent further flight and to permit the early return of refugees to their communities in conditions of safety and dignity. The UNHCR

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Special Envoy of the High Commissioner for the Rwanda/Burundi Operation is based in Kigali. With the nomination of a new Government, contacts were rapidly initiated to enable the resumption of UNHCR operations in Rwanda. Since then, the Government of Rwanda has extended assurances of its commitment to assist in creating conditions necessary for the return of all refugees.

51. Kigali airport, which was reopened by UNAMIR, has been supported by the UNHCR Geneva Air Operations Cell, which schedules humanitarian flights, assigns United Nations call signs and coordinates aircraft landing slots with the Kigali airport air traffic control personnel.

52. UNHCR staff have been monitoring the return of refugees to ensure that repatriation takes place in conditions of safety and dignity. The guarantees given by the Government must be applied and respected. UNHCR and UNAMIR joint activities are being coordinated on the ground: mainly on security issues, as well as on demining, convoy escorts and communications. Working relations are also being established with human rights observers and monitors, who are expected to play a key role in the normalization of life in Rwanda. Links with ICRC, NGOs and others are also essential for the protection of vulnerable groups, in particular unaccompanied minors and orphans, as well as for tracing relatives.

53. Logistics capacity was developed, with over 58 trucks and buses to be on the ground. An agreement was prepared with the International Organization for Migration (IOM) for the transport of returnees requiring such assistance.

54. A repatriation package is being distributed to returnee families consisting of blankets, jerrycans, sleeping mats and soap. Over the next few days, a package of seeds and tools will also be distributed to enable returnee families to progress towards self-sufficiency.

55. In response to the urgent needs of the internally displaced persons moving from the humanitarian protected zone into Cyangugu, UNHCR has been providing assistance to the most needy at the request and under the coordination of the United Nations Rwanda Emergency Office (UNREO).

56. UNHCR's mandatory responsibility with regard to refugees from Burundi in Rwanda remains to be addressed. Recent research has shown that the vast majority of the 250,000 Burundians who had found asylum in Rwanda have since either repatriated or moved on to neighbouring countries. Some may have moved to the south-west zone, but if so, such movement did not take place in groups large enough to be identifiable. UNHCR is systematically monitoring the situation in the different areas where Burundi refugees were previously resident to gain further information on this case-load.

57. The majority of the refugees from Uganda and Burundi are returning to Rwanda following an absence of many years. Specific assistance is being considered for this case-load, as their lack of ownership of agricultural land may prove a major obstacle to their resettlement and rehabilitation.

58. Although voluntary repatriation to Rwanda is, and will remain, a complex and lengthy process, preparations for a large-scale return have been going on.

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The assistance, goodwill and guarantees of safety of the countries of asylum, as well as the country of origin, are vital to the voluntary return of refugees to Rwanda.

J. United Nations High Commissioner for Human Rights

59. The United Nations High Commissioner for Human Rights undertook a mission to Rwanda on 11 and 12 May 1994 to assess human rights violations in the country. At its third special session, the Commission on Human Rights adopted resolution S-3/1 of 25 May 1994, by which it requested its Chairman to appoint a special rapporteur to investigate the human rights situation in Rwanda. Upon completion of his mission, the Special Rapporteur recommended, inter alia, an increase in the team of human rights observers in the country to ease the return of refugees and prevent any re-emergence of ethnic violence. The Special Rapporteur submitted reports to the Commission on 28 June (E/CN.4/1995/7) and 12 August (E/CN.4/1995/12). The High Commissioner for Human Rights decided that he would need a total of 147 monitors, forensic experts and legal investigators in Rwanda and, on 15 September, appealed to the international community for \$10.5 million to support these human rights experts so that they could complete the tasks as quickly as possible.

K. United Nations Development Programme (UNDP)

60. UNDP supported the United Nations Rwanda Emergency Office (UNREO) by making available officers to it. Parallel to these UNREO activities, UNDP is preparing plans for rehabilitation and reconstruction as well as institutional support to the new Government.

61. In addition to assisting UNREO by providing staff, offices and logistical and communication support in the aftermath of the war, UNDP reopened its office in Kigali on 5 August 1994 and resumed its rehabilitation and development activities.

62. In addition to old projects, UNDP approved with the Government two new projects designed specifically to provide the new authorities with emergency assistance. The first project (\$1 million) aims at enabling seven key ministries to begin their operations by providing them with essential office equipment and logistical support as well as temporary technical assistance. The second project (\$1 million) was designed to assist the local administration (from prefecture to commune levels) in resuming their services to the local communities and to set up coordination structures at the local level for the purpose of harmonizing international assistance.

63. At the request of the Government of Rwanda, UNDP will assist in organizing a round-table conference before the end of 1994. The conference will provide the Government with an opportunity to present its rehabilitation and reconstruction programme and mobilize support for that programme. The preparatory process, begun since the end of September, includes the establishment of a continuous dialogue between the Government and its partners on a variety of issues considered important by both sides.

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L. United Nations Children's Fund (UNICEF)

64. In the overall coordination of responsibilities outside of Rwanda, UNICEF was given the support role in water, health and other relief activities and was designated the focal point for unaccompanied children's activities. Inside Rwanda, UNICEF has the sectoral responsibility in the areas of unaccompanied children and psycho-social care, water, sanitation, health, education, and non-food relief. UNICEF has been working closely with several NGOs in all sectors to maximize the use of human and material resources.

65. UNICEF has increasingly strengthened its operations in providing assistance to unaccompanied children, especially among the refugee population in Goma. It has helped to collect these children and move them to secure shelters to cover their immediate survival and protection needs. Specialized staff have been hired to assist in addressing the particular problems of unaccompanied children and train local caretakers. UNICEF has constructed washing and sanitary facilities and supplied shelter for children. A major vaccination campaign and vitamin A programme was undertaken in all reception centres. A UNICEF anti-cholera team helped to combat the disease in Goma and is continuously supporting local health centres to provide essential health care, furnishing them with medical supplies and water equipment. Cholera awareness was improved through social mobilization activities. An immunization campaign which targets all children and all women of child-bearing age is being extended to all camp-sites. Access to water has been improved through cooperation agreements with local water departments in Goma and Bukavu in addition to UNICEF-supplied water tankers, storage tanks and purification equipment.

66. In the area of household food security, UNICEF has deployed trucks to collect produce from farmers in exchange for relief and survival items. This operation intends to encourage farmers to resume farming activities. The harvest gathered will be distributed to farmers for seed.

67. More recently, the focus of UNICEF assistance for the Rwanda emergency has been moving towards rehabilitation of badly affected social service sectors inside Rwanda to assist returnees and displaced people in restarting their lives.

68. In the health sector, UNICEF, jointly with WHO, has assessed the central pharmacy with the Ministry of Health. The facility will be prepared, drugs supplied and the central cold chain capacity re-established. Through assessment visits to all districts of Rwanda, a rehabilitation plan for health centres and hospitals was being established and supply and service needs defined.

69. In the water and sanitation sector, the immediate plan was to rehabilitate 12 semi-urban water treatment systems, to improve the water delivery system in Kigali, to provide basic water supply and sanitation services to all hospitals and health centres and to restore piped water supply systems in nine major towns. Basic water supply and sanitation facilities will be provided along the main routes of returning refugees and at semi-permanent encampments of displaced people within Rwanda.

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70. A joint educational programme has been prepared by UNICEF and UNESCO to respond to emergency needs in the education sector. Teacher Emergency Packages in local languages have been supplied and training of local teachers in their use has started. Psycho-social trauma therapy training will help teachers to assist traumatized children in classrooms. A non-emergency curriculum for longer-term purposes was being established for primary education purposes. Schools will be provided with material for a country-wide cholera campaign. A mine-awareness campaign will be specifically targeted for schoolchildren.

M. United Nations Volunteers (UNV)

71. UNV is providing logistics experts, food aid monitors, medical personnel and management specialists to the United Nations agencies in the region.

N. World Food Programme (WFP)

72. During the period of intense fighting, WFP provided food assistance to Rwanda through cross-border operations from Uganda and Burundi under a joint agreement with ICRC. After the cessation of the war, WFP has made Kigali the hub of its operations and worked with a planning figure of 700,000 beneficiaries. A Transportation Coordination Unit was established in its Kigali office, and WFP has assumed responsibility for the coordination of all overland transportation in the country.

73. WFP operated in Rwanda under the following overall strategies:

(a) To supply existing feeding operations and formulate contingency plans to ensure the provision of assistance to those areas where influx is witnessed;

(b) To encourage the return home, both of refugees in countries of asylum, and of internally displaced within Rwanda;

(c) To encourage populations within Rwanda to remain in the country;

(d) To use food aid to help rebuild Rwanda through rehabilitation and recovery activities.

74. Amid fears of an exodus from the humanitarian protected zone around the time of withdrawal of French troops on 21 August 1994, WFP worked to ensure the availability of substantial food stocks in its designated area of North Gikongoro. The Programme also carried out distributions at selected sites in Cyangugu and Kibuye. In order to encourage the return of refugees from Zaire, WFP has been providing food to returnees' way stations along the Gisenyi-Kigali road and planned to enter into an agreement with CARE for food distribution at way stations on the Gisenyi-Ruhengeri road.

75. Putting priority on provision of agricultural inputs during the planting season which ends in early October, WFP has been taking part in a working group, formed by a number of agencies, to ensure the distribution of seeds and tools by early September. The Programme also planned to transport seeds purchased in

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Uganda by FAO. The coordination of the provision of agricultural inputs with relief food distributions has been a vital factor in this operation.

76. The WFP Rapid Response Team was operational in Goma by 14 July, one day after the refugees crossed into Zaire. Within hours of the crisis emerging, WFP had accessed stockpiles of commodities in Entebbe and Nairobi for diversion to Goma. Aircraft were leased and the first flights arrived in Goma on 14 July. WFP has taken the lead in the overall food coordination in Goma, where assistance is still being provided to 800,000 refugees. Since the crisis emerged, WFP has consistently provided food to refugees in the Goma, Bukavu and Ngara areas.

77. In the education sector a project is currently under way with the Ministry of Primary and Secondary Education. Following discussions with UNICEF and the Ministry of Education, a nationwide Food for Work/Incentives programme was started for teachers and administrative staff of primary schools. This programme may be expanded to include secondary teachers, and even pupils.

78. In cooperation with the Ministry of Finance Department of Customs, WFP has begun a Food for Work project to streamline the customs procedures for all humanitarian cargo entering Rwanda. This project is expected to reduce considerably the delivery time for food and non-food items. By allowing humanitarian cargo to clear customs at border entry points rather than having to travel to Kigali or Butare, it is expected that up to two days may be saved.

79. Other projects undertaken with the Government of Rwanda through the Ministry of Labour and Social Affairs include contributing to the reopening of the airport and assistance in the restoration of commercial air traffic as well as assistance to Electrogaz and Rwandatel for the re-establishment of power, electricity and telephone communications. These projects are designed as an interim measure until such time as the Government will be able to resume regular salary payments.

O. Non-governmental organizations

80. It should be noted that NGOs have been making vital contributions. In addition to their own programmes, in many instances they are the implementing partners of the United Nations agency programmes. As of 14 September, there were 93 NGOs operating to assist the victims of the crisis, including 10 local organizations. In view of their significant role, the United Nations Consolidated Appeal of 22 July contains a summary of major NGO activities and their financial requirements.

81. The International Federation of Red Cross and Red Crescent Societies responded quickly to the massive influx of refugees which began to cross Rwanda's borders at the end of April by working closely with national societies in Burundi, the United Republic of Tanzania, Uganda and Zaire. Since then, the Federation and national societies have been concentrating their activities on refugee-camp management, including provision of water, sanitation and health services, plus the purchase and distribution of basic food and non-food items. The Federation has received some Sw F 40 million in response to its appeal of

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22 July. Since operations are expected to increase in Zaire and Burundi, the Federation will need to revise its appeal for funds to cover new responsibilities.

V. OBSERVATIONS

82. When the General Assembly adopted resolution 48/211 in December 1993, there was a glimmer of hope that the armed conflict had come to an end and that Rwanda was ready to embark on a process of political reconciliation and economic and social development. These hopes were unfortunately not realized as the country once again plunged into a civil war which took the lives of as many as 500,000 Rwandans. This new outbreak of violence further aggravated the already fragile socio-economic conditions in the country and led to massive displacement of population, requiring large-scale emergency humanitarian assistance.

83. Since the outbreak of the current crisis in Rwanda, the Secretary-General has submitted a number of reports to the Security Council (S/1994/470 of 20 April 1994, S/1994/565 of 13 May 1994, S/1994/640 of 31 May 1994, S/1994/924 of 3 August 1994 and S/1994/1133 of 6 October 1994) which touch upon all aspects of the situation in Rwanda and the response of the international community including, in particular, its humanitarian dimension.

84. Rwanda, once again, is at a crossroads. While the most urgent needs arising from the humanitarian emergency are being addressed by the international community, a long-term effort will be required to rebuild the infrastructure and the social fabric of the country. The new Government is called upon to re-establish its authority and capacity while responding to the continuing emergency. Equally, it will have to formulate confidence-building measures to foster reconciliation as well as more long-term development strategies. As the new Government tries to gain stability and to meet its obligations, it will continue to depend upon the international community for assistance. This is a long-term process, but immediate support is required now to permit the Government even to get started in carrying out its responsibilities.

85. A relatively stable environment together with Government assurances of security and respect for human rights are prerequisites for the safe and voluntary return of more than 2 million refugees now living in the neighbouring countries. The early return of refugees is essential to relieving the burden imposed on host countries and to restoring normal economic activity in Rwanda. The rehabilitation and resettlement of an equal number of internally displaced Rwandese will also be central to the stability of the country.

86. The international community has responded generously in providing humanitarian assistance to Rwanda. It is encouraging that nations in all parts of the world, individuals near and far and from all walks of life, and small and large NGOs have contributed to this effort. However, the major task of rehabilitation of over 4 million Rwandese will require the continuing support of the international community. It is important that this support not falter at this crucial juncture.

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ANNEX I

A. UN Consolidated Inter-Agency Appeal for Persons Affected by the Crisis in Rwanda
Updated Financial Summary - By UN Organizations
(As of 1 September 1994)

Compiled by DHA on the basis of information provided by the respective appealing agencies.

UN Organizations	Requirements for the Rwanda Crisis (July - December '94)	Contributions/ Pledges (US\$)	Shortfall (US\$)	% of Needs Covered (%)
FAO	8,990,000	1,011,351	7,978,649	11.2%
UNICEF	37,000,000	27,982,146	9,017,854	75.6%
UNHCR	258,199,637	189,262,764	68,936,873	73.3%
WHO	3,000,000	900,000	2,100,000	30.0%
UNESCO	350,000	0	350,000	0.0%
UNIFEM	885,000	131,234	753,766	14.8%
UNCHR	2,100,000	1,595,039	504,961	76.0%
UNV	894,026	480,782	413,244	53.8%
IOM	7,658,726	1,355,634	6,303,092	17.7%
UNREO/DHA	2,223,000	1,577,348	645,652	71.0%
Rwanda Conflict Victims (700,000)				
WFP (Non-food)	5,711,870	10,711,713	(4,999,843)	187.5%
WFP (Food)	37,147,466	28,071,612	9,075,854	75.6%
MTs	70,842	54,142	16,700	76.4%
Burundi Conflict Victims (923,000)				
WFP (Non-food)	3,021,905	3,144,685	(122,780)	104.1%
WFP (Food)	50,637,655	49,500,970	1,136,685	97.8%
MTs	94,631	95,961	(1,330)	101.4%
Tanzania, Refugees in (500,000)				
WFP (Non-food)	7,391,400	1,371,312	6,020,088	18.6%
WFP (Food)	31,910,483	19,112,473	12,798,010	59.9%
MTs	52,797	30,492	22,305	57.8%
Zaire, Refugees in (1,350,000)				
WFP (Non-food)	11,650,742	777,293	10,873,449	6.7%
WFP (Food)	78,385,558	40,681,190	37,704,368	51.9%
MTs	130,223	62,980	67,243	48.4%
Uganda				
WFP (Non-food)	3,992,778	0	3,992,778	0.0%
Nairobi/FACIC/TICF				
WFP (Non-food)	905,000	0	905,000	0.0%
Regional Funds				
WFP (Non-food)		6,393,960	(6,393,960)	
WFP - Total Non-Food	32,673,695	22,398,963	10,274,732	68.6%
WFP - Total Food	198,081,162	137,366,245	60,714,917	69.3%
WFP - Total MTs	348,493	243,575	104,918	69.9%
Grand Total	\$552,055,246	\$384,061,506	\$167,993,740	69.6%

- N.B. :

- UNHCR :

UNHCR is appealing for resources to fund activities on a regional level to meet the needs of Rwandan/Burundi refugees/returnees for Jan - Dec '94. Funds requested represent UNHCR's total budget (US\$ 143,034,637) for its Regional Operations, other than Zaire. Also incl. is UNHCR's Flash Appeal (US\$ 115,165,000) for funds to cover the immediate, initial needs for 3 months (15 Jul - 15 Oct '94) of some 1,700,000 Rwandese refugees in Zaire. UNHCR's budget for Repatriation to Rwanda (Aug - Dec '94), though not yet incorporated in this appeal is estimated as US\$ 40-50 million. Requirements do not include the cost of the service-oriented packages.

- WFP :

- Caseload: Even though the total caseload in the region has not changed, as Kigali returns to being the focal point for the Rwanda operation, thereby reducing the need to under-take cross-border operations from neighbouring Uganda and Burundi, the current planning figures, by country, have been changed to reflect only the caseload within the boundary of the country (i.e. Burundi's caseload covers IDPs and Rwandese refugees within Burundi only).

- Food: To provide more clarity, all figures are now based on estimated needs through the end of 1994 (previously the emergency operation time-frame for Zaire was due to terminate in mid-October). Therefore, the total current food requirements have increased from 280,810 MTs (US\$ 162,498,122) to 348,493 MTs (US\$ 198,081,162).

- Cash: Airlift requirements (non-food) for Zaire have been revised due to WFP's increased road capacity. Also, note that the balance of excess funds (i.e. Rwanda and Burundi) shall be allocated on a priority basis in the forthcoming months, for those locations showing shortfalls depending on additional resources received. Contributions under Regional will also be allocated to priority requirements.

- DHA :

With the stabilization of the situation in Rwanda the number of relief partners active inside the country has increased dramatically. The UN Rwanda Emerg. Office has responded to this development by establishing a Coordination Centre in Kigali providing NGOs and UN org. with a focal point for information on relief activities. Resources beyond those presented in the Appeal are required in order to adequately staff and equip the coordination centre and the 5 UNREO field offices, positioned in key locations throughout the country.

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B. 1994 Rwanda/Burundi Regional Emergency
Total Summary of Overall Donor Assistance
(As Reported to DHA - as of 6 September 1994)

Donor Country	Total Contributions as reported by Donors (US\$)	Remarks
Algeria	<i>(In kind-no value provided)</i>	Medical services, 6,000 blankets, 4,000 lt. chlorine + airlift
Andorra	100,000	
Argentina	<i>(In kind-no value provided)</i>	Water purification (2 mn envelopes/tablets). Medicines & food
Australia	25,247,656	
Austria	40,984	
Belgium	8,086,029	Does not incl. \$2.9 million to finance equipping of infantry group to reinforce UNAMIR
Botswana	100,000	
Cambodia	10,000	
Canada	23,826,536	
China	298,850	
Croatia	300,000	
Czech Republic	464,610	
Denmark	7,257,108	
Ecuador	<i>(In kind-no value provided)</i>	Canned food
Egypt	<i>(In kind-no value provided)</i>	Shipment of 1.5 million vaccines plus 5 MTs of various medicines
Finland	3,049,627	
France	4,203,332	
Gabon	55,249	
Germany	52,586,393	Need further clarification on additional \$ 6.3 million in food aid
Greece		Need further clarification from donor
Holy See	50,000	
Iceland	14,756	
India	164,231	
Indonesia	35,000	
Ireland	3,468,216	
Israel	5,000,000	
Italy	13,475,199	Does not incl. pledge of \$ 6 million to Consolidated Appeal. Need further clarification
Jamaica	15,000	
Japan	47,961,486	Does not incl. \$ 3 million to UNAMIR
Korea, Republic of	100,000	
Kuwait	1,000,000	
Liechtenstein	30,346	
Luxembourg	1,492,077	
Malaysia	100,000	
Malta	280,000	
Mauritius	20,000	
Mexico	<i>(In kind-no value provided)</i>	Medical support force incl. equipment + 2 million packs of ORS
Monaco	30,000	
Namibia	500,000	
Netherlands	19,973,998	
New Zealand	641,587	
Norway	6,696,722	
Oman	50,000	
Pakistan	<i>(In kind-no value provided)</i>	Relief goods
South Africa	100,000	
Spain	1,548,128	Does not incl. 7.5 million announced at Pledging Conference
Sweden	31,657,489	
Switzerland	7,284,948	
Thailand	80,000	
Tunisia	130,000	Also make in kind contribution - medical team
United Kingdom	43,269,224	
Uruguay	<i>(In kind-no value provided)</i>	6,000 ltr of medical serum and medicines incl. transport
USA	162,971,560	US\$ 162.9 million only covers USG Assist. to Rwanda Humanitarian Effort (6 Apr-Present) Does not include DOD value of service packages
EU	210,631,503	Does not incl. add'l. ECU 75 MN representing 2nd portion of total pledge of ECU 150 MN
IFAD	4,000,000	
World Bank	20,000,000	
OPEC Fund	400,000	
Sub Total	708,797,844	

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1994 Rwanda/Burundi Regional Emergency (Continued)
Total Summary of Overall Donor Assistance
(As Reported to DHA - as of 6 September 1994)

UNICEF National Committee (NC)		
NC Australia	704,412	
NC Belgium	932,130	
NC Canada	181,160	
NC Finland	96,712	
NC France	1,077,527	
NC Germany	632,911	
NC Hellenic	151,899	
NC Hong Kong	517,464	
NC Italy	1,140,208	
NC Japan	1,351,010	
NC Netherlands	2,300,000	
NC San Marino	9,494	
NC Spain	1,740,194	
NC Switzerland	950,807	
NC United Kingdom	1,214,729	
NC USA	2,800,000	
UN Organizations		
UN Unspecified	2,550,000	
UNESCO	500,000	
UNFPA	30,000	
UNHCR	138,184	
ICRC National Society (NS)		
NS Australia	36,808	
NS Austria	37,594	
NS Canada	18,437	
NS Denmark	119,526	
NS France	51,485	
NS Italy	6,534	
NS Japan	251,938	
NS Liechtenstein	7,519	
NS Luxembourg	12,181	
NS Netherlands	84,361	
NS New Zealand	14,120	
NS Norway	116,992	
Red Cross and Red Crescent Societies (RC)		
RC Australia	3,424	
RC Austria	331,041	
RC Canada	67,687	
RC Cyprus	1,827	
RC Denmark	383,709	
RC Finland	133,094	
RC Germany	761,340	
RC Hungary	3,759	
RC Iceland	67,427	
RC Ireland	73,322	
RC Italy	71,297	
RC Japan	794,534	
RC Liechtenstein	44,324	
RC Monaco	17,420	
RC Netherlands	2,134,905	
RC New Zealand	18,028	
RC Norway	1,550,174	
RC Poland	1,015	
RC Spain	13,986	
RC Sri Lanka	2,105	
RC Sweden	391,581	
RC Switzerland	90,850	
RC Turkey	5,000	
RC United Kingdom	1,814,983	
RC USA	76,000	
NGOs and Private Donors		
	24,923,192	
Grand Total		
	762,350,204	

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