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FM SECSTATE WASHDC

TO AMEMBASSY KIGALI IMMEDIATE  
AMEMBASSY ADDIS ABABA IMMEDIATE  
AMEMBASSY BUJUMBURA IMMEDIATE  
AMEMBASSY NAIROBI IMMEDIATE

UNCLAS STATE 335773

AIDAC, ADDIS ABABA FOR CPEN/SJEY; NAIROBI FOR REDSO/ESA

E. O. 12356: N/A

TAGS:

SUBJECT: ADMINISTRATOR ATWOOD'S MEETING WITH RWANDAN VICE  
PRESIDENT PAUL KAGAME

1. SUMMARY. IN USAID ADMINISTRATOR ATWOOD'S MEETING WITH  
KAGAME DECEMBER 12, 1994, KAGAME DESCRIBED THE GOR'S NEED  
FOR ASSISTANCE TO REBUILD RWANDA AND EXPRESSED HIS  
FRUSTRATION AT WHAT HE CONSIDERED SLOW DONOR RESPONSE.  
THE ADMINISTRATOR STRONGLY ASSURED KAGAME THAT THE USG WAS  
COMMITTED TO HELPING THE GOR IN ITS EFFORTS TO REBUILD

RWANDA. USG WANTS TO ASSIST PARTICULARLY IN EFFORTS TO  
HAVE THE ARUSHA ACCORDS MEANINGFUL, AND TO HELP THE GOR  
GET THE GOVERNMENT SERVICES RUNNING, WITH EMPHASIS ON THE  
JUSTICE SYSTEM AND THE ADJUDICATION OF PROPERTY DISPUTES.  
THE GOR DELEGATION MIMICRED THE SAME CONFUSION WE ARE  
HEARING FROM THE FIELD ABOUT THE DOCUMENTATION WHICH THE  
GOR MUST SUPPLY IN ORDER TO GET THE MONEY FOR THE ARREARS  
CONTRIBUTION FLOWING. THIS IS A SERIOUS MATTER WHICH  
REQUIRES URGENT FIELD ACTION. END SUMMARY.

2. VICE PRESIDENT KAGAME IS IN WASHINGTON AT THE  
INVITATION OF THE DEPARTMENT OF DEFENSE. HE WAS  
ACCOMPANIED BY THE MINISTER OF HEALTH, JOSEPH KAREMERA;  
THE CHARGE D'AFFAIRES OF THE EMBASSY OF RWANDA, JOSEPH

MUTABORA; THE FORMER RPF REPRESENTATIVE IN WASHINGTON,  
CHARLES MURIGANDE; AND THE COUNSELOR TO THE MINISTER OF  
DEFENSE, MAJOR FRANK RUSAGARA; ASSISTANT TO THE VICE  
PRESIDENT, DR. EMANUEL DNABIRO; AND PRESIDENTIAL ADVISOR,  
DR. RICHARD NASOZERA. IN ADDITION TO ADMINISTRATOR  
ATWOOD, USAID WAS REPRESENTED BY ASSISTANT ADMINISTRATOR  
FOR AFRICA JOHN HICKS; GLENN SLOCUM, DIRECTOR OF AFR/EA;  
LINDA LLOYD, COUNTRY DEVELOPMENT OFFICER FOR RWANDA; AND  
BRUCE BENNETT, SPECIAL ASSISTANT TO THE ADMINISTRATOR.  
THE STATE DEPARTMENT WAS REPRESENTED BY AMBASSADOR ARLENE  
RENDER, DIRECTOR, AF/C, AND RWANDA DECK OFFICER KEVIN  
AUSTON. DOD WAS REPRESENTED BY VINCENT KERN, DIRECTOR OF  
THE AFRICA REGION, AND COL. MICHAEL BERAUD

3. THE ADMINISTRATOR OPENED THE MEETING BY WELCOMING THE

RWANDAN DELEGATION, TAKING THE OCCASION TO EXPRESS THE  
AGENCY'S APPRECIATION TO MAJOR FRANK RUSAGARA FOR HIS  
ASSISTANCE TO THE AMERICAN NGOS IN RWANDA. THE  
ADMINISTRATOR THEN ASKED VICE PRESIDENT KAGAME TO DESCRIBE

HIS PLANS TO REBUILD RWANDA. KAGAME REPLIED THAT HE WANTS  
PRACTICAL ASSISTANCE FROM DONORS, BUT HE CONSIDERS THE  
ASSISTANCE IS NOT ARRIVING IN THE LEVELS AND WITH THE  
URGENCY WHICH THE WAR-DEVASTATED COUNTRY DESPERATELY  
REQUIRES. HE SAID THE GOR UNDERSTANDS AND ACCEPTS THE  
CONDITIONALITY THAT THE USG REQUIRES UNIMPEDED ACCESS FOR  
UNAMIR AND HUMAN RIGHTS MONITORS AND THE NAMING OF A  
HUMAN-RIGHTS POINT PERSON WITHIN THE GOR) BUT ARGUED THAT  
CONDITIONS OF ACCOUNTABILITY HAVE LITTLE MEANING UNTIL  
THERE IS SOMETHING TO ACCOUNT FOR: THE GOR MUST HAVE THE  
MEANS FOR WHICH TO BE HELD ACCOUNTABLE, HE ARGUED. NOTE  
KAGAME'S APPARENT ACCEPTANCE OF CONDITIONS IS AT VARIANCE  
WITH INFO PROVIDED IN GOLDEN E-MAIL 12/13)

4. THE ADMINISTRATOR INFORMED THE V.P. THAT THE USG IS  
CONTRIBUTING DOLS 2.5 MILLION (FROM ECF) TO THE WORLD-BANK  
ARREARS CLEARANCE AND ALSO PLANS TO HELP VARIOUS KEY  
MINISTRIES, WITH PARTICULAR EMPHASIS ON THE ADMINISTRATION  
OF JUSTICE AND RESOLUTION OF PROPERTY DISPUTES. AA/AFR  
HICKS DESCRIBED IN SOME DETAIL THE KINDS OF ASSISTANCE  
WHICH THE USG IS PLANNING IN CONSULTATION WITH RWANDAN  
OFFICIALS IN KIGALI FOR THE VARIOUS KEY MINISTRIES AND THE  
NATIONAL ASSEMBLY. HE ALSO REITERATED THAT THE DOLS 12  
MILLION TOTAL PACKAGE TO RWANDA WILL BE FLOWING VERY  
QUICKLY: THE ECF FOR ARREARS CLEARANCE CAN BE TRANSFERRED  
TO THE WORLD BANK AS SOON AS THE REQUIRED DOCUMENTATION  
(SEE PARA 5, BELOW) IS FORTHCOMING FROM THE GOR. THE

PROCESS OF PROVIDING ASSISTANCE TO KEY MINISTRIES AND THE  
NATIONAL ASSEMBLY HAS BEGUN. LAST WEEK USAID DIRECTOR  
GOLDEN AND REDSO/ESA PERSONNEL VISITED KIGALI AND GATHERED  
THE BASIC INFORMATION NEEDED TO AMEND THE PROJECT PAPERS

AND DEFINE THE SPECIFICS. THE NEXT STEP IS TO PREPARE  
COMMITMENT DOCUMENTS AND PLACE ORDERS. BEFORE THE END OF  
JANUARY THIS ASSISTANCE SHOULD BE ARRIVING. FURTHERMORE,  
A UN ASSESSMENT TEAM TO WHICH WE CONTRIBUTED TWO MEMBERS  
IS PROPOSING BOTH SHORT-TERM AND LONG-TERM ACTIVITIES TO  
RE-ESTABLISH THE ADMINISTRATION OF JUSTICE IN RWANDA.

5. MR. SLOCUM THEN MENTIONED THAT THE USG NEEDS SEVERAL  
DOCUMENTS FROM THE GOR IN ORDER TO EFFECT THE ARREARAGE  
PAYMENT. THESE DOCUMENTS ARE: THE DELEGATION OF AUTHORITY  
TO THE EMBASSY OF RWANDA IN WASHINGTON TO SIGN THE PROAG  
WHICH OBLIGATES THE FUNDS (AND SUBSEQUENT SIGNING OF THE  
PROAG); A STATEMENT FROM GOR STATING THAT THE GOR  
DELEGATIONS OF AUTHORITY ARE LEGALLY BINDING ACCORDING TO  
GOR LAW; A LETTER OF REQUEST ("FINANCING REQUEST") FROM  
THE GOR; AND A LETTER (S) PROVIDING, TO THE SATISFACTION OF  
USAID, THE GOR WILL PERMIT UNIMPEDED ACCESS FOR UNAMIR  
PERSONNEL AND HUMAN RIGHTS MONITORS THROUGHOUT RWANDA AND  
ESTABLISH A HUMAN RIGHT POINT PERSON WITHIN THE GOR.

6. V.P. KAGAME STATED THAT THE NEEDS OF RWANDA ARE  
GREATER THAN EVER AND DONOR ASSISTANCE IS CRUCIAL.  
ADMINISTRATOR ATWOOD AGREED, STATING THAT ASSISTANCE TO  
THE GOR TO IMPLEMENT THE ARUSHA ACCORDS IS CRITICAL FOR  
RWANDA'S LONG-TERM PROSPECTS. HE REPEATED THAT USAID IS

INTERESTED IN ASSISTING RWANDA RE-ESTABLISH A MEANINGFUL  
SYSTEM OF JUSTICE, INCLUDING APPROPRIATE MECHANISMS TO  
RESOLVE PROPERTY DISPUTES. THE ADMINISTRATOR ALSO  
MENTIONED THAT THE GOR SHOULD ALLOW MORE TIME TO SET UP  
WAY STATIONS BEFORE DISBANDING THE INTERNAL DISPLACED  
PERSONS (IDP) CAMPS. THE VP RESPONDED THAT THE GOR WOULD  
WORK WITH DONORS ON THIS EFFORT.

7. THE ADMINISTRATOR THEN TALKED ABOUT THE SECURITY

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ISSUES IN THE CAMPS OUTSIDE RWANDA, AND THE CONCERN OF THE INTERNATIONAL COMMUNITY OVER THE REPORTS OF FOOD DIVERSIONS BEING USED TO FUND ARMS PURCHASES BY THE MILITIA. HE INDICATED THAT THE DONOR COMMUNITY WAS TAKING ACTION TO RESOLVE THIS PROBLEM.

8. THE VICE PRESIDENT THEN ASKED THE CHARGE D'AFFAIRES FROM THE RWANDAN EMBASSY TO MAKE A FEW COMMENTS. MR. MUTABOBA EXPRESSED HIS FRUSTRATION WITH THE SLOWNESS OF OUR SYSTEM AND DOUBTED THAT FUNDS FOR THE ARREARS PAYMENT WOULD BE IN PLACE BEFORE MARCH. HE WAS QUICKLY ASSURED THAT THE ONLY STEPS NEEDED NOW BEFORE RELEASING THE FUNDS TO THE WORLD BANK ARE THE DOCUMENTS LISTED IN PARA. 5, ABOVE. ONCE USAID HAS RECEIVED THESE DOCUMENTS FROM THE GOR, IT WOULD BE JUST A FEW DAYS. THE CHARGE THEN WENT ON TO EXPRESS HIS DISSATISFACTION WITH WHAT HE CONSIDERED THE \$0

LEVEL -- DOLS 12 MILLION -- OF USG ASSISTANCE. HE WAS QUICKLY REMINDED THAT THE USG HAS, SINCE THE OUTBREAK OF THE CPICIS LAST APRIL, PROVIDED MORE THAN DOLS 250 MILLION IN

EMERGENCY ASSISTANCE TO RWANDA. IT APPEARED THAT THE GOR DELEGATION WAS UNIMPRESSED WITH THE CITATION OF THE DOLS 250 MILLION HUMANITARIAN-ASSISTANCE FIGURE, PROBABLY BECAUSE IT HAS GONE LARGELY TO THE LOSERS OF THE CIVIL WAR (I.E., "THE OTHER SIDE").

9. COMMENT: THE MEETING WAS SOMBER, WITH AT TIMES THE TWO SIDES SPEAKING PAST EACH OTHER. IT WAS CLEAR THAT THE GOR WAS NOT GETTING THE MESSAGE CLEARLY THAT THE DOCUMENTATION REQUIREMENTS FROM ITS SIDE ARE ALL THAT IS LEFT TO DISBURSE THE ESF CONTRIBUTION TO CLEARING UP THE WORLD BANK ARREARS. WE KNOW FROM COMMUNICATIONS WITH EMBASSY KIGALI THAT THE GOR HAS NOT YET SORTED OUT ITS RESPONSIBILITIES AND AUTHORITIES AS WELL.

10. MINIMIZE CONSIDERED.  
CHRISTOPHER

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