INTERNAL DISPLACEMENT IN BURUNDI

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CONTENTS

CONTENTS 1

PROFILE SUMMARY 7

CAUSES AND BACKGROUND OF DISPLACEMENT 11

CAUSES OF DISPLACEMENT 11
A CHRONOLOGY OF POPULATION MOVEMENTS: A REVIEW BY THE UNITED NATIONS RESIDENT COORDINATOR (1998) 14
CONFLICT AND DISPLACEMENT: BACKGROUND AND DEVELOPMENT 16
DEVELOPMENT OF THE CONFLICT IN 2000 17
POLITICAL REFORMS AND PEACE NEGOTIATIONS HAVE BEEN ENGAGED (1997-2000) 18
A SERIOUSLY DETERIORATING ECONOMIC AND SOCIAL SITUATION (1999) 20
COLONIAL RULE AND MILITARY REGIMES (1899-1992) 23
ETHNIC BACKGROUND AND PRE-COLONIAL TIMES 25

POPULATION PROFILE AND FIGURES 26

GLOBAL FIGURES 26
DISPLACED POPULATION IN JUNE 2000: 668,211 PERSONS DISTRIBUTED IN 324 SITES 26
TOTAL INTERNALLY DISPLACED POPULATION BETWEEN 1997 AND 1999: GLOBAL DETERIORATION 27
NO PRECISE ESTIMATES FOR THE DISPLACED POPULATION BETWEEN 1993 AND 1996 27
GEOGRAPHICAL DISTRIBUTION 29
DISPLACED POPULATION IN SITES BY PROVINCE (JUNE 2000): 32% OF BURUNDI INTERNALLY DISPLACED POPULATION LOCATED IN BUJUMBURA RURAL PROVINCE 29
EVOLUTION OF THE INTERNALLY DISPLACED POPULATION BY PROVINCE (JANUARY-JUNE 2000) 31

DISPLACED POPULATION IN 'SITES' BY PROVINCE (JUNE 1999) 35
EVOLUTION OF THE IDPs BY PROVINCE, NOVEMBER 1997-98 36
DISAGGREGATED FIGURES 38
VULNERABLE CHILDREN IN BURUNDI: MORE THAN 190,000 ORPHANS AND UNACCOMPANIED CHILDREN AS OF MAY 2000

MAJORITY OF DISPLACED PERSONS IN CAMPS ARE WOMEN AND CHILDREN (1998)

PATTERNS OF DISPLACEMENT

GENERAL

FORCED RELOCATION OF CIVILIAN POPULATION ("Regroupment") (SEPTEMBER 1999) 41
CLEARING OPERATIONS BY THE ARMY: EVACUATION OF THE CIVILIAN POPULATION FAILS TO PROVIDE PROTECTION (NOVEMBER 1998-MARCH 1999) 42
REFUGEES RETURNING TO SITUATION OF INTERNAL DISPLACEMENT (1999) 43
SHORT-TERM DISPLACEMENT: THE CASE OF IDPs IN MAKAMBA PROVINCE (JANUARY 1999) AND BUJUMBURA RURAL (APRIL 1999) 43
MULTIPLE DISPLACEMENT: IDPs IN MAKAMBA PROVINCE (MARCH 1999) 44
MOST DISPLACED LIVING IN CAMPS IN THE GITEGA PROVINCE HAVE BEEN DISPLACED SINCE 1997 44

THE "DISPERSED" IDPs (1998) 44
FORCED RELOCATION TO SMALLER SITES AROUND ADVANCE MILITARY POSTS (1998) 45
REGROUPMENT POLICY continues ON A SMALLER SCALE (1998) 46
RETURNING REFUGEES FORCED INTO "REGROUPMENT" CAMPS (1998) 46
TYPOLOGY OF DISPLACEMENT REFLECTS MULTI-FACETED PHENOMENON (1993-1998) 47

PROTECTION CONCERNS

RIGHT TO LIFE AND PERSONAL SECURITY

ATTACKS AND KILLINGS IN CAMPS FOR DISPLACED POPULATION (1999-2000) 49
DISMANTLING OF "REGROUPMENT CAMPS" FORCES DISPLACED TO RETURN TO UNSAFE AREAS (1998-2000) 51
PRESENCE OF ARMED FORCES WITHIN AND NEAR RELOCATION CAMPS GENERATES FURTHER INSECURITY (1999) 51
INSECURITY IN CAMPS: REPORTS OF RAPE AND OTHER FORMS OF PHYSICAL VIOLENCE (1998) 52
CAMPS INHABITANTS EXPOSED TO EXTRAJUDICIAL EXECUTIONS AND INDISCRIMINATE ATTACKS (1998) 52
INSECURITY AROUND CAMPS: WOMEN PARTICULARLY EXPOSED (1998) 54
DISPLACED POPULATIONS OUTSIDE CAMPS AT RISK (1998) 54
DECLINING NUMBER OF LANDMINES INCIDENTS (1998) 54

PERSONAL LIBERTY

REPORTS OF FORCED LABOR AND FORCED RECRUITMENT IN CAMPS (1998) 55

FREEDOM OF MOVEMENT

NO FREEDOM OF MOVEMENT IN REGROUPMENT CAMPS (1999-2000) 55
FORCED CLOSURE OF CAMPS: THE CASE OF "CHEZ JOHNSON" AND "CHEZ LEGENTIL" CAMPS IN BUJUMBURA (1999) 56
FORCIBLE RELOCATION OF POPULATION INTO "REGROUPMENT" CAMPS WHERE MOVEMENTS MAY BE SEVERELY RESTRICTED (1998) 56

SUBSISTENCE NEEDS (HEALTH NUTRITION AND SHELTER)

NUTRITION, WATER AND SANITATION 58
GENERAL SITUATION: PERSISTING FOOD INSECURITY (2000)  58
NUTRITIONAL SITUATION IN BUJUMBURA RURALE REGROUPMENT SITES (2000)  60
NEW REGROUPMENT SITES: LIVING CONDITIONS VARY FROM SITE TO SITE (OCTOBER 1999)  62
NUTRITIONAL SITUATION IMPROVING BUT STILL PRECARIOUS (OCTOBER 1999)  62
SITUATION IN RUTANA AND RUYIGI PROVINCES: NO INFORMATION ON EXACT NUTRITIONAL STATUS OF THE NEWLY DISPLACED (2000)  63
28% OF THE INTERNALLY DISPLACED POPULATION IN SITES DO NOT HAVE ACCESS TO MINIMUM REQUIREMENTS OF POTABLE WATER (SEPTEMBER 1999)  63

HEALTH  65
HEALTH IN BUJUMBURA RURAL: CAPACITY OF MEDICAL ORGANISATIONS OVER-STRETCHED (FEBRUARY 2000)  65
DISPLACED POPULATION EXPOSED TO EPIDEMICS (1999)  66
ACCESS OF IDPS TO HEALTH CARE (1993-1998)  67
HIV IN CAMPS REQUIRES IMMEDIATE ACTION (1998)  68
EPIDEMICS AMONG IDPS, RETURNES AND OTHER VULNERABLE GROUPS INCLUDE MALARIA, TYPHUS, CHOLERA, MENINGITIS AND NUTRITIONAL DISORDERS (1998)  68

SHELTER AND OTHER NEEDS  69
60% OF THE SHELTERS IN THE SITES FOR THE DISPLACED POPULATION ARE STRAW OR MUD HUTS (SEPTEMBER 1999)  69
POOR LIVING CONDITIONS IN THE NEWLY CREATED RELOCATION (OR "REGROUPMENT") CAMPS (1999)  69
BASIC CONDITIONS IN THE KARINZI IDP SITE IN MUTAMBU COMMUNE (BUJUMBURA RURAL)(JANUARY 1999)  70
SHELTERS AT CAMARA SITE DESTROYED BY HEAVY STORM (BUJUMBURA CITY)(MARCH 1999)  70
LACK OF PRIVACY IN CAMPS AFFECTS PRIMARILY WOMEN (1998)  71

WOMEN AND CHILDREN  71
BURUNDI HAS THE SIXTH-HIGHEST PROPORTION OF 'AIDS ORPHANS' IN THE WORLD (1999)  71
PRECARIOUS SITUATION OF DISPLACED WOMEN AND CHILDREN (1998)  72

ACCESS TO EDUCATION  73

GENERAL  73
DIRECT AND INDIRECT COSTS OF SCHOOLING (1998-2000)  73
DETERIORATING SCHOOL ENROLLMENT RATES (1999)  73
ROLE OF EDUCATION TO SUPPORT SURVIVAL OF FEMALE HEADS OF HOUSEHOLDS AND THEIR CHILDREN (1994)  74
COLLAPSE OF EDUCATIONAL SYSTEM AFFECTS THE WHOLE POPULATION (1998)  74

ISSUES OF SELF-RELIANCE AND PUBLIC PARTICIPATION  76

ACCESS TO LAND  76
EFFECTS OF THE CONFLICT AND THE REGROUPMENT POLICY ON FOOD SECURITY ARE AGGRAVATED BY A DROUGHT IN NORTHERN PROVINCES (1999)  76
FARMING IS POSSIBLE FOR DISPLACED POPULATIONS IN CAMPS (1998-1999)  77
DISPLACEMENT OF POPULATION HAS CAUSED DISRUPTION OF AGRICULTURAL PRODUCTION (1998)  77
### Geographical and Economical Factors
2. Army Worm Infestation Threatens Agricultural Production in Kirundo, Muyinga and Ruyigi Provinces (May 1999)
3. FAO Studies Effects of Low Rainfall in Burundi (December 1998)

### General Conditions Prevailing to the Agricultural Production: A Brief Review by the UN Resident Coordinator (1998)

### Community Participation
1. Low Women Participation in IDP Camps (1998)

### Issues of Family Unity, Identity and Culture

#### Family Unity

### Property Issues

#### General

### Patterns of Return and Resettlement

#### Types of Return Movements

#### Return/Resettlement Policy
2. Resettlement Efforts by the Government Target Primarily the Displaced Tutsi (2000)
HUMANITARIAN ACCESS

POLITICAL AND GEOGRAPHICAL OBSTACLES 97
New customs formalities hamper timely delivery of WFP aid (June 2000) 97
Local conflicts over the distribution of aid cause disruption of assistance (January 1999) 97
Delivery of international aid to Burundi from neighbouring countries cannot always be done by road and requires air transport (1998) 97
Sanctions on Burundi have complicated the delivery of humanitarian assistance (1998) 98
Attitude of the Government and local authorities towards international presence in 1998: A review by the U.S. Department of State 98

SECURITY-RELATED OBSTACLES 99
Restrictions on UN humanitarian movements partially lifted (2000) 99
Movement of humanitarian personnel restricted (1999) 100
Not all newly created relocation (or "regroupment") sites are accessible (1999) 101
Security conditions seriously worsening since June 1999 (October 1999) 102
Humanitarian personnel targeted (June 1999) 103
General insecurity hampers assistance to the IDPs: the case of the Makamba and Ruyigi provinces (April-May 1999) 103
Deteriorating security situation does not hamper work of humanitarian community, the Minister of Communication says (March-April 1999) 103
Humanitarian organisations lack access to the "dispersed" populations (1998) 104

NATIONAL AND INTERNATIONAL RESPONSES 105

NATIONAL POLITICAL RESPONSE 105
Dismantling of camps: contradicting reports (2000) 105
Rehabilitation needs of the displaced reviewed by the Committee IV on Reconstruction and Development (Arusha peace process) (2000) 107

NATIONAL OPERATIONAL FRAMEWORK 109
Ministry for the Advancement of Women and Social Action (1998) 109
Weakened national humanitarian capacities (1998) 109

INTERNATIONAL OPERATIONAL FRAMEWORK 110
Coordination by the UN Humanitarian Coordinator with the support of the UN Office for the Coordination of Humanitarian Affairs (OCHA) (1999) 110
International presence enjoys respect and credibility throughout the country (1998) 111

INTERNATIONAL OPERATIONAL ACTIVITIES IN 1998-2000 111
IDP related activities in the 2000 United Nations Consolidated Inter-Agency Appeal for Burundi 111
Progress made and lessons learned by the international humanitarian community during 1999 115
WFP provides bulk of all food assistance to Burundi (1999-2000) 117
The UN High Commissioner for Human Rights maintains an observation mission (1999-2000) 118
Programmes on behalf of unaccompanied children (UAC)(1999) 120
PROFILE SUMMARY

Since its independence in 1962, Burundi has suffered from large scale communal and political violence especially in 1965, 1972, 1988 and 1993. (UN Commission on Human Rights 28 November 1994; Mullen 1998) Population displacement, which has been a regular feature of communal violence in Burundi since 1993, now affects more than 670,000 persons or about 10% of the total population. Most of the long-term displaced are living in the 320 sites throughout the country. (UN OCHA Burundi, June 2000) The figures are based on information from humanitarian agencies and local authorities but only cover people displaced over a longer period of time. Short-term displacement movements take place constantly without necessarily being recorded. In addition the estimates of 670,000 only include the displaced living in "sites" (camps or similar) while numerous displaced (formerly referred to as the "dispersed") still remain hiding in the hills and forests. (UNRSG 6 March 2000, paras. 31-33) Approximately 83% of the displaced population are located in the four western-most provinces. Bujumbura Rural province alone, where 58% of the population is displaced, represents 32% of the total internally displaced population in Burundi (UN OCHA Burundi June 2000).

The internally displaced population dramatically increased in September and October 1999, reaching a total of more than 800,000 internally displaced, as a result of a policy of forced relocation (also called "regroupment") of approximately 300,000 civilians into approximately 50 newly created camps. These camps are located mainly in the Bujumbura Rural area but other relocation movements were also reported in the provinces of Rutana, Muramvya and Bubanza (UN OCHA 24 December 1999). Since January 2000, the number of internally displaced persons in Burundi has decreased by about 140,000 persons following the decision of the government to progressively close down the newly created relocation camps as permitted by the security situation. Reports by international agencies however confirm that only a limited number of camps have been entirely dismantled and that persisting insecurity in the areas of origin have prevented durable return movements. In some of the "regroupment" sites, the population refuses to go home and spontaneously return to the sites (WFP 23 June 2000). UN Security officials in Burundi have reported a "a couple of instances" of attacks on areas to where people have returned (IRIN-CEA 16 June 2000). In other sites allegedly dismantled by the Government, the population has been dispersed to the hills or other existing sites or has found accommodation with local households near the sites (UN OCHA June 2000 "Tableau de la situation du démantèlement").

Some displacement sites in Bujumbura Mairie and Ngozi provinces have been transformed into village-like settlements, usually guarded by a military presence. This policy of "villagization" has been undertaken by the Government, alleging that the return of the displaced to some areas has been made definitely impossible by the atrocities experienced there. The international community is reportedly unsure of the Government’s real objectives behind this policy. The European Community representative in Burundi
recommends the systematic consultation of the population concerned (UNRSG 6 March 2000 para. 29, IRIN 12 May 2000).

Reported infiltration of rebel groups from Tanzania has also resulted in an increased number of reported incidents in the eastern provinces of Ruyigi, Rutana and Gitega, causing more population displacement (ACC/SCN 31 March 2000, p. 10). In the province of Makamaba, about 30,000 persons have been displaced since May 2000 as a result of clashes between the rebels and the Burundi army. Cross border activities by the rebels from the Democratic Republic of Congo also caused a number of attacks in Bubanza (UN OCHA 8 June 2000; IRIN 12 May 2000).

Many of the "regroupment" camps were created by the State in 1996 and 1997 with the objective of forcing the Hutu civilian population into camps and removing potential support for the rebels (AI 19 November 1998, section III). As the military regained control in certain areas, some of the camps were dismantled while smaller camps were created around advanced military positions in the hills, creating the allegation of human shielding by the military (AI 17 November 1999, sect. III). Elsewhere the government continued to implement a short-term "regroupment" policy in response to local destabilization (UN Resident Coordinator System in Burundi 1998, p. 5).

Internal displacement is directly connected to the armed conflict between the army and the Hutu rebel groups. The parties in the conflict rarely engage in direct confrontations but rather target the civilian population. Extrajudicial killings, forced labour or recruitment and disappearances are common reprisal measures against the civilian population for their lack of support to either party in the conflict (AI 17 August 1999). The resettlement of Burundi refugees returning from neighbouring countries is another process contributing to internal displacement as in the case of the so-called "without land/without address" returnees who left the country in 1972 and no longer have access to any property (UN November 1999, p. 18).

The nutritional situation in the camps is variable but has been globally affected by the persisting insecurity and restrictions on movement which has hampered access of the displaced population to their fields or to employment opportunities in town (ACC/SCN 31 March 2000). Insecurity has also disrupted the delivery of food aid to the population living in sites on several occasions (UN OCHA 8 June 2000). Food insecurity in Burundi is further aggravated by drought in the North and East of the country (ACC/SCN 31 March 2000, p. 7). The forced relocation process in September 1999 and the dismantling of some "regroupment" sites from February 2000 have been undertaken without any assistance provided by the government to the population concerned (UN OCHA 8 June 2000). Living conditions in the sites are appalling with insufficient access to food, water, sanitation and health care. The general degradation of health care provided at the health centres and the decreasing number of skilled health workers has also a severe impact on the health status of the displaced and the rest of the population (UN November 1999, p. 13). Epidemiological reports indicate that malaria, cholera, typhus fever, and meningitis pose serious health threats. A cholera epidemic also broke out in some "regroupment"
sites in Bujumbura Rural in November 1999 (IFRC 17 December 1999) and the risk of further epidemics remains high (ACC/SCN 31 March 2000, p. 8). Displacement and insecurity have also furthered the spread of HIV with almost 4 percent of the children having lost one or both parents to AIDS (SCF 1 November 1999; UN OCHA June 2000).

Following the killing of two UN staff in the Rutana province on 12 October 1999, the United Nations suspended all its operations in the country, restricting all movements of its staff to the capital. The reduced UN presence obliged a large number of NGOs to close their country programmes and human rights monitoring was seriously hampered (UN Commission for Human Rights 25 February 2000, para. 66; UNRSG 6 March 2000, paras. 40-43, 49). A security protocol was signed in January 2000 between the UN and the Government of Burundi, followed by the loosening of UN staff security measures in 11 provinces in April 2000 (UN OCHA 8 June 2000).

In response to the forced relocation policy the international humanitarian community has decided to limit assistance provided to the relocation camps to "life-sustaining items, including food, water, shelter, health care, sanitation and agricultural inputs for those who have regular access to their fields." (IASC 19 January 2000) Rehabilitation and reinstallation activities for the people returning from the dismantled "regroupment" sites are also postponed for security reasons (UN OCHA 8 June 2999). WFP continues to provide food assistance to the displaced population but its strategy is not to provide return package as such, but to continue feeding returning population on their hills until the next harvest (WFP 10 February 2000). The donors' response to humanitarian appeals is exclusively targeting emergency aid while reconstruction and development assistance and human rights activities (such as the monitoring of the situation of the internally displaced by the UN High Commissioner for Refugees) remain largely under-funded (UN November 1999, pp. 1, 58).

The situation in Burundi is under close scrutiny by the international community. The designation of former President Mandela of South Africa as mediator has given a new impetus to the peace process initiated in 1997 in Arusha under the mediation by late former Tanzanian President Julius Nyerere (UN OCHA 24 December 1999). President Mandela undertook two visits to Burundi (April and June 2000) during which he strongly condemned the "regroupment" policy. In June 2000 he obtained from the government a promise that all the "regroupment" camps would be dismantled by July 31, 2000 (ICG 22 June 2000). Matters relating to the reintegration of the internally displaced persons and the refugees, in particular questions dealing with the recovery of property by refugees and the displaced and the reintegration of demobilized soldiers and rebels, are still being discussed within the Committee for reconstruction and development issues (Committee IV) of the Arusha negotiation process (ICG 18 April 2000). On January 19, 2000, the United Nations Security Council devoted a session to Burundi and adopted a resolution calling for all parties to ensure humanitarian access to the displaced throughout Burundi and to allow for the population in sites to continue their previous livelihoods (UN SC 19 January 2000). In April 2000 the United Nations Commission on Human Rights adopted a resolution calling the Government of Burundi to suspend its policy of population displacement, to continue to implement its commitment to dismantle all regroupment
camps and to facilitate the return of the displaced (UN Commission for Human Rights 18 April 2000). The Representative of the United Nations Secretary-General for the Internally Displaced Persons, Dr. Francis Deng, undertook a second visit to Burundi in February 2000, during which he met with the President of Burundi, relevant ministers of the government, international agencies and local authorities of the areas visited. The Representative urged the Government and the international community to work together to ensure the provision of basic humanitarian assistance and protection to the displaced (UNRSG 6 March 2000).

(Updated June 2000)
CAUSES AND BACKGROUND OF DISPLACEMENT

Causes of displacement

The effects of the armed conflict and the renewed "regroupment" policy (1999)

- Parties in the armed conflict seldom engage in direct combat but rather target the civilian population indiscriminately in reprisal killings
- Reports of forced recruitment of civilians, including children and disappearances
- The western and southern provinces, most notably Bubanza, Bujumbura rural, Bururi and Makamba, remained characterised by instability and new population movements
- Since September 1999, over 280,000 people were forcibly moved by government forces to regroupment camps

The armed conflict

"The human rights situation continues to deteriorate in Burundi. Many of the human rights abuses are directly associated with the armed conflict in which all parties have carried out serious human rights abuses against the civilian population. During 1999, hundreds of unarmed civilians were killed by members of the government armed forces and armed opposition groups. Many of the extrajudicial executions carried out by government armed forces were in reprisal for military activities by armed opposition groups. Reprisals by the armed forces have been brutal and indiscriminate. Virtually none of the killings have been independently investigated.

Scores of arrests, many of which appear to have been arbitrary, have taken place since late 1999. Amnesty International has also concurrently noted a significant increase in reports of torture and 'disappearance'. These reports are continuing into 2000." (AI 6 January 2000)

"Although there is some direct combat, the majority of those killed are unarmed civilians. The armed forces reportedly often retreat rather than engage in direct combat with armed groups but return after an attack or passage of armed groups and indiscriminately attack the population. The population is frequently caught between opposing sides; viewed by the armed forces as hostile and supportive of the armed opposition, and equally, the armed opposition considers members of the population who fail to support them as potential collaborators of the government. Viewed as a potential insurgent or potential collaborator, much of the population is thus constantly at risk of reprisal killing by different sides. In some areas the population may be taxed by both the armed opposition and the government. Both the armed opposition and government soldiers coerce civilians, including young children, to carry weapons and other equipment for them; children as young as 12 have been arrested for collaboration with armed opposition groups as a result. The government practice of introducing night-time civilian patrols, as a counter-insurgency measure, has led to civilians becoming military targets for the armed forces."
opposition groups. Participation in such patrols is compulsory. Refusal to accept may easily result in arrest, and even 'disappearance'. Although in most cases it appears that the patrols are not armed, their surveillance role is a potential threat to armed opposition groups." (AI 17 August 1999, section II)

"With the exception of cross-border attacks into Ruyigi province in March, the security situation remained mostly stable in the eastern and central provinces. The western and southern provinces, however, most notably Bubanza, Bujumbura rural, Bururi and Makamba, remained characterised by instability and new population movements. From late June [1999] onwards, the security situation also began deteriorating steadily around the capital with attacks on outlying suburbs becoming more and more frequent. Insecurity also increased in the southern provinces of Makamba and Rutana." (UN November 1999, p. 6)

**Regroupment**

"Since September 1999 over 320,000 mainly Hutu civilians have been displaced in Rural Bujumbura province. Over 280,000 people were forcibly moved by government forces to regroupment camps. Conditions in the camps are appalling and human rights violations in the camps continue to be reported." (AI 6 January 2000)

"Regroupment was recently extended to two other provinces. In Rutana, in the southwest border of the country with Tanzania, 16,279 people have been regrouped in 13 sites. In the central province of Muramvya, adjoining Bujumbura Rural and Bubanza to the west, the population of two collines (around 500 households) has been regrouped in early December near the Kibira forest. This site is not accessible due to security conditions." (UN OCHA 24 December 1999)

For more information on the regroupment policy from September 1999, see also "Forced relocation of civilian population ("Regroupment") (September 1999)" [Internal link]


- 1996: government policy to move civilian populations into "regroupment" camps
- 1997: end of the large-scale, long-term "regroupment" policy
- 1998: short-term forced movement of populations continues, particularly in unstable western provinces

"One of the most distinguishing characteristics of the Burundi conflict is the policy of mandatory regroupment, which at one point in 1997 accounted for nearly half the total displaced population. Some observers estimated that up to a half-million were in the camps throughout the country.

The term regroupment has come to be used when (mostly Hutu) populations in areas subject to systematic destabilization by rebel activity are required to leave their homes and relocate to camps guarded by armed forces. The purpose of this exercise is to allow
the military to conduct operations aimed at flushing out rebel positions and regaining control of the territory. Typically, the civilian population is given a deadline by which they have to make their way to a designated regroupment site; anyone remaining in the collines after the deadline expires is considered a legitimate military target. Authorities have generally provided no form of assistance to assure minimum living standards for the regrouped.

This policy was first implemented on a large scale in Karuzi province early in 1996, followed by Karanza and Muramvya provinces later that year. By the end of the year, some 250,000 people had been forcibly removed from their homes in these three provinces alone. In February 1997, following a broad consultation process involving UN agencies, NGOs and donors, the international humanitarian community adopted a common setting out conditions for a carefully calibrated relief response designed to avoid any intervention that might be seen to endorse or prolong regroupment, while ensuring that the most urgent, life-sustaining needs of the affected populations were covered. Particular emphasis was placed on agencies readiness to provide significant assistance for the definitive return of the regrouped to their homes.

In mid-1997, partly as a result of international pressure and partly because the policy had achieved its military objective of reclaiming territory held by the rebels, the authorities began to dismantle the camps. By the end of 1997, virtually all the regrouped people of Kayanza, Muramvya and Karuzi had returned to their homes.

Opposition and rebel groups have consistently portrayed regroupment as a violation of fundamental human rights and international humanitarian law, while the Government has always maintained that it is a short-term security measure designed to protect civilians. In any case, large-scale, long-term regroupment such as that which caused widespread controversy in 1996-1997 has ended. However, short-term forced movement of populations continues, particularly in the more unstable western provinces." (United Nations Resident Coordinator System in Burundi 1998, p. 7)

See also "Typology of displacement reflects multi-faceted phenomenon (1993-1998)"
[Internal link]

Two categories of internally displaced: the "displaced" and the "dispersed" (1993-1994)

- The dispersed (mostly Hutu) face more protection and assistance problems than the displaced (mostly Tutsi) in the army-protected camps

"The Representative was told that there were two distinct categories of internally displaced persons in the country since the massacres of October 1993 […]: 'displaced' and 'dispersed'. The first category consists mostly of members of the Tutsi group who sought protection in approximately 75 administrative centres or army camps run by the Tutsi-dominated military, while the second category includes persons, mostly Hutu, who fled to the marshes, the valleys and the woods, trying to avoid the central roads and to
hide themselves from the military. In that respect, the dispersed faced more protection and assistance problems than the displaced in the army-protected camps. Apparently, many of them have now returned to their homes, or at least to their areas of origin, although it was reported that some prefer not to spend the night in their homes but to seek shelter in the woods. On the other hand, the displaced of Tutsi origin seem to experience difficulties in being able to return home. This was said to be in part because of fear of being persecuted or killed by their neighbours and also because the military is alleged to discourage their departure. It is much more difficult to identify the dispersed, since they are not concentrated as a group but literally are dispersed throughout the country." (UN Commission on Human Rights 28 November 1994, para. 12)

See also "Typology of displacement reflects multi-faceted phenomenon (1993-1998)" [Internal link]


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<th>Chronology of Population Movements</th>
<th>Details</th>
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<tr>
<td>1972</td>
<td>An estimated 200,000 Burundians flee from pogroms and communal violence; many seek refuge in Tanzania, where most remain to this day.</td>
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<tr>
<td>1993</td>
<td>To escape the violence that broke out following the assassination of President Ndadaye, nearly 200,000 people leave the hills to seek protection in sites grouped around military posts. A vast majority are still there.</td>
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<tr>
<td>1994-1996</td>
<td>The escalation of the civil conflict sparks massive population movements; the northwestern province of Cibitoke, sandwiched between the rebel bases in the mountainous Kibira forest and in neighboring Kivu, is particularly unstable. Large numbers seek refuge in neighboring Zaire (150,000) and Tanzania (250,000). Up to 400,000 congregate in sites inside the country.</td>
</tr>
<tr>
<td>1996-1997</td>
<td>In the wake of the conquest of Zaire by the Kabila-led alliance, most of the refugees in Kivu return to Burundi, where they swell the numbers living in the displaced camps on the north-western provinces, particularly Cibitoke.</td>
</tr>
<tr>
<td>1996-1997</td>
<td>As a military strategy to regain control of rebel-held territory, the authorities forcibly regroup 250,000 civilians in Karuzi, Kanyanza and Muramvya provinces. Nearly all of them return home by the</td>
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end of 1997, but the policy of controlled population movements continues to be implemented in other, more short-term forms elsewhere in the country.

| 1997-1998 | Following the loss of their bases in the Kivu, the rebels regroup in Tanzania, and the main theatre of operations shifts to the southwest, along the ridge of the Nile-Congo watershed that is the main conduit into and out of the country for guerrilla groups. The ensuing destabilization leads to large scale displacement to new sites, again mainly along the main tarmac roads of the western plain, not only in Makamba and Bururi provinces but also as far as north as Bujumbura Rural and Bubanza. |
| 1997-1998 | As the military gradually established control in certain areas, the authorities begin to dismantle the big sites near main roads or major towns and create smaller, decentralized sites grouped around advanced military positions in the hills (Cibitoke, parts of Bururi, Bubanza). Elsewhere, short-term regroupment operations continue to be implemented in response to localized destabilization (Bujumbura Rural) |
| 1998 | Nearly all the sites in Cibitoke province, for so long the most unstable part of the country, are dismantled by June and the people return to their hills. At almost the same time, the crisis in neighboring Congo produces an influx of some eleven thousand people, which continues up to present. |

(United Nations Resident Coordinator System for Burundi 1998, p. 5)

**Causes of internal displacement: an analysis by the U.S. Committee for Refugees (1998)**

- Pervasive psychology of "flee or be killed" is a lasting legacy of the 1972 massacres and the 1993 upheavals
- Displacement has also been used as a deliberate goal of violence since 1993
- Massive retaliation by the armed forces
- Suspicion towards the displaced population creates more displacement
- Use of violence and displacement as a way to achieve political or economical objectives

"A history of massacres has taught the people of Burundi, regardless of their ethnicity, that their personal survival hinges on their ability to flee and seek a safer place temporarily. For many peasant Burundians, the lesson of the past is that violence can
erupt suddenly and can rapidly become all-encompassing. It is a lesson handed down from generation to generation. Some of the underlying causes of internal displacement in Burundi follow:
First, a pervasive psychology of 'flee or be killed' has become the lasting legacy of the 1972 slaughter and the 1993 upheaval. The 1994 genocide in neighboring Rwanda has reinforced the psychology of flight in Burundi.
Second, the smaller massacres that have occurred almost daily since 1994 serve to validate the historical lessons of fear and mistrust. Fear is also ingrained that large number of Burundians have learned to flee their homes not only in reaction to danger but also in anticipation of it.
Third, much of Burundi's displacement since 1993 has been caused by «ethnic cleansing.» Displacement is no longer merely as accidental by-product of violence; it has become a deliberate goal of violence.
Fourth, both ethnic groups of Burundi regard themselves as vulnerable. The sense of vulnerability has become an important part of the self-identity. Hutu are demographically dominant but see themselves as vulnerable to the political and military power of Tutsi. Tutsi are politically and militarily powerful but view themselves as vulnerable to the demographic dominance of Hutu. Members of both ethnic groups regard themselves as victims, despite the fact that many massacres in Burundian history have been largely one-sided.
Fifth, a pattern is evident in many violent eruptions over the decades: regardless of how violence begins, there is almost always massive retaliation against the Hutu by the Tutsi-dominated military. As a result, many Hutu instinctively flee at the mere sight of soldiers or at the distant sound of their vehicles. The country's forces of order, unfortunately, create new disorder and displacement – deliberately in some cases, inadvertently in others.
Sixth, population displacement in Burundi often exacerbates rather that alleviates the conflict. Uprooted Burundians of one ethnic group are often regarded as dangerous by members of the other ethnic group. The military suspects that many internally displaced Hutu are rebels. Many Hutu suspect that camps of displaced Tutsi are bases for militia activity. There is some truth to these mutual suspicions. The result is that displacement at times begets more violence, causing still more people to flee. In short – at least in Burundi – displacement causes more displacement.

These are only partial explanations of the population displacement in Burundi, of course. This review of Burundi's history indicates that some actors create violence and displacement as a way to achieve political control by force that they are unable to achieve or maintain through nonviolent means. Some elements in Burundi create violence and displacement for the economic rewards it brings them through banditry, confiscation of property, and skimming of relief aid. Still other Burundians commits violence and force displacement based on pure fear or hate, reinforced by decades of grievances, real or imagined." (USCR 1998a, pp. 32-33)
Development of the conflict in 2000

- While the situation in Bujumbura Rural has remained relatively calm, there have been reports of intensified fighting in the provinces of Bujumbura Rural, Rutana, Ruyigi and Gitega
- Infiltration of rebel groups from Tanzania in the province of Makamba has caused fighting and the displacement of 30,000 persons, according to local authorities
- Increasing violence in the province of Bubanza following rebel groups infiltrating from the DR Congo

"There were clashes between the army and armed rebel groups as well as amongst the rebel groups, most notably between the Front National de Libération and the Interahamwe and ex-Forces Armées Rwandaises. While the situation around the capital has been relatively calm since the beginning of the year with fewer incidents reported in Bujumbura Mairie, Bujumbura Rural has witnessed an increase in fighting. Many incidents have been reported in the provinces of Rutana, Ruyigi and Gitega. Some analysts believe that the rebels are attempting to set up new bases in the eastern part of the country because of the intensified deployment of Tanzanian armed forces along the border to prevent rebel cross-border activities. In addition, there are reports of ex-FAR and Interahamwe infiltration from Tanzania into the eastern provinces. Makamba province has seen an increase in rebel infiltration and consequently stepped up fighting and a large number of people from Kibago commune have fled their homes and moved into the centre of the Province. In Bubanza, there has been an increase in rebel infiltration from the DRC and a number of attacks and ambushes have occurred." (UN OCHA 8 June 2000)

Fighting and displacement in Makamba provinces
"In the region of 30,000 people have been displaced in Makamba Province in the southeast of the country in the past fortnight by Hutu rebel attacks and clashes between the rebels and the Burundi army. A new onslaught by FDD rebels started on Sunday 30 April, when a large contingent of rebels crossed into Burundi from Tanzania, humanitarian sources said.

The rebels sought to seize territory in Mbizi commune and there was serious fighting in Kibago through the first week of May, news organisations quoted Colonel Bernard Bijoya, commander of the 5th Military Region in the southeast, as saying. Two hundred or more rebels were reported killed, but there were no details available of civilian or army casualties. The FDD appeared to be keen to seize control of Makamba to strengthen its negotiating position in talks with Nelson Mandela, the facilitator of the Arusha peace process, later this month, according to sources in Bujumbura.

The Governor of Makamba had initially said there were 50,000 people displaced, but later official figures cited 31,460. This was considered somewhat exaggerated but was being used for planning purposes by NGOs, a humanitarian official in Burundi told IRIN on Friday."
The situation had been identified as urgent in five sites, in particular: Jimdi, Kivoga and Mbizi village, in Kibago commune, and both Mabanda-Cribumal and Paroisse in Mabanda commune. The displaced people were understood to have very little at their disposal after fleeing their homes in haste, though some sheeting, blankets and cooking sets had been distributed and a water truck was on its way, humanitarian sources said. NGOs were understood to be meeting on Friday to work out a coordinated response to the crisis." (IRIN 12 May 2000)

**Political reforms and peace negotiations have been engaged (1997-2000)**

- Government initiated a series of political reforms during 1997-1998, known as the "internal partnership", which resulted in the suspension of the economic sanctions imposed on the country (January 1999)
- Peace process initiated in Arusha (Tanzania) under the mediation of former Tanzanian President Nyerere (until October 1999) and former South African President Mandela (from December 1999)
- President Mandela's call for the release of all political prisoners and the inclusion of the armed rebel groups in the Arusha negotiation process remain issues remain objected by the government of Burundi

Former South African President Mandela was nominated as mediator of the Burundi peace process [replacing former Tanzanian President Julius Nyerere who died in October 1999]

"[During 1997 and 1998] the Buyoya Government has complied with a series of conditions linked to the lifting of the sanctions [imposed on Burundi]. The Government has also initiated a series of political reforms, known as the 'internal partnership'. The National Assembly, for instance, has been expanded from 81 to 121 members to include representatives from all political parties and civil society. At the same time, the Government is actively participating in the external peace process mediated by former Tanzanian President Julius Nyerere. These efforts have resulted in the convening of all-party talks in Arusha in June 1998 at which, for the first time, delegates from all sides are meeting to discuss solutions that would be acceptable to all involved.

[...] [T]he cease-fire that was due to come into effect on 20 July 1998 has failed to materialize." (United Nations Resident Coordinator System in Burundi 1998, p. 4)

"On Saturday 23 January 1999, East and Central African leaders, meeting in the northern Tanzanian town of Arusha, suspended economic sanctions imposed on Burundi on 31 July 1996. The move followed the 7th Regional Summit on Burundi, which was called to review the political situation in Burundi and the progress in the peace negotiations. The Summit was briefed by the mediator Mwalimu Nyerere and Burundi's President Buyoya on the progress made to date. The Regional leaders evaluated the recent developments as positive. The Ugandan President Museveni said that the 'regional leaders have unanimously agreed that the sanctions should be suspended, not removed.' This would imply that if the peace talks fail, sanctions could be re-imposed. The move was welcomed by the UN, OAU and governments world wide."
With the sanctions suspended, regional trade with Burundi can resume as normal. The Tanzanian President Mkapa announced that Tanzania's border had been opened with immediate effect and called on business people to resume trade with Burundi as soon as possible." (UN OCHA 01 February 1999)

"At the eighth regional summit [December 1999], under the chairmanship of Ugandan President Museveni, former South African President Mandela was nominated as mediator of the Burundi peace process [replacing former Tanzanian President Julius Nyerere who died in October 1999]. Official reaction has been positive from the government despite misgivings of the choice to continue talks in Tanzania. As for the opposition parties, the reception of the designation has been rather positive with the exception of PALIPEHUTU. Mandela has called for negotiations to resume in February with the inclusion of all parties to the conflict. The modalities for inclusion, however, remain to be determined. Meanwhile, three of the four committees have resumed talks in Arusha on 6 December to discuss democratisation and governance, peace and security." (UN OCHA 24 December 1999)

"Between June 1998 and January 2000, the different parties to Arusha have met thirteen times: in June, July, October and December 1998, in January, March, May, July, September and November 1999, and in January, February and March 2000. On 21 June 1998, the participants signed a ceasefire declaration, which was immediately denounced by one of the rebel factions. In July 1998, they agreed on the procedural rules for the negotiations; in October 1998, they set up various committees. These comprise Committee I on the nature of the conflict; Committee II on democracy and good governance; Committee III on the security forces; and Committee IV on reconstruction and development. In February 2000, they approved the creation of Committee V on the guarantees for the agreement." (ICG 18 April 2000, p. 2)

"Following his nomination as facilitator of the Arusha Peace Process, the former South African President Nelson Mandela has deployed immense efforts to bring about peace in Burundi. He visited Burundi on 28 April 2000 and met on this occasion with political and military authorities as well as President Buyoya, the Minister of Defense, the Army Chiefs of Staff and the National Assembly. Mandela has made it clear, however, that after almost two years' worth of negotiations, the process should be concluded speedily. Despite Mandela's call for an all-inclusive peace talks approach, some armed rebel groups did not attend the Arusha negotiations and there is therefore no certainty as to a possible positive outcome before the summer." (UN OCHA 8 June 2000)

"The mediator Nelson Mandela, on his latest visit to Bujumbura on 12-14 June, reiterated his support for rebel demands that President Pierre Buyoya's government release all political prisoners regardless of their crimes and restore the rights of political parties. In March he also called for the creation of press freedoms and the disbandment of all regroupment camps. Only on this last issue has compromise been reached, with Burundi's government promising to close the camps by 31 July. The government argued that the issue of prisoners was more complex than it might appear at first glance and blamed
Tanzania’s facilitation team and certain Hutu parties for spreading propaganda. President Buyoya regards - as do the majority of Tutsis - those in jail to be armed bandits and terrorists who participated in the massacres following the assassination of President Melchior Ndadaye in October 1993.” (ICG 22 June 2000)

**A seriously deteriorating economic and social situation (1999)**

- Food and commodity prices continuing to rise in tandem with a devaluing currency

"The suspension of the two and a half-year-old embargo in January 1999 did not bring about the much-needed economic boost that had been hoped for; donors did not resume cooperation as anticipated. Apart from the resumption of international flights, its economic and social impact has been negligible. In fact, the overall state of the economy has, instead, continued to deteriorate with food and commodity prices continuing to rise in tandem with a devaluing currency. The value of the dollar has fallen from 507/665 FrBu at the beginning of 1999 to 618/1,300 FrBu by the beginning of October (official/unofficial rates). The rate before the embargo in July 1996 was 317/350 FrBu. Meanwhile, the price of an average food basket has risen from 5,228 FrBu prior to the embargo to FrBu 10,658 at the beginning of 1999 to FrBu 12,520 by the end of September. Reduced access to land owing to insecurity and decreasing plot sizes due to over-population (an average of 0.7 hectares (ha) per family) have exacerbated the situation of rural farmers, which make up 90 percent of the population.

These factors have led to a worsened social situation. Malnutrition rates still between five and fifteen percent, depending on the province. Diseases have increased due to lowered resistance resulting from hunger, crowded living conditions for displaced persons, and destruction of water supply infrastructure. In addition, the gross primary education enrolment rate fell from 70 percent in 1992/1993 to 63 percent in 1997/1998." (UN November 1999, p. 5)

**1993 assassination of the first democratically elected president marks the start of the Hutu armed rebellion (1993-1999)**

- July 1993: First presidential election brings moderate Hutu candidate Melchior Ndadaye to power
- October 1993: Assassination of Ndadaye triggers large-scale inter-ethnic violence
- July 1996: Coup installs President Buyoya; sanctions imposed by neighbouring countries; forcible relocation of Hutus into camps
- 1997-1999: Violent conflict between the armed forces and the armed opposition groups

"In the early 1990s under the government of Pierre Buyoya, a process of democratization began and multi-party elections were held in June 1993. The Hutu-dominated Front pour la démocratie au Burundi (FRODEBU), Front for Democracy in Burundi, won a landslide victory. President Melchior Ndadaye, Burundi’s first and only democratically-elected
president, his constitutional successors and other key figures in the administration were killed in a coup attempt three months after their electoral victory. President Ndadaye's proposed reforms of the military to address ethnic and regional imbalance may have in part provoked the coup attempt. After worldwide condemnation of the coup and the suspension of foreign aid, military leaders claimed that only a small group of soldiers had carried out the coup attempt. This claim was difficult to believe when there had been no evidence of any sections of the armed forces taking measures to prevent the coup. Military leaders also announced the return of power to the elected civilian FRODEBU-led government.

As news of the assassination of President Ndadaye spread, thousands of Tutsi civilians as well as Hutu supporters of the Union pour le progrès national (UPRONA), Union for National Progress, the former ruling party, were killed in reprisal by Hutu civilians. Within four days of the coup attempt, mass and indiscriminate reprisals for these killings were being carried out by the Tutsi-dominated security forces and Tutsi civilians against the Hutu population. Hundreds of thousands of Hutu, as well as some Tutsi, fled the violence, mainly to Tanzania and Zaire (now the Democratic Republic of Congo) and hundreds of thousands of others, mainly Tutsi, were internally displaced. The majority of refugees and internally displaced have yet to return to their homes.

In the aftermath of the 1993 coup attempt, leaders and allies of UPRONA organized themselves to resist the return of power to FRODEBU control. The Tutsi political opposition, backed by the Tutsi-dominated army, was reluctant to relinquish the power it had enjoyed since independence, and continued to force political concessions from the weakened FRODEBU government which could not consolidate its position. Tutsi youths formed armed groups, with the knowledge and even assistance of Tutsi soldiers. Many government supporters, particularly Hutu, were killed during such action. To counter this violence and what they considered as the inability of the FRODEBU-led government to protect its members and supporters, armed Hutu groups sprang up in and around Bujumbura.

From 1994 onwards, a number of Hutu-dominated armed opposition groups, formally allied to political parties in exile, began an open war against the Tutsi-dominated armed forces and their political allies, killing many unarmed Tutsi civilians. Tutsi militias also operated, often in open collusion with the armed forces, carrying out political assassinations and extrajudicial executions, particularly of prominent Hutu. The violence spread country-wide, and Hutu and Tutsi who had previously lived together effectively separated with urban centres dominated by Tutsi. Outside urban centres many Tutsi, fearing for their safety after the massacres of October 1993 remained in camps for the displaced. By early 1996 at least 11 provinces were experiencing regular fighting and the armed opposition had set up parallel administrations in some provinces. Both armed opposition groups and the armed forces were responsible for large numbers of killings of unarmed civilians. The FRODEBU government continued to weaken, as FRODEBU parliamentarians and officials were assassinated, arrested or fled into exile. The army extended its control with the appointment of military governors in a number of provinces.
However, during 1996 the armed opposition were significantly weakened by national and regional developments. In July 1996, President Pierre Buyoya returned with the support of the armed forces to power in a coup, which he claimed to have carried out to prevent further human rights violations and violence; many observers saw it as the completion of the October 1993 coup attempt. Nationally the government employed a practice of forcibly relocating or 'regrouping' the Hutu rural population into camps. While officials claimed that the motivation behind the regroupment, was to protect the population, it became clear that the policy was a counter-insurgency strategy developed to undermine Hutu-dominated armed opposition groups by creating military zones and by removing any possible source of support or cover. Whole areas were cleared of civilians and homes and plantations destroyed. Amnesty International and other human rights groups concluded that the policy could not be justified under international law. Furthermore, the war which broke out in the DRC in late 1996 not only led to the expulsion and return to Burundi of tens of thousands of Burundian refugees but also meant that armed opposition groups lost bases in eastern DRC, including support they were deriving directly and indirectly from refugee camps. This, combined with the effectiveness of the regroupment strategy, and fighting between the armed groups, weakened the armed opposition and by 1997 the areas of conflict had been reduced.

During 1997 and 1998, the conflict was concentrated on the western side of the country and is now primarily located in the provinces of Rural Bujumbura, Bururi and Makamba although there have been recent reports of fighting and the presence of armed groups in the south-eastern provinces of Rutana and Ruyigi, bordering Tanzania. Although it is not always possible to identify which armed opposition group is fighting where, PALIPEHUTU-FNL are currently reported to be located mainly around Rural Bujumbura and the FDD in the southern provinces of Makamba and Bururi. FROLINA is also reported to be sporadically operational in the south and east. There are persistent reports of members of the former Rwandese army (ex-FAR) fighting alongside armed opposition groups, particularly the PALIPEHUTU-FNL, in Burundi. There are also reports of alliances between the various Burundian armed opposition groups, although sporadic fighting and rivalry between them has itself generated hundreds of killings since 1994."
(AI 17 August 1999, section II)

"The main Hutu-dominated armed opposition groups are; The Forces pour la défense de la démocratie (FDD), Forces for the Defence of Democracy, the armed wing of the FDD-Conseil National pour la défense de la démocratie (CNDD), National Council for the Defence of Democracy (formed in exile following the October 1993 assassination of President Ndadaye by former FRODEBU and FRODEBU-allied political parties); the Forces nationales pour la libération (PALIPEHUTU-FNL), National Liberation Forces, which split from the Hutu opposition party, the Parti pour la libération du peuple hutu (PALIPEHUTU), Party for the Liberation of the Hutu People, formed in 1980; and the Front pour la libération nationale (FROLINA), Front for National Liberation, another breakaway faction of PALIPEHUTU." (AI 17 August 1999, footnote 4)
For more detailed information on 1993 events, see "Profile in displacement" (Report of the Representative of the Secretary General, Mr. Francis M. Deng, 28 November 1994, paras. 29-36) [External link]

Colonial rule and military regimes (1899-1992)

- 1962: Burundi becomes independent
- 25 years of a Tutsi dominated military dictatorship
- 1980: creation of the Party for the Liberation of the Hutu People (Palipehutu) by activists from the Burundian Hutu refugee community in refugee camps in Tanzania

"The transition from traditional power structures to 'modern' politics has by no means been an easy one. Two Ganwa (princely) dynasties continued fighting for control during the era of the colonial Powers, (first Germany from 1889 to 1918, then Belgium until 1962) as they had done during the pre-colonial era. The Party of Unity and National Progress (Uprona) was dominated by the Ganwa Bezi, while the Christian Democratic Party (PDC) was led by the Ganwa Batare. In the legislative elections of September 1961 Uprona won, with Prince Rwagasoré as Prime Minister designate. A month later, however, Rwagasoré was assassinated. The political game switched from Ganwa to Hutu and Tutsi hands for the first time.

Burundi gained its independence from Belgium in July 1962. Until 1966 the crown continued to stabilize the situation. Violent incidents erupted after the elections in 1966, following which the Prime Minister, Michel Micombero, a Tutsi of the Hima group from Bururi, […] overthrew the monarchy and declared a republic, concentrating power in the army. The National Assembly was dissolved and later replaced with a committee of officers, which, by 1971, was made up of 24 Tutsi and 3 Hutu, and Uprona was declared the sole party. Serious intra-Tutsi rivalries for power emerged. At this time Hutu were already being systematically purged from the army. The transition from a Ganwa-run kingdom to a Tutsi-dominated military dictatorship to the exclusion of Hutus caused more violence. For the next 25 years Tutsi factions fought over control, turning the Hutu into scapegoats whenever the Hutu would rise up and demand more equitable power-sharing. On the other hand, whenever efforts towards power-sharing were made, extremists from both groups would resort to violence, to delay or cancel them.

Massacres had taken place in 1965 and 1967, but the most serious ones took place in 1972 triggered by Hutu militants from the Burundian refugee community in Tanzania. Hundreds if not thousands of Tutsi were killed and there is widespread fear that what had happened to Rwanda's Tutsi, namely, systematic subjection and extermination, would happen to them too. The Tutsi retaliation and repression that followed were instant. The first victims were Hutus with education: secondary school and university students, teachers, nurses, doctors, priests, pastors, drivers, headmasters, businessmen, shopkeepers, civil servants, bank clerks, professors. Most Hutu families lost members. Hutu widows moved to the city outskirts when their houses were seized by Tutsi. Many
Tutsis also fled. Many left the interior, where they felt frightened among Hutu neighbours, and moved to Bujumbura to fill the many jobs now vacant. Others rushed to occupy the flat, fertile, palm-oil-producing strip of lake shore south of Bujumbura, after the flight of very many Hutu who had been living there. Reports have spoken of genocidal acts and of hundreds of thousands of Hutus killed. […]

These events had great reverberations in Burundi; yet, nothing was ever done about the massacres. There has never been an official inquiry into them, an accounting, or any effort to bring to justice those responsible for the killings. Thereafter there was no question of Hutus entering the army, and many refused to send their children to school, fearing they were exposing them to a future massacre. Those at school had no role models. The educated, competent, urbane were all Tutsi. That there was a "lost" Hutu generation is still evident today in the political life of the country.

There was little power-sharing following the massacres, even after Micombero was overthrown by his deputy chief of staff, Colonel Jean Baptiste Bagaza, also a Hima (Tutsi subgroup). There were no massacres during Bagaza's 11-year rule and many refugees returned home. Bagaza reportedly hoped development would push his country through the ethnic deadlock. Observers note that he engaged in a series of reforms, without, however, addressing the ethnic issue. […] All provincial governors were Tutsi and most judges, university and school teachers, magistrates and heads of hospitals were Tutsi too. Uprona remained a Tutsi party and its members were the ones to benefit mostly from Bagaza's management of the economy. In the last years of the Bagaza regime corruption and nepotism reportedly flourished. […] In the meantime, in 1980 activists from the Burundian Hutu refugee community formed the Palipehutu, or the Party for the Liberation of the Hutu People, in refugee camps in Tanzania. Bagaza was himself deposed in 1987 by a group of army officers and a cousin of his and nephew of Micombero, Major Pierre Buyoya, became President.

In August 1988 frustrated Hutu hopes for an improvement were at the root of hundreds of ethnic killings. Thousands were killed. This time the regions most affected were Ntega commune in Kirundo province and Marangara commune in Ngozi province, both bordering Rwanda. Palipehutu members from Rwanda had been infiltrating into Burundi and sporadic fights were taking place until Hutus turned against the Tutsi community, many of them Rwandan refugees. The army pursued those assumed responsible (although it is unclear how much resistance these people who had no guns put up against the soldiers) […] and in the next eight days it reportedly killed large numbers of civilians, including women and children. More than 60,000 people poured into Rwanda across the swamps and the Akanyaru river. Others took refuge within Burundi in swamp areas. The massacres were surprising even to the Burundians. Hutu had to face the fact that the army was still prepared to use maximum force and Tutsi that Hutu could still massacre many Tutsi before soldiers reached the scene." (UN Commission on Human Rights 28 November 1994, paras. 19-24)
Ethnic background and pre-colonial times

- Composite population comprising Hutu (85%), Tutsi (14%) and Batwa (1%)(colonial census)
- Numerous interrelations between the ethnic groups (marriage, language, common monarchy)

"Burundi is situated in Central Africa, along Lake Tanganyika and shares borders with Rwanda, Tanzania and Zaire. Its population is about 5,450,000 people. According to statistics dating back to the 1930s, 85 per cent of the population are Hutu, 14 per cent Tutsi and 1 per cent Batwa. The Hutu are considered to originate from Chad and the Niger, while the Tutsi, of Nilo-ethiopian origin, are thought to come from eastern Africa. The Batwa originate from the Congo Basin (Pygmies). This breakdown does not take into account the Ganwa (those of princely origin), nor a handful of other immigrant communities, nor those of mixed origins (mixed marriages having been common in the past). […] It also does not take into account the fact that within both groups there existed historically rankings of status nor that passage from one group to another, for instance becoming Tutsi from Hutu or Ganwa, was also possible. The Burundians all speak the same language, Kirundi, which is both the national and the official language. Other languages, as provided for in the Constitution, are also spoken. […] Despite ethnic differences, the Burundians live intermingled on the thousands of hills of the country without distinction on account of ethnicity. They are therefore inextricably bound to one another and cannot contemplate any notions of separation.

Although settlements have always been mixed, society in Burundi […] was built along a 'class' and 'caste' system. […] While their distinctions were not rigidly determined along 'ethnic' or 'tribal' lines, […] there was significant correlation between class and ethnicity, with the Tutsis associated with the upper class and the Hutus with the lower class. This did not mean that all Tutsis were upper class nor all Hutus lower class. Both class and the ethnic correlations were also dynamic. A Hutu could rise economically and socially and become a 'Tutsi'.

Hutu and Tutsi relationships were in the past cemented by their shared loyalty to common institutions. Kingship was such an institution; patron-client ties constituted another powerful socio-political institution. Patrons were expected to offer protection and gifts in exchange for services and offerings in kind. As social and political roles that once gave meaning and cohesion to membership in the community vanished, the use of the terms 'Hutu' and 'Tutsi' with ethnic connotations became more rigid. […] Today the use of the term 'Hutu' describes an ethnic group which is poorer and powerless, whereas the Tutsi, especially the Hima (a Tutsi subgroup), are the pre-eminent power holders. […] Nevertheless, the impression should not be created that the terms 'Hutu' and 'Tutsi' are figments as the "official truth" during the Bagaza period (1976-1987) would have it. This stance restricted discussion on the underlying problems of ethnicity and expression of ethnic differences without solving them." (UN Commission on Human Rights 28 November 1994, paras. 15-17)
POPULATION PROFILE AND FIGURES

Global figures

Displaced population in June 2000: 668,211 persons distributed in 324 sites

- Figures established by UN OCHA for internally displaced persons have decreased by more than 140,000 since December 1999
- 22 sites of displacement have been closed down since December 1999
- Insecurity and logistical constraints hinder the collection of information on displaced population not living in sites or displaced for short periods
- Governmental figures for the newly displaced population are below UN estimates

Key data (June 2000):
Total population: 6.65 million
IDPs in sites: 668,211 (including 202,279 regrouped population, since sept 99)
Number of sites: 324
Over 11% of Burundi's population are internally displaced
(UN OCHA June 2000)

"It must also be noted that displacement due to reasons other than regroupement is ongoing. In addition to what is considered the 'old' caseload, there continue to be cyclical waves of temporary displacement due to the escalation of violence. There is little information available on such displacement, as most of the affected areas are inaccessible due to security and logistical constraints. These internally displaced persons therefore tend to receive little to no attention.

In the course of the mission, the lack of detailed information on internal displacement in Burundi, beyond global figures and location, was highlighted. Accurate numbers are difficult to obtain because of the overlapping of categories, the volatile nature of displacement in Burundi and the problem of access. There remains a need to review in a comprehensive manner - in qualitative as well as quantitative terms - the situation of internally displaced persons throughout the country in order to identify their needs and assess the gaps in the current international response.

The recommended review should form the basis for the humanitarian and longer-term response to the needs of all displaced populations and focus on objective indicators of vulnerability and capacity for sustainable return and resettlement and reintegration. The response also needs to be comprehensive and should take into account the needs of the host community. Moreover, special attention should be paid to the particular needs of women heads-of-household, orphans, elderly, and other vulnerable groups of internally displaced persons." (UNRSG 6 March 2000, paras. 31-33)
According to the statistics released by UN OCHA; the number of internally displaced population living in sites in Burundi decreased by about 140,000 between December 1999 and June 2000. This decrease may be due partly to the closure of the regroupment camps decided by the Government of Burundi under international pressure, although the exact scope of the population returning from regroupment camps has been questioned. For more information the dismantling of the regroupment camps, see "Dismantling of camps: contradicting reports (2000)" [Internal link]

**Key data (December 1999)**

IDPs in sites: 808,004 (including 382,513 regrouped population in 52 camps), since Sept 99

Number of sites: 346

Over 12% of Burundi’s population are internally displaced.

(UN OCHA Burundi January 2000, UN OCHA 24 December 1999)

**Total internally displaced population between 1997 and 1999: Global deterioration**

- Return movements as a result of the closure of large-scale regroupment camps were registered in 1997 and 1998 but the total displaced population increased again in 1999

**Flow of Internal Displacement, 1997-1999:**

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<tr>
<td>Total</td>
<td>6,552,662</td>
<td>577,142</td>
<td>558,506</td>
<td>801,438</td>
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**Source:** OCHA/Burundi

(UN November 1999, p. 6)

"The overall number of displaced persons in Burundi has not decreased during 1998. Nearly 560,000 continue to live outside their homes, leaving them extremely vulnerable. The security situation remains fluid; new people are being forced to flee even while others are able to return home. The Government has ended its policy of large scale regroupment camps, and the people who populated these camps in 1996 and 1997 were able to return home by the end of 1997. In other regions, however, episodic insecurity continues to force people to flee their homes, keeping the total number of vulnerable people very high." (UN December 1998, p. 1)

10% of the population lives in camps and more are hiding in the forest and marshes. (United Nations Resident Coordinator System in Burundi 1998, p. 10)

**No precise estimates for the displaced population between 1993 and 1996**
• The armed conflict made large parts of the country inaccessible to international agencies; figures provided by local authorities likely to be inflated

• Many people were displaced for a short period of time only and were able to return rapidly to their place of origin; other displaced were not residing in designated camps but were hiding in the hills

• It is believed that some 500,000 to 700,000 persons were internally displaced in late 1993 by the violence that erupted in October of that year; there were still an estimated 400,000 internally displaced at the end of 1996

1996
"It is believed that about 400,000 persons in Burundi were internally displaced. A more precise estimate of internal displacement was difficult because ongoing civil war made large parts of the country inaccessible to outsiders." (USCR 1997, p. 60)

"An estimated 400,000 Burundians were internally displaced at the end of 1996, but that figure masks the true extent of population displacement during the year.

Tens of thousands of families became newly displaced, while thousands of uprooted households managed to return to their homes when safety permitted. Although exact estimates are impossible, it is probable that far more than a half-million Burundians were internally displaced at different times during 1996." (USCR 1997, pp. 61-62)

1995
"It is believed that about 300,000 Burundians were internally displaced, although various estimates placed the number much higher or lower. […]

Violence in Burundi continued to spiral seemingly out of control throughout the year, resulting in some 5,000 to 10,000 deaths, according to various estimates. The number of internally displaced persons was a particularly sensitive issue, as extremist leaders competed to portray their respective ethnic group as a victim rather than an instigator of violence." (USCR 1996, p. 40)

"It is believed that some 500,000 to 700,000 persons were internally displaced in late 1993 by the violence that erupted in October of that year. Violence persisted at lower levels in 1994, creating more displacement even as some uprooted Burundians cautiously returned home. Uncertainty about the actual number of internally displaced people in Burundi remained a prime issue of discussion among relief officials and Burundians authorities throughout 1994-95 and made disputes over the number of beneficiaries who should receive food aid all the more complicated. Relief workers estimated that a quarter-million displaced persons were located in the four northern provinces of Kirundo, Ngozi, Kayanza, and Muyinga; the four western provinces of Bujumbura, Muramvya, Bubanza, and Cibitoke contained an estimated 150,000; and the four central provinces of Gitega, Ruyigi, Karuzi, and Rutana contained as estimated 60,000 displaced. […]

By mid-1996, a report by UN Secretary-General Boutros-Ghali offered 'a conservative guess' that at least 300,000 Burundians remained internally displaced. The U.S. Committee for Refugees also estimated that 300,000 were displaced in early 1996, noting that 'tens of thousands, possibly hundreds of thousands, became newly displaced during
1995, but many were able to return home shortly afterwards.' Amnesty International put the total of internally displaced Tutsi residing in camps in late 1995 at 200,000 in addition to the more than 200,000 Hutu estimated to be internally dispersed around the country 'moving from place to place to evade attacks.' (USCR 1998a, pp. 34-35)

1994-1993
"About 400,000 Burundians were internally displaced [at the end of 1994]. (USCR 1995, p. 51)

"The precise number of persons internally displaced by the violence of 1993-96 is difficult to determine. Security concerns at times have limited the access of international relief agencies and hampered their ability to make sophisticated estimates. Many displaced Hutu have dispersed into the hills and swamps to hide and do not reside in designated camps because they consider camps vulnerable to attack. Local leaders of both ethnic groups routinely inflate the number of uprooted families in an effort to attract more aid and gain more sympathy for their political cause. 'In some camps,' noted one relief worker, 'those in charge are so hostile that it becomes dangerous even to ask about numbers or need. They will bluntly say that it's none of your business.'

It is believed that some 500,000 to 700,000 persons were internally displaced in late 1993 by the violence that erupted in October of that year. Violence persisted at lower levels in 1994, creating more displacement even as some uprooted Burundians cautiously returned home. Uncertainty about the actual number of internally displaced people in Burundi remained a prime issue of discussion among relief officials and Burundians authorities throughout 1994-95 and made disputes over the number of beneficiaries who should receive food aid all the more complicated. Relief workers estimated that a quarter-million displaced persons were located in the four northern provinces of Kirundo, Ngozi, Kayanza, and Muyinga; the four western provinces of Bujumbura, Muramvya, Bubanza, and Cibitoke contained an estimated 150,000; and the four central provinces of Gitega, Ruyigi, Karuzi, and Rutana contained an estimated 60,000 displaced." (USCR 1998a, pp. 34-35)

**Geographical distribution**

Displaced population in sites by province (June 2000): 32% of Burundi internally displaced population located in Bujumbura rural province

Over 10% of Burundi's population are internally displaced
Over 83% of Burundi's IDP population are located in the four western provinces
Over 32% of Burundi's IDP population are located in Bujumbura Rural province
Over 30% of Burundi's IDP population are in regroupment sites
(UN OCHA June 2000)
Estimations du nombre de sites et de la population sinistrée au Burundi

<table>
<thead>
<tr>
<th>Province</th>
<th>Popul. totale de la province</th>
<th>Nombre de sites</th>
<th>Popul. totale dans les sites</th>
<th>Moyenne Popul./ site</th>
<th>% de la population totale</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bubanza</td>
<td>299 051</td>
<td>49</td>
<td>117 440</td>
<td>2 397</td>
<td>39%</td>
</tr>
<tr>
<td>Bujumbura mairie</td>
<td>330 142</td>
<td>2</td>
<td>434</td>
<td>217</td>
<td>0%</td>
</tr>
<tr>
<td>Bujumbura rural</td>
<td>436 894</td>
<td>39</td>
<td>216 893</td>
<td>5 561</td>
<td>58%</td>
</tr>
<tr>
<td>Bururi</td>
<td>446 583</td>
<td>36</td>
<td>91 811</td>
<td>2 550</td>
<td>21%</td>
</tr>
<tr>
<td>Cankuzo</td>
<td>177 090</td>
<td>0</td>
<td>0</td>
<td>-</td>
<td>0%</td>
</tr>
<tr>
<td>Cibitoke</td>
<td>401 166</td>
<td>0</td>
<td>0</td>
<td>-</td>
<td>0%</td>
</tr>
<tr>
<td>Gitega</td>
<td>639 560</td>
<td>17</td>
<td>15 067</td>
<td>886</td>
<td>2%</td>
</tr>
<tr>
<td>Karuzi</td>
<td>366 682</td>
<td>8</td>
<td>2 621</td>
<td>328</td>
<td>1%</td>
</tr>
<tr>
<td>Kayanza</td>
<td>485 187</td>
<td>18</td>
<td>21 539</td>
<td>1 197</td>
<td>4%</td>
</tr>
<tr>
<td>Kirundo</td>
<td>517 627</td>
<td>15</td>
<td>3 583</td>
<td>239</td>
<td>1%</td>
</tr>
<tr>
<td>Makamba</td>
<td>377 008</td>
<td>52</td>
<td>125 517</td>
<td>2 414</td>
<td>33%</td>
</tr>
<tr>
<td>Muramvya</td>
<td>256 509</td>
<td>22</td>
<td>35 610</td>
<td>1 619</td>
<td>14%</td>
</tr>
<tr>
<td>Muyinga</td>
<td>502 255</td>
<td>29</td>
<td>17 639</td>
<td>608</td>
<td>4%</td>
</tr>
<tr>
<td>Mwaro</td>
<td>232 340</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Ngozi</td>
<td>619 630</td>
<td>13</td>
<td>7 877</td>
<td>606</td>
<td>1%</td>
</tr>
<tr>
<td>Rutana</td>
<td>252 452</td>
<td>16</td>
<td>10 800</td>
<td>675</td>
<td>4%</td>
</tr>
<tr>
<td>Ruyigi</td>
<td>314 590</td>
<td>8</td>
<td>1 380</td>
<td>173</td>
<td>0%</td>
</tr>
<tr>
<td>Total</td>
<td>6 654 766</td>
<td>324</td>
<td>668 211</td>
<td>2 146</td>
<td>10%</td>
</tr>
</tbody>
</table>

L’estimation de la population est basée sur les résultats du dernier recensement de 1990 et a été réactualisée selon les estimations de la FNUAP en Janvier 2000.

Note:

Evolution of the internally displaced population by province (January-June 2000)

- 113 000 internally displaced returned from "regroupment" sites in Bujumbura Rural during the period, according to UN OCHA
- Internally displaced population increased in Bururi, Gitega, Kayanza, Makamba, Muramvya, Muyinga and Ruyigi provinces during first half of 2000
<table>
<thead>
<tr>
<th>Provinces</th>
<th>janv-00</th>
<th>mai-00</th>
<th>juin-00</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bubanza</td>
<td>155 870</td>
<td>117 440</td>
<td>117 440</td>
</tr>
<tr>
<td>Bujumbura Mairie</td>
<td>12 434</td>
<td>434</td>
<td>43</td>
</tr>
<tr>
<td>Bujumbura Rural</td>
<td>355 257</td>
<td>303 896</td>
<td>216 89</td>
</tr>
<tr>
<td>Bururi</td>
<td>89 994</td>
<td>91 811</td>
<td>91 81</td>
</tr>
<tr>
<td>Cankuzo</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Cibitoke</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Gitega</td>
<td>10 344</td>
<td>15 067</td>
<td>15 06</td>
</tr>
<tr>
<td>Karuzi</td>
<td>2 481</td>
<td>2 621</td>
<td>2 62</td>
</tr>
<tr>
<td>Kayanza</td>
<td>20 326</td>
<td>21 539</td>
<td>21 53</td>
</tr>
<tr>
<td>Kirundo</td>
<td>4 450</td>
<td>3 583</td>
<td>3 58</td>
</tr>
<tr>
<td>Makamba</td>
<td>86 765</td>
<td>125 517</td>
<td>125 51</td>
</tr>
<tr>
<td>Muramvya</td>
<td>30 419</td>
<td>35 610</td>
<td>35 61</td>
</tr>
<tr>
<td>Muyinga</td>
<td>16 950</td>
<td>17 639</td>
<td>17 63</td>
</tr>
<tr>
<td>Mwaro</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Ngozi</td>
<td>7 770</td>
<td>7 877</td>
<td>7 87</td>
</tr>
<tr>
<td>Rutana</td>
<td>17 089</td>
<td>10 800</td>
<td>10 80</td>
</tr>
<tr>
<td>Ruyigi</td>
<td>950</td>
<td>1 380</td>
<td>1 38</td>
</tr>
<tr>
<td><strong>Total Burundi</strong></td>
<td><strong>811 099</strong></td>
<td><strong>755 214</strong></td>
<td><strong>668 21</strong></td>
</tr>
</tbody>
</table>

**Sources:** Administration, ONGs et Evaluations sur site.
Évolution de la situation des déplacés au Burundi

Province

Bubanza Bujumbura Mairie Bujumbura Rural Bururi Cankuzo Cibitoke Gitega Karuzi Kayanza Kirundo Makamba Muramvya Muyinga Mwaro Ngozi Rutana Ruyigi

nombre de déplacés

janv-00 mai-00 juin-00
**Tableau: Evolution des sites de déplacés au Burundi**

<table>
<thead>
<tr>
<th>Provinces</th>
<th>janv-00</th>
<th>mai-00</th>
<th>juin-00</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bubanza</td>
<td>62</td>
<td>49</td>
<td>49</td>
</tr>
<tr>
<td>Bujumbura Mairie</td>
<td>3</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Bujumbura Rural</td>
<td>54</td>
<td>43</td>
<td>39</td>
</tr>
<tr>
<td>Bururi</td>
<td>36</td>
<td>36</td>
<td>36</td>
</tr>
<tr>
<td>Cankuzo</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Cibitoke</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Gitega</td>
<td>18</td>
<td>17</td>
<td>17</td>
</tr>
<tr>
<td>Karuzi</td>
<td>8</td>
<td>8</td>
<td>8</td>
</tr>
<tr>
<td>Kayanza</td>
<td>18</td>
<td>18</td>
<td>18</td>
</tr>
<tr>
<td>Kirundo</td>
<td>13</td>
<td>15</td>
<td>15</td>
</tr>
<tr>
<td>Makamba</td>
<td>48</td>
<td>52</td>
<td>52</td>
</tr>
<tr>
<td>Muramvya</td>
<td>23</td>
<td>22</td>
<td>22</td>
</tr>
<tr>
<td>Muyinga</td>
<td>29</td>
<td>29</td>
<td>29</td>
</tr>
<tr>
<td>Mwaro</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Ngozi</td>
<td>12</td>
<td>13</td>
<td>13</td>
</tr>
<tr>
<td>Rutana</td>
<td>14</td>
<td>16</td>
<td>16</td>
</tr>
<tr>
<td>Ruyigi</td>
<td>8</td>
<td>8</td>
<td>8</td>
</tr>
<tr>
<td><strong>Total Burundi</strong></td>
<td><strong>346</strong></td>
<td><strong>328</strong></td>
<td><strong>324</strong></td>
</tr>
</tbody>
</table>

**Sources:** Administration, ONG's, Evaluations sur site
Evolution de la situation des déplacés au Burundi

(UN OCHA June 2000)

Displaced population in 'sites' by province (June 1999)

Estimated number of camps and population by site in Burundi

<table>
<thead>
<tr>
<th>Province</th>
<th>Total population of the province</th>
<th>Nb of sites</th>
<th>Total population in sites</th>
<th>% of the total population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bubanza</td>
<td>289,060</td>
<td>64</td>
<td>174,077</td>
<td>60%</td>
</tr>
<tr>
<td>Bujumbura mairie</td>
<td>319,168</td>
<td>2</td>
<td>9,632</td>
<td>3%</td>
</tr>
<tr>
<td>Bujumbura rural</td>
<td>436,894</td>
<td>46</td>
<td>77,944</td>
<td>18%</td>
</tr>
<tr>
<td>Bururi</td>
<td>438,013</td>
<td>28</td>
<td>76,541</td>
<td>17%</td>
</tr>
<tr>
<td>Cankuzo</td>
<td>172,476</td>
<td>0</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Cibitoke</td>
<td>385,438</td>
<td>3</td>
<td>4,372</td>
<td>1%</td>
</tr>
<tr>
<td>Gitega</td>
<td>628,871</td>
<td>16</td>
<td>14,864</td>
<td>2%</td>
</tr>
<tr>
<td>Karuzi</td>
<td>356,187</td>
<td>12</td>
<td>13,634</td>
<td>4%</td>
</tr>
<tr>
<td>Kayanza</td>
<td>478,814</td>
<td>20</td>
<td>25,525</td>
<td>5%</td>
</tr>
<tr>
<td>Kirundo</td>
<td>502,170</td>
<td>17</td>
<td>7,713</td>
<td>2%</td>
</tr>
<tr>
<td>Province</td>
<td>Population</td>
<td>IDPs</td>
<td>Total Population</td>
<td>Percentage</td>
</tr>
<tr>
<td>------------</td>
<td>------------</td>
<td>------</td>
<td>------------------</td>
<td>------------</td>
</tr>
<tr>
<td>Makamba</td>
<td>357,491</td>
<td>34</td>
<td>70,831</td>
<td>20%</td>
</tr>
<tr>
<td>Muramvya</td>
<td>252,834</td>
<td>20</td>
<td>27,711</td>
<td>11%</td>
</tr>
<tr>
<td>Muyinga</td>
<td>485,346</td>
<td>31</td>
<td>25,818</td>
<td>5%</td>
</tr>
<tr>
<td>Mwaro</td>
<td>229,013</td>
<td>1</td>
<td>183</td>
<td>0%</td>
</tr>
<tr>
<td>Ngozi</td>
<td>601,381</td>
<td>12</td>
<td>25,259</td>
<td>4%</td>
</tr>
<tr>
<td>Rutana</td>
<td>244,939</td>
<td>7</td>
<td>2,316</td>
<td>1%</td>
</tr>
<tr>
<td>Ruyigi</td>
<td>304,567</td>
<td>16</td>
<td>7,863</td>
<td>3%</td>
</tr>
<tr>
<td>Total</td>
<td>6,482,662</td>
<td>329</td>
<td>564,283</td>
<td>9%</td>
</tr>
</tbody>
</table>

The estimation for the total population is based on the results of the latest census in 1990 and has been updated according estimates done by FNUAP in January 1999.

These statistics include displaced population living in sites in Burundi. They have been compiled on the basis of information provided by United Nations agencies, NGOs and the Government. The table above is only a working document which is regularly updated according to the information collected during assessment missions or provided by partner institutions.

(OCHA Bujumbura (Burundi) note sent to NRC, 5 July 1999)

**Evolution of the IDPs by province, November 1997-98**

- Overall number of internally displaced has not changed significantly over the past year, but considerable fluctuations in individual provinces,
- Even in the provinces, the situation can vary widely, with security and insecurity co-existing

"As the chart below shows, while the overall number of internally displaced has not changed significantly over the past year [1998], there have been considerable fluctuations in individual provinces, reflecting the vagaries of a guerilla war that is constantly shifting its theatre of operations. While approximately 133,000 people were able to leave the sites, during the same time period an equal number were forced to flee and seek refuge in sites."
Evolution of IDPs by province, N
"Even in the provinces, the situation can vary widely, with security and insecurity co-existing. Certain areas can remain virtual 'no-go' zones, where humanitarian assistance must be provided under military escort, even while a few kilometers away reconstruction and development activities are underway. The provinces most affected by insecurity include Bubanza, rural Bujumbura, Bururi and Makamba. The central provinces of Kayanza and Gigeta have also been sporadically affected. Rebel groups continue to carry out ambushes even on national (paved) highways in several regions of the country, making the security of movement difficult to predict.” (UN December 1998, p. 5)

See also following maps for Burundi:
UN field offices and IDP populations 1 Nov 1997. [123 k]
Map Relief web http://www.reliefweb.int/mapc/afr_gl/cnt/bdi/bdiunidp.html

Internally displaced persons in Burundi 8 Dec 1997 [22 k]
Map Relief web http://www.reliefweb.int/mapc/afr_gl/cnt/bdi/bdiidp12.html

Internally displaced persons in Burundi 1 Feb 1998 [22 k]
Map Relief web http://www.reliefweb.int/mapc/afr_gl/cnt/bdi/bdidp298.html

Internally displaced populations living in sites in Burundi 30 Apr 1998 [17 k]
Map Relief web http://www.reliefweb.int/mapc/afr_gl/cnt/bdi/bdidp498.html

**Disaggregated figures**

**Vulnerable children in Burundi:** more than 190,000 orphans and unaccompanied children as of May 2000
### Situation des enfants vulnérables (Burundi)

<table>
<thead>
<tr>
<th>Catégories</th>
<th>nov-99</th>
<th>févr-00</th>
<th>mai-00</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enfants Non Accompagnés</td>
<td>7 000</td>
<td>7 000</td>
<td>7 000</td>
</tr>
<tr>
<td>Orphelins de guerre</td>
<td>20 500</td>
<td>20 500</td>
<td>25 000</td>
</tr>
<tr>
<td>Orphelins du SIDA</td>
<td>160 000</td>
<td>160 000</td>
<td>160 000</td>
</tr>
<tr>
<td>Enfants de la rue</td>
<td>3 000</td>
<td>3 000</td>
<td>5 000</td>
</tr>
<tr>
<td>Enfants déplacés</td>
<td>250 000</td>
<td>250 000</td>
<td>400 000</td>
</tr>
<tr>
<td>Enfants vivant en prison*</td>
<td>-</td>
<td>-</td>
<td>173</td>
</tr>
<tr>
<td><strong>TOTAL ENFANTS VULNERABLES</strong></td>
<td><strong>440 500</strong></td>
<td><strong>440 500</strong></td>
<td><strong>597 173</strong></td>
</tr>
</tbody>
</table>

Sources : UNICEF, ONUSIDA, OHCDHB

### Evolution de la situation des enfants vulnérables

![Graphique de l'évolution de la situation des enfants vulnérables]

### Situation des enfants vulnérables MAI-00

- **Enfants Non Accompagnés**: 67%
- **Orphelins de guerre**: 1%
- **Orphelins du SIDA**: 4%
- **Enfants de la rue**: 27%
- **Enfants déplacés**: 67%
- **Enfants vivant en prison**: 1%
Majority of displaced persons in camps are women and children (1998)

"A Burundian government official asserted that up to 68 percent of displaced persons living in camps were widows and their children. Although exact estimates are unavailable, the 1994 report by the representative of the secretary-general on internally displaced persons, Francis Deng, noted that among those he visited, 'many were women and children, or rather widows and orphans.'" (USCR 1998a, p. 35)
PATTERNS OF DISPLACEMENT

General

Forced relocation of civilian population ("Regroupment") (September 1999)

- 320,000 people, mainly Hutus, from the province around the capital forced by the army into around 50 temporary sites of camps
- The Government failed to prepare the sites or to make provision for food, water and shelter for those relocated

"During three weeks in September, the predominantly Tutsi army forcibly relocated more than 320,000 people, mainly Hutus, from the province around the capital into around 50 temporary sites of camps some of which are still inaccessible to humanitarian organizations. Conditions are appalling and many have no access to shelter or water. On the first week of the regroupement at least 30 people mostly women and children, are reported to have died as a result primarily of dehydration." (AI 11 November 1999)

The point of view of the international community

"Forced relocation in Burundi, known as 'Regroupment', involves the massive forced movement of entire communities to sites at catingy distances from their homes. These sites typically lack all basic services, are sometimes on the sides or tops of steep hills and, while officially administered by civilian authorities, are in practice under the control of military units. In many cases communities have been moved with no prior notice, in the middle of the night, and are allowed to take only what they can carry. Their homes are then often looted.

Legality of the action

The Government has claimed that its policy is in conformity with Article 17 of Protocol 2 of the Geneva Conventions, (which allows for the forced movement of populations when the security of the civilians involved or imperative military reasons so demand), and that it is intended to protect the population from attacks by rebel forces. However, the stringent conditions which must be met under Article 17 by the Government of any country carrying out the forced movement of populations have clearly not been met in the present case, and the action of the Government of Burundi is therefore illegal under international law. It is therefore also not in conformity with the Guiding Principles in Internal Displacement (presented to the United Nations Commission on Human Rights in 1998).

Humanitarian impact of the policy

Since 20 September 1999, some 330,000 people living in the province of Bujumbura Rural have been forcibly relocated by the Government into 53 sites. The impact of this action on the affected populations has been disastrous. The Government failed to prepare
the sites or to make provision for food, water and shelter for those relocated. This resulted in widespread suffering involving psychological trauma, as these people, already among the poorest of the population, have been placed in sites with access to basic services. The Government’s claim that it was the responsibility of the international community to assist the affected people was unacceptable, and was rejected." (IASC 3 February 2000)

See also "Policy of the international humanitarian community regarding provision assistance in the context of forced relocation (1999-2000)" [Internal link]

Clearing operations by the Army: evacuation of the civilian population fails to provide protection (November 1998-March 1999)

- Evacuation of the civilian population by the army because of counter-insurgency operations is a source of grave breaches of humanitarian law: extrajudicial killings of unarmed civilians and failure to provide adequate assistance to the displaced

"Many of the cases [of extrajudicial killings reported by Amnesty International for the period November 1998-March 1999] have taken place in areas where the local civilian and military authorities have ordered the civilian population to leave the area because of counter-insurgency operations. While ostensibly a measure aimed primarily at protecting the civilian population, members of the government and the armed forces have publicly stated that people left in the areas will be considered to be linked to the armed groups, and therefore military targets. This assumption has lead to repeated cases of extrajudicial execution of unarmed civilians, including of very young children, despite it being clear in many cases that they represent no threat to the lives of the armed forces and are taking no direct part in the armed conflict. The clearing of such areas appears to have been taken by the security forces as a licence to kill with impunity. [...]"

In reality, while there may be members of armed opposition groups in cleared areas, for a variety of reasons cleared areas are rarely empty of all civilians. For example, failure to provide adequate or even minimum food in camps for the newly displaced population has meant that people often return to their homes to seek food. Many are farmers and may take the risk of returning to harvest or tend their crops, or to protect their crops or property from theft. In some cases it appears people simply choose not to move, perhaps because they are tired of repeated evacuations, or underestimate the threat posed by the order to evacuate. Some may be ill and not wish or be able to relocate to overcrowded and unsanitary camps. Many members of the Hutu population see the armed forces as a source of fear not of protection, as a consequence of years of atrocities committed by the armed forces. Amnesty International is not aware of measures taken to ensure that all civilians have received and understood the order to leave, nor of special precautions being taken to ensure that people such as the elderly and the sick are safely evacuated in a timely fashion. The time between a clearing operation and subsequent military operation appears to vary, and it is not always clear that a realistic time lapse occurs." (AI 17 August 1999, section III)
Refugees returning to situation of internal displacement (1999)

- The "without address/without land" returnees who left the country in 1972 and no longer have access to property in the country
- The level of reintegration of returnees is inextricably linked to the political situation and the level of security, which varies considerably from region to region.

"Since the end of 1996, over 212,000 Burundians have returned from neighbouring countries of asylum: 115,700 from the Democratic Republic of the Congo (DRC), 8,670 from Rwanda and over 88,000 from Tanzania, though almost 290,000 Burundians who fled after 1993 still live outside the country as refugees, mostly in Tanzania. Moreover, with 200,000 refugees having left Burundi in 1972 to Tanzania, their children have been born in exile and thus no longer have access to property in Burundi. These so-called 'without address/without land' returnees have special needs, as do returnee women and unaccompanied children. The level of reintegration of returnees is inextricably linked to the political situation and the level of security, which varies considerably from region to region. Even while returnees are resettling in some regions, in other areas conflict continues to cause people to flee and prevents humanitarian agencies from having access. UNHCR's protection activities closely monitor the reintegration process, with a particular focus on indicators which attest that returnees are subject to the same standards of treatment and rights as the local population. This monitoring also ensures a flow of information to Burundians still living as refugees outside of the country." (UN November 1999, p. 18)

Short-term displacement: the case of IDPs in Makamba province (January 1999) and Bujumbura Rural (April 1999)

- Populations temporarily gathered in sites in response to insecurity
- IDPs able to take food stocks and household items with them

"Following reports of displacement of up to 33,000 people, following armed clashes in the southern province of Makamba, a NGO/inter-agency mission lead by IRC conducted an assessment of the affected areas on 22-23 January 1999. The IDPs had been gathered on ten sites in Makamba town and in the communes of Kibago and Mabanda. The Governor indicated that most of the DPs might be able to return home over the next two weeks. Most IDPs had left their homes in an organised fashion and were able to bring some food stocks with them. The mission therefore advised that non-food items such as blankets, sheeting and soap should be provided to the most vulnerable. On 27 January 1999, IFRC sent down a truck loaded with 6 MT of soap and 500 blankets to help the most vulnerable IDPs. MSF has distributed plastic sheeting and medicine, while IRC has repaired water systems on the sites sheltering the IDPs. WFP will re-evaluate the need for food assistance in two weeks time." (UN OCHA 01 February 1999)

"Following a request from the Governor of Bujumbura Rural for emergency assistance to about 12,000 newly displaced people, OCHA organised an inter-agency mission visited 3
IDP sites: Ruyange (Isale commune), Mageyo (Mubimbi Commune) and Muyira (Kanyosha Commune). The mission included representatives from GVC, CRS, WFP, UNICEF, UNHCR. The Mageyo site counts about 3,500 people, who arrived there since 19 March. The population appeared to have been moved in response to heightened insecurity in the area and is expected to remain on site for an extended period of time. Most people indicated not to have access their land, although some said that they had been allowed a one time visit to their field in order to collect food stocks. As people received advance notice of their move, they were able to bring limited food stocks and household items. An immediate intervention is therefore not needed. The situation continues to be closely monitored by the humanitarian community." (UN OCHA 01 April 1999)

Multiple displacement: IDPs in Makamba province (March 1999)

"Over the last two weeks of March [1999], armed clashes took place around Kabonga in Makamba province, which is located between Nyanza Lac and the Tanzanian border. About 1000 former IDPs have again fled to sites in Gitara in Mabanda commune, but no further population displacement has been observed. The situation remains fluid with people fleeing, while others are returning home." (UN OCHA 01 April 1999)

Most displaced living in camps in the Gitega province have been displaced since 1997

"Oxfam Great Britain/Intermon has shared results of a vulnerability study undertaken in March in Gitega's fifteen displaced sites housing a total of 4,869 families. It was found that 84% (4,113 households) had regular access to their original land while 15% (724 households) worked on allocated plots and 1% (32 households) had no access. The majority of the displaced have been living in the sites since the outbreak of hostilities in late 1993." (UN OCHA 16 April 1999)

The "dispersed" IDPs (1998)

- The displaced population hiding in forest and marshes is clearly the most vulnerable of all

"Conditions in the sites are wretched but things are even worse for an unknown but significant number of so-called dispersed population hiding in the forest and marshes. Terrified of emerging from their hiding places lest they become even easier targets, these people are forced to play a macabre game of hide-and-seek with rival factions that deny them access even to the basic assistance available in the sites. Surviving solely on what they can scavenge, the dispersed are clearly the most vulnerable of all, but also the most difficult for relief workers to locate and to reach. Sometimes, those who manage to break out, end up dying from exhaustion when they finally reach a feeding centre." (United Nations Resident Coordinator System in Burundi 1998, p. 6)
Forced relocation to smaller sites around advance military posts (1998)

- Confirmation of gradual dismantling of the larger camps of regrouped and displaced persons
- Installation of smaller, decentralized sites grouping people from the neighbouring hills around advanced military posts, with a view to return in the medium term

"The displaced population in Cibitoke province at its peak numbered 100,000 living in camps. In the case of the western communes of Rugombo and Mugina and particularly Buganda, the sites tended to be concentrated along the main tarmac road, RN5. From around May/June 1997, the displaced from Rugombo and Mugina communes began to return home, while at the end of the year, in Mabayi, Bukinanayana and Murwi, the authorities began to establish advanced military posts, around which smaller sites housing the people from neighbouring hills were established.

The authorities have recently begun to implement the same policy pursued in Cibitoke, dismantling the larger sites on the RN9 road and moving people to new, smaller sites grouped around advanced military posts. The rationale of the authorities is that security conditions do not yet permit permanent reinstallation, and that the new sites are at least bringing people closer to their hills of origin.

[...]

The 35,000 displaced persons in the province of Makamba are almost exclusively confined to the communes of Vugizo and Nyanza Lac, where the Special Rapporteur visited three sites. The latter commune, on the lakeside, is the southernmost commune of the country and the main point of entry and exit for rebel groups operating out of the United Republic of Tanzania. Like Bururi, Makamba remained stable, and hence relatively unaffected by population movements, until early 1997, when, in a repeat of the pattern seen in the other western provinces, displaced people from the mountainous areas began to congregate in new sites along the lakeside tarmac road (RN3).

The general trend that can now be discerned to varying degrees in all the provinces is the gradual dismantlement of the larger camps of regrouped and displaced persons and the installation of smaller, decentralized sites grouping people from the neighbouring hills around advanced military posts, with a view to their returning home for good in the medium term. Such a strategy allows the military to regain control of the territory and retain control of the population, while at the same time providing the population with greater protection and enabling the people to cultivate their fields during the day. The policy is at different stages of the implementation cycle in the various provinces, ranging from Cibitoke, where a large proportion of the displaced population is returning to their hills of origin, to Rural Bujumbura, where regroupement seems to be still in process."

(UN GA 13 October 1998, paras. 35-38)

For background information on the "regroupment" policy, see "The 'Regroupment' policy (1996-1998)" [Internal link]
Regroupment policy continues on a smaller scale (1998)

- In some cases, the population has sought regroupment by the armed forces as evacuation from a conflict zone.

"In some areas of northern Burundi, where there is currently no armed conflict, camps have now been closed and the population has been allowed to return to their homes, or has been moved to smaller sites nearer to their homes. However, in some cases, camps have been forcibly closed and the population forced home despite insecurity, bringing into question the government's claim that the camps were set up for the protection of the population. In other areas, such as the provinces of Bubanza, Rural Bujumbura, Bururi and Makamba, where there is continued armed conflict, much of the population remains displaced, 'regrouped' at or near military posts. In May 1998, a local administrator in Bubanza province is reported to have admitted that approximately 80,000 people in two communes had been regrouped to prevent collaboration with the rebellion. Some recent regroupments, including some of those in Rural Bujumbura province have tended to be localised and short-term.

At least in some cases, the population has sought regroupment by the armed forces as evacuation from a conflict zone has enabled them to escape violence, or harassment by armed opposition groups." (AI 19 November 1999, section III)

*For background information on the "regroupment" policy, see "The 'Regroupment' policy (1996-1998)" [Internal link]*

Returning refugees forced into "regroupment" camps (1998)

- Reintegration of returning Burundi refugees is linked to the security conditions which may force some to remain displaced in "regroupment" camps.

"Since the end of 1996, over 189,000 Burundis have returned from neighbouring countries of asylum: 110,188 from the DRC; 6,600 from Rwanda; and, 72,000 from Tanzania. While most of these refugees left Burundi after 1993, a certain number were born in exile, and no longer have access to property in Burundi. These so-called 'without address/without land' returnees have special needs, as do returnee women and unaccompanied children. The level of reintegration of returnees is inextricably linked to the political situation and the level of security, which varies considerably from region to region. Even while returnees are resettling in some regions, in others, conflict continues to cause people to flee and prevent humanitarian agencies from having access." (UN December 1998, p. 16)

"UNHCR noted that some returnees to Burundi were moved directly into government regroupment camps and were not allowed to go home. UNHCR complained that 'rather than protecting refugees, regroupment centers leave them open to armed attack.'"(USCR 1998, p. 55)

- The displaced: ethnic Tutsi who have fled to camps or villages (end 1998: approximately 200,000)
- The regrouped: ethnic Hutu who the Government required to move into regroupment camps (end 1998: approximately 200,000)
- The dispersed: unknown number of mostly ethnic Hutu who have fled from their homes to remote areas scattered throughout the countryside;
- Above categories of displacement no longer used by the humanitarian community as criteria for assistance

"Displacement in Burundi is not a static phenomenon, population movements occur in several parts of the country and for number of reasons. Some of these movements are the result of military operations in which people are forced to move, others are organised by local authorities in order to protect specific populations or to bring them nearer to their lands and others are spontaneous, people fleeing from real or perceived dangers. While some displaced have remained uprooted since 1993 others have repeatedly fled as security conditions changed.

Different terms are used to describe the country’s uprooted population:
The displaced, indicating ethnic Tutsi who have fled to camps or villages. By the end of 1998 they amount to an approximate 200,000;
The regrouped, indicating ethnic Hutu who the Government required to move into regroupment camps. By the end of 1998 they amount to an approximate 200,000;
The dispersed, indicating an unknown number of mostly ethnic Hutu who have fled from their homes to remote areas scattered throughout the countryside;

These different labels were adopted by the humanitarian community and to some extent reflected the different humanitarian needs of the uprooted populations. In 1998 the humanitarian community called for an abandonment of the practice of calibrating assistance to affected populations on the basis of a series of semantic categories, in favour of more objective criteria for assistance such as vulnerability and capacity for sustainable reinstallation." (Inter-Agency Standing Committee-Working Group February 1999, pp. 69-70)

"Like almost all aspects of the Burundian conflict, population movements are a complex, multi-faceted phenomenon. Up to mid-1998, it was the practice of the humanitarian community to classify different groups on the basis of the circumstances that obliged them to leave their homes and/or the environment to which they have moved. A whole new lexicon of categories emerged: the old- and new-caseload displaced; short- and long term regrouped […]; dispersed; and newly liberated, to mention just a few. Over the course of the past year, however, humanitarian agencies and their partners have begun to question this practice. In light of the evolution of Government policy as well as of other developments, it is now appropriate to focus on current vulnerability and a continuous
objective assessment of needs. However they are described, all affected populations are caught up in a vicious cycle of insecurity, flight, poverty and disease. Assistance should be provided with the view to long-term, viable resettlement, for as many families as possible, as soon as conditions permit.” (United Nations Resident Coordinator System in Burundi 1998, pp. 6-7)

For more information on the "dispersed" IDPs, see "Two categories of internally displaced: the 'displaced' and the 'dispersed' (1993-1994)" [Internal Link]; for more information on the "regroupment" policy, see "The 'Regroupment' policy (1996-1998)" [Internal link]
PROTECTION CONCERNS

Right to life and personal security

Attacks and killings in camps for displaced population (1999-2000)

- Selected reports of violence perpetrated by rebel groups or the army against civilian persons in in relocation camps, including women: extra-judicial killings, inhuman treatments, sexual harassment
- Military forces do not always intervene to ensure the safety of the camps against aggression by the rebels

Violence attributed to the armed forces

"A number of camps for the displaced have been attacked, violating the UN Guiding Principles on Internal Protection. On 14 December 1998, approximately 30 unarmed civilians are reported to have been killed by the Forces pour la Défense de la Démocratie (FDD), Forces for the Defence of Democracy, during an attack on Muyange regroupment camp, Burambi, Bururi province. The FDD are also reported to have attacked Buruhukiro camp, Rumonge commune on 7 December, deliberately and arbitrarily killing up to 25 people. The motive is not known." (AI 17 August 1999, section III)

"On 18 February 1999, four women and three men, including Nzigendako, his wife and his son, Joseph, were reportedly killed in broad daylight by a group of insurgents, reportedly members of the FNL, close to Nihangaza camp for the displaced in Bubanza province. According to local sources, a group of FNL members which was then present in the area included many Rwandese, thought to be members of the former Rwandese army (ex-FAR). Although the camp is apparently 100 metres from a military post, soldiers there reportedly did not intervene." (AI 17 August 1999, section III)

"From 27 September 1999 to 3 October 1999, seven internally displaced persons allegedly died in the Mubone area, commune of Kabezi (Bujumbura-rural). Some of the victims are said to have died from the poor conditions in the camp, especially disease, while others were killed by military personnel when they went out to the fields. Those who died of illness were for the most part children. OHCDBH submitted these cases to the Administrator of the commune, who denied that displaced persons had died, but gave no details." (UN Commission for Human Rights 25 February 2000, para. 72)

"On 3 October, a new military position was established at Gitezi. Some of the displaced persons were distressed at the behaviour of the military personnel, who allegedly inflicted inhuman treatment on the displaced persons." (UN Commission on Human Rights 25 February 2000, para. 61)
"A soldier has been arrested after killing six people at a displaced site in Ruyaga, near Bujumbura, Burundi radio reported. It said the incident, on Friday [8 October], was due to 'confusion'. News organisations quoted army spokesman Colonel Longin Minani as saying the 'undisciplined soldier' opened fire after a camp resident refused to show him his identity papers. Some reports said up to 13 people were killed." (IRIN-CEA 11 October 1999)

Reports indicate that up to 36 people, including 22 women, may have been executed by members of the armed forces near the Kibembe regroupment camp, Rural Bujumbura province on 29 October. The soldiers were apparently angry that the civilians had complained about the conditions in the camps. The government claims that those killed were members of the armed opposition.

[...] On 6 October, a regroupment camp in Mubimbi commune was attacked by an armed opposition group and reportedly killed ten civilians and injured three others. Six people were killed including two soldiers in an ambush on an aid vehicle in Kabezi zone, Bujumbura rural south, on 10 October, reportedly by members of the armed opposition wearing military uniforms. (AI 11 November 1999)

Violence attributed to the rebels

"The authorities in Burundi say five soldiers and twenty rebels were killed during a rebel attack on a relocation camp at Nyambuye not far from the capital, Bujumbura.

They did not say of any civilians died in the attack on Tuesday [9 November 1999].

The authorities have forced more than three-hundred thousand civilians from the province surrounding Bujumbury into relocation camps since mid-September, saying this is for their own protection.

However the rebels say it's to stop the civilians helping them. Correspondants say it's only the second recent attack on a relocation camp, and may be designed to disrupt it." (BBC News 12 November 1999)

"The camps have also come under attack by Hutu rebels. Ten people were killed during an assault on Mubimbi. The army implicitly admitted problems in some areas after shutting off Kavumuu camp because its 16,000 detainees 'do not want to listen to the authorities' amid an apparent revolt." (Mcgreal, C., 17 December 1999)

Other

Despite ostensibly having been created for the purposes of protection, regroupement sites are reported to have been subject to rebel attacks against which the armed forces have not been able to provide adequate protection. Moreover, within the camps, the relocated population is reported to suffer serious threats to physical security, including harassment, sexual violence and extra-judicial killings; allegations which, given the heavy political
and military presence accompanying the Representative, could not be investigated by the mission. (UNRSG 6 March 2000, para. 26)

**Dismantling of "regroupment camps" forces displaced to return to unsafe areas (1998-2000)**

- Reports of displaced returning from "regroupment" sites exposed to fighting between armed forces and the rebels

"Rebels in Burundi have stepped up attacks in various parts of the country as the government forces are "trying their best" to counter their efforts. "There has been some intensification in rebel activities in certain pockets of the country in the last few days," a UN security official in Burundi told IRIN on Friday. "Even today [Friday] there are reports of an attack though I have no details as yet," he noted. "But, the situation is the same as last month, and is still under control." He said there were roads out of Bujumbura which were often prone to attacks, "and we have been alerted to pay particular attention to such". He confirmed that with the dismantlement of camps, there have been "a couple of instances" of attacks on areas to where people have returned.

Local media in Burundi have reported several attacks in different parts of the country which left at least 10 people dead. The Azania news agency reported on Wednesday that fighting in the Mutambu-Kabezi sector of Bujumbura Rural had followed the beginning of the third phase of the disbanding of regroupment camps by government authorities. It reported that government forces attacked a rebel hideout in Muhwazi in Ruyigi province in eastern Burundi in an attack which targeted a rebel training centre. In another attack, government soldiers surrounded Mutambu in Bujumbura Rural early on Tuesday, killing six rebels and losing two soldiers. On Tuesday night, in the Kayogoro commune trading centre of Makamba province, six people were killed in an attack." (IRIN 16 June 2000)

"On some occasions, the Government also has persecuted displaced persons. However, it permits humanitarian assistance to reach displaced persons and promotes their return and resettlement. On occasion it compelled displaced persons to return to dangerous conditions." (U.S. DOS 26 February 1999, section 2d)

"[I]n some cases, camps have been forcibly closed and the population forced home despite insecurity, bringing into question the government's claim that the camps were set up for the protection of the population." (AI 19 November 1998, section III)

**Presence of armed forces within and near relocation camps generates further insecurity (1999)**

- Members of the armed forces claim that armed opposition groups have infiltrated the camps
- Some groups of displaced are relocated in the interior of military posts; other are kept around military posts, thus surrounding the soldiers
"Reports of 'disappearances' and incidents of torture in the capital, Bujumbura have increased in recent weeks and serious human rights violations, including extrajudicial executions, have been reported in the regroupment camps. Members of the armed forces claim that armed opposition groups have infiltrated the camps, which, if true further endangers the lives of civilians." (AI 11 November 1999)

"[T]he protection offered to different groups of people displaced by the insecurity appears to vary considerably; some are grouped in well-protected sites or buildings, while others are kept outside although there appear to be empty available buildings nearby. Some are kept in the interior of military posts and thus surrounded by soldiers, and others kept around military posts, thus surrounding the soldiers. This latter situation was the case for example in Bukeye, Kibago commune, Makamba province in January 1999, where some displaced people were grouped for a short time around the military post. Although in that instance, none were killed, Amnesty International is concerned that this could amount to using the population as human shields and put them in great danger. In Makamba province in January 1999, concern was raised by some sources that those in the better protected sites appeared to be predominantly Tutsi, while those in the more exposed sites, predominantly Hutu." (AI 17 August 1999, section III)

**Insecurity in camps: reports of rape and other forms of physical violence (1998)**

- Reports of rape of civilians by members of security forces in and near camps
- Estimates that 46% of the women living in sites were victims of acts of physical violence

"Although the soldiers assigned to guard duty in these camps provide a measure of protection to camp inhabitants, they sometimes commit human rights abuses against them. According to an international human rights organization, the rape of civilians by members of the security forces is common in and near internally displaced persons camps, which are located in close proximity to security forces' bases. There were no known prosecutions of members of the security forces for these abuses, according to the organization." (U.S. DOS 26 February 1999, sections 1c, 2d)

"A UNFPA study carried out in 1998 found that 46% of the women living in sites were victims of acts of physical violence. 39% had experienced psychological violence through intimidation and threats while 11% admitted to having been victims of sexual abuse." (United Nations Resident Coordinator System in Burundi 1998, p. 10)

**Camps inhabitants exposed to extrajudicial executions and indiscriminate attacks (1998)**

- Reports of violent attacks and extrajudicial executions in "regroupment" camps and in camps for the displaced Tutsi
"The human rights situation of IDPs is considered in the context of the general situation in the country, for the violation of their rights causes them to flee their homes and often prevents them from returning. At the end of 1996, amid reports of killings and disappearances, the conditions faced by returnees from eastern Zaire were a matter of concern, as many were returning to highly insecure areas such as Cibitoke and Bubanza provinces. In general, IDP sites are often the targets of violent attacks. Of particular concern recently was the formation of 'regroupment' camps in various parts of the country, as questions were raised about the forcible displacement of these groups. An Amnesty International report denounced extrajudicial executions during the 'regroupment' process and life-threatening conditions in the camps." (Mullen 1998, pp. 60-61)

"On May 11, [1998] according to an international human rights organization, soldiers fired on civilians in an internally displaced persons' camp located near a military position in Kayanza province, killing six civilians." (U.S. DOS 26 February 1999, section 1a)

"Camps for the internally displaced, predominantly inhabited by Tutsi, continue to be vulnerable to attack by armed opposition groups. On the night of 12 to 13 August 1998, an armed opposition group attacked Nabubu displaced camp in Bubanza province. The motive behind the attack appears to have been to gain provisions. Five civilians, four of whom were unarmed, were killed. The combatants reportedly attacked the camp around midnight, killing one person living on the outskirts of the camp. Two other people in the camp, who are not known to have been armed, were also killed. Around 43 homes were reportedly burnt and others looted. Following the attack on the camp, the combatants descended into Bubanza town and looted shops in and around the market place, killing two civilians who are believed to have been unarmed. Many inhabitants in the town are reported to have been armed. At least one man was shot and wounded after he fired on the combatants to prevent them from looting his property. Although there is a military camp nearby and the attack lasted for two hours, soldiers reportedly failed to intervene." (AI 19 November 1998, section IV)

"Camps for the displaced, mostly inhabited by Tutsi civilians, were attacked on several occasions by Hutu-dominated armed opposition groups. […] At least 50 people were reportedly killed by armed opposition groups in October [1998] in an attack on a camp for the displaced in Bubanza and in an attack near Bujumbura. Both attacks were attributed to the FNL [Forces Nationales pour la Libération, Hutu armed movement]." (AI 1999, p. 115)

"In December 2, [1998] rebels killed 60 internally displaced persons and wounded 31 others at a camp in Gihanga commune, Bubanza province." (U.S. DOS 26 February 1999, section 2d)

For background information on the "regroupment" policy, see "The 'Regroupment' policy (1996-1998)" [Internal link]
Insecurity around camps: women particularly exposed (1998)

- Women exposed to rape and sexual assault in our near camps

"At sites of displaced persons and regrouped populations, the difficult access to food and water is the main problem, especially for women and children. The quantity of food is insufficient and its quality mediocre, maize being the main item of nutrition. Because of food scarcity, the women make great sacrifices on behalf of their children who are in very precarious health. Women are often most vulnerable while engaged in their daily tasks, such as gathering firewood. In most camps, women must venture beyond the camp perimeters, sometimes walking several kilometres, to collect wood for their cooking fires. Exposed and helpless, they may be subjected to brutal sexual assault and rape. Often the victims are mercilessly shot, knifed or beaten." (UN GA 13 October 1998, para. 53)

"Many cases of rape by government soldiers are reported to have taken place in or near regroupment camps, or during counter-insurgency operations. According to some sources, in the month of March 1998 alone, hundreds of women and young girls, including children under the age of 10, were raped in regroupment camps in Bubanza." (AI 19 November 1998, section III)

For background information on the "regroupment" policy, see "The 'Regroupment' policy (1996-1998)" [Internal link]

Displaced populations outside camps at risk (1998)

- Persons in the hills outside IDP sites reportedly killed or wounded by government forces and Hutu rebels

"The remaining forced regroupment camps were closed by the Government, according to international observers. However, over 550,000 citizens, or 9 percent of the population, have been displaced, some for as long as 6 years. For those in the camps for internally displaced persons, some farming is possible, although only with the permission of the military authorities. Serious health, water, and malnutrition problems exist in many camps. Persons in the hills without a camp pass are considered to be rebels and were killed or wounded by government soldiers, according to a number of sources.

Hutu rebels sometimes kill Hutus who remain outside the camps, according to an international human rights organization." (U.S. DOS 26 February 1999, section 2d)

Declining number of landmines incidents (1998)

"According to an international observer, the number of land mine incidents declined. There were 16 confirmed land mine incidents during the year, compared with 47 such incidents in 1997." (U.S. DOS 26 February 1999, section 1a)
**Personal liberty**

**Reports of forced labor and forced recruitment in camps (1998)**

- IDPs in camps forced by armed forces and rebels to cook, fetch water, chop wood, and perform other chores without compensation
- Male camp inhabitants forced to accompany soldiers on military operations

The law prohibits the performance of forced or compulsory labor by adults or children; however, soldiers guarding internally displaced persons sites often require inhabitants to cook, fetch water, chop wood, and perform other chores without compensation. The rebels also require peasants to perform uncompensated labor, including the transport of supplies and weapons. Apart from these situations, forced labor is not known to occur. There were no reports of forced child labor. (U.S. DOS 25 February 2000, sect. 6.c)

"There are consistent reports from regroupment camps of forced labour, in particular, of male inhabitants being forced to accompany soldiers on military operations, to carry ammunition or provisions, or in some cases to take an active part in the operation, sometimes by walking in front of soldiers as human shields." (AI 19 November 1998, section III)

*For background information on the "regroupment" policy, see "The 'Regroupment' policy (1996-1998)" [Internal link]*

**Freedom of movement**


- In some sites the population has permission to work in town or go to their fields under escort but time restriction, distance to the fields or insecurity hinders planting and harvests
- In other camps, even access to nutritional centres is not permitted

"Recent assessments carried out at the accessible sites show that the living conditions vary from site to site. Some require urgent assistance for all the basic needs while others need only water. In some sites the population has permission to work in town or go to their fields under escort, while in some other even access to nutritional centres is not permitted. Plans are under way to issue identity cards to grant more freedom of movement to the regrouped population." (WFP 8 October 1999)

Camp of Kabezi
"Kabezi is among the largest of the camps. It holds about 35,000 people crowded on two
hillsides south from Bujumbura. It is not a prison camp in the strict sense. There is no
fence. But Hutus have been told that anyone caught beyond the camp's boundaries
without permission will be treated as a rebel -- a fate which amounts to a death sentence.
[...]
The army says its prisoners are allowed home to harvest their crops, but the villagers say
they are only allowed to leave the camps in groups so most get back to their fields just
once or twice a week. It is enough time to harvest some vegetables but not to plant new
crops, so in a few months they will be hit by an additional food crisis." (Mcgreal 17
December 1999)

"In Kabezi camp and generally, access to fields by the population relocated into the sites
was reported to be a priority concern, especially during the current planting season in
February to early March. Failure to ensure greater access for the displaced to their fields
will inevitably have implications for the demands of food assistance on the international
community in the coming months. In most cases, the relocated populations have access to
their fields, but this was explained to be insufficient in terms of the number of days per
week (FAO indicated that 4 full days a week is the minimum required). In Kabezi,
displaced persons indicated (albeit amidst a considerable presence of civilian and military
authorities) that they had permission to go to their fields under military escort. However,
a number of the displaced indicated that they had not been able to access their fields for
two weeks due to insecurity. Even when access is permitted, the number of hours in the
fields may be limited due to time restrictions imposed by the authorities (for example, in
Maramvya, the displaced had been required to return to the camp by 14.00) or owing to
the distance of the fields from the regroupement sites." (UNRSG 6 March 2000)

Forced closure of camps: the case of "Chez Johnson" and "Chez Legentil" camps in
Bujumbura (1999)

During October 1999, two displaced camps called "Chez Johnson" and "Chez Legentil"
in the Kamenge area (Bujumbura-Mairie) were dismantled by the authorities, who said
that they were being used as hiding placed by the rebels. On or about 7 October,
approximately 6,000 displaced persons from Bujumbura-rural who had come to the
camps the previous September following the regroupment of the population of that
province were forced by the authorities to leave the camps for regroupment camps in
their own province. On 21 October, the remaining displaced persons, mostly from the
area of Kamenge itself, were forced to leave. Some displaced persons expressed concern
at the scarcity of water and electricity and the lack of land. (UN Commission for Human
Rights 25 February 2000, para. 62)

See also BBC News, "Mass expulsion from Burundi camp" 21 October 1999 [Internet]

Forcible relocation of population into "regroupment" camps where movements may
be severely restricted (1998)
• Continuous reports of civilians obliged to move to the camps by armed forces
• Camp population may be prohibited to leave sites without authorization

While some camps have now been closed, Amnesty International remains concerned at the continued existence of regroupment camps, from where human rights violations continue to be reported, and at the continued forcible relocation of the local population in some parts of the country during which further violations have taken place. […]

At least in some cases, the population has sought regroupment by the armed forces as evacuation from a conflict zone has enabled them to escape violence, or harassment by armed opposition groups. However, in other testimonies received by Amnesty International, civilians have continued to state that they are obliged to move to the camps, because failure to do so would result in them being killed by the armed forces. […]

Between June and August 1998, the population of Mutambu commune was regrouped by the administrator of the commune and local military, because of the presence of armed opposition combatants in the area. In mid-July the population was told that it could go home but in early August was again regrouped into three sites. […]: the population is reportedly not allowed to return to their homes during the day unless accompanied by soldiers, and thus is unable to harvest crops. Amnesty International has received the names of 15 people who are reported to have been 'fined' by soldiers because they tried to leave the sites without authorization. (AI 19 November 1998, section III)

For background information on the "regroupment" policy, see "The 'Regroupment' policy (1996-1998)" [Internal link]
SUBSISTENCE NEEDS (HEALTH NUTRITION AND SHELTER)

Nutrition, water and sanitation

General situation: persisting food insecurity (2000)

Chronic food insecurity persists as a result of the war, insecurity, regroupment and drought. An increase in food aid beneficiaries from 330,000 in 1999 to 450,000 in 2000, 33,000 beneficiaries in over 240 feeding centres, over 800,000 IDPs and over 500,000 Burundian refugees makes the overall humanitarian situation highly complex to work within. It is estimated that 26% of the population is affected by the drought and the worst affected provinces are Kirundo, Muyinga and Cankuzo. Despite a six week suspension of activities, insecurity in some of the provinces and insufficient food FAO and WFP managed to complete a distribution of seeds, tools and food to the regrouped and drought affected populations. Poor rainfall is of concern as this is currently in the critical period of the growth season. The 2000B harvest is in May and it is expected that in low altitude areas there will be production losses. An evaluation will take place at the end of May to assess the drought situation. (UN OCHA 8 June 2000)

Nutritional situation of the population newly relocated: high nutritional risks (1999)

- The majority of the newly relocated populations in Bujumbura Rurale have no, or very little, access to their fields and their food stocks have been exhausted
- As a result of the prevailing insecurity and lack of access, the displaced populations in Bujumbura Rurale were largely without food assistance from mid October to late November
- In the Bubanza province, one of the areas most affected by the insecurity, the effects of the droughts have been aggravated by the lack of access to the fields

"The majority of the newly regrouped populations in Bujumbura Rurale have no, or very little, access to their fields at a time when the first cropping season has already started, and any food stocks they were able to bring with them to the sites have been exhausted. As a result of the prevailing insecurity and lack of access, the populations were largely without food assistance from mid October to late November (WFP - 15/11/99). Since late November, WFP has organised food distribution through its NGO partners to some 182,000 people in the accessible regroupment sites (WFP -26/11/99,17/12/99).

Information on the nutritional situation of the newly displaced is very limited. Thirteen of the 58 regroupment sites are inaccessible for logistical regions. Anecdotal reports have described problems of malnutrition and disease in the most vulnerable groups (infants and older people). Conditions in the camps are reported to be appalling: they are overcrowded, with insufficient drinking water and shelter, as the rainy season is about to begin (Concern - 20/11/99).
Kirundo Province

SCF-UK conducted a nutritional survey in September in Kirundo Province as a follow-up to a survey conducted by IMC in the same area in January (see annex). The prevalence of wasting and/or oedema was estimated at 7.3%, compared with 10.9% in January. One percent of children were severely wasted and/or had oedema. Moderate stunting was recorded in 27.7% of the children measured and severe stunting in a further 19.9%. The graph below shows the results of both the January and September surveys. The prevalence of oedema was lower in the more recent survey, although the prevalence of marasmic malnutrition (low weight-for-height, but no oedema) was similar. The difference in the prevalence of oedema may be due to differences in the diagnosis of oedema (SCF-UK 10/99).

Diseases such as acute respiratory infections, fever and diarrhoea were significantly associated with wasting. Also, the loss or absence of a parent placed the child at nutritional risk (SCF-UK - 10199).

The survey concluded that acute malnutrition does not appear to be a major problem, requiring an emergency response. However, interventions are required to address the poor hygiene and sanitation, the poorly functioning government health sector, and to ensure access to services and health care by the displaced (SCF-UK - 10/99).

Bubanza Province

Bubanza Province is one of the areas worst affected by the continuing unrest in Burundi and, up until the recent crisis, had the greatest number of IDPs (approximately 165,000 in a total population of 289,000). The results of a follow-up survey by CAD in Bubanza Province are shown in the graph below (see annex). The prevalence of both acute and severe wasting increased between February and August, as did that of oedema.
Conversely, the number of beneficiaries in the feeding centres has decreased. This was attributed, in part, to greater access to fields for agricultural activities.

![The prevalence of acute malnutrition in Bubanza Province](image)

Poor security and limited seeds or land available for cultivation continues to affect the livelihoods of both displaced groups and residents. Theft and insecurity has left many families without small livestock. In 1999, food insecurity was exacerbated by poor harvests, drought, high market prices and a lack of agricultural inputs. Visual observations suggested that the levels of malnutrition were higher in the areas most affected by the drought, where there was less access to fields, and in those sites that were furthest from Musigati and Bubanza communes (CAD - 10/99).

The survey found a large increase in the number of children fully vaccinated: 95% of the children measured had a BCG scar and 76% of the children had completed their vaccination programme (compared with 41% in August 1998). This increase has been achieved through an intensive three-month vaccination campaign throughout the province and the national polio immunisation days (CAD - 10/99)." (ACC/SCN 20 December 1999, pp. 8-9)

**Nutritional situation in Bujumbura Rurale Regroupment sites (2000)**

- Large increase in the number of admission of all age groups to the therapeutic feeding centre in Bujumbura Mairis between July and December 1999
- Factors associated with the malnutrition in the camps include the lack of access to fields, loss of crops due to looting, uneven distribution of relief foods, low vaccination coverage and out-breaks of disease
- Drought in some areas of the province is exacerbating the problems of regroupment
- Uncertainty about impact of return movement from dismantled camps on amount food aid required
“Since September 1999, almost 70% of the population of Bujumbura Rurale has been regrouped into camps around the capital. An estimated 350,000 people were forcefully relocated into 53 sites. Living conditions in the camps are reported to be appalling - they are overcrowded and there is insufficient access to food, water, sanitation and health-care. An outbreak of cholera occurred in December and the risk of further epidemics remains high (Oxfam - 15/03/99; WFP - 23/02/99)

The nutritional situation in the regroupment camps is variable. According to WFP, nutritional assessments under-taken in eight sites in December 1999 estimated the prevalence of acute malnutrition between 3.6% and 18.0%. The prevalence of severe acute malnutrition varied from 0.5-4.6%. Further rapid nutritional assessments in January 2000 in Kabezi, Kavumu and Ruyaga sites estimated the prevalences of malnutrition at 29%, 17% and 14% respectively. These reports are currently unavailable to the RNIS (WFP – 22/02/00, 23/02/00, 21/03/00).

There has been a large increase in the number of admissions of all age groups to the therapeutic feeding centre in Bujumbura Marie between July and December 1999 […]. This is despite difficulties in accessing the therapeutic centres. The increase is partially attributed to limited access to farmland and low harvests; diversion of food aid by soldiers; and limited general food distributions due to insecurity and the evacuation of NGOs and the UN in many sites (MSF-B – 01/00, WFP – 21/03/00).

Much of the population in the regroupment camps live off small businesses or obtain employment as casual labourers within Bujumbura town. Others have access to their fields and are able to harvest cassava. Factors associated with the malnutrition in the camps include the lack of access to fields, loss of crops due to looting, uneven distribution of relief foods, low vaccination coverage and out-breaks of disease. The uneven distribution of relief foods was due to problems of access and the compilation of beneficiary lists. In addition, the food pipeline has been insufficient (OCHA – 03/00; WFP – 22/02/00, 21/03/00). Drought in some areas of the province is exacerbating the problems of regroupment. The FAO/WFP/Ministry of Agriculture assessment in December 1999 indicated that the 2000A harvest (January) will be down 50% compared to 1999 for approximately 25% of the regrouped population in the Imbo agricultural zone (WFP – 23/02/99).

In response to fierce international criticism, the Government of Burundi has undertaken to dismantle 11 camps by May 2000. Phase I of the dismantling is underway and approximately 11,000 of the 60,000 people living in these camps have returned to their homes. Phase II is currently being planned. The scale and nature of food and non-food needs in the months to come will be partially determined by the timing of the IDPs' return to their homes. If the displaced have been able to plant in time for the 2000B season (planting should be in February and March) and the security situation remains stable, then it is possible food assistance will only be required on a large scale until the next harvest (May and June). However, food-aid needs will also be determined by the amount of planting and tending to their crops that people who are still in the camps are able to undertake. A further unpredictable but important factor is the amount of looting that may
New regroupment sites: living conditions vary from site to site (October 1999)

- WFP says recent assessments carried out at accessible regroupment sites show that some sites required urgent assistance for all basic needs, while others needed only water.

"As a result of an increasing number of attacks on Bujumbura and its outlying suburbs, in mid-September approximately 260,000 civilians living in eight of Bujumbura rural’s ten communes were relocated into some 30 sites by the Burundian military. As of 27 September, when access was first obtained, OCHA, in collaboration with UN and NGO partners began holding daily coordination meetings to organise rapid evaluations and ensure appropriate follow-up. Initial findings have indicated that the most urgent needs are the supply of potable water and provision of non-food items, particularly blankets and sheeting. WFP has also begun distributing food to the most needy. Some [sites] are only accessible by foot (2-3 hour walk). The international community will provide life-sustaining aid as required but is concerned that the situation could deteriorate should access be denied or the relocation last for a long period of time." (UN OCHA 8 October 1999)

"WFP says recent assessments carried out at accessible regroupment sites show that living conditions vary from site to site. In its latest weekly report, the UN food agency said some sites required urgent assistance for all basic needs, while others needed only water. Plans are underway to issue identity cards to allow more freedom of movement to the regrouped population.

Non-essential food-for-work distributions have been put on hold pending food availability, WFP said. Distribution of seed protection rations is continuing in Bubanza and Kayanza provinces, considered as high priority cases for seed protection programmes. The distribution of seed rations in Makamba was postponed due to insecurity." (IRIN-CEA 11 October 1999)

Nutritional situation improving but still precarious (October 1999)

- Differences exist both between provinces and inside the same province over short periods of time
- Some areas of the country (Makamba and Bujumbura rural) are still too insecure to conduct assessments

"Due to the ongoing crisis, resulting population displacement and vulnerability, per month approximately 30,000 people are registered in supplementary feeding centres across the country and 2,200 in therapeutic feeding programs. The nutritional situation in the country generally is improving but remains precarious, with differences existing both between provinces and inside the same province over short periods of time. Compared to
results of surveys in early 1998, those undertaken in early 1999 showed an evident improvement in some areas. Malnutrition rates ranged from 5 to 15 percent instead of from 10 to 23 percent. In Cibitoke, for instance, malnutrition rates dropped from 21 percent in April 1998 to 5 percent in March 1999. The decrease in malnutrition rates can be attributed to many factors, the main ones being: a gradual return to agricultural activities in light of improved security; increased accessibility to health and nutritional centres; and the support given to households through food distributions. Nonetheless, provinces like Rutana, Kirundo, Ngozi and Mwaro indicate malnutrition rates well above ten percent and in the case of Ngozi and Mwaro, close to fifteen percent. This high malnutrition rate could be related more to structural causes. Some areas of the country (Makamba and Bujumbura rural) are still too insecure to conduct assessments and hence reliable information on their nutritional status is not available." (UN OCHA 08 October 1999, see also ACC/SCN 28 September 1999)

**Situation in Rutana and Ruyigi provinces: no information on exact nutritional status of the newly displaced (2000)**

Population displacements have been reported in the Provinces of Rutana and Ruyigi due to a significant escalation of the conflict between the army and the rebels. There are unconfirmed reports that the Interhamwe and ex-FAR are participating in these attacks. The RNIS has not received any new information about the nutritional situation in these areas; the latest reports estimated the prevalence of acute malnutrition in Rutana to be 10-15% (see RNIS 28). The affected population in these areas receive little assistance as NGO and UN activities are limited due to the insecurity (OCHA - 03/00) (ACC/SCN 31 March 2000, p. 10)

**28% of the internally displaced population in sites do not have access to minimum requirements of potable water (September 1999)**

- Distance to water supply does not exceed 3 km in none of the sites
- There is an average of 5.2 households per latrines in sites but this figure can reach 32 households per latrine in Muramvya province
- 76% of the latrines in site are saturated or semi saturated
- The majority of the displaced dispose of their waste in the open air
- A UNICEF-led survey conducted at the end of 1997 indicated that only 9 percent of Burundis living in displaced camps had access to potable water

"Pour l'ensemble de sites, on dénombre en moyenne 313,37 ménages par point d'eau et la quantité d'eau n'est suffisante que pour 27,68% des sites. La province de Bubanza compte le nombre le plus élevé de ménages par point d'eau. Le manque d'eau observé à Kirundo, Muyinga et Ngozi n'est pas nécessairement lié au phénomène de sinistre. C'est un problème général pour la région même en situation normale (situation géographique et conditions climatiques de la région). Le nombre de ménages par point d'eau relativement
bas dans Rutana et Ruyigi tient surtout du fait que ces provinces comptent peu de sites et encore de très petites tailles.

[...] Aucun site ne s'approvisionne en eau à plus de trois kilomètre et la plus grande distance entre le site et le point d'eau potable est observée à Rutana (2.92 km contre 1.01 km moyenne pour l'ensemble).” (UNDP Community Assistance Umbrella Programme November 1999, p. 7)

Type le plus fréquent de lieu d'aisance: une prédominance des latrines traditionnelles semi-saturées

Le type de lieu d'aisance le plus utilisé est la latrine traditionnelle (74.91 % des sites). On constate cependant que les habitants des sites abandonnent de plus en plus l'utilisation des buissons comme lieu d'aisance (1,11% seulement des sites contre 3.11% en mars 99).

C'est dans la province Muramvya où l'on trouve beaucoup de ménages par latrine (32,44 ménages par latrine contre une moyenne de 5,20 ménages par latrines pour l'ensemble des sites). Ce nombre reste également élevé dans Bujumbura rural (24.63 ménages par latrines), à Ruyigi (12,17 ménages par latrines", en Mairie de Bujumbura (9,96 ménages par latrine) et à Makamba (7.33 ménages par latrine). Dans presque tous les sites, les latrines sont semi-saturées (dans 68,27% des sites les latrines sont semi-saturées contre 7,75% des sites où les latrines sont saturées). (UNDP Community Assistance Umbrella Programme November 1999, p. 9)

Système de gestion des ordures ménagères: la majorité des sinistrés jettent les ordures ménagères dans l'air libre

Bien que [dans] la plupart des sites les habitants jettent mes ordures ménagères é l'air libre (dépôt directement des ordures ménagères dans de petits champs de culture autour des habitations sans passer par les fosses à ordures), l'utilisation des fosses à ordures est aussi connue. Toutefois, le nombre de sites pour lesquels les habitants jettent les ordures dans la nature n'est pas négligeable (18,45% des sites).

Les site dans lesquels les habitants jettent les ordures dans la nature sont pour la plupart des cas des sinistrés qui vivent dans des bâtiments publics ou privés ou dans tout endroit où la pratique de l'agriculture est presque impossible.

Les canaux d'évacuation des eaux usées ne se rencontrent que très rarement (3% seulement des sites). On les trouve dans les sites de la Mairie de Bujumbura (déjà démantelés) et dans quelques sites (6 sites) dans la province de Muyinga, Muramvya et Ruyigi. (UNDP Community Assistance Umbrella Programme November 1999, p. 10)

A UNICEF-led survey conducted at the end of 1997 at 270 sites representing 88 percent of the population then living in camps (approximately 550,000 people) indicated that only 9 percent of Burundis living in displaced camps had access to potable water, and just over half had access to latrines. The study revealed that the access to water of displaced
persons was most limited in the provinces of Cibitoke, Bubanza and Karuzi; in Cibitoke, people had on average access to less than one litre of water per day. With regards to sanitation, the most affected provinces include Bururi, Bujumbura-Rural and Muramvya. (UN December 1998, pp. 13, 48)

**Health**

**Health in Bujumbura Rural: capacity of medical organisations over-stretched (February 2000)**

- 39 sites in Bujumbura Rural (of a total of about 50 sites) are assisted through existing health centres and mobile clinics
- Outbreak of cholera in various sites around Bujumbura under control

"As far as health assistance is concerned, significant gaps still exist particularly after the withdrawal of MSF from Bujumbura Rural as the capacity of the remaining medical organisations is over-stretched. Currently, 39 sites are assisted through existing health centers and mobile clinics. A measles campaign began in Bujumbura Rural on 8 February.

Although new cases of cholera are still being identified in Kabezi site, the situation is considered under control. GVC [Civil Volunteer Group] identified 229 cholera cases from 20 November 1999 to 3 January 2000 and nine patients died. In Ruziba, from 6 to 31 December, MSF identified and treated 383 cholera patients and 15 people have died. As no new cases have been reported, MSF stopped activities in the site. Cholera has also been treated in Ruyaga.

OCHA reported a significant increase of bacillary dysentery in the commune of Isale between August - September - October 99 (20 cases per month) and November - December 99 (200 cases per month)." (UN OCHA 15 Feb 2000)

**General deterioration of the health status of the population (1999)**

- Geographical and/or financial barriers and poor quality of the care provided at the health centres, due to a decreased number of skilled personnel

"Since the beginning of the crisis in October 1993, the different components of the already fragile National Health System, in particular those of the National Health Information System, have been further weakened. Much of the health infrastructure has been totally destroyed, many medical staff were either killed, disappeared, fled into exile, or sought refuge in more 'secure' urban areas. Health structures suffer from an acute shortage of essential drugs and other medical supplies. As a result basic health indicators have fallen." (UN November 1999, p. 13)


<table>
<thead>
<tr>
<th>TABLE V. HEALTH INDICATORS BEFORE AND AFTER THE CRISIS</th>
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<tbody>
<tr>
<td>Number of functioning public health centres</td>
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<td>187</td>
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<tr>
<td>270</td>
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<tr>
<td>332/323</td>
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<tr>
<td>Number of doctors</td>
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<tr>
<td>206</td>
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<tr>
<td>262</td>
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<tr>
<td>292</td>
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<tr>
<td>Number of nurses</td>
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<td>1,095</td>
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<tr>
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<td>Life expectancy</td>
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<td>51.5 (1996)</td>
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<td>BCG vaccination rates</td>
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<td>96 percent (1990)</td>
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<td>53 percent</td>
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<tr>
<td>Polio vaccination rates</td>
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<td>85 percent (1990)</td>
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<tr>
<td>48 percent</td>
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<tr>
<td>DTC vaccination rates</td>
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<tr>
<td>85 percent (1990)</td>
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<tr>
<td>47 percent</td>
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<tr>
<td>Measles vaccination rates</td>
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<td>Infant mortality (per 1,000)</td>
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<td>Maternal mortality (per 100,000 live births)</td>
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<tr>
<td>800*</td>
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<tr>
<td>Urban HIV infection rate</td>
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<td>21 percent (1996)</td>
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<td>Rural HIV infection rate</td>
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<td>Percent of drugs supplied by central pharmacy</td>
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<td>64 percent</td>
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<td>18 percent</td>
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</table>

*In selected provinces, the figure can be much higher, in at least one case reaching 1,300.

**Source:** WHO, MPH
(UN November 1999, p. 13)

"In addition to poor food security in some provinces, the population's poor health status is a further risk factor for malnutrition. In some areas households are prevented from accessing health services and cannot obtain essential drugs due to geographical and/or financial barriers. In addition, the poor quality of the care provided at the health centres, due to a decreased number of skilled personnel, has resulted in a deterioration of the population's health status." (UNICEF - 08/99) (ACC/SCN 28 September 1999, p. 8)

**Displaced population exposed to epidemics (1999)**

- Current epidemiological reports indicate that malaria, cholera, typhus fever, meningitis and malnutrition continue to pose serious health threats
- A cholera epidemic has been reported in some regroupement sites (end of 1999)

"Communicable diseases and nutritional disorders remain the major health problems among IDPs, returnees and other vulnerable groups due to the lack of access to and low
quality of health services. Current epidemiological reports indicate that malaria, cholera, typhus fever, meningitis and malnutrition continue to pose serious health threats. From January to June 1999, 858,845 malaria cases, 443 cholera cases, and 7,279 typhus fever cases were reported, revealing the severity of the problem. Epidemics of cholera resulted in a total of 117 cases with eight deaths between May and June 1999 in the provinces of Bururi and Makamba.” (UN November 1999, p. 45)

Cholera in camps
"The continuing insecurity throughout much of Burundi, together with the government policy of 'regroupement' - moving rural populations from their own homes into designated 'sites' - is taking its toll on more than a quarter of a million people in Bujumbura Rural province alone. A cholera epidemic has now been reported in some regroupement sites.

According to Ministry of Health figures released on 10th December, 9 people have died since it started on 20th November. However, humanitarian agencies working in two of the affected sites, Ruziba and Kabezi, put the number of deaths at 24, with 275 cases reported so far.” (IFRC 17 December 1999)

Access of IDPs to health care (1993-1998)

- UNICEF found that 20 per cent of the IDPs surveyed did not have access to health centres (February 1997)
- From 1993 to 1998, the number of operational health centres fell from 318 to 217
- Degrading vaccination rates and medical assistance

"In the most affected areas of the country, humanitarian agencies have gradually taken over much of the supply and functioning of the national health system and nutritional centres, while the Catholic Church (Caritas) and other churches also provide health and nutritional services. Services to IDPs are no different from those for the local population, although many IDPs live in camps far from a functioning health centre. In fact, only 70 per cent of health services remain functional nationwide, and they are non-existent in the most insecure parts of the country. In February 1997, UNICEF found that 20 per cent of the IDPs surveyed did not have access to health centres. In some areas, NGOs, such as MSF-Belgium in Karuzi province, have set up temporary health and nutrition posts in larger IDP camps to provide initial treatments and to facilitate transfers. A February 1997 survey of IDP sites found that 28 per cent had low immunization rates. Indeed, immunization rates among the general population have declined since 1993 from 81 to 51 per cent coverage.” (Mullen 1998 p. 60)

"From 1993 to 1998, the number of operational health centres fell from 318 to 217. In those that remain, only rudimentary services are provided due to a shortage of essential drugs, vaccines and qualified personnel. The Government pays salaries, but is unable to keep the centres equipped with drugs and supplies. For the first time since 1993, the epidemiological surveillance system cannot provide basic immunisation statistics.
Malaria, upper-respiratory infections and diarrhoea are the three most common diseases. Over 1.5 million cases of malaria were reported by Burundian health centres in 1997. The Great Lakes Region in general, and Burundi in particular, suffer from periodic outbreaks of cholera (700 cases) and diarrhoea which have developed into full-fledged epidemics. Vaccination coverage rates in the most affected provinces have fallen dramatically. BCG coverage, which was as high as 86 percent in 1990, fell to 71 percent in 1997. Greater declines in vaccination rates are evident for polio and measles, particularly in western Burundi due to continued insecurity. Over 90 percent of Burundian women give birth at home without medical assistance." (UN December 1998, p. 37)

**HIV in camps requires immediate action (1998)**

- 20 percent of the urban population and 6 percent of the rural population are HIV seropositive
- Worrying situation in displaced persons camps

"The incidence of HIV infection is increasing rapidly. The Ministry of Public Health estimates that 20 percent of the country's urban population and 6 percent of the rural population are HIV seropositive. In Bujumbura, at least 24 percent of the women between the ages of 25 and 34 are infected with HIV, as are more than 3 percent of children under the age of five. Reported HIV infection in girls aged 15-19 is four times greater than among boys of the same age. In 1996, 20 percent of women in antenatal care were HIV positive, compared with only 8 percent in 1991. The rate of sero-prevalence is unknown in displaced persons camps but given the dearth of public health information at these sites and the high rate of violence directed towards women, immediate action is warranted." (UN December 1998, p. 39)

**Epidemics among IDPs, returnees and other vulnerable groups include malaria, typhus, cholera, meningitis and nutritional disorders (1998)**

"Communicable diseases and nutritional disorders remain the major health problems among IDPs, returnees and other vulnerable groups due to the lack of access to and low quality of health of services. Current epidemiological reports indicate that malaria, cholera, typhus fever, meningitis and malnutrition continue to pose serious health threats. From January to August, 1998, 1,082,091 malaria cases, 1,400 cholera cases, and 8,247 cases of typhus fever were reported, revealing the severity of the problem. Epidemics of cholera resulted in a total of over 1,300 cases with 40 deaths between June and October, 1998 in four provinces alone (Cibitoke, Bururi, Bujumbura rural Bujumbura urban). Malaria outbreaks resulted in 985 deaths between October, 1997 and March, 1998, for example, in a single commune (Muhinga in Kayanza). Typhus fever continues to occur mainly in the provinces of Bujumbura (4,235 cases), Gitega (1,479 cases), Muramvy (840 cases) and Ngozi (533 cases). WHO, in collaboration with NGOs and other UN Agencies, was able to play a leading role in the control of several of these epidemics." (UN December 1998, p. 44)
Shelter and other needs

60% of the shelters in the sites for the displaced population are straw or mud huts (September 1999)

- 19% of the sites are located in public of private buildings (schools, warehouses, administrative buildings)

"La plupart des habitants des sites vivent dans des maisonnettes en pailles (29% de sites) ou en mottes de terres (31% des sites). 19% de sites sont établis dans des bâtiments publics ou privés (écoles, magasins, bâtiments administratifs…). 18% de sites sont encore en shittings (voir figure)."

Distribution des sites selon le type dominant d'habitations

(UNDP November 1999, p. 7)

Poor living conditions in the newly created relocation (or "regroupment") camps (1999)

- Some camps require urgent assistance for all the basic needs while others need only water

"Some of the [regroupment] sites are also reported to be in isolated areas aggravating existing poor conditions of living; some sites are far from water points or health centres. People at one site in Kanyosha are reported to have been denied access to clean water event though it was available. Furthermore, the sites may be vulnerable to attacks by both the security forces or armed opposition groups." (AI 30 September 1999)
Recent assessments carried out at the accessible sites show that the living conditions vary from site to site. Some require urgent assistance for all the basic needs while others need only water. (WFP 8 October 1999)

"Conditions in the camps are reported to be appalling: they are overcrowded, with insufficient drinking water and shelter, as the rainy season is about to begin (Concern - 20/11/99)." (ACC/SCN 20 December 1999, p. 8)

The Ruyaga camp (Bujumbura Rural):
"Over the past few weeks, 30,000 people have been crammed into the re-groupment site at Ruyaga.

A vast, tightly-packed camp stretches down the hill - a mass of modest huts and shelters, their roofs made from banana leaves or plastic sheeting." (BBC News 11 October 1999)

Basic conditions in the Karinzi IDP site in Mutambu commune (Bujumbura Rural)(January 1999)

- Dwellings made of wood and leaves
- Displaced had not been able to bring many of their belongings with them

"On 22 January 1999, a NGO/inter-agency mission visited the Karinzi IDP site in Mutambu commune in Bujumbura Rural, which had not been accessible earlier due to security constraints. The mission was accompanied by the Governor's chief advisor and the military commander of the area. According to the local authorities 6,878 people were staying at the site. Most IDPs were displaced since early December 1998, while some had been displaced since July 1998. The IDPs on the site were living in very basic circumstances, only sheltered by dwellings made of wood and leaves, while others spent the night in a school. As they had to leave their homes at short notice they had not been able to bring many of their belongings with them. The IDPs had limited access to their fields and were able to harvest when accompanied by a military escort. They were not able to cultivate crops and food stocks were running out. The mission concluded that assistance should be rendered as soon as possible. To that effect, a WFP/CARE team did a population verification exercise on 28 January 1999, which confirmed the figures provided by the local authorities. Following this exercise it was decided that food rations and non food items would be distributed on 2 February 1999." (UN OCHA 01 February 1999)

Shelters at Camara site destroyed by heavy storm (Bujumbura city)(March 1999)

- IDP dwellings severely destroyed or damaged during a heavy storm on 1 March 1999
- The people affected temporarily moved to a nearby site where they could live in more sturdily constructed houses located on a government compound
"Approximately 100 of 420 dwellings of IDPs at Camara in Bujumbura city were severely destroyed or damaged during a heavy storm on 1 March 1999. On 3 March a mission composed of UNOPS, CRS, UNDP, the Ministry for Reinstallation and OCHA visited the site to assess needs. The people affected were offered the opportunity to move to a nearby site where they could live in more sturdily constructed houses located on a government compound. This, however, would be a temporary solution only, until the Ministry of Reinstallation can identify a new site in a better location. The current site, which was unfortunately built on a former rice field, will be dismantled. In the interim UNICEF will assist with the construction of temporary latrines and CRS will distribute non food items. IFRC is providing volunteers to help with the construction of the latrines. IRC in collaboration with Regideso (government body responsible for the provision of water) is investigating the possibility of improving the water supply. No long-term intervention is planned." (UN OCHA 25 March 1999)

**Lack of privacy in camps affects primarily women (1998)**

"[T]he experience of living in a crowded site is both disorienting and degrading for people accustomed to living in relative seclusion and to providing for their own needs. The utter lack of privacy is one of the most difficult and degrading aspects of site life. A UNFPA study carried out in 1998 emphasizes the humiliation women suffer when forced to sleep in the same small room as the male members of their families. As one displaced woman commented, 'Sharing the room with your son or your son-in-law is simply not done. I am ashamed.'" (United Nations Resident Coordinator System in Burundi 1998, p. 6)

**Women and children**

**Burundi has the sixth-highest proportion of 'AIDS orphans' in the world (1999)**

- Frequent displacement, combined with an environment of conflict and insecurity, has exacerbated the spread of HIV
- 16 per cent of pregnant girls aged 15-19 years are HIV positive

"Burundi has the sixth-highest proportion of 'AIDS orphans' in the world. UNICEF estimates that 380 out of every 10,000 children (almost 4 per cent) have lost one or both parents to AIDS. In total, there are 110,000 such children in Burundi. Frequent displacement, combined with an environment of conflict and insecurity, has exacerbated the spread of HIV. In addition, poverty has forced many women, including teenage girls, into prostitution, UNICEF estimates that 16 per cent of pregnant girls aged 15-19 years are HIV positive." (SCF 1 November 1999)
Precarious situation of displaced women and children (1998)

- The difficult access to food and water in camps is the main problem, especially for women and children.
- Other problems affecting women include childbirth-related problems, abortions, anaemia and the lack of vaccination coverage and access to health care, exposure to AIDS and other sexually transmissible diseases.

"According to the last census of August 1990, women make up 51.3 per cent of the population of Burundi, and they are essentially located in rural areas where 93.7 per cent of the total population live. The women work on average 18 hours a day for their families, half at home and half in the fields.[…]

Burundian women have been seriously affected by the crisis and the civil war. They constitute the majority of those found at the sites of displaced persons and regrouped populations and are the sole heads of their households. Before the crisis, women formed a large part of the workforce in rural areas which underwent a sharp decline during the war.

At sites of displaced persons and regrouped populations, the difficult access to food and water is the main problem, especially for women and children. The quantity of food is insufficient and its quality mediocre, maize being the main item of nutrition. Because of food scarcity, the women make great sacrifices on behalf of their children who are in very precarious health. […]

Women at the sites are also affected by other health problems, including those relating to childbirth, abortions, anaemia and the lack of vaccination coverage and access to health care, as well as exposure to AIDS and other sexually transmissible diseases. The living conditions of women and children have therefore become highly precarious. In Burundi, women represented 50.6 per cent of the registered cases of persons tested as seropositive during surveys in 1995. The number of orphans with AIDS was estimated at 94,000 in 1997." (UN GA 13 October 1998, paras. 51-54)
ACCESS TO EDUCATION

General

Direct and indirect costs of schooling (1998-2000)

- Cost of books, uniforms, school fees and child labor as source of income hamper access to education
- Government policy to waive school fees for internally displaced children not implemented systematically
- Recent increase of school fees decided by the Government further hampers access to education for displaced children

"Even where schools do function, many families left without livelihoods find the cost of books, uniforms and school fees beyond their means. In addition, parents find the indirect cost of schooling – i.e., the loss of the child's labor at home – increasingly hard to bear, both as a result of declining incomes and the death or absence of family members. In fact withdrawing children from school is one of the first coping strategies undertaken by households with no financial means." (United Nations Resident Coordinator System in Burundi 1998, p. 14)

"Education is another area of concern (which is also valid for the other, "non regrouped" internally displaced). Although there are school facilities available, many displaced children are unable to attend as the family cannot afford the standard fee of 1000-1500 B.Francs per semester or the necessary school supplies. Though there apparently exists a Government policy to waive school fees for internally displaced children, it is not being implemented systematically." (UNRSG 6 March 2000, para. 25)

"The communal administrators of Gishbi, Buraza and Mataho, all the province of Gitega, are the opinion that the decision by the Government of Burundi to increase school fees from 300 to 1,000 Burundi francs per pupil might be a violation of the right to education. Many displaced persons and others with few resources would not be able to pay the fees and the children would therefore not do to school." (UN Commission for Human Rights 25 Feb 2000, para. 104)

Deteriorating school enrollment rates (1999)

- Gross primary enrolment rate for 1998/1999 is 52.2 percent, but can be much worse in areas of conflict (6.6 percent in Bubanza for example)
80,500 primary school students were registered for the 1998/99 school year. The majority of these children lost one or more members of their family. There are also many unaccompanied children living in displaced sites. The gross primary enrolment rate dropped from 72 percent in 1992/93 to 52.5 percent in 1998/1999; enrolment rates in areas of conflict are even worse, as low as 6.6 percent in Bubanza for example. At this rate it will be difficult to achieve universal school enrolment if not more is done in this area. During the 1997/1998 school year, 109,188 displaced primary school students were registered; most of whom had lost one or several family members. Displaced children attending school at the secondary level were estimated 13,000; this number increases during times of attacks. (UN November 1999, pp. 16, 54)

**Role of education to support survival of female heads of households and their children (1994)**

"Investing in the social and psychological rehabilitation of the women affected by the crisis is an important factor to be taken into account by the international relief and development agencies. For instance, women have rarely participated in the perpetration of massacres and have been targets of killings less often; for these reasons they remain the stable element of the nuclear family and the society. Women are furthermore the centre of subsistence activity in the camps and are playing a major role in the reconstruction of their homes. Since many women have become widows as a result of the violence, and displaced women heads-of-household are particularly numerous, their economic survival, and that of their children, will depend on their being able to earn a living and receive education and training if needed. Their being able to own and inherit land should also become a priority. Investment in the youth, which consists of over 50 per cent of the country, and not just the educated youth, appears to be a priority, if, for example, the formation of militias and guerrillas is to be curbed.

The role that education of women and children can play in this domain cannot be overemphasized. Notably, the adult literacy rate in 1990 was 50 per cent, with twice as many women as men being illiterate. [...] Peace education projects, such as the ones undertaken by UNICEF, merit further support and follow-up. Those 'women's groups for peace' which are already operational should be supported." (UN Commission on Human Rights 28 November 1994, paras. 106-107)

**Collapse of educational system affects the whole population (1998)**

- The gross primary enrollment rate has dropped from 70 percent in 1992-93 to 52.5 percent in 1997-98
- A survey in 1997 found that 13 out of 70 IDP sites did not have access to primary schools

"A survey in 1997 found that 13 out of 70 IDP sites did not have access to primary schools." (Mullen 1998 p. 60)
The crisis has resulted in a reduction both in the ability of students to attend school and in the ability of the state to provide education, the latter worsened by the virtual cessation of development aid for Burundi. The gross primary enrollment rate has dropped from 70 percent in 1992-93 to 52.5 percent in 1997-98; enrollments rates in areas of conflict are even worse, as low as 6.6 percent in Bubanza, for example. In four provinces, less than one in four children were enrolled in school in 1996-97. The Ministry of Education has identified approximately 109,000 children who cannot attend school because of lost family members or because they are no longer living in their homes. Even for those children able to attend school, the quality of instruction has deteriorated. UNICEF estimates that there is an overall deficit of approximately 3,000 primary and secondary teachers (due to the death, disappearances or migration to more secure areas of qualified personnel), and that out of the approximately 14,000 teachers working, 2,500 have no formal qualifications. The state of the infrastructure is no better. Since 1993, 28 percent of educational institutions have closed their doors. There is an average of 70 primary students per classroom. In cooperation with UNICEF, the Ministry of Education conducted a national survey of the status of the public school infrastructure and found that US$9 million would be required to repair existing classrooms and provide the necessary basic level of school equipment (principally desks, tables and blackboards). (UN December 1998, pp. 50, 52; United Nations Resident Coordinator System in Burundi 1998, pp. 13-14)
ISSUES OF SELF-RELIANCE AND PUBLIC PARTICIPATION

Access to land

Effects of the conflict and the regroupment policy on food security are aggravated by a drought in northern provinces (1999)

- As a result of the conflict, an estimated number of 120,000 rural households have limited access to land due to displacement and lack of security rendering food accessibility difficult.
- In addition, population pressure has led to exploitation of marginal lands and replacement of grazing land with food cropland, which has a detrimental effect on livestock and soil fertility.

"Burundi’s traditional agricultural system was self-sufficient before the crisis. However, structurally it is fragile and unable to withstand adverse social, climatic and phytosanitary conditions. This fragility became especially apparent after the 1993 crisis when agricultural production significantly decreased (20 percent decrease in cereal and vegetable production in 1999 compared to the period from 1988 to 1993). As a result of the conflict, an estimated number of 120,000 rural households have limited access to land due to displacement and lack of security rendering food accessibility difficult. This number changes depending on the security situation. In addition, population pressure has led to exploitation of marginal lands and replacement of grazing land with food cropland, which has a detrimental effect on livestock and soil fertility. Twenty percent of the national livestock has been killed due to the conflict, and the environment has been seriously affected due to the devastation of forests and a decrease in soil fertility." (UN November 1999, p. 11)

Excessive dry weather.
"Crop prospects for the first season of 1999/2000 (September-January) have been affected by unfavourable weather. Planting, which normally starts from mid-September to mid-October, was delayed by dry weather during October. In the most productive areas of Kirundo in the north, Mosso in the east and Imbo in the west, no significant planting has taken place because of insufficient precipitation. (FAO-05/11/99)

A reduced harvest this season will follow the below-normal harvest of the last season, which ended in July. The current dry weather will also negatively affect the planting in the first season of 2000 starting next February as harvesting of the late-planted crops this season will overlap with planting next season, and a shortage of seeds could limit the planted area. (FAO - 05/11/99)" (ACC/SCN 20 December 1999, p. 7)

See also "Nutritional situation in Bujumbura Rurale Regroupment sites (2000)" [Internal link]
Farming is possible for displaced populations in camps (1998-1999)

- Displaced in camps can have some farming activities if permitted by the military authorities
- Most displaced in camps in the Gitega province have a regular access to their original land (April 1999)

"The remaining forced regroupment camps were closed by the Government, according to international observers [during 1998]. However, over 550,000 citizens, or 9 percent of the population, have been displaced, some for as long as 6 years. For those in the camps for internally displaced persons, some farming is possible, although only with the permission of the military authorities. Serious health, water, and malnutrition problems exist in many camps. Persons in the hills without a camp pass are considered to be rebels and were killed or wounded by government soldiers, according to a number of sources." (U.S. DOS 26 February 1999, section 2d)

"Oxfam Great Britain/Intermon has shared results of a vulnerability study undertaken in March in Gitega's fifteen displaced sites housing a total of 4,869 families. It was found that 84% (4,113 households) had regular access to their original land while 15% (724 households) worked on allocated plots and 1% (32 households) had no access. The majority of the displaced have been living in the sites since the outbreak of hostilities in late 1993." (UN OCHA 16 April 1999)

Displacement of population has caused disruption of agricultural production (1998)

- Displacement caused by on-going conflict since 1993 caused disruption of agricultural activities

"Burundi is poor and densely populated, with over four-fifths of the population engaged in subsistence agriculture. The small modern sector, largely based on the export of coffee and tea, has been damaged by an economic embargo imposed by neighboring states in 1996. The ongoing violence since 1993 has caused severe economic disruption and dislocation. Large numbers of internally displaced persons have been unable to produce their own food crops and largely depend on international humanitarian assistance. Government efforts to privatize publicly owned enterprises are at a virtual halt. Per capita national income is estimated at less than $200 per year." (U.S. DOS 26 February 1999)

Geographical and economical factors

Drop of national currency affects negatively purchasing power of the population (January-June 1999)

- Market prices have slightly decreased since lifting of the embargo in January 1999
- But the devaluation of the national currency has negatively affected the purchasing power of the population
"FAO continues to monitor market prices on a weekly basis. The price of an average family's food basket has fallen slightly since the lifting of the embargo [January 1999] to FrBU 10,088 at the end of April but still remains nearly twice as high as before the sanctions were imposed. (The food basket was valued at FrBu 10,555 at beginning of April and FrBU 5,228 before the imposition of the embargo in July 1996). However, at the same time the local currency has continued to devaluate with official and unofficial rates to the US Dollar reaching FrBu 537 and FrBu 775, respectively (as opposed to FrBu 317 and FrBu 350, respectively, before the embargo). The devaluation is linked to a severe shortage of foreign currency in the country." (UN OCHA 05 May 1999)

"The 'black market' rate of the Burundian Frank (FBu) has dropped sharply recently. According to the 'Agence Burundaise de Presse' (ABP), the First Governor of Banque de la République du Burundi (BRB), declared that the recent fluctuation where one US dollar stands at FBu 840 is related to insufficient foreign exchange reserves. He adds that the bulk of Burundi's foreign exchange reserve normally comes in through bilateral and multilateral development cooperation, which is largely suspended. The drop in the FBu will negatively affect the purchasing power of the Burundi's population." (UN OCHA 01 June 1999)

**Army worm infestation threatens agricultural production in Kirundo, Muyinga and Ruyigi provinces (May 1999)**

"The army worm infestation that affected Rwanda has spread into Kirundo, Muyinga and Ruyigi provinces and threatens to severely reduce agricultural production. A FAO assessment mission estimated that approximately 20,000 ha had already been infested. The worms primarily destroy wheat, rice, maize, millet, and sorghum. Although Burundian authorities dispatched 19 MT of insecticide, the quantity is insufficient since it can only cover 1,900 ha. Kirundo had already been badly affected by drought during the last agricultural season." (UN OCHA 18 May 1999)

**FAO studies effects of low rainfall in Burundi (December 1998)**

- Shortage of rain during growing season end of 1998 will have a significant impact on agricultural production
- FAO anticipates shortfall in food and seed imports in 1999

"An evaluation carried out jointly by FAO and the Ministry of Agriculture from 16 to 24 December [1998] has revealed that the shortage of rain during the present growing season will have a significant impact on agricultural production. The mission visited all 16 provinces and met with local and provincial authorities and NGOs operating in the area. The production of beans has been particularly affected. Harvests will be significantly reduced in Kirundo, Cibitoke, Cankuzo and Rutana. As a result, FAO has stated that the anticipated bean seed distribution of 600MT will no longer be sufficient. CRS has
indicated that it will be able to contribute another 200MT. The Italian Development agency has also indicated that it will be able to contribute 1,500kg of garden vegetable seeds. In 1999, FAO anticipates a shortfall of 22,000 MT (out of an estimated need of 72,000 MT) and 3,300 MT in food and seed imports, respectively." (UN OCHA 7 January 1999)

Impact of the embargo: a review by the United Nations Resident Coordinator (1998)

- Comprehensive economic embargo in response to the coup d'état of July 1996 imposed by neighbouring countries
- The sanctions have worsened the problems caused by prolonged conflict, giving rise to a parallel economy, high inflation, rising unemployment and profiteering

"Prior to 1993, with an annual per capita income of just US$ 160, Burundi was already one of the poorest countries in the world. With over 90% of the population living from subsistence agriculture, the manufacturing and services sectors remained embryonic. For hard currency earnings, the economy relied almost exclusively on coffee, which accounted for 80% of export revenue in the early '90s, and to a lesser extent on tea.

This fragile economy was further weakened by the outbreak of hostilities in late 1993; overall production has since declined by an annual average of 5%. The percentage of the rural population living under the poverty line increased from 35% in 1990 to 58% in 1997, while the percentage of urban poor increased from 33% in 1992 to 66% in 1996.

Reeling from the effects of two and a half years of civil war, the Burundian economy was dealt a further blow when neighboring countries imposed a comprehensive economic embargo in response to the coup d'état of July 1996. The sanctions, compounding the effects of conflict, have sent commodity prices soaring, contributing to a 36% increase in the general price index over the course of the first year alone and virtually doubling the average family's household costs between July 1996 and July 1997. The prices of almost all basic goods and services have continued to rise sharply over the past two years - while wages have remained static. Even though many basic foods are produced locally, a threefold increase in transport costs have caused their prices to soar. The cost of an average food basket, for instance, has increased by 120%.

Although fuel is now more readily available owing to the growing porosity of the country's borders, prices are still three times higher than before the coup d'état of 1996 and the sanctions that followed. At the same time, the value of the Burundian franc has depreciated by over 63%. The sanctions are causing great hardship right across Burundian society, from urban employees to the poorest peasants, including those who have been displaced by the conflict and who rely on outside help for survival. In response to pressure from the international and humanitarian communities the sanctions have gradually been eased to allow imports of basic relief items. But the delivery of assistance often continues to be hampered by the opaque, cumbersome and time-consuming procedures necessary to obtain exemptions for relief goods. Many agencies have
equipment blocked in the ports of neighboring countries for months at a time, leading to operational difficulties and delays and shortages of essential items.

For the subsistence farmers, the embargo has greatly reduced the availability of agricultural inputs like tools and fertilizers. Seed distributions by the humanitarian community have also been delayed due to the blockage of stocks in neighboring countries, causing these hard-pressed farmers to sow late and reap less.

The rise of the parallel economy and the loss of export opportunities has deprived the government of vital revenue. Already operating under a 30% budget deficit, it is even less able than before to provide the resources needed by key ministries like health and education. The result […] is that schools and health centers remain closed, or can only provide less than minimal services for which much of the population is unable to pay.

As a result of high inflation, stagnant salaries and rising unemployment due to a deflated job market, even urban employees in secure jobs such as those in the public sector, are struggling to meet the rising cost of living with a meager wage packet that buys less every week. The sanctions are creating real hardship and disaffection among the urban moderates who are a vital constituency for the political processes underway both inside and outside the country. As such, they are thus actually undermining the achievements of recent months.

Defenders of the embargo say that it has played an important role in these developments by bringing the Government to the Arusha bargaining table. Moreover, it is felt that if the sanctions are lifted too soon, the Arusha peace process might very well collapse. However, while the sanctions are seen by some to be encouraging compromise, they are also exacerbating a dramatic decline in the economic well-being of a country already wracked by instability and crisis. Furthermore, the sanctions have been erratically implemented, and the creative means employed to circumvent them give rise to large-scale profiteering. This is hardly engendering an environment conducive to the country's future peace and security." (United Nations Resident Coordinator System in Burundi 1998, pp. 16-17)

**General conditions prevailing to the agricultural production: A brief review by the UN Resident Coordinator (1998)**

- Subsistence agriculture undermined by population increase: average size of family agricultural plot is 0.7 hectares
- Quality of soil is deteriorating due to over-exploitation and loss of livestock
- Denied access to their fields over long periods, most displaced people rely almost entirely on scavenging or food aid for survival

"Burundi is a country of eye-catching beauty, a land in which three harvests are possible and no one need go hungry. For centuries, Burundi's peasant farmers, who make up the majority of the country's population, have tended to live in scattered dwellings known as
*rugo* (the Burundian word for the traditional enclosures that contain the family's fields and livestock) rather than congregate in villages as elsewhere in Africa. Life centers round the *inzu*, the round, thatched homes that are the focus of family life. Agricultural production has traditionally been less market-oriented than in other African countries, with at least 75% covering subsistence needs and at most 25% being sold in local markets.

Over the past generation, this way of life has been increasingly undermined by an unprecedented population increase, from around 2 million in 1950 to almost 6 million in 1990. Burundi now has a population density of 228 people per km² the second highest in mainland Africa (after Rwanda). This population explosion, combined with the traditional land tenure system (in which, according to inheritance laws, land is handed down to sons through division into smaller and smaller plots), has put enormous pressure on finite natural resources reducing the average size of a family agricultural plot to 0.7 hectares. The long-term trend is for agricultural production to rise by about 1% per annum, while the population growth rate is approaching 3% per annum. By 2010, even the most conservative estimates suggest there will be nearly 9 million Burundians. At the same time the quality of soil is deteriorating due to over-exploitation and loss of livestock which in turn has led to a lack of fertilizer. In addition, the practice of rotating crops has been increasingly abandoned in favor of planting tubers in an attempt to produce more food per hectare.

Already it is only when everything goes right - when seeds are available in sufficient quantity and quality, when livestock is on hand to fertilize the fields, when the rains come at the right time and in the right quantity, when families have access to their land - that the acreage under cultivation is enough to produce sufficient food. When any one of these factors is not in place, as has consistently been the case over that past five years of civil strife, there is simply not enough to go round.

During normal times, the overwhelming majority of Burundi's peasant population already teeters permanently on the edge of poverty, but the situation is even worse for those who have been driven from their land by the fighting. Most of the around 10% of the population currently living in sites, and more hiding in the forests and marshes, are unable to fend for themselves. Denied access to their fields over long periods, these people rely almost entirely on scavenging or food aid for survival." (United Nations Resident Coordinator System in Burundi 1998, p. 10)

**Community participation**

**Low women participation in IDP camps (1998)**

"WFP is presently attempting to disaggregate its beneficiary statistics by gender but information is difficult to obtain, especially for recently displaced groups. There are few women among the leaders in IDP camps, though in several places associations of women,
often widows, have formed to work together on reconstruction or income-generation projects." (Mullen 1998 p. 60)
ISSUES OF FAMILY UNITY, IDENTITY AND CULTURE

Family unity


- Between 1993 and 1997, 20,500 children have been registered as having been separated from their families, 60 per cent of whom were orphaned
- Special traumas faced by children: brutal deaths of parents, flight, abandonment

"Since 1993, 20,500 children have been registered as having been separated from their families, 60 per cent of whom were orphaned. UNICEF, churches and NGOs assist unaccompanied children through family reunification, orphanages and street children programmes. In February 1997, UNICEF found that almost 6000 children were unaccompanied in 48 of the 70 IDP sites surveyed." (Mullen 1998, p. 60)

"As Burundi's civil war continues to ebb and flow; children are frequently separated from one or both of their parents. In the worst cases, these children live with the lifelong trauma of having witnessed their parents' violent deaths. Others are scarcely better off. Many children are separated from their families in the panic of headlong flight following a night attack, or find their route home from routine chores barred by a fresh outburst of fighting. Even more poignantly, parents who despair of being able to feed their children may abandon them at the gates of nutrition centers, in the belief that they will receive better care at the hands of a relief agency than they themselves can provide. This practice not only epitomizes the tragic dilemma of Burundi's most vulnerable families, it is also the source of a growing number of abandoned children." (United Nations Resident Coordinator System in Burundi 1998, p. 9)

See also "Vulnerable children in Burundi: more than 190,000 orphans and unaccompanied children as of May 2000" [Internal link]

Children at high risk of abandonment and separation (1999)

- A child from a large, poor family headed by a single parent is more likely to be abandoned and more likely to be separated accidentally when the whole family is forced to flee

"The reasons that children become separated from their families are complex in Burundi. It is often assumed that children are always separated accidentally - lost when people are forced to flee their homes. Yet although war and population movements are responsible for many separations, children end up on their own for other reasons. For example, family breakdown 'the result of poverty and an environment of on-going violence' may force children to leave home. Very poor families may send their children onto the streets to
beg. Or families who cannot afford to feed their children may leave them at feeding centres.

The children at highest risk of voluntary separation are also those most likely to be separated from their families accidentally. For example, a child from a large, poor family headed by a single parent is more likely to be abandoned and more likely to be separated accidentally when the whole family is forced to flee. Despite these factors, the actual number of unaccompanied children in Burundi is much lower than circumstances suggest should be the case, because separated children are absorbed into extended family networks. Currently it is estimated that around 1,500 children remain separated from their families." (SCF 1 November 1999)

See also "Vulnerable children in Burundi: more than 190,000 orphans and unaccompanied children as of May 2000" [Internal link]

Pivotal role of displaced women in the household (1995-1998)

- High rate of widows among displaced women
- Support must be provided to help women face their new responsibilities as heads of households

"A UNFPA study carried out in 1995 found that nearly one third of all the women living in sites were widows. Given the intensity of the conflict during the last three years that has led to many adult males fighting in armed groups, being killed or 'disappearing', it is safe to assume that the percentage has since risen significantly.

In these circumstances, women are often forced to take on a taxing role as sole providers, not only of food and shelter, but also of moral and physical strength for their families. Having assumed a largely subservient role in the past, many women are unaccustomed to standing up for themselves and are ill-equipped to exercise authority, with the result that they are subjected to harassment and abuse in the sites. They are further disadvantaged because, according to Burundian tradition, they are not legally allowed to own land." (United Nations Resident Coordinator System in Burundi 1998, pp. 9-10)

"Investing in the social and psychological rehabilitation of the women affected by the crisis is an important factor to be taken into account by the international relief and development agencies. For instance, women have rarely participated in the perpetration of massacres and have been targets of killings less often; for these reasons they remain the stable element of the nuclear family and the society. Women are furthermore the centre of subsistence activity in the camps and are playing a major role in the reconstruction of their homes. Since many women have become widows as a result of the violence, and displaced women heads-of-household are particularly numerous, their economic survival, and that of their children, will depend on their being able to earn a living and receive education and training if needed. Their being able to own and inherit land should also become a priority. Investment in the youth, which consists of over 50 per cent of the country, and not just the educated youth, appears to be a priority, if, for
example, the formation of militias and guerrillas is to be curbed." (UN Commission on Human Rights 28 November 1998, para. 106)
PROPERTY ISSUES

General

Looting and destruction of the property of the displaced (1999-2000)

• Selected reports of looting by government and rebel forces as punitive measure against the civilian population for the lack of support

"The looting by Burundian army forces of the Kavumu civilian regroupment camp, just outside Bujumbura, on Sunday morning [7 May] has been raised by the diplomatic community with senior members of the government. A large company of soldiers had entered Kavumu camp, saying they were investigating the reported presence of rebel forces, and rounded up camp residents into three groups, humanitarian sources said.

They then searched and looted people's tents, removing from the camp the personal property of regrouped people as well as food and non-food items from the camp stores. Camp residents threw stones at the looters, and the soldiers responded with threats to use their guns, news organisations reported." (IRIN 10 May 2000)

"Kabezi is among the largest of the camps. It holds about 35 000 people crowded on two hillsides south of Bujumbura. It is not a prison camp in the strict sense. There is no fence. But Hutus have been told that anyone caught beyond the camp's boundaries without permission will be treated as a rebel -- a fate which amounts to a death sentence.

Food is scarce. Water is increasingly precious even though the rains have come. Medicines are in short supply and malnutrition is evident. Many of Kabezi's residents can see their homes from the camp but are powerless to stop soldiers looting them. Some detainees have plastic sheeting, but many rely on shelters of branches and leaves." (Mcgreal 17 December 1999)

"Between 13 and 22 January 1999 a series of attacks were carried out by members of the armed opposition, believed to be the FDD, in the communes of Kibago, Mabanda, Kayogoro and Makamba in the southern province of Makamba. The FDD reportedly attacked from Tanzania, coming in at least two waves; a first group all in military uniform, and a second group in military uniform accompanied by civilians. Following the passage of the two groups, groups of people in civilian clothes are also reported to have passed through. The latter group was reportedly responsible for looting. It is unclear to Amnesty International whether this last group was actually linked to the FDD or was made up of civilians spontaneously profiting from the insecurity.

During the attacks, over 200 homes are reported to have been burned in the Mabanda and Kibago areas. Many testimonies accuse FDD members of selectively burning homes of
either people suspected of collaborating with the government or, in some cases, of Tutsi civilians on the basis of their ethnic origin. According to some testimonies, the FDD were accompanied by a number of local civilians, who were indicating which houses should be destroyed. Amnesty International is concerned that the FDD may have carried out large-scale destruction of houses and crops, possibly as a punishment for lack of support to the FDD or because of the ethnic affiliation of the victims. Other sources however indicate that government forces may also have been responsible for house destruction, in some cases to destroy possible shelter for the armed opposition, or as a punitive measure against a population potentially, in its view, supportive of the armed opposition. At least 20,000 people are reported to have been displaced by the attacks in Mabanda and Kibago communes." (AI 17 August 1999, section III)

**Risk that the restitution of goods will degenerate into mere settling of accounts among the inhabitants of the "collines" (1998)**

"The Special Rapporteur was informed of the various forms of restitution of the goods pillaged during the 1993 events. The peasants from the collines declare the goods they have allegedly lost to the civilian authorities. These authorities then look for the offenders, so that the stolen goods can be returned. When the offenders cannot be found, the cost of reimbursement is borne jointly by all inhabitants of the collines. For example, a cow costs FBu 150,000 and a goat FBu 50,000.

Although these practices are neither official nor uniformly applied throughout the country, there is a risk, given the climate of insecurity and the lack of legitimacy of some local administrations, that the restitution of goods, justified in principle, will degenerate into mere settling of accounts among the inhabitants of the collines. It could also become an instrument of arbitrary repression if chefs de zone resort to the military or police authorities in order to guarantee restitution." (UN Commission on Human Rights 13 February 1998, paras. 71-72)

**Discrimination against women as to property inheritance practices hampers reintegration (1994-1998)**

"In the case of women in general, and women-headed households in particular, achieving a durable solution will be even more difficult than for other members of the society, since the general problem of lack of land is compounded by the fact that women do not inherit land either from their husbands or from parents." (UN Commission on Human Rights 28 November 1994, para. 76)

"One of the disadvantages facing women is that, according to Burundian tradition, they are not legally allowed to own land." (United Nations Resident Coordinator System in Burundi 1998, pp. 9-10)
Absence of legal titles of land property complicates restitution process (1994)

"A critical issue with regard to both the causes of and the solutions to the problem of displacement is that of land. In Burundi, land holding is very fluid. Few legal titles to land exist, resulting in disagreements and confrontations when land is redistributed or changes hands. This was the case, for instance, following the redistribution to lower military officials and soldiers of land that had belonged to Hutus who left the country in 1972. Since then this land changed hands frequently, being passed on to others who would acquire legal title after a period of years if acquired in good faith from the previous occupier (bona fide occupier). The Government of Ndadaye tried to reinstall the returnees and former owners to their lands. This caused fear among the new owners that they would be evicted, and created unavoidable tensions." (UN Commission on Human Rights, 28 November 1994, para. 37)
PATTERNS OF RETURN AND RESETTLEMENT

Types of return movements

Population face unsafe conditions following the dismantling of "regroupment" sites (2000)

- Displaced returning from "regroupment" camps find their homes looted and destroyed and are exposed to food shortages
- Population often regroup in other locations fearing attacks during the night

"[T]he hardships faced by the regrouped population are far from over. A grim consequence of the government's regroupment policy is that food shortages - compounded by drought - have become a more pressing problem than ever. 'Some camps will be dismantled, but people returning home - if their houses have not been destroyed - will need to be provided with food for at least four months, until the next harvest,' one NGO worker said. OCHA has warned of an 'alarming nutritional situation' in Burundi. [...] Meanwhile, thousands of civilians who left the first regroupment camp shut down by the Burundi government in February have found themselves without a roof over their heads as their homes have been destroyed. Sources said many people who had been held in the camp which shut down, Maramvya, have found their homes completely looted and destroyed. 'People are finding their homes burnt, without roofs, or empty inside as all their belongings have been looted,' sources said. The population is regrouping in other locations, fearing attacks during the night. Their fear is fuelled by rebels infiltrating the camps, who are reportedly threatening to launch attacks against the people if they return home, as a show of force. (JRS 8 March 2000)

Return movements follow volatile security conditions (1998-1999)

- Return movement of IDPs in provinces observed where security has been restored
- The case of displacement in the Makamba province (January 1999)

"The overall number of displaced persons in Burundi has not decreased during the last year. Nearly 560,000 continue to live outside their homes, leaving them extremely vulnerable. The security situation remains fluid; new people are being forced to flee even while others are able to return home. The Government has ended its policy of large scale regroupment camps, and the people who populated these camps in 1996 and 1997 were able to return home by the end of 1997. In other regions, however, episodic insecurity continues to force people to flee their homes, keeping the total number of vulnerable people very high." (UN December 1998, p. 1)
"Following reports of displacement of up to 33,000 people, following armed clashes in the southern province of Makamba, a NGO/inter-agency mission led by IRC conducted an assessment of the affected areas on 22-23 January 1999. The IDPs had been gathered in ten sites in Makamba town and in the communes of Kibago and Mabanda. The Governor indicated that most of the DPs might be able to return home over the next two weeks." (UN OCHA 01 February 1999)

"It is believed that some of the up to 30,000 recently displaced have been able to return to their homes [in Makamba] but precise information is not yet available. WFP will undertake an assessment commencing 16 February in order to verify IDP numbers and to establish food requirements. A mission of the Office for the United Nations High Commissioner for Human Rights in Burundi travelled to Makamba from 26 to 28 January to investigate the recent clashes between rebels and armed forces. The mission was able to visit the communes of Makamba, Mabanda and Kibago where they met with civil and military authorities, as well as with IDP populations and people wounded by the recent fighting." (UN OCHA 16 February 1999)

**Assisted return of IDPs (1998)**

The programmes funded in response to the 1998 Consolidated Appeal provided 90-day resettlement packages were provided to 21,000 returnees and 22,103 IDPs returning to their homes; 21,000 Burundis who returned home in 1998, as well as more than 170,000 who had returned home the year before, benefitted from returnee assistance packages and reintegration and reconstruction programmes undertaken in 1998. At least 8,500 households received assistance in house reconstruction and/or water and sanitation infrastructure improvements. (UN December 1998, pp. 2-3)

*See also "UNHCR provides limited assistance to the IDPs who are mixed with returning refugees (1998-1999)" [Internal link] and "IDP related activities in the 1999 United Nations consolidated Inter-Agency Appeal for Burundi" [Internal link]*

**Return/resettlement policy**


- Government plans to turn selected "regroupment" sites into permanent villages and proposes Rubiza site (Bujumbura Mairie) as a pilot case
- European Community recommends prior consultation of the population concerned
- Some 'displacement' sites in Bujumbura Mairie and Ngozi province already transformed into village-like settlements usually guarded by a military presence, in recognition of the fact many displaced would never return to their places of origin
"The President of Burundi, Pierre Buyoya visited the Ruziba regrouped site and officially announced the plans to turn Ruziba into a village. Ruziba will be an experiment and that if required by the security situation and feasible, it may be applied also in other regroupment sites. The International Community is unsure of the government's real objectives on villagization." (UN OCHA 8 June 2000)

"[External Affairs and Cooperation Minister Severin Ntahomvukye] said that 80,000 residents in five camps in Bujumbura Rural, 'who wanted to stay on there', would be facilitated when the camps were transformed into permanent villages. 'Ten years from now, Bujumbura will have expanded to reach the limits of the city.

The government thought it would give the population the chance to set up villages on the same sites, with roads and water systems,' he said. The first site to be transformed would be Ruziba, where 500 houses are to be built, the minister added. The European Commission delegate in Burundi, Geoffrey Rudd, said on Friday the EC was considering its position in relation to regroupment and the government's new villagisation policy, but was not in favour of forced villagisation.

The EC would be seeking to discuss the policy with the government, and had been calling for some months for a government-donor coordinating committee in which to discuss just such emerging issues, Rudd told IRIN. There would also have to be discussion with the villagers themselves to make sure they were in agreement with the policy and that it fulfilled a real economic need, he said. 'Commission resources would not be available to the government for villagisation without prior dialogue with the villagers concerned,' he added." (IRIN 12 May 2000)

"During the course of his mission, the Representative visited a number of 'displacement' sites in Bujumbura Mairie and Ngozi province. In the framework of a resettlement programme, these camps have been transformed into village-like settlements of a permanent or semi-permanent character, usually guarded by a military presence. The resettlement was undertaken by the provincial authorities, in some cases with the support of the international community, in recognition of the fact that even if security conditions improve, many 'displaced' will not return to their places of origin as they remain fearful of former neighbors, who may have been the authors of atrocities against the returnees' ethnic group." (SGR 6 March 2000, para. 29)

**Resettlement efforts by the Government target primarily the displaced Tutsi (2000)**

"While the settlements visited by the Representative were mostly said to be ethnically mixed, it was reported that displacement camps were generally ethnically segregated and that among the earlier displaced persons, there continued to exist significant disparities in the treatment of predominantly Tutsi and Hutu settlements. Hutus living in camps were reported to be in more precarious conditions, having received little attention from the local authorities and in some cases being situated in inaccessible locations. Moreover,
while a large number of displaced Tutsi have been resettled, there have been less efforts to resettle the displaced Hutu, as it is believed that this latter population is more likely to return to their places of origin, once security is restored." (UNSGR 6 March 2000, para. 30)


- Principles for the reintegration elaborated under the auspices of UNOPS (February 1999): Reinstallation of displaced in rehabilitated houses is voluntary and takes place only where peace is restored
- Review of policy of assistance to newly displaced in Bujumbura rural (March 1998): return to home areas and not durable relocation must be supported

"UNOPS has organised a series of meetings among partners involved in the reconstruction of houses in Bujumbura town with a view to harmonising the approach among UN agencies and NGOs. The main objective was to discuss and agree upon common criteria for the selection of beneficiaries. This will allow for a uniform approach towards authorities and a more equitable distribution of activities. It was further agreed that reinstallation should be entirely voluntary and should only take place in areas where calm and stability have returned. The activities should be implemented in participation with the affected communities and should contribute toward restoring a harmonious social fabric, while giving priority the most vulnerable." (UN OCHA 16 February 1999)

"On 8 March, the Humanitarian Coordinator convened a meeting of key implementing UN and NGO partners in Bujumbura rural. The objective of the meeting was to undertake a common analysis of the situation in the province, which remains one of the more affected areas in Burundi, in terms of insecurity and humanitarian needs. Since November 1998, Bujumbura rural has also been characterised by a high number of newly displaced populations which now amounts to 40,000 in three locations (5,000 at Mutambu, 15,000 at Kabezi and 20,000 at Mubone). The participants sought to define a common approach towards the type and extent of assistance to be provided to these populations. It was decided that UN agencies would limit their assistance to measures that would not encourage continued dislocation of these IDPs. Because of the rainy season, temporary hangars of plastic sheeting were considered desirable (if the materials can be located quickly among existing stock), but no general distribution of plastic sheeting will take place. As the seed protection ration distribution has just been finalised and covers needs up until the end of March, additional food distributions are not considered necessary at present. Return packages will be provided to encourage the return of the populations to their original homes, as soon as security permits. The situation continues to be closely monitored by the humanitarian community." (UN OCHA 25 March 1999)

Links between emergency, relief and development action: A review by the UN Humanitarian Coordinator (1998)
Simultaneous need for emergency assistance and longer-term rehabilitation and development aid to support reintegration of the displaced in stable areas of the country and address root causes of the conflict.

"Burundi is once again at a crossroads. In the past such critical junctures have been unrecognized, ignored, or in some cases, deliberately squandered. To ensure that the present opportunity is fully exploited, four key areas require immediate support.

**Filling the relief-development gap.** During a session on humanitarian issues held in July 1998, the member governments of the United Nations Economic and Social Council (ECOSOC) recognized that the phases of relief, rehabilitation, reconstruction and development are generally not consecutive but occur simultaneously. The Council recommended that a comprehensive approach be developed for countries in crisis, in which key aspects of recovery, peace-building, human rights, economic growth and sustainable development are included. Five years into the current crisis, such an approach has yet to be developed for Burundi. Yet in the twelve provinces that enjoy relative peace and stability, there are many examples of families rebuilding their lives and opportunities for growth and positive change. With the meager resources available, humanitarian agencies have already shown the potential of effective local partnerships that respond to the communities they serve. To survive and expand, these efforts need consolidation and greater support.

**Expanding the boundaries of assistance.** For the past two years, the international community has limited its response to Burundi to a narrow concept of emergency assistance. While such aid has helped keep families alive, it has failed to restore their hope, dignity or chances for a better future. It is critical that this support be broadened to extend beyond the distribution of relief supplies to include a more comprehensive, holistic approach to community rehabilitation and development. The framework for humanitarian assistance […], which calls for the long-term strengthening of the communities to which the displaced and repatriated return, is a significant step in this direction.

**Supporting efforts for peace.** While not without weaknesses, the peace efforts underway inside Burundi must be recognized as unique in a subregion wracked by violent conflict. A process is in place which, if reinforced by an effective regional initiative, could lead to substantial political reform. The inextricable links between these two processes - and, in particular, the importance of the internal process in creating an environment for peace and reconciliation - must be fully appreciated if either one has a chance to succeed.

**Reinforcing hope and progress.** Action taken now will make a critical difference to the chances for peace in Burundi. But such action requires resources, which have not been forthcoming for the last two years. The external development aid received by Burundi has plummeted from US$ 288 million in 1990-1992 to US$ 39 million in 1997. In 1992, external grants represented 34% of state expenditure; by 1996 this had declined to 13%. Basic services have been hardest hit. Between 1990-1996 infrastructure investment in health diminished by 60%, education and social development (including water and sanitation) by 84% and agriculture by 92%.[…]. And the trend continues. The response of
donors to the 1998 Consolidated Appeal for Burundi equaled just one third of the funds requested; the vast bulk of that in the form of food aid. Even in light of the limited support received by the Consolidated Appeal process generally, this lack of response is startling. Furthermore, the international aid received has been largely restricted to emergency actions in selected provinces. Far too little attention has been given to addressing the underlying causes of the conflict or to supporting communities that have managed to move beyond chaos and despair. Continued failure in this regard will hamper - if not snuff out entirely the fragile progress now underway.

This is the essence of constructive engagement in Burundi. Far from an unquestioning acceptance of Government policies or positions, it involves critical, on-going dialogue with all groups working toward reconstruction and peace, backed up by support for targeted, carefully-designed actions, primarily at community level. Consensus is building on the need for a more reasonable response to Burundi's suffering. A recent World Bank report calls for basic social protection initiatives, including agricultural credit, social funds and the rehabilitation of infrastructure, which will assist in preserving Burundi's social and human capital and in preventing further deterioration of social indicators. […] Constructive engagement in Burundi would reinforce strategies that reduce poverty, avert conflict and foster respect for human rights. It would acknowledge progress thus far achieved while clearly recognizing all that remains to be done - to improve governance, ensure the rights of all citizens and share resources more equitably. Perhaps most importantly, it would reassure Burundians that the world is watching - and is supportive of - their fledgling efforts toward peaceful coexistence.

Under the circumstances, it is a testament to the Burundian people that so much has been achieved over the past two years. They have slowly succeeded in prising open a window of opportunity through which the voice of reason and moderation can at last be faintly heard. The international community must now help Burundi widen the opening, before continuing hate and violence slam it shut again. Now is the time to act - to weigh in on the side of peace, hope and compromise." (United Nations Resident Coordinator System in Burundi, pp. 19-20)

**Statement of humanitarian principles: a new approach to assistance and reintegration (August 1998)**

- Vulnerability replaced displacement category as main criteria for assistance
- Need to pursue humanitarian, rehabilitation and development actions simultaneously
- Clarification of respective roles of Government, communities and the humanitarian agencies
- Options for reintegration no longer limited to resettlement in areas of origin
- Need for a reinforced participatory approach

In August 1998, the Humanitarian Coordinator organised a three-day retreat in the province of Gitega to formulate a humanitarian strategy for 1999. The following principles were developed by the international community at the time of the Gitega meeting and have been endorsed by the Government.
Identifying vulnerable populations and their needs
The practice of calibrating assistance on the basis of semantic categories (such as 'displaced', 'dispersed', or 'regrouped') will be abandoned. Assistance will be provided to all vulnerable persons identified through the use of objective criteria.

Providing humanitarian assistance while planning for recovery
Humanitarian, reconstruction and development activities are inextricably linked and take place simultaneously, in varying degrees. Together, they reinforce peace and reconciliation efforts, especially at the community level. Short-term responses to crises impact long-term efforts. In recognition of this, the humanitarian community has agreed to plan for recovery by doing the following:

Insist on the need to pursue humanitarian, rehabilitation and development actions simultaneously, emphasising linkages to peace and reconciliation.
Promote a broader concept of humanitarian action, including an integrated and comprehensive approach to reintegration and the progressive engagement of development agencies and especially bilateral donors.
Advocate this broader approach among donors at all levels, based on a common analysis of the key humanitarian challenges facing Burundi.

Clarifying roles and responsibilities
Effective humanitarian assistance and successful long-term reintegration requires that the roles of each of the three major partners be clearly (and mutually) understood. It is the responsibility of Government, in collaboration with its partners, to oversee the process of identifying vulnerable populations, specifying their needs and assuring adherence to agreed upon standards for the delivery of assistance. It is the role of humanitarian agencies and donors to assist the Government in meeting these responsibilities. Communities should be fully involved in the planning, implementation and management of humanitarian and rehabilitation activities that affect them.

Establishing core standards for the provision of humanitarian assistance
It is assumed that insecurity will continue to provoke spontaneous population movements. Since relief agencies will be called upon to provide emergency assistance, it is essential that the humanitarian community and the national and local authorities jointly endorse the following principles: (i) right to access and the freedom of movement of populations caught in insecure areas where assistance or essential services are unavailable; (ii) limiting the provision of assistance to life-sustaining measures in cases where people are forced to move by military and/or civil authorities (where populations are moving in a voluntary manner, as a protective measure, or flee spontaneously from a perceived threat, the full range of humanitarian interventions may be considered); (iii) combating manipulation and corruption, in particular preventing the exaction of payments from beneficiaries, the inclusion of ineligible individuals on beneficiary lists, and the organised sale of relief items; and (iv) transparency in the design and execution of all activities.
Establishing core standards for reintegration
The humanitarian community in Burundi defines reintegration as follows: The voluntary and long-term settlement of uprooted populations in a stable environment in which the household can engage in activities offering viable options for self-sufficiency. This definition marks a break with previous policy, which focused exclusively on populations resettling in their original homes or on their original land. While resettlement in points of origin will remain the priority, the new policy recognises that some affected populations who are unwilling or unable to return home may have other viable options. There are four essential elements for long-term reintegration: (i) the location must be stable and secure; (ii) the intended population must be willing to move there; (iii) the intended population must have access to land or a means of support; and, (iv) there must be access to essential/basic services.

Promoting an integrated approach
An integrated approach to reintegration will be pursued in Burundi. This approach includes: (i) an orientation toward peace and reconciliation (e.g. the inclusion of all groups in the planning and implementation of activities); (ii) reconstruction of social infrastructure; and (iii) income-generating activities and agricultural production. From their inception, reconstruction activities should strengthen the capacity of national and local authorities, civil society and traditional institutions to manage and maintain social infrastructures. Programmes should emphasise a participatory approach, involving local communities as much as possible in the decision-making and management processes." (UN December 1998, pp. 7-8)
HUMANITARIAN ACCESS

Political and geographical obstacles

New customs formalities hampers timely delivery of WFP aid (June 2000)

"From 14 to 20 June, WFP received 1,089.65 tons of cereals, 480 tons of pulses and 357 tons of CSB, 22.132 tons of oil and 56 tons of milk from Isaka, Kigoma and Kampala for both the QAP and the PRRO. The reason for poor deliveries has been the recent introduction of new customs formalities in Burundi, which has greatly delayed the transit of trucks carrying WFP supplies. While the trucks have now moved and the supply situation is better, the underlying problem has still to be resolved. The matter has been taken up by WFP Burundi with the Minister of Finance, and it has also been brought to the attention of the Burundi Permanent Representative to UN in Rome. Distributions were practically halted for the regrouped populations in Bujumbura Rural for the drought-sticken populations in Kirundo and Muyinga for two-three days." (WFP 23 June 2000)

Local conflicts over the distribution of aid cause disruption of assistance (January 1999)

"Continuing conflict and disputes over the distribution of relief goods are contributing to high tension in Kabezi commune, south of the capital. At the displaced camp at the center of Kabezi commune, the military district commander stopped a food distribution on 22 December for fear that food would be inappropriately distributed. The distribution was also disrupted by disputes over the beneficiary list. The agreed-upon list did not cover new arrivals, causing beneficiaries to react angrily and declare that no distribution should take place if it was not for everybody. NGO workers had to withdraw under the protection of the military. Meetings with the Government have resulted in an agreement to establish a new beneficiary list based on need. This list, however, which was supposed to be prepared in time for a 29 December distribution, has not yet been established. The disruption has also affected other sites in Kabezi commune. The displaced in Mubone, for example, who were told on 8 December to leave their houses by the local authorities while the army searched for rebels, have not yet received the planned food assistance." (UN OCHA 07 January 1999)

Delivery of international aid to Burundi from neighbouring countries cannot always be done by road and requires air transport (1998)
"The World Food Programme (WFP) is currently providing rations to an average of 345,000 people every day. The logistical challenge of bringing such large quantities of food into a landlocked country in the throes of civil war and an economic embargo was highlighted in early 1998, when Tanzania's transport infrastructure collapsed following torrential rains. With only 1,800 of the 5,000 tons needed to cover WFP's monthly food aid requirements coming by road via Kenya, Uganda and Rwanda, an expensive air lift, funded by the United States Office for Foreign Disaster Assistance and the European Community Humanitarian Office, was organised to keep life-saving programs running. Between April and July, a total of 3,000 tons of food were flown into Burundi." (United Nations Resident Coordinator System in Burundi 1998, p. 11)

**Sanctions on Burundi have complicated the delivery of humanitarian assistance (1998)**

- Cumbersome procedures and long delays
- Occasional shortages of fuel disrupt aid distribution

"The sanctions are causing great hardship right across Burundian society, from urban employees to the poorest peasants, including those who have been displaced by the conflict and who rely on outside help for survival. In response to pressure from the international and humanitarian communities the sanctions have gradually been eased to allow imports of basic relief items. But the delivery of assistance often continues to be hampered by the opaque, cumbersome and time-consuming procedures necessary to obtain exemptions for relief goods. Many agencies have equipment blocked in the ports of neighboring countries for months at a time, leading to operational difficulties and delays and shortages of essential items." (United Nations Resident Coordinator System in Burundi 1998, p. 17)

"During the visit of the Special Rapporteur and in September 1998, Burundi was facing a shortage of fuel arising from the disruption of the imports from the Democratic Republic of the Congo. The lack of fuel was hampering food distribution and jeopardized also the seed distribution programme. It was vital that the seeds should be distributed in time for the current planting season which lasted until mid-October 1998. The border between Burundi and the Democratic Republic of the Congo was reopened on the morning of 1 September 1998. It had been closed since the outbreak of hostilities in Kivu." (UN GA 13 October 1999, para. 22)

*For the suspension of sanctions against Burundi, see "[Political reforms and peace negotiations have been engaged (1997-2000)"

**Attitude of the Government and local authorities towards international presence in 1998: A review by the U.S. Department of State**
"On some occasions, the Government also has persecuted displaced persons. However, it permits humanitarian assistance to reach displaced persons and promotes their return and resettlement." (U.S. DOS 26 February 1999, section 2d)

"Local human rights groups received varying degrees of cooperation from government ministries; however, local military authorities restricted access to some areas. Iteka continued to operate and publish a newsletter on the human rights situation.

Amnesty International and the U.N. Special Rapporteur for Human Rights for Burundi visited during the year. The U.N. High Commissioner for Human Rights has an office in Burundi; however, the work of human rights organizations was hampered by insecurity in the countryside.

Citing security concerns, local military authorities refused access to some areas of the interior to journalists, human rights workers, and international relief officials. Militant extremists threatened the lives of those investigating human rights violations." (U.S. DOS 26 February 1999, section 4)

**Security-related obstacles**


- UN Security phase lowered from IV to III in 11 provinces
- Security Memorandum signed between the Government and the UN (January 2000)
- Suspension of UN activities during phase IV had a negative impact on the human rights and humanitarian situation

"The UN security phase IV was reviewed by UNSECOORD. As a result, on 25 April 2000, phase III came into effect in the following 11 provinces: Bujumbura Mairie, Kirundo, Muyinga, Karuyi, Ngozi, Kayanya, Muramvya, Mwaro, Gitega, Ruyigi and Cankuyo, Cibitoke City and Bubanza City are now also in phase III." (UN OCHA 8 June 2000)

"The UN and the Government of Burundi have signed a Security Memorandum on 20 January 2000 which spells out provisions to be taken to allow the UN to resume operations at pre-October 99 levels, which include a better channel of communication between the Government of Burundi and the UN, armed escorts for missions outside of the capital and the establishment of an effective telecommunications system available to humanitarian agencies.

On 22 December, the official curfew in the capital was unexpectedly lowered by two hours to 12 am to 6 am and the UN curfew was consequently moved to 10 pm." (UN OCHA 15 February 2000)
"In general, the suspension of United Nations activities during phase IV of the United Nations Security Plan had a serious impact on the human rights situation. First, hundreds of thousands of internally displaced persons, confined to camps lacking the necessary infrastructures, were now deprived not only of their livelihood, but of vital humanitarian assistance. Second, human rights violations continued, but went largely unnoticed, and it was difficult to obtain information about the human rights situation." (UN Commission on Human Rights 25 February 2000, para. 66)

Movement of humanitarian personnel restricted (1999)

- Curfew in force in and around Bujumbura
- Certain areas remain virtual 'no-go' zones where humanitarian assistance must be provided under military escort
- Following the killing of UN staff in October 1999, the UN suspended all travel outside the capital.
- Most NGOs have continued to work throughout the country with the exception of certain more insecure areas; WFP has resumed distributions to displaced and drought-affected populations since November 1999
- Security protocol between the Government and the UN is in preparation allowing the UN to fully resume humanitarian activities

"As a result of the rise in insecurity in and around Bujumbura, in early September the national curfew in the capital was lowered from midnight to 10pm and the UN changed the curfew for its international staff from 10pm to 8pm. Working hours were adjusted to ensure that all national staff could be in their homes by 18:00 Hrs (or 6:00 p.m.), as many UN personnel live in the areas of the city experiencing regular, severe attacks. […]

Even within provinces the situation continues to vary widely, with security and insecurity coexisting. Certain areas remain virtual 'no-go' zones where humanitarian assistance must be provided under military escort. Increases in insecurity often are linked to the convening of the Arusha talks. In late June/early July, for instance, at the time of the fourth round of talks, an increase in ambushes on national roads leaving the capital led to the suspension of all UN travel for a three week period. Travel to the most affected provinces thereafter has largely been limited to essential missions only." (UN November 1999, p. 6)

"In the wake of the killings of the UN staff in October [1999][see below], the UN suspended all travel outside the capital which forestalled assessment, monitoring and evaluation activities. Meanwhile, most NGOs have continued to work throughout the country with the exception of certain more insecure areas. By mid-November, however, WFP resumed distributions to displaced and drought-affected populations with distributions carried out by NGOs. UNICEF's activities are carried out through their usual NGO partners. Activities favour children who are AIDS orphans, street children and family reunification. Finally, UNICEF has been training sanitation technicians in the northeast of the country and hygiene staff in 18 camps for displaced in the southern province of Makamba."
The security protocol between the Government and the UN should be finalised before the
day of the year allowing the UN to fully resume humanitarian activities. Salient features
of the protocol include the establishment of security cells within the Government and the
UN to allow the organisation of UN missions in the country and the use of armed escorts
for missions outside the capital. The Government has submitted its final investigation
report on the killings in Rutana to the UN Secretary-General on 7 December. Finally, UN
Security Officers travelled to the more secure parts of the country to undertake a security
assessment with a view to downgrade the security phase." (UN OCHA 24 December
1999)

UN staff killed in Rutana province (12 October 1999)
"At the request of Government authorities and upon reports of a worsening humanitarian
situation, an inter-agency assessment mission comprising UNICEF, WFP and UNDP had
travelled to Rutana, a province in south-eastern Burundi, on 12 October. The assessment
team, escorted by a group of Burundian military, arrived in Muzye, a site about 12 km
from the airport, hosting some 4,000 IDPs. There, the team immediately surrounded by
some 35 armed men who opened fire, killing four of the soldiers escorting the team. The
team members were then lined up against a wall and robbed, after which two UN staff
were shot in the head and one was wounded, while the others managed to escape. Seven
other people were also killed in the incident." (WFP 15 October 1999)

Not all newly created relocation (or "regroupment") sites are accessible (1999)

- Access to the regroupment sites has long been limited for humanitarian agencies for reasons of
  security and distance
- End of 1999, assistance is provided to 44 out of the 52 newly created sites

On 25 September, the humanitarian community received authorisation to access some of
the sites. On 27 September, four evaluation teams comprised of health, water/sanitation,
non-food and food experts were organized and began visiting the accessible sites.

The humanitarian situation is not alarming at accessible sites where assistance can be
delivered. However, a number of sites with regrouped people of Bujumbura Rural have
not yet been visited. (WFP 1 October 1999)

The number of regrouped persons is currently estimated at 267,000 in 30 sites in
communes in Bujumbura Rural province. Due to insecurity and lack of access roads to
some communes, it has not been possible to establish the exact number of people
displaced. The Government has appealed to international humanitarian agencies for
assistance to the regrouped population. (WFP 8 October 1999)

"Access to regrouped populations in Bujumbura Rural remains difficult, even to some of
the nutritional centres. WFP has submitted a proposal to the Government to allow various
non-governmental organizations to distribute WFP food to the regrouped persons in sites
in Bujumbura Rural, estimated at over 300,000 people. These organizations are already supplying the sites with non-food items." (WFP 12 November 1999)

"Access to the regroupment sites has been limited for humanitarian agencies in terms of both time and geographic area for reasons of both security and distance. Travel to some of the camps takes up to an hour on foot, through areas that are subject to regular attacks by rebel forces and counter-attacks by the army.

Today, only 19 of some 50 sites have been visited for assessment by humanitarian agencies; within these, only 10 are effectively receiving assistance. The population in the camps has only limited access to health structures and to their own fields. These limiting factors do not permit effective assistance and prevention of epidemics and malnutrition." (MSF 18 November 1999)

"As of 15 December [1999], a total of 313,511 have been regrouped in 52 sites, with more than 15 NGOs providing assistance to 44 sites." (UN OCHA 24 December 1999)

About the decision of Doctors Without Borders/Médecins Sans Frontière to suspend its intervention in the regroupment camps of Bujumbura rural province, see MSF 18 November press release [External link]

Security conditions seriously worsening since June 1999 (October 1999)

- Western and Southern provinces particularly affected
- Movements of humanitarian personnel restricted after ambush of WFP vehicle on 30 June in Bujumbura Rural
- 12 October 1999: UN officials murdered near Rutana

"While insecurity has increased over the past quarter in Western and Southern provinces, especially around the capital, typically shadowing the Arusha Peace talks, the rest of the country has seen only sporadic fighting and reinstallment, rehabilitation and development programs continue. Following the appointment of the new governor to Bujumbura Rural in early June, the overall security situation in the west has changed significantly. There has been an increase in military activity and episodes of regroupment have caused an increase in the number of displaced people as the army attempts to isolate the rebels.

Humanitarian missions outside the city were suspended after the ambush of a WFP vehicle on 30 June in Bujumbura Rural, one of several ambushes that took place the same day on main roads leading to Bujumbura. Tensions had increased in the days prior to this incident, because of Independence Day celebrated on 1 July and the resumption of the Arusha peace talks on 5 July. Operations resumed Monday July 25, although special permission is still required when travelling to Bururi, Makamba, Bujumbura Rural and Bubanza." (UN OCHA 19 August 1999)
"Some areas of the country (Makamba and Bujumbura rural) are still to insecure to conduct assessments and hence reliable information on their nutritional status is not available." (UN OCHA 8 October 1999)

"The chief of UNICEF Burundi, the second in command of the United Nations World Food Program (WFP) in Burundi, the Director General of Burundi Sugar Corporation and six others were shot and killed [October 12, 1999] in the latest of a series of attacks outside Bujumbura. The ambush has been confirmed at Gihofi, Rutana Province, at approximately 11:30 am local time [..]." (Marek Enterprise 12 October 1999)

**Humanitarian personnel targeted (June 1999)**

On 30 June [1999], a WFP staff member was shot and injured when the WFP vehicle he was travelling in was sprayed with bullets about 15 km from Bujumbura town. The vehicle was carrying three assessment team members and a driver. Several ambushes took place the same day on main roads leading to Bujumbura, due to rising tensions in the run up to the Independence day on 1 July and the resumption of peace talks on 5 July. All missions out of Bujumbura have been suspended until beginning of July when the situation will be reviewed by the UN Security Cell. (WFP 2 July 1999)

**General insecurity hampers assistance to the IDPs: the case of the Makamba and Ruyigi provinces (April-May 1999)**

"The beginning of the month of April saw a deterioration in the general security situation in Makamba and Ruyigi provinces. Rebel attacks took place the night from 3 to 4 April at Gisenyi in Kayogoro zone in Mabanda commune leaving 12 civilians dead, 8 injured and 30 houses destroyed. During the same night an attack took place at Kinyinya leaving 3 killed and 3 injured. On 5 April an attack on the town of Makamba left 10 killed while the same night another 5 were killed near Kayogoro and a health centre was pillaged at Canda. On 7 April two vehicles were ambushed in Makamba, one a civilian vehicle travelling along the RN3 towards the border, another a vehicle on loan from UNDP to the Ministry of Human Rights to support parliamentarians involved in the peace process. Two were injured during the latter incident. Further attacks and/or counter-attacks occurred at Kinyinya on 10, 12 and 13 April (nearly 300 houses burned and over 850 families displaced) as well as at Nyange in Makamba on 10 and 11 April. All UN missions to Makamba were halted pending clearance from the UN security cell who visited the area on 13 April. The humanitarian community is closely monitoring the situation and especially population displacements in order to be prepared to intervene if necessary." (UN OCHA 16 April 1999) "Humanitarian agencies are providing assistance although insecurity does often hamper access to the IDPs." (UN OCHA 1 June 1999)

**Deteriorating security situation does not hamper work of humanitarian community, the Minister of Communication says (March-April 1999)**


"The US State Department issued a warning on 18 March [1998], recommending all US citizens in Burundi to leave the country "because of the uncertain security situation". The warnings follow the murder this month of 8 tourists, including two Americans by an armed group, believed to be Rwandan Interahamwe, who crossed into south-west Uganda. The State Department's warning is basically a re-release of a warning first issued in 1995 and is unrelated to any substantial developments in Burundi. In an interview with Burundian radio, the Burundian Minister of Communication, Mr. Luc Rukingama said his country did not want to be associated with incidents occurring in other countries. The Minister admitted that sporadic attacks did still take place in some of the country's provinces, such as Bujumbura Rural, but added that those were being dealt with. In general terms security prevailed and aid workers can carry out their activities without hindrance, according to the Minister." (UN OCHA 01 April 1999)

**Humanitarian organisations lack access to the "dispersed" populations (1998)**

"Conditions in the sites are wretched but things are even worse for an unknown but significant number of so-called dispersed population hiding in the forest and marshes. Terrified of emerging from their hiding places lest they become even easier targets, these people are forced to play a macabre game of hide-and-seek with rival factions that deny them access even to the basic assistance available in the sites. Surviving solely on what they can scavenge, the dispersed are clearly the most vulnerable of all, but also the most difficult for relief workers to locate and to reach." (United Nations Resident Coordinator System in Burundi 1998, p. 6)
NATIONAL AND INTERNATIONAL RESPONSES

National political response

Dismantling of camps: contradicting reports (2000)

- 19 January 2000: Government of Burundi announced dismantling of 11 sites of forced relocation ("regroupment camps"), followed by an additional 13 sites
- April 2000: Out of the 23 sites, only seven sites were actually dismantled, without any provision provided to the displaced during the process, according to Inter-Agency assessment
- None of the nine civilian regroupment camps scheduled to be dismantled during the month of April has been shut down
- Third phase of dismantling of relocation sites in Bujumbura Rural during June 2000 reportedly allowed 111,695 people from seven sites to leave
- Many of the displaced from these sites went back to the sites following the insecurity in the home areas
- Nelson Mandela, mediator in Burundi's peace process, announced President of Burundi agreed to the closure of all regroupment camps by end of July 2000

Initial phases of dismantlement (January - April 2000)

"The 19 January announcement [at the United Nations in New York] by the Minister of Foreign Affairs of the dismantling of the forced relocation sites in Bujumbura Rural was followed, on 7 February, by the dismantling of Maramvya, a site harbouring just under 5,000 people. Subsequently, the Minister of Reintegration, with the Minister of Interior and the Governor of Bujumbura Rural, called for a meeting with the UN, IFRC and NGOs to review the dismantling process and the kind of assistance that the international aid community could provide. A first phase envisages the dismantling of 11 sites, including Maramvya, affecting 55,732 people during the course of this operation that could last up to three months. In a second phase, an additional 13 sites will be dismantled." (UN OCHA 15 February 2000)

"The Government of Burundi announced the second phase of dismantling regroupment sites in Bujumbura Rural Province, during which approximately 125,000 persons from nine sites will be allowed to return to their places of origin; this phase is scheduled to start in April. According to the Governor of Bujumbura, 9 sites out of 11 were dismantled during the first phase, during February and March. Approximately 28,000 people out of 58,000 in the camps did not return to their places of origin due to the prevailing insecurity." (WFP 31 March 2000)

"Meanwhile, relief agencies have said they are unclear about a claim by External Affairs and Cooperation Minister Severin Ntahomvukye that 100,000 people had returned to their homes from the government's controversial regroupment camps in the last two
months. Ntahomvukye said on Monday the operation to shut down the camps 'should be finished in two months from now, if security conditions permit,' Agence France Press (AFP) reported.

The only figures that could be confirmed, and those as of early April, were that 18,000 people had returned to their own villages in Bujumbura Rural and around 36,000 in Makamba, humanitarian sources told IRIN." (IRIN 12 May 2000)

"The Inter-Agency Standing Committee issued a statement in January condemning the forcible relocation of the population in Bujumbura Rural. On 7 February, the GoB launched its programme of dismantlement. It should be noted that no assistance was provided during the dismantling. In the first week of April, Inter-Agency Rapid Assessment teams evaluated phase one of dismantlement, in Bujumbura Rural. At the time, according to the Government of Burundi, a total of 23 sites had been dismantled. Out of the 23 sites only nine were regroupment sites. The findings from the assessment indicate only five sites [at Maramvya (Mutimbuzi), Gatumba, Kinonko, Gitaza, and Magara], were empty and two partially empty [Muberure and Maramvya (Mutambu)]. The dismantlement of the last two were not possible due to insecurity. The IDP population of the remaining 14 sites refused to return home. NFIs and healthcare remain a priority." (UN OCHA 8 June 2000)

"None of the nine civilian regroupment camps scheduled to be dismantled during the month of April - including Kabezi, Mageyo, Kigezi, Kavumu, Nyabibondo, Ruyaga, Muyaga, Kibuye and Kwigere - has yet been shut down, according to a recent evaluation of the sites. There had been some partial dismantlement of Kigezi and Mageyo, a UNOCHA situation report received by IRIN stated.

The assessment also indicated that Ruziba, which was not in the phase two closure schedule, had been dismantled over the weekend of 6-7 May. The nine sites due for closure in phase two, account for a regrouped population of 138,637 in the communes of Isale, Mubimbi, Kanyosha and Kabezi, according to OCHA's data." (IRIN 29 May 2000)

Third phase of dismantlement (June 2000)
"The authorities in Burundi have carried out the third phase of dismantling regroupment camps in Bujumbura Rural province, UN-OCHA reported. From 8-10 June, seven sites in three communes were dismantled and a total of 111,695 people were allowed to leave. The figure constitutes 39 percent of the regrouped population in Bujumbura Rural. In Kanyosha commune, the sites of Kavumu, Muyaga, Ruyaga, Mboza and Buhonga were dismantled, along with Kabezi site in Kabezi commune and Nyambuye site in Isale commune." (IRIN 12 June 2000)

"More than 45,000 Burundians have left five regroupment camps in Kanyosha, on the outskirts of Bujumbura, an AFP journalist witnessed on Friday [9 June 2000]."
They left their camps on Thursday, a day after Nelson Mandela, chief mediator in Burundi's peace process, announced that he had made a deal with Burundian President Pierre Buyoya for all internees to be freed from Burundi's regroupment camps by July 31.

Shortly after the announcement, Burundi's Interior Minister Ascension Twagiramungu said some 150,000 people living in seven regroupment sites in Kanyosha, Kabezi and Isale, in Bujumbura rural province would leave on Thursday." (AFP 9 June 2000)

"During the reporting period it was reported that seven regroupment sites hosting more that 220,000 people were dismantled. About half of them went back home but many of those returned to sites shortly after they left due to the worsening of security situation in their hills of origin." (WFP 23 June 2000)

See also "Rapport d'évaluation rapide dans les sites de Bujumbura Rural concernés par la deuxième phase de démantelement" May 2000 ) in UN OCHA Aperçu de la Situation Humanitaire (June 2000) [Internal link]

See also Government's press release "La fermeture des sites de protection: résultat du rétablissement de la paix dans la région concernée", 4 April 2000 [Internet]. "Fermeture des premiers sites de protection", 28 février 2000 [Internet]

See also BBC "Mandela visits 'concentration camps'", 13 June 2000 [Internet]

Rehabilitation needs of the displaced reviewed by the Committee IV on Reconstruction and Development (Arusha peace process) (2000)

- Peace negotiations in Arusha divided among various committees: Committee IV (reconstruction and development) deals with the rehabilitation and return/resettlement of the displaced population
- Only 650,000 of the internally displaced population will want to return home, Committee IV estimated
- Committee IV established a principle that "each refugee/internal victim must be able to recover his/her goods" and proposed a fund mechanism to ensure fair compensation or indemnity
- Between 150,000 and 200,000 houses will have to be rebuilt, along with at least fifteen per cent of hydraulic structures, a dozen hospitals and 120 schools
- Committee IV estimated that 60,000 soldiers would be demobilised at a cost at $US 50 to 100 million, which would include a transitional salary and training for former soldiers

"Between June 1998 and January 2000, the different parties to Arusha have met thirteen times: in June, July, October and December 1998, in January, March, May, July, September and November 1999, and in January, February and March 2000. On 21 June 1998, the participants signed a ceasefire declaration, which was immediately denounced by one of the rebel factions. In July 1998, they agreed on the procedural rules for the negotiations; in October 1998, they set up various committees. These comprise Committee I on the nature of the conflict; Committee II on democracy and good governance; Committee III on the security forces; and Committee IV on reconstruction
and development. In February 2000, they approved the creation of Committee V on the guarantees for the agreement." (ICG 18 April 2000)

"Committee IV has dealt with three chapters: the rehabilitation and reinstallation of the refugees and internally displaced, reconstruction, and economic and social development. It has practically finished its work, with the exception of a few questions dealing with the recovery of property by refugees and the displaced, and the social and professional reintegration of demobilised soldiers and rebels.

It has established that 345,000 refugees have crossed into Tanzania, Rwanda, Kenya, the DRC, Zambia, Angola, DRC-Brazzaville, Malawi and Cameroon since 1993. Around 200,000 have been living in Tanzania since 1972. The total number of internally displaced people is 808,000, of whom 44 per cent are in rural Bujumbura. Committee IV estimates that 650,000 of these will want to return home. It recommends that the UNHCR undertake a census among the refugees aimed at ‘noting the wishes and grievances of these refugees concerning the recovery of their lands or alternative measures’. It also recommends that the national commission for the rehabilitation of the victims of war - to be created on the conclusion of the agreement - carry out a similar census with the same objectives.

The committee suggests that information sessions to raise awareness of the peace agreement should be organised, as well as visits to places of origin before any definitive return home. The participants agree on a series of measures aimed at repatriation, but not on the modalities and conditions regarding compensation for lost properties.

As regards land, Committee IV established a principle that ‘each refugee/internal victim must be able to recover his/her goods. If recovery should prove impossible, each must receive a fair compensation and/or indemnity ‘. A national fund should be set up for victims. A calendar still has to be established for the return of the refugees, but this depends on the calendar for the transition itself, which is to be decided in Committee II.

As regards reconstruction, Committee IV estimated that between 150,000 and 200,000 houses will have to be rebuilt, along with at least fifteen per cent of hydraulic structures, a dozen hospitals and 120 schools. It established a series of measures for political reconstruction: a programme of national reconciliation, the promotion of human rights, education on peace, the role of women, reform of the judiciary, aid for democratisation and for parliament, promotion of civil society and the media, and support for political parties.

Regarding development, Committee IV proposes an economic reform plan, aimed particularly at reforming and privatising public enterprises, the reform of the coffee sector, reform in the education sector, and regional decentralisation and integration. An emergency reconstruction plan must be drawn up within six weeks of the agreement, followed by a more in-depth plan for the transition period, which should be worked out with the help of the World Bank, UNDP and the European Union. It concluded that a minimum of 80,000 jobs would have to be created to meet the employment needs of the
demobilised, the repatriated and civil servants (unemployed after the reform of the administration). Committee IV estimated that 60,000 soldiers would be demobilised at a cost at $US 50 to 100 million, which would include a transitional salary and training for former soldiers. Discussions on demobilisation will have to wait for the conclusion of work in Committee III." (ICG 18 April 2000)

**National operational framework**

**Ministry of Reintegration and Resettlement of Displaced and Repatriated Persons (1998)**

"The civil war has often meant that the best interests of the child have had to come second to law and order concerns and the public interest. Owing to a general lack of resources, the Government is currently unable to make children a priority and to place them at the centre of its concerns. Nonetheless, the good will is there. Efforts are being made in the areas of education and health. Moreover, the Ministry of Reintegration and Resettlement of Displaced and Repatriated Persons is the only Ministry to have, in addition to its regular budget, a supplementary fund, the Social and Cultural Fund, paid for out of a special tax levied on consumption of Burundi beverages (beer and lemonade producers) and bringing in an additional 500 million to one billion Burundi Francs (FBu), depending on the year. While, clearly, the Fund is not specifically intended for children, it should be remembered that children make up 70 per cent of the beneficiaries." (UN CRC 31 July 1998, para. 63)

**Ministry for the Advancement of Women and Social Action (1998)**

"Burundi has its own Ministry for the Advancement of Women and Social Action. Less than 1 per cent of the transitional programme budget (1997-1999) has been allocated to the protection of vulnerable groups (0.45 per cent) and to the advancement of women (also 0.45 per cent). The sectoral policy of the Ministry's focuses on three main areas of social action, namely social welfare services, social rehabilitation and social reintegration." (UN CRC 31 July 1998, para. 216)

**Weakened national humanitarian capacities (1998)**

- Government and national NGOs severely weakened by the crisis
- International community will focus on capacity-building at the national and local level to support sustainable reintegration during 1999

"The Government […] faces considerable constraints. Already under-resourced, the crisis and the embargo have further diminished the Government's revenues, negatively affecting its ability to pay salaries and/or manage and train its service providers. Burundi
NGOs have been equally weakened by the crisis. Nonetheless, they have a fundamental role to play in the reconstruction of Burundi and need to be strengthened.

Because of these constraints, donors, international NGOs and the UN will focus on capacity-building activities for Government and national NGOs. This is especially important given that sustainable reintegration will require increased engagement Governmental institutions. Reintegration programmes will need approval from local authorities for questions pertaining to land, for example. The same can be said for nearly every sector. While relationships have already been formed with Governmental partners for the provision of humanitarian assistance, the demands on those partners will increase tremendously as the country moves towards development." (UN December 1998, pp. 6-7)

"UNDP community assistance programme. UNDP is implementing a two year programme to assist local communities in collaboration with NGO partners, civil society and sister agencies. Approximately 800,000 beneficiaries in rural communities are targeted. The project, worth US$ 11 million will contribute to social cohesion and the consolidation of peace by providing rural communities with the means to regain self sufficiency and increase their access to social services through strengthening of local capacities. The project, based on a participatory approach, will also facilitate the return of formerly displaced in 20 communes. It is hoped that this initiative will attract donor support in the coming months." (UN OCHA 18 January 1999)

International operational framework

Coordination by the UN Humanitarian Coordinator with the support of the UN Office for the Coordination of Humanitarian Affairs (OCHA) (1999)

- The Office for the Coordination of Humanitarian Affairs (OCHA) supports the Humanitarian Coordinator by collecting, analysing and disseminating information, maintaining contact with more than 50 international and national NGOs, and facilitating coordinated planning, in particular concerning joint evaluation missions

"While the Government has the overall responsibility for overseeing the provision of humanitarian assistance, the UN Humanitarian Coordinator plays an important role in the coordination of the activities of the UN system and international NGOs. The weekly Contact Group meeting, led by the Humanitarian Coordinator, brings together UN Agencies, donors and NGOs to exchange information and initiate activities which affect the entire humanitarian community. In addition, provincial and sectoral committees are organised to insure that efforts are well coordinated, and feed information into the Contact Group. The Office for the Coordination of Humanitarian Affairs (OCHA) supports the Humanitarian Coordinator by collecting, analysing and disseminating information, maintaining contact with more than 50 international and national NGOs, and facilitating coordinated planning, in particular concerning joint evaluation missions. OCHA organises Rapid Assessment Teams to evaluate emergency needs as they arise,
particularly after recent and unexpected population movements. OCHA also provides information to the Integrated Regional Information Network (IRIN).

**Operational objectives** [for 2000]

(i) To foster and support operational coordination of relief activities; (ii) to create mechanisms for joint analysis, strategic planning and dialogue with the Government; and, (iii) to act as an information centre for humanitarian agencies by both collecting and distributing information among the humanitarian community." (UN November 1999, p. 19)

*See also "IDP related activities in the 2000 United Nations Consolidated Inter-Agency Appeal for Burundi" [Internal link]*

**International presence enjoys respect and credibility throughout the country (1998)**

"Most of the UN Agencies have been in Burundi for more than 20 years. They remained in place through every crisis, adapting their programmes to Burundi's evolving needs. Because of this, the UN enjoys respect and credibility at various levels of Burundi society. While many of the NGOs arrived more recently, there is an NGO presence in every province with strong links to the communities they serve. Furthermore, many of these versatile organisations are well-suited to bridge the gap between relief and development." (UN December 1998, pp. 6-7)

**International operational activities in 1998-2000**

**IDP related activities in the 2000 United Nations Consolidated Inter-Agency Appeal for Burundi**

The table below only includes planned activities in the 2000 Appeal that may have a direct impact on IDPs. Several activities in the Appeal that are not included below are likely to benefit IDPs indirectly, and it is recommended to consult the 2000 Appeal document if more detailed information is needed. See OCHA's Financial Tracking Database For Complex Emergencies for information about funding of the 2000 Appeal [Internet:<http://www.reliefweb.int/fts/fin00bur.html>]

<table>
<thead>
<tr>
<th>Appealing Agency/Activity</th>
<th>Appeal Requirement</th>
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<tbody>
<tr>
<td>FAO: Emergency Supply of Agricultural Inputs (BDI-00-1/N01) Target Population: 140,000 vulnerable households (to be revised prior to</td>
<td>US$4,530,000</td>
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<tr>
<td>Program</td>
<td>Target Population</td>
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<tr>
<td>WFP: Food Assistance for Relief and Recovery (BDI-00-1/N09)</td>
<td>Returnees, refugees, IDPs, and vulnerable groups / affected People</td>
</tr>
<tr>
<td>UNICEF: Health (BDI-00-1/N10)</td>
<td>Conflict-affected populations and other vulnerable groups, with particular emphasis on women and children</td>
</tr>
<tr>
<td>UNICEF: HIV/AIDS Prevention (BDO-00-1/N11)</td>
<td>Vulnerable populations, with particular emphasis on camp residents, young people and pregnant women</td>
</tr>
<tr>
<td>UNICEF: Reduction of Mortality Rate Linked to HIV/AIDS and Sexually Transmitted Diseases (STDs) (BDI-00-1/N12)</td>
<td>Youth living in IDP camps</td>
</tr>
<tr>
<td>UNFPA: Reproductive Health Care (BDI-99-1/N13)</td>
<td>Internally displaced populations</td>
</tr>
<tr>
<td>WHO: Epidemiological Surveillance and Management of Epidemics</td>
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<tr>
<td>Project</td>
<td>Target Population</td>
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<tr>
<td>WHO: Assistance to Victims of Violence and Injury (BDI-00-1/N15)</td>
<td>Affected local populations and IDPs in Kayanza and Karuzi</td>
</tr>
<tr>
<td>WHO: Safe Motherhood (BDI-00-1/N16)</td>
<td>Affected local populations and IDPs in eight provinces (Kayanza, Karuzi, Bururi, Muyinga, Kirundo, Muramvya, Bujumbura rural, Bujumbura city)</td>
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<tr>
<td>UNICEF: Water and Environmental Sanitation (BDI-00-1/N18)</td>
<td>Vulnerable populations, with particular emphasis on camp populations and women and children in conflict-affected areas</td>
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<tr>
<td>UNICEF: Basic Education for Peace and Support to Primary Education (BDI-00-1/N19)</td>
<td>Children of primary school age, with particular attention to those affected by the crisis</td>
</tr>
<tr>
<td>UNICEF: Children in Distress (BDI-00-1/N22)</td>
<td>Unaccompanied children, street children, traumatised children, AIDS orphans, handicapped children and others in distress in conflict-affected areas</td>
</tr>
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the status of children and maintain a centralised database on the information collected

<table>
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<tr>
<th>Office of the High Commissioner for Human Rights: Human Rights Monitoring (BDI-00-1/N23)</th>
<th>US$ 3,438,000</th>
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</thead>
<tbody>
<tr>
<td>Target Population: All Burundians</td>
<td></td>
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<tr>
<td>Objectives: Monitor the current human rights situation by gathering information, investigating violations, monitoring detention and the situation of people forced to flee their homes; follow-up on the findings with the Government in view of its obligations under international law; report on the human rights situation in Burundi</td>
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<tr>
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<th>US$ 1,141,000</th>
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<tr>
<td>Target Population: State institutions, educators, security forces, civil society, media, IDPs, women, children and the general public</td>
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<tr>
<td>Objectives: Establish a human rights culture by educating the society as a whole; strengthen the role and capacity of national institutions, the civil society and the media in protecting and disseminating human rights</td>
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<tr>
<th>UNICEF: Child Rights and Protection (BDI-00-1/N26)</th>
<th>US$ 575,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Target Population: Children living in vulnerable situations, especially those in camps and in detention</td>
<td></td>
</tr>
<tr>
<td>Objectives: Assist the Government in assuring compliance with the Convention on the Rights of the Child (CRC); work with national authorities to resolve the problem of minors currently in detention; strengthen the capacity of eight provincial monitoring committees on child protection; and raise the awareness of children’s rights</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>UNDP: Reintegration, Reconstruction and Resettlement (BDI-00-1/N27)</th>
<th>US$ 8,000,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Target Population: Vulnerable populations living away from their homes</td>
<td></td>
</tr>
<tr>
<td>Objectives: Coordinate system-wide efforts to promote, support, implement and monitor sustainable reintegration in line with the joint strategy developed by the humanitarian community; and manage a central fund for sustainable reintegration, based on provincial plans and working through carefully-selected NGOs and other partners</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>UNHCR: Protection of and Assistance to Refugees, Returnees and IDPs and Reintegration of Returnees and IDPs</th>
<th>US$ 15,404,700</th>
</tr>
</thead>
<tbody>
<tr>
<td>Target Population: Refugees and returnees</td>
<td></td>
</tr>
<tr>
<td>Objectives: Provide protection to refugees, urban asylum seekers and returnees. Facilitate return; plan for the reintegration of 100,000 returnees, and 100,000 internally displaced that will be reintegrated in the same areas; strengthen the capacity of the Ministry of Reinstallation</td>
<td></td>
</tr>
</tbody>
</table>

(UN November 1999)

For the revised budget of the United Nations High Commissioner for Human Rights see the OHCHR Appeal for 2000, pp. 79-82. [External link].
Progress made and lessons learned by the international humanitarian community during 1999

- Donors continue to show a reluctance to provide reconstruction and development assistance, instead limiting their involvement to emergency aid.
- The humanitarian community must continue to take into account the needs of all affected populations, focusing on objective indicators of vulnerability and capacity for sustainable reintegration.

Funding level of 1999 appeal

"1999 marked the first year in which Burundi issued a 'stand-alone' Appeal, as opposed to having been integrated into a regional Appeal, as was the case in 1998. However, as outlined in the Burundi 1999 Mid-Term Review, the overall donor response was a meagre 37 percent of the funding needs, excluding World Food Programme (WFP) and Office of the High Commissioner for Human Rights (OHCHR) budgets which fall under the Great Lakes Regional Appeal. The Office of the High Commissioner for Human Rights, Burundi (OHCHR) only received four percent of its funding needs and the health sector received just 26 percent of funds requested, despite the enormous needs. United Nations Educational Scientific and Cultural Organization (UNESCO)’s peace education programmes received no funding at all for the second consecutive year. United Nations Population Fund (UNFPA) and World Health Organization (WHO) also did not receive any funding. Overall, donors continue to show a reluctance to provide reconstruction and development assistance, instead limiting their involvement to emergency aid. However, activities designed to alleviate humanitarian suffering in a more sustainable way received support through United Nations Development Programme (UNDP)’s Umbrella Programme for Direct Community Assistance based on the reintegration strategy which by the end of September 1999 had received over US$ 4 million in support of sustainable reintegration or through FAO’s agriculture rehabilitation activities which by the end of September had received US$ 3 million." (UN November 1999, p. 1)

"Progress made on the Consolidated Appeal, 1999
The programmes funded in response to the 1999 Consolidated Appeal provided life-saving assistance to the most vulnerable. The highlights below outline the principal achievements of the humanitarian community by October 1999.

- 450,000 benefited from food aid of which 130,000 through FFW projects (monthly average);
- 7,912 returnees of which 3,451 families received 90-day resettlement packages;
- 65,100 people were provided with access to potable water and 68,400 with improved sanitation;
- 619,000 families received 5,461 MTs bean and 2,724 kg vegetable seeds and 271,000 hoes;
• 30,000 benefited from supplementary and 2,000 from therapeutic feeding (monthly average);
• 25,000 vulnerable were assisted through existing institutions;
• 26,500 children received basic educational supplies;
• 7,475 children received emergency non-food kits;
• 76 children were reunified;
• 296,735 children were vaccinated against major childhood diseases;
• 3,171,002 children were vaccinated against polio (91 percent theoretical coverage rate);
• 1,111 defendants and 336 plaintiffs benefited from legal assistance;
• 79 primary school directors and teachers and 60 judicial police officers received human rights training;
• 864 essential drug kits distributed.

Lessons learned
In August 1999, the Humanitarian Coordinator organised a one-day review to evaluate the extent to which the humanitarian strategy formulated the previous year still applied in the present context. Participants included representatives of UN Agencies, NGOs and donors. The following 'lessons learned' identified the previous year were retained with only slight modifications:

• The adoption of a common humanitarian strategy and the regular review thereof has proven to be a valuable approach and represent a key step towards more integrated planning emphasising cooperation, dialogue and transparency between the main partners in the humanitarian community;

• The humanitarian community must continue to take into account the needs of all affected populations, focusing on objective indicators of vulnerability and capacity for sustainable reintegration;

• Despite the lack of a major breakthrough in the peace process, the fledgling efforts need and deserve continued attention and support. Abandoning Burundi at this point would only enhance the potential for disaster and worst case scenarios. The potential for Burundi succeeding on its path towards peace remains linked to increased investment and engagement of donors in community reconstruction and the sustainable reintegration of Burundians living away from home. Humanitarian assistance alone cannot substitute for sustained political commitment and action to avert crisis and support peace-making efforts;

• All relief and development assistance inevitably has a political impact. External support must, therefore, be targeted and monitored;

• Reintegration of refugees and the displaced, including improved access to basic social services and transport and communications infrastructure, is the first major step towards national reconciliation and recovery;
Short-term actions (particularly responses to spontaneous population movements) should always be conceived and implemented in light of their long-term implications (i.e., the possibility for sustainable reintegration);

Longer-term planning needs to be introduced in the early stages of a crisis in order to promote self-reliance and avoid dependency on continued assistance; emergency relief, rehabilitation work and development assistance all co-exist in times of conflict and crisis, and interact in innumerable ways;

Contingency planning must consider regional as well as national factors." (UN November 1999, p. 4)

**WFP provides bulk of all food assistance to Burundi (1999-2000)**

- WFP has approved emergency operation to assist 250,000 persons for a period of 6 months in the "regroupment" sites in Bujumbura Rural (March 2000)
- WFP has also launched a two-year quick action project to assist 25,000 vulnerable persons per month and completed the distribution of seed protection rations to 42,000 persons
- WFP's strategy is not to provide return packages as such to people returning from dismantled camps, but to continue feeding returning populations on their hills until the next harvest
- For the year 2000, it is estimated that a monthly average of 222,000 IDPs and vulnerable groups will require relief and nutritional support

"WFP has approved an Emergency Operation (EMOP 6221) to assist regrouped populations in Bujumbura Rural at a total cost of USD 16.2 million. Approximately 27,000 metric tons of food commodities will be distributed to more than 250,000 persons for a period of six months. The operation aims at reducing the number of malnourished persons, especially children below five, at the regroupment sites, and facilitate their re-installment in their areas of origin.

WFP also launched a two-year Quick Action project (QAP) that will provide food to an average of 25,000 individuals per month. The project will assist the most vulnerable, including orphans, abandoned and street children, chronically ill persons, physically and mentally affected people, elders and the disabled. The project costs USD 5.43 million representing 9,242 tons of food commodities.

[...]

WFP has completed the distribution of Seeds Protection Rations (SPR) in Muramvya, Bujumbura Rural and Bujumbura Mairie provinces, reaching more than 42,000 persons. The SPR distribution began in mid-January and approximately 5,450 tons of WFP food commodities were distributed to some 895,000 persons countrywide." (WFP 31 March 2000)

"WFP will continue to feed populations both in regroupment sites or in the hills. Food needs assessments will take place. WFP's strategy is not to provide return packages as
such, but to continue feeding returning populations on their hills until the next harvest. WFP’s distribution calendar will be adjusted to match the calendar for the dismantling of the sites." (WFP 10 February 2000)

"Food aid needs remain high in Burundi due to continued conflict and the large number of people unable to produce their own food or earn income. Surveys conducted in most provinces indicate that the global malnutrition rate remains close to 10 percent in some areas and as high as 15 percent in other. In the first half of 1999, WFP provided, on a monthly average, food aid to 203,000 IDPs, supplementary and therapeutic feeding to 48,300 persons, food aid to another 24,500 vulnerable people per month through existing institutions (mostly elderly or sick people and orphans), and supported rural reconstruction and income-generating activities employing 26,000 participants. In addition, 7,500 refugees and returnees benefited from food aid." (UN November 1999, p. 12)

"For the year 2000, it is estimated that a monthly average of 222,000 IDPs and vulnerable groups will require relief and nutritional support. In addition, returnees and 50,000 food-for-work participants will benefit from agricultural micro-projects aimed at improving food security." (UN November 1999, p. 37)

See also WFP appeal, "WFP urgently seeks funds to provide food aid to regroupment sites in Burundi", 28 March 2000 [Internet]

The UN High Commissioner for Human Rights maintains an observation mission (1999-2000)

- The observer mission monitors the human rights situation, including the situation of the internally displaced population
- The mission oversees the incorporation of human rights/social cohesion activities into reintegration programmes for internally displaced persons and returning refugees
- OHCHR has never received the adequate funding for the observers necessary to cover efficiently all provinces

Background

"The High Commissioner and the Government signed a Memorandum of Understanding on 22 June 1995, setting in motion a three-year technical cooperation project. Five months later, a framework agreement was signed permitting the deployment of five observers from the human rights monitoring mission in May 1996. In February 1997, the High Commissioner launched a legal assistance programme through which six international lawyers participate in the sessions of the three Criminal Chambers every two or three months. OHCHR Burundi opened two sub-offices, in Ngozi and in Gitega, in June 1998. Two evaluation missions, one internal, one independent, were conducted in July 1998 and February 1999, respectively; an administrative audit was conducted in May 1999.” (OHCHR 2000, p. 79)
Planned IDP-related activities for 2000

"OHCHR has identified national capacity building and the strengthening of the rule of law as its main contributions to Burundi's development. These activities, whose primary objective is to ensure respect for human rights, target both the institutional sector (justice, security, administration, education) and the non-institutional sector (civil society, the media, etc.). In this framework, OHCHR will carry out three main activities: human rights monitoring; human rights promotion, education and training; and assistance to the administration of justice.

Human rights observation

Outline: The human rights situation will be monitored comprehensively and objectively, focusing on investigating human rights violations, monitoring detention, observing the administration of justice, and monitoring the situation of internally displaced persons.

Objectives and strategy: Monitoring will include gathering information, investigating human rights violations, monitoring detention and the administration of justice, monitoring the situation of people forced to flee their homes, raising the findings with the Government, and reporting on the human rights situation.

Monitoring allows for the identification of human rights violations and abuses and of malfunctioning institutions. The observations serve as the basis for OHCHR's projects in promotion, education and training, and in providing assistance to the administration of justice, including the transfer of capacities in monitoring.

Monitors are deployed in Bujumbura (covering the western and southern provinces), Gitega (eastern provinces) and Ngozi (northern provinces). At the national level, staff compile and analyze reports from the field, refer the findings to the Government liaison unit and maintain relations with other UN agencies and the humanitarian community. Regular internal and public reports are produced.

Impact: The monitoring project will not only provide information about the human rights situation but also refer its findings to the competent local authorities and to the Government liaison unit mandated to follow-up on violations of human rights. Thus the project can help elicit positive responses from the authorities, such as official investigations into human rights violations or the liberation of detainees without charge. OHCHR, as a recognized neutral and objective international organization, has the credibility necessary to be accepted by all sides to conduct its monitoring activities even in situations where other organizations or institutions might be refused. In many cases, OHCHR has been the sole organization with access to certain detention or incident sites. Its very presence has a certain preventive effect. Many Burundians regularly contact the Office to report human rights violations and request intervention.

Human rights promotion, education and training
Outline: OHCHR hopes to help build a human rights culture through education and by strengthening the role and capacity of national institutions, the civil society and the media in protecting and promoting human rights.

Beneficiaries: State institutions, educators, security forces, civil society, the media, internally displaced persons, women, children and the general public will benefit.

Objectives and strategy: The restoration of respect for human rights and the rule of law requires a general awareness of human rights and a functioning administration of justice. OHCHR will thus provide training to justice officials (police, magistrates, penitentiary staff) and promote human rights in institutions such as Government ministries (e.g., the Peace Process Ministry), the education system, the security forces and the National Assembly. It will also reinforce national human rights institutions such as the Human Rights Ministry and its Liaison Committee as well as the Centre for the Promotion of Human Rights and the Prevention of Genocide. The Office will support the development of an independent civil society capable of defending and promoting human rights. It will contribute to the development of an independent and free media, provide human rights education and build awareness of human rights issues among the general public. Human rights/social cohesion activities will be incorporated into reintegration programmes for internally displaced persons and returning refugees as part of this project. (OHCHR 2000, pp. 79-80)

Financial constraints

"Monitoring requires an increased number of observers; however, OHCHR has never received the adequate funding for the observers necessary to cover efficiently all provinces. Yet, with peace efforts underway at the political level, an additional deployment of observers will enable OHCHR to reinforce steps towards the respect of human rights, peace and reconciliation. In order to achieve the monitoring objectives, observers are deployed according to geographical areas. Currently, three sub-offices are operational, but under-staffed: in Bujumbura (covering the western and southern provinces); Gitega (eastern provinces); and Ngozi (northern provinces). With the required additional staff, each sub-office will be in a better position to give the monitors thematic assignments such as investigations of human rights violations, detention and IDPs. These tasks are labour intensive and the number of staff needed in each area depends on the situation on the ground." (UN November 1999, p. 58)

Programmes on behalf of unaccompanied children (UAC)(1999)

- SCF has been mandated to co-ordinate all family tracing and prevention of separation work in Burundi and works closely with the Ministry of Social Action and UNICEF to coordinate tracing activities for UAC
- As of November 1999, the SCF co-ordinated programme has identified 962 unaccompanied children, of whom 502 have been reunited with their families
"SCF has been mandated to co-ordinate all family tracing and prevention of separation work in Burundi. The work focuses on building the capacity of the Ministry of Social Action and the Promotion of Women (MSAPW), local authorities and encouraging co-ordination between the many different groups working with separated children. A series of training workshops across the country urged NGOs and Government authorities in different areas to adopt a common approach. The same tracing forms are now used by all provinces and a central computer database has been set up, making exchange of information about separated children and their reunification much easier. To date the SCF co-ordinated programme has identified 962 unaccompanied children, of whom 502 have been reunited with their families.

Bringing together the different groups involved in family tracing work has helped SCF to form a detailed picture of the complex causes of child separation in Burundi, and to implement prevention programmes. For example, Save the Children is working with the World Food Programme to ensure that young children in regroupment camps receive food aid. Some families without enough to eat abandon their children at camp feeding centres. More generally, the current economic decline is undermining the ability of poor families to provide appropriate care for their children, and increasing numbers are spending days apart scavenging or begging for food and money. This is particularly the case in urban areas." (SCF 1 November 1999)

ICRC will gradually resume work in Burundi (1999)

ICRC had an active presence in the field until their withdrawal in 1996. (Mullen 1998 p. 60)

"The International Committee of the Red Cross (ICRC) will gradually resume work in the country in the sectors of assistance to prisoners, victims of violence, water and sanitation and [non-food items]. ICRC will work mainly in collaboration with IFRC and the Burundian Red Cross." (UN OCHA 01 April 1999)

IDP related activities in the 1999 United Nations consolidated Inter-Agency Appeal for Burundi

[Includes activities with IDPs as a defined target group]

<table>
<thead>
<tr>
<th>Sector/Activity</th>
<th>Agency</th>
<th>Requirements (US$)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support to coordination of emergency agricultural assistance (BDI-99-1/N01)</td>
<td>FAO</td>
<td>350,000</td>
</tr>
<tr>
<td>Target Pop²: Ministry of Agriculture and affected farming communities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Objectives: To provide the Ministry of Agriculture with technical and logistical support to coordinate emergency</td>
<td></td>
<td></td>
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</tbody>
</table>
agricultural rehabilitation; and to provide NGOs with technical advice/support

<table>
<thead>
<tr>
<th>Project Description</th>
<th>Organization</th>
<th>Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Emergency Supply of Agricultural Inputs (BDI-99-1/N02)</td>
<td>FAO</td>
<td>5,625,000</td>
</tr>
<tr>
<td>Target Pop(^\circ): 150,000 vulnerable households (including 50,000 returnees and 50,000 internally displaced)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Emergency Integrated Nutrition and Agriculture Intervention (BDI-99-1/N04)</td>
<td>FAO</td>
<td>500,000</td>
</tr>
<tr>
<td>Target Pop(^\circ): 2,3000 families with malnourished children (including families living in camps)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Emergency Environmental Protection (BDI-99-1/N06)</td>
<td>FAO</td>
<td>510,000</td>
</tr>
<tr>
<td>Target Pop(^\circ): 2,000 resettling families</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Emergency assistance to protect cattle for contagious bovine pleuro-pneumonia (BDI-99-1/N05)</td>
<td>FAO</td>
<td>400,000</td>
</tr>
<tr>
<td>Target Pop(^\circ): cattle owners</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Food Assistance for Relief and Recovery (BDI-99-1/N07)</td>
<td>WFP</td>
<td>35,239,009</td>
</tr>
<tr>
<td>Target Pop(^\circ): Returnees, refugees, IDPs, and vulnerable groups/affected people</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Health (BDI-99-1/N08)</td>
<td>UNICE F</td>
<td>2,140,000</td>
</tr>
<tr>
<td>Target Pop(^\circ): Conflict-affected populations and other vulnerable groups, with particular emphasis on women and children</td>
<td></td>
<td></td>
</tr>
<tr>
<td>HIV/AIDS Prevention (BDI-99-1/N09)</td>
<td>UNICE F</td>
<td>550,000</td>
</tr>
<tr>
<td>Target Pop(^\circ): Vulnerable populations, with particular emphasis on camp populations, young people and pregnant women</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reproductive Health (BDI-99-1/N10)</td>
<td>UNFPA</td>
<td>246,000</td>
</tr>
<tr>
<td>Target Pop(^\circ): Internally displaced populations; youth and women of child-bearing age</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maternal Health (BDI-99-1/N11)</td>
<td>WHO</td>
<td>139,920</td>
</tr>
<tr>
<td>Target Pop(^\circ): Affected local populations and IDPs in Kayanza and Karuzi</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Epidemiological Surveillance and Epidemic Management (BDI-99-1/N12)</td>
<td>WHO</td>
<td>318,000</td>
</tr>
<tr>
<td>Target Pop(^\circ): Affected local population and IDPs in all 16 provinces</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Health Monitoring (BDI-99-1/N13)</td>
<td>WHO</td>
<td>116,600</td>
</tr>
<tr>
<td>Target Pop(^\circ): Affected local population and IDPs in five provinces (Bujumbura, Bubanza, Cibitoke, Makamba and Bururi)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Nutrition (BDI-99-1/N14)</td>
<td>UNICE F</td>
<td>2,175,000</td>
</tr>
<tr>
<td>Target Pop(^\circ): Severely malnourished persons, with particular emphasis on children and pregnant and lactating women</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water and Environmental Sanitation (BDI-99-1/N15)</td>
<td>UNICE F</td>
<td>1,364,000</td>
</tr>
<tr>
<td>Target Pop(^\circ): Vulnerable populations, with particular emphasis on camp populations and women and children on conflict-affected areas</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Basic Education for Peace and Support to Primary Education (BDI-99-1/N16)</td>
<td>UNICE F</td>
<td>1,800,000</td>
</tr>
</tbody>
</table>

122
<table>
<thead>
<tr>
<th>Project Description</th>
<th>Organization</th>
<th>Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support to primary and secondary education (BDI-99-1/N17)</td>
<td>UNESCO</td>
<td>2,351,118</td>
</tr>
<tr>
<td>Target Pop*: Children of primary school age, with particular attention to those affected by the crisis</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education for Peace (BDI-99-1/N18)</td>
<td>UNESCO</td>
<td>1,350,000</td>
</tr>
<tr>
<td>Target Pop*: Children, teachers, women, (BDI-99-1/N06)elders, civil servants and politicians</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Children in distress (BDI-99-1/N19)</td>
<td>UNICEF</td>
<td>1,450,000</td>
</tr>
<tr>
<td>Target Pop*: Unaccompanied children, street children, traumatised children, AIDS orphans, handicapped children and others in distress in conflict-affected areas</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Human Rights Monitoring (BDI-99-1/N20)</td>
<td>UNHCR</td>
<td>6,541,000</td>
</tr>
<tr>
<td>Target Pop*: All Burundis</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Child Rights and Protection (BDI-99-1/N23)</td>
<td>UNICEF</td>
<td>575,000</td>
</tr>
<tr>
<td>Target Pop*: Children living in vulnerable situations, especially those in camps and in detention</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reintegration, Reconstruction and Resettlement (BDI-99-1/N24)</td>
<td>UNDP</td>
<td>5,500,000</td>
</tr>
<tr>
<td>Target Pop*: Vulnerable populations living away from their homes (including IDPs)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reintegration of Returnees and IDPs and Protection and Assistance to Refugees (BDI-99-1/N25)</td>
<td>UNHCR</td>
<td>10,275,296</td>
</tr>
<tr>
<td>Target Pop*: Returnees and refugees</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Objectives: To facilitate spontaneous return, to plan for the reintegration of 50,000 returnees and 50,000 internally displaced that will be resettling in the same areas; to assist the Ministry of Reintegration; and to provide protection to refugees, urban asylum seekers and returnees</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Coordination (BDI-99-1/N26)</td>
<td>OCHA</td>
<td>768,689</td>
</tr>
<tr>
<td>Target Pop*: UN System, NGOs and Government</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Objectives: Support the strategic and operational relief coordination within the humanitarian system (including the monitoring and updating of statistics on IDPs)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: UN December 1998

See OCHA’s Financial Tracking Database For Complex Emergencies for more detailed information about funding of the 1999 Appeal [Internet: <http://www.reliefweb.int/fts/fin99bur.html>]

IFRC: Strategy for 2000

- Support given to the Burundi Red Cross to become actively involved in the rehabilitation and resettlement programmes
Areas of activities include: non food items distribution, hygiene, sanitation and community health interventions, promotion of humanitarian values

2000

"Country assistance strategy
The Federation strategy and priorities have been established taking into account the conditions of the most vulnerable groups and their capacity to cope. The civil war and the resulting socioeconomic situation have increased the size of the vulnerable groups. To respond, the Burundi Red Cross (BRC) will receive support to become actively involved in the rehabilitation and resettlement programmes. The following priorities will therefore be established: setting up BRC structures in the 16 provinces and their zones and communes, as well as in Bujumbra; the development of human resource and financial structures; increasing Red Cross membership and the volunteer base; implementation of the African Red Cross Red Crescent Health Initiative (ARCHI); and immediate first aid and rehabilitation assistance to the most vulnerable.

Programme Objectives

• Disaster Response
An emergency stock of nonfood items will be maintained for 2 years to respond to potential humanitarian crises. Assistance will be provided to the BRC to improve response capacities by forming emergency brigades in coordination with the Government's emergency.

• Disaster Preparedness
This activity, at present focused on emergency distributions of non-food items to the displaced, will be reoriented next year to assist vulnerable groups in their resettlement and reintegration efforts. To this end, humanitarian assistance will be provided to the most vulnerable. The BRC will develop community efforts in the construction of houses and the rehabilitation of schools, and will extend the Rutana Water and Sanitation projects which will permit the BRC to develop expertise in this area.

• Health
In view of the precarious health situation and the fact that a large part of the population has no access to basic health care, the BRC will focus on hygiene, sanitation and community health interventions. The BRC will receive support to: respond in cases of epidemics; reduce the incidence of water borne diseases by rehabilitating potable water systems in Rutana province; implement a health cost recovery system; and initiate the ARCHI programme.

• Humanitarian values
With the objectives of reinforcing the fundamental values of the Movement, groups of women trained by the BRC and secondary schools students will participate in humanitarian values information activities.

Capacity Building
The two priorities for 2000 are the creation of a viable Red Cross branch structure throughout the country as well as the development of human resource and revenue generation systems that will enable the Red Cross to cover 20% of its own costs by 2001. An evaluation will be undertaken to ensure that the BRC is capable of responding to its basic responsibilities, reinforcing the principles of good governance at the central and local levels, and reinforcing its institutional and operational capacities. (IFCR 2000, pp. 48-49)

1999
"The Red Cross continues to provide relief to these affected populations by way of food and household goods distribution. The European Union Humanitarian Office (ECHO) currently funds the distribution of household items such as soap, blankets and jerrycans in most of provinces in Burundi. Some 125,000 people will benefit from this distribution over the next three months. The International Federation provides nails, windows and tools in order to facilitate resettlement of returning refugees and internally displaced." (IFRC 15 June 1999)

UNHCR provides limited assistance to the IDPs who are mixed with returning refugees (1998-1999)

- As the safe and permanent return of refugees is linked with the return of internally displaced persons, UNHCR is providing limited assistance to the internally displaced persons who are mixed with returnees
- Reintegration assistance was provided to 50,000 IDPs in 1998

Objectives and planned activities in 1998 and 1999
"UNHCR is […] focusing on the following activities in Burundi in 1998:

(i) Assisting the current 90,000 returnees and those who may return in 1998, and facilitate their integration into the communes of origin;
(ii) Monitoring the return movement, as well as the smooth reintegration of populations in their communes of origin;
(iii) Increasing the absorption capacity for returnees in the areas of origin by assisting the Government in the rehabilitation of communal services;
(iv) As the safe and permanent return of refugees is linked with the return of internally displaced persons, UNHCR is providing limited assistance to the internally displaced persons who are mixed with returnees;
(v) Identifying durable solutions for the remaining refugee caseload in Burundi and assisting a residual caseload of approximately 600 (as at 1 January 1998) needy urban refugees; and
(vi) Supporting family reunification, particularly for the Rwandan unaccompanied minors left behind during the massive repatriation, as well as for the Burundi unaccompanied minors remaining in Uvira in the Democratic Republic of the Congo."
The 1999 programme in Burundi will pursue similar objectives, depending on the rate of implementation and level of success achieved in 1998." (UNHCR EXCOM, 25 May 1998, paras. 13-14)

1998 activities
"By maintaining an effective field presence in Burundi at border crossings and in major returnee areas, UNHCR protected returning refugees. UNHCR did not promote repatriation, given the volatile security conditions inside the country.

UNHCR continued to prepare the ground for reintegrating larger numbers of returnees (initial plans envisioned 100,000 returnees and 100,000 internally displaced persons), should there be a break-through in the peace process in Burundi. Planning figures were subsequently revised downwards to 50,000 returnees and 50,000 internally displaced persons. Self-sufficiency was fostered by providing seeds and tools, distributing return packages and rehabilitating housing and other infrastructure. Care and maintenance was provided to the refugees in the country, and, where feasible, education and income-generating opportunities were offered." (UNHCR June 1999)

Selected rehabilitation programmes (1998-1999)

- Rehabilitation activities include construction of houses and latrines, rehabilitation of classrooms, water systems
- European Union funds a US$ 65 million project to rehabilitate houses and community infrastructure from September 1999

Care
"During December, CARE, with funding from UNDP/UNOPS and the Canadian Government, finished the construction of 250 houses and latrines in the province of Kayanza. In Ngozi, a self-construction project rehabilitated 9 primary classrooms, a water system for 7,000 beneficiaries and the construction of 700 houses in Ruhororo commune." (UN OCHA 7 January 1999)

"Care International is one of the key NGOs working in Burundi and is active in various sectors. CARE has recently completed a water project in Muramvya province, consisting of the construction of 92 water collection points and the rehabilitation of 9 water-pipe systems. In Ngozi province CARE has assisted with the construction of 700 houses and the rehabilitation of a primary school in Ruhoro commune, while in Kayanza province the construction 250 houses was recently completed." (UN OCHA 25 March 1999)

Catholic Relief Services
Catholic Relief Services, CRS, has completed construction of 393 of 400 houses in Rutana and Muramvya, as part of its community reintegration project which also included the construction of 182 latrines. The next phase envisages the construction of 1,500 to 2,000 houses in Gitega, Muramvya, Muyinga and Ruyigi provinces. (UN OCHA 18 May 1999)
**World Vision**
"World Vision housing project proceeding in Karuzi. World Vision has started a new housing project in Karuzi targeting 600 families who once lived in the Canzikuro camp. The project is funded by CIDA and supported by UNHCR which has provided tin sheeting for the roofs. Habitat for Humanity has seconded a construction engineer to manage the project and has provided funding for other roofing materials." (UN OCHA 11 December 1998)

**European Union**
"The European Union will be funding a US$ 65 million project to rehabilitate houses and community infrastructure in areas that have been severely affected by civil strife but where the security situation has now substantially improved. The project will also provide support to strengthen the health, education and agricultural sectors with a view towards promoting community development. The project will adhere to the general guidelines discussed at the Burundi donor meeting in NY in early January and will specifically target formerly displaced and repatriated populations. The project, which is expected to commence in September 1999, will be carried out in association with the Government and other partners." (UN OCHA 25 March 1999)

**Norwegian Refugee Council**
"Since 1997, the Norwegian Refugee Council (NRC) is working in Kirundo province, while activities have started in neighbouring Ngozi province in August 1998. In Kirundo province, NRC is mainly undertaking reconstruction of houses and rehabilitation of public infrastructure, such as hospital, schools, water supply systems and roads. In 1998, NRC provided roofing, doors, windows and technical assistance for the construction of 1,227 houses in Kirundo province. The construction was done by the beneficiaries themselves. NRC also carried out three large water projects, involving the laying of 65 km of water piping and water reservoirs and taps. An estimated 67,000 people are expected to have benefited from this activity. The airstrip in Kirundo was also rehabilitated by NRC." (UN OCHA 01 February 1999)

**Tear Fund**
"By January 1999, Tear Fund had rehabilitated six schools in Butaganzwa, Kabarore and Rango communes and repaired two water supply systems benefiting a total of 21,000 beneficiaries (8,000 in Banga-Buraniro and 13,000 in Gasenyi-Karama). Tear Fund also ensured the provision of clean water to the rehabilitated schools and constructed or rehabilitated 118 latrines. In addition, 400 benches were constructed and provided to the schools." (UN OCHA 05 May 1999)

- Peace promotion training programmes by UNICEF and UNESCO
- Radio programmes for peace promotion

127
"Many humanitarian assistance and development programmes have conflict resolution components, while others focus more on the promotion of peace. UNICEF's accent is on integrating peace education into primary schools, and the non-formal educational sector, whereas UNESCO's activities are primarily targeted towards secondary schools. Both agencies are working in complementarity towards supporting the culture of peace in Burundi. UNESCO, since 1994 has offered training programmes for promoting peace with teachers, children both in and out of school, journalists and women. UNICEF has developed a peace curriculum for primary schools. The NGO Search for Common Ground has a studio for producing radio programmes supporting peace and conflict resolution and a women's centre. Radio Umwizero also produces and transmits radio programmes for peace. While UNESCO's Education for Peace programme seeks to support these efforts, in the past it has received inadequate funding, limiting the scope of its contribution." (UN December 1998, p. 14)

Policy and recommendations

Second visit to Burundi by the UN Secretary-General's Representative on Internally Displaced Persons (February 2000)

- First visit to Burundi undertaken in 1994
- Dialogue engaged with the President, relevant Minister and the international community
- Meetings with regional and zone authorities in Bujumbura Rural, Bujumbura Mairis and Ngozi provinces
- The Representative encouraged the Government to pursue and implement the decision to dismantle the "regroupment" camps and for the international community to provide appropriate international assistance to that end
- The Representative noticed improvement of conditions in settlements since his last visit

"At the conclusion of his six day visit to Burundi [6-11 February 2000], the Representative of the Secretary-General on Internally Displaced Persons, Dr. Francis Deng, took the opportunity today to share the findings of his visits to the country.

This is the second official mission to Burundi undertaken by the Representative, whose first such mission was in 1994. He undertook this current visit at the invitation of the Government of Burundi and at the request of the Inter-Agency Standing Committee (IASC), comprised of the United Nations and other international and development agencies.

During the course of the visit, the Representative engaged in constructive and candid dialogue with President Buyoya, the Minister of External Affairs, the Minister of the Interior, the Minister of Defense, the Minister of Reinsertion and Reinstallation of Displaced Persons and Returnees and the Minister of Human Rights. He also met with UN agencies, international non-governmental organizations and representatives of the
diplomatic community. During his visits to Bujumbura Rurale, Bujumbura Mairie and Ngozi he met with the provincial and zone authorities.

The visit came at an opportune time as the Government had announced on Monday 7 February 2000, the first day of official meetings for the Representative, that it would proceed with the dismantling of regroupment sites, beginning with 11 followed by a further 13 and eventually all sites, depending upon security. The Representative welcomed this announcement as well as the initiation of the dismantling process on Monday in Maramvya. He encourages the Government to pursue and implement the decision to dismantle the camps and for the international community to provide appropriate international assistance to that end. He is particularly pleased that prior to his departure a meeting was convened by the Government with representatives of the international community with a view to jointly planning and preparing support to persons returning during the dismantling process.

Today the Representative visited Maramvya site as well as the area to which its inhabitants returned but are in need of reintegration assistance. He also visited Kabezi site, where problems of overcrowding, inadequate shelter and the need for medical care was evident. The Representative urges the Government and the international community to work together to ensure that, at a minimum, the basic humanitarian assistance and protection needs of the displaced are addressed. In particular, he encourages measures to be taken to ensure that they have regular access to their fields in time for the planting season this month.

Earlier this week, in Bujumbura Mairie and Ngozi he visited settlements of persons who had been internally displaced for several years. He was pleased to have seen that their conditions are significantly improved since his last visit, though continued support to enable them to become self-sufficiency is required.” (UN HCHR 11 February 2000)

Lack of coordination within the international community: recommendations by the Representative of the Secretary-General, Dr. Francis Deng (February 2000)

- Existing coordination mechanisms need to be enhanced to ensure better assistance of protection to the internally displaced population
- Agreement reached between the humanitarian agencies and the Government for improving coordination on issues relating to internal displacement

"At the institutional level, no single UN agency has an overall mandate to provide protection and assistance to internally displaced persons. In Burundi, the needs of internally displaced persons are being addressed through a collaborative framework based on the comparative advantages of the various humanitarian and development agencies and NGOs. However, a number of steps need to be taken in order to ensure an effective response. Existing coordination mechanisms need to be enhanced to ensure comprehensive and coordinated planning and provision of protection and assistance for internally displaced persons in general and regrouped population in particular, whether still in the camps of returning home."
With regard to Bujumbura Rural, the Government and the humanitarian agencies agreed to use the existing coordination mechanism to come up with an overall plan outlining the needs of the populations returning home as well as those still remaining in the camps. It was also agreed that with regard to the broader internal displacement situation in the country, the coordination mechanism put into place within the Ministry of the Interior to address relations with the humanitarian community would be linked to existing UN and NGO mechanisms (OCHA and the NGO network RESO) to review needs and plan responses.” (UNSGR 6 March 2000, paras. 44-45)

Critical support of donors: recommendations by the Representative of the Secretary-General, Dr. Francis Deng (February 2000)

- Representative warns against "donor fatigue" and underscores need to support the response to the regroupement crisis
- The Arusha peace process needs also a long-term structural support from the international community

"In Burundi, the cyclical nature of the violence, and hence of the displacement, has produced a certain degree of 'donor fatigue'. Furthermore, with regard to the response to the regroupement crisis, donors expressed some frustration over having to support humanitarian assistance to needs essentially created by a Government policy. However, the Representative [of the Secretary General on Internally Displaced Persons] was also informed that thanks to the high visibility given to the regroupement problem because of the advocacy efforts undertaken at the international level, donors were becoming more forthcoming in their support.

To respond to the needs created by the regroupement policy, OCHA is currently facilitating an update of the 2000 CAP. It is critical for the international community to support this resource mobilization effort to allow the humanitarian community to respond effectively to the regroupement crisis. The humanitarian community will also need donor support to effectively implement its umbrella programme for addressing the needs of other vulnerable populations, including those who have been internally displaced for several years now and are still in need.

Another major concern raised during the mission is the reluctance on the part of donors to provide resources for activities that go beyond emergency sustaining assistance. Various interlocutors on the ground highlighted the fact that Burundi has never before been so close to a negotiated settlement of the conflict. Indeed, the President had just returned from peace talks in Arusha which appeared to have boded well for the prospects for peace. The Representative underscored the need for the international community to support the Arusha peace process not only politically but also through longer-term structural support to address the root causes of conflict and reduce dependence on relief assistance. Doing so is essential to effective peace building. The constructive engagement of the donor community, particularly the European Union, the World Bank as well as
bilateral donors, could make a positive contribution in this regard." (SGR 6 March 2000, paras. 46-48)

**Capacity of the international agencies: Recommendations by the Representative of the Secretary-General, Dr. Francis Deng (February 2000)**

- Insecurity and UN reduced presence obliges NGOs to close their country programmes
- Lack of stable leadership within the UN Country Team hinders an effective humanitarian response

"Following the Rutana incident of October 1999, and the introduction of security Phase IV, the UN agencies were forced to reduce their presence in the country to only essential staff. Moreover, as activities were scaled down, a large number of NGOs were forced to close their country programmes. This combination of factors - lack of adequate human and logistical capacity as well as security - remains a serious constraint to an effective humanitarian response.

In addition to exploring the possibilities for security Phase III involvement in certain areas in future, the Representative was informed that the UN Country Team was reviewing the number of international staff members that could be in the country under Phase IV in order to enhance its present capacity to respond to the pressing humanitarian needs. In this light, the Representative was encouraged by WFP's stated intention to launch a new six month emergency operation and recruit an additional 35 staff. OCHA is also in the process of recruiting additional staff members to support humanitarian coordination and UNICEF has been filling several international staff vacancies. However, major gaps remain with regard to protection activities: the ICRC currently undertakes no activities on behalf of the internally displaced in Burundi and the OHCHR has only four human rights monitors for the whole country. OHCHR should urgently enhance its in-country capacity - human and logistical - to effectively address the critical issue of protection of the displaced and returning population.

The lack of stable leadership within the UN Country Team further hinders an effective humanitarian response to the displacement crisis in Burundi. Following the Rutana incident, the RC/HC had to leave the country due to security considerations. The current RC/HC a.i., who has been highly praised for his work, will be leaving shortly, creating once again a leadership vacuum within the Country Team. Accordingly, there is a need to identify in the shortest delay possible a candidate to formally take up the position of RC/HC and provide overall strategic leadership." (UNSGR 6 March 2000, paras. 49-51)

**The international humanitarian community in Burundi revises the "Common Humanitarian Action Plan (CHAP)" (1999)**

- Given the overall deterioration of the political and security situation, the focus of the humanitarian community has shifted more to ensuring that humanitarian needs are adequately met in a timely and effective manner
• Assistance will be provided to all displaced populations who are unable to provide for themselves, as well as to other vulnerable groups identified through the application of objective criteria.

• While reintegration in points of origin will remain the priority, the new reintegration policy recognizes that some affected populations who are unwilling or unable to return home may have other viable options.

• Revised humanitarian strategy emphasizes necessary support to the peace process, particularly to programmes designed to reintegrate internally displaced people and refugees (January 2000).

• Revised strategy also indicates that the long-term impact of humanitarian strategy will be considered.

"In September 1999, the Humanitarian Coordinator organised a one-day review of the humanitarian strategy that had been elaborated at a workshop held in August 1998 the previous year. UN Agencies, Non-Governmental Organisations (NGOs) and donor representatives reviewed the humanitarian situation, discussed possible scenarios that could be expected in the year 2000, and recommended change in the future course of action. The strategy was slightly modified to take into account the current uncertainty vis-à-vis the political and security situation and the increased potential for an overall deterioration compared to the previous year. Thus, the focus of the humanitarian community has, by necessity, shifted more to ensuring that humanitarian needs are adequately met in a timely and effective manner. At the same time, however, the strategy continues to call for increased investment in sustainable reintegration, and to establish the foundations of community development in the more stable areas, in order to help consolidate fledgling efforts towards peace." (UN November 1999, p. vii)

Statement of Humanitarian Principles
"During the workshop held in August 1999, the international community re-affirmed its commitment to the following principles that developed at the time of the elaboration of the humanitarian strategy the previous year.

Identifying vulnerable populations and their needs
Assistance will be provided to all displaced populations who are unable to provide for themselves, as well as to other vulnerable groups identified through the application of objective criteria.

UNHCR will provide protection for refugees, mainly Congolese and Rwandan, and ensure asylum and assistance until durable solutions are identified and implemented.

Providing humanitarian assistance while planning for recovery
Humanitarian, reconstruction and development activities are inextricably linked and take place, to varying degrees, simultaneously. Together they reinforce peace and reconciliation efforts, especially at the community level. Short-term responses to crises impact long-term efforts. In recognition of this, the humanitarian community has agreed to plan for recovery by doing the following:

• Insist on the need to pursue humanitarian, rehabilitation and development actions simultaneously, emphasising linkages to peace and reconciliation;
• Promote a broader concept of humanitarian action, including an integrated and comprehensive approach to reintegration and the progressive engagement of development agencies and especially bilateral donors;
• Advocate this broader approach among donors at all levels, based on a common analysis of the key humanitarian challenges facing Burundi.

**Clarifying roles and responsibilities**
Effective humanitarian assistance and successful long-term reintegration require that the roles of each of the three major partners be clearly (and mutually) understood. It is the responsibility of the Government, in collaboration with its partners, to oversee the process of identifying vulnerable populations, specifying their needs and assuring adherence to agreed upon standards for the delivery of assistance. It is the role of humanitarian agencies and donors to assist the Government in meeting these responsibilities. Communities should be fully involved in the planning, implementation and management of humanitarian and rehabilitation activities that affect them.

**Establishing core standards for the provision of humanitarian assistance**
It is assumed that insecurity will continue to provoke spontaneous population movements. Since relief agencies will be called upon to provide emergency assistance, it is essential to adhere to the following principles that have been endorsed by the humanitarian community and the national and local authorities: (i) right to access and the freedom of movement of populations caught in insecure areas where assistance or essential services are unavailable; (ii) limiting the provision of assistance to life-sustaining measures in cases where people are forced to move by military and/or civil authorities (where populations are moving in a voluntary manner or flee spontaneously from a perceived threat, the full range of humanitarian interventions may be considered); (iii) combating manipulation and corruption, in particular preventing the exaction of payments from beneficiaries, the inclusion of ineligible individuals on beneficiary lists, and the organised sale of relief items; and, (iv) transparency in the design and execution of all activities.

**Establishing core standards for reintegration**
The humanitarian community in Burundi defines reintegration as follows: **The voluntary and long-term reintegration of uprooted populations in a stable environment in which the household can engage in activities offering viable options for self-sufficiency.** This definition marks a break with previous policy, which focused exclusively on populations reintegrated in their original homes or on their original land. While reintegration in points of origin will remain the priority, the new policy recognises that some affected populations who are unwilling or unable to return home may have other viable options. There are four essential elements for long-term reintegration: (i) the location must be stable and secure; (ii) the intended population must be willing to move there; (iii) the intended population must have access to land or a means of support; and, (iv) there must be access to essential/basic services.

**Promoting an integrated approach**
An integrated approach to reintegration will be pursued in Burundi. This approach includes: (i) an orientation toward peace and reconciliation (e.g. the inclusion of all groups in the planning and implementation of activities); (ii) reconstruction of social infrastructure; and, (iii) income generating activities and agricultural production. From their inception, reconstruction activities should strengthen the capacity of national and local authorities, civil society and traditional institutions to manage and maintain social infrastructures. Programmes should emphasise a participatory approach, involving local communities as much as possible in the decision-making and management processes. (UN November 1999, pp. 8-9)

Further developments
"The humanitarian community has been working on a Common Framework of Reference, which will provide the underpinning of the humanitarian assistance planned for Burundi in 2000. The work has been greatly facilitated by donors, UN agencies and NGOs through their participation in the Contact Group and the recently established Think Tank. Recent initiatives taken in Burundi include the drafting of:

Humanitarian Strategy

The humanitarian community met in January 2000 to review the strategy that had been defined in September 1999. While the nature of the assistance to be provided has not changed, the humanitarian community agreed that the underlying strategy should be in support of the peace process, particularly to programmes designed to reintegrate internally displaced people and refugees. In addition, it indicated that the long-term impact of humanitarian strategy will be considered. The strategy reads as follows,

"Promote the concept of humanitarian assistance with a wider perspective which includes (1) a response to the more immediate needs, (2) assisting the most vulnerable communities without discrimination, and (3) a global and integrated approach towards reinstallation, within the framework of support to the peace process.

To develop and undertake humanitarian actions taking into consideration their long term implications followed by a progressive commitment by agencies and donors towards direct community assistance and development." (UN OCHA 15 February 2000)

For the Principles of Engagement and Humanitarian principles also drafted by the Humanitarian Thank Tank, see "Principles relatifs à l'intervention humanitaire dans les situations de conflits" in "Aperçu de la Situation Humanitaire au Burundi", Juin 2000 [Internal link]

Objectives of the UN Consolidated Appeal for 2000

- Long-term goals: decreased dependence on humanitarian assistance, sustainaible reintegration of all affected people, re-establishment of the rule of law
- Short-term goals: continued humanitarian assistance and investment in reconstruction and reintegration
Support from donors thus far has enabled the humanitarian community to address priority (i.e., life-saving) concerns but sustainable achievement of the goals will depend on donors' willingness to make more fundamental commitments.

"Long-Term Goals (1 - 3 years)

The achievement of long-term goals requires investment. Since the onset of the crisis, however, the flow of external investment has declined dramatically, particularly during the last three years. While support from donors thus far has enabled the humanitarian community to address priority (i.e., life-saving) concerns, sustainable achievement of the goals will depend on donors' willingness to make more fundamental commitments to Burundi's future.

Decreased dependence on humanitarian assistance

Though insecurity will continue to render people vulnerable and in need of humanitarian assistance, income generating and agricultural activities will help re-establish economic self-sufficiency as the situation permits. In addition to life-sustaining assistance, therefore, programmes will focus on food security, preventative health-care, education and other areas, which will enable people to resume their normal lives as quickly as possible.

Sustainable reintegration of all affected people

The humanitarian community in Burundi aims to help reintegrate all people currently unable to live in their own homes in areas that are secure, present opportunities for economic self-sufficiency and offer access to basic services.

The re-establishment of the rule of law

The political crisis has engendered a breakdown of the rule of law. Its re-establishment is a requisite for peace. Emphasis will remain on fostering increased respect for basic human rights as well as on improving governance and a more equitable distribution of resources.

Short-Term Goals (2000)

The short-term goals listed below reflect the dual strategy on which this Appeal continues to be based: humanitarian assistance coupled with support for sustainable reintegration.

1. Emergency Aid Goals

   Alleviate starvation and malnutrition

   As a result of the crisis, many Burundians have lost the means to produce their own food, resulting in increased malnutrition. Food aid and food security programmes will address these issues, providing special attention to malnourished children who are particularly susceptible to disease. The revitalisation of the agricultural economy and increasing both on- and off-farm incomes will be necessary to permanently reduce malnutrition rates. Indicators include malnutrition rates and the amount of assistance delivered.

   Ensure access to health services

   Affected and vulnerable populations, by definition, have lost their normal access to health care. Providing health services to these people increases their chances of successfully re-
establishing economic self-sufficiency when they return home. Indicators include morbidity and mortality rates in general, maternal and child mortality rates and the amount of assistance delivered.

Ensure access to potable water and appropriate sanitation facilities
A person’s health depends not only on access to preventative and curative health care, but also on a reliable source of clean water and appropriate sanitation. The lack of clean water and sanitation is a major cause of the high rates of morbidity and mortality. Indicators include the percentage of general as well as conflict-affected populations with access to potable water and adequate sanitation facilities.

Ensure access to education
Primary school attendance rates have fallen across the country, particularly in conflict affected regions. Even in relatively stable areas, loss of income diminishes the likelihood that families will be able to send their children to school. Without education and the ability to weigh conflicting information to gauge situations for themselves, children become easy targets for those who foment mistrust and intolerance. Indicators include primary and secondary attendance rates, the number of students needing special assistance to attend schools and the amount of assistance delivered.

2. Reintegration and Reconstruction Goals
Sustainable reintegration of as many people as possible
Sustainable reintegration will require coordinated programmes in the areas of housing, agriculture, food security, infrastructure and social services provision. Provincial coordination meetings, which involve local authorities, representatives of national Ministries, the UN and NGOs working in the province, serve to elaborate reintegration goals for each province and identify reconstruction priorities. All reintegration programmes must follow the guidelines elaborated under 'Humanitarian Principles' [See "The international humanitarian community in Burundi revises the 'Common Humanitarian Action Plan (CHAP)' (1999)"]. Indicators include the number of people integrated, and measures of the viability of that integration such as the level of access to services and productive opportunities (land).” (UN November 1999, pp. 10-11)

Policy of the international humanitarian community regarding provision assistance in the context of forced relocation (1999-2000)

- In response to a commitment by the Government to work towards an end to the forced relocation policy as implemented from September 1999, the agencies of the IASC agreed to limit the provision of humanitarian aid to the support of the reintegration process and that assistance in the relocation sites should be limited to "life-sustaining" assistance
- The Humanitarian Think Tank in Burundi recommends using the same criteria for the IDP population as for the regrouped population, based on the IASC policy (June 2000)

"In 1997, in response to [forced relocation or 'regroupment' implemented] by the Government of Burundi in other provinces, the IASC adopted the policy proposed in a memorandum of 27 February 1997 from Martin Griffiths to the then ERC, Mr. Akashi."
This policy, while vigorously denouncing the Government's action, agreed to the provision of 'life-sustaining' assistance by the international community, subject to certain specified conditions.

Faced with a similar situation, the IASC reiterates its strong opposition to the policy of forced relocation, as implemented by the Government of Burundi. In the view of the IASC this policy cannot be justified and is being implemented without regard for the rights and well-being of those affected. The IASC holds the Government responsible for the humanitarian consequences of this action.

The IASC notes the pledge of the Government to start dismantling the relocation sites. It support an ordered dismantling of the camps and calls on the Government to engage in a dialogue with the United Nations and other humanitarian organisations with a view to progressively dismantling the policy of forced relocation and encouraging the development of durable solutions for those affected. These solutions should be identified with the full consent of those affected and would involve either return to their homes, or, in exceptional cases, settlement in other permanent sites freely chosen by the communities concerned.

In response to a commitment by the Government to work towards an end to the forced relocation policy, the agencies of the IASC agree to seek resources from the international community for humanitarian aid to those affected by the policy, subject to the following conditions:

(i) Assistance in the relocation sites should be limited to what is considered “life-sustaining”, i.e. food, essential health services, water and sanitation. Exceptions would be (a) assistance in the form of seeds, tools and fertilisers for those with regular access to their land (access to the land for planting in February is particularly important); (b) assistance in the form of educational supplies where the communities are able to organise schooling for children.

(ii) Assistance should, to the extent possible, be provided in support of a planned reintegration process of the affected populations, i.e. the voluntary return of those relocated to their homes, or, in exceptional cases, the planned settlement of communities in new sites, when specifically requested by the individuals concerned. Assistance for returnees and those being resettled should be provided alongside support for host communities.

(iii) No assistance should be provided for the creation of permanent structures in the sites, except where required for efficient delivery of water and sanitation.

(iv) Emphasis should be placed on ensuring IDP access to, and assistance for existing local services which are still able to serve the needs of their communities, particularly, for example, assistance to local health centres and schools.
(v) No assistance should be provided to assist in the creation or administration of the camps.

(vi) Assistance should be provided on the basis of an independent assessment of needs, independent monitoring of distribution and unhindered access of humanitarian workers to the sites.

(vii) Assistance should be provided on a case by case basis, with each stage of assistance dependent on a fresh assessment of needs.

(viii) Full and free access of Human Rights Observers to the sites must be ensured, to allow them to monitor and report any abuses which may occur there. A forum in which these reports can be reviewed and action taken should be established by the Government. (IASC 3 February 2000)

Note: The IASC is composed of the following bodies: the Food and Agriculture Organization (FAO); Office for the Coordination of Humanitarian Affairs (OCHA); the United Nations Children's Fund (UNICEF); the United Nations Development Programme (UNDP); the United Nations High Commissioner for Refugees (UNHCR); the World Food Programme (WFP); and the World Health Organization (WHO).

Standing Invitees to the IASC are: the International Committee of the Red Cross; the International Federation of the Red Cross and Red Crescent Societies; the International Organization for Migration InterAction; the International Council on Voluntary Agencies; the Office of the High Commissioner for Human Rights; the Representative of the Secretary-General on Internally Displaced Persons; the Steering Committee for Humanitarian Response; and the World Bank.

See also IASC Statement on forced relocation (regroupment) in Burundi, 19 January 2000 [External link]

"A Humanitarian Think Tank meeting including UN Agencies, NGOs, donors and diplomats took place after the Inter-Agency mission [to Bujumbura Rural] to discuss the findings and agreed that the Humanitarian Agencies operating in Bujumbura Rural would continue to follow recommendations of the Inter-Agency Standing Committee for responding for the needs of the regrouped population remaining on site. This includes life sustaining assistance, planned reintegration process of the affected populations, support IDPs to access local services, access of Human Right Observers to the sites and basic education for displaced children. No assistance should be provided to the creation of permanent structures in the site, or administration of the sites. Rehabilitation and reinstallation assistance to the returnees is postponed due to the security situation. Inter-Agency assessment teams have recommended an in-depth assessment of the humanitarian situation of the IDP population. The Humanitarian Think Tank recommends using the same criteria for the IDP population as for the regrouped population, based on the IASC policy." (UN OCHA 8 June 2000)
International position regarding the regroupment policy (1990-2000)

Selected position documents released by international organisations/bodies and foreign governments concerning the forced relocation of civilian population from September 1999

UN Commission on Human Rights, Resolution 2000/20, Situation of Human Rights in Burundi, 18 April 2000 [Internet]


Inter-Agency Standing Committee : Statement on forced relocation (regroupement) in Burundi, 19 January 2000 [External link]

UN High Commissioner for Human Rights: "High Commissioner for Human Rights Reiterates Serious Concerns about the Human Rights Situation in Burundi", Press Release HR/00/4, 17 January 2000 [External link]

European Union: Declaration by the Presidency on behalf of the European Union on the Forced Removal of Civilians in Burundi, 8 October 1999 [External link]

UN Security Council Presidential Statement 12 November 1999 [External link]

US Department of State: "U.S. Urges End to Burundi Regroupment Program", 16 December 1999 [External link]
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<tr>
<th>Abbreviation</th>
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<td>ABP</td>
<td>Agence Burundaise de Presse</td>
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<td>National Council for the Defense of Democracy (Conseil National pour la Défense de la Démocratie)</td>
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<td>CRS</td>
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<td>European Union Humanitarian Office</td>
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<td>GVC</td>
<td>Gruppo du Volontario Civile</td>
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<td>Full Form</td>
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<td>World Food Programme</td>
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