

## **BURUNDI:**

### **Long-term IDPs still wait for durable solutions despite improved security**

A profile of the internal displacement situation

23 February, 2007

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Through its work, the Centre contributes to improving national and international capacities to protect and assist the millions of people around the globe who have been displaced within their own country as a result of conflicts or human rights violations.

At the request of the United Nations, the Geneva-based Centre runs an online database providing comprehensive information and analysis on internal displacement in some 50 countries.

Based on its monitoring and data collection activities, the Centre advocates for durable solutions to the plight of the internally displaced in line with international standards.

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### **Internal Displacement Monitoring Centre**

Norwegian Refugee Council  
Chemin de Balexert 7-9  
1219 Geneva, Switzerland  
Tel.: +41 22 799 07 00  
idmc@nrc.ch

[www.internal-displacement.org](http://www.internal-displacement.org)

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## OVERVIEW

### Long-term IDPs still wait for durable solutions despite improved security

*Despite a marked improvement in the security situation in Burundi, some 100,000 internally displaced people (IDPs) remain in limbo in settlements throughout the country, in addition to an unknown number living with host families. There is little information on the situation of long-term IDPs or on their needs. Many seem to have to a large extent integrated with neighbouring towns and villages. Other IDPs report that they would like to return, but that the lack of economic prospects, the destruction of homes and insufficient trust among communities in return areas prevent them to do so. Settlements hosting IDPs now include those displaced by conflict and natural disasters, but also those who left their homes due to land shortages and food insecurity, as well as returning refugees.*

*From the early 1990s, hundreds of thousands of Burundians had fled their homes to escape fighting between the government and Hutu rebel groups seeking to put an end to the political dominance of the Tutsi minority. Many others, predominantly Hutus, were forcibly displaced into camps by the government in the second half of the 1990s.*

*Following the signing of a ceasefire between the government and a major rebel group in 2003, as well as the voting into power of a national unity government in 2005, hundreds of thousands of refugees and IDPs returned to their homes. In September 2006, the last remaining rebel group, the National Liberation Forces (FNL), signed a ceasefire agreement with the Burundian government.*

*In 2006, the UN Peacebuilding Commission started to work with the Burundian government to support post-conflict recovery, and the return of IDPs and refugees is one of the issues that the government is planning to address in that context. It remains to be seen whether this process will translate into tangible improvements for IDPs.*

### Background of displacement and political developments

Since the independence of their country in 1962, hundreds of thousands of Hutu and Tutsi Burundians have been killed in massacres and counter-massacres. Millions more have at times fled their homes for fear of the killing. The violence has been fuelled by regional and ethnic tensions, as well as economic inequalities. In 1993, large-scale displacement started after the assassination of the first elected president and subsequent massacres. At first, the majority of IDPs were ethnic Tutsi fearing retaliation from neighbours following the assassination of the president – a Hutu – particularly in the northern and central provinces. From 1996, as conflict escalated, both ethnic Tutsi and Hutu found refuge in settlements, especially in the south. The government also ordered the relocation of hundreds of thousands of mostly Hutu civilians into “regroupment” camps, twice in the late 1990s. The number of IDPs peaked in 1999, with over 800,000 displaced, that is 12 per cent of the population (UN CAP, November 1999, p.6).

While regroupment camps were dismantled in 2000 under international pressure, other IDP settlements remained. The same year, a peace agreement was signed in Arusha by the government, opposition parties and opposition armed groups. Large-scale displacement continued, however, as government troops and two rebel forces which had not joined the peace process continued to clash. In 2003, the biggest of the two remaining groups, the FDD-CNDD (Forces for the Defence of Democracy-National Council for the Defence of Democracy), signed a ceasefire agreement with the Burundian government. Due to the improvement of the security



situation, tens of thousands of IDPs returned home, and 30 settlements were dismantled, mostly in the south of the country (OCHA, 26 May 2005; 11 November 2004).

A national unity government headed by President Pierre Nkurunziza, a Hutu and former head of the rebel movement FDD, was voted into power in August 2005 in the first democratic election since the start of the conflict in 1993. The last remaining rebel group, the FNL (National Liberation Forces), fought on, before finally signing a comprehensive ceasefire agreement with the government in September 2006. As of early 2007, however, the implementation of the ceasefire remained stalled, and tensions were still high in Bubanza and Bujumbura Rural provinces.

From mid-2004 to the end of 2006, about 5,000 UN peacekeepers operated in Burundi. Their mandate was concluded based on recommendations by the Burundian government in view of what it considered to be a significant improvement in the overall security situation.

### **New displacement**

Since the signing of the government/FNL ceasefire agreement in September 2006, no conflict-related displacement was reported in Burundi. Prior to the agreement, sporadic fighting occurred in Bujumbura Rural, Bubanza, Kayanza and Cibitoke provinces, causing the displacement of thousands of people in 2006. Several thousand families also commuted at night in order to find safety near government or military facilities (OCHA, 10 September 2006).

Several thousand people were temporarily displaced by natural disasters in 2006 and early 2007, in particular due to drought leading to food shortages, and floods (OCHA, 5 March 2006; AFP, 16 January 2007). In addition, some 6,000 Burundians who had been living in Tanzania for years without being recognised as refugees were expelled to Burundi in 2006, many of them without a home to go back to (NRC, November 2006; PARESI, January 2007).

### **Little return**

According to the United Nations, some 100,000 people remained displaced in settlements as of the end of 2006, as very few people returned home over the year. According to the UN, this slow rate of return can be explained by difficult economic conditions in return areas, the lack of means to rebuild houses, the lack of sufficient trust among communities, and new opportunities found in displacement areas (UN, 30 November 2006). Many long-term IDPs are reported to have to a large extent integrated with neighbouring towns and villages, and some of them were for example elected in local polls in 2005 (OCHA, 25 July 2006). According to local observers, living conditions of long-term IDPs may now be better than prior to displacement, which can also explain the low rate of return. More recent IDPs, such as the ones in Gatumba, between the capital and the border with the Democratic Republic of Congo, face worse conditions. They have to rent housing and have few of the skills needed to earn income, now that they can no longer rely on subsistence farming (NRC, 31 January 2007).

The latest IDP survey undertaken by the UN dates from mid-2005, and there is little new IDP-related information available since that time. According to the survey, some 117,000 IDPs were in settlements, many of which have grown to become like villages. This number does not take into account people living with host families, particularly in urban centres and in Bujumbura Rural and Bubanza Provinces. About 58 per cent of the IDP population in settlements in Burundi is concentrated in the northern and central provinces of Gitega, Muyinga, Ngozi, Kayanza and Kirundo (OCHA, 23 June 2005). According to the survey, one major obstacle to return mentioned by many IDPs in northern and eastern Burundi was the impunity of those who had killed civilians in massacres and who were allegedly still living near the IDPs' homes of origin (OCHA, August

2004, 26 May 2005). The release of 'political' prisoners in late 2006 and early 2007 apparently further exacerbated fears of reprisals.

Some IDP settlements now also host returnees from Tanzania, whose houses still need to be rebuilt, or who feel more secure in the settlements (OCHA, 12 December 2006; 26 May 2005). More than one-third of displaced households in settlements are headed by women, many of whom are over 60 years old. These households are among the most vulnerable, and among the most likely to remain indefinitely in the settlements where they currently reside (OCHA, August 2004, 26 May 2005).

### **Physical security**

Overall, the physical security of IDPs has improved significantly since the height of the conflict; but IDPs, like other civilians, remain subject to the high level of violence (armed banditry, sexual violence) both by armed men in uniform and by civilian gangs. Some 80 per cent of households in the capital and in other large towns possess small arms, a significant factor in the continuing high level of violence (UNSC, 27 October 2006; UNDP, November 2004). IDPs also often face the theft of their crops, due to the distance between the settlements and their fields. In Bujumbura Rural, there was a marked decrease in forcible extortion of money from the population by the FNL since the ceasefire agreement. In Bubanza and Cibitoke provinces, however, the FNL was reported to be still using force to obtain food and other provisions at the end of 2006 (UNSC, 18 December 2006).

The UN estimates that 19 per cent of Burundian adolescent girls and women have been victims of sexual violence (OCHA, 2006, p13). According to a study by CARE International, women in communities where food is distributed, widows in particular, are often sexually abused by the settlement leaders responsible for putting together food distribution lists (CARE International, June 2005).

Both rebel groups and the government have recruited child soldiers, many of them displaced children. Child recruitment escalated in 2003, as armed groups reportedly sought to inflate their numbers to gain bargaining power in the peace accords (CSUCCS, 16 January 2004). Some 3,000 child soldiers were demobilised from 2003 to 2006, but child recruitment by the FNL increased in the months preceding the signing of the September 2006 ceasefire agreement, and was also reported later that year in Bubanza and Bujumbura Rural provinces (UNSC, 27 October 2006, 18 December 2006).

### **Humanitarian conditions**

According to local observers, the humanitarian needs of IDPs are now very similar to many other vulnerable Burundians. According to the UN's World Food Programme, 2.2 million Burundians were in need of food aid in 2006, due to a combination of poor rains, crop disease and extreme poverty (WFP, 3 February 2006). The first cause of mortality in Burundi is malaria. Respiratory infections and diarrhoea claim the lives of many children under five as well. Another leading killer, among IDPs and others, is HIV/AIDS. According to UNAIDS, Burundi is among the 15 countries most affected by the disease (ECOSOC, 27 June 2005). In 2006, a new policy of free medical care for all Burundian mothers and children swamped existing medical structures at first. Thanks to significant donor support to this initiative, however, crude mortality indicators then showed some improvement (Burundian MoH, December 2006).

IDPs who recently returned home have pressing needs as well. About 70 per cent of returning IDPs and refugees do not have houses or were returning to find their houses destroyed,

according to the UN High Commissioner for Refugees (OCHA, 2006). A study conducted by the Norwegian Refugee Council (NRC) found that returning IDPs in areas of Makamba Province – most of whom had returned home without assistance – needed physical protection, legal support, housing, water and education (NRC, September 2005).

Shortly after being elected, the new government abolished primary school fees. As a result, the 2005-2006 school year saw a 50 per cent increase in enrolment for first graders in all provinces, compared to the period 2004-2005; an estimated 150,000 children could not be integrated into the first year of school as a result (OCHA, 2006; UN, 30 November 2006). In order to ensure that displaced and other vulnerable children benefit from this measure, the extremely limited school capacities and shortage of teachers need to be addressed.

### **Land issues**

While the vast majority of IDPs in Burundi continue to access and cultivate their original land plots, unsolved land issues still complicate the return process of refugees and – to a lesser extent – of IDPs. The value of land has gone up following the improvement of security, and rich individuals have expanded the size or number of plots, while the land available to returning IDPs and refugees is getting less (Mbura Kamungi et al., June 2005). Many IDPs live on state-owned, private or church-owned property, and the status of the IDPs on these properties remains unclear. This has led to conflicts with the original owners (Delrue, August 2006). Conflicts for example occur when repatriated refugees find IDPs settled on their land, as was the case in Nyanza-Lac, Makamba Province, in 2005 (OCHA, 25 September 2005). In order to deal with land and property issues resulting from years of conflict, the Burundian government set up a National Land Commission in July 2006.

### **National response**

A Directorate General for Repatriation, Resettlement and Reintegration of Displaced and Repatriated Persons was created at the Ministry of National Solidarity, Human Rights and Gender in March 2006 (IDD, 3 June 2006). The Ministry also supervises PARESI, a UNHCR-financed project which provides basic housing and infrastructure to returning IDPs and refugees. In his inauguration address in 2005, President Nkurunziza underlined the challenge of accommodating the return of thousands of IDPs and refugees (IRIN, 29 August 2005). In February 2006, the Burundian government launched an emergency programme to cover post-war recovery needs for 2006, including the return or resettlement of IDPs (Government of Burundi, 28 February 2006). However, according to the UN Secretary-General, the plan lacks effective coordination and implementation, which partly explains the provision by donors of only 15 per cent of the required \$168 million (UNSC, 25 October 2006, “eight”).

### **International response**

The UN Resident Coordinator/ Humanitarian Coordinator for Burundi is responsible for ensuring a strategic and coordinated response to internal displacement in the country. OCHA is the focal point on IDP issues. In practice, most IDP-related activities undertaken by UN agencies and NGOs are integrated into general humanitarian programmes, including food security, health, psycho-social assistance, housing and education. Some programmes focus on return and reintegration. UNHCR built several thousand homes, schools and health centres in Cankuzo, Gitega and Ruyigi Provinces for returning refugees and some IDPs in 2006 (IRIN, 26 April 2006). In March 2006, UNDP launched an Integrated Action Plan for Reintegration in the five provinces receiving the bulk of repatriated persons. It focuses on war-affected persons, including IDPs

(UNDP, March 2006). NGOs like Ligue ITEKA, Search for Common Ground, Global Rights, Accord and NRC provide legal support and conflict mediation for IDPs and returning refugees to solve land issues in a peaceful way. These organisations also disseminate legal and procedural codes on land issues to community leaders, especially in Bururi, Makamba, Ruyigi and Muyinga Provinces (OCHA, 26 May 2005).

Since the beginning of the crisis in 1993, donors have appeared reluctant to provide funding to meet the needs of Burundians. The 2007 UN Consolidated Appeal is requesting close to \$132 million, and plans to focus on vulnerable groups, including IDPs. It remains to be seen whether it will be better funded than the previous appeal, which only received 47 per cent of the requested funding.

Another source of funding to improve the situation of IDPs and returnees should be the newly-created UN Peacebuilding Commission, which is planning to make \$25 million available to Burundi from its \$142 million fund (UN, 30 November 2006). Return of IDPs and refugees was specifically mentioned as one of the government's priorities in the plans it has been developing for this process, and seen as closely inter-linked with transitional justice, land reform and broader socio-economic recovery (UNHCR, December 2006).

(February 2007)

## **RÉSUMÉ DU PROFIL EN FRANÇAIS**

# CAUSES AND BACKGROUND

## Conflict and displacement: background and development

### **Ethnic background and pre-colonial times**

- Total population: 7.1 million
- Composite population comprising Hutu (85%), Tutsi (14%) and Batwa (1%)(colonial census)
- Numerous interrelations between the ethnic groups (marriage, language, common monarchy)
- The Batwa are most likely the most ancient ethnic group in Burundi but they are marginalized in Burundi society

“GEOGRAPHY: Landlocked in central Africa, bounded by Rwanda in the north, Tanzania to the east and south, and the vast Democratic Republic of Congo to the west. One of the smallest states on the African continent, Burundi covers 27,834 square kilometers (10,747 square miles).

- POPULATION: 7.1 million, of which around 85 percent are Hutu and 14 percent Tutsi. The remaining one percent of the population are pygmies called Twas. One of the most densely populated African countries.

- CAPITAL: Bujumbura (population 300,000)

- LANGUAGES: Kirundi (national), French (administrative), Swahili (local)

- RELIGION: Christian (70 percent); Animist (15 percent); Muslim (15 percent).” (AFP 25 February 2005)

"Burundi is situated in Central Africa, along Lake Tanganyika and shares borders with Rwanda, Tanzania and Zaire. [...] 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)

"La situation de la minorité twa mérite une attention particulière que malheureusement elle ne reçoit pas toujours. Les Twas sont sans doute le noyau le plus ancien de la population burundaise, comme dans d'autres pays des Grands Lacs; ils constituent aujourd'hui environ 1 % de la population. Cette minorité est la grande absente de tous les débats et recherche de solutions au Burundi alors qu'elle compte, proportionnellement autant de victimes en son sein en raison de la généralisation du conflit. Les Twas semblent être tenus à l'écart du développement économique, social et culturel alors qu'il leur est de plus en plus difficile de se livrer à leurs activités traditionnelles (poterie pour les femmes et chasse pour les hommes). " (CHR 19 March 2001, para. 100)

"[T]he situation of the Batwa in Burundi was noted as being slightly better than in the other countries. Bambaze said the Burundi Batwa were represented in the country's institutions and that an accord signed by political leaders in August in Pretoria, South Africa, stipulates that the Batwa be given three seats in the Senate and three in the National Assembly.

He said there were 200 Batwa students currently in secondary schools and six at the university level.

However, access to land is the problem that the Batwa in Burundi share with the others in the region, Kusimweray said. He said in some provinces, such as Bujumbura Rural and Bubanza, governors helped the Batwa to access land, but in other areas, the Batwa had to undergo a long process in accessing land." (IRIN 10 November 2004)

### **Colonial rule and military regimes (1899-1992)**

- 1962: Burundi becomes independent
- 25 years of a Tutsi dominated military dictatorship
- Massacres in 1965, 1967, 1972 and 1988
- The roots of the conflict lie in unequal distribution of economic resources and political power
- 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)

"Despite the popular conception of the conflict as a Hutu-Tutsi struggle, most scholars agree that the protracted conflict is structural in nature, though articulated in ethnic terms. The roots of the conflict lie in unequal distribution of economic resources and political power.' Governance practices by successive regimes galvanized political power and state control in the hands of a small elite group within the Tutsi community from particular parts of the country, who have since sustained their hold on power through repressive policies. Efforts by the Tutsi elite to retain political control and associated patronage networks, and violent counter-strategies of the Hutu political and armed groups have precipitated ethnic massacres and retaliatory radicalism marked by acts of genocide." (ACTS 30 September 2004)

### **Civil war and Peace Process in Burundi (1993-2006)**

- 1993: Assassination of elected President Ndadaye triggers large-scale inter-ethnic violence
- 1996: Coup installs President Buyoya; sanctions imposed by neighbouring countries
- Arusha Peace and Reconciliation Agreement for Burundi signed in August 2000
- The National Liberation Forces (FNL), finally signed a ceasefire agreement with the government in May 2005
- 2005 witnessed progress in the peace process and political transition in Burundi
- In February 2005, the new national constitution, which includes the power-sharing mechanisms agreed upon by Burundian political parties, was overwhelmingly endorsed by 90% of registered voters.
- Local, legislative and presidential elections was held in various phases by 19 August 2005
- Security sector has been profoundly restructured and the army is now ethnically balanced (2006)
- Old tensions between Hutu and Tutsi parties were eclipsed by new ones between predominantly Hutu parties – CNDDFDD and FRODEBU – whose bitter campaign rivalry was marred by violence (2006)
- The repatriation of refugees and returns of IDPs was on the agenda of meeting between government and FNL (June 2006)
- As of the end of 2006, the implementation of a comprehensive ceasefire agreement between the FNL and the government remained stalled

"The civil war begun in 1993 has killed an estimated 300,000 people.

In November 1976, Colonel Jean-Baptiste Bagaza, a Tutsi, was brought to power in a coup. He won the country's first presidential elections based on universal suffrage in 1984.



Bagaza was overthrown in 1987 and replaced by Pierre Buyoya, also a Tutsi.

Melchior Ndadaye, the first Hutu president, elected in June 1993, was assassinated on October 21 of the same year during a failed coup organized by Tutsi military officers.

His successor, Cyprien Ntaryamira -- another Hutu -- was killed in April 1994 at the same time as then Rwandan president Juvenal Habyarimana died under suspicious circumstances when his plane was shot down over Kigali, sparking the genocide of up to a million Tutsis and Hutu moderates in Rwanda.

Ntaryamira's successor, Sylvestre Ntibantunganya, also a Hutu, was overthrown in a non-violent coup in July 1996, and Buyoya returned to power.

In 1998, Buyoya reformed the constitution to create a transition government and began peace talks with Hutu and Tutsi opposition groups.

In August 2000 a peace agreement including a power-sharing deal was signed in Arusha, Tanzania, but the two main armed rebel groups refused to participate in the talks. Civil war continued to rage.

In November 2001, Buyoya took over as transitional leader for a period of 18 months, seconded by a Hutu vice-president whose signature is required on all presidential texts pertaining to security and the armed forces.

A 26-member power-sharing government was also sworn in to oversee the three-year transition. Buyoya was succeeded at the head of the transition government in May 2003 by his vice president Domitien Ndayizeye, who is seconded by a Tutsi, Alphonse Marie Kadage.

A ceasefire agreement was signed in December 2002 by the government and the main Hutu rebel movement, the Forces for the Defense of Democracy (FDD), which finally entered government in November 2003.

A second Hutu armed group, the National Liberation Forces (FNL), finally signed a ceasefire agreement with the government on May 15, but the details of how this be implemented have still not yet been resolved.

A new constitution was adopted at the end of February, aimed at bringing about a peaceful democracy and ending the reign of the Tutsie tribe in power. Opposition has been voiced only by Tutsis concerned at losing too much power." (AFP 1 June 2005, factfile)

"Elections in 2005 were the final chapter in the transitional process established by the Arusha Accords of 2000. In the intervening period a government including the Hutudominated Front for Democracy in Burundi (Frodebu), the Tutsi-dominated National Unity and Progress Party (Uprona), and a number of smaller parties ruled the country. In late 2003 this government signed the Pretoria Protocol making peace with the CNDDFDD and starting the process of integrating the former rebels into the army and the administration." (HRW 4 November 2005)

*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]*

"In elections held between June and August 2005, the voters of Burundi elected their first democratic government since 1993. This marked an end to the transitional government established by the Arusha Agreement in 2001. The mainly Hutu former rebels of the National Council for the Defense of Democracy-Forces for the Defense of Democracy (CNDD-FDD), led

by Pierre Nkurunziza, won a resounding victory and hold 58 per cent of the seats in parliament and 57 per cent in the communal councils, as well as twelve of the twenty government ministries. Nkurunziza was inaugurated as president on 26 August 2005.

The elections radically reconfigured politics. Old tensions between Hutu and Tutsi parties were eclipsed by new ones between predominantly Hutu parties – CNDDFDD and Front for Democracy in Burundi (FRODEBU) – whose bitter campaign rivalry was marred by violence. In the run-up to the elections, rebel forces were integrated into the national army, police and intelligence service. For the first time in Burundian history, these forces were ethnically balanced. Nkurunziza's government faced considerable challenges. Foremost was the process of transforming the CNDDFDD from a rebel movement into a democratic political party in power – one whose members had little civil administration experience. The government had to reconstruct an economy devastated by more than a decade of civil war and economic embargo, during which per capita income fell by 35 per cent and the number of people living below the poverty line doubled. During its first year it also had to deal with security problems in the capital and surrounding provinces caused by the remaining rebel group, the Palipehutu-FNL. Unfortunately, the government's response to these challenges has increasingly manifested itself in disregard for the rule of law." (ICG 30 November 2006)

**Agreement with the FNL:** "At the resumption of the negotiations on 5 June 2006, discussions were held in plenary. At the request of the Palipehutu/FNL, the talks were suspended on 8 June to resume the following day. The meeting then examined the following provisional agenda:

- history and ethnicity;
- ceasefire and reform/ transformation of the security forces;
- effective date of the ceasefire;
- immunity;
- repatriation of refugees and returns of IDPs;
- transformation of Palipehutu/FNL into a political party;
- translation of the documents into Kirundi, Kiswahili, French and English." (AU 19 June 2006)

"The signing on 7 September of a comprehensive ceasefire agreement by the Government and the last armed group, Palipehutu-Forces nationales de libération (FNL), marked a significant milestone in the peace process." (UNSC 25 October 2006, eight report)

"The implementation of the comprehensive ceasefire agreement remained stalled during the reporting period. The FNL leadership continued to demand that all FNL prisoners be released and that the Government grant provisional immunity for FNL elements as conditions for their leaders' return to Burundi. In the absence of FNL representatives, the joint verification and monitoring mechanism provided for in the agreement, although launched on 11 October [2006], did not convene." (UNSC 18 December 2006, para.2)

"The success of Burundi's transition to peace hinges on how its new government (elected in August 2005 and headed by former rebel leader Pierre Nkurunziza) and the international community deal with such post- displacement issues as land and property claims, reconciliation and transitional justice.

The link between displacement, return, reconciliation and successful transition towards a consolidated peace is frequently either underestimated or neglected by the international community." (Delrue August 2006)

For a comprehensive analysis of the political situation in Burundi, see Swiss Peace Foundation, 25 Oct 2006 FAST Country Risk Profile Burundi: Burundi's endangered transition [[Internet](#)]

See also IRIN, 2 February 2006, *Year in Brief: Burundi 2005 - A chronology of key events* [[External Link](#)]

Rapport du Président de la Commission sur la mise en œuvre de l'accord global de cessez-le-feu du 7 septembre 2006 entre le gouvernement de la République du Burundi et le Palipehutu-FNL, African Union, (AU), 8 November 2006, [[Internet](#)]

Secretary-General welcomes signing of Burundi ceasefire agreement, United Nations Secretary General, 8 September 2006 [[Internet](#)]

### **Progress in regard to the disarmament, demobilization and reintegration programme (2005-2006)**

- Reform of the security sector – particularly the military and the police – has been central to the conflict and its resolution because the security institutions have been historically responsible for large scale human rights abuses and widespread political repression
- About 5,000 UN peacekeepers were in Burundi from June 2004 to the end of 2006, to monitor the country's transition to democracy, with South Africa contributing the majority of troops.
- The new Burundian government saw the peacekeepers as an occupation force, one that should leave the country as soon as possible (2006)
- A new UN Integrated Office in Burundi (BINUB) will continue the process of peace consolidation and of coordinating the UN system's activities in Burundi for 2007
- Once deployed, the AU special task force would therefore be expected to assume the responsibilities that were allocated to ONUB under the ceasefire agreement with FNL (Dec 06)

"In Burundi, reform of the security sector – particularly the military and the police – has been central to the conflict and its resolution because the security institutions have been historically responsible for large scale human rights abuses and widespread political repression. The Arusha Peace and Reconciliation Agreement, signed in August 2000 by 17 political parties, the National Assembly and the government and the 2003 ceasefire agreement between the Government of Burundi and the principal rebel group, the Conseil national pour la défense de la démocratie – Forces de défense de la démocratie (CNDD-FDD), do include important provisions on the organization, structure, mandates and composition of postconflict security forces that will act professionally and apolitically, adhere to human rights norms, and provide defence and security to all Burundians.[...]

Although the Arusha Accords were signed in August 2000, the implementation of the security sector reform process they articulate was largely delayed until 2003, mainly because of continued warfare

throughout most of Burundi. Indeed, the most active rebel movements in the field were marginalized

throughout the Arusha negotiations and were thus not signatories to the Accord. Accordingly, it was not until the signing of a ceasefire between the government and the main rebel group – the CNDD-FDD – in 2003 that the reform process was set in motion. By July 2006, however, the reform of the defence and security forces had reached an advanced stage and had achieved most of its structural objectives (i.e. the integration of several armed groups into a single military and single police force), despite various financial- and material-related challenges.

The process of integrating the former rebel groups and the FAB into a new national defence force, the Forces de Défense Nationale (FDN), has been completed – largely to the satisfaction of the government and international donors – despite its late start due to disagreements on the definition of combatant and on the harmonization of rank between the rebel movements and the regular army.[...]

Despite this progress, a preliminary assessment of the reform of the FDN and the PNB and progress in the domain of social and economic reintegration and re-insertion of former combatants suggests that serious challenges remain in these critical areas. The local media frequently report human rights violations perpetrated by on-duty military or police or by demobilized combatants.” (ISS 13 October 2006)

“Acting under Chapter VII of the United Nations Charter, the Council unanimously adopted resolution 1602 (2005), according to which it also looked forward to receiving, by 15 November 2005, the Secretary-General’s recommendations on the role of the United Nations in supporting Burundi, including on the possible adjustment of ONUB’s mandate and force strength, in accordance with progress made on the ground. Also anticipated by the Council was the Secretary-General’s detailed proposal for the establishment of an international support mechanism during the post-transitional period in Burundi.” (UNSC 31 May 2005)

“Progress in regard to the disarmament, demobilization and reintegration programme has been made. Since December 2004, the United Nations Operation in Burundi (ONUB) has disarmed and demobilized over 9,600 former combatants, including 3,000 child soldiers, from the Burundian armed forces and opposition political parties and movements. They are due to join the National Defence Force, the police force or return to civilian life. Although progress is real, it is recalled that the disarmament, demobilization and reintegration programme is scheduled to run for four years, with the objective of forming an initial 45,000-member National Defence Force, which would be gradually reduced to 25,000 troops. In this context, continued international support for security-sector reform remains critical. The reduction of the amount of arms in circulation in Burundi (including an estimated 300,000 guns) is also a prerequisite for the sustained pacification of the country.” (ECOSOC 27 June 2005)

“The new Burundian government saw ONUB as an occupation force, one that should leave the country as soon as possible. This perception was aggravated by two unfortunate choices made by leaders of the UN mission: to support Frodebu and former President Ndayizeye during the electoral campaign and proposing to coordinate the transition from humanitarian aid to development through a “Partners Council” deliberating without the government.” (Tufts University 30 July 2006)

“Meanwhile, as delays in the start of the disarmament, demobilization and reintegration of FNL combatants have continued, criminal activities against the population, reportedly committed by FNL combatants, have increased since late October. Skirmishes between the national security forces and alleged FNL combatants and detentions of FNL elements and supporters have reportedly resumed in the north-western provinces. FNL recruitment, including of youths, has also been reported, particularly in Bubanza and Bujumbura Rural provinces.[...]

Once deployed, the AU special task force would therefore be expected to assume the responsibilities that were allocated to ONUB under the ceasefire agreement, namely: (a) protection of designated assembly areas for FNL combatants; (b) provision of engineering, logistical and administrative support for the establishment of the assembly areas; (c) disarmament of combatants; (d) storage of weapons collected from the disarmament process and their subsequent destruction; (e) transportation of disarmed FNL combatants from assembly areas to the designated demobilization centre or integration facilities of the National Defence Forces; and (f) protection of the demobilization centres. [...]

Further delays in the agreement's implementation, in particular the disarmament, demobilization and reintegration of FNL combatants, are likely to lead to more friction between these combatants and the population and the national security services. In addition, there was an increase in localized conflicts involving the small FNL faction led by Jean Bosco Sindaigaya, which did not sign the ceasefire agreement." (UNSC 18 December 2006)

"A new United Nations Integrated Office in Burundi (BINUB), authorized by Security Council resolution 1719 earlier this year, will continue the process of peace consolidation and be in charge of coordinating the United Nations system's activities in Burundi for an initial period of one year." (DPKO 20 December 2006)

*See also:*

Institute for Security Studies (ISS), 31 Aug 2006

A technical analysis of disarmament, demobilisation and reintegration - a case study from Burundi [[Internet](#)]

United Nations Security Council, 25 Oct 2006

Security Council establishes Integrated United Nations Office in Burundi to assist country in efforts towards long-term peace, stability, resolution 1719 (2006) adopted unanimously [[Internet](#)]

### **Peacebuilding Commission and Burundi (2006)**

"Significant progress has been made in the establishment of peacebuilding coordination mechanisms between the Government and the United Nations. On 7 November, the Government created an Inter-Ministerial Peacebuilding Steering Committee, which will work with the United Nations, within the framework of an initial joint mechanism, in preparing the December meeting of the Peacebuilding

Commission and the peacebuilding priority plan to be submitted to the Peacebuilding Fund. The inaugural meeting of the Government-United Nations joint mechanism was held on 16 November [2006], followed by several sessions at the policy and working levels. As a result, a common understanding was reached on the steps to be taken by the Government, with United Nations support, to secure resources from the Peacebuilding Fund. Progress was also made in developing the Government's presentation to the December meeting of the Peacebuilding Commission. The mission of the Peacebuilding Support Office to Burundi in mid-November [2006] and the meetings it had with the United Nations and the Government's Inter-Ministerial Steering Committee contributed significantly to this process." (UNSC 18 December 2006, para.22)

*See also:*

United Nations Department of Public Information (DPI), 12 Dec 2006

Peacebuilding Commission holds day-long discussion on Burundi, agrees on fund's use to bolster government's priority plan [[Internet](#)]

United Nations General Assembly, 13 Oct 2006

Challenges facing Burundi, requiring international help, indicated at country-specific meetings of Peacebuilding Commission [[Internet](#)]

### **Burundi government signs Nairobi pact including protocol on IDPs (December 2006)**

“With the signing of the Nairobi pact this Friday December 15 2006 by DRC, Angola, Burundi, Central African Republic, Republic of Congo, Kenya, Rwanda, Sudan, Tanzania, Uganda and Zambia, it paves the way for security, stability and development in the region, after years of conflict.

Many African state leaders, including DRC president Joseph Kabila were in Nairobi Kenya for the two day summit that will go a long way to bringing the region out of the vicious cycle of humanitarian disaster, poverty, and repeated conflict.[...]

The Great Lakes pact includes a \$225 million security action plan to disarm rebel groups in Eastern DRC, and along border areas in Sudan, Kenya and Uganda.[...]

Ms. Besida Tonwe, the Head of United Nations Office for the Coordination of Humanitarian Affairs (OCHA), in Central and East Africa, said that the conference was a long process of consultations in helping the Great Lakes Region to reconcile, rehabilitate, and reconstruct their societies in a politically delicate process.

‘It is also a process which in the future will continue to require financial support from the donor community and coherent assistance from the humanitarian community. It is now of utmost importance that there is a follow-up on the national implementation of the legal protocols adopted with the pact,’ she said.

‘The three protocols on humanitarian and social issues addressing sexual violence against women and children, property rights of returning persons, and the protection of Internally Displaced Persons (IDPs), are of the utmost importance,’ she concluded.” (MONUC 18 December 2006)

“The Pact is a culmination of more than four years of regional negotiations among States. It contains a package of measures which promises to enhance the lives of the forcibly displaced, including a regional protocol on protection and assistance for internally displaced, which when signed, will be the first legally binding regional instrument specifically dealing with IDPs anywhere in the world. A regional protocol on property rights of returning populations, and protocols which address some of the root causes of flight in the Great Lakes are also key elements of the Pact.” (IDMC 14 December 2006)

### **Arusha Accords: Challenges of implementing Protocol IV (2005)**

- Protocol IV is divided into three chapters that focus on the rehabilitation and resettlement of sinistrés, physical and political reconstruction and, finally, economic and social development

“Aside from calling for a cessation to violent conflict, the Arusha Accords [Arusha Peace and Reconciliation Agreement for Burundi, 28 August 2000]. provide comprehensive recommendations for stabilising and rehabilitating a highly polarised Burundian nation. The agreement is composed of five protocols each dedicated to a particular theme intended to move the process from peace-making to peace-building. These themes consist of an outline of the nature of the conflict; democracy and good governance; peace and security; reconstruction and development; and guarantees on the implementation of the agreement.

Importantly, the accords acknowledge that the Burundian ‘conflict is fundamentally political, with extremely important ethnic dimensions... and stems from a struggle by the political class to accede to and/or remain in power.’

Protocol IV is divided into three chapters that focus on the rehabilitation and resettlement of sinistrés, physical and political reconstruction and, finally, economic and social development. It is therefore the 'litmus test' against which the performance of the transitional government (and other actors) as it relates to Arusha's recommendations can be assessed.

### **Rehabilitation and Resettlement of Refugees and Sinistrés**

The main conclusion and recommendations of Protocol IV states that:

'Through the Burundi Peace Negotiations at Arusha it has been possible to assess how seriously the political and ethnic crisis that has torn Burundi apart since independence has affected Burundian society. Hundreds of thousands of Burundians are refugees, some of them for more than 25 years.

Hundreds of thousands more are forced to live in camps where conditions are appalling.... All Burundians are aware that a lasting peace is impossible so long as a definitive solution is not found to the problem of refugees and sinistrés. Likewise, peace is impossible so long as the country's wealth is not shared equitably. Burundi cannot help the sinistrés rebuild destroyed property and restore its economy without the assistance of the international community.'" (ISS 27 May 2005)

### **IDPs in northern Provinces fled to Rwanda and became refugees (2005)**

- Most families who left the Northern provinces are of Tutsi and Batwa origin

"The northern provinces also witnessed the departure of approximately 7,700 Burundians to Rwanda. The population movement, which originated mostly from the provinces of Kirundo, Muyinga and Ngozi, started in the third quarter of 2004 and continued in 2005. Some 3,400 people from the same provinces also moved southeast. Although seasonal migrations across the Burundian-Rwandan border and from northern to southern areas in Burundi are common, the movements registered in 2004-2005 occurred outside the seasonal cycles and were surrounded by rumours related to alleged political pressure and inter-ethnic tensions. [Note: Most families who left the Northern provinces are of Tutsi and Batwa origin.] These internal and cross-border movements tended to peak around the key dates of the 2005 election and political transition calendar, which acted as immediate triggering factors. However, a series of rapid assessments showed that other factors were related to loss of crops and household assets, rising household food insecurity, and difficulties in the process of social and economic reinsertion. The majority of the people who left their homes were IDPs and young families repatriated from Tanzania in 2004." (OCHA, 2006, p9)

### **The UN concluded that there was a strong indication that the FLN had not acted alone in the massacre of Congolese refugees (2004-2005)**

- One year after the Gatumba massacre, those responsible remain free

"The FNL claimed responsibility for a massacre in August of 160 Congolese Tutsi refugees at Gatumba transit camp on the Burundi side of the border with the DRC. The UN is continuing to investigate whether armed groups on the DRC side of the border, which are aligned to FNL, also took part." (IRIN 5 Jan 2005)

“As requested by the Security Council by its presidential statement of 15 August 2004 (S/PRST/2004/30), ONUB, the United Nations Organization Mission in the Democratic Republic of the Congo and the Office of the United Nations High Commissioner for Human Rights conducted a joint investigation into the massacre on 13 August of 152 Congolese refugees at the Gatumba refugee camp, located close to the border with the Democratic Republic of the Congo. The results of the investigation were transmitted to the Council by my letter to the President of the Council dated 15 October (S/2004/821). Despite extensive investigation, there is no clear evidence of who organized, carried out and financed that gross atrocity. The FNL (Rwasa) claim of responsibility has been supported by witness statements and led United Nations investigators to believe that the group did, indeed, participate in the attack. There is however, a strong indication that FNL (Rwasa) did not act alone. Unfortunately, the dearth of verifiable information and limited cooperation by the Burundian authorities hampered the formulation of a definitive report. A national investigation is still ongoing.” (UNSC 15 November 2004)

“On the anniversary of the Gatumba massacre, which took place in August 2004, Amnesty International calls on the forthcoming government of Burundi and the international community to ensure that those responsible are brought to justice.

‘The new government should undertake to set up an independent and impartial body to investigate this and other massacres and those found to be responsible should be held to account,’ Amnesty International said today.

During the night of 13 August 2004, the refugee camp of Gatumba, located near the Congolese border, was attacked by an armed group. More than 160 Congolese refugees, predominantly children and women members of the Banyamulenge ethnic group from South Kivu in the Democratic Republic of the Congo, (DRC), were deliberately and systematically killed. On 14 August, the Palipehutu-FNL (Parti pour la libération du peuple hutu -- Forces nationales de libération) claimed responsibility for the killings. The same day, the governments of Burundi and Rwanda and delegates of the Banyamulenge communities accused Congolese and Rwandese armed political groups based in the DRC of involvement in the massacre. According to UN investigators, evidence of the presence of 'other groups' was credible, but they were not able to categorically identify them.

Human rights organizations and the United Nations have strongly condemned this massacre and called for an independent, impartial and comprehensive investigation. Given the alleged involvement of armed political groups based in the DRC, there was concern that the killing could lead to a military intervention in the DRC by Burundi and Rwanda. Such an intervention could have led to further human rights abuses in the DRC.

Since then, the Office of the United Nations High Commissioner for Refugees and the Burundian authorities have moved a few refugees to the Mwaro province, farther away from the border, others have returned to the DRC, while many others have moved to Bujumbura. So far, despite the indication from the Burundian Minister of Justice that the national investigation into the Gatumba massacre was completed, the United Nations Operations in Burundi stressed in a recent statement that, 'no investigation report has been issued by the government [of Burundi] and the authors of the attack remain free'." (AI 18 August 2005)

*See also United Nations Operation in Burundi (ONUB), 13 Aug 2005  
Burundi: Statement on the anniversary of the Gatumba massacre [[Internet](#)]*

## **Causes of displacement**

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**A chronology of population movements: A review by the United Nations Resident Coordinator (1998)**

Chronology of Population Movements	
1972	An estimated 200,000 Burundians flee from progroms and communal violence; many seek refuge in Tanzania, where most remain to this day.
1993	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.
1994-1996	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.
1996-1997	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.
1996-1997	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 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 than 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)

## **Government resorted twice to "Regroupment" policy (1996-2000)**

- 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
- Since September 1999, over 350,000 people were forcibly moved by government forces to 53 regroupment camps to deprive insurgent groups of local support
- Government explained that regroupment camps were established to protect civilians from the rebels
- Dismantlement of regroupment camps was precondition to peace negotiations and camps were dismantled by mid-2000

### ***First "regroupment" (1996-1998)***

"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. [...]"

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. " (United Nations Resident Coordinator System in Burundi 1998, p. 7)

### ***Renewed Regroupment (1999-2000)***

"In July and August 1999, the rebels launched increasingly frequent and damaging raids in and around Bujumbura, killing dozens of civilians as well as some soldiers. The army retaliated with

attacks that killed more than one hundred civilians as well as combatants and the government tightened an existing curfew. These measures failed to satisfy Tutsi extremists in Bujumbura who demanded more drastic action to protect the city and to repress the rebellion. With rumors circulating of a possible coup and of violence being organized by extremists, the government decided to impose a policy of regroupment on most of Bujumbura-rural, particularly on areas inhabited largely by Hutu and near the city." (HRW June 2000, "Regrouping")

"In mid-1999, it [the government] had revived the regroupment policy in parts of southeastern Burundi before deciding to extend it to the area of the capital in September." (HRW June 2000, "Regrouping")

"The Tutsi-dominated government of Burundi, combating rebellions among the Hutu majority, began forcing civilians in the area around the capital into so-called "protection sites" or "regroupment camps" beginning in late September 1999. Burundian authorities claimed the measure was intended to protect the civilians, most of them Hutu, from attack by the rebel National Liberation Forces (Forces Nationales pour la Libération, FNL) who were becoming increasingly well-entrenched in the area. In fact, they meant to deprive the FNL of support from local people who helped them, sometimes willingly, sometimes under duress. By removing civilian support, the authorities hoped to isolate the FNL and thus reduce its increasingly frequent attacks on the capital. They hoped also to quiet Tutsi extremists who accused them of weakness in confronting the rebel threat." (HRW June 2000, "Summary")

"By the end of 1999, authorities had obliged some 80 percent of the population of the province of Bujumbura-rural-some 350,000 people-to live in fifty-three camps. Although regroupment helped reduce attacks on the capital city, rebels remained firmly established in rural areas. They simply shifted from one place to another when attacked by the army, which had insufficient troops available to control the whole region at the same time. Rebels continued to live off the crops of local people and even to inhabit the houses of those forced to live in the camps. (HRW June 2000, "Summary")

#### ***Dismantlement of regroupment camps (2000)***

"Government authorities argued that the camps were a temporary measure to protect civilians from attack and deprive rebel groups of food and lodging in rural areas. Burundian officials urged international humanitarian organizations to provide food, water, sanitation, and medical care to the sites. Burundian President Pierre Buyoya visited several sites in October [1999] and stated that conditions there were better than portrayed by aid agencies. The regroupment camps were 'no dramatic situation,' he assured." (USCR 2000, "Regroupment")

"The international community severely criticized the policy of regroupment. In January 2000, the Burundian government promised to begin closing the camps but it made little progress in doing so until early June. At that time, rebel leaders made closing the camps a precondition for peace negotiations and former South African President Nelson Mandela, facilitator for the negotiations, condemned the regroupment sites as 'concentration camps.' Under this pressure, President Pierre Buyoya agreed that everyone in the camps would be allowed to return home by the end of July." (HRW June 2000, "Summary")

#### **Night commuting in three provinces (2005-2006)**

- Thousands of families in Bujumbura Rural and Bubanza commuted at night in order to sleep near government or military facilities

- Ceasefire agreement between FNL and Burundian government put an end to night displacement

“Displacement continues unabated in Bujumbura Rural, Bubanza and Cibitoke province. In some communes of Bujumbura Rural Province, families fearing for their lives leave their houses at night seeking safe hiding place. In Musigati Commune (Bubanza Province), every evening, families from Masare and Ruvyimvya areas are obliged to seek refuge in Musigati Town centre. Meanwhile, a hundred families from Mpishi and Kanazi areas have been displaced to Musigati for several weeks now.” (OCHA 14 August 2005)

“Thousands of families continued to commute at night in order to sleep near facilities of provincial or communal authorities or went to stay near military facilities. The most affected communes were Nyabiraba, Mtambu, Kanyosha, Mubimbi in Bujumbura Rural and Rugazi and Musigati in Bubanza.” (OCHA 11 December 2005)

“Further to looting perpetrated by FNL rebels from their hide-out in the Kibira forest, night displacements to the nearest military position have resumed in this area.” (OCHA 23 July 2006)

“On 7 September 2006 the Government of Burundi and the Palipehutu-FNL rebel movement signed a comprehensive ceasefire agreement in Dar-es-Salaam. It was scheduled to enter into force within 72 hours after signing, i.e. on 10 September. If adhered to, the ceasefire agreement will lead to a significant improvement of the humanitarian situation and protection of civilians in the provinces of Bujumbura-Rural, Bubanza and Cibitoke. Most importantly, it would put an end to night displacement in parts of said provinces.” (OCHA 10 September 2006)

### **Fighting between FNL and army displaced thousands in Bujumbura Rural (2004-2006)**

- Total population of several sub-counties, up to 20,000 people fled following battle between the forces nationales de liberation (FNL) and the army (2004)
- FNL is the only rebel group which has not made peace with the government
- Population displacement reduced in 2005 compared to 2003-2004
- Little population displacement in 2006, but the populations of Cibitoke, Bubanza and Bujumbura Rural, have suffered armed attacks, looting and destruction of homes, property and livestock at the hands of FNL

“Population displacement due to insecurity and armed conflict reduced markedly in the first months of the year and as compared to the period 2003-2004. Populations in the province of Bujumbura rural, where recurrent waves of displacement had taken place throughout 2004, are gradually resettling and returning to zones of origin and no sizeable population movements were registered in the first semester of the year.” (OCHA 23 June 2005)

“Fresh fighting between a rebel movement headed by Agathon Rwasa and the regular army has displaced thousands of people in Bujumbura Rural Province, a local administrator said.

The administrator of Kanyosha Commune in Bujumbura Rural, Ernest Ndabakeneye, told IRIN Wednesday that the entire population of the Muyira and Ruyaga sub-counties had fled their homes following Monday's battle between the forces of the Forces nationales de liberation (FNL) and the army.

He said panic-stricken residents of Mboza, Buzige, and Busumba in Ruyaga sub-county also fled their villages and sought refuge at Kanyosha town, the administrative centre of Kanyosha Commune.

Residents of Muyira sub-county also fled to Buhonga and Muyira centres. "I don't have the exact number but the total population that fled in the two sub-counties might near 20,000," Ndobakeneye said.

The governor of Bujumbura Rural, Ignace Ntawembarira, had earlier said that all residents from areas neighbouring Nyabiraba Commune who had fled had since returned home.

Wednesday's fighting in neighbouring Kabezi Commune has, however, provoked a new wave of displacement. The administrator of Kabezi, Felicien Ntahombaye, told IRIN that the FNL attacked Wednesday military positions near Kabezi town, Masama and Mubone. He said two people were killed and four wounded.

Local residents fled to Kabezi centre and Mutambu Commune, to the east. Ntahombaye said local officials were trying to persuade the displaced to return home because the fighting had subsided.

This new displacement adds to the 10,000 other people who recently fled Muhuta Commune. Humanitarian actors in Bujumbura, the Burundi capital, said a joint evaluation of the situation carried out on 19 February found some 2,666 families in desperate need of food aid.[...]

The administrator of Isale Commune, Severin Bagorikunda, told IRIN that 256 households, about 1,080 people, from Mbale in Nyabiraba Commune, who had taken refuge in neighbouring Isale had been without assistance for almost four months now." (IRIN 26 Feb 04)

"Thousands of civilians have been displaced following fierce fighting on Saturday in Burundi's western province of Bujumbura Rural.

The internally displaced persons (IDPs) have not received aid, the governor of the province, Ignace Ntawembarira, said.

Fighting was reported in the communes of Isale, Nyabiraba and Kanyosha, east of the capital, Bujumbura, between the rebel faction Forces nationales de libération (FNL) of Agathon Rwasa, and a coalition of the Burundian army and troops loyal to Pierre Nkurunziza, leader of the former largest rebel faction in the country, the Conseil national pour la defense de la democratie-Forces de defense pour la democratie (CNDD-FDD)." (IRIN 4 Jan 05)

"At least one civilian was killed and nine wounded as Burundi's last active Hutu rebel group stepped up attacks north of the capital after the army claimed killing 17 guerrillas at the weekend, officials said Monday.

In a three-pronged attack north of the capital late Sunday, the National Liberation Forces (FNL) also looted and burned houses, struck a military position and ambushed vehicles sending thousands of villagers fleeing, the officials said.

Army spokesman Adolphe Manirakiza said the four-hour attack on Matongo locality, some 100 kilometres (62 miles) north of Bujumbura, came after government troops killed 17 FNL members in two clashes near the capital.

Matongo administrator Epimaque Manirakiza said the rebels, who have expanded operations from their traditional strongholds immediately west and south of Bujumbura in recent months, appeared to be acting in concerted fashion.

The FNL has continued to launch attacks in and around the capital and is now active in nine provinces despite a nominal May [2005] ceasefire with Burundi's former government, a transitional administration replaced last month after elections." (AFP 3 October 2005)

"Burundi rebels have fired mortars at the capital Bujumbura, injuring one person, in the third such attack since peace talks with the government began in Tanzania, the army and witnesses said on Monday. The Forces for National Liberation (FNL) -- the only remaining rebel group from the tiny central African nation's civil war -- fired about five mortar shells from hills outside the capital late on Sunday night." (Reuters Foundation 24 July 2006)

"Clashes were reported between the National Defence Forces (FDN) and FNL rebels as the latter launched an attack on Rugeyo area, in Ntamba (Musigati) in order to loot during the night of 13 to 14 July. This attack caused the death of 3 persons, 7 others wounded, livestock and household goods were stolen. On 10 July, one person from Kiziba in Matongo (Kayanza) was killed and several households looted by alleged FNL rebels from the Kibira forest." (OCHA 16 July 2006)

"In the period under review [August 2005-September 2006], the security situation was characterized by renewed clashes between FDN and FNL, mainly in the north-western provinces of Cibitoke, Bubanza and Bujumbura Rural. The populations of these provinces have suffered armed attacks, looting and destruction of homes, property and livestock at the hands of FNL. In 2006, 107 cases of attacks and looting by FNL were reported." (UNSC 27 October 2006)

### **Fighting between government and FLN troops causes the displacement of thousands in Bubanza Province (2005-2006)**

"An estimated 23,000 people have fled their homes in the last week in the western Burundi's Bubanza Province because of fighting between government soldiers and rebels of the Forces nationales de liberation (FNL), a provincial official said on Tuesday.

'Many of the displaced people have been without food for more than a week,' Fidèle Niyongabo, the communal administrator of Mpanda, told IRIN.

He said fighting occurred again there on Tuesday.

Many of displaced people are in the villages of Musenyi, Gahwazi, Nyamabere and Gifugwe in Mpanda Commune near the border with the Democratic Republic of Congo. Some have taken refuge with other families, he said.

However, other IDPs are living under trees. 'They can be seen everywhere,' Niyongabo said. 'They are drinking water that may be unclean.'" (IRIN 14 June 2005)

"Depuis que des combats opposent les rebelles du Palipehutu-Fnl aux éléments de la Force de Défense Nationale dans la commune Musigati, province Bubanza, la population de la zone Musigati surtout des collines Naruzuri et Mpishe a fui ces zones de combats pour se réfugier à la paroisse de Musigati. Environ 800 ménages viennent d' y passer à peu près un mois.

Quant à la population de Muyebe, une zone de Musigati, elle a fui depuis deux mois. Elle s'est réfugiée au centre de Santé et à la position militaire de Muyebe. Ils sont à peu près 1600 ménages. Toutes ces personnes déplacées n'ont pas encore d'aide alimentaire et elles ont faim." (ITEKA 24 August 2005)

"[T]he persistent insecurity in Bubanza Province continues to affect the population of Musigati despite reduced fighting. Hundreds of families from Muyebe area still gather in safer areas including health centres, schools) overnight. Meanwhile, displaced families who had sought refuge in Musigati parish have returned to their collines of origin. The priority is to ensure smooth distribution of seeds (FAO) and seeds protection rations (WFP) in the coming weeks. OCHA has conducted a field mission (1 September) to assess the needs of these persons who are affected by the ongoing fighting between the national defence force and Palipehutu-FNL, the last rebel movement." (OCHA 1 September 2005)

« Des groupes armés et des combattants du Palipehutu-Fnl mènent des attaques contre des civils dans certaines communes de la province de Bubanza frontalières des réserves de la Kibira et de la Rukoko.

Du vendredi 4 Août 2006 jusqu' au lundi 7 août 2006, des attaques armées ont été signalées dans les communes de Musigati, Mpanda et Gihanga. » (ITEKA 9 August 2006)

### **Famine in north and east causes internal displacement (2005-2006)**

- Many of the people who flee due to food insecurity are newly repatriated refugees

"[R]esidents of Northern provinces continue to flee inside and outside Burundi due to food insecurity. As of 14 January [2005], a joint visit conducted by OCHA Ruyigi sub office and the provincial administration authorities confirmed the presence in Kabuyenge IDP site, in Gisuru Commune, of 63 families who fled Busoni and Bugabira communes (Kirundo Province) in search of food. OCHA, in collaboration with the administration authorities convened a meeting with humanitarian actors in the province to discuss an emergency response." (OCHA 16 January 2005)

"Cycles of drought periods, loss of staple crops, poor yields during three consecutive agriculture seasons and fragile nutritional conditions were particularly important in the northern Burundian provinces, which were also affected by waves of population movements both internal and across the border into Rwanda." (OCHA 23 June 2005)

"Despite food aid distributed by WFP and partners, the food security situation remains disconcerting mainly in Northern and Eastern provinces. Continuous internal and cross-border displacement of the population continues to be part of the coping strategies. Around 7,900 Burundian asylum seekers were reported in Tanzania. Meanwhile, 131 internally displaced persons were registered in Cankuzo coming from Kirundo. However, many more internal movements remain unrecorded." (OCHA 5 March 2005)

"La plupart de ces migrants sont de nouveaux rapatriés qui n'ont pas eu où s'installer. Ils sont en train de migrer à la quête de quoi manger. Malheureusement, la population de la province de Cankuzo a également faim et ne peut pas les aider. Les prix des vivres montent chaque jour." (ITEKA 21 February 2006)



## **Other causes of displacement**

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### **Some 23,000 displaced after days of heavy rainfall (January 2007)**

"Thousands of people in northwestern Burundi, displaced after days of heavy rainfall, urgently need relief aid, officials said on Monday.

"The rains have rendered more than 3,000 residents homeless," said Prosper Banzambe, the chief of Gatumba Zone, one of the affected areas in Mitumbuzi Commune, Bujumbura Rural Province.

He said the displaced, some of whom had sought shelter in a local church, needed food and other non-food aid such as blankets, jerry cans, soap and mosquito nets.

The rains, which pounded the area at the weekend, destroyed at least 500 homes. The flooding of the nearby River Kiziba contributed to the houses' collapse.

Banzambe expressed concern that the continuing rains could cause more damage in Gatumba and appealed for a temporary shelter for the displaced.

He urged humanitarian organisations to help the displaced, saying the local administration was unable to "adequately meet their needs".[...]

On 4 January [2007], the government set up a national solidarity fund to support people affected by floods in seven provinces. In a decree, President Pierre Nkurunziza declared the provinces of Kayanza in the north, Muramvya and Karuzi in the central part of the country, Ruyigi in the east, and Bubanza and Cibitoke in the northwest, as "hunger-stricken following floods".

He also announced the establishment of the solidarity fund, to which every Burundian must contribute for four months from the end of January." (IRIN 15 January 2007)

"Heavy rains pounding Burundi's capital and outlying areas have killed at least four people and left about 23,000 homeless since the downpours began last month, officials said Tuesday.

They said the situation was "catastrophic" after the floods destroyed farmlands, sparking fears of food shortages and disease outbreaks in the tiny central African nation emerging from more than a decade of civil strife." (AFP 16 January 2007)

# POPULATION FIGURES AND PROFILE

## Global figures

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### Some 100,000 IDPs in Burundi (2006)

***Both in mid-2006 and at the end of the year, OCHA estimated that there were some 100,000 IDPs in sites (camps) in Burundi. These estimates are based on the 2005 internally displaced persons (IDP) survey and visits to IDP sites*** (OCHA, 18 July 2006, p11; OCHA, 30 November 2006, p1).

***To view the 2005 IDP survey, see reference below***

### Latest survey say that 117,000 IDPs remain in camps (2005)

- About 58% of the total IDP population in Burundi concentrates in the northern and central provinces of Gitega, Muyinga, Ngozi, Kayanza and Kirundo
- Half of households in the North and Center are headed by women, many of whom are over 60 years old
- 30 camps have been dismantled since 2004

“The national IDP Survey conducted by the Office for the Coordination of Humanitarian Affairs (OCHA) in February-May 2005 showed that the total population of IDPs living in sites has decreased from 145,034 in mid 2004 to 116,799 people in 2005. The total number of IDP sites also from 170 to 160 during the same period. These overall results confirm the trends of return to zones of origin that had started in early 2004.

Survey findings also pointed to a continuous trend of return in southern and southeastern Burundi, while IDPs living in sites in the northern and central provinces prefer to stay at the displacement site.

At present, about 58% of the total IDP population in Burundi concentrates in the northern and central provinces of Gitega, Muyinga, Ngozi, Kayanza and Kirundo. In these cases, the influence of the conflict and the 1993 crisis in Burundi combined with a general feeling of uncertainty and insecurity regarding the ongoing political transition in the country appears to be important factors influencing families' decision to remain at the IDP site. Moreover, some of these families have lived for more than 10 years under conditions of displacement, thus developing new social, family and economic ties in the areas/sites for the displaced. On the other hand, the different conditions under which most of the people were displaced in the southern regions, as a result of the 1998 crisis, and the more ready access to land in these areas has facilitated a more rapid return to zones of origin.” (OCHA 23 June 2005, p7)

« Partant des données statistiques issues de l'enquête 2005 sur l'ensemble des ménages déplacés sur site, il ressort que le nombre total est de 116.799 personnes, réparties sur 160 sites à travers tout le territoire. D'importantes disparités régionales s'observent en ce qui concerne les proportions de femmes chefs de ménage. En effet la moitié des ménages vivant dans les provinces du Centre et du Nord sont dirigés par des femmes. Et sur l'ensemble de la tranche

d'âge des plus de 60 ans, les femmes chefs de ménage représentent à elles seules les 2/3, ce qui révèle un profil de vulnérabilité particulier.

Les indicateurs socio-économiques tels la profession du déplacé par son activité principale et l'accès à la terre dégagent que la population des déplacés sur site est essentiellement agricole (91%). Les déplacés ont accès à leurs anciennes propriétés (74%) et continuent de les exploiter à partir des sites.

Les résultats des travaux d'entretiens corroborent les données statistiques 2005 quant à la perception des causes d'insécurité. Malgré l'accalmie consécutive à la signature des accords de cessez-le-feu, les déplacés du Nord et du Centre restent méfiants, et manifestent la peur de leurs anciens voisins. Par contre, dans les régions du Sud et Est, depuis que les groupes armés ont cessé les combats, les problèmes d'insécurité ne se posent pas avec la même acuité. La situation de maintien sur site témoigne en effet du climat de méfiance et d'incertitude des déplacés. Elle est aussi motivée dans certains endroits par des opportunités économiques offertes par l'emplacement ainsi que par un meilleur accès aux services sociaux de base et aux infrastructures.[...]

30 des sites qui existaient au moment de l'enquête 2004 ont depuis lors été démantelés, particulièrement sur la province de Makamba (17 sites sur les 28 que compte la province). Parallèlement, 21 sites additionnels ont été recensés cette année. Ces derniers n'avaient pas fait l'objet de l'enquête de 2004 en raison des contraintes de sécurité (accès) et par le fait que certains sites de déplacés n'étaient pas reconnus comme tels par l'administration en 2004. » (OCHA 26 May 2005, pp3, 8)

### **Sharp decrease of number of IDPs: approximately 170,000 in and outside camps (Nov 2004)**

- Decrease of IDP population in sites from 281,628 in 2002 to 145,034 in 2004
- An additional 30,000 to 40,000 were temporarily displaced every month as of late 2004

“The IDP population has decreased dramatically from 281,628 displaced persons living in 230 sites in 2002 to 145,034 persons in 170 sites in 2004. In other words, half of the IDP population returned to their zones of origin within this two-year period, with the most accelerated rate of return taking place between late 2003 and early 2004 following significant improvements in the political and security situation in the country.

Of the total of 145,034 IDPs living in sites in Burundi today, two-thirds are located in only four provinces: Makamba (49,738 persons), Gitega (19,005 persons), Kayanza (14,613 persons) and Bujumbura Rural (10,618 persons). The size of individual IDP sites is relatively small, with three-quarters of all sites having fewer than 1,000 persons. The greatest concentration of IDPs remaining in sites is in the northern and central regions.

The greatest number/rate of IDPs that have returned to their homes of origin is in the provinces of Bururi, Makamba, Muramvya, Ngozi and Rutana. Some 57% of IDP households express a willingness to return to their homes of origin. In general, the willingness to return is much more prominent in southern and eastern provinces. Some 40% households prefer to remain definitively in the site where they are currently living; a tendency that is much more prominent in northern and central provinces. The balance of 3% of IDP households desires to be resettled elsewhere.” (UN OCHA August 2004)

“As the conflict has extended over time, the humanitarian space has shrunk, most notably due to constant insecurity and limited access. Since the last months of 2003, the conflict has affected almost all provincial communes and led to successive waves of population displacement. Eight out of the ten provincial communes have been affected by temporary displacement ranging from days to several months, with the communes of Isale, Kabezi, Muhuta, Mutambu and the Kanyosha area of Bujumbura city bearing the brunt of the conflict. Because military operations have taken place more than once in the same area, people have been displaced recurrently and numbers can only be estimated by month. On the basis of regular assessments conducted by the Office for the Coordination of Humanitarian Affairs (OCHA), UN agencies and NGOs, it is estimated that between December 2003 and April 2004 an average of 30-40,000 people were displaced monthly in the province as a direct consequence of the armed conflict. As of October 2004 approximately 35,000 persons remained displaced, mostly in the communes of Mutambu and Kabezi.” (UN OCHA 11 Nov 04, p8)

Meanwhile, the UN High Commissioner for Refugees (UNHCR) announced that over 90,000 Burundian refugees had returned home in 2004, whether spontaneously or with UNHCR assistance (UNHCR 31 December 2004).

### **20 percent of households surveyed had at least one member displaced in the last two years (Nov 04)**

“Extensive population displacement has been one of the main consequences of the conflict, which has left Burundi with one of the highest proportions of displaced population in Africa. According to the Vulnerability Assessment Survey conducted by WFP, 20% of the 4,243 households surveyed have at least one member who has been displaced in the last two years, 8% had been displaced to a refugee camp outside the country and 3% were displaced outside the country, but not in a camp. The province of Bujumbura Rural, still affected by armed conflict, shows the highest levels of displacement, with 56% of its population suffering from either temporary or long-term displacement. Recurrent waves of displacement have had profound consequences on the social network of Burundian communities over the years. Despite the fact that roughly 89% of the internally displaced have been displaced within the same commune or province of origin, the basis of household economy and social ties have been substantially affected.” (OCHA 11 Nov 04, p9)

### **IDP estimates 1999 – 2003: 281,600 IDPs registered in sites in 2003**

- UN OCHA IDP estimated that 281,600 IDPs were living in camps in 2003
- An additional 100,000 or more were estimated to live with host families, public buildings or in the bush

### **IDP Estimates (1999-2003)**

“Further IDPs have been temporarily displaced from their homes for short periods of time and are not included above. IDP figures exclude a possible further 100,000 IDPs, and possibly more, dispersed following the closure of some regroupement camps in 2002 and who may not have been able to return to their homes.” (UN OCHA 15 Aug 2003, p6)

According to the NGO Save the Children Fund (SCF), the bulk of dispersed IDPs live in Bujumbura Rural (SCF 16 Aug 2001).

UNICEF reported in May 2002 that there were 180,000 IDP children in camps (UNICEF 29 May 2002).

***UN estimated that 100,000 people are affected every month by temporary displacement (Nov 02)***

"The intensification of conflict, particularly in Bujumbura Rural and the border provinces, has led to increased temporary displacement affecting up to 100,000 people every month.

Over 109,720 people are displaced in Bujumbura Rural alone, while a further 20,000 have been forced from their homes in Ruyigi and Makamba. Such temporary displacement, sometimes forced by military action, has in some cases lasted months, severely disrupting all aspects of life for the population, diminishing or destroying their small reserves and placing additional strains upon already vulnerable host populations." (UN OCHA 19 Nov 02)

**New IDPs (Jan-May 03)**

**Mouvements des déplacés au cours des 5 mois**

(Ligue Burundaise des Droits de l'Homme, 30 Sept 03, p56)

**UNFPA survey found 281,000 IDPs in sites (2003)**

- UNFPA's survey counted 281,052 IDPs in sites, down more than a 100,000 since an OCHA-UNICEF-PCAC survey
- Some sites were excluded from the UNFPA survey since they had been dismantled or were used for the night only. Certain administrative authorities may previously have inflated numbers as well

*In September 2002, UNFPA did a socio-economic survey on IDPs in Burundi. Preliminary results available in January 2003 stated that the total number of IDPs in camps was now 281,052, down more than a hundred thousand from July 2002.*

*In March 2003, UN OCHA reported a total of over 525,000 IDPs in the country, of whom 387,499 were registered in 226 sites (and more than 800,000 Burundians living as refugees in the region) (UN OCHA, 14 Mar 03)*

*In June 2003, UN OCHA adopted the same IDP figure reported by UNFPA in January 2003: 281,000 IDPs in permanent sites, and another 100,000 temporarily displaced every month (UN OCHA, 3 Jun 03)*

According to UNFPA's draft survey,

"Parmi les 106.417 individus que OCHA-UNICEF-PCAC ont de plus que nous, 26.553 personnes (soit ¼) constituent la population des sites des déplacés que nous avons exclus du recensement du fait qu'ils étaient soit démantelés, soit des sites de nuit, soit des sites de rapatriés ou d'une autre nature comme celui de Buterere. Le reste (79.868 individus, soit ¾) pourrait s'expliquer par la surestimation éventuelle des chiffres par certains responsables administratifs et chefs de site pour la raison évoquée plus haut." (UNFPA Draft, 2003, p11)

### **IDP estimates: 1993-1999**

- An estimated 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
- 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

"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.'" (USCR 1998, pp. 34-35)

IDPs end 1993	500,000 to 700,000
IDPs end 1994	400,000
IDPs end 1995	300,000
IDPs end 1996	400,000

Sources: (USCR 1995, p51; USCR 1996, p40; USCR 1997, p. 60; USCR 1998, pp. 34-35)

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

IDPs July 1997	577,142
IDPs November 1998	558,506
IDPs September 1999	801,438
% Population	12

**Source:** OCHA/Burundi  
(UN November 1999, p. 6)

## **Geographical distribution**

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### **Highest number of IDPs in Gitega Province (2005)**

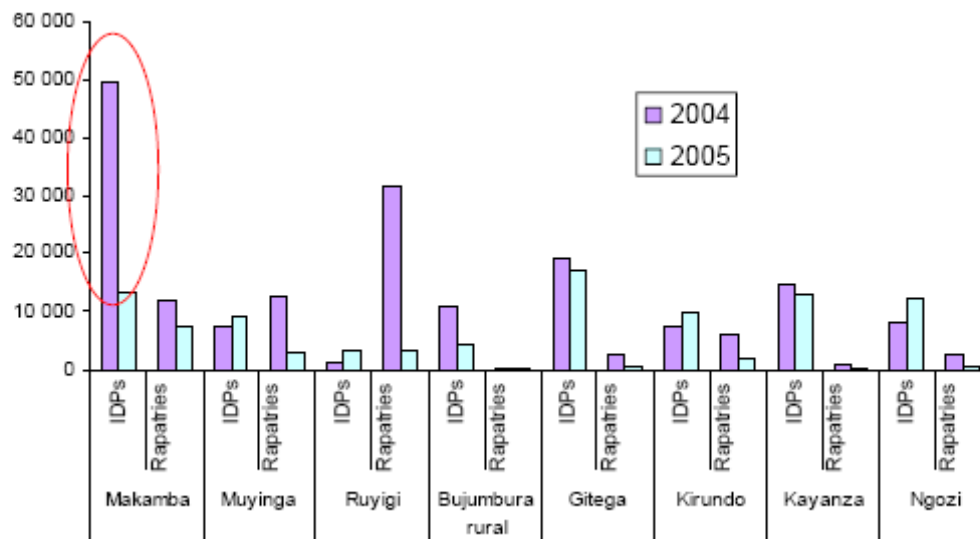
Province	IDPs May 2005
Bubanza	7,325
Bujumbura mairie	8,424

Bujumbura rural	4,151
Bururi	2,130
Cankuzo	2,241
Cibitoke	3,381
Gitega	17,066
Karuzi	7,168
Kayanza	12,878
Kirundo	9,769
Makamba	13,196
Muramvya	3,790
Muyinga	9,116
Mwaro	166
Ngozi	12,204
Rutana	555
Ruyigi	3,239
Total	116,799

Source: OCHA, 26 May 2005.

To see the number of IDPs per commune, please see OCHA, 26 May 2005, Enquête sur les populations déplacées au Burundi, pp.43-57 [Reference below]

### Comparison 2005/2004 of IDPs and returning refugees per Province (2005)



Source: NRC, 1 September 2005, p10

### 8 out of 10 communes of Bujumbura Rural affected by internal displacement (Nov 04)

“Since the last months of 2003, the conflict has affected almost all provincial communes and led to successive waves of population displacement. Eight out of the ten provincial communes have been affected by temporary displacement ranging from days to several months, with the communes of Isale, Kabezi, Muhuta, Mutambu and the Kanyosha area of Bujumbura city bearing the brunt of the conflict. Because military operations have taken place more than once in the same area, people have been displaced recurrently and numbers can only be estimated by month.

On the basis of regular assessments conducted by the Office for the Coordination of Humanitarian Affairs (OCHA), UN agencies and NGOs, it is estimated that between December 2003 and April 2004 an average of 30-40,000 people were displaced monthly in the province as a direct consequence of the armed conflict. As of October 2004 approximately 35,000 persons remained displaced, mostly in the communes of Mutambu and Kabezi.” (OCHA 11 November 2004, p8)

### **Bururi and Rutana experienced the greatest percentage change in IDP figures in 2002-2004 (August 2004)**

- Only Bujumbura Rural and Ruyigi experienced a net increase in IDP population between 2002 and 2004
- A total of 13 new IDP sites emerged between 2002 and 2004

“Only two provinces – Bujumbura Rural and Ruyigi – experienced a net increase in IDP population between 2002 and 2004. In Mwaro province, which contains only one IDP site, the population figure remained the same. In all other provinces, there was a marked decrease in the IDP population, with reductions ranging between 14 – 95%.

In absolute terms, the provinces with the greatest reduction in IDP populations between 2002 and 2004 were Bururi (65,033 fewer people), Makamba (21,522 fewer people), Muramvya (12,804 fewer people) and Ngozi (11,945 fewer people).

The provinces with the greatest percentage change in IDP population figures between 2002 and 2004 were Bururi (95% reduction in IDP population and 80% reduction in number of sites), Rutana (87% reduction in population and 79% reduction in sites), Muramvya (73% reduction in population and 31% reduction in sites) and Ngozi (60% reduction in population and 50% reduction in sites).

The provinces with the lowest percentage changes in IDP population figures between 2002 and 2004 were Mwaro (no change in population in the sole site), Gitega (14% reduction in population and no reduction in sites), Bubanza (21% reduction in population and 29% reduction in sites), Musinga (22% reduction in population and 14% reduction in sites) and Cankuzo (24% reduction in population and no reduction in sites).

A total of 13 new IDP sites emerged between 2002 and 2004, and were included in the 2004 census. Two sites in Bujumbura Rural province and two sites in Karuzi province were not included in the 2004 census due to insecurity and logistical constraints, respectively.” (OCHA August 2004)



### Southern provinces of Makamba and Rutana had the highest number of IDPs (2001-2003)

- From Feb 02 to July 02, important diminution of IDP figures in Rutana, but major increase in several provinces like Bujumbura Mairie, Cankuzo, Gitega, Karuzi, Kayanza, Kirundo and Ngozi
- Results from UNFPA study in Burundi shows a significant decrease of the number of IDPs in several provinces
- Number of IDPs in sites stable from 2002 to 2003, while number of dispersed IDPs increased

Province	IDPs June 2001	IDPs Feb 02	IDPs July 02	IDPs Sept 02	IDPs Aug 03
Bubanza	14,652	14,202	8573	4057	4,060
Bujumbura mairie	264	257	12,643	7395	7,391
Bujumbura rural	28,420	28,420	18,363	7842	7,842
Bururi	104,986	87,581	89,307	68412	68,735
Cankuzo	4,486	4,495	13,989	7816	7,816
Cibitoke	0	0	0	0	0
Gitega	28,026	5,361	24,940	22050	22,106
Karuzi	2,042	2,042	9,131	7183	7,183
Kayanza	7,573	7,573	23,838	19540	19,539
Kirundo	5,024	5,031	15,165	11746	11,765
Makamba	106,540	99,558	105,558	71170	71,270
Muramvya	27,250	27,250	17,514	17596	17,597
Muyinga	17,481	8,945	15,954	9525	9,609
Mwaro	182	182	297	175	175
Ngozi	4,389	4,389	21,328	19927	19,926
Rutana	78,840	77,901	9,094	5278	5,278
Ruyigi	2,654	2,322	1775	1346	1,346
Total	432,809	375,509	387,469	281,052	281,628

((UN OCHA 26 November 2001, UN OCHA 28 Feb 2002; UN OCHA 31 July 2002, UNFPA Sept 02, , UN OCHA 15 Aug 2003)

June 2001 IDP figures were provided by UNICEF. They "exclude a possible further 200,000 IDPs dispersed following the closure of some regroupement camps and who may have been unable to return to their homes." (UN OCHA 12 October 2001)

"IDP figures exclude a possible further 100,000 IDPs, and possibly more, dispersed following the closure of some regroupement camps and who may have been unable to return to their homes." (UN OCHA 31 July 2002, pp5-6)

"Further IDPs have been temporarily displaced from their homes for short periods of time and are not included above. IDP figures exclude a possible further 100,000 IDPs, and possibly more, dispersed following the closure of some regroupement camps in 2002 and who may not have been able to return to their homes." (UN OCHA 15 Aug 2003, p6)

### Internal displacement 1997-2001

Province	Total	Displace	Displaced	Displaced	Displac	Displace	% pop.
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	pop.	d Sept 1997	August 1998	Oct 1999 ***	ed Sept 2000	d Oct 2001	
Bubanza	309,127	73,087	132,641	172,408	14,588	14,652	5%
Bujumbura mairie	341,494	40,734	9,350	14,902	565	264	0%
Bujumbura rural*	456,891	0	57,637	317,384	30,889	28,420	6%
Bururi	454,939	58,099	85,737	85,781	87,581	104,986	23%
Cankuzo	181,686	3,254	0	0	5,500	4,486	2%
Cibitoke	417,131	49,620	13,565	736	0	0	0%
Gitega	649,854	20,997	18,316	21,050	5,147	28,026	4%
Karuzi	377,186	134,540	34,360	12,106	2,042	2,042	1%
Kayanza	491,171	70,164	28,879	26,269	7,573	7,573	2%
Kirundo	533,132	20,072	27,852	5,886	5,031	5,024	1%
Makamba	397,001	45,314	36,710	85,680	121,360	106,540	27%
Muramvya	259,993	40,436	27,063	22,506	27,250	27,250	10%
Muyinga	519,313	22,855	32,081	16,473	8,945	17,481	3%
Mwaro**	235,496	0	0	0	0	182	0%
Ngozi	637,923	19,184	25,712	20,485	4,389	4,389	1%
Rutana	59,987	3,675	2,576	16,279	2,127	78,840	30%
Ruyigi	323,677	6,335	2,127	700	1,068	2,654	1%
Total	6,846,003	608,366	534,606	818,645	324,055	432,809	6%

Remarks: total figures indicate IDPs on sites only; an additional 150,000 to 200,000 individuals (most of them from Bujumbura Rural) are considered as dispersed people, who neither live in camps nor in their homes, due to security constraints.

\* The province Bujumbura Rural was separated from Bujumbura Mairie 1999

\*\* Mwaro province was included in Muramvya province until 1999

\*\*\* As forced relocation sites in Bujumbura Rural were set up in September 1999, the number of IDPs in those sites was assessed accurately in October 1999." (UN OCHA 26 November 2001, pp6-7).

## Disaggregated figures

### Number of women in IDP sites higher than the ones of men (2003-2004)

- As of mid-2004, more than one-third of all displaced households were headed by women and by children
- IDP per gender/site in Bubanza, Bururi, Bujumbura Mairie, Bujumbura Rurale (2003)

"According to the 2004 survey on IDPs, "More than one-third of all displaced households are headed by females (mostly widows) and children (mostly orphans). The highest percentages of female- and child-headed households are found in northern and central provinces. These households are among the most vulnerable, and among the most likely to remain definitively in the sites where they currently reside." (OCHA August 2004, p4)

"Of the current IDP total population of 145,034 persons, 53% are female and 49% are children under the age of 15. These percentages correspond to the national norm for the global population in Burundi. However, if gender and age data are compared across provinces, communes and

sites, some deviations from the national norm emerge. For example, the IDP population in Ruyigi province is comprised of a relatively high percentage of children (58%), which may indicate that the displacement phenomenon impacts this group disproportionately. Conversely, in some areas there is a relatively low percentage of children (43% in Gitega province), which should be investigated and analysed further when designing assistance strategies and activities.

The total number of 145,034 IDPs is comprised of 29,881 households. Of these, 32% (9,650 households) are headed by females, 97% of whom are widows. On average, the highest percentages of female-headed households are located in the northern and central provinces of Karuzi (52%), Kayanza (49%), Mwaro (49%) and Gitega (47%). The lowest percentages of female-headed households are located in the southern and eastern provinces of Cankuzo (17%), Makamba (19%), Rutana (19%) and Bururi (22%). An analysis of these results reveals a close relationship between the percentage of female-headed households and willingness to return. In those sites where most households want to remain definitively in the sites, high percentages of female-headed households tend to be found. At the same time, low percentages of female-headed households are found in sites where the desire to return to the place of origin is the strongest.

The same tendencies appear with regard to child-headed households, which comprise 6% (1,808 households) of the total IDP population; almost all children heading households are orphans. The highest percentages of child-headed-households tend to be in sites where the desire to remain in the site is the strongest: Mwaro (15%), Muyinga (11%), Gitega (10%) and Karuzi (10%). The lowest percentages are found in sites where the desire to return to place of origin is the strongest: Cankuzo (3%) and Makamba (3%).

Female- and child-headed households together comprise over one-third of all displaced households in Burundi at the present time. Many of these households have lost the legal and traditional right to access family land and have no where else to go but to remain in the site where they currently reside, depending largely on the goodwill of others living in the site or charity groups / NGOs. These households are among the most vulnerable – and among the most likely to remain in the sites – and may be in need of special assistance.” (OCHA August 2004, p9)

**Tableau 1: Population par sexe et par site**

Province	Commune	N° de Site	Nom du site	Nb ménages	Population selon le sexe	
					Hommes	Femmes
Bubanza	Bubanza	001	Randa	106	237	234
		002	Moka	72	198	183
	Gihanga	003	Gihungwe	186	785	856
		004	Buramata	42	80	72
	Rugazi	005	Kumase	32	61	53
		006	Ruyange I	103	193	214
		007	Miheto	208	398	493
<b>Total</b>			<b>7</b>	<b>749</b>	<b>1952</b>	<b>2105</b>
			<b>sites</b>			

Province	Commune	N° de Site	Nom du site	Nb ménages	Population par sexe		
					Hommes	Femmes	
Bururi	Bururi	025	Gasanda	404	961	1101	
		026	Cangwe	294	719	749	
	Burambi	027	Donzi	36	69	82	
		029	Murago	671	1747	1856	
		030	Muyange	563	1293	1483	
		031	Kiyagayaga	810	1842	1957	
		032	Busaga	462	1117	1180	
		033	Kiri	373	725	710	
		034	Kinani	27	57	67	
	Buyengero	035	Gisyo	243	530	578	
		036	Rutwenzi	217	484	478	
		037	Twahero	257	590	609	
		038	Kinamakame	18	46	34	
		039	Rukoma	182	410	451	
		040	Cewe	6	18	22	
		041	Kigongo	247	550	595	
		042	Mudende et Kabumbu	914	1906	2069	
		043	Muyama	226	573	609	
		044	Bubera	1102	2365	2559	
	Rumonge	046	Kivoga	523	1205	1317	
		047	Nyagasaka	571	1480	1577	
		048	Kavimvira	229	551	625	
		049	Buruhukiro	1687	4269	4568	
		050	Kagongo	547	1122	1234	
		051	Muhuzu	1344	2469	2761	
		052	Musave	1131	2163	2200	
		053	Mwange	221	469	471	
		054	Kizuka	723	1564	1568	
055		Minago	818	1489	1567		
248		Mutambara	116	277	275		
<b>Total</b>				<b>30</b>	<b>14962</b>	<b>33060</b>	<b>35352</b>
				<b>sites</b>			

Province	Commune	N° de Site	Nom du site	Nb ménages	Population selon le sexe	
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<b>Total de sites</b>	<b>230</b>
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<b>Total ménages</b>	<b>Total Hommes</b>	<b>Total femmes</b>	<b>Population</b>
<b>60,795</b>	<b>132,314</b>	<b>148,738</b>	<b>281,052</b>

(UNFPA, draft, 2003, annex 1)

**Tableau n° 4: Nombre de ménages et la population totale des déplacés par province**

Province	Nombre de ménages	Population		Total	Taille de ménage	Rapport de masculinité
		Hommes	Femmes			
Bubanza	749	1,952	2,105	4,057	5.42	92.73
Bujumbura rural	1,811	3,673	4,169	7,842	4.33	88.10
Bururi	14,962	33,060	35,352	68,412	4.57	93.52
Cankuzo	1,808	3,851	3,965	7,816	4.32	97.12
Cibitoke	-	-	-	-	-	-
Gitega	4,900	9,827	12,223	22,050	4.50	80.40
Karuzi	1,587	3,093	4,090	7,183	4.52	75.62
Kayanza	4,302	8,381	11,159	19,540	4.54	75.11
Kirundo	2,681	5,512	6,234	11,746	4.38	88.42
Makamba	15,351	34,670	36,500	71,170	4.64	94.99
Muramvya	3,815	7,882	9,714	17,596	4.61	81.14
Muyinga	1,860	4,435	5,090	9,525	5.12	87.13
Mwaro	38	75	100	175	4.61	75.00
Ngozi	3,791	9,228	10,693	19,921	5.25	86.30
Rutana	1,344	2,605	2,673	5,278	3.93	97.46
Ruyigi	381	534	812	1,346	3.53	65.76
Bujumbura Mairie	1,415	3,536	3,859	7,395	5.23	91.63
<b>Total</b>	<b>60,795</b>	<b>132,314</b>	<b>148,738</b>	<b>281,052</b>	<b>4.62</b>	<b>88.96</b>

(UNFPA,draft, 2003, annex 4)

#### **Many IDPs have lived in sites since 1995-97 (2003)**

- Bubanza sites: most people have arrived in 93-94 and since 98
- Bururi sites: most people have arrived since 1995
- Buja-Maire sites: most people have arrived since 1998
- Buja-Rural sites: half of the site residents arrived in 95-97 and half since 98
- Cankuzo sites: all five sites opened in or after 98
- Gitega sites: majority of people have arrived in or after 98
- Karuzi sites: most people arrived in 95-97 and in or after 98

**Tableau 2: Population par site et par année d'arrivée dans le site**

Province	Commune	N° de Site	Nom du site	Nb ménages	Population par date d'arrivée		
					93-94	95-97	Dep
Bubanza	Bubanza	001	Randa	106	365	29	
		002	Moka	72	302	35	
	Gihanga	003	Gihungwe	186	-	18	
		004	Buramata	42	123	7	
	Rugazi	005	Kumase	32	56	47	
		006	Ruyange I	103	342	16	
		007	Miheto	208	705	75	
<b>Total</b>			<b>7</b>	<b>749</b>	<b>1,893</b>	<b>227</b>	
			<b>sites</b>				

Province	Commune	N° de Site	Nom du site	Nb ménages	Population par date d'arrivée		
					93-94	95-97	Dep
Bururi	Bururi	025	Gasanda	404	-	1,769	
		026	Cangwe	294	-	1,283	
	Burambi	027	Donzi	36	92	45	
		029	Murago	671	166	2,555	
		030	Muyange	563	-	2,386	
		031	Kiyagayaga	810	-	-	
		032	Busaga	462	18	1,940	
		033	Kiri	373	-	1,221	
		034	Kinani	27	-	117	
	Buyengeru	035	Gisyo	243	-	966	
		036	Rutwenzi	217	-	826	
		037	Twahero	257	-	614	
		038	Kinamakame	18	-	33	
		039	Rukoma	182	2	278	
		040	Cewe	6	-	8	
		041	Kigongo	247	-	-	
		042	Mudende et Kabumburi	914	-	-	
		043	Muyama	226	167	650	
		044	Bubera	1,102	-	-	
	Rumonge	046	Kivoga	523	-	739	
		047	Nyagasaka	571	-	2,201	
		048	Kavimvira	229	63	530	
		049	Buruhukiro	1,687	3,313	3,351	
		050	Kagongo	547	-	1,463	
		051	Muhuzu	1,344	118	2,324	
		052	Musave	1,131	-	-	
		053	Mwange	221	10	239	
		054	Kizuka	723	5	2,123	
		055	Minago	818	87	660	
		248	Mutambara	116	-	-	
<b>Total</b>				<b>30</b>	<b>14,962</b>	<b>4,041</b>	<b>28,321</b>
				<b>sites</b>			

Province	Commune	N° de Site	Nom du site	Nb ménages	Population par date d'arrivée		
					93-94	95-97	Dep

Province	Commune	N° de Site	Nom du site	Nb ménages	Population par date d'arrivée		
					93-94	95-97	De
Buja Rural	Muhuta	013	<i>Rutongo</i>	119	45	443	
	Mukike	015	<i>Twuya</i>	102	-	-	
	Mutambu	016	<i>Maramvya</i>	144	470	64	
	Mutimbuzi	017	<i>Kivoga</i>	394	-	1,303	
	Mugongomanga	018	<i>Rwibaga ou Mujejuru</i>	34	130	14	
		019	<i>Mugongo</i>	15	57	7	
		020	<i>Bandaguro</i>	68	155	10	
		022	<i>Gatebe</i>	34	-	140	
	Nyabiraba	023	<i>Matara</i>	288	-	1,305	
		024	<i>Nyabibondo</i>	126	-	572	
	Isare	253	<i>Kigezi</i>	255	-	-	
		254	<i>Kibuye</i>	121	-	-	
	Kabezi	255	<i>Kabezi</i>	111	-	-	
<b>Total</b>			<b>13</b>	<b>1,811</b>	<b>857</b>	<b>3,858</b>	
			<b>sites</b>				

Province	Commune	N° de Site	Nom du site	Nb ménages	Population par date d'arrivée		
					93-94	95-97	De
Cankuzo	Cendajuru	057	<i>Cendajuru</i>	407	-	-	
		059	<i>Twinkwavu</i>	732	-	-	
	Gisagara	060	<i>Murago</i>	219	-	-	
		61	<i>Rusigabangazi</i>	240	-	-	
		062	<i>Bunyerere</i>	210	-	-	
<b>Total</b>			<b>5</b>	<b>1,808</b>	-	-	
			<b>sites</b>				

Province	Commune	N° de Site	Nom du site	Nb ménages	Population par date d'arrivée		
					93-94	95-97	De
Gitega	Bugendana	063	Bugendana	412	7	146	
		064	Mugera	317	1,111	75	
	Bukirasazi	065	Bukirasazi	379	3	678	
		066	Kibuye	109	-	-	
	Buraza	067	Buraza Centre	683	2,360	330	
		226	Kangozi	56	-	-	
	Giheta	068	Mashitsi	81	-	-	
		069	Rweru	230	-	-	
	Gishubi	070	Muhuzu	430	-	-	
	Gitega	071	Itankoma	338	-	1,094	
		072	I.S.A. ou Zege	42	110	13	
	Itaba	073	Buhoro	134	339	130	
		074	Gisikara	237	-	173	
		075	Mujejuru	190	-	5	
	Makebuko	076	Mwaro-Ngundu	444	-	5	
	Mutaho	077	Mutaho	753	2,568	266	
	Nyarusange	078	Nyarusange	65	174	49	
<b>Total</b>			<b>17</b>	<b>4,900</b>	<b>6,672</b>	<b>2,964</b>	
			<b>sites</b>				

(UNFPA, Draft, 2003, annex 2)

**Tableau n° 5: La population des sites de déplacés par année de 1ère arrivée au site par province**

N°	Province	Année d'arrivée dans le site						Population totale
		93-94	%	95-97	%	Depuis 98	%	
1	Bubanza	1,893	46.7	227	5.6	1,937	47.7	4,057
2	Bujumbura rural	857	10.9	3,858	49.2	3,127	39.9	7,842
3	Bururi	4,041	5.9	28,321	41.4	36,050	52.7	68,412
4	Cankuzo	-	-	-	-	7,816	100.0	7,816
5	Cibitoke	-	-	-	-	-	-	-
6	Gitega	6,672	30.3	2,964	13.4	12,414	56.3	22,050
7	Karuzi	1,590	22.1	2,516	35.0	3,077	42.8	7,183
8	Kayanza	5,122	26.2	9,108	46.6	5,310	27.2	19,540
9	Kirundo	3,183	27.1	3,485	29.7	5,078	43.2	11,746
10	Makamba	187	0.3	10,546	14.8	60,437	84.9	71,170
11	Muramvya	1,585	9.0	9,532	54.2	6,479	36.8	17,596
12	Muyinga	783	8.2	4,745	49.8	3,997	42.0	9,525
13	Mwaro	-	-	-	-	175	100.0	175
14	Ngozi	6,933	34.8	5,813	29.2	7,175	36.0	19,921
15	Rutana	483	9.2	138	2.6	4,657	88.2	5,278
16	Ruyigi	639	47.5	533	39.6	174	12.9	1,346
17	Bujumbura-Mairie	-	-	2,552	34.5	4,843	65.5	7,395
	<b>Total</b>	<b>33,968</b>	<b>12</b>	<b>84,338</b>	<b>30</b>	<b>162,746</b>	<b>58</b>	<b>281,052</b>

(UNFPA, Draft, 2003, annex 5)



# PATTERNS OF DISPLACEMENT

## General

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### Dynamic of displacement: Bubanza and Cibitoke Provinces (1993-2005)

- Population in Bubanza fled in 1993 following massacres
- Creation of IDP camps in Bubanza, followed by renewed displacements in 1996
- In Cibitoke, most of the displaced returned homes in 2002, but some IDPs continued to live in camps as of 2005

#### “(i) Bubanza

Il est ressorti à travers les entretiens de groupes que la province de Bubanza a été sérieusement touchée par la crise qui avait débuté en octobre 1993. C’est une crise qui s’est produite en plusieurs étapes:

D’abord des massacres à grande échelle d’une partie de la population ont été opérés ;  
Les rescapés ont fui les collines d’origine et se rassemblèrent au centre des communes et aux chefs-lieux de la province sous la protection des forces de l’ordre et de l’administration ;  
La population restée sur place connaîtra des actions de représailles et fut obligée à son tour de fuir les collines pour se retrouver éparpillée dans les marais, collines et communes environnantes;

A partir de Novembre-Décembre 1995, un phénomène nouveau s’est produit : les dispersés ont rejoint les déplacés sur sites;

Depuis 1996, les affrontements armés entre les bandes armées et les troupes gouvernementales ont conduit à de nouveaux déplacements des collines vers les sites de déplacés. Le sud de la province de Bubanza (commune Mpanda) présente des caractéristiques semblables à celles de Bujumbura rural en raison des affrontements réguliers entre le FNL et les Forces de Défense Nationale.

#### (ii) Cibitoke

La province de Cibitoke a connu la crise de 1993 et beaucoup de sites de déplacés avaient été recensés à cette époque. Les effectifs s’étaient accrus suite aux affrontements militaires entre les bandes armées et les troupes gouvernementales depuis 1994. Cependant, avec la signature des accords de cessez-le-feu en 2002, beaucoup de sites ont été démantelés du fait que la plupart des populations sont retournées sur les collines d’origine.

Les rapports de l’administration territoriale ne mentionnent pas l’existence de sites de déplacés, bien que des centaines de ménages ne vivent plus sur leurs propriétés : il s’agit d’une erreur de perception des normes et principes internationalement reconnus relatifs aux personnes déplacées. A cet effet, il a été remarqué qu’en 2004, la province de Cibitoke n’avait pas été reconnue comme possédant des déplacés par les autorités administratives locales. Cependant, l’enquête de 2005 a révélé l’existence des sites des déplacés dans les communes de Rugombo et Buganda. Ceux-ci sont installés le long de la route RN3 reliant Bujumbura à la province de Cibitoke sur les sites de Ndava et Buganda.” (OCHA 26 May 2005, p11)

### **Dynamic of displacement: Gitega, Muramvya, Karuzi and Mwaro Provinces (1993-2005)**

- Gitega, Muramvya and Karuzi were particularly affected by the 1993 crisis
- Many people, particularly women and children, fled, while many men were massacred

« Les trois provinces du Centre à savoir Gitega, Muramvya et Karuzi ont enregistré les situations les plus dramatiques durant la crise de 1993.

Les événements ont touché une bonne partie des populations masculines ; il s'en est suivi des mouvements de déplacement des survivants vers les lieux susceptibles de constituer des abris contre les massacres.

A cette époque, les femmes et les enfants déplacés totalisaient un pourcentage relativement élevé dans les provinces de cette région. » (OCHA 26 May 2005, pp11-12)

### **Dynamic of displacement: Kayanza, Ngozi, Muyinga and Kirundo Provinces (1993-2005)**

- In Kayanza, people fled massacres in 1993 and 1994 and found refuge in camps which still exist today
- IDPs in Kayanza then took revenge against host communities by burning their properties, which caused the displacement of the host population
- In Kirundo, people fled massacres in 1993 to safer areas of the province, either in camps or with host families
- Following further attacks, people in Kirundo fled to neighbouring Rwanda and Tanzania, or to Muyinga and Karuzi provinces
- After the 1994 genocide in Rwanda, those who had fled there returned to Burundi and became internally displaced
- Most of the displaced in camps in Ngozi and Muyinga fled in 1993

« Les déplacements des populations quittant leurs anciennes propriétés dans les provinces de Kayanza, Ngozi, Muyinga et Kirundo ont pris naissance avec la crise de 1993.

#### **(i) Kayanza**

Les événements à Kayanza se sont déroulés en trois phases entre octobre 1993 et fin 1994 : Massacres touchant une bonne partie de la population et suivis de l'exode des survivants ; ceux-ci sont en grande partie encore regroupés sur sites à travers toutes les communes de la province ;

Les déplacés sur sites ont réagi en chassant la population restée en place, en incendiant et en détruisant leurs biens. Cette population a fui à son tour en se dispersant partout où elle pouvait se mettre en sécurité et à l'abri des violences ; En 1995, il a été constaté que les déplacés sont restés sur les sites et les dispersés sont rentrés chez eux.

Depuis 1995 jusqu'à maintenant la situation n'a pas beaucoup évolué.

#### **(ii) Kirundo**

En province Kirundo, la crise de 1993 a été marquée par des massacres qui touchèrent l'ensemble de la province. Les populations visées se sont déplacées sur sites en majorité à l'intérieur même de la province.

Il y eut ensuite une réaction de vengeance qui provoqua un exode des populations, les unes vers le Rwanda, les autres vers la Tanzanie, et d'autres encore se sont dispersées à l'intérieur des provinces voisines comme Muyinga et Karuzi. Lors du déclenchement du génocide au Rwanda, le 6 avril 1994, ceux qui avaient fui la province vers le Rwanda ont regagné leur province en se rassemblant sur de nouveaux sites de déplacés. La plupart de ceux qui avaient fui leurs collines tout en restant sur le territoire de la province ont opté pour le statu quo : ils sont restés dispersés dans les familles d'accueil en se rassemblant parfois de nouveau sur des emplacements délimités comme les écoles et les bâtiments administratifs sans pour autant être de véritables sites de déplacés.

(iii) Ngozi et Muyinga

En provinces de Ngozi et de Muyinga, la dynamique de déplacement s'est limitée aux événements de 1993 avec des regroupements sur sites. Cependant, des déplacements circonstanciels au passage des bandes armées ont été observés depuis 1996 jusqu'en 2003. » (OCHA 26 May 2005, p12)

### **Dynamic of displacement: Makamba, Bururi, Rutana, Ruyigi and Cankuzo Provinces (1993-2005)**

- Displacement in 1993, followed by return due to relative stability in those regions
- Major displacement starting in 1996, due to armed incursions from armed groups based in Tanzania
- Dismantlement of many camps starting end 2003

« Exceptionnellement, dans les premières années qui ont suivi la crise de 1993, les régions du Sud et de l'Est avaient recouvré une stabilité quelque peu relative. La tension avait été vite désamorcée à tel enseigne que les déplacés ont regagné les collines d'origine. Nous citerons à ce titre les provinces de Bururi, Rutana, Cankuzo, Makamba et dans une moindre mesure la province de Ruyigi exceptée les communes de Butezi et de Butaganzwa.

A partir de 1996, la dynamique de déplacement des populations de la région fut influencée par sa position géographique frontalière. Les bandes armées en provenance de la Tanzanie ont régulièrement commis des incursions qui ont contraint les populations à fuir encore une fois leur foyer pour gagner les sites des déplacés existants ou en constituer d'autres.

Il va donc sans dire que, dans la région, les différents affrontements entre les groupes armés ont provoqué un déplacement de populations sur les anciens et nouveaux sites. On notera à ce sujet qu'en 2004, les 2/3 de la population dans les sites des déplacés étaient concentrés dans les provinces du Sud et de l'Est du pays en particulier en provinces de Makamba, Bururi, Ruyigi et Cankuzo.

Dès fin 2003, le démantèlement des sites des déplacés s'est opéré à un rythme accéléré essentiellement dans les provinces de Makamba, Cankuzo, Rutana et Bururi à la fin de 2003 et en 2004. Enfin, on a observé la coexistence des déplacés et des rapatriés sur des sites notamment en commune de Kayogoro dans la province de Makamba et en commune de Gisuru de la province de Ruyigi. » (OCHA 26 May 2005, p13)

### **Dynamic of displacement: Bujumbura Mairie Province (1993-2005)**

- Displacement in 1993, following the looting and destruction of housing
- Revenge actions caused additional displacement
- Many IDPs remain in camps today due to the high cost of housing in the capital

« La Mairie de Bujumbura a connu des troubles pendant le premier trimestre de 1994, après l'intérieur du pays. Ils ont éclaté d'abord dans les zones de Kinama et Kamenge. Les rescapés ont fui vers les autres zones de la capitale pendant que leurs logements étaient détruits et leurs biens pillés.

En représailles, une action a été enclenchée dans les autres zones de la capitale visant à chasser une partie de la population, à détruire les maisons et à piller les biens des victimes. Au cours de ces opérations, les populations de Kinama et de Cibitoke, deux zones limitrophes, se sont affrontées violemment durant l'année 1994.

Vers la fin de 1994, après plusieurs péripéties, la zone Kinama fut quasiment vidée de sa population en direction de Gatumba.

Quant à la zone Cibitoke, elle a connu deux phénomènes significatifs. D'une part, une partie de ses habitants l'ont fui ; d'autre part une autre partie essentiellement constituée par des réfugiés d'origine Rwandaise est rentrée au Rwanda après la victoire du Front Patriotique Rwandais en juillet 1994.

En définitive, les déplacés de la province de Bujumbura Mairie se sont retrouvés dans les sites de Carama, Kiyange et Buterere.

Aujourd'hui, la Bujumbura mairie accueille des déplacés de l'ensemble du pays. Néanmoins, les sites de déplacés y abritent beaucoup de ménages qui occupent ces lieux pour des raisons purement économiques, en raison du prix élevé de l'immobilier en capitale. » (OCHA 26 May 2005, pp13-14)

### **Dynamic of displacement: Bujumbura Rural Province (1993-2005)**

- Major displacement in the province due to its strategic geographic position to protect the city for the Burundian military
- Serves as a base for the rebel group FNL, which continues to cause short term displacement both to camps and to host families

“La province est meurtrie par dix ans de guerre du fait qu'elle a constitué par sa position géographique le point stratégique de la protection de la ville pour les militaires des FAB. Elle est aussi caractérisée par un relief montagneux qui facilite les affrontements et les replis pour les mouvements armés, provoquant ainsi de grands mouvements de déplacement des populations de courte durée et parfois l'établissement de camps de regroupements forcés. On y observe beaucoup de mouvements de dispersions et de déplacements sur site en raison de l'instabilité de la sécurité.

La province de Bujumbura rural a connu une crise profonde en raison de trois faits majeurs : D'abord, la crise de 1993 qui s'est produite dans la capitale s'est répercutée directement sur la population de la province. Celle-ci en effet se ravitaille et travaille la capitale ou y travaille. Un incident, comme « la ville morte » à Bujumbura a provoqué d'autres incidents dans les communes de la province qui ont été à l'origine de déplacements. Les fréquentes confrontations

entre mouvements armés et forces armées burundaises ont entretenu un climat d'insécurité dans plusieurs communes.

Aujourd'hui, la province reste le fief du mouvement rebelle FNL dont les hostilités avec les nouvelles forces de défense nationale perpétuent le phénomène de déplacements et de dispersions de courte durée. On ne remarque plus actuellement des camps de regroupements forcés des populations du fait qu'ils ont été démantelés par le gouvernement en 1998 sous la pression de la communauté internationale. Des sites de déplacés de 1993 existent encore, à Isale et Mukike notamment. » (OCHA 26 May 2005, p14)

### **Majority of IDPs have been displaced in communes of origin (2004)**

- Nationally, 20% of households report having members displaced in the previous 2 years
- Majority of IDPs were displaced within their commune of origin
- Over 20% of households with members experiencing displacement in the past 2 years have not returned to their place of origin
- 18% of IDPs who have returned report having received a return packet of 3 months of food aid

**According to survey conducted by WFP in 2004**, "Nationally, 20% of households report having members displaced in the previous 2 years. These levels are highest in Bujumbura Rural (56%) This figure does not include the data from the communes of Muhuta, Mutambu, and Kabezi, Makamba (41%), and lowest in Mwaro (5%), and Karuzi (5%). Among the households reporting displacement in the last 2 years, 71% report insecurity as one of their main reasons, followed by employment, which 10% of households cited as one of their main reasons. Displacement due to employment was particularly high in the provinces of Karuzi (36%), and Muyinga (22%).

Households reporting displaced members in the last two years were asked where they displaced to. 43% responded that they had displaced within their commune of origin. 35% responded that they had displaced outside their commune, but within the country. 8% responded that they had displaced to a refugee camp outside the country. 3% responded that they had displaced outside the country, but not to a refugee camp. 11% did not give an answer. Additionally, it is important to remember that some of these families were still displaced at the time of the interview, so only families currently displaced inside the country would be captured.

23% of households with members experiencing displacement in the past 2 years have not returned to their place of origin.

Of the households that report having experienced displacement in the past 2 years and have returned, only 18% report having received a return packet of 3 months of food aid, and other non-food items. However, 56% of those returned from an out-of-country refugee camp, and 25% of those returning from out-of-country but not a refugee camp received a return packet.

It is important to note that the number of households in the sample that meet some of these criteria related to displacement is small, so when looking at the characteristics of these sub-groups, the numbers should be interpreted with caution.

When asked if the household is hosting people in their home as temporary residents, 7% of households responded yes. These levels were particularly high in Muyinga (18%), and Kirundo (16%).

According to the sous-colline key informant data, 5% of households have returned to the sous-collines in the sample in the last year. This number is highest in Makamba (24%) and Bujumbura Rural (17%). Only 1% of households in the communities surveyed had left in the past year, with only slightly elevated levels in Rutana, Bujumbura, Mwaro, Kayanza, and Makamba.” (WFP September 2004)

According to OCHA & Burundian Government survey, “The survey reveals that the vast majority of IDPs in Burundi reside in sites located within relatively close proximity to their place of origin. On average, 89% of IDPs are displaced within their own communes of origin; many of which are displaced within their own *collines* of origin.” (OCHA August 2004, p13)

### **Several types of IDP sites described by UNFPA (2003)**

- Site for the night: people find shelter in the site during the night
- Dismantled site: population returns home following improvement of security and rehabilitation of infrastructure
- Site transformed into village: former IDPs have settled for good and do not want to be called IDPs anymore
- Other sites: made of very poor people who have not fled the conflict; are not considered as IDPs

#### **"Site de nuit :**

Dans les zones à insécurité momentanée, certaines populations craignent les assauts nocturnes des bandes armées et se rassemblent le soir sur un site convenu avec les forces de l'ordre et l'administration locale pour se faire protéger. C'est le site de nuit. C'est ce que OCHA-UNICEF-PCAC/PNUD appellent dans leur publication « Identification des problèmes humanitaires et des besoins socio-économiques des ménages dans les sites de déplacés, mai 2002 », au point 2.6. Limites de la recherche, *Site dortoir*.

Ce type de site a été exclu du champ du recensement d'autant plus que ces populations sont chez eux au cours de la journée et ce site n'a pas la structure administrative qu'on rencontre dans les autres sites de déplacés (les organes de l'administration à la base : chef de site et les « NYUMBAKUMI »).

#### **Site démantelé :**

Un site de déplacés peut se vider à la suite du retour de la sécurité dans une région donnée et si les infrastructures socio-économiques des ménages des déplacés ont été réhabilitées sur les collines d'origine. Le site démantelé est donc le site de déplacés dont la population est déjà rentrée chez soi.

#### **Site transformé en village :**

Il s'agit du site de GAKONI dans la Commune de GITERANYI, Province MUYINGA. Les habitants de ce site dont les anciens déplacés vivent dans des parcelles achetées à la commune. Ils ont même exhibé au superviseur du recensement la quittance communale. Ils ont refusé de se faire recenser comme « déplacés ».

#### **Sites d'une autre nature :**

Il s'agit des sites de Buterere, Nyamugari et Kabondo. Le Département de la Population ne les a pas recensés.

Le site de Buterere appelé aussi Nyarumanga a été constitué au départ par quelques familles de gens très pauvres qui fréquentaient le centre nutritionnel de Maramvya malheureusement fermé en 1998. D'autres personnes les ont rejoints progressivement jusqu'à atteindre aujourd'hui près de 341 ménages à la recherche de meilleures conditions de vie. Ils fuyaient la misère mais pas l'insécurité due à la guerre comme les déplacés, d'après le chef de la zone Buterere contacté.

Certes, ces personnes ont besoin de l'aide humanitaire. Ce sont des indigents en réalité. Toutefois, ces personnes ont été exclues du monde des déplacés eu égard à la définition donnée à un déplacé dans le contexte du recensement.

Les sites de Nyamugari, Commune Cendajuru, Province Cankuzo et de Kabondo, Commune Nyanza-lac, Province Makamba, qui figurent sur la liste de référence ont été exclus des statistiques du Département de la Population. En effet, d'après les renseignements recueillis sur le terrain, les populations de ces sites sont normalement des populations dispersées qui se logent chez des amis et connaissances ou dans des maisons louées généralement dans les villes, centres urbains ou à vocation urbaine et dans les centres de négoce en attendant le rétablissement de la sécurité dans leurs collines." (UNFPA, Draft 2003)

### **Regroupment of population allegedly undertaken several times since dismantlement of regroupment camps in 2000 (Dec 2000-Aug 2002)**

- UN Senior Inter-Agency Network on Internal Displacement encouraged the government to respect the Guiding Principles on Internal Displacement when undertaking displacement for security purposes
- UNICEF and Human Rights Watch reported that 32,000 people were forcibly regrouped by the government from April to June 2002
- Group of the Framework for the Protection of IDPs, which include the Government of Burundi, OCHA and the humanitarian community discussed regroupment issues in June 2002

"While regroupement camps in Bujumbura Rural have reportedly been dismantled, new relocation of populations is allegedly being undertaken in the south/eastern provinces of Burundi. The lack of safe and unhindered access to these areas has rendered virtually impossible the provision of essential assistance and protection to the affected populations. In the course of discussions with the Mission, governmental authorities agreed to allow humanitarian organizations to have access to these populations.

Action:

Government encouraged to ensure that any relocation of populations for the purposes of security is undertaken in conformity with the provisions of international humanitarian and human rights law and the Guiding Principles on Internal Displacement.

UN agencies and the wider international community to reiterate to the Government its position with regard to forced relocation, as outlined in the IASC policy (of February 2000).

Where access is possible, appropriate UN agencies in collaboration with NGOs to undertake a rapid needs assessment of these displaced populations and provide necessary assistance and protection." (Senior Inter-Agency Network on Internal Displacement 23 Dec 2000)

### ***Forced regroupment in Ruyigi province (April-June 2002)***

"Burundian army soldiers forced more than 30,000 civilians from their homes in Ruyigi province in eastern Burundi in late April and early May, Human Rights Watch said today. Burundian

authorities have refused to allow humanitarian aid groups to provide assistance to the displaced persons, who are suffering from malnutrition and disease.

Soldiers forced people to head for these regroupment sites by firing in the air," said Alison Des Forges, Senior Advisor to the Africa Division of Human Rights Watch. Authorities call the camps "protection sites" and say they were created at the request of the people. "Camp residents protest that they had no voice in this and want only to go home," said Des Forges.

Beginning on April 27, soldiers ordered civilians to move immediately to the sites and refused to allow those caught at the market or on the roads to return home to get basic necessities. Authorities provided no shelter, food, water, or sanitation facilities at the sites, in violation of article 17 of the Additional Protocol to the Geneva Conventions. After spending one night outside in a cold rain, the displaced persons built temporary shelters the next morning.

Authorities have excluded aid workers, saying the area is "insecure." Rebels of the Forces for the Defense of Democracy (FDD), fighting the Burundian government for the last seven years, make frequent incursions into eastern Burundi from bases in neighboring Tanzania.[...]

According to camp residents, they are allowed to leave the sites one or at most two days a week which is not enough to allow them to care for their fields and seek supplies at home.

Camp residents accused the military of beating and torture, arbitrary arrests, and prolonged detention in communal lockups. They say the soldiers raped and otherwise assaulted women in the camp. They declared that soldiers force civilians to carry supplies into combat and gave the example of a young man wounded by gunfire in the course of such service.

Soldiers have transformed the Nyabitsinda hospital into a military barracks, forcing the patients out and making it unlikely that sick persons will seek help there. They reportedly used chairs and benches from the local school as firewood to cook goats stolen from local people." (HRW 4 June 2002)

"The Group of the Framework for the Protection of IDPs, which includes the GOB, UN OCHA and the humanitarian community, met on June 7. The Ministers of Defense, Repatriation, Reinstallation of Refugees, Interior, Health and Human Rights, and U.N. representatives discussed regroupement issues and the need for better communication between the government, the army, and the population, and advocated for the inclusion of the humanitarian community. The GOB informed the meeting participants that the IDP population in Ruyigi province left the regrouped site and returned home." (USAID 20 June 2002)

### **Forced displacement of 350,000 civilians has been carried out in violation of international law (2000)**

- Forced displacement violated Art 17(1) of Protocol II of the Geneva Conventions and Principle 6 of the Guiding Principles on Internal Displacement
- Principles 9, 10, 11,12 and 14 of the Guiding Principles were violated while the displaced persons were in regroupment camps

"In terms of the number of persons affected, the Burundian government violated international humanitarian law most seriously by forcibly displacing some 350,000 persons from their homes and keeping them in camps where they suffered from miserable conditions of life, some of them for ten months. Article 17 (1) of Protocol II [to the Geneva Conventions Relating to the Protection of Victims of Non-International Conflicts, acceded to by Burundi on June 10, 1993] prohibits such



deliberate displacement of civilians except for their own security or for imperative military reasons.

Combat in Bujumbura-rural had increased in the months preceding the decision for regroupment, but the Hutu population suffered increased risk to their security more from the Burundian armed forces than from the insurgents. This risk of harm was not great enough to require confining residents in camps and could have been minimized by insisting that members of the Burundian armed forces abstain from attacks on the civilian population. Enforced residence in the camps exposed the displaced people to a number of other abuses by members of the Burundian armed forces as well as to a greater likelihood of death by disease and malnutrition than they would have suffered had they remained at home. In this way, regroupment actually reduced the security of camp residents.

In determining whether regroupment was justified by "imperative military reasons," the most authoritative source to interpreting the Protocol is its Commentary which states:

'Clearly, imperative military reasons cannot be justified by political motives. For example, it would be prohibited to move a population in order to exercise more effective control over a dissident ethnic group.'

The Hutu of Bujumbura-rural constituted a social base for the FNL and Burundian authorities did indeed displace them with the aim of exercising closer control over them, a political reason specifically excluded by the Commentary. Some of the residents of this province had provided food and shelter to FNL combatants-willingly or unwillingly-and so had supported their military activity. But this assistance was not so crucial to their combat as to qualify interrupting it as an "imperative" military reason. Article 17 also provides that all possible measures be taken to ensure that displaced persons be provided with "satisfactory conditions of shelter, hygiene, health, safety and nutrition" at places to which they are moved. As is clear from the information presented above, Burundian authorities took no measures to assure satisfactory conditions, even for those persons displaced long after the initial decision for regroupment was made.

Soldiers and national policemen and others acting at their direction, like doriya, who have killed, raped, or tortured civilians or treated them in a humiliating and degrading way, as detailed above, have violated the provisions of article 3 and of article 4 of Protocol II and they have failed to observe the principles recognized by the U.N. General Assembly Resolution 2444. Members of the Burundian armed forces who indiscriminately fired their weapons when herding civilians into regroupment camps and who shot directly into the camps as they did at Kavumu and Kabezi, have also violated these provisions of international law, as they have the prohibition of attacks on civilians. [...]

By forcibly displacing the population, the government of Burundi contravened principle 6 [of the Guiding Principles on Internal Displacement], which echoes article 17 discussed above. By giving people little or no advance notice of their forcible removal, by failing to provide any explanation of the necessity of the move, by failing to obtain the consent of those moved, and by failing to provide satisfactory conditions for their installation in the camps, the government contravened principle 7. Authorities carried out the displacement in total disregard of the rights to security and dignity of those affected, a violation of principle 8, and imposed the move on people who were largely farmers, those with a special dependency on their lands, thus disregarding principle 9.

Principle 10 specifies the protection of displaced persons against loss of life by murder, summary or arbitrary executions, and enforced disappearances which might result in death. It specifically prohibits direct or indiscriminate attacks, use of displaced persons as shields from attack, and attacks on camps. Members of the Burundian armed forces contravened principle 10 in the crimes and attacks described above. Members of the Burundian armed forces contravened principle 11 by raping, torturing, and committing other outrages on the physical, mental and moral

integrity of displaced persons. Members of the Burundian armed forces contravened principle 11 by requiring forced labor from children and principle 12 by recruiting, requiring or permitting displaced children to take part in hostilities. Principle 14 specifies that displaced persons have the right to move freely in and out of camps. This principle was ignored by Burundian authorities, whether military or civilian, who restricted the movement of civilians for their own purposes." (HRW June 2000 "Violation of international law & Guiding Principles on Internal Displacement")

### **Displacement affects both Hutu and Tutsi populations in and outside camps (2000)**

"The country included at least three types of internal displacement: up to 200,000 people, primarily rural Tutsi, who have lived for six years in designated camps protected by government soldiers and thousands, who have become displaced in the countryside or at makeshift sites for varying lengths of time; and nearly 350,000 Hutu whom the government required to live in so-called 'regroupment' camps." (USCR 2000, "Regroupment")

"There are a number of categories of persons, both hutu and tutsi, who are now or have been displaced within Burundi, many of whom are in highly insecure situations. These include persons who are living in camps, are dispersed in the countryside or towns with no permanent home, remain in or near camps that had been dismantled, have been unable to return home because their home has been destroyed, or repeatedly have to flee their homes. Some have been displaced for years, others for a much shorter time. (Women's Commission on Refugee Women and Children October 2000, p.2)

### **Regroupment of civilian population (September 1999)**

- 350,000 people, mainly Hutu, 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
- Evacuation of civilian population by the army because of counter-insurgency operations is a source of grave breaches of humanitarian law

"Burundian authorities have pursued two waves of forced population relocation, or regroupment. The first regroupment wave occurred during 1996-98 when the government moved at least a quarter-million Hutu into 50 camps scattered throughout the country. Some observers estimated that up to 800,000 persons lived in the regroupment camps at that time. Most regroupment sites closed during 1998, allowing occupants to return home.

The second wave of forcible regroupment occurred during late 1999. Authorities responded to rebel attacks near Bujumbura by requiring nearly 350,000 Hutu in and near the capital to move into about 50 regroupment sites. Approximately three-quarters of all residents of Bujumbura Rural Province were living at the designated sites as the year ended." (USCR 2000 "regroupment")

"In one community after another in late September and early October 1999, soldiers forced people to leave their homes with little or no notice. They arrived in the rural areas where most people live in homes scattered across the hills and simply fired in the air before ordering the frightened people to gather at designated sites. Often they forced them to leave without allowing them time to gather belongings or even food to take with them. In some cases, soldiers shot and killed those who did not follow their orders quickly or completely enough." (HRW June 2000, "Regrouping")

"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)

"[Civilians] were directed to sites, many of them on barren hilltops, far from any source of water. They were ordered to build shelters out of whatever branches and leaves they could find. Authorities provided no food, no water, and no building materials for them and said nothing about how long they would be required to live there." (HRW June 2000, "Regrouping")

"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 led 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)

#### ***The point of view of the international community***

"Forced relocation in Burundi, known as 'Regroupement', involves the massive forced movement of entire communities to sites at catying 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. [...]

#### ***Humanitarian impact of the policy***

The impact of [regroupment] 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](#)]

### **Typology of displacement reflects multi-faceted phenomenon (1993-1998)**

- 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 reinstatement." (Inter-Agency Standing Committee-Working Group February 1999, pp. 69-70)

"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. [...]

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)

# PHYSICAL SECURITY & FREEDOM OF MOVEMENT

## Right to life and personal security

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### Human rights abuses in several provinces (2005-2007)

- Abuses against the civilian population are committed especially in Bujumbura Mairie, Bujumbura Rural and Bubanza Provinces
- Government intensified its military campaign against FNL, resulting in a deterioration of the security situation (2006)
- The incidence of crime, including murder, theft and rape, remained high as of the end of 2006
- Despite the signature of a ceasefire agreement between the government of Burundi and the FNL, the FNL continues to ransom the civil population in Bujumbura Rural

“The human rights situation in Burundi continues to be dominated by abuses inflicted on the civilian population, especially in Bujumbura Mairie, Bujumbura Rural and Bubanza Provinces in the context of the continuing armed conflict with FNL. While numerous reports of targeted killings, abductions, looting and extortion of the population have been attributed to FNL, ONUB has also confirmed increasing reports of serious and frequent violations perpetrated by the National Defence Force and other Government security forces, leading to protests by national and international human rights organizations. The violations include summary executions, torture, looting, extortion, forced labour and arbitrary arrests and detention, particularly of individuals suspected of supporting FNL. In most cases, no investigations have been undertaken, perpetuating the prevailing climate of impunity.

President Nkurunziza has stated that respect for human rights is a priority for his Government.” (UNSC 21 November 2005)

“The intransigent armed group [FNL] has to date not demonstrated the political will to engage in good faith in any of the meaningful efforts to end the conflict over the past decade. [...]

In the meantime, the Government intensified its military campaign against FNL, resulting in a deterioration of the security situation in Bujumbura, Bujumbura Rural, Bubanza and Cibitoke.” (UNSC 21 March 2006, para.20-22)

“The FNL have continued to use violence to punish civilians who refuse to support them, showing special harshness towards those who had helped them in the past and then decided to stop giving assistance. [...]

The FNL have continued to use violence to punish civilians who refuse to support them, showing special harshness towards those who had helped them in the past and then decided to stop giving assistance.” (HRW 27 February 2006)

“Bujumbura Rural: “In Nyabiraba commune, over 2,000 families who had broken with the FNL movement since October 2005 now live in their homes after having spent the night near military positions for weeks. The security improved when a military position was set up in their hills. Traditional displacement sites including Matara, Nyabiraba and Nyabibondo continue to exist, but no new site have been set up. On the whole, the phenomenon of night displacement has

decreased in Kanyosha and Nyabiraba communes. Meanwhile, the site of displaced persons in Mwaro-Ngundu in Makebukoko commune (Gitega) has been destroyed by a storm, which left 60 families without shelter.” (OCHA 29 January 2006)

“While there has been some improvement in the security situation, the proliferation of arms among civilians continues to be of great concern. According to a study by the United Nations Development Programme (UNDP), about 100,000 households in the country have small arms and light weapons for self-defence, resulting in a high crime rate, accidents (for example in July, a child was seriously wounded after stepping on a grenade) and more wanton acts of violence by civilians.” (UNSC 27 October 2006).

“The incidence of crime, including murder, theft and rape, remained high. The large-scale circulation among the population of small arms and ammunition, including grenades, remained a major security concern. Many of the crimes committed were attributed to uniformed elements, compounding the impact of human rights violations, allegedly involving the national security forces, on the overall security situation.[...]

The absence of major confrontations between the national security forces and FNL, following the signing of the ceasefire agreement, continued to have a positive impact on the human rights situation in the north-western provinces, where FNL had been most active. In Bujumbura Rural, there was a marked decrease in forcible extortion of money from the population by FNL. However there have been increasing reports in Bubanza and Cibitoke provinces of FNL using coercive means to obtain food and other provisions.” (UNSC 18 December 2006)

« In spite of the signature of an agreement of cease-fire between the government of Burundi and Palipehutu-FNL movement, the latter continue to demand a ransom from the civil population in province of Bujumbura-Rural.

The inhabitants of the Kabenzi commune deplore to pay each one an amount of BiF 500 to this movement which, in its turn, distributes receipts to the "debtors".» (Ligue ITEKA 11 January 2007)

*For more information, please see*

*United Nations General Assembly, 14 Sep 2005, Report of the independent expert on the situation of human rights in Burundi, Akich Okola [[Internet](#)]*

*IRIN, 20 Sep 2006, Burundi: FNL fighters assemble but continue to tax civilians [[Internet](#)]*

### **IDPs and others have to carry out tasks for military, survey in Makamba Province says (2005)**

“Au niveau de certaines localités, des relations ambiguës avec les militaires sont aussi signalées. Entre autre, les militaires imposeraient des « corvées », tels qu’aller puiser l’eau, chercher du bois de chauffe, etc.” (NRC 1 September 2005, p37)

### **Looting of humanitarian assistance and sporadic attacks in Bujumbura Rural (2005)**

“Government soldiers in collaboration with the FDD fought to extirpate the FNL from the hills surrounding Bujumbura, areas that had formed the FNL base for years. In some cases they engaged FNL combatants but often they also attacked civilian populations thought to support the

FNL by paying them party dues or by giving them food and shelter. They also attacked civilians in reprisal for FNL ambushes against government soldiers or FDD combatants. They deliberately killed civilians, raped women and girls, burned houses, and stole property. FNL forces assassinated those known or thought to be working with the government and stole or extorted property from civilians. Combat and abuse by combatants frequently caused civilians to flee and tens of thousands spent more than six months of the year living in camps, temporary lodgings, or in the bush. By late 2004, government and FDD forces were regularly looting civilians immediately after they had received humanitarian assistance like food, blankets, or other household items. The practice had become so widespread that humanitarian agencies were obliged to suspend deliveries of aid in order to avoid further attacks on people who were living in abject misery. The FDD, in the past occasionally allied with the FNL, saw the other movement as a potential rival for votes if a functional electoral system is established and apparently were the force most responsible for abuses against civilians thought to support the FNL.” (HRW 14 January 2005)

“Despite a considerable security improvement due to end of military clashes, Governor Ntawembarira informed that there remain unabated cases of violence, sporadic attack on military positions, targeted killings of local administration authorities throughout Mubimbi, Isale, Nyabiraba and Kanyosha communes. Household lootings continue to be reported. Due to the more than ten-year war, the population of Bujumbura Rural is in need of assistance notably in health, education, food security and habitat sectors.” (OCHA 8 May 2005)

#### **Survey on IDPs: majority of IDPs consider security in the camps to be good, with notable exceptions (August 2004)**

- Children heads of households report forced labor and exploitation
- Strong majority of IDPs report that no social problems or ethnic tensions exist within the sites

#### ***“Protection of Physical Safety and Security (Principle 11)***

A strong majority of IDP households consider the security in the site to be good – and much better than in their place of origin – and report feeling safe and protected by the military detachments guarding the sites (*Forces Armées Burundaises*). Only in a few exceptional cases do IDP sites no longer have a military detachment in/near the site. At the same time, there are numerous reports (especially from child heads of household) of misconduct on the part of soldiers in the sites – although the majority of cases are characterized as ‘minor’ and do not seem to alter the generally good impression that IDPs have of the soldiers. Most examples are related to forced labour and exploitation (soldiers forcing the IDPs to collect water or firewood for them, soldiers taking the children’s bicycles for their own use and returning them many hours later, soldiers not paying for their beer, etc.) Some cases of rape and other forms of violence and abuse in the sites are reported to have been perpetrated by soldiers and/or rebels in the past, but the culprits were punished. Very few IDPs believe that crime or banditry exists within the site. Conversely, a strong majority cite crime and banditry as a major problem in their place of origin, especially theft of crops, destruction and looting of houses. IDPs report no serious problems with armed groups living nearby the sites. The practice of ‘sorcery’ is noted as a major security concern among IDP households in Muyinga province.

A strong majority of IDPs report that no social problems or ethnic tensions exist within the sites. In fact, many IDP sites remaining in Burundi today are mono-ethnic, inhabited by Tutsi; notable exceptions exist in Bujumbura Rural province, where the displaced population is almost exclusively Hutu, and Makamba province where a number of sites are ethnically mixed. Most IDPs feel a sense of ‘solidarity’ among the inhabitants of the site, and that people help one another and share to the extent possible. A noteworthy exception is found among many child



heads of household who feel that the sense of solidarity in the site is absent and, instead, there is a sense of 'every man for himself'. Many child-headed households feel disenfranchised from the community in the sites and are left to fend for themselves." (OCHA August 2004, p17)

### **IDPs are subject to sexual violence, forcible return and discrimination (2004)**

- Forcible return has occurred in exceptional cases and should be investigated further
- While strong majority of IDPs report not feeling discriminated against, IDPs in the north and central regions report the preferential treatment of people on the hills
- Human rights violations are mainly occurring in Bujumbura Rural Province
- In the rest of the country, the physical security of IDPs has somewhat improved, but IDPs like other civilians remain subject to armed robbery, banditry, road ambushes, carjacking, kidnapping, murder and sexual violence by armed men in uniform and by civilians
- Some 80 percent of households in the capital and larger provinces possess small arms

#### ***According to the UN Inter-Agency Division on Internal Displacement,***

"Main protection issues for returnees range from access to land (more pronounced for returning refugees than for returning IDPs), the lack of housing, SGBV (in the same proportion as the rest of the population), and forcible return.

- Long-term IDPs may suffer discrimination because of their status, highlighted by local administration decisions made without consultation with IDPs, and discrimination in access to humanitarian assistance.

- These issues are reflected in the recently released OCHA IDP Survey and in the UNFPA Survey on SGBV in IDP sites to be released in the near future.

- New IDPs are facing protection issues more systematically such as looting of property and possessions, no access to land, lack of physical protection, corruption and discrimination in the provision of humanitarian assistance." (IDD 24 September 2004)

"In a few exceptional cases IDPs report that the local administration is threatening or forcing them to leave the sites against their will. This is a serious protection concern that should be investigated further and remedial action taken if necessary. No IDP should be forced to leave the site if his/her safety would be at risk. [...]

A strong majority of IDPs do not feel discriminated against because of their status as a displaced person. Notable exceptions are found in the north and central regions where many IDPs say that people living in the *collines* are treated preferentially by the local administration and that IDPs are ignored. One focus group of child heads of household illustrates discrimination by explaining that when IDPs are invited to a party outside of the site they are given seats by the door and a different kind of beer.

At the same time, many IDPs say they have no right to participate in decisions that affect them directly. This is especially the case among female and child heads of household – but this may have more to do with cultural norms and behaviours rather than discrimination as a result of IDP status. Many IDPs say that that all decisions regarding the IDP community are made by the local administration." (OCHA August 2004, pp17-18)

"Sadly, as Burundi moves towards a post-conflict situation, crime has escalated throughout the country. Armed robbery, banditry, road ambushes, carjacking, kidnapping, murder and sexual violence are the norm in a country where the state and rebel groups have been arming and training the youth for over a decade. Men in military uniform gang up with civilians to commit violent crimes, killing and terrorizing

urban and rural populations. The root cause of the escalating crime levels is the extreme poverty the civilian populations are living in. Even families with regular incomes have been reduced to just one proper meal a day. The plight of those who live off meager handouts is revealed in the name given to them – *sinistrées*; people who have lost everything in this war.

Although Burundi is now labeled a post-conflict country, it still has an appalling human rights record. Women and children are the most vulnerable targets. Although many women have become the sole breadwinners in the family – through widowhood or due to high rate of unemployment- they are still the main victims of human rights violations.[...]

It is estimated that 80% of households in the capital and larger provinces possess small arms. What is even more shocking is that people interviewed for the research were against civilian disarmament and still support arms as a means of self defense.[...]

In the Tankoma IDP site outside Gitega town, a group of women were asked if arms were present in their camp. “We are poor people,” one woman replied. “The poor don’t have guns, but we are the first to be subjected to them.” When asked to expand further, she said that armed gangs opposed their returning home, and that this was the biggest armed threat they faced. They said they remained in the camp because it was the only place they felt safe.” (UNDP November 2004)

### **Displaced women and children face specific protection problems (2001-2007)**

- The UN estimates that 19 per cent of Burundian adolescents and women have been victims of sexual violence
- The capital and the 17 provinces of Burundi are fraught with sexual violence (2006)
- Majority of attacks are committed by members of the victims’ extended family, teachers and household domestic staff, and not by rebels and military personnel (2007)
- Displaced women in Gitega Province complained to Refugee International advocates about hunger and sexual exploitation by military personnel who were supposed to be providing protection in the camp (Apr 04)
- Displaced children have to struggle to keep alive in camps as they face abuses from the government and rebel forces
- Many displaced women were victims of threats and sexual abuses in and near camps in the past years

“Reliable statistics on sexual violence in Burundi do not exist. Médecins Sans Frontières’ clinic in the capital city, Bujumbura, sees an average of 124 new cases a month and a CARE-supported clinic 40 cases. In 2004 Ligue Iteka, a local human rights organisation,<sup>1</sup> recorded 1,664 cases of survivors of sexual violence seeking judicial assistance. Anecdotal evidence suggests that sexual violence is continuing to grow. Over 90% of women interviewed by CARE in Bujumbura Rurale province affirmed either having experienced sexual violence themselves or knowing someone who had.

Rebels and military personnel are no longer the primary perpetrators. In communities where CARE works, survivors of sexual violence report that the majority of attacks are committed by members of their extended family, teachers and household domestic staff. This reflects a general breakdown in social norms, withering of traditional conflict resolution and community sanction mechanisms and absence of functioning state law enforcement and judicial institutions. While the war might have been the trigger for an increase in sexual violence, only when there is genuine peace and increased livelihood security – not just absence of armed conflict – will the level of sexual violence fall significantly.

Their declining socio-economic status also puts women at risk, particularly for female-headed households. Poor women without a husband or older son in the household are perceived as unprotected – and therefore likely targets for sexual violence with little fear of retribution. Local officials have demanded sexual favours in return for food aid and other assistance.<sup>3</sup> Poor families are often driven by circumstance to push daughters into early marriages where they are at a high risk of conjugal sexual violence.” (Zicherman January 2007)

“Recent statistics show that 19% of Burundian adolescents and women have been victims of sexual violence.” (OCHA 2006, p13)

“Abuses of human rights and violations of international law by all parties in the conflict remain widespread and of serious concern. Children and women, in particular, are victims of sexual and gender-based violence. Non-governmental sources indicate that less than 5 per cent of rapes are reported to police or judicial authorities. In remote areas, rape cases are often resolved by community elders without referral to courts.” (UNICEF 2006)

“In 2003, national and international non-governmental human rights and humanitarian organizations, international agencies, and government authorities reported an alarming increase in the number of cases of rape in the context of Burundi's armed conflict. A concomitant increase in HIV/AIDS and other sexually transmitted diseases has affected victims of such violations.<sup>2</sup> Accurate statistical comparisons are in fact impossible as it is only recently that information on rape began to be recorded, despite its endemic nature. Even now, when the scale of the violence has forced the issue into the open, many cases go unreported due to the stigma and fear attached to reporting rape officially, lack of access to medical care and the lack of systematic recording of cases. Testimonial evidence supports the view that sexual violence has in fact been a significantly underreported element of Burundi's 10-year human rights crisis.

The perpetrators are largely members of the Burundian armed forces and armed political groups, as well as armed criminal gangs who not only rob but also rape. Fear of being raped at home at night is causing whole families to sleep outside and away from their homes and even rendering them still more vulnerable to malaria and other diseases. Even from the limited evidence available, the scale of rape indicates a deliberate strategy in some parts of the country by belligerents to use rape and other forms of sexual violence against women as a weapon of war to instil terror among the civilian population and to degrade and humiliate it [...]

Most victims of rape in Burundi currently face insurmountable obstacles in trying to bring suspected perpetrators to justice. Many women who have been victims of rape or other forms of sexual abuse are too intimidated by certain cultural attitudes and state inaction to seek redress. To do so can often lead to hostility from the family, the community and the police, with little hope of success. Those who do seek justice are confronted by a system that ignores, denies and even condones violence against women and protects perpetrators, whether they are state officials or private individuals. In a situation of armed conflict, the likelihood of cases being brought, and successfully prosecuted, further diminishes. In addition to the general weaknesses of the judicial system, there is a lack of any systematic, coordinated approach to gathering, storing, receiving and using essential medical evidence.” (AI 24 Feb 04)

“When Refugees International visited the Itankoma IDP camp in Gitega, many of the 500 displaced expressed frustration and a sense of neglect by their government, but particularly by the international community. Five women RI interviewed complained about hunger and sexual exploitation by military personnel who were supposed to be providing protection in the camp. The women spoke to RI while sitting next to each other in the dark little mud hut of Silvier, head of the women in the camp.” (RI 28 April 2004)

"A Burundi human rights group Wednesday said 961 cases of rape involving adult women and young girls were reported to it in 2003.

The victims were mainly internally displaced persons residing at encampment sites, according to a recent survey conducted by the Burundian human rights league, 'Iteka', which means dignity in a local language.

Most perpetrators of the rapes were combatants in the civil war representing government forces and rebel groups as well as militiamen from both sides, 'Iteka' explained.

It said the number of cases reported might not correspond to the gravity of the phenomenon since the survey covered only five of the country's 17 provinces, and about 50 percent of the population living in displaced camps.

'Iteka' pointed out that the figures were also far from the reality because some victims prefer to keep silent to protect their privacy.

"Since issues relative to sex are taboo in Burundian society, the majority of rape cases are concealed and victims rarely dare to speak up or take the matter to court," said Joseph Mujiji, secretary-general of 'Iteka'." (PANA 28 Jan 04)

"Around military posts in rural areas and IDP sites in Kayanza, soldiers target young girls for rape. This has been the case all throughout the war and continues so today. When mothers denounce these military, they themselves are threatened and, in some instances, raped. Maison Shalom in Ruyigi maintained that sexual violence combined with arms is accelerating the spread of HIV/AIDS among men associated with armed groups." (UNDP November 2004, p24)

"The UN Office for the Coordination of Humanitarian Affairs says none of the humanitarian actors has had access to the Ruyigi area for over a month now. The total number of displaced people is still unknown, but masses of people are fleeing farther into the hills away from the rebels and the government army.

Rebels of Pierre Nkurunziza's faction of the Conseil national pour la defense de la democratie-Forces pour la defense de la democratie occupy Moso, an area some 15 km southeast of Ruyigi town. The area was chosen as one of the cantonment zones for the rebel group under a ceasefire accord.

However, despite the accord, attacks on civilians in the area have been increasing since the beginning of the year. The rebels have been looting property and livestock. People are also accusing the army of repression directed against those thought to be 'supportive' of the rebels. Gang rapes of women by uniformed men have also increased. Last week alone, seven cases of rape were reported to communal health centres. Area military authorities have denied any involvement of soldiers in these acts." (IRIN, 25 Feb 03)

***Burundi is among the world's five worst conflict zones in which to be a woman or child, according to a report of May 2003 by the international NGO Save the Children. [Click here to see the report, 'State of the World's Mothers.'](#)***

"Cases of rape, including the rape of girls, have been reported, particularly in the stricken areas. Other rapes are committed by armed bands on women captured during attacks. Unfortunately, many cases are not brought to trial. The laws of Burundi provide for 10 to 20 years' imprisonment for rape, or even more if there are aggravating circumstances. Most often, however, the guilty go unpunished. No doubt social and other pressures explain the fact that victims or their parents often accept out-of-court settlements." (UN GA 17 Oct 2001, para.69-70)

“Sexual violence continued to be widespread and minors, including very young children, constituted some 60 per cent of reported rape cases.” (UNSC 18 December 2006)

“The capital and the 17 provinces of Burundi are fraught with sexual violence. The victims vary in age from a few months to 17 years. Although the victims are mostly girls, some boys have also reportedly been attacked. From August 2005 to July 2006, ONUB investigations have turned up more than 300 cases of girls having been raped, 16 of which were attributed to FDN soldiers. These cases are only the ones that were reported to the authorities. Burundian officials and child protection workers recognize that these represent only part of the real problem of sexual violence against girls. Most cases of rape are not reported, while a number of cases have supposedly been “solved” by “amicable settlement”, with the offender giving money to the victim’s family or with the arrangement of a marriage between the victim and the perpetrator. Only a few offenders are arrested, and even fewer are actually prosecuted. Nonetheless, there have been some improvements during the period under review. We have noted that more sexual offenders are being arrested and punished. This may be due to both systematic follow-up by human rights workers and awareness-raising campaigns.” (UNSC 27 October 2005)

See also MSF-Belgium & OCHA, July 2005, Provenance des victimes de violences sexuelles au Centre SERUKA- 1er semestre 2005 [[Internet](#)]

### **Many displaced widows resort to prostitution or polygamy in order to survive (2004)**

- Widows have no inheritance rights
- They lack help to rebuild homes in return areas

“Widowhood entails a series of forced compromises that appear to vary little across the country. Primary among these are the material lack and destitution that stem from the fact that widows have no inheritance rights and lose all belongings and property to the late husband’s family. According to a human rights activist in Ngozi, “If she fails to receive the support of the inlaws, she is lost.” Widows are thus forced to support their family alone and bereft of property, land and personal effects.[...]

Widows in Nyanza Lac displaced camp said that although armed gangs were a primary impediment to returning to their hills, another serious concern was the fact that they have no physical help to rebuild their homes.[...]

In Kampazi displaced camp, Kayanza province, widows claimed that husbands were killed not only in the war but continue to die in armed robberies in homes. Consequences of widowhood include lack of education and healthcare for children, and multiple sexual relations and polygamy driven solely by economic necessity. The offspring of these relations are rejected, abandoned and become street children.

Local men refer to the proliferation of polygamy as “reconstruction,” meaning that families have been so decimated by war that the social imperative now is “to multiply.” Women clarified that this was just a pretext for male exploitation of vulnerable women.

In Kayogoro camp, Makamba province, widows justified these exploitive relations, including prostitution, in terms of “improved security.” Women explained that there was “more security in prostitution” because they exercise a degree of self-determination: the absence of any connection to local men, however tenuous and abusive, can lead to rape. Prostitution, or “vagabondage sexuel,” as women called it, engenders a modicum of male protection. It is seen as safer than

remaining constantly alone, exposed and vulnerable to physical abuse and sexual violence by unknown delinquents, armed gangs and bandits.” (UNDP November 2004, pp24-26)

### **Displaced children have been recruited and used in the civil war (2001-2006)**

- UN SG reported to the UN SC that the FNL-Palipehutu, and to a lesser extent the CNDD-FDD continue to recruit children (February 2005)
- Massive child recruitment by armed opposition groups in the period leading up to the change in president, to gain recognition and bargaining power in the peace accords (2003)
- UNICEF counted 3,000 children in armed forces but this figure probably underestimates the extent of child recruitment (Dec 03)
- Number of children recruited is uncertain (March 04)
- In July 2004, five armed groups committed to cease recruitment of persons under the age of 18
- According to survey on IDPs, child recruitment is declining (Aug 04)
- In 2004 children as young as ten continued to be used as domestic labour, porters, and spies as well as in combat in Burundi and DRC by the government armed forces (Nov 04)
- From November 2003 to July 2006, the demobilization, reintegration and recruitment prevention project has helped to free and reintegrate 3,013 children who had been formal members of armed forces and other armed groups and gardiens de la paix Recruitment of child soldiers by the Front National de Libération (FNL) stepped up during the months preceding the signing of the ceasefire agreement with the government in September 2006

“Burundi ratified the Convention on the Rights of the Child on 19 October 1990 and signed the Optional Protocol to the Convention on the involvement of children in armed conflict on 13 November 2001. The Optional Protocol was ratified on 18 January 2005. The authorities have not yet adopted national legislation to criminalize the recruitment and use of child soldiers.” (UNSC 27 October 2006)

"Up to 14,000 children have taken part in the eight-year civil war in Burundi, according to a report from the 'Coalition to stop the use of child soldiers'. " (UN OCHA 29 June 2001)

“No reliable figures exist on the number of children who have taken part in the conflict over the last 10 years. However, according to United Nations Child Fund (UNICEF) figures between 6,000 and 7,000 under-18s must now be disengaged, demobilised and reintegrated into society. UNICEF has so far secured agreement with the Government of Burundi and two minor armed political groups, the FNL (Mugabarabona) and CNDD-FDD (Ndayikengurukiye) for the demobilisation and reintegration of their child soldiers, estimated at 3,000 child soldiers. The Ministry of Human Rights has acknowledged that the real figure may be higher.” (AI 24 March 2004)

### ***“Protection against Recruitment of Children into Armed Groups (Principle 13)***

Responses are mixed to the question of whether there has been recruitment of children into armed groups. Many IDPs respond ‘yes’ (by both FAB and rebel groups) but explain that most children who join the armed groups do so voluntarily, in search of a means of income or subsistence. Most replies indicate that forcible child recruitment was a problem in the past but no longer or rarely takes place now. Interestingly, the response among child heads of household is also mixed, with some saying ‘yes’ there is recruitment and some saying ‘no.’” (OCHA August 2004, p17)

“In 2004 children as young as ten years old continued to be used as domestic labour, porters, and spies as well as in combat in Burundi and DRC by the government armed forces. Other children were knowingly exposed to danger by government soldiers who forced or bribed them to provide intelligence on activities by armed political groups opposed to the government. [...]

The authorities said there was no policy of recruiting children but that sometimes they lied about their ages in order to join the armed forces.<sup>9</sup> As part of a demobilization program with UNICEF, the Ministries of Defence and Interior established that the number of child soldiers in the armed forces and the Peace Guards were 1,000 and 1,500 respectively. In December 2003 the Ministry of Human Rights acknowledged that the real figures might be higher.[...]

Throughout 2003 the CNDD-FDD (Ndayikengurukiye), FNL (Mugabarabona), CNDD-FDD (Nkurunziza) and FNL (Rwasa) either actively recruited or used child soldiers. Young girls were forced into sexual servitude for periods ranging from days to years. All armed groups were accused of rape and other forms of sexual violence.<sup>16</sup> Minor groups such as the CNDD (Nyangoma), Front pour la libération nationale (FROLINA), National Liberation Front, and PALIPEHUTU (Karatasi) also recruited child soldiers in an effort to boost the numbers under their command prior to demobilization.” (CSUCS 17 November 2004)

“9. While the majority of parties in Burundi have made commitments to end the use of child soldiers and have begun to participate in disarmament, demobilization and reintegration processes, several armed groups have continued to recruit and use children. Since November 2003, child soldiers have been integrated into the national general disarmament and demobilization Joint Operations Plan. Through the Child Soldiers National Structure, more than 2,260 child soldiers from Forces armées burundaises (FAB) and allied civil defence militias (Gardiens de la paix) had been demobilized and reintegrated in their families by September 2004.” (UNSC 9 February 2005)

“Some 7,000 children have been recruited into armed groups, 620,000 children are orphans, and some 654,000 children are working on plantations, construction and mining.” (UNICEF 31 January 2005)

“From November 2003 to July 2006, the demobilization, reintegration and recruitment prevention project has helped to free and reintegrate 3,013 children who had been formal members of armed forces and other armed groups and *gardiens de la paix* (community-based militia). Of the children who were reintegrated, 599 returned to school. About 1,800 children received occupational training. Most of the children, however, returned to farming and fishing in their local communities.[...]

As part of the process of negotiations between the Government of Burundi and FNL, led by the regional facilitation team, the United Nations drew stakeholders’ attention to the need to take special measures to protect child victims of the conflict. As a result, a paragraph dealing with the demobilization of children was added to the Dar-es-Salaam Comprehensive Ceasefire Agreement of 7 September 2006. During the negotiations, the ONUB facilitators demanded an immediate halt to the recruitment of child soldiers; this demand has gone unheeded, however, as shown by the rise in the number of children recruited during the months preceding the signing of the ceasefire agreement.” (UNSC 27 October 2006)

See also:

Human Rights Watch (HRW), 16 Jun 2006

A long way from home: FNL child soldiers in Burundi [[Internet](#)]

## **Personal Liberty**

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# SUBSISTENCE NEEDS

## General

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### **Extreme fragile living conditions despite political progress (2006)**

“Despite remarkable institutional and political progress, the situation in Burundi is still characterised by extremely fragile living conditions, due to acute food insecurity, which affects large parts of the population, as well as very limited access to basic services. Moreover, the on-going armed conflict in some provinces requires the humanitarian community to provide an emergency response and continue to attend to the protection of the civilian population.” (OCHA 2006, p2)

“[Kirundo] This former breadbasket of Burundi and home to thousands of returnees has become a place of poverty and desolation. Kirundo Province, which used to supply beans, sorghum and cassava to the nation, now relies on handouts from its former customers. Of the total 580,000 inhabitants, about 300,000 are in urgent need of food aid.” (IRIN 17 March 2006)

### **Persisting poor conditions in IDP sites of Ruyigi and Cankuzo Provinces (Oct 04)**

- IDP camps in Ruyigi Province are reportedly difficult to access, due to poor road conditions and bridges
- Inadequate health care, education and shelter for IDPs in Ruyigi Province
- Situation found less dire for IDPs in Cankuzo Province, but in some sites houses are substandard and there are few income-generating opportunities, while health and education centers are too few

“During the reporting week, OCHA conducted a number of visits to IDP sites in Ruyigi and Cankuzo provinces to assess the humanitarian situation. The most striking instance was found in the Musha area of Gisuru Commune, Ruyigi Province, during a joint mission with ONUB, the National Commission for the Rehabilitation of vulnerable persons (CNRS) and national NGO Maison Shalom. Located some 75 km northeast of Ruyigi, the sites are difficult to access, owing to poor road conditions and dilapidated log bridges. Residents noted inadequate health care and education facilities as their main areas of concern, while shelter needs were also obvious: stick huts covered by wild grass which provide little protection from the elements - of particular concern given the onset of the rainy season. Also, the huts are highly vulnerable to fire, which could spread rapidly due to the close proximity of dwellings. IDPs sleep on exposed dirt floors.

In neighboring Cankuzo Province, while the overall situation was found to be less dire, a great deal remains to be done, especially in the domains of health and education. At Bunyerere site, 38 km east of Cankuzo town, the nearest health center is at a distance of 15 km, habitations are substandard, and income-generating activities are sorely needed. At the nearby Twinkwavu site, which has nearly become a permanent village - a trend common to IDP sites throughout the region - the local primary school is overwhelmed by an ever-increasing enrolment of students who have returned from refugee camps in Tanzania. As a result, the school day has been divided into two separate half-day sessions, with class sizes nearing 100 students each - merely one

example of an all-too-typical situation nationwide. Meanwhile, at the Cendajuru site, located some 25 km from Cankuzo town, the population has no access to public health service.

In related news, a joint Catholic Relief Services/World Food Programme/OCHA assessment mission was conducted in Minago area of Bururi Province to review the food security of the 491 families that fled fighting in Bujumbura Rural Province. The mission concluded that the families were in need of food assistance between November 2004 and February 2005. A food ration of twenty days will be provided during the determined period and follow-up of their food security situation will be ensured, WFP reported.” (OCHA 17 October 2004)

## **Food and nutrition**

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### **2.2 million in need of food aid (2005-2006)**

- Despite improvements many households still remain extremely vulnerable (2006)
- About half of all children in the country are currently suffering from moderate to severe malnutrition (2006)
- Acute malnutrition levels in Burundi are under the emergency threshold of 10% (2005)
- Management of successive nutritional crises in the past decade has been successful in terms of clinical outcomes, overall contributing to the reduction of malnutrition prevalence rates (2005)
- However, high prevalence of communicable diseases, a weak public health system, poor diet quality and chronic household food insecurity could still easily reverse the gains obtained through humanitarian actions (2005)
- Provinces of Kirundo, Muyinga, Cankuzo, Ruyigi, Cibitoke, Rutana, Bubanza et Makamba have people with food insecurity, in particular chronically vulnerable households

“WFP has warned that the lethal combination of poor rains, crop disease and extreme poverty has left 2.2 million Burundians in need of food aid in 2006.” (WFP 3 February 2006)

“The rate of severe malnutrition is below the critical level of 10%, but this is offset by widespread chronic malnutrition (currently at 43%).” (UN 30 November 2006)

“Even though Burundi’s decade-long civil war ended in 2004, families are still struggling to feed their children. About half of all children in the country are currently suffering from moderate to severe malnutrition.” (UNICEF 20 July 2006)

“Household vulnerabilities are most apparent in the agriculture and food security sectors. The 1% decrease of gross agricultural production in 2005 compared to 2004 has aggravated the gap between food production and the continuously increasing needs of the population. In 2005, Burundi faced a global food deficit equivalent to 384,000 MTs of cereal, compared to 259,000 MTs in 2004. Rising prices of staple food items added to the negative impact of gaps between production and needs, reinforced food deficits and greatly reduced household income levels. For example, inflation rates in the first six months of 2005 were estimated at more than 17%<sup>9</sup>, with price increases for basic food items ranging from 42% (beans) to 69% (cassava flour) compared to the same period in 2004. At the same time, coffee production dropped from 36,000 MTs in 2004-2005 to 7,800 MTs in 2005-2006, a decline of 78%.

Moreover, high demographic growth has led to the atomisation of household food production and rising pressures on dwindling natural resources, resulting in further reduction of land fertility and productivity.[...]

Whereas the acute malnutrition rate is below the 10% emergency threshold, there exist important seasonal and regional variations. However, more stable security conditions in most parts of the country and the availability of a national network of nutritional services have contributed to the reduction of malnutrition prevalence when compared to the emergency rates of 2000-2002.” (OCHA 2006, pp12-13)

“La situation de sécurité alimentaire reste préoccupante en cette période post récolte 2006A. Les raisons en sont multiples : une succession de mauvaises récoltes depuis 2003, le régime pluviométrique déficitaire et irrégulier et la forte expansion de la maladie de la mosaïque du manioc. Comparée à la saison 2005A, la production globale a chuté de 12% et jusqu'à 40% pour certaines cultures. Aucune récolte n'est cependant attendue dans certaines communes du pays.

D'autre part, nous assistons également à un rallongement de plus trois mois de la période de soudure, conséquence de cette situation de pénurie alimentaire prolongée.

Cette situation de pénurie alimentaire frappe presque toutes les provinces du pays. Néanmoins ce sont les provinces de Kirundo, Muyinga, Cankuzo, Ruyigi, Cibitoke, Rutana, Bubanza et Makamba qui sont les plus touchées. Tandis que les ménages chroniquement vulnérables ont du mal à gérer cette situation, une bonne proportion des vulnérables transitoires commence à basculer dans une situation de vulnérabilité sévère. Au regard de ce qui précède, une situation de crise alimentaire aiguë se présente à l'horizon.” (République du Burundi, Ministère de l'agriculture et de l'élevage 20 Feb 2006)

“In the area of nutrition, the inter-agency health and nutrition evaluation conducted jointly by the MOH, the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF) in March-April 2005 confirmed that acute malnutrition levels in Burundi are under the emergency threshold of 10%. The containment of acute malnutrition is, to a large extent, the result of sustained, large-scale nutritional actions being carried out in all Burundian provinces since the late 1990s. The evaluation found that the general performance of therapeutic and supplementary nutritional centres was good with key indicators below the SPHERE Standards minimum cut-off points. Main activities carried out by nutritional centres throughout the country match the international criteria for emergency actions.

The evaluation also pointed to clear seasonal variations in admission rates peaking at pre-harvest periods. Admission rates for severely malnourished children steadily decreased in 2002-2004, however further data comparison and validation is required to confirm 2005 trends. The age breakdown of beneficiaries at centres shows a majority of children under five (60-75%) while adults represent approximately 20%, the majority of which are women of childbearing age.

At the same time, the 2002 national policy of integration of nutritional services into the national healthcare system needs adjustments to ensure sustainability of quality and coverage of the existing nutritional centre network, mostly managed and supported by UN and NGO-managed programmes.

The findings of the inter-agency evaluation confirmed that the management of successive nutritional crises in the past decade has been successful in terms of clinical outcomes, overall contributing to the reduction of malnutrition prevalence rates. However, high prevalence of communicable diseases, a weak public health system, poor diet quality and chronic household food insecurity could still easily reverse the gains obtained through humanitarian actions in the sector. The consolidation of the results obtained through sustained emergency and relief actions

should be given priority in the short- and medium term through improved integration of nutrition, primary healthcare and food security actions.” (OCHA 23 June 2005)

*See also Food and Agriculture Organization of the United Nations (FAO), 13 December 2005, Food supply situation and crop prospects in Sub-Saharan Africa Dec 2005 [Internet]*

### **Chronic vulnerabilities, diseases and drought jeopardize food security improvement (2005 – 2006)**

- Food shortages have been worsened in north and north-eastern provinces due to persistent drought
- In 2005, 600,000 have faced severe food shortages in north-eastern provinces
- Extreme coping mechanisms like the sale of family land and property or the departure of entire families to other provinces or across the border into Rwanda were recorded in these provinces in October 2004-May 2005
- At the end of 2006, the UN warned that a food crisis – less severe than in 2005 – was looming in northern and east-central Burundi

« Des dizaines de personnes sont mortes et des milliers d'autres sont menacées par la famine qui sévit dans les provinces burundaises de Kirundo et de Muyinga au nord-Est, ont indiqué les autorités administratives locales. » (IRIN 11 Jan 2005)

“Persistent food insecurity testifies to the profound vulnerability of the country, where more than half of the population lives in extreme poverty. Over the last six months, 600,000 people have faced severe food shortages in north-eastern provinces. The Government of Burundi imposed a special tax on the salary of Ministers and lawmakers and a lower one for civil servants in an effort to raise money to forestall famine. Although donors have come up with generous assistance, the needs are enormous and beyond the initial expectations. In May, the World Food Programme launched an appeal for full disbursements of pledges, without which food stocks would run out completely by September. Since food rations keep nearly a million farmers from resorting to eating their seeds during the planting season, the suspension of that assistance would endanger subsequent harvests. In addition, owing to drought and poor rains, this season the crop yield may not meet food security needs. (ECOSOC 27 June 2005)

“The national Crop and Food Supply Assessment<sup>1</sup> of January 2005 estimated that 21.5% of the total population (approximately 369,000 households), were in need of agricultural and food aid of which 90,000 households are in the north-eastern provinces of Kirundo and Muyinga alone. Cassava crop yields, an essential item of the daily Burundian diet, have been reduced to negligible quantities or disappeared altogether in some regions of Burundi due to the continuous progression of virulent mosaic pest, thus aggravating the already fragile food security situation of many families. As a result, extreme coping mechanisms like the sale of family land and property or the departure of entire families to other provinces or across the border into Rwanda were recorded in these provinces in the period October 2004-May 2005.” (OCHA 23 June 2005)

“A food crisis is looming in the north and east-central Burundi, a consultant at the United Nations Food and Agriculture Organization (FAO) has said.

However, Methode Niyongendako said the severity of the food crisis in Ngozi, Kirundo, Kayanza, Muyinga, Karuzi and Cankuzo provinces would not be as bad as last year.” (IRIN 13 December 2006)

## Health

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### **Precarious Health conditions in Burundi (2006)**

- Burundi is one of the countries where health indicators continue to feature as among the worst in the world
- Mortality rate remains as high as 47% for children under 5 years
- Free medical care for Burundian mothers and children was intended to improve their lives; instead it has cripple the nation's health system

“Burundi is one of the countries where health indicators continue to feature as among the worst in the world. Malaria remains a primary public health concern. Despite the significant drop in costs further to the implementation of the National Protocol, the mortality rate remains as high as 47% for children under 5 years. Moreover, localised cholera and meningitis epidemics are certain to occur at the known intervals with a couple of thousand cases to be tested and possibly treated. Infections often are fatal because medical staff is inadequately trained, due to the absence of efficient control systems, poor performance of epidemiological surveillance systems, or under-equipped laboratories.” (UN 30 November 2006)

“A new policy of free medical care for Burundian mothers and children was intended to improve their lives; instead it has cripple the nation's health system.

Public hospitals in Burundi have recorded double, sometimes triple, the number of patients since a presidential directive for free paediatric and maternal health services was implemented on 1 May [2006]. Overcrowded wards, a shortage of doctors and other medical staff, as well as patients' inability to afford prescribed medications are some of the challenges health officials are now facing.” (IRIN 9 June 2006)

“In the area of primary healthcare, the major concerns during the year were related to the continuous limited access to services, the poor quality of service delivery and the government's reduced capacities for surveillance and early warning.” (OCHA, 2006, p7)

According to survey conducted in Makamba province in 2005, The local population, IDPs, returning IDPs and repatriated refugees lack access to health care for the following reasons:

la rareté des centres de santé et des postes de soins,

- le coût élevé des services de soins pour des personnes majoritairement sans moyens financiers,

- la distance trop importante à parcourir pour arriver au centre de santé le plus proche

Cette situation découle de l'organisation structurelle de tout le secteur santé burundais. La réalité est que la capacité de réponses aux attentes d'ordre médicales ou autres, est très limitée.

La distance à parcourir pour arriver au centre de santé et le pourcentage de ménages éloignés de plus de 5 km des centres de santé, permettent et de façon déterminante d'expliquer pour certaines zones, l'importance du non accès aux soins de santé.” (NRC 1 September 2005, p32)

See also:

ITEKA, 16 Oct 2006

Burundi : L'épidémie de choléra refait surface dans certains quartiers de la Mairie de Bujumbura [[Internet](#)]

MSF June 2006, Evaluation de l'accès financier aux soins pour les populations de la province de Karuzi : des résultats mitigés [\[Internet\]](#)

For health indicators in Burundi, please see WHO, December 2005, **Health Action in Crises**, Burundi [\[Internet\]](#)

See also WHO, August 2005, Update on Health and Humanitarian Situation in Burundi [\[Internet\]](#)

### **Close to 70 percent of IDP camps have a health facility in or close to the camp (August 2004)**

- Lowest access to health facilities for IDPs are in Cankuzo and Bururi Provinces
- On average, 91% of IDP sites have a water point located in or within close proximity of the site, with lowest rates in Ruyigi, Rutana and Karuzi
- 84% of IDP households report having a latrine in the site

“On average, 68% of IDP sites have a health facility (hospital / health centre / dispensary) located in or within close proximity of the site. When results are disaggregated by province, wide variations emerge. The lowest coverage rate is in Cankuzo Province, where only 20% of the IDP sites have a health facility within close proximity; in Bururi Province, the rate is also low, at 33%. Conversely, in Bujumbura Mairie and the provinces of Mwaro, Ngozi, Rutana and Ruyigi, 100% of the IDP sites have a health facility within close proximity. Results of focus group discussions reveal the difficulties that IDPs face in accessing health services, primarily due to inability to pay for consultation fees and medicines, despite having a facility located nearby.

On average, 91% of IDP sites have a water point located in or within close proximity of the site. Again, differences are noted across provinces, with the lowest coverage rates found in the provinces of Ruyigi (60%), Rutana (67%) and Karuzi (78%). In many provinces, 100% of IDP sites are served by a water point.

On average, 84% of IDP households report having a latrine in the site. Little variation exists across provinces. The survey teams did not inspect the type / condition of individual latrines, but it was observed that many latrines in IDP sites are of the traditional type (simple hole in the ground, with superstructure made of straw / grass).

In general, the availability and level of basic services and infrastructure in the sites does not appear to be a major factor influencing the decision of IDP households to return to their place of origin or remain in the site. Half of the participants in the focus groups believe that the basic services in the site are better than in their place of origin, but there was no difference in response between households that want to return to their place of origin and households that want to remain definitively in the site. This response is not surprising, given the fact that most IDPs are displaced within close proximity to their place of origin and are in many cases accessing the same facilities and services as they were prior to their displacement. Most IDPs continue to complain that the level of basic services in the sites is not adequate, particularly health care. A notable exception is found among child heads of household, most of which believe that the basic services in the site are better than in their place of origin.” (OCHA August 2004, p16)

### **Little information on whether IDPs are particularly vulnerable to HIV/AIDS (2001-2005)**

- Burundi is among the 15 countries most affected by the disease (2005)

- Number of people infected with HIV/AIDS has tripled in the last decade with a significantly higher proportion of cases among women
- Over 18 percent of the urban population and 7.5 percent of the rural population are HIV positive
- According to the UNICEF 2004 State of the Worlds Children, 8.3% of adults between 15 and 49 years are infected with HIV
- Burundian NSP [National Strategic Plan] states, without providing evidence, that the promiscuity in IDP camps and agglomerations is one of the principle causes of HIV/AIDS in the country

“According to the Joint United Nations Programme on HIV/AIDS (UNAIDS), Burundi is among the 15 countries most affected by the disease, with 390,000 persons living with HIV/AIDS. A strategic HIV/AIDS plan is being implemented by the authorities with international support.” (ECOSOC 27 June 2005)

“The number of people infected with HIV/AIDS in Burundi has tripled in the last decade with a significantly higher proportion of cases among women.” (OCHA 23 June 2005)

“According to the UNICEF 2004 State of the Worlds Children, 8.3% of adults between 15 and 49 years are infected with HIV. Burundi is estimated, as of 2003, to have the second highest prevalence rate in the central African region, and the 13th in sub Saharan Africa. A wide range of estimates exist for HIV/AIDS prevalence, but they agree that it is increasing over time.” (WFP September 2004)

“ It is important to note that the Burundian NSP [National Strategic Plan] states, without providing evidence, that the promiscuity in IDP camps and agglomerations is one of the principle causes of HIV/AIDS in the country.

The Burundian Red Cross interviewed 731 persons for a BSS [Behavioral Surveillance Survey] in IDP sites located in the Makamba, Rutana and Bururi provinces in 2001-02. The study showed that IDPs could accurately at least one mode of transmission of HIV; 96.5% mentioned unprotected sex, 79.5% sharp objects with infected people, and 30.5% contaminated blood. Few IDPs knew about mother-to-child transmission. The BSS reported that radio (87.8%) and religious sermons (27.3%) were the most effective means of raising HIV awareness. In terms of prevention, 91.8% spoke of abstinence, 54.0% suggested not sharing sharp objects, 45.3% mentioned condoms, and only 10.3% knew about antiretroviral drugs reducing mother-to-child transmission. The fact that few people know of and use condoms is particularly worrying given that 53.6% of young people claimed to have sexual relations before 15 years of age.” (UNHCR/IDD January 2006, p23)

"In 2001 alone, more than 40,000 Burundians are estimated to have died because of AIDS. HIV/AIDS is the highest cause of mortality among adults and a major cause of infant mortality. At the end of 1999 there were an estimated 240,000 HIV/AIDS orphans in Burundi. In addition, some 360,000 adults (aged between 15 and 49 years) and 19,000 under 15 years were living with HIV/AIDS, affecting people in their most economically productive years, and leading to a significant reduction in life expectancy. [...]

Populations in displacement camps are particularly vulnerable, especially women. During the socio-behavioural survey, 9% of young people surveyed reported to have already been victims of rape. Young people from 15 to 24 years old surveyed in displaced sites assert that it is difficult to abstain. Moreover, some men in the camps pressure women into sexual intercourse in order to 'reconstruct' what the war has destroyed '*gusanura ivyasambutse*'." (UN OCHA 19 Nov 2002, p15 & 26)

"Concentration of internally-displaced people (IDPs) in camps and promiscuity are to blame for the increasing rate of HIV infection in Burundi's population, and the camps have become new centres of high infection rates in the countryside, the director of Burundi's national AIDS and sexually transmitted diseases control programme, Dr. Joseph Wakana, told the Pan-African news agency (PANA) on Monday. However, UN sources disputed Wakana's claim of "promiscuity" as a cause, noting that HIV rates are higher in IDP and refugee camps worldwide due largely to sexual violence by men against women and breakdown of family structure. "There is widespread rape - people are no longer bound by social conventions," Damien Rwegera, an adviser for conflict zones in West and Central Africa for the UN AIDS organisation, told Reuters on Tuesday. "The soldiers rape, the men rape - especially as up to 95 percent of people in a refugee camp can be women and children because the men are dispersed." A UN humanitarian source in Burundi added that seventy percent of households in the country's IDP camps are headed by women." (IRIN-CEA 22 June 2001)

See also: *UNAIDS Burundi Country HIV and AIDS estimates, end 2003* [[External link](#)]

and *Wexler, Raquel, January 2003, HIV and the internally displaced: Burundi in-focus* [[External link](#)]

## **Shelter and other needs**

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### **Pressing need of housing assistance for IDPs encouraged to return to their collines of origin (2006)**

- Returning IDPs in Gitega Province and in Bujumbura Rural are reported to have pressing shelter needs

"The Government project APRS supported by GTZ has completed identification of beneficiaries for its housing project which plans to build 512 houses in Gitega commune (Gitega province). Identified persons include returnees, displaced persons, former combatants and certain vulnerable persons. Further to the decision by the Government to undertake major construction work at Itankoma, displaced persons were encouraged to return to their collines of origin. Whilst all of the approximately 400 IDPs had adhered to the call, only 160 were considered and will be assisted. There is a pressing need of assistance for the remaining group of displaced persons in terms of housing since they have to leave the location." (OCHA 17 September 2006)

"Internally displaced persons (IDPs) who had fled insecurity more than ten years ago and who returned to their homes in Nyabunyegeri, Tenga, Gahahe, Gatumuru and Gasenyi in Mutimbuzi commune (Bujumbura Rural) are facing difficulties with their housing. They are in urgent need of roofing material after having reconstructed the walls of their former houses which had been destroyed during the conflict. The same situation prevails in Isale commune where around 200 returning families are staying in the unfinished structures or their former homes." (OCHA 23 April 2006)

"Many former IDP sites now host other categories of people, including returning refugees unable to immediately live on their land (house to be rebuilt)." (OCHA, 12 December 2006)



## **1.2 million IDPs, refugees and widows lack basic shelter (2004)**

"Currently, according to Burundi's national programme for the rehabilitation of war-affected, about 1.2 million people lack basic shelter. They are refugees, internally displaced persons (IDPs) and single mothers whose husbands were killed during the war and who have been left to care for their children.

As the average two- to three-room dwelling in Burundi is built to hold around five people, it is easy to calculate that almost 250,000 new homes are urgently needed.

So far, almost none of those homes have been built. At various donor conferences on Burundi held in Brussels and Paris, donors pledged money for reconstruction, but they have yet to release the money. In January 2004, officials from the national programme, along with the UN Development Programme (UNDP), launched a new appeal in Geneva. This time donors pledged US \$861 million but, so far, they have not given any of that money either.

The reason may partly be that donors are reluctant to invest in a supposedly post-conflict environment where fighting takes place almost daily. In early October, Radio Burundi reported that 50 homes of the Batwa, a minority ethnic group, were burned down in the northern province of Kirundo.

However, the worst affected area is the western province of Bujumbura Rural. The province surrounds the capital, Bujumbura. More than 70,000 homes are now needed in Bujumbura Rural, the acting country director of the Adventist Development and Relief Agency (ADRA), Ghislain Kikudji, told IRIN. (IRIN 5 October 2004)

## **Difficult living conditions for displaced Batwa in settlement close to Bujumbura (April 2004)**

"The family hut resembles the hundreds of others in Nyarumanga, a settlement in the Buterere suburb of the capital, Bujumbura. The site hosts 314 families, including 187 households of Batwa, otherwise known as "pygmies", who had fled fighting in Bujumbura Rural, Bubanza and Cibitoke provinces and were given some land in Nyamuranga on which to build themselves huts.

Nyarumanga is surrounded by lush rice fields, but residents do not own land. Moreover, because they have little formal education, they cannot access jobs easily in Bujumbura.

Unprepared for city life, pygmies in Nyarumanga have had difficulty adjusting to their new environment. Monique Sinzobakwira, who is too old to remember her age, said she used to make clay pots, a major occupation among the Batwa, before moving to the city, where she has nothing to do.

"I can't get clay here, and even if I could, customers are getting rare," she said. So, she scavenges in Buterere's refuse dump to eke out a living. "Sometimes I find charcoal and sell it at 20 or 50 [Burundi] francs," she said. "If I'm lucky, I make 500 francs [less than US \$1] per day, then I can buy two kilos of cassava flour and ndagala [small fish found in Lake Tanganyika]."

The more able-bodied Internally Displaced Persons (IDP) pick up petty jobs or work in nearby rice fields for 200 francs per day. Others just beg in the city centre.

## **Aid from NGOs**

Despite Sinzobakwira's condition, which mirrors those of hundreds of other IDPs, Vital Bambanze, the secretary-general of the Union for the Promotion of the Batwa, said Nyarumanga's residents fared better than other Batwa in the country, because several organisations were providing them with food and non-food items.

CARE Burundi has built homes for 80 of the Batwa families. A social worker with CARE Burundi, Jacqueline Ntahompagaze, said the NGO had also initiated health education services for pregnant women, and mosquito bed-nets for under-five children. But, she noted, many recipients often sold the nets a few days after receiving them.

Jesuit Refugee Services also provides Nyarumanga residents medical care and school materials, and the government has backed that action by exempting Batwa children from school fees as it does for other destitute children. Although grateful for such help, some Batwa say such long-term aid could create dependency among members of their community and discourage individuals from trying to improve their lot. "One of these days, the assistance will stop and Batwa will resort to begging," Bambanze said." (IRIN 15 April 2004)

### **UNICEF study highlighted poor shelter conditions in every province (2001)**

- Crisis caused destruction of schools, health centers, trade centers, road infrastructures, homes, etc.
- Most Provinces are now rebuilding their infrastructures
- The following provinces continue to suffer particularly from the crisis: Bujumbura Rural, Bururi, Cancuzo, Karuzi; Makamba, Rutana, Ruyigi

#### **"PROVINCE DE BUBANZA, *Situation liée à la crise***

La crise a causé la destruction des écoles, des centres de santé, des centres de négoce, des infrastructures routières, les maisons d'habitation etc ; sans oublier le déplacement massif de la population. Le nombre d'enfants déscolarisés et non scolarisés a beaucoup augmenté. La province connaît un énorme recul dans le développement suite aux différentes destructions et maintenant elle s'occupe d'abord de la reconstruction pour pouvoir évoluer vers le développement bien que le retard est considérable. [...]

#### **PROVINCE DE BUJUMBURA RURAL, *Situation liée à la crise :***

a) La crise que connaît le pays depuis 1993 a profondément touché la province de Bujumbura rural. On a enregistré beaucoup de pertes en vies humaines, la destruction des infrastructures socio-économiques et le pillage des biens de la population. Alors que sa proximité avec la capitale lui offre normalement beaucoup d'atouts, la province de Bujumbura rural se remet difficilement du coup dur que lui a porté la crise. b) jusqu'à ce jour, il existe des sites de déplacés datant de 1993 et d'autres plus récents. La population n'a généralement pas accès à ses terres. Les sites sont au nombre de 12 avec une population estimée 14.716 personnes. c) selon l'administration locale, il n'existe plus de camps de regroupement qui avaient compté plus de 300.000 personnes. [...]

#### **PROVINCE DE BURURI, *Situation liée à la crise :***

La crise sévit toujours dans cette province dans sa partie Ouest, bon nombre d'infrastructures ont été détruites et les populations déplacés restent dans une extrême pauvreté avec une assistance humanitaire très limitées. Cette province est également en phase IV, phase durant laquelle les activités des Agences du Système des Nations Unies sont suspendues.[...]

#### **PROVINCE DE CANKUZO, *Situation liée à la crise :***

Beaucoup de maisons ont été détruites et beaucoup de pertes en vies humaines. Des milliers de personnes ont fui vers la Tanzanie, d'autres dorment à la belle étoile dans les sites de déplacés.[...]

**PROVINCE DE CIBITOKÉ, *Situation liée à la crise :***

La province a été victime des guerres répétées, qui ont provoquées la destruction des infrastructures socio-économiques de base et les déplacements massifs des populations. Aujourd'hui la situation s'est sensiblement améliorée, tous les déplacés ont été réinsérés soit dans leurs propriétés ou dans des villages de réinstallation. Bon nombre d'infrastructures ont été réhabilitées.[...]

**PROVINCE DE GITEGA, *Situation liée à la crise :***

La province a été frappée par la crise, ses conséquences se sont manifestées par des pertes en vies humaines, des déplacements de population tant à l'intérieur qu'à l'extérieur et la destruction des infrastructures socio-économiques. Aujourd'hui, beaucoup de déplacés sont encore dans des sites de réinstallation provisoires et la plupart des infrastructures détruites sont entrainés d'être réhabilités. [...]

**PROVINCE DE KARUZI, *Situation liée à la crise :***

La crise a particulièrement touchée la province, presque toute sa population a été déplacée ou réfugiée en 1993. Presque toutes les maisons et infrastructures ont été détruites. Il s'agit de remettre la province en nouvel état.[...]

**PROVINCE DE KAYANZA, *Situation liée à la crise :***

Les séquelles de 1993 n'ont pas encore disparues. Il y a encore des destructions sur les collines environnantes de la Kibira. La reconstruction bas son plein et les programmes de relance de l'économie sont entamés.[...]

**PROVINCE DE KIRUNDO, *Situation liée à la crise :***

Elle a été touchée par la crise comme ses voisins. Sur 57.000 déplacés en 1993, il reste 12.000 qui eux aussi se trouvent dans les sites de réinstallation, les autres ont été réinstallés dans leurs collines. Quelques infrastructures restent à réhabiliter. Le plus grand est l'achèvement de l'hôpital de Mukenke.[...]

**PROVINCE DE MAKAMBA, *Situation liée à la crise :***

La crise continue à sévir dans cette province. Sa proximité avec la Tanzanie qui était jadis un atout, est actuellement un handicap, c'est le siège et le passage des rebelles. Cet état d'insécurité fait que les réhabilitations soient impossibles et le personnel ne veut pas y travailler. C'est la province qui compte le plus de déplacés. Elle est la deuxième qui compte plus de réfugiés après Ruyigi.[...]

C'est la province qui nécessite plus d'appui pour deux raisons : i) c'est la province qui a le plus de sinistrés tant à l'intérieur qu'à l'extérieur à réinstaller dans le future, ii) c'est la seule province où il n'y a aucun programme de réhabilitation suite à l'insécurité.

Les infrastructures sociales de base sont insignifiantes en égard au nombre de réfugiés et de déplacés à réinstaller. Le personnel est quasi inexistant, parce que les gens ont peur.

Les besoins restent donc énormes à tous les points de vue. Mais elle a un potentiel au niveau économique par sa fertilité et son commerce.[...]

**PROVINCE DE MURAMVYA, *Situation liée à la crise :***

C'est une province qui est entrain de sortir de la crise, à part quelques incursions des assaillants sur les collines qui font frontières avec la Kibira. Elle est entrain de reconstruire les maisons et les infrastructures.[...]

**PROVINCE DE MUYINGA**, *Situation liée à la crise :*

La crise d'octobre 1993 a fait beaucoup de dégâts matériel et humains. Il y a eu des pertes en vies humaines, des déplacés intérieurs et extérieurs. Des infrastructures publiques et des maisons ont été détruites. Actuellement, ils sont à la reconstruction et à la réinstallation mais ils ne sont pas encore au niveau d'avant 1993.[...]

**PROVINCE DE MWARO**, *Situation liée à la crise :*

La crise a frappé la province occasionnant des déplacements de populations. La province a pu réinstaller tous les déplacés et la reconstruction des infrastructures est en cours.

Situation de la réinsertion/réinstallation des rapatriés : Elle ne connaît presque pas de rapatriés. Ceux qui sont venus ont été immédiatement réinsérés chez eux.[...]

**PROVINCE DE NGOZI**, *Situation liée à la crise :*

La crise a beaucoup fait chuter tous les secteurs, agricole, élevage, artisanat, santé, éducation etc..., la province s'emploie à reconstruire les infrastructures et relancer son économie.[...]

**PROVINCE DE RUTANA**, *Situation liée à la crise :*

La crise continue à sévir dans cette province, ce qui inhibe toute initiative de reconstruction. Les infrastructures ont été détruites et des populations entières continuent à se déplacer tant à l'intérieur qu'à l'extérieur.[...]

**PROVINCE DE RUYIGI**, *Situation liée à la crise :*

La province a souffert de la crise comme partout ailleurs. Malheureusement pour elle cette crise continue dans les communes qui font frontières avec la Tanzanie, ce qui bloque les efforts de reconstruction." (UNICEF August 2001)

## **Women and children**

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### **Precarious situation of displaced women and children (1998-2004)**

- Access to food and water in camps is especially difficult for women and children
- Other problems affecting women include childbirth-related problems, abortions, anaemia, lack of vaccination coverage and access to health care, exposure to AIDS and other sexually transmissible diseases
- In Burundi, close to 1,000 out of every 100,000 women died from childbirth complications in 2004
- 16 per cent of pregnant girls aged 15-19 years are HIV positive
- IDP women are particularly at risk to be infected by HIV/AIDS (2002)
- Reports that displaced women and children suffer from severe depression
- Almost 18% of children die before their fifth birthday, equivalent to 48,000 children each year (2000)

"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.

[...]

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)

"In 2004, Burundi recorded a maternal mortality (death after childbirth) rate of 855 out of 100,000 live births; neonatal mortality stillbirths of 31.9 out of 1,000 childbirths; child mortality (below 1 year) rate of 129 out of 1,000; and infant-juvenile mortality (below 5 years) rate of 200 out of 1,000." (ONUB 7 April 2005)

"With almost 80% of all women delivering their children in the home, and without qualified assistance, reproductive health (RH) remains in dire need of the most basic support nationwide. Privatisation, and cost-recovery measures within the health sector have led to a rise in the cost of health care, and act as a significant financial deterrent for families. Hygiene conditions, particularly in IDP sites are deplorable and lack basic material and technical equipment, almost entirely ill-equipped to handle minor complications or emergencies." (UN OCHA 19 Nov 2002, p26)

"[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)

"As the primary care-givers responsible for the welfare of their children, some women have apparently suffered severe emotional and mental stress from watching them suffer. One medical worker with an international humanitarian agency assisting the malnourished in Bujumbura-rural has observed symptoms of severe depression in the women whom she treats or whose children she treats. These women appear to have given up caring about their own health or that of their children and sit for hours staring vacantly off into the distance." (HRW June 2000, "Life in the camps")

"Burundi's child health statistics are dismal. Almost 18% of children die before their fifth birthday, equivalent to 48,000 children each year [UNICEF, Progress of Nations 2000]. While HIV/AIDS remains the main public health concern, malaria, upper respiratory tract infections (such as bronchitis) and dysentery are the most common causes of child death." (SCF 16 August 2001)

"The rise in the infection rates and the number of AIDS patients is due to the continuing war, poverty, and a shortage of training and information. Women, particularly those living among displaced groups and in highly unsafe areas, are the most at risk." (CHR 7 March 2002, para.70)

# ACCESS TO EDUCATION

## General

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### **New government declares primary school free (2006)**

- 50 per cent increase of enrolment for 1st grade in all provinces
- Enormous challenges remain to make free primary education accessible to all
- In 2006, an estimated 150,000 children could not be integrated into the first year of school

“Current estimates indicate that approximately 550,000 children between 7-12 years of age do not attend school. While the decision of the newly elected Government to abolish primary school fees is both welcome and necessary, in the short to medium term it will place further strain on an already over-stretched education infrastructure. On a positive note, the 2005-2006 school year has seen a 50% increase of enrolment for 1st grade in all provinces, compared to the period 2004-2005. In the current school year, the most critical priorities are addressing the extremely limited school capacities and teachers’ shortages in all Burundian provinces, as well as maximising access for 1st graders.” (OCHA, 2006)

“The declaration of free primary education in Burundi has doubled enrolment, bringing with it the massive need for qualified teachers, desks, books, uniforms, teaching manuals, blackboards, classrooms, water supplies for schools and separate latrines for pupils. In addition, there are existing challenges in the retention of children in school, particularly girls, and in the reduction of geographical and cultural disparities in the access to education. The responsibilities for improving school infrastructure generally lie with the individual schools, communities and parents – in a country where the GDP per capita is less than US\$ 100 per annum. The critical priority is to ensure maximum access and retention of first graders.” (UNICEF 2006)

“2006 also witnessed the end of the first school year after the implementation of the presidential decision to render primary education free of charge. Although UNICEF coordinated a response to absorb the massive increase in primary school children, an estimated 150,000 children could not be integrated into the first year of school. This had a knock-on effect in the new school year that started in late September 2006 when the remainder of these children had to be integrated into classes.” (UN 30 November 2006)

See also:

***UNICEF, 6 Feb 2006, In Burundi, the promise of universal primary education struggles with limited resources [Internet]***

### **Deterioration of school enrollment rates and of education system's quality (2000-2005)**

- Only 38 percent of Burundian children attend school, according to UNICEF (2005)
- Local authorities say they cannot exempt IDP children from paying for primary education, as too many children are vulnerable (2005)
- While only 44% of IDP children attend school, 92% of IDP camps have a primary school located close by (2004)

- Teachers have to refuse pupils because of overcrowding; others refuse to be posted in areas of high insecurity and displacement (2003)
- More than 550,000 children who have reached the age of schooling did not attend school in 2002
- In rural communities, more than 65% of children do not attend school, often due to a lack of proper documentation
- Insufficient numbers of qualified teachers and of teaching material in camps
- Special education needs of children traumatized by violence

“Currently only 38 percent of Burundian children attend schools, according to UNICEF. Many parents cannot afford to pay the fees at public school, plus uniforms, books and equipment.” (IRIN 1 July 2005)

*According to National IDP Survey in 2005, « Des pratiques discriminatoires sont observées dans l'accès des enfants déplacés à l'école. Beaucoup d'enfants ont abandonné l'école en raison des frais et du manque de matériel scolaire.*

L'enseignement primaire n'étant pas gratuit, certains administratifs ne facilitent pas l'octroi des attestations d'indigences qui autorisent les enfants déplacés et autres vulnérables de fréquenter l'école sans payer les frais scolaires.

Les responsables des communes estiment qu'ils ne sont plus capables de supporter les frais scolaires pour les vulnérables devenus nombreux. Après douze ans de vie sur site de déplacés, certains administratifs voient dans le prolongement de cette pratique, un objet de spéculation et une sorte de discrimination dans un contexte de pauvreté générale de la population. » (OCHA 26 May 2005, p27)

As per the OCHA/Government survey on IDPs, “On average, 44% of IDP children are enrolled in school (46% of boys and 42% of girls). The highest percentage of school enrolment is found in Bujumbura Mairie (59%) and the lowest in Cankuzo province (33%). The average of 44% among IDPs is well below the national average of 56% (62% of boys and 50% of girls) and implies that displaced children face even greater obstacles to attend school than their non-displaced counterparts.[...]

On average, 92% of IDP sites have a primary school located in or within close proximity of the site. There is little variation across provinces; in half of the provinces, 100% of sites are served by a primary school. This average drops markedly in the case of secondary schools, with 68% of IDP sites having a secondary school located nearby (only 20% in Cankuzo Province). Only 8% of IDP sites have a technical / vocational school located nearby.” (OCHA August 2004, pp.9,16)

“In general, education attendance levels are dangerously low with just over half of boys and less than half of girls attending primary school, with the problem remaining more acute in the rural areas where only 35% attend school. In urban areas on the other hand, schools are generally overcrowded. It was recently reported to UNICEF that in one province, Ngozi where the AGEI project is being piloted at the moment, teachers had refused to teach first year pupils due to gross overcrowding of pupils, with up to 400 of them in one classroom. In addition, many schools lacked any type of teaching support such as school materials and even basic school infrastructure such as classrooms, desks, chairs and water and toilet facilities. Many children were turned down during this year's reopening of schools in the provinces of Cankuzo, Makamba, Ngozi, and Bujumbura Rural due to lack of space in the available schools. In Cankuzo, about 500 children could not be admitted to school this year and had to return home, while 6,300 children abandoned school in Ngozi for similar reasons. Most of the trained teachers have refused to be



posted in certain provinces such as Makamba and Rutana due mainly to insecurity and lack of residences for them." (UNICEF 6 Nov 03)

"A massive 72.6% of women and 51.6% of men are illiterate. More than 550,000 children who have reached the age of schooling did not attend in 2002. The net registration rate to primary school has decreased from 52% in 1992/1993 to 48% in 1999/2000." (UN OCHA 19 Nov 02)

"At least 391 primary schools were destroyed as a result of the conflict – more than 25% of the total number. Other schools were damaged while in use as temporary shelters for the displaced. Many are still being used for housing for the displaced. Furniture and textbooks have also been destroyed. Burning and looting of schools was used as a rebel tactic as late as January 2000. [...]

The psychological effects of the conflict on children are considerable, with many manifesting clinical symptoms of trauma. [...] In the country as a whole, the number of single parent families doubled after the crisis. Many children have lost other close relatives too. In a survey of 2,770 children carried out by UNICEF, over 2,500 reported witnessing acts of violence. 93% showed signs of troubled behaviour. These children came from three of the most troubled provinces – Gitega, Muyinga and Ruyigi – but the results nonetheless reveal that the challenges for education in Burundi are not just at the level of inputs into the system: they also concern the special needs of the children themselves." (Jackson 2000, pp.9-10)

# ISSUES OF SELF-RELIANCE AND PUBLIC PARTICIPATION

## General

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### Several factors explain why IDP's self-reliance is undermined (2005)

- Theft of crops reinforces food insecurity and conflicts
- Large-scale destruction of livestock also causes food insecurity
- Poor access to credit
- Land is less and less fertile due to demographic pressure

#### *According to National IDP Survey in 2005, "Les besoins alimentaires*

La distance entre les sites et les propriétés favorise les vols dans les champs ('vol sur pied'), en témoigne la fréquence de ces cas répertoriés aux chefs-lieux des communes. Cette situation a pour conséquence de renforcer la précarité alimentaire et l'entretien des rancoeurs ou méfiances.

Il ressort des entretiens avec les déplacés qu'une part importante de leur cheptel a été détruite pendant la crise et que cette situation a eu pour conséquence un appauvrissement alimentaire en protéines animales et une dégradation de la fertilité de leurs sols. Ainsi, ils estiment que le développement de l'élevage, en particulier caprin ou bovin, intégré dans leurs exploitations agricoles permettrait de restaurer à la fois l'équilibre nutritionnel et la fertilité des sols par l'apport de fumier. Ce besoin est bien entendu général sur l'ensemble du territoire.

En général, les besoins des déplacés pour renforcer leur sécurité alimentaire s'expriment en termes d'intrants agricoles. Les déplacés pensent que l'augmentation de leur production alimentaire doit passer par l'utilisation d'intrants comme les engrais et les semences de variétés performantes.

Néanmoins une amélioration durable de la sécurité alimentaire des ménages doit passer soit un agrandissement des parcelles cultivées, soit par une diversification des sources de revenus.

#### **L'accès à la monnaie ou au crédit**

Dans l'ensemble, l'économie rurale est démonétisée. Néanmoins il a été constaté que dans les milieux de vie des déplacés, **les taux usuraires sont courants** et les contrats léonins. Par exemple, une mesure de haricot empruntée au début de la période de plantation, doit être remboursée avec deux mesures et demie lors de la récolte. Pour les crédits à montants élevés, la terre est hypothéquée. Pour rendre plus difficile le remboursement du prêt, le créancier refuse tout paiement partiel. A l'expiration d'une certaine période, le créancier est en droit de « racheter » la terre à un « prix » fixé d'avance. Dans tous les cas, il est extrêmement difficile pour les déplacés de se dégager d'une situation de surendettement.

Devant cet état de faits, **un secteur financier intermédiaire**, de type micro crédit, trouve toute sa justification. Le besoin de crédit se fait sentir pour lancer des activités génératrices de revenu.

#### **Les activités extra agricoles**

La terre devient de plus en plus rare suite à la pression démographique et de moins en moins fertile. Selon les déplacés sur sites, les microprojets artisanaux pourraient contribuer à

l'augmentation de leurs revenus et à la création d'emplois extra agricoles, indispensables pour alléger les pressions foncières." (OCHA 26 May 2005, pp31-32)

### **War and population expansion meant that poverty has doubled (2005)**

- Burundi's average economic growth rate of 4% before 1993 turned negative over the rest of the decade, with per capita GDP reduced by half between 1993 and 2001
- Population explosion led to the division of already scarce land into smaller sized plots and to further environmental degradation
- Household poverty doubled during the war years

"Economic growth and inequalities. One of the poorest countries in the world at the time of its independence, in recent years Burundi's agriculturally-based economy has been further impacted by chronic violence and massive displacements. Burundi's average economic growth rate of 4% before 1993 turned negative over the rest of the decade, with per capita GDP reduced by half between 1993 and 2001.

At a rate of 2.4% over 1980-2000 (6% in urban areas). Burundi's population has been expanding far more quickly than its economy, resulting in a declining GDP per capita.

The population explosion has also led to the division of already scarce land into smaller sized plots and to further environmental degradation. In addition, Burundi's small, open economy was affected by a 66% decrease in international aid between 1996 and 2003; a sharp decline in the prices of coffee and tea, its two main exports; the embargo imposed by six neighboring countries (1996-99); substantial increases in military expenditures; higher costs associated with serving Burundi's external debt; high inflation (40% in 1998); and by a 20% devaluation of the Burundian Franc in August 2002. All combined to shatter the economy. Of all the factors contributing to the depressed state of the Burundian economy, none was more important than the civil war—which was the direct consequence of a massive failure of governance. Burundi's failing economy, the country's rapid population growth, and the concentration of economic and political power in the hands of a small sub-set of the Tutsi minority, have combined not only to severely limit socioeconomic aspirations for Tutsi and Hutu alike, but also to make Burundi's ethnic and regional cleavages more acute. For the distinction between society's "haves" and "have nots" has tended to coincide with these cleavages and make even more significant the link between dominant economic interests and the control of the state machinery.<sup>7</sup> For Burundians the state has come to represent access to wealth and most opportunities for upward economic mobility have been centered in the public sector.

Access to public and private sector jobs, however, is conditioned by access to education, which in recent years has been highly biased in ethnic and regional terms. Moreover, Burundians understand quite well that the economic mismanagement of the country has contributed both to the depressed state of the economy and to the country's severe economic and social inequities. While national income was declining, military outlays were expanding—to the severe detriment of urgently required social expenditures. Household poverty doubled during the war years." (World Bank 15 June 2005)

### **Agriculture is principal source of revenue for close to 90 percent of IDPs in camps (August 2004)**

- Although most IDPs continue to engage in agricultural activity on their native land, the yields are low and do not meet daily food needs

“Not surprisingly, the survey [on IDPs undertaken by OCHA and the Burundian Government] results indicate that 89% of the IDP population cites agriculture as the principal source of revenue. Very few households respond that commerce or another activity generates additional household income. In the focus group discussions, almost all participants replied that their own harvest was the primary (or only) source of their daily food.

As explained above, although most IDPs continue to engage in agricultural activity on their native land, the yields are low and do not meet daily food needs. Many households supplement their subsistence by working for others, paid in either food or money, or through charity from others living in the site, church groups, international NGOs or WFP food aid.

Most participants in the focus groups claim that their ability to generate income in the site is far less than their ability to do so before they were displaced. Some IDP households – most often headed by widows or orphans – do not have any source of economic livelihood and remain entirely dependent on external assistance and support networks that exist within the site where they currently reside.” (OCHA August 2004, p.14)

#### **IDPs’ psychological trauma due to dependence on humanitarian aid and lack of participation (May 2004)**

“The Burundian Agency for Cooperation and Research in Development (ACORD) has found that the country's internally displaced persons (IDPs) and returning refugees frequently experience psychological trauma due to the severe living conditions they endure.

Presenting ACORD's findings at a conference in the capital, Bujumbura, researcher Julien Nimubona said the psychological problems the IDPs and refugees experience was compounded by their state of dependence on humanitarian aid and their inability to participate in decision-making.

The agency, in collaboration with eight civil society organisations, studied the living conditions of the IDPs and the refugees in eight Burundian provinces and in three refugees camps in Tanzania.” (IRIN 18 May 2004)

#### **Study showed difficulty to resort to coping strategies for population in regroupment camps and other IDPs (2001)**

- Men remain the principal decision-makers in IDP settings;
- Women are often left alone and forced to assume additional responsibilities and often become the main agents of social cohesion
- Church groups often provide a social support network for IDP communities
- Traditional "wise-men" continue to play an important role in IDP settings

"Many populations in Burundi face situations that are beyond their control. With social structures under continuous strain, communities are forced to find innovative ways to cope, maintain cohesion, and preserve a sense of dignity. Despite the pressures created by prolonged warfare, many displaced groups remain intact. With few exceptions, groups travel together until they reach safe haven under the leadership of their traditional elders. Once they arrive at a new

location, elders assume responsibility for negotiating with local authorities and protecting the interests of the community.

Communities have proven highly instrumental in reducing vulnerabilities by transforming social roles within the family. Although the role of men is often eclipsed in IDP settings, they remain the principal decision-makers. Men help with land and charcoal preparation and are responsible for constructing community buildings and tending livestock. Men also procure agricultural inputs. In addition, men fish, hunt and look for temporary jobs to support their family. Following displacement, Burundi women are often left alone and are forced to assume additional responsibilities, often becoming the main agents of social and family cohesion. In most IDP settings, women are responsible for food procurement and preparation, water collection and shelter construction. Women care for the children and elderly and tend sick members of the family. Women help to prepare plant and maintain the land, collect firewood and also prepare charcoal. Women sell both food and non-food items (NFI) in the market and are responsible for procuring family assets, including clothing and cooking pots. Young girls are often withdrawn from school to assist their mothers and other women in the family and boys are sometimes sent to the fields, particularly during peak periods of planting and harvesting. This practice decreases school enrolment rates and increases illiteracy among children, particularly girls.

Church groups often provide a social support network that reaches communities on both sides of the conflict. In many locations, these groups fill in where basic social infrastructure and services have collapsed, helping to educate children and care for the sick and elderly. Caritas supports many in need with Non-Food Items and food distributions.

Traditional practices exercised by the "wise-men", continue to play an important role in the counselling, judicial adjudication and decision-making of local communities, especially when other structures have been destroyed, such as in IDP camps." (UN OCHA 19 Nov 2002)

"In general, we have found that individuals devise numerous strategies to cope with the causes and circumstances of internal displacement. These are not self-help strategies in the strictest terms, i.e., where people act *on their own* determination and *without any form of external assistance*. Given that Burundi was already one of the poorest countries in the world prior to the latest crisis, and that there are few resources available to peasants in Burundi (little or no savings, little education, almost no access to information), it is clear that most individuals would not survive internal displacement without at least minimal assistance. What we found, however, was that once given limited assistance in the form of protection, shelter and food, people developed a large array of coping strategies. It is thus critical to understand the response mechanisms of communities and individuals so that any assistance provided to them can be targeted effectively and can reinforce, rather than discourage or counteract, the initiatives developed by the internally displaced." (Boutin & Nkurunziza 2001, p.50)

## **Vulnerable Groups**

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### **IDP women participate actively in aid distribution in central Burundi, but not in eastern and southern provinces (2005)**

« Comme partout dans le pays, les femmes ne prennent pas encore une part active dans les organes de prise de décision.

Des sites plus soudés de par leur ancienneté sont dirigés par des femmes. Par exemple, le site de Tankoma en commune de Gitegav. Les femmes participent activement à la distribution des aides en mettant en place des comités de femmes.

A l'opposé, dans les sites des provinces du Sud et de l'Est, les femmes sont exclues du processus de distribution des aides. » (OCHA 26 May 2005, p28)

## **Public Participation**

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# DOCUMENTATION NEEDS AND CITIZENSHIP

## General

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### **Survey finds that returning IDPs and refugees in Makamba Province lack identity cards (2005)**

- Reasons given are financial as well as administrative constraints
- It is especially the case for women heads of household
- Many returning IDPs also do not see the usefulness of such documents

“Une grande partie des chefs de ménages ne dispose d’aucun document d’identité (33 % pour Kayogoro et 28 % Nyanza Lac). Ce manque de document d’identité est encore plus marqué lorsque le chef de ménage se trouve être la femme (50 % pour Kayogoro et 38 % pour Nyanza Lac). Cette situation découle du fait que, le manque de moyens financier et les démarches fastidieuses nécessaires pour obtenir ce document constitue pour eux un frein à la possession de la carte d’identité. Néanmoins, la cause principale sous-jacente à ces deux dernières citées ci haut, serait que ces populations ne sont pas sensibilisées sur l’utilité de ce document administratif.” (NRC September 2005)

### **Survey finds that relations with local authorities are difficult in Makamba Province (2005)**

- Local population, IDPs and repatriated refugees deplore acts of corruption, and say that authorities do not visit them often enough
- Link between feeling of insecurity and relationship with authorities

“Les relations entre les personnes visitées et les autorités locales ne sont pas particulièrement bonnes dans les zones de Nyanza Lac (en commune Nyanza Lac) et de Mugeni (en commune Kayogoro). En effet, ces populations accusent les autorités de tricherie et corruption, notamment lors de la confection des listes des bénéficiaires de distributions, ou bien lors des règlements de litiges fonciers. Elles leurs reprochent également de ne pas venir les visiter assez souvent, ou encore les accusent de devoir concéder des intéressements matériels ou financiers pour tous services rendus. Ce point de vue semble d’ailleurs être partagé quelque soit le groupe enquêté (rapatriés, déplacés ou locaux).

[...]

De plus, il semble qu’il y ait une certaine corrélation entre le sentiment d’insécurité de la famille et les mauvaises relations qu’elles peuvent entretenir avec les autorités dans la zone en question.” (NRC 1 September 2005, pp.35-36)

### **IDPs lack the means to obtain identity cards necessary to participate in elections (2005)**

#### **« IV.5.2 Jouissance des droits civiques et politiques**

Les personnes déplacées jouissent naturellement du droit de vote et participent au processus électoral en cours. Toutefois, la jouissance de leurs droits civiques peut être compromise par le manque de moyens pour se procurer des cartes d'identité. Cette dernière nécessite un investissement de 1500 fbu (500 pour la carte et 1000 pour la photo). Selon les témoignages, les déplacés ne sont pas prêts à investir une telle somme, le revenu journalier moyen ne dépassant pas 500 fbu. » (OCHA 26 May 2005)



# ISSUES OF FAMILY UNITY, IDENTITY AND CULTURE

## Family unity

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### **Endemic discrimination against displaced and other women despite pivotal role of in the household (1998-2004)**

- High rate of widows among displaced women
- Support must be provided to help women face their new responsibilities as heads of households
- Discrimination against women in Burundi remains widespread

"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)

"Discrimination against women in Burundi remains widespread. The husband is the head of the household and women often have little influence in decisions affecting their lives. A large proportion of women in Burundi are believed to be the victims of violence within the home and family. Women customarily do not own property or the land they work, placing them in positions of dependency, nor do they customarily inherit their husband's property or land making them dependent on his relatives. The level of education of women is generally much lower than that of men.

If a woman's status is low, that of a widow or a rape victim is even worse. The negative attitude to rape victims is not exclusive to men. Several women told Amnesty International how they had been mocked, humiliated and rejected by women relatives, classmates, friends or neighbours and their confidences betrayed, adding to their trauma.

Discrimination against women in Burundi extends to sexual health and family planning choices. Women's ability to choose and control these areas of their lives is additionally hampered by poverty, lack of access to healthcare as well as their subservient status.” (AI 24 Feb 04)

# PROPERTY ISSUES

## General

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### Enormous pressure on land with refugee return (2006)

- In August 2006, inauguration of the National Land Commission, comprised of four subcommissions: land, holdings, compensations and inventory of public lands

“In a bid to avert a land crisis that could potentially plunge the country back into civil war, the government set up the Commission Nationale des Terres et Autre Bien (CNTB) in July to deal with land and property issues resulting from the years of upheaval.

According to the United Nations refugee agency, UNHCR, about 319,000 refugees have been repatriated to Burundi since the agency started assisting their return in 2002. Neighbouring Tanzania, host to most of the refugees, has begun expelling them.

The return of refugees from Tanzania and the Democratic Republic of Congo has already led to serious disagreements between the returnees and the current occupiers of the land.” (IRIN 23 November 2006)

“Land disputes continued to pose a major challenge to the justice sector and to national reconciliation and the consolidation of peace. On 31 August [2006], President Nkurunziza inaugurated the work of the 23-member National Land Commission, which was established in May. The Commission will comprise four subcommissions: land, holdings, compensations and inventory of public lands. The large number of complicated regulatory mechanisms continues to make the resolution of land disputes difficult, owing to overlaps and contradictions between the traditional land tenure system governed by customary law, the 1986 Land Act, the Environmental Act and the Constitution, adopted by referendum in 2005. The finalization of the Poverty Reduction Strategy Paper, in which the land question is addressed, should be an important step towards the resolution of land disputes. At the same time, adequate international support for the Land Commission will be critical to ensure that it can operate effectively.” (UNSC 25 October 2006, eight report)

“Some 40,000 hectares of public property have been identified by the government to be transformed into new villages or urban centers for landless Burundians, amongst them IDPs and repatriated persons.” (IDD 3 June 2006)

See also:

IRIN, 23 Oct 2006, Burundi: Bid to resolve land dispute under way [[Internet](#)]

United Nations High Commissioner for Refugees (UNHCR)

Date: 28 Aug 2006

Burundian refugees face challenges of identity, land ownership on return [[Internet](#)]

### **Lack of housing and unresolved property rights issues deter IDPs and refugees from returning to their place of origin (August 2006)**

"Lack of housing and unresolved land and property rights issues deter IDPs and refugees from returning to their place of origin and are a major potential threat to future stability. Several waves of displacement have resulted in complex and politically sensitive issues around land and property. In some cases IDPs and returning refugees have occupied land abandoned by those who fled conflict. Over the years, IDP sites have grown into village-like settlements.

Many are on state-owned, private or church-owned property and have insufficient land for cultivation. The status of the IDPs on these properties remains unclear and this has led to conflicts with original owners, many of them returnees. Some new owners are speculating with the land for commercial gain. This is a potential source of tension, especially where under-utilised plots are located in areas of land scarcity." (Delrue August 2006)

### **Land conflict between IDPs and returning refugees in Nyanza-Lac, Makamba Province (2005)**

"The issue over land conflict between displaced and repatriated families in Muyange area (Nyanza-Lac) may be solved shortly. A meeting gathering parties to the conflict (displaced and repatriated families), the provincial governor and representative of the National Commission for war-affected persons (CNRS) recommended identification of the displaced families and assistance with iron sheets to cover their houses to support their reinstallation in their zones of origin. The relocation should be completed by end December 2005." (OCHA 25 September 2005)

### **Hundreds of IDPs claim land promised to them by former head of state (2005)**

- IDPs ended protest when government agreed to give them land

"Hundreds of internally displaced people (IDPs) have been camping out in front of a government building in Bujumbura since Monday to demand land they claim the government confiscated from them.

"We won't leave unless our problem has been settled," a middle-aged man told IRIN on Wednesday.

He, like the other IDPs in front of the government building, say they represent 609 families who have been displaced since Burundi's civil war started in 1993. They claim to have been given land in Bujumbura's Kinama neighbourhood by the former head of state Pierre Buyoya.

Buyoya visited the IDPs at Kinama in 1997 and made the announcement on national radio. However the IDPs have no documents to prove it.

The current government has now parcelled the land out to civil servants. Two weeks ago bulldozers from the ministry of public works destroyed the IDPs houses on the land.

One of the IDPs said, "We built the houses thinking the plot is still ours. Nobody informed us [otherwise]."

The IDPs say they now fear being thrown out of their current shelters on the military base. "We may be chased from the barrack at any time now," said one of them. "Where will we go?"

The minister of public works, Salvator Ntahomenyereye told reporters on Tuesday that the land in Kinama definitely belongs to the state. "Ask [the IDPs] if they have any proof that they own land," he said.

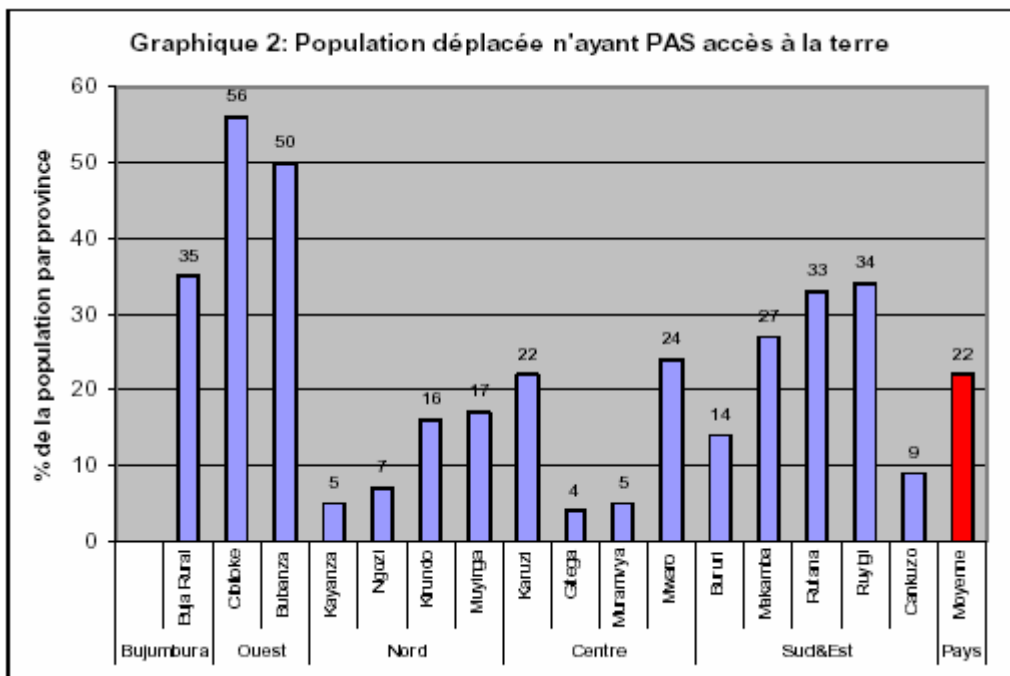
He said the IDPs had been temporarily settled there but he also said that 10 hectares of land has now allocated to the IDPs by the ministry in charge of refugees and IDPs.

One of the IDPs camped out in front of the ministry said none of the IDPs know what land the minister is talking about. "Tell him to show us where the land is and we leave immediately," he said." (IRIN 27 July 2005)

"Hundreds of internally displaced persons (IDPs) who have been camping out in front of a government building in Bujumbura since 25 July [2005] say they will end their protest now that the government has agreed to give them land on which to settle." (IRIN 3 August 2005)

### **Surveys find that vast majority of IDPs have access to land of origin (2004-2005)**

- 78 percent IDPs are found to have access to their land (2005)
- In the Western Provinces of Cibitoke and Bubanza, over 50 percent of people do not have access to land
- Small size of land plot and sporadic insecurity means that many IDPs cannot be self-sufficient
- Vast majority of IDPs continue to access and cultivate their native lands during the day, returning to the displacement sites to sleep at night
- Very few IDP households report having problems with land access due to disputes over land ownership/tenure
- However, crops are often stolen by neighbours who live permanently on the hills, or by armed groups or bandits
- IDPs also report not spending enough time on the farm in order to maintain their land adequately due to the distance from the site



(OCHA 26 May 2005, p19)

“En moyenne, 22% des ménages déplacés n’ont pas accès à la terre. Néanmoins comme le montre le graphique 2, ce chiffre cache d’importantes disparités. Les régions les plus touchées par le manque d’accès sont celles qui abritent les plus forts taux de rapatriés (Ouest et Sud et Est). Parmi les populations n’ayant pas accès, 33% n’avaient pas de terre avant, 27% évoquent des problèmes de sécurité sur leurs terres, enfin 22% sont contraints par l’éloignement.

Notons que les vieillards n’arrivent plus à exploiter leurs terres en raison non seulement de l’éloignement mais aussi de l’inaptitude physique (3.5%). Sur Bujumbura Rural, 35% n’ont pas accès à la terre pour des raisons de sécurité et de non possession de terre, antérieurement à la crise.

Par déduction, **78% des populations déplacées sur site ont accès à leurs propriétés d’origine**. Ce taux reste élevé de part le fait que la grande majorité des déplacés habitent juste à côté de leur propriété d’origine et continuent à les exploiter à partir des sites. La même proportion avait été observée en 2004. Cependant, la petite taille des parcelles et la faible productivité des terres ne garantissent pas toujours une autosuffisance alimentaire. A ceci s’ajoutent les problèmes de sécurité perçus par les populations du Nord qui limitent leur temps de travail dans les champs. Enfin, les nombreux cas de vols sur pied reportés, toujours dans les provinces du Nord, nous informent que la récolte n’est pas toujours à la hauteur de la production. » (OCHA 26 May 2005, p20)

#### « Les droits fonciers des déplacés

D’après les résultats d’entretiens de groupes, les propriétés des déplacés sont restées intactes et la plupart d’entre eux (74%) continuent à les exploiter à partir des sites.

Concernant la sauvegarde des droits fonciers des déplacés sur leurs propriétés d’origine, il nous a semblé, à travers les entretiens de groupes, qu’il n’y a pas de faits particuliers à signaler.

En effet, chaque déplacé a accès à sa propriété et, sauf quelques cas rares de personnes

vivant sur des sites éloignés de leur zone d'origine, les déplacés vont cultiver leurs champs durant la journée et rentrent sur le site le soir. Du reste, les sites d'installation ont en général été choisis dans cette optique. Les déplacés qui avaient fui loin de leur zone d'origine ont été invités à se réinstaller sur le site le plus proche de leurs anciennes habitations.

Il nous a été signalé par les administrations locales, qu'au début de la crise, certaines personnes parmi celles qui sont restées sur les collines avaient parfois tenté de s'approprier les terres des voisins qu'ils avaient tués ou fait fuir. Mais toutes les situations du genre ont été normalisées et les litiges fonciers qui subsistent sont du type ordinaire : conflit entre frères et cousins résultant de successions mal réglées ou non encore liquidées, etc.

Par contre, dans la région non encore stabilisée, Bujumbura rural en particulier, les droits fonciers des déplacés ne sont pas assurés tant que le mouvement rebelle FNL-PALIPEHUTU est encore actif sur les lieux.

Dans l'ensemble, la situation telle qu'elle se présente sur le terrain n'appelle aucune intervention particulière de la part des pouvoirs publics. Pour ce qui est de Bujumbura rural et Bubanza où la situation n'est pas encore totalement rétablie, aucune mesure spécifique n'est envisageable non plus. Les droits des déplacés ne pourront être protégés que quand l'ordre public aura été rétabli durablement. » (OCHA 26 May 2005, pp.32-33)

“The vast majority of IDPs continue to access and cultivate their native lands during the day, returning to the displacement sites to sleep at night. The survey teams found that in some sites, some IDPs can actually point to their place of origin only hundreds of meters away. Yet many of these IDPs – despite living so close to their original homes - have expressed an unwillingness to return and prefer instead to remain living in the sites [...].

Proximity of the place of origin to the site is an important element in determining an IDP household's level of vulnerability. Those IDP families that do not live close enough to their home areas to permit continued cultivation of their land must seek alternative means of economic livelihood, which are extremely limited. Although some of these families manage to make a meagre living through hiring out their labour on nearby farms or engaging in petty commerce or trade in the site, some remain entirely dependent on the aid of others. Female- and child-headed households that live far from their native lands are especially at-risk.[...]

Some 74% of IDP households report having 'easy access' to their land of origin. With the exception of Bujumbura Mairie, where only 13% of IDP households report having easy access to their land, the percentage of IDP households having easy access to their land is at least 60% in all provinces, and as high as 86% in Cankuzo province (interestingly, in Cankuzo only 9% of IDP households believe that the security situation is conducive to return, but this does not appear to inhibit a large percentage from accessing their land.)

However, as was revealed in the focus group discussions, having easy access to land does not necessarily translate into having an adequate level of agricultural activity or output. The overwhelming numbers of participants in the focus groups say they are able to cultivate their native land but they do not achieve a sufficient harvest. The primary reason cited is theft of their crops by neighbours who live permanently in the collines, by armed groups or bandits in areas of ongoing insecurity. Other reasons cited for the diminished yields are the limited time they are able to spend on the farm – because of the distance they must walk from the site – preventing them from adequately maintaining or protecting their land. One IDP woman explains, for instance, that although she accesses and cultivates her land daily, she is unable to fertilize her land with animal dung as she did before her displacement because her animals were stolen. The distance that IDPs have to travel from the site to reach their land is in direct proportion to their ability to adequately manage and protect their land. Therefore, despite easy access to land, compromised

productivity results in an erosion of livelihood capacity and decreased food security for many IDP households.

Very few IDP households report having problems with land access due to disputes over land ownership/tenure. The land tenure problem does not appear to be a significant concern among the current IDP population. This is in sharp contrast to the repatriating refugee population, for which land tenure is an issue of great concern.

Some IDP households report having no access to their native land either because it is in an area still affected by ongoing conflict (e.g. Bujumbura Rural), or because they were forced to sell it for economic reasons. Access to land is another important factor for determining the level of vulnerability of IDP households. Those households that have no possibility to access their land often have no option but to remain in the IDP site. Some displaced persons have nowhere else to go. Female- and child-headed households with no access to land are especially at risk.” (OCHA August 2004, pp.12-13)

### **Pending status of land where many IDP reside (2005-2006)**

- IDP camps have been built on state-owned, private-owned and church-owned land
- Not clear what the future status of this land will be in case IDPs decide to settle there for good

#### **« Le statut des sites des déplacés**

D'après les entretiens de groupes, il est apparu que, tant les intervenants et autorités que les déplacés eux-mêmes, n'ont pleinement conscience de la précarité du statut des sites. Dans l'optique de certains intervenants, et ce qui est le cas pour la plupart des déplacés, il y a une tendance à considérer que les parcelles sur lesquelles les déplacés ont été installés sont leurs propriétés et seule une minorité de déplacés reconnaissent ne détenir qu'un droit de simple jouissance.

A travers les travaux d'entretien de groupes, l'administration a révélé que les sites des déplacés sont d'une part établis **sur des terrains domaniaux**, et d'autre part sur des **terrains appartenant à des personnes privés ou à des paroisses**.

#### **Les terrains publics**

Les premières investigations ont été de savoir si un déplacé était propriétaire de sa maison lorsque celle-ci était construite sur une parcelle appartenant à l'Etat ou à la commune. A ce propos, les avis étaient partagés.

Lorsque les sites sont installés sur les domaines de l'Etat, les déplacés bénéficiaires considèrent que ces parcelles leur sont définitivement acquises.[...]

#### **L'administration pense qu'un jour ces terrains pourront être affectés à d'autres besoins, lorsque les déplacés auront pu retourner chez eux.**

L'administration est en général d'avis qu'il n'est pas recommandable que ces déplacés s'installent à demeure sur ces sites. Les administratifs à la base estiment que s'ils doivent se réjouir d'avoir mis les personnes déplacées à l'abri des menaces physiques et qu'ils disposent d'un endroit pour protéger leur intimité, ces logements gardent un caractère provisoire évident.[...]

#### **Les terrains privés**

En outre, des sites des déplacés ont également été implantés sur des terres appartenant à des particuliers. Cependant, même si les déplacés reconnaissent timidement que ces terres



appartiennent à des personnes tierces, ils n'entendent pas bouger. Et si tel était le cas, ils estiment qu'ils seraient en droit d'être indemnisés pour les cultures et les constructions qu'ils y ont érigées.

Des particuliers qui ont cédé leurs propriétés, de leur plein gré ou contraints par l'administration demandent maintenant à l'Etat de leur faire justice en libérant leurs terres des ménages devenus encombrants.

### **Les terrains de l'Eglise**

Les sites des déplacés ont aussi été installés sur des propriétés appartenant à des confessions religieuses, en vertu des conventions de mise à disposition provisoire spécifiant que les terrains devront être remis aux propriétaires quitte et libres de toutes charges «dès que la situation le permettra ». La question qui se pose est de savoir comment les deux partenaires (commune-Etat d'un côté, paroisse-Diocèse de l'autre) vont gérer les dossiers si les déplacés devaient séjourner davantage sur ces sites.

En conclusion, on peut s'inquiéter que plusieurs facteurs (la croissance démographique, l'absence d'un système cadastral des terres rurales auxquelles s'ajoutent les différents déplacements intérieurs des populations) exacerbent le problème des litiges fonciers au niveau national. (OCHA 26 May 2005, pp33-35)

See also: Tom Delrue, August 2006, Burundi: sliding off the humanitarian radar screen?, in FMR 26 [[Internet](#)]

### **Dual land system in Burundi complicates return process (2005)**

- Less than 5% of the land is registered, and oral traditions about its ownership predominate
- Provisions on land ownership, access and transfer as spelt out in the Land Code are little understood and hardly implemented
- Following the improvement of security, the value of land has gone up, and rich individuals have expanded the size or number of plots, while the land available to returning IDPs and refugees is getting smaller
- Revision of land code does not plan land redistribution

“Land-owners in Burundi are able to transfer land mainly through bequest to the male heir upon marriage or the parents' death, while landless people can acquire land through purchase, donations from relatives or wealthier patrons, or distribution by the government. The primary beneficiaries of land distribution by the government are returning refugees, though the land donated is often unproductive swamp land and natural reserves, due to land scarcity. Another way of gaining access to land is through temporary leasing for one or several seasons, given the decreasing availability of land for cultivation by households.

Provisions on land ownership, access and transfer as spelt out in the Land Code are little understood and hardly implemented. Land tenure in Burundi, as in many countries, currently has both customary and modern systems operating in parallel, and with some overlapping and 'hybrid' arrangements in place. This creates confusion, contradictions, disconnects and points of interaction between the tenure systems, making the resolution of land disputes particularly intricate. For instance, the 1986 Land Tenure Code acknowledges the legitimacy of customary claims but requires all land, and all land transactions, to be registered with the state. While the law states that registration must be passed on when it is sold, inherited or otherwise passed from one owner to the other, land is often sold in areas under indigenous tenure systems yet to be

registered. Moreover, the state lacks the financial resources to disseminate and implement the Land Tenure Code. As a result, customary tenure regimes are still very influential in rural areas, and land holdings remain largely unregistered. Besides, less than 5% of the land is registered, and oral traditions about its ownership predominate. Thus title deeds hold little value, and endemic corruption in the Ministry of Lands has undermined the legitimacy of such documents. While the land code stipulates that all land belongs to the government and no transactions may occur, land sales do take place (whether registered or not) and renting of land is also significant, with up to one fifth of households accessing some land through renting. The Burundi constitution allows the state to expropriate land in the public interest. However, expropriated land is often allocated to influential political and military figures without adequate compensation to those from whom it has been taken. [...]

Following the cessation of hostilities, the value of land has gone up, and rich individuals and groups with the means to purchase or 'grab' land are expanding the size or number of plots for economic security, while the land available to returning IDPs and refugees is getting increasingly smaller.[...]

The Land Code is now in the process of being revised, through the preparation of a draft document by a combination of foreign consultants – funded by the Food and Agricultural Organisation (FAO) – and a working group of civil servants.

Policy-makers have taken inspiration from Rwanda's draft policy and have modeled several ideas upon it, such as the establishment of local-level land commissions. By May 2004, a draft was almost ready for presentation to Parliament for debate. However, the finalization of the Code is not currently a high priority, as the upcoming elections are the main political focus. There are several proposed changes to the law, [...]. The Code seems to be broadly in line with the concepts of land tenure security and the need for land markets, as championed by the World Bank, the FAO and other institutions in a number of countries. Customary aspects are to be 'replaced' with a modern system, through universal land registration. Land redistribution is not being considered. Instead, it is envisaged that land markets will redress some imbalances. (Mbura Kamungi and al., June 2005)

### **90 percent of Batwa do not own land, due to displacement or other factors (2004)**

"The only way out of the ostracism and lowly status to which they [the Batwa] are subjected in society, he [Vital Bamanze, the secretary-general of the Union for the Promotion of the Batwa] said, would be for the Batwa to be given land. This would open the way to education, which Bamanze described as the key to development. He said some 90 percent of Batwa did not own land, thus exposing them to all kinds of exploitation, including something akin to serfdom. "In Mukike and Mugongo-Manga, [two communes of Bujumbura Rural], building a hut on somebody's property entitles the owner to demand three or four days of unpaid labour per week. This is slavery," Bamanze said.

Like many residents of the site, Sinzobakwira used to live on someone's land at Mubone in Bujumbura Rural, where her entire family were serfs. But now, even though she lives in the city and owns no land, she prefers her present condition, because she lives free and without the constant threat of eviction.

Serfdom, which affected all of Burundi's landless, irrespective of ethnicity, was outlawed in 1976 by the then president, Jean-Baptiste Bagaza. Despite this measure, however, the Batwa say they have not seen any benefits. Their lack of land ownership still makes them feel like slaves in their relationships with landowners." (IRIN 15 April 2004)

### **Land administration system has been negatively affected by conflict (2004)**

- Lack of communication and reported corruption at the government level
- Poor consultation, minimal consensus-building during policy making and limited dissemination in relation to land policy has resulted in a confused land tenure situation on the ground

“The land administration system in Burundi has been negatively affected by the conflict. The loss of human resources through out-migration is one issue; coordination between different government departments is also a big problem. Often, Provincial Governors will allocate state-owned land which is under the mandate of the Ministry of Environment, for example, without any communication between the two. Commissions appointed to look into land availability for the resettlement of refugees have at times appropriated the land for themselves or their wives. Double-registration of plots is another problem. The land reserve, intended for allocation to the landless is manipulated, resulting in some people waiting for years while others, who are not actually landless, receive plots rapidly due to favoritism or bribery.[...]

Over time, a situation of poor consultation, minimal consensus-building during policy making and limited dissemination in relation to land policy has resulted in a confused land tenure situation on the ground, which is subject to great variations at local level. Generally, local authorities make decisions based on a combination of statutory and customary law, and the interpretations of both custom and statute vary widely from province to province. Contradictions and disconnects in the current land tenure systems continue to create loopholes that are exploited through irregular allocation of state land to individuals in positions of influence in government, military and the civil service. Traditionally, land tenure conflicts are mediated by the local council of Hutu and Tutsi elders, the *Bashingantahe*. However, during the colonial period, this institution was weakened when individuals without the requisite qualities were appointed by the authorities. Recent efforts to support the institution have been criticized in some quarters, as some *Bashingantahe* included in donor-funded support projects have been civil servants or political figures, which is not allowed under custom. Nevertheless, the Arusha Agreement emphasizes their role in reconciliation, at the level of the colline.” (ACTS 30 September 2004)

### **Property inheritance practices complicate restitution process (1994-2006)**

- In March 2006, the Minister of National Solidarity said that a project of law allowing women to inherit land had been submitted to Parliament
- UNCHR warned in 2002 that land and property disputes were increasingly common
- Women are not entitled to inherit land under customary law
- Few legal titles exist, which creates tensions when former land owners try to regain their land

**"Land and property disputes** are increasingly common, and the justice system is unable to cope, leading some to call for a revitalisation of the traditional *bashingantahe* system of local arbitration. Indeed, one of the monitoring missions undertaken by UNHCR warned of:

...The explosive mix between an uncontrolled increase in population (in 20 years the population of Burundi will double) and the traditional method of succession that divides among the male sons the property of the father. This means that land properties become smaller and smaller and insufficient to assure food security and subsistence to everybody. In a country where 90% of the

population depends on agriculture, future conflicts for land ownership (even if hidden by ethnic reasons) become more and more probable." (Robarts, Oddo Aug 2002, p9)

According to the UN Special Rapporteur on the human rights situation in Burundi, "Many obstacles to the advancement of women still remain, however, such as the hold-up over the bill on inheritance and matrimonial property rights, which has still not been brought to the attention of the minister responsible, far less the Council of Ministers. The minister foresees the adoption of the bill some time in the coming year. It must be hoped that the bill will rise above all the difficulties and social constraints that have been brought to the Special Rapporteur's attention, becoming one day a law that all in Burundi, male and female, will accept." (CHR 7 March 2002, para.64)

"Under customary law, women cannot own or inherit land; they can only enjoy limited access bestowed through affiliation to the male legatees. Currently, women's access is further compromised by repeated displacement. Article 17 of the Constitutional Act of Transition establishes the equality of men and women before the law, and the 1993 amendment of the code of the Person and the Family includes the right to joint management of family property if the husband is absent. However, in practice, most men tend to delegate land matters to their male relatives. Matrimonial arrangements, succession, legacies and gifts are all governed by customary law, which does not sufficiently recognize women's land rights." (ACTS 30 September 2004)

"Le Burundi a préféré célébrer la journée internationale de la femme du 8 Mars autour du thème " l'héritage de la terre : un droit inaliénable à la femme burundaise » au moment où le thème choisi au niveau international est " la femme dans la prise de décisions : vaincre les défis en vue d'atteindre des changements". Or selon la coutume burundaise, les femmes n'héritent pas. Le ministre burundais de la solidarité nationale, des droits de la personne humaine et du genre, Mme Françoise Ngendahayo a, dans une déclaration faite à cette occasion, indiqué que la participation efficace de la femme dans la prise de décisions exige des conditions équitables dans la distribution des richesses comme le droit de propriété qui implique le droit à l'héritage de la fille.

La femme burundaise n'est pas établie dans ses droits en matière de succession suite à un manque de cadre légal qui régleme cet aspect de sa vie. Alors que la terre reste le principal moyen de production commun aux burundais, particulièrement en milieu rural. La problématique de l'héritage de la terre devrait ainsi être analysée dans le souci d'une réglementation équitable aussi bien pour la fille que pour le garçon, a noté la ministre Françoise.

La ministre Françoise a précisé qu'un projet de loi sur les successions, les régimes matrimoniaux et les libéralités a été soumis aux instances habilitées pour être adopté." (ITEKA March 2006)

"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

## General

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### **Rate of return of IDPs and refugees decreased significantly (2006)**

“During the reporting period, the rate of return of Burundian refugees from the United Republic of Tanzania decreased significantly. The Office of the United Nations High Commissioner for Refugees (UNHCR) facilitated 5,409 and 1,250 returns in November and December 2005, respectively, bringing the total number of refugee returns to 68,000 during 2005. However, in January and February, only 428 and 1,319 returns were registered.

This decline was attributed to several factors, including the precarious security situation, food insecurity in the northern and eastern provinces, increased human rights abuses and inadequate infrastructure and public services, as well as conflicts over access to land. These problems have also resulted in an outflow of more than 6,000 Burundians to the United Republic of Tanzania since November, including many new returnees. Since October, the return of displaced persons to their places of origin has also been minimal.” (UNSC 21 March 2006, para.33-34)

“Despite these positive [political] developments however, 2006 was characterised by a low level of return of displaced populations.[...]

Harsh economic and agricultural conditions and lack of sufficient trust among communities may explain this status quo. But other factors, such as new opportunities and livelihood found in sites or villages may also contribute to this slow return.[...]

Lack of means to rebuild houses remains an additional obstacle to the return of both IDPs and returning refugees and is consequently a priority in the PRSP and PBC frameworks.” (UN 30 November 2006)

“The main reasons IDPs do not to return to their place of origin are the lack of housing, unresolved land and property rights issues and security. However, in discussions with IDPs met during the mission, it appeared that the vast majority of IDPs see return as their preferred solution under the condition that a reconciliation process accompanies the return.” (IDD 3 June 2006)

“A small group of approximately 20 internally displaced persons site returned to their collines of origin from Karurama (Rugazi) site. This is one example of the continuing though slow return of IDPs.” (OCHA 5 November 2006)

In Makamba Province: “Displaced persons in Kibago (Mbizi) and Mabanda (Kije) are gradually returning to their collines of origin. Only 35 families remain in the site of Mbizi. OCHA has started close follow-up in order to monitor the trend of return.” (OCHA 15 May 2006)

### ***Many returning refugees from Tanzania who had left Burundi in 1972 lost their land***

“Since most of the long-term refugees had not been living in camps but with Tanzanian communities, they had to prove their refugee status to qualify for a three-month UNHCR aid

package for returnees. This consists of food rations, household goods, tents and other implements aimed at easing their resettlement.

Rumonge administrator Léopold Ndayisaba said it was deplorable that most of these long-term refugees returned home to find their land and homes occupied. In their absence the government had reallocated their homes and land to others or for public use. Under Burundian law all land belongs to the government, which can make these allotments of plots unoccupied for long periods of time." (IRIN 16 August 2006)

### **Large scale return of Burundian refugees and IDPs ( 2004-2005)**

- 148,000 Burundian refugees returned home from 2001 to 2003, and 80,400 returned from Tanzania from January to September 2004
- In 2004 and 2005, massive return of IDPs in eastern and southern regions, particularly due to economic opportunities in the South and to precarious living conditions in IDP camps
- In the first half of 2005, return slowed down, but picked up in the second part of the year
- About 70 per cent of returning IDPs and refugees do not have houses or are returning to find their houses destroyed

In all, from 2001 to 2003, some 148,000 Burundi refugees returned home, about 70,000 of them on UNHCR-facilitated repatriations." (UNHCR 20 Feb 04)

"The trend of refugee and IDP return to their communities of origin continued throughout the year at a relatively constant pace. Of the total return figure of 100,000 foreseen by the United Nations High Commissioner for Refugees (UNHCR) for 2004, 80,400 Burundian refugees returned from Tanzania in the period January-September 2004 under UNHCR auspices, with a concentration in the provinces of Ruyigi, Muyinga and Makamba ." (OCHA 11 November 2004, p4).

"Le retour sur les anciennes propriétés est observé depuis que le cessez-le-feu entre belligérants est devenu effectif. Les retours ont été massifs et spontanés dans les régions du Sud et de l'Est. Entre autres motivations de retour, ce sont d'une part les atouts économiques que présente la partie méridionale du pays, et d'autre part la précarité des conditions de vie sur site.

De manière fondamentale, les volontés de retour ou de maintien sur site trouvent leurs justifications profondes dans les circonstances qui ont prévalu au moment du déplacement. La fuite des déplacés présents sur sites, à partir de 1993 s'était faite dans un contexte extrêmement surchauffé, caractérisé par des massacres interethniques à grande échelle et suivis souvent d'une répression aveugle. C'est dire que le retour des déplacés sur les collines d'origine exige un important travail de rapprochement et d'éducation à la paix afin de s'assurer que les familles de retour soient acceptées par les communautés d'accueil et que leur présence ne risque pas de provoquer une reprise des conflits.[...]

Les résultats de l'enquête indiquent que la population des déplacés sur sites a connu une diminution continue entre 2004 et 2005, passant de 145.034 à 116.799 personnes. Cependant, les chiffres absolus de 2005 ne reflètent pas les mouvements réels de retour. Dans la même période, le nombre de sites est passé de 170 à 160. La différence ne correspond pas de manière absolue au nombre des sites démantelés (30). En effet, 20 nouveaux sites ont été recensés cette année qui n'avaient pas fait l'objet de l'étude l'année dernière.[...]

Le mouvement de retour massif et spontané observé dans les provinces du Sud et de l'Est va se poursuivre parallèlement au programme de rapatriement depuis la Tanzanie. Si le rythme

mensuel de rapatriés a été très faible au 1er semestre 2005 (moins de 12'000 en 6 mois), l'évolution politique intérieure (nouveau gouvernement en place dès fin août) sera potentiellement un facteur d'accélération du mouvement.

Le statu quo observé dans les sites du Nord et du Centre résulte moins de l'environnement politique que d'une désagrégation communautaire consécutive à la crise de 1993. L'impact des élections à venir ou du rapatriement aura sans doute moins de poids que la qualité des rapports communautaires et les rapports de confiance au niveau local.» (OCHA 26 May 2005)

“The return of refugees and IDPs to zones of origin continued without interruption during the year [2005]. The pace of refugee return slowed down considerably in the last quarter of 2004 and in the first months of 2005, mostly due to refugees' concerns related to security conditions and the electoral process in the country. Nevertheless, the return started accelerating in mid-2005 at a weekly rate of 4,500 persons.” [...]

[R]ecent UNHCR estimates indicate that 70% of returning refugees do not have houses, or are returning to find their houses destroyed. Similar needs have been observed for returning IDP families. (OCHA, 2006, p8, p14)

### **Three factors condition return: housing, security and political stability (2005)**

- One major obstacle to return mentioned by many IDPs is the impunity of those who killed civilians in massacres and who allegedly stayed in their homes of origin

« Parmi les ménages qui souhaitent rentrer, le retour sur la colline est conditionné par 3 éléments principaux :

#### **• L'habitat**

43% des ménages qui souhaitent rentrer posent la construction d'une maison sur le lieu d'origine comme condition préalable au retour. Ce taux s'élève à 67% dans la région Sud et Est. Il est certain qu'après plusieurs années d'abandon, la plupart des maisons sur les collines d'origine sont soit détruites soit complètement délabrées. Malgré les standards fournis par le MRRDR [Ministry for IDPs & Refugees], la palette des types d'habitat sur les sites de déplacés est extrêmement large, variant de l'habitat très précaire en paille à la maison en brique dure, en passant par les maisons en torchis ou en brique adobe. Les déplacés de retour sur la colline attendent de bénéficier de matériaux répondant aux standards minimum pour procéder au retour.

#### **• Mouvement de retour collectif**

31% des ménages estiment qu'ils rentreront « avec les autres ». Cet argument répond pour beaucoup aux besoins de sécurité et de protection liés à la problématique de réconciliation communautaire au Nord, au Centre et à l'Ouest du pays.

#### **• La sécurité**

Le niveau de sécurité requis pour rentrer n'est pas directement lié avec la perception de la sécurité précédemment citée. En effet, même si une partie des ménages estiment qu'*aujourd'hui* il n'y a pas de problèmes de sécurité sur leur colline d'origine, ils attendent la consolidation de la stabilité politique du pays pour rentrer. Ils souhaitent également avoir plus de garanties quant au niveau de protection dont ils bénéficieront une fois de retour. Pour cette raison, les élections ne constituent pas un facteur de retour majeur. [...]

**La poursuite judiciaire des criminels présumés est mentionnée partout.** Les déplacés estiment que ceux qui ont tué les leurs restent sur les collines, jouissent de l'impunité et que par conséquent rien ne les empêcherait de parachever leurs assassinats en cas de retour sur les collines d'origine.» (OCHA 26 May 2005)

### **At least 50,000 are unable or unwilling to return home (2005)**

“Two years after a peace agreement was signed in Burundi, at least 50,000 internally displaced persons (IDPs) are unable or unwilling to return home, a UN official said in Bujumbura on Friday.

The Special Adviser of the UN Emergency Relief Coordinator on Internal Displacement and Director of the Inter-Agency Internal Displacement Division, Dennis McNamara, who was on a three-day visit to the country, said an estimated 120,000 Burundians were still living in IDP camps.

He said a preliminary report of a survey conducted by the UN Office for the Coordination of Humanitarian Affairs (OCHA) between February and April showed that more than half of these IDPs were unlikely to leave the camps.” (IRIN 23 May 2005)

### **Survey among resident and returning IDP/refugee population highlights key needs (2005)**

“The Norwegian Refugee Council (NRC) has completed a monitoring survey amongst resident and returnees population of Nyanza-Lac and Kayogoro Communes in Makamba Provinces. The survey report highlights the actual conditions of resettlement and reinsertion in these communes of high concentration of returnees. The various conclusions of the report could not apply to the whole country since these two communes present very specific patterns. However, the high proportion of unregistered spontaneous returnees, whether former IDP or refugees must be underscored. Key needs emerging from the survey include protection, administration and legal support, access to housing, water and education.” (OCHA 17 October 2005)

*To view the survey:*

Rapport de monitoring de la population "rapatriée" et "déplacée-retournée" Communes de Kayogoro et Nyanza Lac, Province de Makamba, Burundi Septembre 2004 - Avril 2005, **Norwegian Refugee Council (NRC)**, September 2005, *see link below*

### **Some returning refugees have now become IDPs (2005)**

- As of mid-2005, 18.5 per cent of IDPs in Southern and Eastern provinces were returning refugees, who either live on trade with Tanzania or who feel more secure in camps

*According to a national survey conducted by OCHA in 2005, “L’enquête a permis en outre de mettre en évidence des sites où coexistent des déplacés et des rapatriés particulièrement dans les provinces du Sud et de l’Est. En effet, **18.5% des déplacés des provinces du Sud et de l’Est sont rapatriés de Tanzanie** (enregistrés ou pas). Notons que la proportion de rapatriés est très variable d’une région à une autre, les provinces de l’Est abritant les plus forts pourcentages (jusqu’à 65% à Gisuru). La très grande majorité des ménages rapatriés vivent sur les sites situés à proximité de la frontière, particulièrement sur les communes de Gisuru (Ruyigi) et Nyanza-Lac (Makamba). Ceci s’explique par les activités commerciales trans-frontalières qu’ils exercent. Sur Cankuzo et Ruyigi, ce phénomène s’explique aussi par la criminalité qui prévaut dans ces provinces et qui encourage les rapatriés à rejoindre un site de déplacés pour des raisons de sécurité. » (OCHA 26 May 2005, p15)*



### **Landmines accidents have increased with the ceasefire and massive return movements (December 2004)**

- Hundreds of Burundians accidentally killed by landmines since December 2002
- No systematic programme to clear landmines
- Worse areas include southern Makamba Province, Bujumbura Rural and areas around Kibira Forest

"[H]undreds of Burundians [...] have been accidentally killed by landmines since December 2002, when a ceasefire agreement was signed between the government and the three main rebel groups.

Two years after the ceasefire, a systemic programme to clear landmines is still only an ideal, said Col Antoine Nimbasha, director-general of the Ministry of Public Security.

On Monday, the ministry launched a nationwide campaign to raise public awareness of the danger of landmines and how people could protect themselves. The campaign was organised by the Independent Centre of Research and Initiative for the Dialogue (CIRID) in partnership with the Centre for Alert and Conflict Prevention (CENAP) and other member organisations. The army is also participating along with Burundi's main rebel group, Conseil national pour la défense de la démocratie-Forces pour la défense de la démocratie (CNDD-FDD) led by Pierre Nkurunziza.

Thousands of landmines are lying actively dormant, Déogratias Hakizimana, the head of CIRID, said.

"Some of the worst areas include Kayogoro in the southern Makamba Province, Bujumbura Rural and areas around Kibira Forest," Hakizimana said.

Mines are hidden under electricity poles, in abandoned homes, under bridges and along footpaths and roads. According to a UNICEF report, of 465 recorded landmine deaths in the two years since the ceasefire, 65 were children. [...]

According to Rufyikiri, the largest number of recorded accidents occurred immediately following the 2002 ceasefire.

"Suddenly many refugees tried to return home and along the way many stepped on mines," he said.

Many of the accidents, he added, occurred in Makamba near the border with Tanzania.

In Bujumbura Rural, the number of landmine accidents increased 53 percent from 2001 to 2002, according to a report issued by the NGO Landmines Observatory." (IRIN 9 December 2004)

### **Close to 60 percent IDPs surveyed want to return home (2004)**

- Provinces in which the highest percentages of IDP households express a willingness to return are Bujumbura Rural, Cankuzo, Makamba, Bururi, Muramvya and Rutana
- Provinces in which the lowest percentages of IDP households express a willingness to return are Mwaro, Bujumbura Mairie, Muyinga, Kirundo, Gitega and Ngozi

“In global terms, 57% of IDPs (17,048 households) living in displacement sites express their willingness to return to their places of origin. In general, the willingness to return is much more prominent in southern and eastern provinces than in those of the centre and north. [...]

Provinces in which the highest percentages of IDP households express a willingness to return are Bujumbura Rural (87%), Cankuzo (85%), Makamba and Bururi (81%), Muramvya (77%) and Rutana (73%). With the exception of Bujumbura Rural and Cankuzo, these are provinces in which a high rate of return has already taken place.

The provinces in which the lowest percentages of IDP households express a willingness to return are Mwaro (10%), Bujumbura Mairie (24%), Muyinga (25%), Kirundo (26%), Gitega and Ngozi (28%). Particularly in the latter four provinces, the lack of willingness to return is directly related to the perception that the inter-ethnic problems that sparked the original displacement in 1993 have not yet been resolved.

The survey also underscores the fact that many households currently living in IDP sites do not want to return to their place of origin but prefer instead to remain definitively in the site. The survey reveals some striking regional trends – with a strong majority of IDP households in provinces in the northern and central regions expressing a desire to remain in the site where they currently reside. (See Map 3: IDP Households’ Desire to Return Compared with Desire to Remain Definitively in the IDP Site.)

Overall, 40% of the IDP population (11,916 households) desires to remain definitively in the site where they currently reside. This percentage is highest in Mwaro (90%), Bujumbura Mairie (75%) and the northern provinces of Ngozi (71%), Kirundo (71%), Muyinga (69%) and Gitega (68%).

Although it is possible to draw some broad generalizations on a regional basis with regard to willingness to return, it is important to recognize that there exist significant variations when the results are broken down by province, commune and site. For example, Bubanza shows an average of 58% of IDP households wanting to return home. However, when Bubanza is broken down by commune, major variations emerge: in Gihanga commune 97% of IDPs want to return home, whereas in Bubanza commune only 25% of IDPs want to return home. Further variations exist at the level of individual sites. For example, even though Gitega province on average indicates that 68% of IDP families want to remain permanently in the site where they currently reside, there are some individual sites where the percentage is dramatically lower: in Buraza site, only 23% of the families want to remain definitively in the site; in Zege site, only 6% of families want to remain in the site.

Clearly, the decision to return home or remain in the site is a complex one, not easily explained by the quantitative data or broad regional generalizations. The decision is based on a variety of factors. In this respect, the results of 72 focus group discussions conducted in a sample of 30 sites across the country reveal important insights and motivations that influence IDP household decisions.

Among the category of IDPs that express a willingness to return to their place of origin, but remain meanwhile in sites, the principal reasons preventing their return (in order of priority) are as follows:

Insecurity in their place of origin (fighting, banditry, looting).

No protection force in their place of origin.

No house in their place of origin (or ability to construct a house, as cited in the case of some female and child heads of household).

Mines in their place of origin (particularly prevalent in certain areas of Makamba province, along the Maragarazi River, and in certain areas of Ruyigi and Bubanza provinces).

Fear of political developments and upcoming elections.  
Presence of armed groups not yet disarmed / demobilised.  
Fear, distrust and lack of cohesion / reconciliation among communities in their place of origin (the predominant reason cited by IDP households in northern and central provinces).  
Home collines are empty; waiting for others to return.

Among the category of IDPs that express a desire to remain definitively in the site where they currently reside, the following are the principal reasons influencing their decision (in order of priority):

Fear, distrust and lack of cohesion / reconciliation among communities in home areas.  
Sense of solidarity, community cohesion and protection in the site.  
Banditry and absence of protection force in their place of origin.  
House in the site; no house in their place of origin.  
Do not own land in their place of origin.  
Nowhere else to go; completely dependent on others in the site (especially cited among female and child heads of household).  
Long duration in the site (10 years) during which new family units have formed and semi-urban social ties, customs and lifestyles have emerged (closer association with the site than the place of origin).  
Little direct dependence on agricultural activity and have another means / source of revenue in the site.” (OCHA August 2004, pp.10-12)

### **Housing conditions in return areas and in displacement sites influence return (August 2004)**

- Only 7% of IDP households have a 'habitable' house in their place of origin
- Quality of housing in displacement area also appears to have a strong relationship to the willingness to return

“Only 7% of IDP households have a 'habitable' house in their place of origin. With the notable exception of Cankuzo province (27%), the percentage ranges between 1-11% in all other provinces of the country.

The availability of housing in the place of origin is a significant condition for return for many IDP households. Among the focus groups of IDP households that want to return to their place of origin, the lack of housing in the place of origin was cited as one of the main factors preventing their return. The lack of housing in the place of origin may also greatly influence IDP households' desire to remain permanently in the site where they currently reside. For example, in the central and northern provinces of Gitega, Ngozi, Karuzi, Muyinga and Kirundo, where the desire of IDP households to remain permanently in sites is the highest in the country (on average 69%), the presence of a house in the place of origin is the lowest in the country (only 1-2%).

Quality of housing also appears to have a strong relationship to the willingness to return. In general, IDPs that currently live in a relatively good quality house (as evidenced by a galvanized steel roof) are the ones who express the strongest desire to remain permanently in the site. Conversely, the provinces where the percentage of IDPs living in a house with a steel roof is the lowest are the provinces in which IDPs express the strongest desire to return to their place of origin. (See Map 6: IDP Households' Willingness to Return Compared with the Quality of Housing in the IDP Site.)

Overall, 41% of IDP households live in a house with a steel roof. However, this global average hides significant variations from province to province. The areas with the highest percentage of IDPs living in a house with a steel roof are Bujumbura Mairie (98%), Karuzi (94%), Gitega (90%) and Kirundo (83%). These are also the areas with among the highest percentages of IDP households that express a desire to remain permanently in the site. The provinces with the lowest percentage of IDPs living in a house with a steel roof are Cankuzo (4%) and Bujumbura Rural (15%) – the provinces with the highest percentage of IDPs expressing a willingness to return to their place of origin.

A small minority of IDP households (14%) live in a house with a tile roof, which is the most expensive type of roofing material used in Burundi. Notable exceptions are found in the provinces of Ngozi (59% of IDP households have tile roofs), Muramvya (59%) and Kayanza (52%) – these are very likely to be the IDP households that express a desire to remain definitively in the site and therefore are investing in their housing in the site.

A minority of IDP households live in a house covered by straw (41%) or plastic sheeting (4%). Notable exceptions are found in Cankuzo (96% of houses covered in straw), Makamba (79% straw) and Bujumbura Rural (35% plastic sheeting). These are precisely the areas where IDPs express the greatest willingness to return to their place of origin and therefore many families are not making an investment in the quality of housing in the site.

Many examples were cited by the survey teams, especially in IDP sites in Makamba province, of families that are dismantling their roofs in order to rebuild their house in their place of origin. This 'proactive approach' to return is seen in many areas, where IDP households remain in sites until they are able to construct a house in their place of origin. It is worth noting, as well, that many IDP households have sold roofing material that was distributed or donated in the site in order to have money to use for other purposes." (OCHA August 2004, p15)

### **Need to prepare communities for a successful reintegration of returnees (2004)**

"The next steps for Burundi are the return of refugees and displaced populations to their homes or to new communities, the demobilisation and reintegration of armed groups, and the elections. None of this can happen if the international community and Government of Burundi do not focus their efforts on supporting inclusive community decision-making structures and involving communities in planning and implementation.

In recent months, much discussion and planning has taken place at the national level regarding the return of refugees and reintegration of ex-combatants. Planning has taken place centrally and focused on the number of schools, health centers and water sources. Little or no discussion has taken place at the community level. The focus has been on the support for returnees, and little attention has been placed on the communities that stayed and continued to eke out a living through 10 years of civil unrest. In most provinces there have been no discussions about communities' readiness to receive returnees and little planning has taken place regarding their needs.

Recent discussions that CARE International has held with the Bashingantahe and local NGOs reveal a great deal of confusion around land tenure and people's rights. This is a critical issue if the estimated 800,000 people are going to return to their hills of origin. CARE and several partners are working together with community decision-making structures, the Bashingantahe and local government to address these issues and to plan for the return of refugees and displaced people. These types of efforts must happen throughout the country if the returnees are going to be welcomed and integrated and peace maintained." (CARE 16 Jan 04)

## **IDP camps have become village-like settlements (2000-2005)**

- In Gitega and Ngozi Provinces, IDPs of Tutsi origin feel safer in guarded camps than in hills of origin (2003-2005)
- Government plans to turn selected "regroupment" sites into permanent villages and proposes Rubiza site (Bujumbura Mairie) as a pilot case (2000)
- European Community recommended prior consultation of the population concerned (2000)
- 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 (2000)

"A Gitega et Ngozi, on observe par ailleurs une villagisation progressive des populations déplacées d'origine tutsi. Celles-ci se sentent en plus grande sécurité dans les sites installés près des agglomérations et des positions militaires (Itankoma et Mutaho à Gitega, Ruhororo à Ngozi). Victimes de viols, de pillages et de racket de part de la rébellion, elles déclarent aussi souvent ne pas vouloir retourner vivre au milieu de ceux qui ont assassinés des membres de leurs familles en octobre-novembre 1993 ou depuis le début de la guerre.<sup>6</sup> Les sites sont désormais assimilés à des villages où ils sont équipés en eau potable, latrines et maisons semi-permanentes. Seule y manque l'électricité. Les déplacés y trouvent de fait un confort d'habitat largement supérieur à celui des collines." (ICG 2 Dec 03, p3)

"OCHA sub-office of Ruyigi conducted a mission in IDP sites in Gitega Province. Most displaced persons request that their site be transformed into a village. They deem return to their collines of origin can be envisaged only after the new political authorities have succeeded in bringing security and combating impunity." (OCHA 21 August 2005)

"A process of "villagisation" is slowly taking place in camps for internally displaced people (IDPs) in Burundi's central province of Gitega and the northern province of Ngozi, according to humanitarian sources.

The camps of Itankoma and Mutaho, in Gitega, and Ruhororo in Ngozi, are home to many IDPs who since 1993 have chosen not to return to their places of origin. Some cite security reasons, while others choose not to return to live among those who killed their relatives. They believe they are better off in a newly created "village", rather than in a more traditional setting where homes are isolated.

The villages have streets, semi-permanent houses, running water and pit-latrines. "They only lack electricity," one humanitarian source told IRIN. Some IDPs have also surrounded their homes with a traditional compound - called a Rugo - as a sign of ownership and stability.

During the 1980s the former president, Jean-Baptiste Bagaza, actively encouraged the creation of villages in an attempt to improve access to infrastructure. The process was opposed by both the donor communities and Burundians who were used to living in more isolated homes, and subsequently failed. [...]

The current Burundi government says it neither encourages "villagisation" nor opposes it. Speaking to IRIN, the director-general in the ministry for resettlement, Zenobe Niragira, said "The situation evolved by itself and the villagisation process is not a government policy."

Many humanitarian workers support Niragira's views, pointing out that what is happening in villages should not be compared to the creation of villages in Burundi in the 1980s.

"This is a bottom-up process while that of the 80s was a top-down one imposed by a regime on a people," a Burundian analyst said. "It is an expression of people who share a fear for their security and prefer to sacrifice their traditional way of living in favour of improved security."

Some humanitarian sources believe this change of mentality could have a positive impact on the country's development as people voluntarily move out of an overcrowded countryside to settle into villages, which may in turn develop into small towns.

As the camps develop into "villages", the focus of their needs also changes. They tend to be less dependent on emergency assistance, and more so on durable development like schools and health facilities." (IRIN 19 Sept 02)

"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)

# HUMANITARIAN ACCESS

## General

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### Concerns about fraud in food distribution (2006)

“WFP expressed serious concern about the attitude of some local administration officials who engage in fraud in including members of their families in the food aid distribution lists. The organization calls for individual responsibility and respect for general interest.” (Bonesha, in OCHA 15 March 2006)

### Relative good access in 2005-2006

*In 2005* "Population displacement due to insecurity and armed conflict reduced markedly in the first months of the year and as compared to the period 2003-2004. Populations in the province of Bujumbura rural, where recurrent waves of displacement had taken place throughout 2004, are gradually resettling and returning to zones of origin and no sizeable population movements were registered in the first semester of the year. Nevertheless, treatment of civilians by parties to the conflict in the province, protection and widespread human rights violations have remained main areas of concern." (OCHA 23 June 2005)

“Following an assessment carried out in December, the provinces of Cankuzo, Gitega, Karuzi, Kayanza, Kirundo, Makamba, Muramvya, Muyinga, Mwaro, Ngozi, Rutana and Ruyigi were reduced from United Nations security phase three to phase two, allowing for greater access and freedom of movement for humanitarian actors in those areas. Bururi province and Cibitoke city were reduced from phase four to phase three. Owing to the ongoing military confrontations with FNL, Bubanza, Bujumbura Rural and Cibitoke remained at phase four.

18. In the meantime, criminality has risen throughout Burundi, with widespread incidents of armed banditry, intimidation, looting and sexual violence. The national midnight curfew remains in force and movement, especially on major routes between Bujumbura and the provinces, continues to be restricted.” (UNSC 21 March 2005, para.17-18)

# NATIONAL AND INTERNATIONAL RESPONSES

## National response

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### State institutions in charge of IDP reintegration and resettlement (2006)

Since its reorganization in March 2006, a Directorate General for Repatriation, Reinstallation and Reinsertion of Displaced and Repatriated Persons was created at the Ministry of National Solidarity, Human Rights and Gender in March. The Ministry also supervises the Project of Support for Repatriation and reinsertion of War Affected persons (PARESI) that works in collaboration with and funded by UNHCR (IDD, 3 June 2006).

The Arusha agreement of August 2000 decided to create a National Commission for the Reintegration of War-affected People (CNRS). The mandate of the CNRS would be to organise and coordinate, with international organisations, the return of refugees and IDPs. The CNRS was established in March 2003, but was placed under the Ministry of Reintegration, which was not foreseen by the Arusha Agreement. Being under the Ministry robbed the CNRS of its role as central organ on IDP issues. According to the International Crisis Group (ICG), its action plan elaborated in October 2003 lacked the means and the necessary technical support. It foresaw the preparation of the return of IDPs and refugees in a step by step approach, and ignored the possibility of a massive and spontaneous return. It also lacked an operational strategy based on the evaluation of the technical and financial needs of the CNRS and its international partners. Short of funds and staff, and lacking support from the government, the CNRS focused its action principally on returning refugees, to the detriment of the internally displaced (FMR September 2004). (ICG 2 December 2003).

In January 2004, the Burundi government adopted a national programme for IDP and refugee rehabilitation. Its objective was to reintegrate IDPs and refugees with the respect of human rights, while establishing basic social services, promote local economy and ensure successful transition from humanitarian emergency to sustainable development. The MRRDR is responsible for the implementation of the programme (Government of Burundi, Jan 04). The coordination capacities of government structures remained limited at both national and provincial levels and the plan was not really implemented. The head of the CNRS also deplored the lack of funds to help returnees to resettle (IRIN 8 November 2004). As a result of these factors, the CNRS mostly provided short-term humanitarian assistance, rather than playing the structural role envisaged in its mandate (ISS, 27 May 2005, p4). In 2005, PARESI, a UNHCR-financed project, replaced the CNRS. It provides basic housing and infrastructure for returning refugees and IDPs.

While supporting refugee repatriation and resettlement of IDPs, the Government of Burundi has not developed effective legal mechanisms to address land-related disputes arising from occupation, restitution and compensation (Prisca Mbura Kamungi and al., June 2005). In its inauguration address, President Nkurunziza underlined the challenge to accommodate the return of thousands of IDPs and refugees (IRIN, 29 August 2005). In February 2006, the Burundian Government launched an emergency programme to cover post-war recovery needs for 2006, and international donors subsequently pledged the totality of the funds requested. The money received should aid the drought-stricken population, support the rehabilitation of social infrastructures, the improvement of health care, the repatriation of refugees, and the resettlement of vulnerable people. It should also help Burundi ensure good governance and restore the rule of law (Government of Burundi, 28 February 2006; IRIN, 1 March 2006). According to a study by Tufts



University, the government programme competed with the UN Consolidated Appeal, although both requested \$160 million for 2006 (Tufts University, 30 July 2006).

The government launched a seven-year reconstruction plan of \$32.7 million in the provinces of Bujumbura Rural, Buriri and Ruyigi in order to re-establish agricultural activities and rebuild infrastructure. The programme is mainly funded by the International Fund for Agriculture and Development (IFAD) under a loan agreement signed in September 2004 (IRIN, 12 April 2006).

In June 2006, the Burundian government announced that it had begun the distribution of 18 tonnes of food aid to thousands of people in the northwestern province of Bubanza who were displaced by floods in late April 2006 (IRIN, 14 June 2006).

## **International Response**

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### **International Coordination**

- High-level missions to Burundi focusing on internal displacement: UN Special Representative on Internal Displacement, UN Senior Network on Internal Displacement, IDP Unit, UN Inter-Agency Internal Displacement Division
- In 2000, the UN Inter-Agency Standing Committee set a series of criteria for delivering assistance in the context of the regroupment
- In February 2001, creation of a Framework for Consultation on the Protection of Internally Displaced Persons, comprising of a high-level Committee on the Protection of IDPs and a Follow-Up Technical Group; GTS disappeared in 2005.
- OCHA produced a draft strategy on IDP return/reintegration, but it was not finalised
- Additional mechanisms at the UN level focus on return/reintegration

Several high-level UN missions have focused on improving the response to internal displacement in Burundi over the past years. In 2000, during a visit to Burundi, the UN Special Representative on Internal Displacement exhorted the government to pursue and implement the decision to dismantle the "regroupment" camps and the international community to provide appropriate international assistance to that end (UNSGR 6 March 2000). The same year, the UN Senior Network on Internal Displacement, led by the UN Special Coordinator on Internal Displacement and composed of representatives of FAO, OHCHR, UNHCR, UNICEF, WFP and WHO as well as an NGO representative, visited Burundi as well. The mission recommended that humanitarian agencies focus their activities on the protection needs of the displaced, and not only on the provision of assistance (Senior Inter-Agency Network on Internal Displacement 23 Dec 2000). Both the UN Special Representative and the Senior Network also recommended the improvement of existing coordination mechanisms – both among humanitarian actors and between the Burundian government and the United Nations - in order to ensure better assistance and protection to IDPs.

The delivery of assistance to IDPs in 1999-2000 was complicated by the context of the forced relocation policy lead by the Burundian government. Many UN Agencies and donors had repeatedly voiced concerns over the regroupment policy, but in response to the government's commitment to work towards an end of regroupment, UN agencies and NGOs agreed to provide limited humanitarian aid to support the reintegration process of those who had been regrouped and to provide life-sustaining assistance to regroupment sites. The UN Inter-Agency Standing

Committee set a series of criteria for delivering assistance in the context of the regroupment (for the criteria, see (IASC 3 February 2000).

Following the recommendations of the Senior Network and the Special Representative on Internal Displacement, the UN Humanitarian Coordinator and the Burundian Minister of Human Rights signed in February 2001 a Framework for Consultation on the Protection of Internally Displaced Persons. The goal was to establish a forum to discuss issues related to IDPs, particularly access and protection, to facilitate assessment and rapid intervention mechanisms and to support the implementation of the UN Guiding Principles on Internal Displacement (UN OCHA 22 May 2001).

The Framework created two main bodies: a high-level Committee on the Protection of IDPs and a Follow-Up Technical Group (Groupe Technique de Suivi, GTS). Membership of the Committee, which should come together on a monthly basis, includes Burundian Ministers and the President of the Governmental Human Rights Commission, as well as the UN Humanitarian Coordinator (Co-President), and head of UN Agencies, as well as representatives of international and Burundian NGOs. The GTS ceased to exist in 2005.

For more information of the GTS, please see Addressing the protection gap: the Framework for Consultation on IDPs in Burundi, in Forced Migration Review 15, by T. Santini, October 2002 [link below]

The GTS was briefly replaced by a Protection Working Group including UN agencies and international NGOs, as well as . the Inter-Agency Cell for the Reinsertion of War-affected persons (CIR), created through a memorandum of understanding between UNHCR, UNDP, and the World Bank in 2002. (OCHA, 17 April 2005). The CIR was replaced in 2006 by a UNDP-led reintegration group and by the national structure PARESI (OCHA, 12 December 2006).

OCHA has drafted a strategy for the reintegration of IDPs and refugees, but it had not been adopted by the government as of early 2007. In August 2004, the United Nations defined the framework for a common strategy to reintegrate returning IDPs and refugees in Burundi (United Nations, August 2004).

The UN Inter-Agency Division on Internal Displacement (IDD), which focused on improving the UN response to internal displacement undertook several assessment missions to Burundi, the latest one in May-June 2006. The IDD became OCHA's Displacement and Protection Support Section (DPSS) at the end of 2006. To view mission reports: <http://www.reliefweb.int/idp/docs/reports.htm>

Further to the IDP survey completed by OCHA in 2005, OCHA regularly organizes follow up missions in IDP sites. Main findings were the confirmation that most IDPs have preferred to stay in sites-villages and have further integrated with neighboring communities, for example by being elected in last year local polls. According to OCHA, this trend shows that in many places we should rethink our approach to these issues and even stop using stereotypes such as 'IDP' or 'site' as these words do not necessarily reflect evolving situations (OCHA 25 July 2006).

In June 2006, The United Nations High Commissioner for Refugees, Antonio Guterres, and the European Union Commissioner for Development and Humanitarian Aid, Louis Michel, met senior government officials and President Pierre Nkurunziza to discuss the plight of returnees, internally displaced people and refugees in Burundi (IRIN, 16 June 2006).

## **UN response**

- UN Office for the Coordination of Humanitarian Affairs (OCHA) is the UN focal point on IDPs issues
- In 2006, UN agencies and NGOs continued to respond to the needs of displaced people in camps
- Humanitarian organizations also focus on supporting the return of the internally displaced to their homes, or to help them settle somewhere else
- UNHCR started to engage the newly created Peacebuilding Commission on Burundian IDPs and refugees

In Burundi, the Resident Coordinator/Humanitarian Coordinator for Burundi is responsible for ensuring a strategic and coordinated response to internal displacement in the country, and the UN Office for the Coordination of Humanitarian Affairs (OCHA) is the UN focal point on IDPs issues, and it provides policy guidance on the UN Guiding Principles on Internal Displacement (UN OCHA, 29 December 2003). There is however no lead agency to assist and protect IDPs (RI, 24 May 2004). The RC/HC, Youssef Mahmoud, is also the UNSG Executive Representative for Burundi and Head of the United Nations Integrated Office in Burundi (BINUB), which was established on 1 January 2007, following the conclusion of the mandate of the United Nations Operation in Burundi (ONUB) on 31 December 2006 (UNSG, 3 January 2007).

In January 2006, the UN Security Council passed a resolution underscoring the primary responsibility of the governments in the Great Lakes region to protect their populations. It also called for international support for the reintegration of IDPs (UNSC, 27 January 2006).

Most IDP-related activities are integrated into agencies / NGO's general humanitarian programmes. This is because most IDPs are living close to their areas of origin and most are facing the same constraints as the non-displaced. In addition, according to the UN Internal Displacement Division, providing specific assistance to IDPs is politically sensitive because most IDPs are Tutsis (IDD, 3 June 2006).

In 2006, WFP was expected to have fed an estimated 874,000 Burundians, including particularly vulnerable groups such as IDPs, school children and HIV-positive people (IRIN, 14 November 2006). Authorities, UN agencies, international and local NGOs, as well as ONUB, carried out sensitization activities against sexual violence in Makamba Province, targeting the population, as well as pupils, soldiers, IDPs and returnees (OCHA 10 December 2006). War-affected children of Bujumbura Rural, Bujumbura Mairie and Bubanza have also been receiving some psycho-social assistance (OCHA, 1 October 2006). UNICEF assists displaced children. It distributed food and non food items to IDPs living in Cankuzo Province and who returned to Kirundo. It also constructed or rehabilitated classrooms in seven provinces (UNICEF, 20 July 2006). UNHCR built several thousand homes, schools and health centres in Cankuzo, Gitega and Ruyigi Provinces for IDPs and returning refugees in 2006 (IRIN, 26 April 2006).

In 2005, UNHCR, the World Food Programme (WFP) and other humanitarian actors continued to provide basic assistance to returning IDPs and refugees, especially in the areas of food, shelter, education and health (UNSC, 21 November 2005). In 2004, OCHA had conducted, in collaboration with the Burundian government, a survey on all IDP sites to assess housing needs in preparation for the return of internally displaced people and refugees. The survey gave badly needed information on the location and wishes of IDPs, as the last survey – carried out by UNFPA – was conducted in 2002 (UNFPA 14 Oct 02). The survey highlighted the lack of shelter as the main obstacle to durable solutions for returning IDPs. It also found that IDPs in the North were less willing to return than IDPs in the South. IDPs in northern Provinces viewed the inter-ethnic clashes that had sparked displacement in that region in 1993 as not yet resolved, while IDPs in southern provinces acknowledged increased security following the ceasefire agreements

between the government and the former armed rebel movements which had caused displacement in the area. Those displaced temporarily by fighting, especially in Bujumbura Rural Province, and IDPs living with host families were not surveyed (OCHA August 2004).

Based on the findings of an IDP survey conducted by OCHA in 2005, humanitarian actions regarding IDPs will focus on improving coordination to maximise the existing expertise and capacity in monitoring and supporting IDP return (e.g. on basic needs, housing, land property issues, other protection issues). Also, a framework will be developed to identify durable solutions for IDPs not wishing to return to their zones of origin, adequate approaches for IDP return into the broader context of refugee return and community recovery and the specific problems of female headed households. These initiatives will also pay specific attention to the links between humanitarian/relief and reconstruction/development activities (OCHA, 23 June 2005, p8). OCHA is planning to revisit each of the site/settlement included in the 2005 survey, in order to get updated information by mid-2007.

In 2005, FAO undertook in collaboration with the provincial Department of Agriculture, international NGOs and local associations recovery activities targeting 400,000 households with reduced land access, such as IDPs and the Batwa. Support to IDP and refugee reinsertion also included the distribution of 210,000 fruit plants and the recovery of 400 hectares of swamps, benefiting 42,000 households (OCHA, 2006, p7).

In 2004, UNHCR, UNICEF and WHO have worked together to reinforce the health system in 10 provinces to support the reintegration of refugees and other affected populations (OCHA 7 November 2004). UNICEF and its partners are also providing education to returning IDPs and refugees in their zones of origin (UN OCHA 22 February 04). Also, for the first time, the UN Development Programme (UNDP), the United Nations Population Fund (UNFPA) and the UN Children's Fund (UNICEF) jointly signed cooperation agreements with the authorities of Burundi in April for the period from 2005 to 2007, covering such fields as governance, poverty alleviation, water and sanitation, youth programmes, reproductive health and combating HIV/AIDS (UN News Service, 12 July 2005). In March 2006, UNDP launched an Integrated Action Plan for Reintegration in the five provinces receiving the bulk of repatriated persons. It focuses on war affected persons, including IDPs. The plan has been elaborated on the basis of workshops with relevant Burundian authorities, and aims among other to improve coordination and local ownership (UNDP, March 2006, plan opérationnel).

The programme will follow a community-based approach in order to ensure equity between the returnees and the local population (OCHA, 23 June 2005).

See:

UNDP March 2006, Plan Opérationnel Intégré de Réintégration 2006-2007 [[Internet](#)]

UNDP, March 2006, Plan Opérationnel Intégré de Réintégration 2006-2007, Cankuso [[Internet](#)]

UNDP, March 2006, Plan Opérationnel Intégré de Réintégration 2006-2007, Karuzi [[Internet](#)]

UNDP, March 2006, Plan Opérationnel Intégré de Réintégration 2006-2007, Makamba [[Internet](#)]

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UNHCR said it was acutely aware of the need to mitigate tension between the repatriates and the internally displaced, and allocated 10 percent of its 2005 housing infrastructure budget to IDPs, in order to mitigate tension between the repatriates and the internally displaced (ISS, 27 May 2005,

p5).. The peacekeeping force provided security and logistical support to humanitarian agencies in connection with the return of refugees and displaced persons (UNSC, 21 March 2006).

***For an overview of the activities of UN and NGO activities in Burundi, please see [\[Internet\]](#)***

*For organizations supporting victims of sexual violence, please see OCHA, July 2005, [Partenaires dans la prise en charge des violences sexuelles \[Internet\]](#)*

### ***Successful reintegration of IDPs and returning refugees is central to sustainable peace***

Amnesty International argued that the successful reintegration of IDPs and returning refugees is central to sustainable peace. It urged humanitarian organisations to adopt measures to address needs identified through enhanced monitoring of the displaced, particularly the special needs of unaccompanied minors, pregnant women, the sick and the disabled. Programmes to manage the return and the successful reintegration of IDPs should include measures to aid the reunification of families, the provision of identity documents, the provision of education and training, especially for children, and measures to enable IDPs to take part in economic activity and the full range of social and political rights (AI 13 January 2004).

In order to achieve durable solutions for IDPs and refugees, national and international programmes should focus on solving conflicting land claims (ICG 7 October 03). According to a survey conducted by OCHA and the government of Burundi, female and children headed households, who generally have no possibility to access their land (OCHA August 2004). One urgent measure is to allow displaced and other women to inherit land. In its strategy for IDP and refugee return, the Burundian government promised the explicit recognition of the right of women to land ownership in a new law (Government of Burundi January 2004).

Many IDPs complain about the widespread corruption in aid distribution among local administrators or powerful people in the camps, citing examples of fabricated lists which benefit the rich and disregard the most vulnerable groups, particularly female and children headed households (OCHA August 2004). IDPs also complain that humanitarian assistance focuses on returning refugees (OCHA, 26 May 2005).

In October 2006, the first country-specific meeting of the UN Peace Building Commission (PBC) recommended that Burundi and Sierra Leone be the first countries to receive support from the newly established Peace Building Fund (PBF). UNHCR said that it sees it as an opportunity to better ensure a sustainable return and reintegration for thousands of refugees and IDPs in Burundi. Following this meeting, the Governments, in consultation with the international community within the respective countries began to develop Priority Plans and detailed project notes. In Burundi, return was specifically mentioned as one of the government's priorities and is seen as closely inter-linked with transitional justice, land reform and the broader socio-economic recovery (UNHCR, December 2006)

### **Selected activities of the Red Cross Movement and NGOs**

The Norwegian Refugee Council (NRC) monitors the return of refugees and IDPs to their homes; it supports emergency education (teachers' program) and provides advice in the resolution of land and property disputes. It also does awareness-raising of the rights of IDPs and returnees at the local level. Catholic Relief Services (CRS) includes vulnerable groups of IDPs in its non-food distributions and economic recovery activities. Danish Church Aid, Handicap International Belgium, and UNMAS are active in minesweeping and mine awareness to enhance safe return. CARE conducts grass roots reconciliation programs in places of potential return (IDD, 3 June

2006). The International Federation of Red Cross And Red Crescent Societies (IFRC) provides assistance to IDPs, particularly to female heads of household (IFRC, 24 March 2006).

ITEKA, Search for Common Ground, Accord, Global Rights and NRC also provide legal support to IDPs and others to solve land issues in a pacific way. These organisations also disseminate legal and procedural codes on land issues to community leaders, especially in Bururi, Makamba, Ruyigi and Muyinga Provinces (OCHA, 26 May 2005, p28).

### **Donor response**

- The main donors responding to Burundi's humanitarian needs are the United States, the European Commission and individual European countries, as well as Canada and Japan
- Trust Fund for Human Security extended over \$2 million to a project entitled "Inter-Agency Programme on the Sustainable Rehabilitation of War Victims" in Burundi
- The Peace Building Commission is also planning to make considerable sums available to Burundi from its \$142 million fund

A successful reintegration of the displaced requires increased commitments by donors. Since the beginning of the crisis in 1993, donors have appeared reluctant to provide funding to meet the needs of Burundians. Donor funding plummeted in Burundi since 1992. In January 2004, over one billion US\$ was pledged at a donor meeting for the reconstruction of Burundi. The 2007 UN Consolidated Appeal requested close to 128 million dollars (UN, 30 November 2006). The CAP was expected to address and improve the situation of six vulnerable groups: Populations living in extreme poverty; displaced populations (including IDPs and refugees).

The main donors responding to Burundi's humanitarian needs are the United States, the European Commission and individual European countries, as well as Canada and Japan (OCHA, 31 January 2005).

In August 2006, the Government of Japan and the UN extended assistance for over \$ 2.18 million through the Trust Fund for Human Security to a project entitled "Inter-Agency Programme on the Sustainable Rehabilitation of War Victims in Burundi" that will be implemented by UNDP, UNICEF, UNIFEM and UNESCO in the Republic of Burundi (Government of Japan, 31 August 2006).

Some \$2 million from the Central Emergency Response Fund were allocated in August 2006 to support underfunded priorities in Burundi. At the same time, it should be noted that the Government's 2006 emergency programme continues to lack effective coordination and implementation, despite the provision of some 60 per cent of the required \$168 million (UNSC, 25 October 2006, "eight").

The Peace Building Commission, created in 2006, selected Burundi, along with Sierra Leone, as primary focus of its work. Among other, it plans to fund community development and access to resources by IDPs. Even though the operational component is not clearly defined yet, it is clear that the PBC will make considerable sums available to Burundi from its \$142 million fund (OCHA, 30 November 2006).

See also:

United Nations Office for the Coordination of Humanitarian Affairs - Integrated Regional Information Networks (IRIN), 23 June 2006, Burundi: EU asks Bujumbura to probe corrupt officials [[Internet](#)]

## References to the Guiding Principles on Internal Displacement

### **Known references to the Guiding Principles (as of February 2007)**

- Reference to the Guiding Principles in the national legislation
- Other References to the Guiding Principles (in chronological order)
- Availability of the Guiding Principles in local languages
- Training on the Guiding Principles (in chronological order)

### **Reference to the Guiding Principles in the national legislation**

None

### **Other References to the Guiding Principles (in chronological order)**

~~"Tubiyage" theatre group: an association of seven theatre groups in Burundi assists the international community in disseminating the Guiding Principles for IDPs by using "art, participatory education and 'tradition.' "~~

Document: 'Burundians use innovative ways to protect the displaced,' Greta Zeender in Forced Migration Review No. 16, January 2003 [Internet]

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Date: created in 2001

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~~Framework for Consultation on the Protection of IDPs: established by several ministries, the UN and NGOs to better solve protection issues in the light of the Guiding Principles~~

Date: created in February 2001

Documents:

UN Office for the Coordination of Humanitarian Affairs (UN OCHA), 13 March 2002, Compte Rendu de la réunion du Groupe de Contact du mercredi 13 mars 2002 [Internet]

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Date: 23 December 2000

Document: Senior Inter-Agency Network on Internal Displacement, 23 December 2000, Mission to Burundi 18-22 December 2000 [Internal link]

~~UN Special Representative of the Secretary-General on Internally Displaced Persons, Dr.~~

Francis M. Deng: in all its meetings with the government, the Special Representative drew attention to and disseminated the Guiding Principles on Internal Displacement.

Date: February 2000

Documents:

United Nations Representative of the Secretary-General on Internally Displaced Persons (UNRSG), 6 March 2000, Report of the Mission to Burundi to the UN Commission for Human Rights UN Doc. E/CN.4/2001/5/Add.1 [Internal link]

### **Availability of the Guiding Principles in local languages**

The GP are available in in Kirundi.

Date: 2002

Documents:

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### **Training on the Guiding Principles**

Technical Follow-up Group with the Framework for the Protection of IDPs: held several information exchange meetings to disseminate the Guiding Principles on internal displacement, for example with administrative staff of Bujumbura Rural; with local government and military officials in Cankuzo and Ruyigi provinces. In 2003 and 2004, GTS completed sensitisation of IDPs on the Guiding Principles for the protection of IDPs in the provinces of Kayanza, Bubanza, Muramvya and Makamba. The GTS also carried out a routine field visit in several IDPs sites in Gitega provinces.

Dates: 24 January 2002; 20 June 2002; 10 Dec 03

Documents: UN Office for the Coordination of Humanitarian Affairs (OCHA)

Date: 14 Feb 2002 OCHA Burundi: Update on the humanitarian situation 01 - 31 Jan 2002 [Internet]

USAID 20 June 2002, Burundi – Complex Emergency Situation Report #2 (FY 2002) [Internet]

UN OCHA 10 Dec 2003 OCHA-Burundi Situation Report 1-7 Dec 2003 [Internet]

NRC training workshops: IDMC (then Global IDP Project) (NRC) together with Norwegian Refugee Council (NRC)'s office in Burundi held a training workshop on the Guiding Principles in the capital of Burundi, Bujumbura in October 2001. The workshop was part of a global NRC effort to disseminate and explain the Guiding Principles to representatives of governments, NGOs, the UN agencies and the displaced themselves, in order to ensure better protection and assistance to internally displaced persons.

Following the October 2001 workshop, NRC launched a local training project, first with the support from IDMC.

NRC Burundi has been conducting training workshops on the UN Guiding Principles on Internal Displacement in several provinces of Burundi since August 2002. Participants include provincial



authorities, UN agencies, international and national NGOs, and IDP representatives. The workshops are part of a global NRC effort to disseminate and explain the Guiding Principles in order to ensure better protection and assistance to internally displaced persons.

In 2004, NRC held training workshops in the provinces of Muyinga, Makamba and Bujumbura Rural (five trainings per province).

In 2003, NRC held training workshops in the following provinces:

- Muramwya, February [report]
- Bujumbura Mairie, February
- Bururi, March, [Report]
- Kayanza, April [Report]
- Kirundo/Muyinga, August [Report]
- Cibitoke, August [Report]
- Mwaro, Sept [Report]

In 2002, NRC's office in Burundi conducted training on the Guiding Principles in the following provinces: Kirundo (Aug), Muyinga (Aug), Makamba (Oct) [Report], Bujumbura Rural (Oct) [Report], Karuzi (Nov) [Report], Gitega (Dec) [Report], Ngozi (Dec) [Report].

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