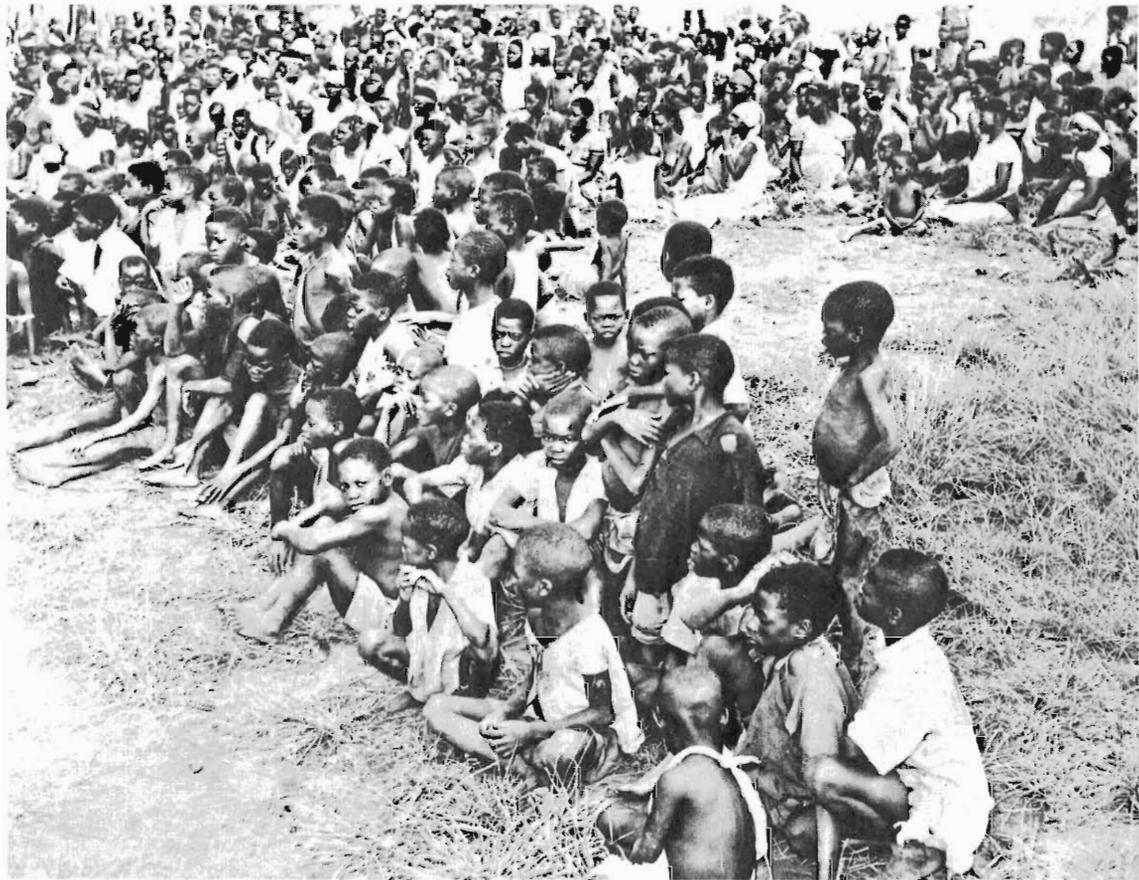


DISASTER
RELIEF

CASE REPORT
Burundi—Civil Strife
April, 1972-1973

Agency for International Development
Washington, D.C. 20523



A gathering of refugees consisting mostly of women and young children.

Photo by: Church World Service

Foreign Disaster Case Reports are publications of the Office of the Foreign Disaster Relief Coordinator, Agency for International Development. This office has responsibility for coordinating U.S. Government foreign disaster relief responses and for the further coordination of such activities with those of the U.S. private and international disaster relief communities.

ACKNOWLEDGEMENT

The Coordinator acknowledges assistance received in the preparation of this and other case reports from the many public and private organizations in the United States and abroad engaged in foreign disaster relief.

BURUNDI

Civil Strife—Spring 1972

... Chaos and confusion following an aborted attempt to overthrow the Government of Burundi on April 29, 1972 resulted in the deaths of from 80,000 to 100,000 persons. 20,000 Burundians fled to Tanzania, 3,000 to Rwanda and 25,000 to Zaïre. An estimated total of 500,000 displaced people, refugees, widows and orphans were in need of food, shelter and medical care. The need for assistance continued into 1973.

Value of USG Assistance	\$ 627,000
Value of U.S. Voluntary Agencies Assistance	\$ 196,500
Value of Assistance from the International Community	\$5,484,620

Burundi is a small central African republic located on Lake Tanganyika. Formerly a Belgian colony, Burundi received its independence from that nation in 1962. A constitutional monarchy was established to be headed by a hereditary ruler. The first king, Mwami Ntare V, was deposed in 1966 in a coup led by Lt. Col. Michael Micombero, then prime minister and commander of the Burundian Army. The king fled to Germany where he remained exiled until March, 1972 at which time, following a promise of safety, he returned to Burundi. Shortly after his return, however, the king was placed under house arrest. The 25-year-old Ntare V was accused of trying to instigate a mercenary invasion of the country to reestablish his rule.

On April 29, 1972 there was an attempt to overthrow the government of President Micombero. According to the Government of Burundi (GOB), the initial attack involved 10,000 rebels and that many of the ruling Tutsi tribe were massacred by machete-wielding Hutu tribesmen. The number of persons killed during the attempt and its immediate aftermath is not known, but it is known that King Ntare V was assassinated.

Apparently Hutu tribesmen took advantage of the confusion to rebel against the dominant Tutsi, and the ensuing civil strife became tribally as well as politically motivated. For over 400 years the Watutsi or Tutsi tribe has ruled the Bahutu or Hutu tribe in a feudalistic way. The Tutsi took loyalty, services, and goods from Hutu peasants in exchange for the use of the Tutsi land and for

protection from invaders. The division between the two tribes is not only historical but also ethnic. The Tutsi are tall, Hamitic people from the north of Africa, whereas the Hutu are short, stocky people of Bantu descent. In terms of power, the Tutsi have long been the masters, but in terms of numbers the Hutu are strongest. Today, the Tutsi comprise only about 15 percent of the nation's 4 million population and constantly fear that the Hutu majority will rise up and overcome their authority.

In Rwanda, the small country on Burundi's northern border, an uprising did occur in 1959 which resulted in the overthrow of the Tutsi government. Some 20,000 Tutsi were killed and most of the rest were forced into exile. The majority Hutu tribe now rules in Rwanda.

The division between the two tribes, however, has not been as rigid in Burundi as it has been in Rwanda. In Burundi intermarriage has occurred and some Hutu have been drawn into the ruling aristocracy. Some Hutu are landowners who rule the peasants of their own tribe as though they were feudal lords. The fact that ethnic differences are somewhat more blurred in Burundi than in Rwanda is said to be one reason that a revolt of this magnitude had been forestalled for so long.

Minor revolts of Hutu tribesmen against Tutsi rulers have occurred in Burundi in the past. In October, 1965 a group of Hutu army and police officers tried to overthrow King Ntare V and establish a Hutu republic like the one in Rwanda. Several hundred Tutsi

were killed and Tutsi revenge against this uprising was bloody. It is believed that between 2,500 and 5,000 Hutu tribesmen were killed in retaliation.

In October, 1969 a supposed plot was uncovered by the GOB. Some 67 Hutu leaders were accused of trying to overthrow the government. They were tried and 26 were executed by firing squad in December, 1969. The Tutsi fear not only that they will lose political control of Burundi but also that their entire tribe will be exterminated. This fear has led to the violent suppressions of Hutu uprisings in the past. Apparently this fear is not unjustified as the Hutu rebels were said to have been under orders to "kill every man, every woman and every child of the Tutsi tribe so that history speaks of them no more." Some of President Micombero's relatives and the relatives of some of his army officers were killed in the rebellion.

The rebellion was put down by the GOB by May 6. Radical Tutsi leaders pressed for the arrest, trial, and immediate execution of Hutu intellectuals, teachers, high school students, and any others that were potentially involved in instigating the uprising. The killing eventually extended to all professional Hutus and even peasants. Many students were killed at school or when they returned to their villages following the initial outburst. The killing continued for approximately three months. Estimates of the total number of dead range from 80,000 to 150,000. Another 500,000 people, including 50,000 widows and tens of thousands of orphans, experienced great suffering as a result of the tribal strife.

The strife originated in the southern part of the country and eventually shifted to the northern part where the population of some provinces is 90 percent Hutu. Some 85,000 Hutus fled to the neighboring countries of Zaïre, Rwanda and Tanzania. Others hid in the bush to escape the mass killing. To prevent escapes, the border was heavily patrolled by revolutionary youth groups. Persons caught trying to escape were killed. It appeared there was an attempt to weaken

the Hutu in order to prevent further uprisings.

Americans and other foreigners in the country were not endangered during the violence. They were strongly urged to remain in their homes and not to involve themselves in the events.

Besides the terror, a major problem was a serious shortage of food. All stores and markets were thoroughly looted. The uprising started during the first week of the planting season and forced an estimated 200,000 people to abandon their farms. Crops were also destroyed during the fighting, particularly in the southern part of the country. Planting could not begin again until after the rainy season in September, so that the next harvest would not be until December. Without the spring harvest, people in many areas were faced with famine.

Cotton crops along Lake Tanganyika were trampled by cows roaming unattended, but fortunately the nation's major cash crop, coffee, was not severely affected as it is grown in the areas which saw less strife. A serious health risk was also posed because many of the dead lay unburied for days.

The civil strife is expected to have several long-term effects on the future of Burundi. Besides the staggering loss of human life, the large numbers of displaced will also be a problem. The uprooting of people because of tribal conflicts is a major problem in modern Africa and this tragic conflict in Burundi only added to this problem. The greatest loss to Burundi itself, however, is of its trained manpower that cannot be recaptured but through time. In addition, the remaining national leaders may be more preoccupied than ever in the future with the survival of their race. Lastly, the discouragement of foreign development experts who have seen their work in Burundi set back so far is immeasurable.

ACTION TAKEN BY THE GOVERNMENT OF BURUNDI AND LOCAL ORGANIZATIONS:

Soon after the April uprising, President

Micombero appointed a new cabinet in an effort to reduce the influence of the more radical Tutsi leaders. Eight military governors were also appointed. Civilian governors were to remain in place and exercise their authority under the supervision of the military governors.

The GOB requested emergency relief assistance from other nations and organizations. A special committee was set up to coordinate and plan the emergency relief program. Its members included representatives of the GOB, the Burundian Red Cross, Caritas International, and Catholic Relief Services (CRS). At first supplies were distributed only by revolutionary youth groups, the army, Burundi Red Cross and missionaries.

The President appointed "councils of wise men," each composed of one army officer and a prominent Tutsi citizen, to travel throughout the country and urge Tutsi soldiers and youth organizations to calm their anger against the Hutu. The President himself toured the country and urged restraint. Only the Bururi Province in the south was officially designated by the Government of Burundi as a disaster area. The GOB was reluctant to recognize the need for assistance in other parts of the country, but it did little to interfere with the relief efforts of voluntary agencies in these areas.

Upon request of Mrs. Micombero, the President's wife, a group of diplomatic wives donated \$21,000 for the Burundi Emergency Relief Fund, which they had raised during a fair the previous December.

ASSISTANCE PROVIDED BY THE U.S. GOVERNMENT:

In May 1972, U.S. Ambassador Melady declared a disaster in Burundi and authorized the expenditure of \$25,000 from the AID Contingency Fund, Worldwide Disaster Relief Account. This was followed later by AID/W authorization of an additional \$75,000 for emergency relief. Most of the \$100,000 was used to purchase locally or in nearby countries medicines, blankets, flour, sugar, salt, two ambulances, cooking utensils

and clothing. Some of the funds were used for transportation of supplies and \$11,150 was expended to make cash grants to Catholic and Protestant missionaries engaging in relief programs to help innocent victims of the conflict and to the Burundi Relief Fund for orphans, which had been established by President Micombero's wife.

Because of the continuing hostilities and movement of large numbers of people from their home areas, the need for assistance continued into 1973. Catholic Relief Services submitted a project proposal to rehabilitate 25,000 families to the U.S. Mission and requested a cash grant for \$100,000 from AID to assist with the project. The Mission recommended that the grant be approved and AID/W obligated \$100,000 from the Worldwide Disaster Relief Account. An agreement was drawn up with CRS indicating the funds were to be used for the purchase of blankets, vegetable seeds, hoes, soap and for transportation expenses.

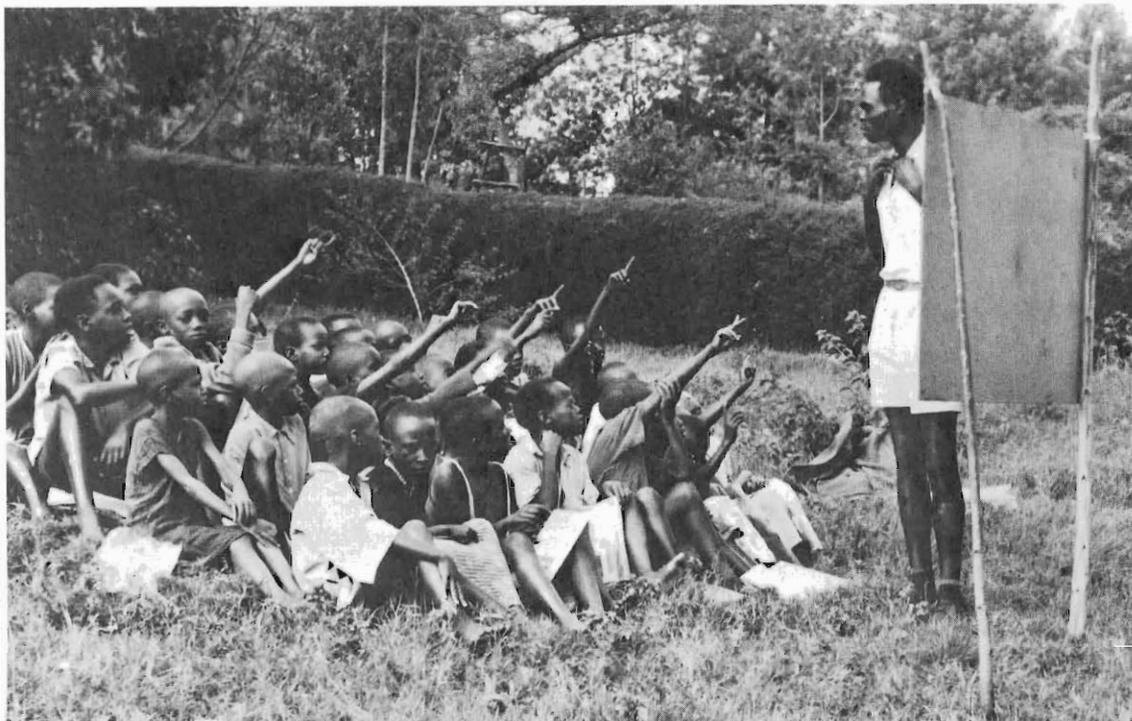
Steady improvement in reaching the civil strife victims on a non-discriminatory basis throughout Burundi has been reported by CRS, the League of Red Cross Societies and UN representatives. It is not known at this time whether further foreign assistance will be required.

USG P.L. 480 Food Provided from CRS Stocks

For the needy in Burundi	
—98 tons of bulgur, 42	
tons of milk, 22 tons of	
vegetable oil—value . . .	\$50,000
For refugees in Kigali	
area of Rwanda—96 tons	
of cornmeal, 41 tons	
vegetable oil, 8 tons of	
nonfat dry milk, 10 tons	
of corn/soya/milk mix,	
value	30,000
For refugees in Tanzania	
—100 tons cornmeal . . .	9,400 \$ 89,000

State Department ORM Funds

Burundi refugees who fled across the border to the countries of Tanzania, Rwanda, and Zaïre received assistance from the U.S.



Photos by: Church World Service

Refugee children attending an open air school session.

Government through the State Department Office of Refugee and Migration Affairs (ORM). Since CRS was in the best position to aid the refugees, ORM made cash contributions to CRS for the purchase and distribution of relief supplies on a non-discriminatory basis totaling \$ 325,000

Summary of USG Assistance

FY 1972 AID Contingency Fund .	\$100,000
FY 1973 AID Contingency Fund .	113,000
P.L. 480 Food—value	89,000
State Department ORM Funds . .	325,000
TOTAL	\$627,000

ASSISTANCE PROVIDED BY U.S. VOLUNTARY AGENCIES:

Catholic Relief Services

CRS is the only American voluntary agency with an ongoing welfare program in Burundi. It has consequently been very active through Caritas in providing aid to Burundians left destitute as a result of the civil strife. CRS

purchased or obtained food, shelter, tools and clothing for many thousands of the displaced in all areas of need within Burundi. It has also cooperated with the United Nations High Commissioner for Refugees, the League of Red Cross Societies and the Governments of Tanzania, Rwanda and Zaïre in providing necessities of life for the thousands of Burundians who fled to neighboring countries.

When the League of Red Cross Societies became operational in the officially designated disaster area of Bururi Province, where the invasion took place, CRS began to concentrate its efforts on those requiring emergency help in other areas of the country—Gitega, Ngozi, Ruyigi, Myinga, Bubanza, Muramvya and Bujumbura Provinces. In these provinces CRS initiated a project to help rehabilitate 25,000 families, largely wives and children of those who were killed or fled the country, and for which \$100,000 in AID funds were granted to CRS. The time frame of this project is from January to June 1973.



Using U.S. PL 480 food, a refugee mother prepares a simple meal in front of her straw hut.

One of the principal phases of the project involves the repair of 25,000 huts and the purchase and distribution of 70 tons of bean seed, 30,000 blankets, 30,000 hoes and 1,000 cartons of soap. The supplies are being obtained locally in order to help small industries in Burundi and aid the economy. The project is being carried out in conjunction with Caritas Burundi and many Protestant missionaries.

Representatives of Caritas and CRS have expressed confidence that distribution of the proposed goods and services can be carried out on a non-discriminatory basis.

CRS also plans to initiate a pilot program in Bururi Province for mother/child nutrition education in cooperation with the World Health Organization, Caritas and the GOB Ministry of Health.

From its own resources, CRS has provided:

May 7
1-1/2 tons of clothing shipped
from Zaïre to Burundi, valued at . \$ 6,000

May 9	Cash contribution for local purchases	3,000
June 2	Cash contribution for local purchases	4,000
June 14	Chartered air shipment of blankets, clothing, dried foods, antibiotics, and other medicinals, supplies valued at	100,000
	transportation cost for air shipment	45,000
June 27	Cash contribution for local purchases	5,000
June 30	Cash contribution for local purchases	3,000
June —	Cash contribution for refugees in Zaïre	10,000

June —	
Cash and food for refugees in Tanzania	5,500
Total CRS Assistance	\$181,500
Church World Service	
Cash donation	5,000
Catholic Medical Mission Board	
Donated an assortment of medicines valued at	10,000
Total Reported U.S. Voluntary Agencies Assistance	\$196,500

ASSISTANCE PROVIDED BY OTHER NATIONS AND INTERNATIONAL ORGANIZATIONS:

United Nations and Its Agencies

Following a June 27, 1972 request for assistance from the Government of Burundi, the UN immediately sent a three-man mission to investigate relief requirements. A second two-man technical assessment team followed shortly thereafter. The teams surveyed the areas of need and reviewed the GOB request for assistance which the GOB had estimated to cost \$8 million. Subsequently, on November 27, 1972, the GOB submitted a second request to the UN. The new shopping list indicated a need for disaster supplies costing \$2.7 million. The UN sent a special representative to Burundi to review the situation and the new GOB list of requirements. The UN representative was in Burundi from January 10 to 19, 1973. He reported the GOB request to be a reasonable one but recommended modifications of the proposals to take into account the time elapsed since submission. His report summarized priority needs in specified quantities of seeds, pigroques, blankets, clothing, cooking utensils, food, shelters, schools, trucks and a typhus control project at a total cost of approximately \$1 million. The report indicated the UN list of requirements did not reflect completely the extent of need but had been tailored to funds which the UN could reasonably expect to obtain through appeals to member countries and voluntary agencies. Details on the UN relief program in Burundi have not been finalized.

United Nations High Commissioner for Refugees (UNHCR)

In response to successive appeals from authorities in the countries of asylum (Tanzania, Zaïre, Rwanda), the UNHCR allocated money from its Emergency Fund for the relief needs of these refugees from Burundi. The pattern of aid followed by the UNHCR was that developed to meet previous emergencies of this type in Africa. Initial allocations went to buy tents, blankets and medical supplies as well as food.

In Tanzania, relief measures were carried out under a tripartite arrangement between the Government, the Lutheran World Federation/Tanganyika Christian Refugee Service and the UNHCR.

In Zaïre, UNHCR staff supervised the relief action in close cooperation with the Zaïre authorities.

In Rwanda, the local Red Cross and international personnel of the League of Red Cross Societies took the lead in emergency assistance.

Many voluntary agencies participated in the emergency assistance schemes in the three countries. These included among others Catholic Relief Services, Caritas Internationalis, Christian Aid (United Kingdom), Church World Service (USA), Das Diakonische Werk (Federal Republic of Germany), Lutheran World Federation, OXFAM, and the World Council of Churches.

A transition from emergency assistance to settlement has already taken place in Tanzania as a result of the Government's prompt decision to make available a site at Ulyankulu. In August 1972 a feasibility study was carried out by a joint UN team composed of experts from FAO, WHO and UNHCR which confirmed the suitability of the area. By the end of October 5,000 refugees had been moved into Ulyankulu where 18,000 eventually will be settled.

Funds made available for the refugees by UNHCR in 1972	\$1,219,000
Funds programmed for 1973	1,412,610
TOTAL	\$2,631,610

UNICEF/World Health Organizations

Drugs, medicines, sanitary equipment, insecticides, vehicles, and other supplies by UNICEF, valued at	\$145,000
3-year UNICEF/WHO Typhus Control Project	380,000
WHO assisted in providing mobile health teams for the southwest region	* 525,000

World Food Program

Advancement to CRS for distribution to the southwest region of Burundi: 60 tons of bulgur, 25 tons of milk and 20 tons of CSM, plus commitment of cornmeal having an estimated value of	\$ 88,000
For refugees in Zaïre—190 tons wheat; 45 of CSM; 20 of nonfat dry milk, 30 of vegetable oil, value	54,000 142,000

UN Development Program

UNDP has initiated action on an emergency program to assist the Government of Burundi in reestablishing rural health services in the southwest. The 5-year program is budgeted at	\$1,332,000
Total UN Assistance Committed as of May 1973	\$4,630,610

LEAGUE OF RED CROSS SOCIETIES (LICROSS):

On May 26, 1972, LICROSS issued the first appeal to selected national Red Cross societies for support of a Red Cross relief program in Burundi. The program was first proposed by the International Committee of the Red Cross, which subsequently turned it over to LICROSS.

ICRC/LICROSS plans were held up, however, when the Government of Burundi delayed giving its approval for outside agencies to make relief distributions in Burundi. Approval was given to LICROSS in mid-August to provide help to the needy in Bururi Province in cooperation with the Burundi Red Cross. LICROSS immediately made plans to distribute blankets, hoes and kitchen utensils. It also distributed nonfat dry milk and supplies provided by Catholic Relief Services, Caritas and OXFAM.

LICROSS provided two delegates to work with the Burundi Red Cross. They got in touch with Governors, District Commissioners, Communal and Zone Administrators

in order to draw up lists of families to be assisted. Priority was given to that part of the population not having received any previous assistance. The delegates arranged with civil authorities and religious communities for the necessary supply depots and to stock them. When this was done a carefully prepared distribution system came into force, characterized by distributions concentrated over four days a week. In addition the eight official dispensaries, generally admitted to be in dire straits, were assisted once a week, especially the dispensary at Nyanza-Lac, where some 1,500 people arrived in a pitiable state in October 1972.

LICROSS reported that everywhere the distributions were entirely effected by the Burundi Red Cross with the help of a League delegate. During the relief operation, more than 400 tons of blankets, clothing, utensils, soap, beans, bulgur, CSM, baby food, powdered milk and hoes were distributed to 81,000 people in the Provinces of Bururi and Bujumbura. The Red Cross relief operation met with a very favorable response from the

local authorities and religious communities as well as from the populations of the regions.

LICROSS relief action, which strictly complied with the principles and rules governing Red Cross interventions, came to an end shortly before the middle of February 1973 with the return to Europe of its two delegates.

In addition to the May 1972 appeal LICROSS issued a second appeal to national societies on September 14, 1972. From these two appeals 17 countries responded with cash donations and gifts in kind valued at approximately \$180,000. See table of assistance under Other Nations—bilateral and through LICROSS for breakdown by country.

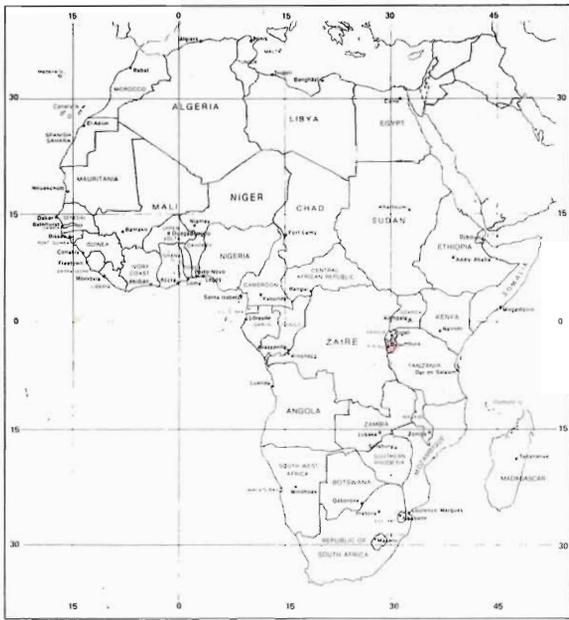
CARITAS Organizations—cash and supplies		\$ 140,000
DANCHURCHAID—cash for purchase of food and hoes		5,000
ICRC—medicines and clothing		10,500
OXFAM—cash for purchase of kitchen utensils		8,000
World Council of Churches—cash donated by British and West German churches to purchase blankets, tools and medical supplies ..		15,000
Christian Aid (UK), Da Diakonische (Federal Republic of Germany) and Lutheran World Federation also participated in the relief efforts but kind and value of their assistance was not reported ...		*

Other Nations—Bilateral and Through LICROSS

Belgium Red Cross—antibiotics, plasma, serum, vaccine, dressings ..		10,600
Canada Red Cross—cash grants, 10 cartons layettes and quilts	\$ 9,920	
Government—cash grant	29,100	39,020
China (People's Republic)—cash to GOB for food		295,000
Egyptian Red Cross—cash grant	\$ 800	
Government—drugs and medicines	1,100	1,900
Denmark—1,315 kg of drugs and medicines		5,000
Finland—cash grant		7,500
France Red Cross & Government—3,559 kg of drugs and medicines, 3 tents		40,000
Germany (Federal Republic)—800 kg of drugs and medicines donated through Caritas	\$100,000	
FRG Red Cross	15,000	115,000
Greece Red Cross—48 sacks of clothing	\$ 21,200	
Government—661 kilos of medicaments	6,600	27,800
The Greek community in Burundi imposed a levy of between \$35 and \$47 on each adult male resident—the sum to be contributed for relief activities. Total contributions was not reported. The Greek Consul's wife started a clothing drive among the diplomatic and European communities in Burundi		*
Hungary Red Cross—medicaments		3,250
India Red Cross—medicaments		1,300
Japan—600 kg of drugs and medicines		*
Netherlands Red Cross—cash grant	\$	2,500
Norway Red Cross—cash grant		2,500
Sweden Red Cross—cash grants		28,000

Switzerland Red Cross—antibiotics, medical supplies, baby food, 1,900 blankets, clothing	\$ 34,000	
Government—cash	27,000	\$ 61,000
United Kingdom Red Cross—cash	\$ 3,600	
United Kingdom Save the Children Fund—cash	1,250	4,850
USSR Red Crescent/Red Cross—3,000 tins condensed milk, 1,000 blankets, 1 ton of sugar, medicaments	\$ 30,000	
USSR Embassy—cash	290	30,290
Kenya—Nairobi Sterling Drug Company donated anti-malaria pills . The Governments of Tanzania, Zaïre and Rwanda assisted local and outside relief organizations in providing food, shelter and medical supplies to refugees who sought asylum in these countries. Amount and value of this assistance were not reported		*
Total Other Nations—Bilateral and through Licross		\$ 854,040
TOTAL VALUE OF ASSISTANCE FROM INTERNATIONAL COMMUNITY		\$5,484,620

* Value not reported



BURUNDI