

<b>Country/entity</b>	Burundi
<b>Region</b>	Africa (excl MENA)
<b>Agreement name</b>	The Pretoria Protocol on Political, Defence and Security Power Sharing in Burundi
<b>Date</b>	8 Oct 2003
<b>Agreement status</b>	Multiparty signed/agreed
<b>Interim arrangement</b>	Yes
<b>Agreement/conflict level</b>	Intrastate/intrastate conflict

### **Burundian Civil War (1993-2005)**

The conflict had an ethnic base between Hutu and Tutsi populations, and is one of a set of regionally connected conflicts also addressed in the Great Lakes process. Since independence in 1972, the Burundian political landscape has been polarised and marked by ethnic-based tensions, political assassinations and large-scale violence. For the following two decades, three Tutsi military regimes associated with the Union for National Progress (UPRONA) ruled the country. During these military dictatorships, numerous waves of mass violence resulted from the attempts of various opposition rebels groups to destabilise the three regimes, and the regimes' use of violence to repress these attempts. Despite a wave of hope in the early 1990's, Burundi entered a decade-long civil war in 1993 following the assassination of Burundi's first democratically elected president, Melchior Ndadaye, from the ethnically-Hutu Front for Democracy in Burundi (FRODEBU) by Tutsi opposition in the military.

In 1998 the Arusha Peace Talks commenced and in August 2000, international pressure resulted in the signing of the Arusha Peace and Reconciliation Agreement for Burundi. However, the National Council for the Defense of Democracy (CNND) did not sign. Additionally, the Party for the Liberation of Hutu People (Palipehutu) did not participate in negotiations. These outsiders continued sporadic violence until 2008. In 2015, a new wave of political violence is taking place after President Nkurunziza, from the CNDD-FDD which has been in power since 2005, won a contested third-mandate.

Close

Burundian Civil War (1993-2005)

<b>Stage</b>	Implementation/renegotiation
<b>Conflict nature</b>	Government
<b>Peace process</b>	Burundi: Arusha and related peace process
<b>Parties</b>	For the Transitional Government of Burundi: - (Signed) His Excellency Domitien Ndayizeye, President of the Republic of Burundi For the CNDD-FDD Movement: - (Signed) Mr. Pierre Nkurunziza, Legal Representative of the CNDD-FDD Movement

**Third parties** In the presence of:  
(Signed) His Excellency Jacob Zuma, Deputy President of the Republic of South Africa,  
Facilitator of the Burundi Peace Process

**Description** The agreement gives effect to the power sharing agreement of the December 2002. It contains a 'power-map' showing structures of organs of government. It addresses in particular the formation of the national defence force and demobilisation of CNDD-FDD.

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**Agreement document** [BI\\_031008\\_PretoriaProtocol on Pretoria Protocol on Political, Defence and Security Power Sharing.pdf \(opens in new tab\)](#) | [Download PDF](#)

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### Groups

**Children/youth** No specific mention.

**Disabled persons** No specific mention.

**Elderly/age** No specific mention.

**Migrant workers** No specific mention.

**Racial/ethnic/  
national group** No specific mention.

**Religious groups** No specific mention.

**Indigenous people** No specific mention.

**Other groups** No specific mention.

**Refugees/displaced  
persons** No specific mention.

**Social class** No specific mention.

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### Gender

**Women, girls and  
gender** No specific mention.

**Men and boys** No specific mention.

**LGBTI** No specific mention.

**Family** No specific mention.

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**State definition**

**Nature of state (general)** No specific mention.

**State configuration** No specific mention.

**Self determination** No specific mention.

**Referendum** No specific mention.

**State symbols** No specific mention.

**Independence/secession** No specific mention.

**Accession/unification** No specific mention.

**Border delimitation** No specific mention.

**Cross-border provision** No specific mention.

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**Governance**

**Political institutions (new or reformed)** No specific mention.

**Elections** No specific mention.

**Electoral commission** No specific mention.

**Political parties reform**

Governance→Political parties reform→Rebels transitioning to political parties  
Page 5, VII. OUTSTANDING MATTERS:

...

- CNDD-FDD as a political party.

...

These matters will be finalized at the next meeting that will be convened as a matter of urgency.

Governance→Political parties reform→Other political parties reform

Page 1, Preamble:

...

- Recognizing that the conflict in Burundi requires an inclusive dialogue and participation of all political groups and movements,

**Civil society**

No specific mention.

**Traditional/  
religious leaders**

No specific mention.

**Public  
administration**

No specific mention.

**Constitution**

No specific mention.

**Power sharing**

**Political power sharing**

Power sharing→Political power sharing→Executive coalition  
State level  
Sub-state level

Page 2, POLITICAL POWER ISSUES, EXECUTIVE:

The CNDD-FDD will have four ministries including a Minister of State. The Presidency will consult the Minister of State on all key matters.

Page 2, GOVERNORS OF PROVINCES:

CNDD-FDD will have:

- Three Governors.
- Five Advisors.

Page 2, LOCAL GOVERNMENT:

CNDD-FDD will have 30 Administrators.

Power sharing→Political power sharing→Proportionality in legislature  
State level

Sub-state level

Page 2, THE LEGISLATURE, National Assembly:

1. CNDD-FDD will participate in the Bureau as follows:

- Second-Vice President.
- Deputy Secretary-General.

The Bureau will be increased to six.

Two advisors will be appointed in the Staff of the National Assembly.

2. CNDD-FDD will also have 15 members of the Assembly.

3. Measures will be taken to respect the balance among the political families as reflected in the Arusha Agreement.

Page 2, Senate:

The question of the participation of the CNDD-FDD will be discussed at the next meeting, prior to the Regional Summit. (See Article VII below)

Power sharing→Political power sharing→Other proportionality  
State level

Page 2, DIPLOMATIC CORPS:

CNDD-FDD will have:

- Two ambassadors.
- Six secretaries and/or advisors.

**Territorial power sharing**

No specific mention.

**Economic power sharing**

Power sharing→Economic power sharing→Sharing of resources  
Page 2, PUBLIC ENTERPRIZES:  
CNDD-FDD will lead 20% of these. The exact distribution will be negotiated later.

## **Military power sharing**

Power sharing→Military power sharing→Merger of forces

Page 3, DEFENCE AND SECURITY ISSUES:

The power sharing process in terms of defence and security issues shall consist of the following phases;

### **I. THE BURUNDI NATIONAL DEFENCE FORCE**

#### **1.1 Cantonment**

The combatants of the CNDD-FDD will move to areas designated by the Joint Ceasefire Commission (JCC) under the supervision of the African Mission.

The Burundi Armed Forces (FAB) will be confined to areas agreed upon under supervision of the African Mission, with certain elements being exempted in accordance with par 1.1.73 of the December 2002 Ceasefire Agreement.

#### **1.2 Verification**

1.2.1 Once members have been cantoned and confined, a verification exercise will be undertaken to determine the size of the respective forces by the Joint Ceasefire Commission. The suitability of personnel submitted by both parties will be determined on the basis of the Forces Technical Agreement (FTA), to be finalized, under the guidance/leadership of the JCC.

1.2.2 Those determined to be suitable will form the new Defence and Security Forces of Burundi.

#### **1.3 Formation of the Burundi National Defence Force (BNDF)**

1.3.1 The integrated General Staff and the Officer Corps shall be composed of 60% officers selected from the governmental army and 40% officers from the CNDD-FDD.

1.3.2 The composition of the non commissioned officers and the rank and file shall be determined by the integrated General Staff according to the size of each party and of the agreed balance.

1.3.3 On proposal of the integrated General Staff, the government shall determine;

- The structure of the Burundi National Defence Force
- The size of the army and
- Composition of the officer corps.

1.3.4 The allocation of command posts shall be on the basis of ethnic balance (50-50) as stipulated in the Arusha Peace and Reconciliation Agreement.

1.3.5 The President of the Republic of Burundi undertakes to give expression to this arrangement through a Presidential decree.

Page 4, DEFENCE AND SECURITY ISSUES:

Page 4, DEFENCE AND SECURITY ISSUES:

### **II. BURUNDI POLICE FORCE**

2.1 The parties agreed on the establishment of a new police force in Burundi.

2.2 The structure of the new Police Force will be guided by the following principles:

- Inclusivity and integration.
- General Staff structure based on the principle of 65% TGoB and 35% – CNDD-FDD.
- The principle of 50-50 ethnic balance.

2.3 Composition of junior structures of the Police Force shall also be guided by the principles of inclusivity.

2.4 The decisions will be taken on the basis of consensus.

### **III. GENDARMERIE**

3.1 The Gendarmerie will be treated as part of the FAB.

3.2 Elements of the Gendarmerie may be deployed to both the new Defence and Police Forces.

3.3 Equally, elements of the CNDD-FDD will also be deployed into the Burundi Police

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## **Human rights and equality**

**Human rights/RoL general** No specific mention.

**Bill of rights/similar** No specific mention.

**Treaty incorporation** No specific mention.

**Civil and political rights** No specific mention.

**Socio-economic rights** No specific mention.

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## **Rights related issues**

**Citizenship** No specific mention.

**Democracy** No specific mention.

**Detention procedures** No specific mention.

**Media and communication** No specific mention.

**Mobility/access** No specific mention.

**Protection measures** No specific mention.

**Other** No specific mention.

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## **Rights institutions**

**NHRI** No specific mention.

**Regional or international human rights institutions** No specific mention.

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## **Justice sector reform**

**Criminal justice and emergency law** No specific mention.

**State of emergency provisions** No specific mention.

**Judiciary and courts** No specific mention.

**Prisons and detention** No specific mention.

**Traditional Laws** No specific mention.

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## **Socio-economic reconstruction**

**Development or socio-economic reconstruction** No specific mention.

**National economic plan** No specific mention.

**Natural resources** No specific mention.

**International funds** No specific mention.

**Business** No specific mention.

**Taxation** No specific mention.

**Banks** No specific mention.

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## **Land, property and environment**

**Land reform/rights** No specific mention.

**Pastoralist/nomadism rights** No specific mention.

**Cultural heritage** No specific mention.

**Environment** No specific mention.

**Water or riparian rights or access** No specific mention.

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**Security sector**

**Security  
Guarantees**

Page 1, Preamble:

...

Taking note of the commitments of the TGoB and the CNDD-FDD to reach an all embracing agreement for the achievement of lasting peace, security and stability in Burundi,

## Ceasefire

Security sector→Ceasefire→Ceasefire provision

Page 3, DEFENCE AND SECURITY ISSUES, I. THE BURUNDI NATIONAL DEFENCE FORCE:

...

### 1.1 Cantonment

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### 1.2 Verification

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1.2.2 Those determined to be suitable will form the new Defence and Security Forces of Burundi.

Page 4, DEFENCE AND SECURITY ISSUES:

### 1.4 Demobilisation

1.4.1 Combatants of the CNDD-FDD or FAB who have been found not to be eligible to join the Burundi National Defence Force in terms of the Forces Technical Agreement, will be demobilized, taking into consideration paragraph 1.1.144 of the December 2002 Ceasefire Agreement.

1.4.2 The demobilization and integration of these combatants will be progressive, bearing in mind social stability and affordability. The Government shall oversee this process through the Minister of State and the Minister of Defence.

1.4.3 The final phase of demobilization will take place once the elected government is in place, guided by the required size of the Burundi National Defence Force and taking into consideration the work undertaken by the Transitional Government of Burundi. The Government of Burundi shall oversee this process.

Page 5, IV. MILITIA:

Militia will be disarmed according to the December 2002 Ceasefire Agreement under the supervision of the African Mission, at the beginning of cantonment and barracking exercises.

Page 5, VI. PALIPEHUTU/FNL

6.1 To address the current security situation in Burundi certain elements of the FAB will be exempted from confinement, as per the provisions of the December 2002 Ceasefire Agreement.

6.2 Prior to the establishment of a National Defence Force and in terms of the December 2002 Ceasefire Agreement, joint military units will be constituted to perform certain tasks.

## Police

Page 3, DEFENCE AND SECURITY ISSUES:

The power sharing process in terms of defence and security issues shall consist of the following phases;

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- General Staff structure based on the principle of 65% TGoB and 35% – CNDD-FDD.
- The principle of 50-50 ethnic balance.

2.3 Composition of junior structures of the Police Force shall also be guided by the principles of inclusivity.

2.4 The decisions will be taken on the basis of consensus.

### III. GENDARMERIE

3.1 The Gendarmerie will be treated as part of the FAB.

3.2 Elements of the Gendarmerie may be deployed to both the new Defence and Police Forces.

3.3 Equally, elements of the CNDD-FDD will also be deployed into the Burundi Police Force.

## **Armed forces**

Page 3, DEFENCE AND SECURITY ISSUES:

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#### **1.1 Cantonment**

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Page 4, DEFENCE AND SECURITY ISSUES:

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3.2 Elements of the Gendarmerie may be deployed to both the new Defence and Police Forces.

3.3 Equally, elements of the CNDD-FDD will also be deployed into the Burundi Police Force.

Page 5, VI. PALIPEHUTU/FNL

6.1 To address the current security situation in Burundi certain elements of the FAB will be exempted from confinement, as per the provisions of the December 2002 Ceasefire Agreement.

6.2 Prior to the establishment of a National Defence Force and in terms of the December 2002 Ceasefire Agreement, joint military units will be constituted to perform certain tasks.

## DDR

Security sector→DDR→DDR programmes

Page 3, DEFENCE AND SECURITY ISSUES:

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1.4.2 The demobilization and integration of these combatants will be progressive, bearing in mind social stability and affordability. The Government shall oversee this process through the Minister of State and the Minister of Defence.

1.4.3 The final phase of demobilization will take place once the elected government is in place, guided by the required size of the Burundi National Defence Force and taking into consideration the work undertaken by the Transitional Government of Burundi. The Government of Burundi shall oversee this process.

Page 5, IV. MILITIA:

Militia will be disarmed according to the December 2002 Ceasefire Agreement under the supervision of the African Mission, at the beginning of cantonment and barracking exercises.

**Intelligence services**

Page 5, V. INTELLIGENCE:

5.1 The parties agreed on the establishment of a ministry of intelligence under the President.

5.2 Parties will submit names for the General Staff of Intelligence to the President.

The agreed criteria for the composition will be as follows;

– 65% – TGoB

– 35% – CNDD-FDD

– The principle of 50-50 ethnic balance.

5.3 The President, informed by the capacity/suitability of persons proposed and guided by the principles of integration and inclusivity, shall retain the discretion to determine the final composition of his General Staff of Intelligence.

**Parastatal/rebel and opposition group forces**

Page 3, DEFENCE AND SECURITY ISSUES:

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Page 5, VI. PALIPEHUTU/FNL

6.1 To address the current security situation in Burundi certain elements of the FAB will be exempted from confinement, as per the provisions of the December 2002 Ceasefire Agreement.

6.2 Prior to the establishment of a National Defence Force and in terms of the December 2002 Ceasefire Agreement, joint military units will be constituted to perform certain tasks.

**Withdrawal of foreign forces**

No specific mention.

**Corruption**

No specific mention.

**Crime/organised crime** No specific mention.

**Drugs** No specific mention.

**Terrorism** No specific mention.

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## **Transitional justice**

**Transitional justice general** No specific mention.

**Amnesty/pardon** Transitional justice→Amnesty/pardon→Amnesty/pardon proper  
Page 5, VII. OUTSTANDING MATTERS:  
– Temporary Immunity.  
...  
These matters will be finalized at the next meeting that will be convened as a matter of urgency.

**Courts** No specific mention.

**Mechanism** No specific mention.

**Prisoner release** No specific mention.

**Vetting** No specific mention.

**Victims** No specific mention.

**Missing persons** No specific mention.

**Reparations** No specific mention.

**Reconciliation** No specific mention.

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## **Implementation**

**UN signatory** No specific mention.

**Other international signatory** In the presence of:  
(Signed) His Excellency Jacob Zuma, Deputy President of the Republic of South Africa,  
Facilitator of the Burundi Peace Process

**Referendum for agreement**

No specific mention.

**International mission/force/similar**

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Page 5, IV. MILITIA:

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**Enforcement mechanism**

No specific mention.

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