

Country/entity	Niger Air and Azawad
Region	Africa (excl MENA)
Agreement name	Accord de Paix entre le Gouvernement de la Republique du Niger et la Coordination de la Resistance Armee (Ouagadougou Accord)
Date	9 Oct 1994
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes

Agreement/conflict level Intrastate/intrastate conflict

Tuareg Wars (1962 -)

Mali-Azawad

The nomadic Tuareg in the north of Mali maintained a long-standing revolt against a government traditionally dominated by southern politicians shortly after Mali became independent from France in 1960. The uprisings focused in and around the Azawad region, north of Timbuktu. After several outbreaks of violence during the 1980s, violence peaked with the 1990 outbreak of the Tuareg Rebellion. Following an initial defeat by the Malian Armed Forces, reparations by the government of Alpha Konare included the creation of the self-governing Kidal region. Violence in 1994 died down following peace between moderates on both sides in 1995 and a negotiated peace agreement. Violence continued due to a lack of integration by combatants, but it was not until 2011 that the situation again escalated in the aftermath of the Arab Spring and the disintegration of Libya, which resulted in a heavy inflow of small arms, and the increased involvement by Algeria. In January 2012, the National Movement for the Liberation of Azawad (MNLA) together with several other groups took full control of the region. Disputes on how to handle the situation led to a military coup against President Touré in March 2012 that, in turn, resulted in further turmoil. The MNLA declared the independence of Azawad, but soon lost control of most of the territory to radical Islamist militias including Ansar Dine. A French intervention in January 2013 paved the way for a UN mission, which was established in April of that year. In June 2015 multiple declarations culminated in a final agreement between several Azawad-affiliated groups, including MNLA, and the government of Mali to end hostilities. However, inadequate implementation of the agreement results in continual armed confrontations between pro-government militias, Azawad-affiliated groups, dissidents of Azawad-affiliated groups, ethnically oriented groups, and increasingly since 2017, radical Islamist militias.

Niger-Aïr-Azawad

In 1990 the nomadic Tuareg in northern Niger explicitly sought greater political autonomy following decades of grievances on local political exclusion. With the first armed group Aïr and Azawad Liberation Front (FLAA) to be established in 1991, fighting between 1990 to 1995 took place largely in the Air Mountains. A short-lived truce was agreed in 1994 between the Niger Government and the Tuareg umbrella organisation Coordination of Armed Resistance (CRA), later called Organisation of Armed Resistance (ORA). Another accord was signed in April 1995 in Ouagadougou with various other Tuareg groups and some Toubou, the last signing in 1998. After ten years of relative peace, Movement of Nigeriens for Justice (MNJ) reinvigorated conflicts in 2007 following little follow up by the Nigerien government on the signed peace agreements.

Close

Tuareg Wars (1962 -)

Stage Framework/substantive - partial

Conflict nature Government/territory

Peace process Niger peace process

Parties	(Signed) For the Government of the Republic of Niger Mai Mai Gana, High Commissioner of the restoration of peace
	(Signed) For the Coordination of the Armed Resistance (CRA) Mano Dayak, President
Third parties	(Signed) For the Algerian mediation Rabah Kerouaz, Ambassador
	(Signed) For the French mediation Jean-François Nodinot, Plenipotentiary Minister
	(Signed) For the mediation from Burkina Faso Salif Diallo, Minister in charge of the Missions of the Presidency of Burkina Faso.
Description	Set out a framework for agreement providing for devolution of power to ‘territorial collectivities’; the territorial division to be agreed by a special commission of which the CRA were to be members. Power to be devolved to include budget, organisation and programmes, with a special emphasis on economic development. Agreement provided for state representatives on all devolved bodies, to protect state interests. Also provided for: urgent rehabilitation and economic reconstruction of conflict areas; return and reintegration of refugees; a ceasefire; the creation of an international commission of inquiry to look at past actions; a joint committee to oversee implementation; and international finance. Parties commit to further negotiations on points not addressed, notably on armed forces and economic, social and cultural development. Sissela: This is an agreement between Niger and CRA. It covers territorial administrative organisation, the state’s representatives and their powers, urgent measures incl. rehabilitation of infrastructure and reinsertion of refugee populations with the help of the international organisations and helpful nations, a truce of 3 months, and the establishment of an international commission for investigation. The latter’s composition and function will be determined in a joint agreement. Moreover, a follow-up committee will be established, until then the mediators will facilitate contact between the two parties and observe the application of the agreement. The two parties agree to continue negotiations on the points which have not been covered. Niger will ask international organisations and other nations for financial and material support. The agreed points will be applied within 6 months of the signature.

Agreement document	NE_941009_Ouagadougou Accord.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 Groups→Refugees/displaced persons→Rhetorical
Page 2, SECTION IV – URGENT MEASURES, Clause 10:
The Government of the Republic of Niger will take the measures which will make possible the coming back, freely consented, and the reinsertion of refugees. These measures will be taken in relation with the CRA and with the help of friendly countries and international organisations.

Social class No specific mention.

Gender

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

Men and boys No specific mention.

LGBTI No specific mention.

Family No specific mention.

State definition

Nature of state (general)	Page 1, Preamble: The Government of the Republic of Niger and the Coordination of the Armed Resistance (CRA) [...] Conscious of the united, indivisible, democratic and social character of the Republic of Niger, [...]
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.

Governance

Political institutions (new or reformed)	No specific mention.
Elections	Page 1, SECTION II – THE ORGANISATION AND THE POWERS OF THE “COLLECTIVITÉS TERRITORIALES”, Clause 4: The “Collectivités territoriales” will be equipped with Councils or Assemblies, elected by direct universal suffrage and the Presidents elected within them will be the head of regional, departmental and communal executives.
Electoral commission	No specific mention.
Political parties reform	No specific mention.

Civil society	No specific mention.
Traditional/ religious leaders	No specific mention.
Public administration	No specific mention.
Constitution	<p>Governance→Constitution→Constitution affirmation/renewal</p> <p>Page 1, Preamble:</p> <p>The Government of the Republic of Niger and the Coordination of the Armed Resistance (CRA)</p> <p>[...]</p> <p>Wishing to put into practice the stipulations of the Constitution of 26 December, 1992, especially in its section X, Clauses 115 and 116, aiming at giving to the population the responsibility to manage their own affairs,</p> <p>[...]</p> <p>Page 2, SECTION II – THE ORGANISATION AND THE POWERS OF THE “COLLECTIVITÉS TERRITORIALES”, Clause 6:</p> <p>The Special Committee where the representatives of the CRA will be members will have the following mission:</p> <p>a/ the drawing up of projects of organic texts (laws, regulations) in accordance with clauses 81 and 82 of the Constitution of the Republic of Niger, relating to the new administrative and territorial organisation as well as projects of modifying or complementary texts to the law about the free administration of the Arrondissements and the Municipalities.</p> <p>[...]</p>

Power sharing

**Political power
sharing**

Power sharing→Political power sharing→General
Sub-state level

Pages 1-2, SECTION II – THE ORGANISATION AND THE POWERS OF THE “COLLECTIVITÉS
TERRITORIALES”

CLAUSE 4: The “Collectivités territoriales” will be equipped with Councils or Assemblies, elected by direct universal suffrage and the Presidents elected within them will be the head of regional, departmental and communal executives.

CLAUSE 5: Within the framework of their free administration, the elected Councils or Assemblies will govern their own affairs by deliberation in the fields planned by the law which are for example the budget, the conception, the programming, the carrying out, the follow-up and the evaluation of actions of economic, social and cultural development having a regional or a local interest.

CLAUSE 6: The Special Committee where the representatives of the CRA will be members will have the following mission:

a/ the drawing up of projects of organic texts (laws, regulations) in accordance with clauses 81 and 82 of the Constitution of the Republic of Niger, relating to the new administrative and territorial organisation as well as projects of modifying or complementary texts to the law about the free administration of the Arrondissements and the Municipalities.

b/ the proposition of a plan of the carrying out of adopted solutions with a classification of actions to take by the priority zones

c/ the evaluation of the human, financial and material means which will be mobilised and transferred by the State to the “Collectivités territoriales”.

Territorial power sharing

Power sharing→Territorial power sharing→Federal or similar sub-divided government
Pages 1-2

SECTION I – TERRITORIAL SUBDIVISION

CLAUSE 1: The Republic of Niger is divided into administrative circumscriptions in the following way:

- the Region
- the Department
- the Arrondissement
- the Municipality

CLAUSE 2: The Region, the Department and the Municipality are promoted into “collectivités territoriales” (territorial communities).

Page 2, SECTION III – REPRESENTATIVES OF THE STATE: THEIR POWERS, Clause 7:
The representation of the State will be provided by:

- one representative in the Region
- one representative in the Department
- one representative in the Arrondissement
- one Mayor elected in the Municipality.

Page 2, SECTION III – REPRESENTATIVES OF THE STATE: THEIR POWERS, Clause 8:
The representatives of the State will have the following mission :

a/ to supervise the application of the laws and regulations of the State within the limits of the territory of the administrative unit.

b/ to guarantee the control of the lawfulness a posteriori of decisions and actions taken by the “collectivités territoriales”.

c/ to give advice and assistance from technical State services to the “collectivités territoriales”, on their demand.

Power sharing→Territorial power sharing→Local/municipal government

CLAUSE 4: The “Collectivités territoriales” will be equipped with Councils or Assemblies, elected by direct universal suffrage and the Presidents elected within them will be the head of regional, departmental and communal executives.

CLAUSE 5: Within the framework of their free administration, the elected Councils or Assemblies will govern their own affairs by deliberation in the fields planned by the law which are for example the budget, the conception, the programming, the carrying out, the follow-up and the evaluation of actions of economic, social and cultural development having a regional or a local interest.

CLAUSE 6: The Special Committee where the representatives of the CRA will be members will have the following mission:

a/ the drawing up of projects of organic texts (laws, regulations) in accordance with clauses 81 and 82 of the Constitution of the Republic of Niger, relating to the new administrative and territorial organisation as well as projects of modifying or complementary texts to the law about the free administration of the Arrondissements and the Municipalities.

b/ the proposition of a plan of the carrying out of adopted solutions with a classification of actions to take by the priority zones

c/ the evaluation of the human, financial and material means which will be mobilised and transferred by the State to the “Collectivités territoriales”

Economic power sharing No specific mention.

Military power sharing No specific mention.

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 Human rights and equality→Civil and political rights→Freedom of movement
Page 3, SECTION V – THE TRUCE, Clause 12:
The Government of the Republic of Niger engages to take all the necessary measures to eradicate the residual insecurity in order to provide free circulation of persons and goods.

To be able to do so,

- it engages to put an end to the action of all groups or armed bands (militias, brigades, etc.) susceptible of aggravating the climate of insecurity and of compromising the peace efforts.
- it engages furthermore during the truce, together with the CRA and according to the forms that will be defined, with one accord, with the help of the contact group, to check the action of armed individuals isolated in the zone concerned by the conflict.

Socio-economic rights No specific mention.

Rights related issues

Citizenship No specific mention.

Democracy Page 1, Preamble:
The Government of the Republic of Niger and the Coordination of the Armed Resistance (CRA)
[...]
Conscious of the united, indivisible, democratic and social character of the Republic of Niger,
[...]

Detention procedures	No specific mention.
Media and communication	No specific mention.
Mobility/access	<p>Page 2, SECTION II – THE ORGANISATION AND THE POWERS OF THE “COLLECTIVITÉS TERRITORIALES”, Clause 6: The Special Committee where the representatives of the CRA will be members will have the following mission: [...] c/ the evaluation of the human, financial and material means which will be mobilised and transferred by the State to the “Collectivités territoriales”.</p> <p>Page 3, SECTION V – THE TRUCE, Clause 12: The Government of the Republic of Niger engages to take all the necessary measures to eradicate the residual insecurity in order to provide free circulation of persons and goods.</p> <p>To be able to do so,</p> <ul style="list-style-type: none"> • it engages to put an end to the action of all groups or armed bands (militias, brigades, etc.) susceptible of aggravating the climate of insecurity and of compromising the peace efforts. • it engages furthermore during the truce, together with the CRA and according to the forms that will be defined, with one accord, with the help of the contact group, to check the action of armed individuals isolated in the zone concerned by the conflict.
Protection measures	No specific mention.
Other	No specific mention.

Rights institutions

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

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.

Socio-economic reconstruction

Development or socio-economic reconstruction Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development
Page 1, Preamble:
The Government of the Republic of Niger and the Coordination of the Armed Resistance (CRA)

Convinced of the necessity of restoring peace in their country, of preserving national unity and of devoting themselves to tasks of social and economic development,
[...]

Page 1, SECTION II – THE ORGANISATION AND THE POWERS OF THE “COLLECTIVITÉS TERRITORIALES”, Clause 5:

Within the framework of their free administration, the elected Councils or Assemblies will govern their own affairs by deliberation in the fields planned by the law which are for example the budget, the conception, the programming, the carrying out, the follow-up and the evaluation of actions of economic, social and cultural development having a regional or a local interest.

Page 2, SECTION IV – URGENT MEASURES, Clause 9:

The Government of the Republic of Niger will take all necessary measures for the rehabilitation of the social and economic infrastructures, for the re-starting and launching of new projects in the zone affected by the conflict.

Page 3, SECTION VI – FINAL ARRANGEMENTS, Clause 16:

The two Parties engage to continue the negotiations on those items that have not been addressed within the framework of this present Agreement, for example the question of security and defence forces as well as the question of economic, social and cultural development work.

National economic plan No specific mention.

Natural resources No specific mention.

International funds Page 2, SECTION IV – URGENT MEASURES, Clause 10:

The Government of the Republic of Niger will take the measures which will make possible the coming back, freely consented, and the reinsertion of refugees. These measures will be taken in relation with the CRA and with the help of friendly countries and international organisations.

Page 3, SECTION VI – FINAL ARRANGEMENTS, Clause 17:

The Government of the Republic of Niger engages to look for financial means and necessary equipment for the execution of the present Agreement from friendly countries and international organisations.

The form of managing of these means will be defined subsequently.

Business No specific mention.

Taxation No specific mention.

Banks No specific mention.

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.

Security sector

Security Guarantees

Page 3, SECTION V – THE TRUCE, Clause 12:

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To be able to do so,

- it engages to put an end to the action of all groups or armed bands (militias, brigades, etc.) susceptible of aggravating the climate of insecurity and of compromising the peace efforts.
- it engages furthermore during the truce, together with the CRA and according to the forms that will be defined, with one accord, with the help of the contact group, to check the action of armed individuals isolated in the zone concerned by the conflict.

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Ceasefire

Security sector→Ceasefire→Ceasefire provision

[Summary: This agreement provides for a ceasefire of three months renewable entering into force on the date of the signature at 00.00 hours.]

Page 2-3, SECTION V – THE TRUCE, Clause 11:

In order to permit the application of this present Agreement in all serenity a truce of three (3) months, renewable by tacit renewal, will be observed by the two Parties.

This truce will come into force starting from the date of the signing of the present document at zero hours (Niamey time).

During the truce the units of the “Forces Armées Nigériennes (F. A. N.)” (Nigerien Armed Forces) and the combatants of the CAR must cease all offensive actions and refrain from all activities susceptible of creating incidents of a kind that might compromise peace.

Police

No specific mention.

Armed forces

Page 2-3, SECTION V – THE TRUCE, Clause 11:

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DDR

No specific mention.

**Intelligence
services**

No specific mention.

**Parastatal/rebel
and opposition
group forces**

Page 1, SECTION I – TERRITORIAL SUBDIVISION, Clause 3:

The creating and the limits of the “Collectivités territoriales” (Regions, Departments, Municipalities) and those of the Arrondissements are settled by the law on proposal of the special committee where the representatives of the CRA will be members.

This law will also determine the fundamental principals of their free administration, their names, their competences and their resources.

Page 2, SECTION II – THE ORGANISATION AND THE POWERS OF THE “COLLECTIVITÉS TERRITORIALES”, Clause 6:

The Special Committee where the representatives of the CRA will be members will have the following mission:

a/ the drawing up of projects of organic texts (laws, regulations) in accordance with clauses 81 and 82 of the Constitution of the Republic of Niger, relating to the new administrative and territorial organisation as well as projects of modifying or complementary texts to the law about the free administration of the Arrondissements and the Municipalities.

b/ the proposition of a plan of the carrying out of adopted solutions with a classification of actions to take by the priority zones

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- it engages to put an end to the action of all groups or armed bands (militias, brigades, etc.) susceptible of aggravating the climate of insecurity and of compromising the peace efforts.

- it engages furthermore during the truce, together with the CRA and according to the forms that will be defined, with one accord, with the help of the contact group, to check

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.

Transitional justice

Transitional justice general No specific mention.

Amnesty/pardon No specific mention.

Courts No specific mention.

Mechanism Page 3, SECTION VI – FINAL ARRANGEMENTS, Clause 14:
The two Parties decide to create an International Committee of Investigation concerning the extortions. Its composition and functioning will be determined with one accord.

Prisoner release Page 3, SECTION V – THE TRUCE, Clause 13:
The two Parties engage furthermore to take all measures susceptible of reinforcing mutual trust and consolidating peace, such as the ones leading to the liberation of persons abducted or arrested within the framework of this conflict.

Vetting No specific mention.

Victims No specific mention.

Missing persons No specific mention.

Reparations No specific mention.

Reconciliation Page 1, Preamble:
The Government of the Republic of Niger and the Coordination of the Armed Resistance (CRA)

Convinced of the necessity of restoring peace in their country, of preserving national unity and of devoting themselves to tasks of social and economic development,
Conscious of the united, indivisible, democratic and social character of the Republic of Niger,
[...]

Page 3, SECTION V – THE TRUCE, Clause 13:
The two Parties engage furthermore to take all measures susceptible of reinforcing mutual trust and consolidating peace, such as the ones leading to the liberation of persons abducted or arrested within the framework of this conflict.

Implementation

UN signatory No specific mention.

Other international signatory Mediated by Burkina Faso, Algeria and France

Referendum for agreement No specific mention.

International mission/force/similar No specific mention.

Enforcement mechanism No specific mention.

Related cases No specific mention.

Source UN Peacemaker:
<http://peacemaker.un.org/>
