

Country/entity	Comoros Anjouan
Region	Africa (excl MENA)
Agreement name	Accords d'Antananarivo
Date	23 Apr 1999
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes
Agreement/conflict level	Intrastate/intrastate conflict

Anjouan Crisis (1997 - 2008)

The two islands of Anjouan and Mohéli seceded from the Comoros in 1997, with Anjouan unilaterally declaring independence. In the aftermath of this declaration, political infighting emerged and several coup attempts in Anjouan took place. In 2001, a junta led by Mohamed Bacar was able to consolidate power and he began negotiations with the Comoros. These negotiations resulted in the establishment of a renewed Union of the Comoros with a peace agreement constitution. After the end of his formal term, Bacar launched another coup against his successor, declaring independence again in July 2007. In February 2008, the Comoros army, supported by France and members of the African Union, invaded the island and forced Bacar to leave and the declaration of independence to be withdrawn.

Close
Anjouan Crisis (1997 - 2008)

Stage	Framework/substantive - partial
Conflict nature	Government/territory
Peace process	Comoros-Anjouan islands peace process

Parties the Comoros parties signatories to the Addis Ababa Agreement of December 23, 1997 and of the Mohéli Communiqué of January 28, 1998, meeting in Antananarivo (Madagascar) from April 19 to 23, 1999

[Parties as stated in the Addis Ababa Agreement:

The Comorian parties (the Government, Anjouan, Moheli and Grande Comore, and the Opposition: Forum/Federation/PRC and National Union for Development/National Front for Justice)

For the delegation of Ndzuwani (Anjouan):
Ali MOUMINE

For the delegation of Mwali (Moheli):
Mohamed FAZUL

For the delegation of Ngazidja (Grande Comore):
Ali Abdou EL ANIOU

For the delegation of the Opposition
Forum/Federation/PRC:
Moustoifa Said CHEIKH Mohamed Said MCHANGAMA

For the delegation of the National Union for Development/
National Front for Justice:
Ahmed Elarif HAMIDI Tolbrane HOUMADI

For the delegation of the Government: Mouzaoir ABDALLAH]

Third parties in the presence of official observers,

The OUA, ONU, and the League for Arab States will act as guarantors and oversee the implementation of the Conference decisions.

Description The agreement provides for power-sharing arrangements in between the central Power and the Islands, commitment to good governance, as well as modalities of the transitional period.

Agreement document [KM_990423_Accords Antananarivo_tr.pdf \(opens in new tab\)](#) | [Download PDF](#)

Agreement document (original language) [KM_990423_AccordsAntananarivo.pdf \(opens in new tab\)](#)

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.

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) No specific mention.

State configuration Page 1-2, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:
a. Basic principles of organisation of the State:
Sharing of competences between the central Power and the Islands enabling the Islands to administer and manage their own affairs freely and without interference.
Competences related to State sovereignty (Exterior Defence, Exterior Relations, Currency, Nationality...) and its symbols (flag, national anthem, national emblem) are the exclusive prerogative of the central Power. All other competences are assigned exclusively to the Islands except for those assigned jointly or concurrently to the central Power and the Islands, such as Justice, Planning, Taxation, International Cooperation, and which are listed in the basic law of the Comorian Ensemble.
...
c. New name
Union of the Comoros Islands .

Self determination No specific mention.

Referendum No specific mention.

State symbols Page 1, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:
a. Basic principles of organisation of the State:
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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)

Governance→Political institutions (new or reformed)→General references

Page 1, Untitled Preamble:

We, the Comoros parties signatories to the Addis Ababa Agreement of December 23, 1997 and of the Mohéli Communiqué of January 28, 1998, meeting in Antananarivo (Madagascar) from April 19 to 23, 1999, in the presence of official observers, in order to define a new institutional framework which satisfies the legitimate aspirations of the Comorians;

Page 1-2, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:

...

b. The institutions

Effective participation of the Islands in the organisation and functioning of the institutions.

i. – National institutions

National Executive

The National Executive consists of:

- The President of the Union, Head of State, elected by the National Assembly in turn from candidates from the same Island for a mandate of three years;
- The Government of the Union directed by a Head of Government nominated by the President of the Union and sworn in by the National Assembly. The Islands should be represented equally in the Government.

Legislative power:

This consists of a single Assembly called the National Assembly half of which is made up of representatives chosen by the Island Assemblies and half chosen by directly elected representatives. For representatives elected by universal direct suffrage, none of the Islands may be represented by less than a minimum or more than a maximum of representatives.

Governance→Political institutions (new or reformed)→Temporary new institutions

Page 2-3, Article 3. TRANSITION:

a. Institutions of the transition

At the national level:

- Constitution of a Government of Transition
- The political parties propose to the interim President of the Republic the nomination of a consensus Prime Minister, of competence and integrity, charged with forming a Government of Transition and discharging his mandate during the period of transition as foreseen in the present Agreement ;
- The Prime Minister and Members of the Government may not compete in the elections foreseen to establish the new institutions.

Mandate

Management of current affairs:

- Establishment of new institutions;
- Establishment of a Commission tasked with preparing an inventory of the national estate;
- Preparing for a round table of donors and re-establishing relations with international financial institutions.

At the Island level:

The structures in place in the Islands will continue to function during the period of transition.

Elections

Page 2, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:

...

Legislative power:

This consists of a single Assembly called the National Assembly half of which is made up of representatives chosen by the Island Assemblies and half chosen by directly elected representatives. For representatives elected by universal direct suffrage, none of the Islands may be represented by less than a minimum or more than a maximum of representatives.

Page 2-3, Article 3. TRANSITION:

a. Institutions of the transition

At the national level:

...

- The Prime Minister and Members of the Government may not compete in the elections foreseen to establish the new institutions.

**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

Governance→Constitution→Constitutional reform/making

Page 2, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:

b. The institutions

Effective participation of the Islands in the organisation and functioning of the institutions.

i. – National institutions

...

The Supreme Court:

- Oversees the constitutionality of the Basic Laws of the Islands and other legislation;
- Oversees the distribution of competences between the Comorian Ensemble and the Islands.

Power sharing

Political power sharing

Power sharing→Political power sharing→Executive coalition
State level

b. The institutions

Effective participation of the Islands in the organisation and functioning of the institutions.

i. – National institutions

National Executive

The National Executive consists of:

- The President of the Union, Head of State, elected by the National Assembly in turn from candidates from the same Island for a mandate of three years;
- The Government of the Union directed by a Head of Government nominated by the President of the Union and sworn in by the National Assembly. The Islands should be represented equally in the Government.

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

Page 2, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:

b. The institutions

Effective participation of the Islands in the organisation and functioning of the institutions.

i. – National institutions

...

Legislative power:

This consists of a single Assembly called the National Assembly half of which is made up of representatives chosen by the Island Assemblies and half chosen by directly elected representatives. For representatives elected by universal direct suffrage, none of the Islands may be represented by less than a minimum or more than a maximum of representatives.

Power sharing→Political power sharing→Other proportionality
State level

Page 2, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:

b. The institutions

Effective participation of the Islands in the organisation and functioning of the institutions.

i. – National institutions

...

The Supreme Court:

- Oversees the constitutionality of the Basic Laws of the Islands and other legislation;
- Oversees the distribution of competences between the Comorian Ensemble and the Islands.

Power sharing→Political power sharing→International involvement
State level

Page 3,

4. MECHANISM FOR MONITORING CONFERENCE DECISIONS

The establishment of a committee presided over by the OUA, and consisting of Comorian parties signatory to the present Agreement, and official observers.

The monitoring Committee is tasked with ensuring the implementation of the decisions of the Comorian Inter-Island Conference.

Power sharing→Political power sharing→Other
State level

Pages 2-3, 3. TRANSITION

a. Institutions of the transition Page 9 of 17

At the national level:

- Constitution of a Government of Transition

Territorial power sharing	No specific mention.
Economic power sharing	Power sharing→Economic power sharing→Sharing of resources Page 1, 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE ... a. Basic principles of organisation of the State: • Equitable resource sharing between the Islands and the central Power such that the central Power has adequate resources to exercise its competences.
Military power sharing	No specific mention.

Human rights and equality

Human rights/RoL general	Page 1, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE: a. Basic principles of organisation of the State: ... • Guaranteed public and civil liberties and Human Rights Page 2, Article 2. GOOD GOVERNANCE: The creation of control mechanisms to ensure correct and transparent management of public affairs at all levels of the Comorian Assembly. Establishment of genuine rule of law, particularly through the publication of laws and regulations. Encouragement of equitable development between and within the Islands through a balanced distribution of public investment and a judicious approach to the location of public institutions across the national territory.
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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.

Rights related issues

Citizenship	Rights related issues→Citizenship→Citizen, general Page 1, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE: a. Basic principles of organisation of the State: Sharing of competences between the central Power and the Islands enabling the Islands to administer and manage their own affairs freely and without interference. Competences related to State sovereignty (Exterior Defence, Exterior Relations, Currency, Nationality...) and its symbols (flag, national anthem, national emblem) are the exclusive prerogative of the central Power. All other competences are assigned exclusively to the Islands except for those assigned jointly or concurrently to the central Power and the Islands, such as Justice, Planning, Taxation, International Cooperation, and which are listed in the basic law of the Comorian Ensemble.
Democracy	No specific mention.
Detention procedures	No specific mention.
Media and communication	No specific mention.
Mobility/access	Page 3, Article 3. Transition: ... b. Length of the transition period ... All the Comorian parties undertake to cooperate in order to create a confident and secure climate in the Islands which will favour the free movement of goods and people and the implementation of the decisions of the Comorian Inter-Island Conference;
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 Page 1, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:
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Page 2, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:
b. The institutions
Effective participation of the Islands in the organisation and functioning of the institutions.
i. – National institutions
...
The Supreme Court:
• Oversees the constitutionality of the Basic Laws of the Islands and other legislation;
• Oversees the distribution of competences between the Comorian Ensemble and the Islands.

Prisons and detention No specific mention.

Traditional Laws No specific mention.

Socio-economic reconstruction

Development or socio-economic reconstruction	<p>Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development</p> <p>Page 1, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:</p> <p>a. Basic principles of organisation of the State:</p> <p>Sharing of competences between the central Power and the Islands enabling the Islands to administer and manage their own affairs freely and without interference.</p> <p>Competences related to State sovereignty (Exterior Defence, Exterior Relations, Currency, Nationality...) and its symbols (flag, national anthem, national emblem) are the exclusive prerogative of the central Power. All other competences are assigned exclusively to the Islands except for those assigned jointly or concurrently to the central Power and the Islands, such as Justice, Planning, Taxation, International Cooperation, and which are listed in the basic law of the Comorian Ensemble.</p> <p>Page 2, Article 2. GOOD GOVERNANCE:</p> <p>The creation of control mechanisms to ensure correct and transparent management of public affairs at all levels of the Comorian Assembly.</p> <p>Establishment of genuine rule of law, particularly through the publication of laws and regulations.</p> <p>Encouragement of equitable development between and within the Islands through a balanced distribution of public investment and a judicious approach to the location of public institutions across the national territory.</p>
National economic plan	No specific mention.
Natural resources	No specific mention.
International funds	<p>Page 2-3, Article 3. TRANSITION:</p> <p>a. Institutions of the transition</p> <p>At the national level:</p> <p>...</p> <p>Mandate</p> <p>Management of current affairs:</p> <p>...</p> <ul style="list-style-type: none">• Preparing for a round table of donors and re-establishing relations with international financial institutions.
Business	No specific mention.

Taxation

Socio-economic reconstruction→Taxation→Power to tax

Page 1, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:

a. Basic principles of organisation of the State:

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Banks

Socio-economic reconstruction→Banks→Central bank

Page 1, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:

a. Basic principles of organisation of the State:

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Socio-economic reconstruction→Banks→International finance

Page 2-3, Article 3. TRANSITION:

a. Institutions of the transition

At the national level:

...

Mandate

Management of current affairs:

...

- Preparing for a round table of donors and re-establishing relations with international financial institutions.

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, Article 3. Transition:

...

b. Length of the transition period

...

All the Comorian parties undertake to cooperate in order to create a confident and secure climate in the Islands which will favour the free movement of goods and people and the implementation of the decisions of the Comorian Inter-Island Conference;

Ceasefire

No specific mention.

Police

No specific mention.

Armed forces

Page 1, Article 1. DEFINITION OF THE NEW COMORIAN ENSEMBLE:

a. Basic principles of organisation of the State:

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DDR

No specific mention.

Intelligence services

No specific mention.

Parastatal/rebel and opposition group forces

No specific mention.

Withdrawal of foreign forces

No specific mention.

Corruption

Page 2, Article 2. GOOD GOVERNANCE:

The creation of control mechanisms to ensure correct and transparent management of public affairs at all levels of the Comorian Assembly.

Establishment of genuine rule of law, particularly through the publication of laws and regulations.

Encouragement of equitable development between and within the Islands through a balanced distribution of public investment and a judicious approach to the location of public institutions across the national territory.

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 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.

Implementation

UN signatory UN signatory - Guarantor (se portent garantes) and observer; but no signatures on the document

Other international signatory No specific mention.

Referendum for agreement No specific mention.

International mission/force/similar

Page 3, Article 4. MECHANISM FOR MONITORING CONFERENCE DECISIONS:
The establishment of a committee presided over by the OUA, and consisting of Comorian parties signatory to the present Agreement, and official observers.
The monitoring Committee is tasked with ensuring the implementation of the decisions of the Comorian Inter-Island Conference.

Page 3, Article 5. RESPONSIBILITY FOR IMPLEMENTATION OF COMORIAN INTER-ISLAND CONFERENCE DECISIONS:
The OUA, ONU, and the League for Arab States will act as guarantors and oversee the implementation of the Conference decisions.

Enforcement mechanism

Page 3, Article 4. MECHANISM FOR MONITORING CONFERENCE DECISIONS:
The establishment of a committee presided over by the OUA, and consisting of Comorian parties signatory to the present Agreement, and official observers.
The monitoring Committee is tasked with ensuring the implementation of the decisions of the Comorian Inter-Island Conference.
