Country/entity	Madagascar
Region	Africa (excl MENA)
Agreement name	Roadmap for Ending the Crisis in Madagascar - Commitments by Malagasy Political Stakeholders
Date	13 Sep 2011
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes
Agreement/conflict level	Intrastate/intrastate conflict

Malagasy Political Crisis (2009)

A conflict between Madagascar's elected president, Marc Ravalomanana, and an opposition movement led by the Mayor of the capital city Antananarivo, Andry Rajoelina, escalated in early 2009 when street protests and an uprising of parts of the military forced Ravalomanana to resign and go into exile in South Africa. A 2009 agreement called for a transitional government, however, Rajoelina, despite protests from Ravalomanana supporters and foreign governments, appointed a cabinet loyal to himself. The tensions were mediated in 2011 by a SADC mediation effort, which proposed a transitional roadmap that was eventually signed by all major political forces. However, after June 2012, the open conflict broke out once again.
Close
Malagasy Political Crisis (2009)

Stage	Framework/substantive - partial
Conflict nature	Government
Peace process	Madagascar peace process
Parties	Malagasy Political Stakeholders
Third parties	-
Description	Agreement setting forth a roadmap for a transitional period, creating a Transitional Government and launching a national reconciliation process. The aim of the transitional period is to create conditions for holding free and fair elections (I.2, p. 1).

Agreement document	MG_110913_Roadmap for ending the crisis in Madagascar.pdf (opens in new tab) | Download PDF

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

'In the formation of the Transitional Government, the President of the Transition and the consensus Prime Minister shall ensure a fair an equitable distribution of portfolios, whilst adhering to the criteria of political affiliation, gender representation and regional balance.' (I.6, p. 1).

'For the enlargement of the composition of other transitional institutions, like the Transitional Congress (CT), the High Transitional Council (CST) and the National Independent Electoral Commission (CENI), Malagasy political stakeholders who are parties to this Roadmap shall be invited to submit a list of public figures, from which the President of the Transition shall appoint the members of these institutions. In appointing the members of these institutions, the President of the Transition undertakes to ensure a fair and equitable distribution of positions, whilst adhering to the criteria of political affiliation, gender representation, regional balance and balanced sharing among the Malagasy political stakeholders who are signatories to this Roadmap so as to ensure the smooth running of the Transition.' (I.7, p. 2).

Page 1, I. Transition Institutions
6. The Malagasy political stakeholder shall be invited to submit a list of public figures, from which the President of the Transition, acting on the proposal of the consensus Prime Minister, shall appoint the members of the Transitional Government. In the formation of the Transitional Government, the President of the Transition and the consensus Prime Minister shall ensure a fair and equitable distribution of portfolios, whilst adhering to the criteria of political affiliation, gender representation and regional balance. In case any member of the Government is removed he shall be replaced by another member of his political group in accordance with the same appointment procedure rules;

Page 2, I. Transition Institutions
7. For the enlargement of the composition of other transitional institutions, like the Transitional Congress (CT), the High Transitional Council (CST) and the National Independent Electoral Commission (CENI). Malagasy political stakeholders who are parties to this Roadmap shall be invited to submit a list of public figures, from which the President of the Transition shall appoint the members of these institutions. In appointing the members of these institutions the President of the Transition undertakes to ensure a fair and equitable distribution of positions, whilst adhering to the criteria of political affiliation, gender representation, regional balance and balanced sharing among the Malagasy political stakeholders who are signatories to this Roadmap so as to ensure the smooth running of the transition;

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	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)	Governance→Political institutions (new or reformed)→Temporary new institutions Page 1, I. Transition Institutions 1. Continuation of the Inter-Malagasy dialogue among Malagasy political stakeholders for the formation of a National Union Transitional Government and the enlargement of the composition of the Transitional Congress (CT), the High Transitional Council (CST), and the National Independent Electoral Commision (CENI). Page 1, I. Transition Institutions 3. Mr Andry Rajoelina shall be the President of the Transition. In this capacity, he shall exercise the functions of a Head of State: Page 2, I. Transition Institutions 7. For the enlargement of the composition of other transitional institutions, like the Transitional Congress (CT), the High Transitional Council (CST) and the National Independent Electoral Commission (CENI). Malagasy political stakeholders who are parties to this Roadmap shall be invited to submit a list of public figures, from which the President of the Transition shall appoint the members of these institutions. In appointing the members of these institutions the President of the Transition undertakes to ensure a fair and equitable distribution of positions, whilst adhering to the criteria of political affiliation, gender representation, regional balance and balanced sharing among the Malagasy political stakeholders who are signatories to this Roadmap so as to ensure the smooth running of the transition; Page 2, I. Transition Institutions 8. The Transitional Government shall be responsible for administering the day-to-day affairs of the country and creating the necessary conditions for credible, fair and transparent elections in conjunction with the international community. It shall refrain from creating new long-term commitments as such commitments fall within the competence of the future government which shall emerge from the elections; Page 2, I. Transition Institutions 9. The Transitional Parliament shall oversee the work of the transitional Government. It shall also ratify the orders passed during the Transition, especially those pertaining to the electoral process, and propose and adopt relevant legislation.

Elections

Page 1, I. Transition Institutions
2. The neutral, inclusive and consensual transition process should lead to the holding of credible, free and transparent elections in Madagascar.

Page 2, I. Transition Institutions
7. For the enlargement of the composition of other transitional institutions, like the Transitional Congress (CT), the High Transitional Council (CST) and the National Independent Electoral Commission (CENI). Malagasy political stakeholders who are parties to this Roadmap shall be invited to submit a list of public figures, from which the President of the Transition shall appoint the members of these institutions. In appointing the members of these institutions the President of the Transition undertakes to ensure a fair and equitable distribution of positions, whilst adhering to the criteria of political affiliation, gender representation, regional balance and balanced sharing among the Malagasy political stakeholders who are signatories to this Roadmap so as to ensure the smooth running of the transition;
8. The Transitional Government shall be responsible for administering the day-to-day affairs of the country and creating the necessary conditions for credible, fair and transparent elections in conjunction with the international community. It shall refrain from creating new long-term commitments as such commitments fall within the competence of the future government which shall emerge from the elections;
9. The Transitional Parliament shall oversee the work of the transitional Government. It shall also ratify the orders passed during the Transition, especially those pertaining to the electoral process, and propose and adopt relevant legislation.

Page 2, Article II ELECTORAL FRAMEWORK
10. Development and implementation, with the support of United Nations experts, of a credible, neutral, transparent and independent electoral framework based on the respect of human rights and international standards, including:
(a) The enlargement of CENI composition and the review of its core functions to ensure a balanced representation of all the Malagasy political stakeholders who are parties to this Roadmap. The CENI shall organise all elections, including presidential and municipal elections. Endowed with full powers to manage the full electoral process, the CENI shall ensure that elections are conducted freely, fairly and transparently. The said full powers of the CENI shall come to an end upon the publication of provisional election results;
(b) Review of the Electoral Code;
(c) Promotion of the adoption of and adherence to, a Code of Ethics and Electoral Conduct by the Malagasy political stakeholders;
(d) Use of a single ballot system;
(e) Voter education;
(f) The systematic review of electoral registers;
(g) The electoral calendar shall be determined jointly by the CENI and the United Nations representatives on the basis of the electoral needs assessment report from the regional and international expert Mission, so as to organise credible, fair and transparent elections as soon as possible in Madagascar;
(h) The dissemination of data and the distribution of data and equipment of regional computer centres at the level of the 119 districts as soon as possible.
[...] 14. The President of the Transition, the consensus Prime Minister and government members shall resign from office sixty (60) days before the election date, should they decide to run for the legislative and presidential elections. However, to prevent any legislative possible gap, the Transitional Parliament shall adopt a law setting out the conditions of implementation thereof.

Page 3, Article III CONFIDENCE-BUILDING MEASURES AND NATIONAL RECONCILIATION
15. The President, the Government, the Heads of institutions and the entire administrative machinery of the Transition shall remain neutral during the transition

Electoral commission

Page 2, I. Transition Institutions

7. For the enlargement of the composition of other transitional institutions, like the Transitional Congress (CT), the High Transitional Council (CST) and the National Independent Electoral Commission (CENI). Malagasy political stakeholders who are parties to this Roadmap shall be invited to submit a list of public figures, from which the President of the Transition shall appoint the members of these institutions. In appointing the members of these institutions the President of the Transition undertakes to ensure a fair and equitable distribution of positions, whilst adhering to the criteria of political affiliation, gender representation, regional balance and balanced sharing among the Malagasy political stakeholders who are signatories to this Roadmap so as to ensure the smooth running of the transition;

8. The Transitional Government shall be responsible for administering the day-to-day affairs of the country and creating the necessary conditions for credible, fair and transparent elections in conjunction with the international community. It shall refrain from creating new long-term commitments as such commitments fall within the competence of the future government which shall emerge from the elections;

9. The Transitional Parliament shall oversee the work of the transitional Government. It shall also ratify the orders passed during the Transition, especially those pertaining to the electoral process, and propose and adopt relevant legislation.

Page 2, Article II ELECTORAL FRAMEWORK

10. Development and implementation, with the support of United Nations experts, of a credible, neutral, transparent and independent electoral framework based on the respect of human rights and international standards, including:

(a) The enlargement of CENI composition and the review of its core functions to ensure a balanced representation of all the Malagasy political stakeholders who are parties to this Roadmap. The CENI shall organise all elections, including presidential and municipal elections. Endowed with full powers to manage the full electoral process, the CENI shall ensure that elections are conducted freely, fairly and transparently. The said full powers of the CENI shall come to an end upon the publication of provisional election results;

(b) Review of the Electoral Code;

(c) Promotion of the adoption of and adherence to, a Code of Ethics and Electoral Conduct by the Malagasy political stakeholders;

(d) Use of a single ballot system;

(e) Voter education;

(f) The systematic review of electoral registers;

(g) The electoral calendar shall be determined jointly by the CENI and the United Nations representatives on the basis of the electoral needs assessment report from the regional and international expert Mission, so as to organise credible, fair and transparent elections as soon as possible in Madagascar;

(h) The dissemination of data and the distribution of data and equipment of regional computer centres at the level of the 119 districts as soon as possible.

Page 5, Article IV AGREEMENT IMPLEMENTATION AND MONITORING MECHANISMS

35. SADC and the AU call on Madagascar's bilateral and multilateral partners, in line with their respective procedures, to provide multifaceted support to the consensual and inclusive transitional institutions, including the Transitional Government, the Transitional Congress, the High Transitional Council, the National Independent Electoral Commission and the Filankevitry ny Fampihavanana (Malagasy Reconciliation Council);

Political parties reform	Governance→Political parties reform→Other political parties reform Page 3: Electoral Framework 12. In order to moralise Malagasy politics, the Transitional Parliament should adopt new laws on political parties and the status of the Opposition.
Civil society	Page 2, Article II ELECTORAL FRAMEWORK 13. Malagasy civil society shall be invited to monitor the legislative and presidential elections and challenge the Malagasy political stakeholders who violate the Electoral Code of Ethics and Good Electoral Conduct. The international community shall be called upon to support civil society and capacity building; Page 4, Article III CONFIDENCE-BUILDING MEASURES AND NATIONAL RECONCILIATION 28. The members of the Malagasy civil society, including Raiamandreny Mijoro, FFKM, CNOSC and FINONA, shall monitor and oversee the implementation of this Roadmap across the country until the end of the transitional period. In exercising their functions, they shall be urged to maintain their political neutrality and unity. The international community shall be called upon to assist in building the capacity of this national monitoring and overseeing mechanism responsible for the implementation of this Roadmap.
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 Page 1, I. Transition Institutions 3. Mr Andry Rajoelina shall be the President of the Transition. In this capacity he shall exercise the functions of a Head of State; 4. Appointment of a consensus Prime Minister, who shall lead a National Union Transitional Government; 5. The Prime Minister shall be appointed by the President of the Transition from a list of persons nominated by the Malagasy political stakeholders who are signatory parties to the Road Map. It is understood that the consensus prime Minister can originate neither from the same province as the President of the Transition, nor from the political platform supporting the President of the Transition; 6. The Malagasy political stakeholder shall be invited to submit a list of public figures, from which the President of the Transition, acting on the proposal of the consensus Prime Minister, shall appoint the members of the Transitional Government. In the formation of the Transitional Government, the President of the Transition and the consensus Prime Minister shall ensure a fair and equitable distribution of portfolios, whilst adhering to the criteria of political affiliation, gender representation and regional balance. In case any member of the Government is removed he shall be replaced by another member of his political group in accordance with the same appointment procedure rules; ... Power sharing→Political power sharing→Proportionality in legislature State level Page 1, I. Transition Institutions ... 7. For the enlargement of the composition of other transitional institutions, like the Transitional Congress (CT), the High Transitional Council (CST) and the National Independent Electoral Commission (CENI). Malagasy political stakeholders who are parties to this Roadmap shall be invited to submit a list of public figures, from which the President of the Transition shall appoint the members of these institutions. In appointing the members of these institutions the President of the Transition undertakes to ensure a fair and equitable distribution of positions, whilst adhering to the criteria of political affiliation, gender representation, regional balance and balanced sharing among the Malagasy political stakeholders who are signatories to this Roadmap so as to ensure the smooth running of the transition;
Territorial power sharing	No specific mention.
Economic power sharing	No specific mention.
Military power sharing	No specific mention.

Human rights and equality

Human rights/RoL general	Page 2, Article II ELECTORAL FRAMEWORK 10. Development and implementation, with the support of United Nations experts, of a credible, neutral, transparent and independent electoral framework based on the respect of human rights and international standards, including: Page 3, Article III CONFIDENCE-BUILDING MEASURES AND NATIONAL RECONCILIATION 16. The President, the Government, the entire administrative machinery of the Transition and all the transitional institutions shall commit themselves to adopting security and confidence-building measures in order to create a serene and peaceful environment y terminating the ongoing legal proceedings against members of the opposition that would appear to be politically motivated, and by adhering to the rule of la and the principle of equal treatment. These confidence-building measures should not cover judicial proceedings related to crimes against humanity, war crimes, genocide and gross violations of human rights and fundamental freedoms. Page 3, Article III CONFIDENCE-BUILDING MEASURES AND NATIONAL RECONCILIATION 17. The President, the Transitional Government, the entire administrative machinery of the Transition and all the transitional institutions shall undertake to protect and promote human rights in Madagascar and to respect fundamental freedoms, namely freedom of expression, association and demonstration as well as press freedom. These rights shall be exercised according to the laws of the country.
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→Citizens, specific rights Page 4, III. Confidence-Building Measures and National Reconciliation 20. The High Transition Authorities (HTA) shall allow all Malagasy citizens in exile for political reasons to return to the country unconditionally, including Mr Marc Ravalomanana. The HTA shall provide security and safety to all Malagasy returnees. The HTA shall urgently develop and enact the necessary legal instruments, including an amnesty law, to ensure the political freedom of all Malagasy citizens in the inclusive process of the transition, towards free, fair and credible elections.
Democracy	No specific mention.

Detention procedures	No specific mention.
Media and communication	Rights related issues→Media and communication→Media roles Page 4, III. Confidence-Building Measures and National Reconciliation 17. The President. the Transitional Government, the entire administrative machinery of the Transition and all the transitional institutions shall undertake to protect and promote human rights in Madagascar and to respect fundamental freedoms, namely freedom of expression, opinion, association and demonstration. as well as press freedom. These rights shall be exercised in accordance with the laws of the country:
Mobility/access	No specific mention.
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	No specific mention.
National economic plan	No specific mention.
Natural resources	No specific mention.
International funds	Page 5, Article IV AGREEMENT IMPLEMENTATION AND MONITORING MECHANISMS 42. The partners shall explore the possibility of resuming their assistance and development, humanitarian, financial and economic cooperation;
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	No specific mention.
Ceasefire	No specific mention.
Police	No specific mention.

Armed forces	No specific mention.
DDR	No specific mention.
Intelligence services	No specific mention.
Parastatal/rebel and opposition group forces	Page 1, I. Transition Institutions 1. Continuation of the inter-Malagasy dialogue among Malagasy political stakeholders for the formation of a National Union Transitional Government and the enlargement of the composition of the Transitional Congress (CT), the High Transitional Council (CST) and the National Independent Electoral Commission (CENT);
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	Transitional justice→Amnesty/pardon→Amnesty/pardon proper Page 3, Article III CONFIDENCE-BUILDING MEASURES AND NATIONAL RECONCILIATION 18. The granting of a blanket amnesty for all political events which happened between 2002 and 2009, except for crimes against humanity, war crimes, crimes of genocide and other serious violations of human rights and fundamental freedoms. The amnesty law shall be ratified by the Transitional Parliament, and no election shall take place prior to the ratification. [...] 20. The high Transition Authorities (HTA) shall allow all Malagasy citizens in exile for political reasons to return to the country unconditionally, including Mr Marc Ravalomanana. The HTA shall provide security and safety to all Malagasy returnees. The HTA shall urgently develop and enact the necessary legal instruments, including an amnesty law, to ensure the political freedom of all Malagasy citizens in the inclusive process of the transition, towards free, fair and credible elections.
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	Transitional justice→Reparations→Material reparations Page 3, Article III CONFIDENCE-BUILDING MEASURES AND NATIONAL RECONCILIATION 26. Any person who was a victim of the political events which took place between 2002 and the signature date of this Roadmap and who suffered any kind of serious prejudice shall be entitled to redress and compensation by the State under terms and conditions that shall be determined by the Filankevitry ny Fampihavanana Malagasy (Malagasy Reconciliation Council). 27. A National Solidatiry Fund (NSF) shall be established, that shall serve to compensate the assignees and the victims for the prejudice suffered during the political events that took place between 2002 and the signature date of this Roadmap. The international community shall be called upon to support this Fund.
Reconciliation	Page 3, Article III CONFIDENCE-BUILDING MEASURES AND NATIONAL RECONCILIATION 25. A national reconciliation process led by a national institution called the Filankevitry ny Fampihavanana Malagasy (Malagasy Reconciliation Council) and facilitated by the international community shall be initiated in order to begin healing past individual and collective wounds and lay down a sound foundation for the future of Madagascar. The composition, operation, management and competence of the said Committee shall be prescribed by a law to be adopted by the Transitional Parliament.

Implementation

UN signatory	No specific mention.
Other international signatory	A range of third parties are tasked with oversight and support duties: '[Southern African Development Community], the [African Union], the United Nations, the International Organisation of la Francophonie (OIF), the Indian Ocean Commission (COI) and interested partners shall provide political, technical, material, logistical and financial support to the dialogue and transition process' (IV.36, p. 6) 'Under the aegis of the [Southern African Development Community] Mediation Team, supported by the United Nations, the international community shall be responsible for monitoring and overseeing the international implementation of this Roadmap in collaboration with relevant national and international stakeholders.' (IV.39, p. 6)

Referendum for agreement	No specific mention.
International mission/force/ similar	Page 5, Article IV AGREEMENT IMPLEMENTATION AND MONITORING MECHANISMS 39. Under the aegis of the SADC Mediation team, supported by the United Nations, the International Community shall be responsible for monitoring and overseeing the international implementation of this Roadmap in collaboration with relevant national and international stakeholders. 40. SADC and the AU recommend that the international community undertake to send international observers to the parliamentary and presidential elections;

Enforcement mechanism

Page 2, Article II ELECTORAL FRAMEWORK
11. A Special Electoral Court shall be exceptionally and provisionally established. This court shall be responsible for electoral disputes and the proclamation of the final results of the presidential and legislative elections. Its operation, composition and jurisdiction shall be prescribed by a law to be adopted by the provisional parliament.

Page 3, Article III CONFIDENCE-BUILDING MEASURES AND NATIONAL RECONCILIATION
22. All the Malagasy political stakeholders who are parties to this Roadmap shall be invited to participate in the transition process in good faith. They also undertake to create an atmosphere of peace and security for all the Malagasy people, to avoid impeding the transition process and to maintain a constructive and patriotic attitude with a view to advancing the transition.
23. No Malagasy political stakeholder, whether a party or not to this Roadmap, shall arrogate the right to veto the implementation of this Roadmap during the transitional period.
24. All the Malagasy political stakeholders who are party to this Roadmap shall refuse to use or threaten to use violence during the transitional period. They shall also refrain from stirring hatred and undertaking any destabilising action during the Transition.
25. A national reconciliation process led by a national institution called the Filankevitry ny Fampihavanana Malagasy (Malagasy Reconciliation Council) and facilitated by the international community shall be initiated in order to begin healing past individual and collective wounds and lay down a sound foundation for the future of Madagascar. The composition, operation, management and competence of the said Committee shall be prescribed by a law to be adopted by the Transitional Parliament.

Page 5, Article III CONFIDENCE-BUILDING MEASURES AND NATIONAL RECONCILIATION
29. An office of the SADC mediation shall be established in Madagascar to support the inter-Malagasy dialogue and the transition process with technical support from the United Nations. The Mission of the Mediation Office shall come to an end on the day of the inauguration of new President of the Republic, which will mark the end of the Transition.
30. These undertakings nullify and replace all previous undertakings previously made and signed on the Transition in Madagascar.
31. There shall be no impediment or removal procedure against the President of the Transition, no motion of no-confidence against the Transitional Government and no action to dissolve the Transitional Parliament during the Transition.
32. Any dispute arising from the interpretation and implementation of this Roadmap shall be referred to the attention of the SADC Mediation for resolution.

Page 5, Article IV AGREEMENT IMPLEMENTATION AND MONITORING MECHANISMS
Following the effective establishment of a National Union Transitional Government, a Transitional Parliament and a neutral, inclusive and consensual National Independent Electoral Commission as well as the conclusion of an Agreement on the Roadmap for the Transition Period, SADC and the African Union (AU) urge th international community to undertake the following:
33. The establishment of an office of the SADC Mediation in Madagascar to support the Inter-Malagasy dialogue and the transition process. In this regard the United Nations shall be called upon to provide technical, administrative and financial support to the SADC Mediation.
34. [page 6] International recognition of the President and the Transitional Government of Madagascar, following the establishment of inclusive and consensual transitional institutions.
35. SADC and the AU call on Madagascar's bilateral and multilateral partners, in line with their respective procedures, to provide multifaceted support to the consensual and