

UNION OF THE COMOROS

Public Administration Country Profile

Division for Public Administration and Development Management (DPADM)

Department of Economic and Social Affairs (DESA)

United Nations

September 2004

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COMOROS

[Click here](#) for detailed map



Source: [The World Factbook - Comoros](#)

Since independence was gained by three islands of the Archipelago, the Comoros Islands have experienced almost twenty coups d'état or attempted coups.

In 1978 the Comoros was proclaimed a federal Islamic republic; shortly thereafter, a one-party state was formed under President Ahmed Abdullah Abdurrahman. After his assassination in 1989, Sayd Mohamed Djohar became interim president and subsequently won election in a multiparty contest. He survived an impeachment attempt in 1991 and several coup attempts.

In 1996 Mohamed Taki Abdulkarim was elected president. In 1997 rebels took control of the islands of Anjouan and Moheli, declaring their secession and desire to return to French rule. In 1999 the islands were granted greater autonomy.

Following a coup in Apr. 1999, Col. Azali Assoumani assumed the Comorian presidency. Anjouan voted (2000) for independence, but in 2001 forces favoring reuniting with the Comoros seized power there, and a Comorian referendum approved additional autonomy for the three islands. Azali resigned in 2002 prior to new elections, and Prime Minister Hamada Madi became interim president. After two disputed elections, Azali was declared president in May 2002.

Source: [European Commission \(Development\) - Cooperation Strategy and Indicative Programme \(2002-2007\)](#) & [World Bank \(Comoros\) - Cadre de Gestion Environnemental et Social \(10/30/2003\)](#)

Government type

Republic

Independence

6 July 1975 (from France)

Constitution

23 December 2001 ([click here](#)); a Transitional National Unity Government (GUNT) was formed on 20 January 2002 following the passing of the new constitution; the GUNT governed until the presidential elections on 14 April 2002

Legal system

French and Sharia (Islamic) law in a new consolidated code

Administrative divisions

3 islands; Grande Comore (Njazidja), Anjouan (Nzwani), and Moheli (Mwali); also four municipalities named Domoni, Fomboni, Moroni, and Moutsamoudou

Source: [The World Factbook - Comoros](#)

1. General Information

1.1 People	Comoros	Mauritius	Seychelles	1
Population				a
Total estimated population (,000), 2003	768	1,222	81 ⁱ	
Female estimated population (,000), 2003	382	615	41 ⁱ	
Male estimated population (,000), 2003	386	607	40 ⁱ	
Sex ratio (males per 100 females), 2003	101	99	97 ⁱ	
Average annual rate of change of pop. (%), 2000-2005	2.83	0.96	0.88	
Youth and Elderly Population				b
Total population under age 15 (%), 2003	42	25	39 ⁱⁱ	
Female population aged 60+ (%), 2003	5	10	12 ⁱⁱⁱ	
Male population aged 60+ (%), 2003	4	8	8 ⁱⁱⁱ	
Human Settlements				c
Urban population (%), 2001	34	42	65	
Rural population (%), 2001	66	58	35	
Urban average annual rate of change in pop. (%), '00-'05	4.64	1.57	2.43	
Rural average annual rate of change in pop/ (%), '00-'05	2	0.24	-0.89	
Education				d
Total school life expectancy, xxxx	..	12	..	1
Female school life expectancy, xxxx	..	12.2	..	1
Male school life expectancy, xxxx	..	11.9	..	1
Female estimated adult (15+) illiteracy rate (%), 2000	51.3	18.8	..	2
Male estimated adult (15+) illiteracy rate (%), 2000	36.8	12.2	..	2
Employment				e
Unemployment rate (15+) (%), xxxx	..	8 ^{iv}	..	1
Female adult (+15) economic activity rate (%), xxxx	..	39 ^v	..	2
Male adult (+15) economic activity rate (%), xxxx	..	80 ^v	..	2

Notes: ⁱ 2001, ⁱⁱ 1996; ⁱⁱⁱ 1996, Data for population under age 20; ^{iv} Official estimates; ^v 1995, Civilians - usually resident population

1.2 Economy	Comoros	Mauritius	Seychelles	2
GDP				a
GDP total (millions US\$), 2002	256	4,532	630	
GDP per capita (US\$), 2002	437	3,739	7,500	
PPP GDP total (millions int. US\$), 2002	961 ⁱ	12,766	..	
PPP GDP per capita(int. US\$), 2002	1,640 ⁱ	10,533	..	
Sectors				b
Value added in agriculture (% of GDP), 2004	40.9	6.0	3.3	
Value added in industry (% of GDP), 2004	11.9	30.9	35.1	
Value added in services (% of GDP), 2004	47.2	63.1	61.7	
Miscellaneous				c
GDP implicit price deflator (annual % growth), 2004	6.2	5.6	7.0	
Private consumption (% of GDP), 2004	82.9	61.7	56.2	
Government consumption (% of GDP), 2004	16.5	13.0	24.4	

Notes: ⁱ Estimate is based on regression; other PPP figures are extrapolated from the latest International Comparison Programme benchmark estimates

¹ [United Nations Statistics Division](#):

^a [Statistics Division and Population Division of the UN Secretariat](#); ^b [Statistics Division and Population Division of the UN Secretariat](#); ^c [Population Division of the UN Secretariat](#); ^{d1} [UNESCO](#); ^{d2} [UNESCO](#); ^{e1} [ILO](#); ^{e2} [ILO/OECD](#)

² [World Bank - Data and Statistics](#):

^a [Quick Reference Tables](#); ^b [Data Profile Tables](#); ^c [Country at a Glance](#)

1.3 Public Spending	Comoros	Mauritius	Seychelles	
Public expenditures				3
Education (% of GNP), 1985-1987	..	3.3	10.2	a
Education (% of GNP), 1995-1997	..	4.6	7.9	a
Health (% of GDP), 1990	2.9	..	3.6	
Health (% of GDP), 1998	..	1.8	4.8	
Military (% of GDP), 1990	..	0.3	4	b
Military (% of GDP), 2000	..	0.2	1.8	b
Total debt service (% of GDP), 1990	0.4	5.9	5.9	
Total debt service (% of GDP), 2000	1.3	12.6	2.8	

Notes:

1.4 Public Sector Employment and Wages						
<i>Data from the latest year available</i>		Comoros 1991-1995	Comoros 1996-2000	Sub-Saharan Africa average ⁴ 1996-2000	Francophone Africa average ⁴ 1996-2000	Middle income group average ⁴ 1996-2000
Employment						
Civilian Central Government ⁵	(,000)	2.0	2.2			
	(% pop.)	0.41	0.44	0.30	0.14	0.59
Sub-national Government ⁵	(,000)	0.0	0.0			
	(% pop.)	0.00	0.00	0.30	0.14	0.59
Education employees	(,000)	3.0	2.9			
	(% pop.)	0.61	0.57	0.62	0.31	1.20
Health employees	(,000)	1.0	0.7			
	(% pop.)	0.20	0.14	0.29	0.39	0.70
Police	(,000)	..	..	
	(% pop.)	..	..	0.07	0.05	0.30
Armed forces	(,000)	..	..	
	(% pop.)	..	..	0.26	0.19	0.46
SOE Employees	(,000)	..	..	
	(% pop.)	..	..	..	..	3.61
Total Public Employment	(,000)	..	..	
	(% pop.)	..	..	..	..	6.05
Wages						
Total Central gov't wage bill	(% of GDP)	..	8.3	6.1	5.3	8.5
Total Central gov't wage bill	(% of exp)	..	30.0 ¹	28.9	31.8	21.6
Average gov't wage	(LCU)	..	850,733			
Real ave. gov't wage ('97 price)	(,000 LCU)	..	..	
Average gov't wage to per capita GDP ratio		..	5.25	4.8	6.3	4.2

Source: [World Bank - Public Sector Employment and Wages](#)

Notes: ¹ Data from 2002 ([IMF Country Report No. 04/223](#))

³ [UNDP - Human Development Report 2002](#)

^a Data refer to total public expenditure on education, including current and capital expenditures.

^b As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

⁴ Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.

⁵ Excluding education, health and police – if available (view [Country Sources](#) for further explanations).

2. Legal Structure

In December 2001, Comorians voted in favor of a new constitution. Its principal feature was a radical devolution of authority from the central government to island governments led by their own elected presidents. With this vote, the country moved from a unitary state, with local administrations overseen by island governors appointed by the central government, to a federal structure. At the same time, however, the name of the country was changed from "Federal Islamic Republic of Comoros" to "Union of Comoros".

The 2001 constitution is relatively short, with some 40 articles. Its brevity comes in part from the fact that, on many issues, it calls for decisions to be made in subsequent legislation. Key decisions are delegated to "organic laws".

Source: [International Monetary Fund \(IMF\) - Comoros: Country Report No. 04/233](#)

2.1 Legislative Branch

Unicameral Assembly of the Union (33 seats; deputies serve for five years).⁶

women in parliament: ? out of ? seats: (?%).⁷

The [Constitution](#) of the Comoros provides for a unicameral Union Assembly of 33 members elected for five-year terms.

Each of the island Assemblies select five members (total of fifteen) and eighteen are elected by district in a two-round national election. Each island must have at least two of the elected seats.

The Union Assembly is to meet in two sessions per year lasting not more than six months combined. Two-thirds majorities are needed for organic laws and the annual budget law.

Source: [International Monetary Fund \(IMF\) - Comoros: Country Report No. 04/233](#)

Fact box:

elections: Last held 15 and 25 April 2004.

election results: Following run-off elections for the federal assembly, supporters of the presidents of the three semi-autonomous islands hold 12 of the 18 elected seats in parliament, against six for the federal president's party. 15 seats for regional representatives⁸

2.2 Executive Branch

cabinet: Council of Ministers appointed by the president

elections: As defined by the 2001 constitution, the presidency rotates every four years among the elected presidents from the three main islands in the Union; election last held 14 April 2002 (next to be held April 2007); prime minister appointed by the president

The President is the head of state, of government, and of the armed forces. The presidency rotates among the three islands, with a first-round election held only on the island whose turn it is. The three candidates with the highest vote tallies then compete in a nationwide election at the second round.

The President and two Vice-Presidents (one from each of the other two islands) are elected for four-year terms.

Source: [International Monetary Fund \(IMF\) - Comoros: Country Report No. 04/233](#)

⁶ Source of fact boxes if nothing else stated: [The World Factbook - Comoros](#)

⁷ [Inter-Parliamentary Union - Women in National Parliaments](#)

⁸ [IRINnews.org - Assoumani suffers setback in national assembly poll \(28 April 2004\)](#)

The islands of Moheli, Anjouan and Grande Comore each have their own elected presidents and govern most of their own affairs.

Source: IRINnews.org - [Political tensions disrupt economic reforms \(18 August 2004\)](#)

Fact box:

chief of state: President AZALI Assoumani (since 26 May 2002; the president is de facto chief of state and head of government.
head of government:..

2.3 Judiciary Branch

Supreme Court or Cour Supremes (two members appointed by the president, two members elected by the Federal Assembly, one elected by the Council of each island, and others are former presidents of the republic).

The Supreme Court is the highest judicial organ, with authority in all judicial and administrative matters, and its decisions are binding on the executive and the legislature. There is also, however, an independent Constitutional Court, composed of judges appointed to renewable six-year terms, one each by the Union president and vice-presidents, island presidents, and the president of the Union Assembly. The court may judge the constitutionality of both Union and island laws, has jurisdiction over election disputes, and may rule on disputes among government bodies, including between the Union and island governments.

Source: [International Monetary Fund \(IMF\)](#) - [Comoros: Country Report No. 04/233](#)

2.4 Local Government

Union law takes precedence over island law. The Union government has exclusive authority over questions of religion, nationality, monetary affairs, foreign relations, and national defense. The Union government may share jurisdiction with the islands in areas to be defined by legislation, with the Union's role limited to functions that it can perform more effectively than can the islands.

Island governments enjoy exclusive jurisdiction in all other matters. Each island may establish its own "basic law", or constitution. It has the right to administer its own affairs, and is granted financial autonomy within the context of the annual budget law.

Source: [International Monetary Fund \(IMF\)](#) - [Comoros: Country Report No. 04/233](#)

While the constitution is clear regarding certain key competencies of the central government, most functions, including the provision of basic services (which represent the dominant share of public expenditure and employment), remain for final resolution. Some progress has been made, in principle, among representatives of the various governments: in education, for example, primary and secondary education was designated as an island competency, whereas higher education was designated a national function (the country's first university was formally inaugurated in February 2004).

Source: [International Monetary Fund \(IMF\)](#) - [Comoros: Country Report No. 04/233](#)

3. The State and Civil Society

3.1 Ombudsperson

Source: [Institution](#) - [Title](#)

3.2 NGOs

Source: [Institution](#) - [Title](#)

3.3 Civil Society

Comoros is a Federal Islamic Republic, and officially the population is 100% Muslim. As Sunni Muslims, the Comorians follow religious observances conscientiously and strictly adhere to religious orthodoxy. During the period of colonization, the French did not attempt to supplant Islamic customs and practices and were careful to respect the precedents of Islamic law. Hundreds of mosques dot the islands.

Source: [World Bank \(Comoros\)](#) - [Cadre de Gestion Environnemental et Social \(10/30/2003\)](#)

4. Civil Service

In August 2001, there were 3,643 paid civil servants on the islands of **Ngazidja** and **Mohéli**. Of these 3,097 worked on Ngazidja (equivalent to 1.1 percent of its population) and 488 on Mohéli (equivalent to 1.5 percent of its population). The distribution of civil servants by ministry was as follows for the two islands combined:

- over 49 percent in Education,
- about 11.5 percent in Health,
- 7.5 percent in Finance, and
- the remaining one-third in other ministries.

Since its secession attempt in 1997, the number of civil servants on **Anjouan** increased by about 50 percent, from 1,864 in 1997 to a peak of 3,156 in 2002. A considerable part of this increase was due to civil servants who left the main island of Ngazidja after 1997 on their own will as they felt discriminated or threatened. As a result, the share of civil servants in the total population of Anjouan increased from 0.8 percent to 1.1 percent.

The distribution of civil servants by ministry in 2001 presented a pattern that was substantially different from that on the other two islands:

- 63 percent in Education,
- 6 percent in Health,
- 5 percent in Finance, and
- the remaining one-fourth in other ministries.

In 2003, the number of civil servants in Anjouan declined to 3046 as a result of the elimination of "ghost employees."

Source: [International Monetary Fund \(IMF\) - Comoros: Country Report No. 04/233](#)

4.1 Legal basis

Article 7 of the Constitution stipulates that no authority can adopt measures which, directly or indirectly, impede the freedom of movement and settling of people as well as free movement of goods in any part of the Union.

The article implies that despite the move toward greater autonomy of the islands, all civil servants in the Union should be subject to the same civil service law and should be compensated based on the same regulation in all parts of the Union.

Source: [International Monetary Fund \(IMF\) - Comoros: Country Report No. 04/233](#)

The General Statue regarding civil servants was adopted 10 December 1980 by the then Federal Assembly. It regulates all civil servants except magistrates and military personnel.

Source: [Chef du Service Archives au Ministère de la Fonction publique - Chronique administrative des Comores](#)

4.2 Recruitment

Source: [Chef du Service Archives au Ministère de la Fonction publique - Chronique administrative des Comores](#)

4.3 Promotion

Source: [Chef du Service Archives au Ministère de la Fonction publique - Chronique administrative des Comores](#)

4.4 Remuneration

Civil servants are divided into five hierarchical levels: A, B, C, D and E defined by their level of recruitment or the degree of qualification of employment. The particular statute of each framework fixes the salary grades corresponding to each rank and level.

Source: [Chef du Service Archives au Ministère de la Fonction publique - Chronique administrative des Comores](#)

The Civil Service Administration (*fonction publique*) is paying salaries to civil servants of the Union, Ngazidja, and Mohéli governments during the transition—mainly through computerized transfers to staff bank accounts—with the information on payments made shared with each government.

It has not been uncommon in the past for the Union government to respond to fiscal pressures by delaying salary payments. It is believed that, in these circumstances, the payments that do get made are made on a discriminatory basis, for example, civil servants on Grande Comore get paid first, and those on the other islands only later.

Source: [International Monetary Fund \(IMF\) - Comoros: Country Report No. 04/233](#)

4.5 Training

Source: [Institution](#) - [Title](#)

4.6 Gender

The share of the women among government officials decreases the higher the category:

Gender in the Civil Service I			
Proportion of women in category A, B and C (%), July 2000			
	A	B	C
Women	31	29	21
Men	59	61	69

Proportion of female, male and total category A civil servants relative to total government employment and total employment in category A, B and C aggregated:

Gender in the Civil Service II			
Proportion of category A employees relative to other categories (%), July 2000			
	Female (A)	Male (A)	Total (A)
Total government employment	30	39	36
Total empl. in category A, B and C	47	58	55

Reference: Direction Générale de la Fonction Publique

Source: [UNDP \(Comoros\) - Rapport National sur les Objectifs du Millénaire pour le Développement \(2003\)](#)

5. Ethics and Civil Service

5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

Corruption Perceptions Index							
		2003 CPI Score	Surveys Used	Standard Deviation	High-Low Range	Number Inst.	90 percent confidence range
Rank	Country						
1	Highly clean	9.7	8	0.3	9.2 - 10.0	4	9.5 - 9.9
#	Comoros	..	..	..	..	..	..
133	Highly corrupt	1.3	8	0.7	0.3 - 2.2	6	0.9 - 1.7

Source: [Transparency International](#) - [Corruption Perceptions Index 2003](#)

Surveys Used: Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

Standard Deviation: Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

High-Low Range: Provides the highest and lowest values of the sources.

Number Institutions: Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

90 percent confidence range: Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

Source: [Institution](#) - [Title](#)

5.2 Ethics

Source: [Institution](#) - [Title](#)

6. e-Government

e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indices: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

Web Measure Index:

A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

Telecommunications Infrastructure Index:

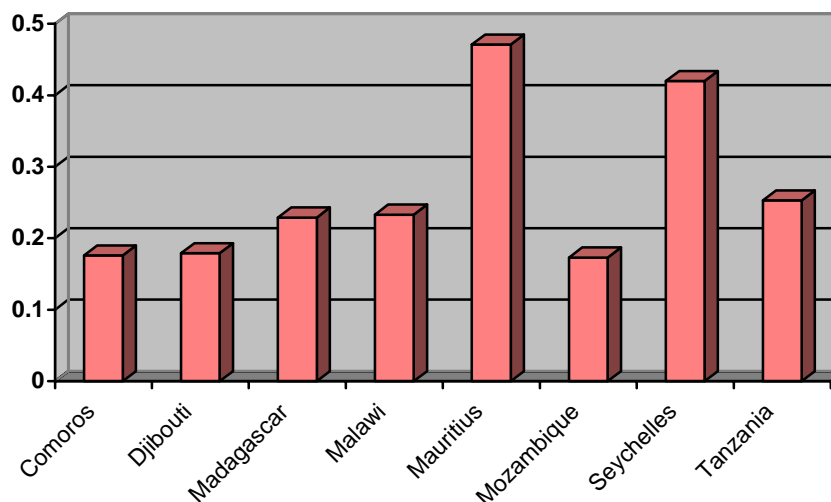
A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.

Primary indicators are: PC's, Internet users, online population and Mobile phones. Secondary indicators are TVs and telephone lines.

Human Capital Index:

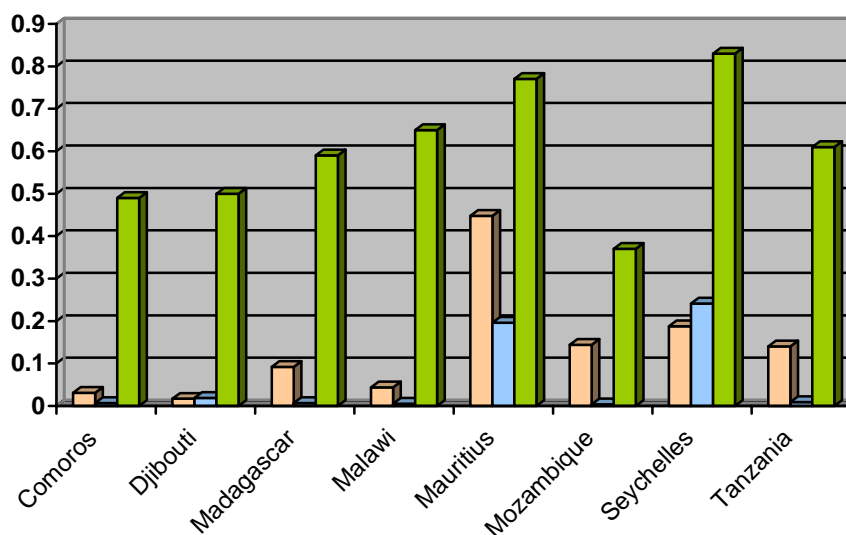
A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.

e-Government Readiness Index



Source: United Nations – World Public Sector Report 2003

Web Measure Index Telecom. Infrastructure Index Human Capital Index



Source: United Nations – World Public Sector Report 2003

e-Participation Index:

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.

e-information:

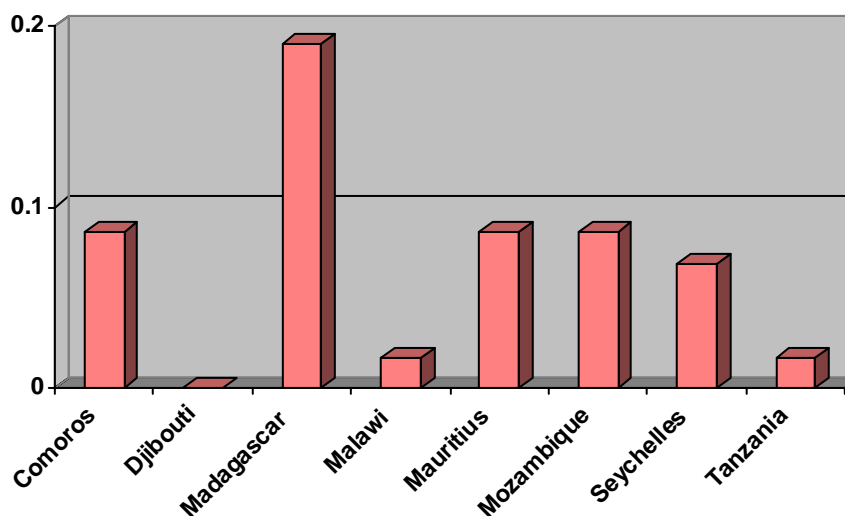
The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.

e-decision making:

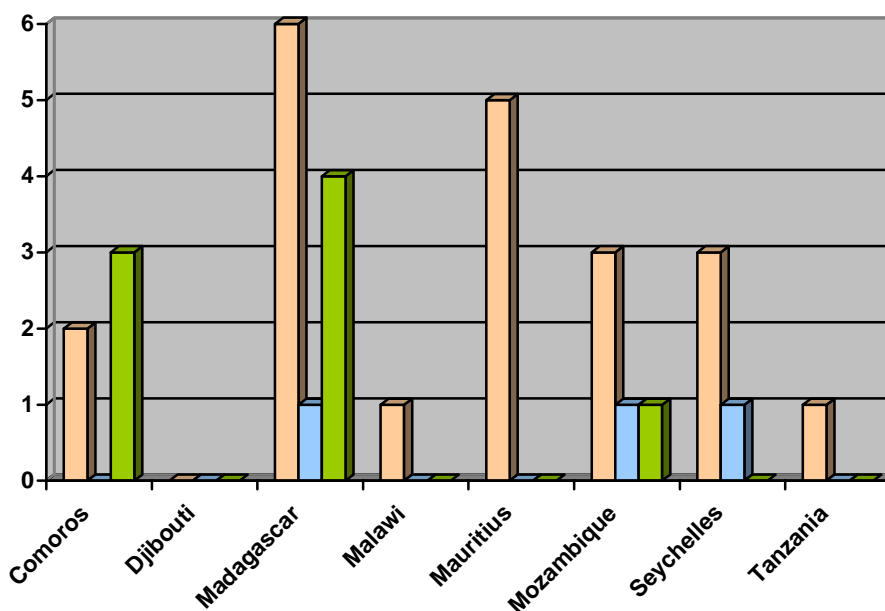
The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

e-consultation:

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.

e-Participation Index

Source: United Nations – World Public Sector Report 2003

e-information e-decision making e-consultation

Source: United Nations – World Public Sector Report 2003

7. Links

7.1 National sites	
Authority	Topic
Presidency of the Union of the Comoros	http://www.presidence-uniondescomores.com

7.2 Miscellaneous sites	
Institution	Topic
African Development Bank (ADB)	http://www.afdb.org/
African Institute for Economic Development and Planning (IDEP)	http://www.unidep.org/
African Training and Research Centre in Administration for Development (CAFRAD)	http://www.cafrad.org/
African Union (AU)	http://www.africa-union.org/
Arab Social Science Research	http://www.assr.org/countries/index.asp?CID=3
European Union (EU)	http://europa.eu.int/comm/development/..
International Labour Organization (ILO)	http://www.ilo.org/dyn/natlex/natlex_browse.home
International Monetary Fund (IMF) - Country Report	http://www.imf.org/external/pubs/ft/scr/2004/cr04233.pdf
New Partnership for Africa's Development (NEPAD)	http://www.nepad.org/
United Nations Development Programme (UNDP)	http://www.km.undp.org/
United Nations Economic Commission for Africa (ECA)	http://www.uneca.org/
UNPAN	http://www.unpan.org/virtual_library-byregion.asp
World Bank (WB)	http://www.worldbank.org/km