

LE SECRÉTAIRE GÉNÉRAL

Le 14 février 2012

Monsieur le Président,

Je tiens à vous remercier pour votre lettre datée du 10 novembre 2011, dans laquelle vous exprimez l'intérêt de l'Union des Comores à être inscrite à l'ordre du jour de la Commission de consolidation de la Paix de l'Organisation des Nations Unies (CCP).

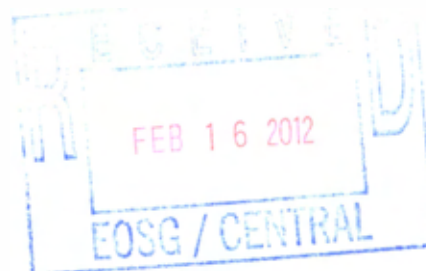
La CCP a été conçue comme organe consultatif intergouvernemental pour répondre aux besoins particuliers des pays sortant d'un conflit. Pour les six pays actuellement à son ordre du jour, l'engagement de la CCP a débuté à un moment crucial de transition entre la phase de conflit et la paix durable. A cet effet, un processus politique national, avec un calendrier et des objectifs spécifiques, est essentiel pour atteindre l'impact désiré d'un engagement avec la CCP.

Dans cette optique, il serait souhaitable que votre gouvernement puisse clarifier s'il envisage d'entamer un tel processus ayant pour but de faire face aux défis identifiés dans votre courrier. Cette clarification permettra à la CCP d'évaluer, le cas échéant, comment elle pourrait jouer le rôle pour lequel elle a été créée.

Je vous prie d'agréer, Monsieur le Président, les assurances de ma très haute considération.


BAN Ki-moon

Son Excellence
Monsieur Ikililou Dhoinine
Président de l'Union des Comores
Moroni



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POL/03/004

UNITED NATIONS



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EXECUTIVE OFFICE OF THE SECRETARY-GENERAL
CABINET DU SECRETAIRE GENERAL

REFERENCE:

Le 14 février 2012

Monsieur l'Ambassadeur,

Le Secrétaire général vous serait reconnaissant de bien vouloir faire transmettre la lettre ci-jointe à Son Excellence Monsieur Ikililou Dhoinine, Président de l'Union des Comores.

Une copie de cette lettre est jointe pour votre information.

Je vous prie d'agréer, Monsieur l'Ambassadeur, les assurances de ma très haute considération.

Conseiller spécial du Secrétaire général
et Directeur de cabinet adjoint


KIM Won-soo

Son Excellence
Monsieur Mohamed Tohiri
Représentant permanent
de l'Union des Comores auprès
de l'Organisation des Nations Unies
New York



To: Mr. KIM,

Please find attached a draft letter to the President of Comoros from the Secretary-General prepared by PBSO.

The letter is written in response to the President's request to put Comoros on the agenda of the Peacebuilding Commission. The response from PBSO specifies the purpose of the Commission and also asks for further information on the political process envisaged by Comoros to tackle the challenges set forth in the letter to the SG which would be useful for PBSO's assessment.

For your approval please.

A handwritten signature in black ink, appearing to read 'Nicholas Haysom'.

Nicholas Haysom
14 February 2012

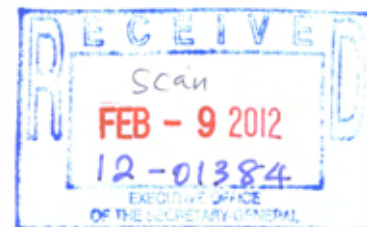
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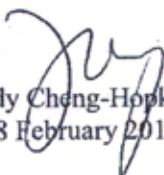
Note to Mr. Nambiar



1. On 2 November 2011, the Secretary-General received a letter from the President of the Union of the Comoros, requesting to be put on the agenda of the Peacebuilding Commission (attached). In response to this request, PBSO consulted the Permanent Representation of the Union of the Comoros to the UN and organised a meeting on peacebuilding challenges in the Comoros, facilitated by the Social Science Research Council. This meeting included briefings from external country experts and was attended by representatives from DPA, UNDP and OCHA. Please find attached the summary note of the meeting.

Ref 11-11156

2. Please also find attached, for your consideration, draft correspondence by the Secretary-General to His Excellency Dr. Ikililou Dhoinine, President of the Union of the Comoros. The letter explains how PBC engagement has been tied to specific transition phases in the countries currently on the agenda of the PBC and underscores the need for a nationally-owned political process. It therefore requests the government of the Union of the Comoros to further explain the political process envisaged to tackle the challenges it set forth in its letter to the Secretary-General. This will help the PBC in assessing whether it can be of added value in helping the Government address these challenges.

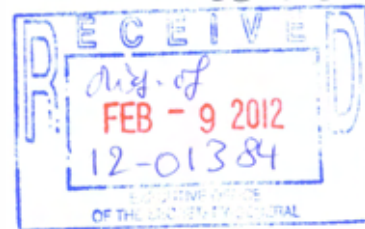

Judy Cheng-Hopkins
8 February 2012

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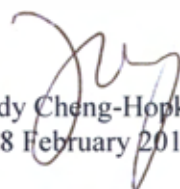
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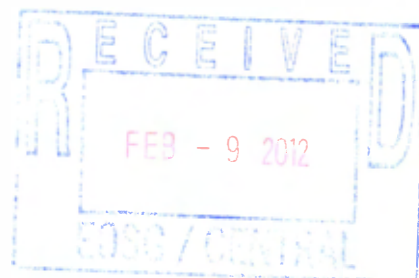
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Encl.

PoL/03/004





SSRC

Conflict Prevention and Peace Forum

CPPF meeting on peacebuilding challenges in the Comoros New York, 16 January 2012

Summary Note¹

Introduction

On 16 January 2012 the Conflict Prevention and Peace Forum (CPPF) convened an informal meeting in New York to discuss peacebuilding challenges in the Union of the Comoros. The meeting brought independent experts on the region together with a small number of United Nations (UN) staff members from the Peacebuilding Support Office, Department of Political Affairs, United Nations Development Program, and Office for the Coordination of Humanitarian Affairs. Participants met in their personal capacities to discuss the political and historical context of instability in the Comoros, the nature of the Union's contemporary challenges, and the potential benefits and risks of international engagement.

Historical and political context

The Union of the Comoros is made up of three major islands: Grande Comore (which holds the capital), Anjouan, and Moheli. While Mayotte is now formally an Overseas Department (DOM) of France, the island is historically closely linked with the other three, and the Comoros does not recognize its separation.

During the pre-colonial period, the Comoros provided an island bridge between mainland Africa and Madagascar. The Comorian language is related to Swahili, and each island in the archipelago has its own dialect, although participants noted that they are mutually intelligible. A portion of the population of Mayotte speaks Malagasy, as the group traces its ancestry back to groups displaced from Madagascar by conflict in the 19th Century.

Social structure in the Comoros varies from island to island. Participants noted that the western islands of Grande Comore and Moheli are matrilineal; women typically head the household and own property, particularly land. At the same time, the population of all four islands is Islamic, and residents practice polygamy. In the western islands, husbands with multiple wives must therefore visit their spouses in various households, since men typically move into their wife's house rather than vice-versa. Participants also noted that marriage is often used strategically, even for short term gain—a man who takes a new job may marry a woman who lives nearby to reduce his commute, and then divorce the woman when the job ends.

Due to their strategic position in the Mozambique Channel, the Comoros provided key colonies for a number of European powers during the colonial period. While Anjouan served as a key stopping-point for traders traveling to the East Indies,

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the French colonization of Mayotte in 1840 provided a bulwark against continuing British encroachment into the Indian Ocean. Participants explained that French colonization of the Comoros spurred political competition between the islands, which was encouraged by the French administrators.

The Comoros have been independent since 1974, when Grande Comore, Anjouan, and Moheli voted by referendum to separate from France. However, the population of Mayotte voted to remain a French territory. Participants suggested that the population of Mayotte was frustrated with the movement of the capital to Grande Comore, taking away the associated economic activity and civil service jobs. The island also had a longer history and closer affinity with the colonial power than the other Comorian islands.

Since independence, the islands have been characterized by repeated coups, both due to internal agitation and external interference, famously involving French mercenary Bob Denard. More recently, in 1997, Anjouan and Moheli attempted to secede from Grande Comore, requesting reintegration with France. France rejected the request, however, and after further internal coups, Anjouan negotiated with the Comoros, resulting in a new constitution in 2002 which granted Anjouan and Moheli greater autonomy and instituted a rotating presidency between the three islands. This ultimately led to another conflict in 2007, when Mohamed Bacar established himself as president of Anjouan in an election rejected by the Comoros and the African Union (AU). Comoros requested AU intervention, and Tanzanian troops invaded Anjouan in 2008, deposing Bacar. The next year, Mayotte fully integrated into France as an Overseas Department, a step still unrecognized by the Comoros.

The economic situation in the islands in recent decades has not been encouraging. Participants explained that economic activity in the Comoros since independence consisted in roughly equal parts of remittances from the diaspora community, foreign aid, and trade in spices and oils such as vanilla. However, the collapse of the market for these spices and oils has left the country entirely dependent upon remittances and foreign aid. There is no tourism industry to speak of, and very little trade.

Participants explained that many Comorians from Anjouan or Moheli are resentful towards the capital of Grande Comore, which seems wealthier due to the presence of civil service jobs and better salaries. In addition, the great majority of the Comorian diaspora (perhaps as high as 95%) comes from Grande Comore, and the island thus benefits more from remittances. However, participants also noted that many civil servants on Grande Comore are Anjouanais, and send remittances back to the island, so the impression of wealth disparity may be a false one.

Over the past several decades, overpopulation in Anjouan has become a significant problem, and has resulted in growing illegal immigration to Mayotte, where Anjouanais can more easily find work and even occasionally get into the social security system. Participants noted that over 30,000 Comorians are deported from Mayotte each year, the highest of any EU border. However, even in Mayotte economic conditions are not ideal. Participants noted a growing disparity between the urban center, where many metropolitan French citizens have relocated, and rural areas,

which have not seen the same level of economic growth. The overall cost of living in the island has also increased since its integration.

Historically, the islands have been loosely connected both by general migration between the islands, and by elite intermarriage. However, participants emphasized that the islands had never been unified politically before the colonial period outside of elite intermarriage, and political unification has been very difficult since independence. As such, there is no “golden age” for Comorians to look to when facing secessionist sentiment. Participants explained that Comorian identity typically rests first at the village level, then at the region of the island, then the island itself, and only then the country. Even expatriate associations in France are similarly organized by village, fragmenting the diaspora into hundreds of groups. In fact, participants suggested that one of the only factors to consistently unify the island politically is the conflict with France over the status of Mayotte.

Peacebuilding and statebuilding challenges

Despite its history of instability and repeated coups, participants emphasized that the Comoros is not a dangerous place in terms of criminality or insecurity. The islands saw moments of repression in the 1980s, and there have been sporadic incidents of violence, such as the secessionist attempt in 1997, but the Comoros has not been characterized by generalized armed conflict. Furthermore, participants noted that this secession attempt was characterized less by a political will for autonomy, and more by economic grievances and resentments against the central government and Grande Comore regarding resource distribution. More recent conflicts, such as the invasion of Anjouan in 2008, took place as an outgrowth of political squabbling over the presidency and other key posts. Several participants explained that recent secession attempts are in fact more of an attempt to gain leverage than to genuinely declare independence from the Comoros.

Nevertheless, the lack of political unity and social cohesion between the islands has been a major source of instability. Participants noted that the rotating presidency, which was supposed to create a bond between the three islands, has ultimately had a fragmenting effect. While the system functions fine in the absence of conflict, it serves to deepen political and economic disagreements, as evidenced by the recent history of instability and secession attempts. Some participants also noted that the system has a questionable effect on the democratic process, by providing each island with its own “turn” to govern the country.

Several participants wondered whether any Comorian elites or national figures had expressed a larger vision of a Comorian identity, or a more closely-knit political system. While participants noted that a number of Comorian elites are aware that the lack of political cohesion in the Comoros is a serious challenge to the stability and governance of the state, there is no organization or notable individual who is actively articulating a vision of a unified Comoros.

Beyond the lack of political cohesion, participants also noted that Comorian state institutions are very weak. For many Comorians, the state does not materially affect their lives, either positively or negatively. One participant noted that public schools are often totally unstaffed, without educational materials, furniture, or even

students, while private schools are well-funded through remittances. Provision of services from the state is analogous to an unexpected gift—while service provision may be very welcome, Comorians do not plan to rely on state support. Beyond service provision, participants also noted that the state has little capacity for regulation, particularly regarding political party activity.

The economic problems outlined above are also a challenge for stability in the Comoros, resulting in widespread poverty and driving tensions between the various islands. Youth unemployment in particular has been highlighted by many Comorians as one of the most dangerous threats to peace in the longer term.

Possibilities for international engagement

To date, UN agencies have provided limited support to the Comorian state following recent instability, in the form of electoral assistance for the 2009 and 2010 elections, resource mobilization, and assistance in meeting the Millenium Development Goals. The UN has also worked closely with the AU through the office of the UN Resident Coordinator during recent political tensions. The recent request from the president of the Comoros to the UN Secretary-General for Comoros to be placed on the Peacebuilding Commission agenda outlines a potential role for the UN in addressing security challenges, including against the possibility of further coups.

However, some participants wondered whether these security challenges could be more accurately framed as long-term development issues, particularly such issues raised in the requesting letter as social and economic inequality. As such, several participants suggested the need for a thorough analysis of the recent conflicts in the Comoros, to better identify the nature of conflict, root causes of instability, and the risk of a violent coup. This risk analysis could be carried out by DPA or the UN Country Team under the authority of the Resident Coordinator, and would be helpful in shaping the structure of international assistance going forward, either as peacebuilding or as development assistance. Whatever the form of future international engagement, participants emphasized that Comoros must understand that it has the primary responsibility to move the aid process forward, and own any peacebuilding initiatives that the international community might help develop.

Noting the Comoros' numerous international partners, including the African Union, European Union, Arab League, Organization internationale de la Francophonie, and the Organization of the Islamic Conference, participants suggested that the UN could assist by creating a Group of Friends for the Comoros, improving mobilization and particularly coordination of international resources. The African Union, for example, has been exploring disarmament, demobilization, and reintegration efforts in Anjouan in the wake of recent instability, which would need to be harmonized with existing projects administered by UN agencies. Participants also identified France as a key partner, particularly on issues regarding immigration and deportation from Mayotte. Arab states in the Gulf are also interested in supporting development in the Comoros, and could play a key role as a non-traditional donor.

Beyond international structures, however, participants emphasized the need for international efforts to promote social cohesion within the islands. Both the UN Development Program (through the office of the Bureau of Crisis Prevention) and the

UN Framework Team have undertaken projects and missions to the Comoros with the intention of promoting inter-island cohesion. At the same time, other participants wondered whether promoting a strong central government along western lines would be appropriate, given the lack of historical political unification, or necessary, given the lack of widespread violent conflict. However, participants agreed that the country would suffer significant economic costs should the Comoros break up entirely, making a certain level of political and social cohesion necessary in order to permit continuing development and improve the economic situation.

Several participants also noted the possibility of working with the Comoros to reform the existing constitution, perhaps by establishing a more federal state, in order to address resource distribution issues. However, participants noted that any such process involving international actors would have to be carefully calibrated so that the Comoros maintains ownership over the resulting constitution.

UNION DES COMORES

Unité-Solidarité-Développement

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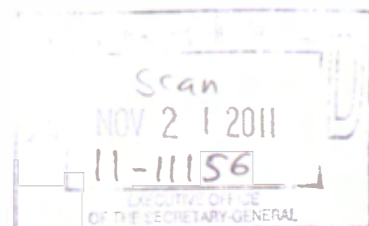
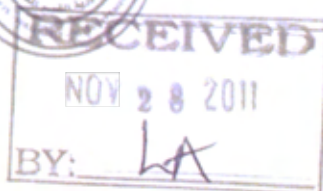
Le Président

Moroni, le

N° - MI-210 /PR

ACTION MS. Cheno

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Objet : Demande d'accompagnement de l'Union des Comores par la Commission de Consolidation de la Paix (CCP).

Monsieur le Secrétaire Général,

J'ai l'honneur de vous soumettre pour considération une requête pour l'accompagnement de l'Union des Comores par la Commission de Consolidation de la Paix (CCP), afin de soutenir les efforts déployés par le peuple comorien en vue de parvenir à une paix durable et de consolider la phase actuelle de reconstruction de l'unité nationale.

Comme vous le savez, l'Union des Comores sort d'une longue période d'instabilité et de turbulence séparatiste. L'appui des Nations Unies, aux côtés de l'Union Africaine et autres partenaires, est déterminant en ramenant le pays sur un chemin de sortie de crise : ceci notamment à travers le programme de fonds de consolidation de la paix (FCP).

En effet, le FCP a contribué à poser les jalons d'une paix durable et de la cohésion nationale, en axant les moyens mis à disposition sur quatre domaines d'actions prioritaires que sont : **i) La sécurité et la stabilité ; ii) La gouvernance et la cohésion sociale ; iii) La revitalisation de l'économie, avec un accent sur les jeunes à risques et les femmes ; iv) Le développement des capacités nationales** de gestion en matière de consolidation de la paix.

Son Excellence

Monsieur Ban KI-MOON,

Secrétaire Général de l'Organisation des Nations Unies

NEW YORK



POL/03/004

Ceci étant, la **stabilité** actuelle **reste** fragile et nécessite **des mesures** visant à inscrire **les** acquis du programme FCP dans la durée et à enrayer toute velléité de reprise de la spirale sécessionniste.

Un appui de la **CCP** aiderait donc le pays à : **i)** **renverser** durablement les **tendances** persistantes aux replis micro **identitaires** (communautarisme, **régionalisme**, et particularismes insulaires) au détriment de l'unité et de la cohésion nationale retrouvées ; **ii)** consolider la vision partagée de la consolidation de la paix et **la** cohésion sociale, visant notamment à renforcer l'appartenance **à** une identité collective ; **iii)** assurer le prolongement nécessaire des actions de stabilisation et de renforcement de la gouvernance sécuritaire et de **contrôle** de la prolifération et circulation illicite des armes ; **iv)** concilier les forces de sécurité et la population civile afin de mettre un terme au climat de méfiance prévalant, en renforçant les capacités des forces de **sécurité** en matière de **respect** des droits humains et de l'état de droit ; **v)** construire les bases objectives et poser les jalons d'une société comorienne moderne, équitable et solidaire, et ce notamment **à travers** des programmes intégrés au bénéfice des jeunes et des femmes ; **vi)** faciliter la transition de la phase post-conflit vers la phase de croissance inclusive et de développement durable.

Je reste convaincu que l'accompagnement de **l'Union** des Comores par la Commission de Consolidation de la Paix (CCP) constitue une étape cruciale dans la quête de mon pays pour une paix durable.

Comptant sur votre détermination constante à œuvrer pour la paix et le développement des nations, je vous prie d'agréer, Monsieur le Secrétaire Général, l'assurance **de** ma très haute considération.



1 February 2012

Mr. President,

Thank you for your letter dated 10 November 2011 in which you requested that the Union of Comoros be placed on the agenda of the United Nations Peacebuilding Commission (PBC).

The Peacebuilding Commission was established as an intergovernmental advisory body to address the special needs of countries emerging from conflict. The timing of PBC engagement with the six countries that are currently placed on its agenda has been linked to crucial phases in the process of transition from conflict to sustainable peace. To this end, a nationally owned political process, with clear objectives and timelines, is essential for the Commission's engagement to yield the desired impact.

Therefore, it will be highly desirable if your Government could clarify whether it envisages a political process aimed at addressing the challenges presented in your letter. Such a clarification will help the PBC assess how and whether it can play the role for which it was established.

Please accept, Mr. President, the assurances of my highest consideration.

BAN Ki-moon

His Excellency
Dr. Ikililou Dhoinine
President of the Union of Comoros
Moroni

UNION DES COMORES

Unité-Solidarité-Développement

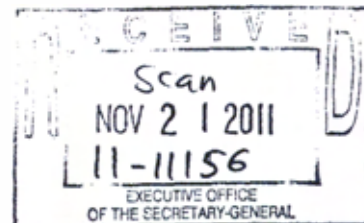


Le Président

Moroni, le 10.11.11

N° - 11-240 /PR

ACTION Ms. Cheng Hopkins
COPY V/N
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NEW YORK



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SSRC

Conflict Prevention and Peace Forum

CPPF meeting on peacebuilding challenges in the Comoros New York, 16 January 2012

Summary Note¹

Introduction

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the French colonization of Mayotte in 1840 provided a bulwark against continuing British encroachment into the Indian Ocean. Participants explained that French colonization of the Comoros spurred political competition between the islands, which was encouraged by the French administrators.

The Comoros have been independent since 1974, when Grande Comore, Anjouan, and Moheli voted by referendum to separate from France. However, the population of Mayotte voted to remain a French territory. Participants suggested that the population of Mayotte was frustrated with the movement of the capital to Grande Comore, taking away the associated economic activity and civil service jobs. The island also had a longer history and closer affinity with the colonial power than the other Comorian islands.

Since independence, the islands have been characterized by repeated coups, both due to internal agitation and external interference, famously involving French mercenary Bob Denard. More recently, in 1997, Anjouan and Moheli attempted to secede from Grande Comore, requesting reintegration with France. France rejected the request, however, and after further internal coups, Anjouan negotiated with the Comoros, resulting in a new constitution in 2002 which granted Anjouan and Moheli greater autonomy and instituted a rotating presidency between the three islands. This ultimately led to another conflict in 2007, when Mohamed Bacar established himself as president of Anjouan in an election rejected by the Comoros and the African Union (AU). Comoros requested AU intervention, and Tanzanian troops invaded Anjouan in 2008, deposing Bacar. The next year, Mayotte fully integrated into France as an Overseas Department, a step still unrecognized by the Comoros.

The economic situation in the islands in recent decades has not been encouraging. Participants explained that economic activity in the Comoros since independence consisted in roughly equal parts of remittances from the diaspora community, foreign aid, and trade in spices and oils such as vanilla. However, the collapse of the market for these spices and oils has left the country entirely dependent upon remittances and foreign aid. There is no tourism industry to speak of, and very little trade.

Participants explained that many Comorians from Anjouan or Moheli are resentful towards the capital of Grande Comore, which seems wealthier due to the presence of civil service jobs and better salaries. In addition, the great majority of the Comorian diaspora (perhaps as high as 95%) comes from Grande Comore, and the island thus benefits more from remittances. However, participants also noted that many civil servants on Grande Comore are Anjouanais, and send remittances back to the island, so the impression of wealth disparity may be a false one.

Over the past several decades, overpopulation in Anjouan has become a significant problem, and has resulted in growing illegal immigration to Mayotte, where Anjouanais can more easily find work and even occasionally get into the social security system. Participants noted that over 30,000 Comorians are deported from Mayotte each year, the highest of any EU border. However, even in Mayotte economic conditions are not ideal. Participants noted a growing disparity between the urban center, where many metropolitan French citizens have relocated, and rural areas,

which have not seen the same level of economic growth. The overall cost of living in the island has also increased since its integration.

Historically, the islands have been loosely connected both by general migration between the islands, and by elite intermarriage. However, participants emphasized that the islands had never been unified politically before the colonial period outside of elite intermarriage, and political unification has been very difficult since independence. As such, there is no “golden age” for Comorians to look to when facing secessionist sentiment. Participants explained that Comorian identity typically rests first at the village level, then at the region of the island, then the island itself, and only then the country. Even expatriate associations in France are similarly organized by village, fragmenting the diaspora into hundreds of groups. In fact, participants suggested that one of the only factors to consistently unify the island politically is the conflict with France over the status of Mayotte.

Peacebuilding and statebuilding challenges

Despite its history of instability and repeated coups, participants emphasized that the Comoros is not a dangerous place in terms of criminality or insecurity. The islands saw moments of repression in the 1980s, and there have been sporadic incidents of violence, such as the secessionist attempt in 1997, but the Comoros has not been characterized by generalized armed conflict. Furthermore, participants noted that this secession attempt was characterized less by a political will for autonomy, and more by economic grievances and resentments against the central government and Grande Comore regarding resource distribution. More recent conflicts, such as the invasion of Anjouan in 2008, took place as an outgrowth of political squabbling over the presidency and other key posts. Several participants explained that recent secession attempts are in fact more of an attempt to gain leverage than to genuinely declare independence from the Comoros.

Nevertheless, the lack of political unity and social cohesion between the islands has been a major source of instability. Participants noted that the rotating presidency, which was supposed to create a bond between the three islands, has ultimately had a fragmenting effect. While the system functions fine in the absence of conflict, it serves to deepen political and economic disagreements, as evidenced by the recent history of instability and secession attempts. Some participants also noted that the system has a questionable effect on the democratic process, by providing each island with its own “turn” to govern the country.

Several participants wondered whether any Comorian elites or national figures had expressed a larger vision of a Comorian identity, or a more closely-knit political system. While participants noted that a number of Comorian elites are aware that the lack of political cohesion in the Comoros is a serious challenge to the stability and governance of the state, there is no organization or notable individual who is actively articulating a vision of a unified Comoros.

Beyond the lack of political cohesion, participants also noted that Comorian state institutions are very weak. For many Comorians, the state does not materially affect their lives, either positively or negatively. One participant noted that public schools are often totally unstaffed, without educational materials, furniture, or even

students, while private schools are well-funded through remittances. Provision of services from the state is analogous to an unexpected gift—while service provision may be very welcome, Comorians do not plan to rely on state support. Beyond service provision, participants also noted that the state has little capacity for regulation, particularly regarding political party activity.

The economic problems outlined above are also a challenge for stability in the Comoros, resulting in widespread poverty and driving tensions between the various islands. Youth unemployment in particular has been highlighted by many Comorians as one of the most dangerous threats to peace in the longer term.

Possibilities for international engagement

To date, UN agencies have provided limited support to the Comorian state following recent instability, in the form of electoral assistance for the 2009 and 2010 elections, resource mobilization, and assistance in meeting the Millenium Development Goals. The UN has also worked closely with the AU through the office of the UN Resident Coordinator during recent political tensions. The recent request from the president of the Comoros to the UN Secretary-General for Comoros to be placed on the Peacebuilding Commission agenda outlines a potential role for the UN in addressing security challenges, including against the possibility of further coups.

However, some participants wondered whether these security challenges could be more accurately framed as long-term development issues, particularly such issues raised in the requesting letter as social and economic inequality. As such, several participants suggested the need for a thorough analysis of the recent conflicts in the Comoros, to better identify the nature of conflict, root causes of instability, and the risk of a violent coup. This risk analysis could be carried out by DPA or the UN Country Team under the authority of the Resident Coordinator, and would be helpful in shaping the structure of international assistance going forward, either as peacebuilding or as development assistance. Whatever the form of future international engagement, participants emphasized that Comoros must understand that it has the primary responsibility to move the aid process forward, and own any peacebuilding initiatives that the international community might help develop.

Noting the Comoros' numerous international partners, including the African Union, European Union, Arab League, Organization internationale de la Francophonie, and the Organization of the Islamic Conference, participants suggested that the UN could assist by creating a Group of Friends for the Comoros, improving mobilization and particularly coordination of international resources. The African Union, for example, has been exploring disarmament, demobilization, and reintegration efforts in Anjouan in the wake of recent instability, which would need to be harmonized with existing projects administered by UN agencies. Participants also identified France as a key partner, particularly on issues regarding immigration and deportation from Mayotte. Arab states in the Gulf are also interested in supporting development in the Comoros, and could play a key role as a non-traditional donor.

Beyond international structures, however, participants emphasized the need for international efforts to promote social cohesion within the islands. Both the UN Development Program (through the office of the Bureau of Crisis Prevention) and the

UN Framework Team have undertaken projects and missions to the Comoros with the intention of promoting inter-island cohesion. At the same time, other participants wondered whether promoting a strong central government along western lines would be appropriate, given the lack of historical political unification, or necessary, given the lack of widespread violent conflict. However, participants agreed that the country would suffer significant economic costs should the Comoros break up entirely, making a certain level of political and social cohesion necessary in order to permit continuing development and improve the economic situation.

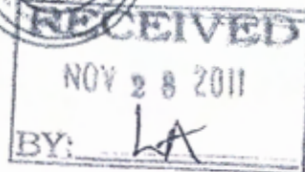
Several participants also noted the possibility of working with the Comoros to reform the existing constitution, perhaps by establishing a more federal state, in order to address resource distribution issues. However, participants noted that any such process involving international actors would have to be carefully calibrated so that the Comoros maintains ownership over the resulting constitution.

UNION DES COMORES

Unité-Solidarité-Développement

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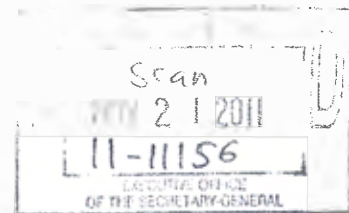
Le Président



Moroni, le 26 11 11
N° - 11-11156 /PR

ACTION Ms. Cheng Hopkins

COPY VN
NH



Objet : Demande d'accompagnement de l'Union des Comores par la Commission de Consolidation de la Paix (CCP).

Monsieur le Secrétaire Général,

J'ai l'honneur de vous soumettre pour considération une requête pour l'accompagnement de l'Union des Comores par la Commission de Consolidation de la Paix (CCP), afin de soutenir les efforts déployés par le peuple comorien en vue de parvenir à une paix durable et de consolider la phase actuelle de reconstruction de l'unité nationale.

Comme vous le savez, l'Union des Comores sort d'une longue période d'instabilité et de turbulence séparatiste. L'appui des Nations Unies, aux côtés de l'Union Africaine et autres partenaires, a été déterminant en ramenant le pays sur un chemin de sortie de crise ; ceci notamment à travers le programme de fonds de consolidation de la paix (FCP).

En effet, le FCP a contribué à poser les jalons d'une paix durable et de la cohésion nationale, en axant les moyens mis à disposition sur quatre domaines d'actions prioritaires que sont : **i)** La sécurité et la stabilité ; **ii)** La gouvernance et la cohésion sociale ; **iii)** La revitalisation de l'économie, avec un accent sur les jeunes à risques et les femmes ; **iv)** Le développement des capacités nationales de gestion en matière de consolidation de la paix.

Son Excellence
Monsieur Ban KI-MOON,
Secrétaire Général de l'Organisation des Nations Unies

NEW YORK



POL/03/004

Ceci étant, la stabilité actuelle reste fragile et nécessite des mesures visant à inscrire les acquis du programme FCP dans la durée et à enrayer toute velléité de reprise de la spirale sécessionniste.

Un appui de la CCP aiderait donc le pays à : **i)** renverser durablement les tendances persistantes aux replis micro identitaires (communautarisme, régionalisme, et particularismes insulaires) au détriment de l'unité et de la cohésion nationale retrouvées ; **ii)** consolider la vision partagée de la consolidation de la paix et la cohésion sociale, visant notamment à renforcer l'appartenance à une identité collective ; **iii)** assurer le prolongement nécessaire des actions de stabilisation et de renforcement de la gouvernance sécuritaire et de contrôle de la prolifération et circulation illicite des armes ; **iv)** concilier les forces de sécurité et la population civile afin de mettre un terme au climat de méfiance prévalant, en renforçant les capacités des forces de sécurité en matière de respect des droits humains et de l'état de droit ; **v)** construire les bases objectives et poser les jalons d'une **société** comorienne moderne, équitable et solidaire, et ce notamment à travers des programmes intégrés au bénéfice des jeunes et des femmes ; **vi)** faciliter la transition de la phase post-conflit vers la phase de croissance inclusive et de développement durable.

Je reste convaincu que l'accompagnement de l'Union des Comores par la Commission de Consolidation de la Paix (CCP) constitue une étape cruciale dans la quête de mon pays pour une paix durable.

Comptant sur votre détermination constante à œuvrer pour la paix et le développement des nations, je vous prie d'agréer, Monsieur le Secrétaire Général, l'assurance de ma très haute considération.

