



Union des Comores

Unité – Solidarité - Développement



Priority Plan for peace building in the Comoros



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Priority Plan for Peace Building in the Union of Comoros

I Context and justification

1. With an area of 2237 square kilometres, the Union of Comoros is composed of four islands Mwali (Moheli), Ndzuani (Anjouan), Ngazidja (Grande Comore) and Maore (Mayotte). This last island having remained under French administration, the information contained in this document concerns only the first three. The Comoros are among the least developed countries, with a per capita income dropping below \$500. About 45% of the Comorian population now lives below the poverty level. The high dependence on imported equipments and basic needs explains high costs of living and the growing poverty.
2. With an estimated total population of 620,000 inhabitants in 2007, the country has been recording for many years a weak economic growth of 2% which does not allow compensating the population growth estimated at 2.1%. The structure of the population is characteristic of a youthful population: 57% is below age 20. The net activity rate is 28%, corresponding to a 72% net inactivity rate. The main causes of poverty have their origins in the: recurrent political crisis, institutional instability and conflicts that the country has experienced during the last decade.
3. Since acceding to independence on 6 July 1975, the Comoros has not known any veritable period of stability capable of generating the conditions necessary for socio-economic development and the instauration of a viable politico-institutional framework that corresponds to the aspirations of the population. On the contrary, political and institutional instability seem to characterize the Comorian State. Six constitutions were adopted and promulgated since the unilateral declaration of independence, among which three constitutional revisions. The country has known four coups d'état, with the first two resulting in the assassination of the Head of the State. Every coup d'état was translated in the perception of the citizens as a deficit of legitimacy of the new political institutions.
4. Successive political crises attained their paroxysm with the secession of the island of Ndzuani in 1997, which in turn engendered a profound questioning of the State. With the assistance of the international community, a reconciliation process was initiated by the signing of the Fomboni Agreements in February 2001 which permitted the adoption, by referendum, of a fundamental law that instituted a new Comorian federalism called "Union of Comoros" in which every island enjoys extensive autonomy and possesses its own parliament and constitution. However, the adoption of this constitution did not bring durable solutions to the tensions between the islands.
5. Tensions in Anjouan, the poorest of the three islands, mounted since June 2007, following elections for presidents in each of the three autonomous islands. President Bacar of Anjouan refused to step down ahead of the elections (unlike the two other island presidents) and proceeded to organise elections, which were declared illegal by the Union authorities as well as the African Union (AU). AU-led negotiations failed to resolve the conflict. When targeted sanctions, imposed on Mr. Bacar and his associates, yielded no result, the AU Peace and Security Council in a 20 February 2008 decision backed the Union government's proposal to use force "to restore

constitutional order". On March 25, forces of the Union of Comoros, backed by Sudanese and Tanzanian troops, landed in Anjouan and overthrew the Bacar regime. In June 2008 fresh presidential elections were conducted in Anjouan. The elections, declared free and fair by local and international observers, brought the Bacar era to an end.

6. However the post-conflict dispensation remains fraught. The Union of Comoros needs to live down decades of political instability and ten years of a quasi-separatist crisis. Considerable efforts undertaken since March 2008 (including the peaceful elections in June) have set the basis for reunification of the country, political reconciliation and rebuilding of national institutions. However the magnitude of the crisis and the depth of mistrust means gains remain fragile as parties to conflict do not respect agreements reached. This calls for further efforts and continuing support of the international community, without which the country cannot be stabilized, let alone move ahead.

II. The main challenges for peace building.

7. It ought to be noted that, despite the apparent stability and calm currently prevailing, there continue to exist several significant problems. These are: societal schisms, food insecurity, increasing school dropout rates, lack of future prospects for youth, malfunctioning of the institutional framework, growing poverty, and the persistent energy crisis weighing down on the Comoros. These factors worsen dramatically the lives of Comorians and expose them every day to high risks of social tensions. They also fuel sentiments of territorial inequity and social injustice, which are at the origin of separatist ideas. Combined, they represent an enormous potential for socio-political disruption, internal strife and chaos which, given the past experience, would inevitably lead to a relapse of the Comoros into violence and armed conflict.
8. In this context, one could group the main challenges to peace consolidation under three categories:

2.1. Challenges relative to security and peace

9. The relative calm that prevailed in the three islands after the military intervention in Anjouan, was due in part to the presence of soldiers from Sudan, Tanzania and the National Army for Development who were stationed in Anjouan, where they mounted operations to collect arms and munitions held by partisans of Bacar and assure the protection and the security of the detention centre where about 200 soldiers of the overthrown rebel chief are kept. In October and November the Sudanese and Tanzanian soldiers were withdrawn, creating a feeling of near panic among the population, particularly in Anjouan. The spectacular escape from prison by two groups of high-value political prisoners and ex-combatants in August and their installation in a neighbouring island have added to the sense of insecurity and fear. To date, no decision has yet been taken regarding the immediate future of those detained after the conflict. In addition, around 600 ex-combatants in possession of firearms and partisans of the toppled leader are still free and left to their own devices.
10. The climate of mistrust and wariness between separatist elements, the authorities and pro-government members of the population, coupled with the large quantity of arms

and munitions yet to be collected from their illegal owners and restituted to the regular army are a cause of deep concern. They underline, in particular, the need to undertake general disarmament within the population of Anjouan. Other potential threats to peace building lie in the weaknesses of frontier security as well as the poor state of repair of security and penitentiary infrastructures, seriously affected by ten years of crisis and which have been damaged five times during armed confrontations. This explains, in addition, the recent escape of several ex-combatants incarcerated in the detention centre of KOKI, in Anjouan. The proven weakness and fragility of the security system merits special and urgent attention under the PBF programme in order to ensure and sustain the safety and security of the population at large.

2.2. Challenges linked to governance and social cohesion

11. The fragility of the State, following ten years of separatist crisis, has impeded the definition of a democratic transition strategy based on a progressive application of constitutional dispositions. Overall, this has resulted in the destruction of institutional capacities and the withering of development funding resources, gravely impeding the restoration of durable peace, institutional and economic recovery. This challenge, crucial to all efforts aimed at building and consolidating peace in the Comoros, necessarily has to be addressed, most appropriately within the emerging framework of the inter-Comorian dialogue, although this process itself faces major difficulties. Including all national stakeholders across the board in a participative and interactive mode, this dialogue would seek to provide for a serene and in-depth discussion on their collective vision of the political and institutional future of the Comoros.
12. The state of the Union as by the 2001 Constitution does not seem to meet the expectations of the population. This institutional architecture was intended to reinforce national reconciliation and unity, grant the desired autonomy to the islands and establish effective political and governmental institutions. However, in its current state, this architecture fails to attain its initial aims but has instead contributed to an intensification of conflicts of competence between the union and island authorities. Furthermore, given the catastrophic state of the country's finances and its poverty-stricken population, it is deemed to be prohibitively costly and unfit for the country. The political and institutional system born of this new constitution is now, ironically, perceived as one of the principal contributing factors to State fragility and a barrier to national cohesion and stability; hence the calls for a revision of the constitution.
13. Even though most social and political actors appear in favour of the organization of an inter-Comorian dialogue, with a view to improving the institutional architecture, Comorians do not agree on key questions such as the expected results, the format, the level of representation or even what the dialogue should cover. A vast process of consultation involving social and political actors (civil society organizations, political parties, religious chiefs, communities, private sector, youth organizations, and gender and human rights activists) is therefore indispensable to establish a veritable national consensus on the nation's destiny.

2.3. Challenges linked to poverty and economic crisis

14. The Union of Comoros is one of the 33 States in the world threatened in the short term by political upheaval and social disruption due to high food prices and energy costs, according to a June 2008 study on food sector analysis undertaken by the World Bank and FAO. This acute rise in prices of basic necessities throughout the world is pushing hundreds of thousands of poor people in the country into deeper misery and could provoke, in the short-term, social discontent and hunger riots.
15. This price rise is worsened by a financial crisis that the country is going through, which has created enormous difficulties for the State Treasury, epitomized by cumulative unpaid salaries of civil servants and persistent shortages of fuel. Inherent tensions caused by this situation have resulted in frequent strikes by public servants, which could create disturbances and affect the relative calm restored after the military intervention in Anjouan to end the separatist crisis and bring back the island's legitimate authority. It thus becomes clear that the gravity and the significance of this double food and energy crisis could increase the vulnerability of the Comoros and lead it into an inextricable situation, whose nature can seriously compromise social stability and peace in the Comoros.
16. The plight of youth is particularly dire. With the collapsing educational system and lack of job prospects or any avenues to acquire vocational or professional skills, many are susceptible to manipulation by political and other mischief makers. The ease with which they are mobilized for all kinds of street demonstrations and the rise in petty crime in this normally low-crime society are symptoms of a greater malaise and potential social eruption. In Comorian society women form the economic buttress of households and communities. Their impoverishment directly impacts the livelihoods of other family members. Studies conducted just before and after the military conflict highlighted their increased economic and social vulnerability. The economic integration of these vulnerable groups represents a big challenge that the Comorian State no longer has the means to overcome without external aid. It is evident that the economic and educational system prevailing in the Comoros cannot alone respond to the training and professional needs of this category of population. It is noteworthy that during the first release of the results of the baccalaureate exams in July this year, the success rate of students in Anjouan was 2%! The rate for the other islands was not much better, 6% and 19% respectively for Ngazidja and Mwali.
17. The tiny island of Moheli (pop. 40,000) deserves special mention. It boasts a bountiful agricultural produce and a rich bio-diversity that makes it a tourist paradise-in-waiting. The only marine park in the country is sited there. Yet the island is widely perceived, not least by Mohelians themselves, as ignored and marginalized. It is the island least endowed with modern infrastructures and visible signs of development. It is also the only island that has never produced a national leader. According the formula of rotating presidency enshrined in the 2001 constitution, Moheli should produce the next Union president in 2010, a prospect all Mohelians await with eagerness and pride. In recent months relations between the Union and Moheli have become tense as Mohelians reject any revision of the constitution, as they fear it could deprive them of their turn at the presidency. A significant gesture by the international community to address the development gap, particularly through gainful employment of restive youth and women, would help ease these tensions.

III Opportunities for peace building

18. The inherent endeavour for peace consolidation, national cohesion and the stabilization of Comoros is a continuous process built upon reliable opportunities whose exploitation would contribute to a reconciled Comorian society, more cohesive and stable. They are:
- i) A common history, language (Shikomori) and culture for the populations of all the islands as well as the great homogeneity of the population.
 - ii) A common religion, Islam, practiced by 99, 5% of the population and which can play an important role in strengthening unity and cohesion.
 - iii) The commitment of the country to establish objective bases for a peaceful settlement of the conflict of Anjouan and to address its deep roots, but also to define the ways and means to find a durable solution to this separatist crisis which has already several times resulted in armed confrontations in the last ten years.
 - iv) The emergence of civil society organizations and other institutions (such as the University of Comoros or the Union of Chambers of Commerce, Industry and Agriculture) that have national representation and which seek to reinforce the feeling of social cohesion, together with the willingness of the government to work in partnership with this emerging civil society.

IV Areas of priority actions

19. Areas of priority actions for peace consolidation have been identified through contextual and needs analysis, as well as in-depth consultations with the authorities and all the local actors. These national stakeholders comprise principally Government Ministries, Directorates, local administrations, youths and human rights NGOs, women's, children's and school teacher's associations, chambers of commerce, the national fisheries institute, agricultural and pastoral producers' federations. The consultations confirmed that the existing combination of deepening political instability, the complex and lingering consequences of the latest separatist crisis, extensive poverty, simmering social tensions and serious weaknesses in the security and judicial structures, represents a tremendous potential for outbreak of chaos and violence that urgently needs to be addressed. Consequently, the plan focuses on **three strategic areas**, which have been identified as essential to counter and mitigate the threats to peace and stability. These are: security and stability; governance and social cohesion; revitalization of the economy with an emphasis on women and youths. The characteristics of the context demand that these be **supported by a fourth**, the development of national capacity in terms of peace building, indispensable for both, continuing to build on the essentially catalytic interventions and consolidating the benefits obtained.

Area of priority 1: Security and stability

20. **Security reforms:** The fund will support the restructuring of the security sector, through the strengthening of command and control structures, together with necessary infrastructure rehabilitation for efficient functioning. This would specifically concern the military camps of Sangani, Ongoni and 13 gendarmerie units (Anjouan), Fomboni military camp and 5 gendarmerie units (Moheli), Itsoundjou military camp and the national armed forces and police academy (Grande Comore). A second priority intervention would be support in the equipment of a newly organized police force

through infrastructure rehabilitation and acquisition of basic equipment (10 police stations in Anjouan and the central police stations in Moheli and Moroni), and for training to all security forces, particularly with regard to aspects linked to human rights. The objective is to lead to an efficient security apparatus and reduction the number of human rights violations against the civilian population. Assistance from the fund will be required in another priority intervention, which is support to national initiatives for securing national frontiers. This would include support in terms of logistics, communications and detection equipment, as well as for the setting-up of a national coast guard unit, for efficiently patrolling the water frontier and ensuring coordination between the various services involved (coast guard, ports security, intelligence, armed forces).

21. Security sector reforms will address the redefinition of national security in terms of strengthening the security of the people. The PBF programme will therefore include a component to *promote the security of the people*, based on initiatives which aim for increased collaboration between the administration, justice system, civil society organisations and security organs via an information exchange platform and common actions in favour of justice, peace and human rights. Likewise, the PBF will assist in the setting up of a legal support system for vulnerable segments of the population.
22. **DDR:** In this priority intervention area, the fund will support national efforts for disarmament of the population which includes an estimated 400 civilian arms bearers, and specifically provide training, technical and financial assistance, collectively and/or individually, to ex-combatants of Anjouan, numbering around 800, in order to facilitate their insertion in the socio-economic fabric of the island, indispensable for consolidation of peace in Anjouan. Given that DDR is widely recognized as a particularly complex and sensitive area, there would be need for support from UN entities, such as UNDP-BCPR, to provide specialized expertise, as well as to share lessons and experiences from other peace building contexts, prior to the elaboration of programs and projects in this domain. The objectives are to eliminate potential and constant threats to civil peace, support efforts aimed at helping this vulnerable group to start sustainable livelihood activities, eliminate the reliance by ex-combatants on illegal lucrative activities, and in general, attenuate intercommunity tensions and conflicts, criminality and human rights violations. Support will be provided for re-opening military health centres, closed after the armed intervention.
23. The PBF programme will build upon relevant experiences, while promoting the sharing of knowledge, tools, best practices and lessons learnt from similar initiatives, particularly from other agencies of the UN system, in the areas of peace, security and DDR. South-South cooperation with other PBF supported countries will be prioritized for the sharing of technical expertise.

Area of priority 2: Governance and social cohesion.

24. **The inter-Comorian dialogue and national reconciliation:** This priority intervention reflects a two-pronged strategy. On the one hand, the fund would contribute to the elaboration and implementation of the crucial preparatory phase of this complex dialogue as well as to the establishment and strengthening of structures and mechanisms to assure its continuation beyond the first stage. The inter-Comorian dialogue aims at changes in the governance framework, resulting in conflict

prevention or minimization. It would equally imply rethinking of key elements of the State apparatus, including reinforcing the role of Parliament, creation of institutions provided for under the Constitution (*Cour des Comptes, Conseil supérieur de la Magistrature, Conseil économique et social...*) within the framework of a wide consultation involving all the political actors and civil society organizations.

25. In parallel, the fund will seek to promote and sustain national reconciliation through: favouring initiatives seeking to develop free movement of persons between the islands, inter-island joint ventures and unfettered mobility of government employees and students; and, supporting the introduction of civic education and human rights at all levels of society. The goal is to foster in the citizens a sense of both belonging and responsibility towards the nation and unto each other, which will serve to mitigate separatist and narrow individual or political interests, thereby bringing a lasting contribution to peace consolidation in the context of the Comoros.
26. **Reforms of the justice sector:** They are envisaged in order to reinforce the rule of law and human rights, by rehabilitating the basic judicial system, in order to obtain a reduction of conflicts within communities, since the actual isolation of the justice seekers from justice represents a major obstacle for peace consolidation. The assistance of the fund will provide for an amelioration of the working conditions of magistrates and auxiliaries of justice, through rehabilitation and re-equipment of their offices and the courts, which will help re-establish the trust of the people in the judiciary. This aid will equally provide for the establishment of lacking judicial structures and mechanisms, in particular rural justice structures, as well as the organization of courses for training and specialization of magistrates, auxiliaries of justice, simplification of legal texts and their dissemination. Such interventions will allow justice to function in proximity to the justice seekers and will enhance their access to justice. With regard to the penitentiary, the lack of adequate facilities and the absence of separate quarters for women and children, represent genuine threats to social peace, security and stability. The prison system thus imperatively needs to be modernized in order to preserve the results of peace building efforts. The funds will therefore be used to contribute to penitentiary infrastructure rehabilitation, concerning specifically the prisons of Koki (Anjouan), Bajo (Moheli) and Moroni.
27. Reinforcing respect for human rights: The period of crisis has favoured the development of a culture of distrust and violence in the society, which results in abuses and violations of human rights. The consultations revealed that this is among the root causes of social tensions and undeniably a destabilizing factor in the fragile post-conflict environment. In this light, the fund would focus on targeted support to certain key elements in the national framework, such as rendering functional, and strengthening the capacities, of the National Human Rights Consultative Commission, of a human rights office for observing detention centres, and promoting the elaboration of a government policy on human rights. Such interventions will also have a big impact on the conduct of State agents in terms of human rights. In order to ensure coherence as well as adequate and appropriate support to all three islands of the Union, the fund will help to establish a permanent structure, with branches in the three islands. This structure will be dedicated to ensuring the sustainability of current and future efforts in the human rights domain, within the overall framework of peace consolidation.

Area of priority 3: Revitalization of the economy with an emphasis on youth at risk and vulnerable women

28. The politico-military crisis has had serious consequences on Comorian **youth, who represent a very real category at risk**. The conflict appeared for many of them as an opportunity to overcome unemployment by joining the militia. Weapons provided them with an illusion of power and importance, while generating remuneration. At present, these youths are disaffected, social cohesion in terms of solidarity and trust between them and their communities is weak, most lack any qualifications or vocational skills, rendering their economic reinsertion in a poverty-ridden country extremely difficult. There is a real risk of their frustrations degenerating into conflicts between individuals or groups over access to work or to land, and of them being easily and increasingly exposed to criminality. Furthermore, all stakeholders consulted recognized that there exists a very intense risk for these youths to be lured and recruited by militias and armed groups who use violence both as a means of subsistence and demonstration of their disagreement with the peace consolidation process. Youth unemployment is thus not only a socio-economic issue but even more acutely a political and security issue, posing a serious obstacle to peace and stability.
29. The fund's intervention will therefore specifically focus on weaning them away from violent paths and having them gainfully occupied, through selected quick-impact projects, which would constitute a first catalytic step towards socio-economic reinsertion. The projects would involve the establishment of a job creation and youth empowerment program, through labour-intensive projects, the establishment of employment creating mechanisms, vocational training, and micro-credit facilities. Around 1,700 youths will benefit from these initiatives, which will be elaborated and implemented within the framework of the national employment policy adopted in December 2007 and in collaboration with stakeholders such as chambers of commerce, local administrations, youth's associations, micro-finance groups. Their implementation will be undertaken in coordination and conformity with existing programs, NGO projects. The initiatives will revolve around activities bearing high potential in the Comorian context such as tourism, construction, agriculture, processing of natural products, animal husbandry, fishing and handicrafts. The fund will promote the creation of decent jobs through better planning of industrial zones, contribute to establishing intermediate structures for evaluating the eligibility of project managers and support them in financial resources mobilization.
30. Similarly, the conflict has had serious repercussions on **women, who have emerged as a distinct vulnerable group**. The wives of ex-militiamen and loyalists formerly employed by the Bacar regime find themselves without means of subsistence and alone to fend for themselves and their children, while awaiting the return of both husbands and income. Strengthening the roles of these women within their homes and communities, particularly by providing them with the economic means to satisfy their needs and those of their families, represents a vital factor in durable peace consolidation. Their re-integration and active participation in socio-economic activities at the local and rural levels will contribute to pacifying social tensions. As importantly, enabling them to develop sources of revenue will stabilize not only their situation and those of their children in society, but also create a strong incentive for their husbands to return, re-integrate and look for sources of income. In this context, the fund's intervention will consist of catalyzing and supporting the initiatives of local

actors, in particular women's and children's associations, community health centres, and NGOs in the education and health sectors, in order to facilitate access to sources of income, revenue generating activities, as well as primary health care and education for the children. The objective would be to improve the conditions of life of this vulnerable group and favour their active participation in society, which will contribute to peace consolidation efforts.

31. Due to the relation between the political crisis and perceptions of socio-economic injustice, a special intervention area will concern the island of Moheli. Historically, the separatist crisis, which began in 1997, had its roots in Moheli and only later spilled over to Anjouan where it developed. The reason for this underlying and continuing discontent in Moheli is that, despite its relatively significant contribution to the country's agricultural and seafood production, it has clearly been the most neglected and marginalized of the three islands in terms of infrastructure development. This has resulted in a deep-rooted sentiment of injustice and frustration and anger towards the Union authorities. Against this backdrop, it is no surprise that the island is currently the epicentre of the political tensions surrounding the initiative of launching an inter-Comorian dialogue. In particular, Moheli impatiently awaits its turn in 2010, within the framework of the rotating presidency of the Union as provided for under the current Constitution. It therefore bitterly rejects the references, in the context of the inter-Comorian dialogue, to the need for a revision of the Constitution, fearing that it could lead to the Island missing its turn at the presidency.
32. Thus, through the PBF program, a special effort would be undertaken in Moheli, within the Millennium Island Project, targeting in particular youth employment, increased involvement of women in the social and economic mainstreams of the island, and seek to provide extensive support to the agricultural and fisheries sectors¹.

Area of priority 4: Development of national technical and management capacities in terms of peace consolidation/Strengthening project management capacity

33. Mention was made previously of the weakness of the State and the destruction of institutional capacities, to which can be added an obvious gap in expertise and experience in the complex domain of peace consolidation. There is thus a need to constitute national capacity to accompany the program, involving structural, training and horizontal coordination aspects, which alone would be able to ensure the perpetuation of acquired results. In order to develop such a national capacity, the fund will support the establishment, development and consolidation of the required technical and management capacities. It will do so through targeted actions aimed at developing individual capacities of the Programme coordinator's national counterpart and of focal points within the National Directorate for Solidarity and the National Planning Commission, the government body responsible for aid coordination.

In this perspective, it will supervise and train the national counterpart in the following domains: strategic analysis and vision, knowledge and information management, resource mobilization, coordination and integration and mainstreaming of peace

¹ Within the framework of the MDG of poverty eradication, this project, seeking to modernize the agricultural and fisheries sectors through conservation, processing, transformation and marketing techniques, will provide employment for a large section of the disaffected youth and women in the island, thereby reducing the long-standing rancor and prevailing tensions which would otherwise hamper peace building efforts.

building into national development plans, and results-oriented monitoring and reporting of the projects and activities under the program. In all these domains, the fund will draw upon existing structures and expertise, forge partnerships and create synergies with, for example, the Planning Commission, civil security, University of Comoros, private sector, media, information and communications technologies expert groups.

34. The PBF programme will be managed by a PBF Coordinator (L4/L5), who will work under the supervision of the UN Resident Coordinator. The PBF Program Coordinator will be supported by a team consisting of a: i) Head of Operations - IUNV based in the UNDP Country Office, ii) Programme Officer – IUNV/L3 based in Anjouan, iii) National Advisor, iv) Administrative and Financial Assistant. The PBF Management Team will also benefit from additional support from a: i) Peace and Development Advisor (cost-shared by BCPR and DPA – under negotiation), ii) Early Recovery Advisor (co-financed by BCPR and PBF – under recruitment), iii) Strategic Planning Officer (financing currently being negotiated with DOCO), iv) International UNDP Economist (recently recruited). In order to facilitate the transfer of knowledge and capacity to national counterparts and to ensure the sharing of expertise, the PBF Programme Coordinator, the Peace and Development Advisor and the Administrative and Financial Assistant will be based in the Office of the Vice-President responsible for national solidarity. This implantation of PBF technical resources will enable the directorate of national solidarity to enjoy total immersion in the requisite expertise.
35. A significant part of the projects and activities have to be undertaken in Anjouan, notably those particularly complex and sensitive at the social and political levels, such as the demobilization and reintegration of ex-militias, as well as in Moheli to ease socio-political tensions and generate employment. Therefore, the fund will support, in view of enhancing the technical capacity for peace building in those islands, the posts of two program officers (UNVs) who will be based each in Anjouan and Moheli.

Summary Table: Priority areas, proposed Activities, indicative Budget

SUMMARY TABLE	
<i>Priority areas</i>	<i>Budget in US \$</i>
1. Security and stability	3,300,000.00
1.1 <i>Security reforms</i> : strengthening command and control structures, rehabilitation of infrastructures, equipment of a newly organized police force, human rights training, infrastructure and logistics support to national initiatives for patrolling and securing water frontiers.	2,800,000.00
1.2. <i>DDR</i> : support general population disarmament, technical and financial assistance for socio-economic reinsertion of ex-combatants.	500,000.00
2. Governance and social cohesion	1,000,000.00
2.1. <i>Inter-Comorian dialogue and national reconciliation</i> : support initiation and implementation of the preparatory phases of the dialogue, contribute to the establishment of structures and mechanisms to ensure its continuation, support initiatives to develop free inter-island movement of persons, encourage and facilitate introduction of civic education in schools and awareness in the media.	300,000.00

2.2. <i>Justice sector reforms and promotion of human rights:</i> infrastructure rehabilitation and equipment, training and specialization of magistrates and auxiliaries of justice, establishment of lacking judicial structures, rehabilitation of penitentiary infrastructure and logistics, rendering operational the national human rights consultative commission, strengthening its capacities and those of the office for observing detention centres, helping in the elaboration of a government policy on human rights, contributing to the establishment of human rights support structures in all three islands.	700,000.00
3. Revitalization of the economy with emphasis on youths and women	3,750,000.00
3.1. <i>Youths at risk and Women:</i> elaboration and implementation of a job creation and youth empowerment program, support to development of a funding mechanism through micro-credit lines, training in management and marketing of small enterprises, skills training, support for cottage industry start-up facilities at community level, support to local health and socio-psychological counselling centres, support local structures for facilitating access by women and children to primary health care, education and sources of revenue.	2,650,000.00
3.2. <i>Special priority intervention in Moheli:</i> develop and support initiatives to favour employment of youths in the island within the context of agricultural modernization, encourage increasing involvement of women in the social and economic mainstreams, and provide support to the agricultural and fisheries sectors.	1,100,000.00
4. Development of national peace building capacity / Strengthen project management capacity	950,000.00
Total budget PBF Program in the Comoros	9,000,000.00

V Complementarity and synergy

36. The interventions under the program are set within a global vision articulated around two major aspects. One concerns the total complementarity of these interventions with the efforts of the African Union, which leads and coordinates the initiatives of the international community for conflict resolution and which is actively engaged in current consultations for durable peace, social cohesion as well as political and institutional stability. This plan is fully consistent with the strategic framework for conflict prevention developed with the technical support of the Framework Team. Likewise, activities within this plan are consonant with a programme currently in the final stages of development (with BCPR), designed to reinforce national capacities for analysis and response to challenges to social and national cohesion.
37. The second is related to the implementation of the identified interventions, which will capitalize on the gains and the technical and operational capacities of UN specialized agencies, in function of respective comparative advantages and will strive to reinforce their institutional links and to act in concert on the basis of the objectives and priorities of the present plan. The program would therefore be conceived and implemented in the perspective of its appropriation by the national authorities and the perpetuation of its gains.

38. Furthermore, the PBF programme is in line with the strategic orientations and priority actions of the country's PRSP ("Stratégie nationale de croissance et de réduction de la pauvreté") and will directly contribute to or create a favourable climate for its realization. Priority area 1 of the PBF programme, "Security and Stability", is in line with Strategic Area 7 of the country's PRSP « Reinforcing Security and the Fight against Terrorism ». Specifically it fits with the programmes «Promoting the fight against terrorism and criminality » and «Promoting public safety » of this strategic area. Moreover, priority area 2 of the PBF programme, Governance and Social Cohesion, accords with Strategic Area 3 of the PRSP « Reinforcing Governance and Justice », in particular, « Reinforcing national reconciliation and establishing institutions under the Constitution » and « Reinforcing capacities and the credibility of the justice system », two programmes in that strategic area. Similarly, priority area 3 of the PBF programme, "Revitalizing the Economy" concurs with Strategic Area 2 of the PRSP « Re-launching the private sector and putting the emphasis on productive sectors ».
39. The 2008-2012 UNDAF of the Comoros is aligned to the country's PRSP. Thus, the PBF programme complements ongoing or planned activities of the UNCT in the areas of governance, poverty and vulnerability reduction. The PBF programme targets interventions which promote development based on results, including those supported by the UNCT. By contributing to removing the main obstacles to good governance and national solidarity, the PBF programme also creates the necessary conditions for sustainable human development, mainly by promoting the broadening of cooperation.
40. The PBF programme also accords with interventions of other partners, such as: France's support to justice system; the support of some Arab states, China and the US in the area of public safety and security; and the EU's support to professional training.

VI. Management and coordination modalities.

41. The whole programme will be placed under the coordination and administration of the Joint Steering Committee (JSC) to be chaired jointly by the Vice-President of the Union of the Comoros, in charge of the national solidarity portfolio and the UN Resident Coordinator. The JSC will be made up of representatives from the government, UN agencies, civil society, the private sector and donors. The Committee will provide strategic advice, oversee the proper implementation of the project and will take decisions concerning the allocations of the PBF resources at the national level. The terms of reference of the JSC are attached in the annex.
42. By virtue of the technicality of some of the projects in the program, the JSC will be supported by Technical Working Groups (TWG). Created on the basis of the priority domains of the Plan, the TWGs will be composed of sector experts in priority domains and will have the task of elaborating project proposals to be submitted to the JSC to obtain allocations. Members of the TWG will be chosen on a priority basis from technical sector working groups set up for the monitoring and evaluation of the PRSP. They will possess a strategic understanding and proven knowledge of the needs and exigencies of their respective areas of priority in terms of peace consolidation and should possess a certain experience concerning feasibility, supervision and evaluation of projects.

43. At the expert level as well as in that of management and coordination, the JSC and the TWGs will be supported in their work by a PBF technical secretariat supported by the Fund, which will be based in the country office of the UNDP. This support structure is intended to complement Priority area 4, which is the development of national technical and management capacities in peace building, funded under the PBF. The human resources involved therein will be attached to the office of the Resident Coordinator, in order to facilitate policy coherence and management coordination with the technical secretariat. The combined goal of this two-dimensional setup is to provide catalytic impetus to peace building in the Comoros while ensuring that, at the end of the program, there exists adequate national capacity to sustain the peace consolidation process.
44. The UN specialized agencies will serve as recipient organizations as well as implementing partners of the PBF projects, while efforts will be made to engage and apply the skills and expertise of NGOs and government as implementing partners. The coordination and actual engagement of these agencies will be facilitated by the Resident Coordinator, who will solicit the active implication of all the agencies (including those based in Madagascar) in the PBF process. Towards this end, a mission was recently undertaken by the RC, who held consultations with the Madagascar-based agencies and organizations. These discussions underscored their high interest and commitment to the PBF program implementation in the Comoros.
45. Several non-resident agencies are committed to the PBF programme. UNIDO and ILO, both based in Madagascar, have indicated their willingness to participate in activities linked to the revitalization of the economy. The OHCHR Regional Office in South Africa is interested in participating in areas linked to human rights and rule of law, while the UNIFEM Regional Office in South Africa will participate in issues dealing with gender equality. Likewise, the PBF will call upon the competencies of other non-resident agencies for the component dealing with infrastructure and rehabilitation, such as UNOPS. Moreover, the programme will seek the support of national expertise where possible, such as from the Direction Nationale des Infrastructures and the private sector.

VII. Monitoring and Evaluation

46. At the national level, it is the JSC that will have the responsibility of overseeing the implementation of the PBF program and the evolution of its activities. Therefore, the fund will support through a budget allocation the necessary structures for monitoring and evaluation, which will be established as per the PBF/MDTF guidelines, in order to report on the evolution of the PBF program. A results-oriented reporting methodology on peace-building will be introduced, in order to permit an effective evaluation of both, the impact of the projects and the usefulness of support to overall peace building in the Comoros provided by the PBF. The maintenance of the liaison with the PBF office and the MDTF will be incumbent upon the JSC, with the support and aid of the PBF secretariat. During the first meeting of the joint steering committee, the technical secretariat will submit a monitoring and evaluation plan, including performance indicators, targeted results and a baseline. In the event that baseline figures are not available, studies could be conducted. The terms of reference of the PBF Programme Coordinator will include monitoring and evaluation. Costs related to implementation

of the monitoring and evaluation plan will be included in the budget of the PBF programme.

VIII. Management of Risks

47. Certain potential risks relative to the execution of the PBF program in the Comoros have been identified in advance in order to envisage propositions whose objectives are to reduce them. Thus, in the elaboration of projects and activities relative to DDR, due provision would be made to overcome possible delays in the complex process of the demobilization and reintegration of ex-combatants. In the interaction and coordination with personnel of the counterpart structures of the program, a special effort in terms of motivation will be undertaken to offset the potential effects of budgetary problems and unpaid salaries of civil servants. Deficiencies could appear in the support provided the PBF, with the result that high expectations remain unsatisfied because of limited funds of a catalytic nature. These perceptions will have to be clarified at the outset of the program. Finally, the low level of donor representation in the Comoros will necessitate the elaboration of an innovative and anticipatory resource mobilization strategy.

48. In light of the above, a series of measures could be envisaged to reduce the anticipated risks. Thus, strong and sustained advocacy efforts would be undertaken with the political and military authorities to engage them rapidly in the DDR process. Regarding motivation, the cultivation of national appropriation and the responsibility of the national counterpart will constitute the pivotal point of the strategy related to the development and implementation of the program. The workshop to be held at the beginning of the program and formal and informal meetings will help clarify and appropriately channel the interventions that will be needed. Concerning the resource mobilization strategy, there will be need to consider using the PBF support to attract the attention and interest of new development partners to the Comoros' commitment to building a peaceful, orderly, stable and development oriented nation. One initiative that merits consideration is the preparation and convening of a donor consultation meeting which could be part of this program.

IX Time – frame

49. In view of the proposed interventions, it is foreseen that the PBF programme in the Comoros will be implemented over a 30 month period, with the possibility of extension of 6 months, for a total of 36 months, depending on the nature of the project and decisions of the steering committee.