

**2021 CAADP**  
**BIENNIAL REVIEW**  
**BRIEF**  
**COMOROS**



**Africa Agriculture  
Transformation Scorecard:  
Performance and Lessons**

# Africa Agriculture Transformation Scorecard: Performance and Lessons

## 2021 CAADP Biennial Review Brief: Comoros

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### About ReSAKSS

Established in 2006 under the Comprehensive Africa Agriculture Development Programme (CAADP), the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) supports efforts to promote evidence- and outcome-based policy planning and implementation. In particular, ReSAKSS provides data and related analytical and knowledge products to facilitate CAADP benchmarking, review, and mutual learning processes. AKADEMIYA2063 leads the work of ReSAKSS in partnership with the African Union Commission, the African Union Development Agency-NEPAD (AUDA-NEPAD), and leading regional economic communities (RECs).

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# 1. Introduction

The Malabo Declaration outlines the vision of Africa's leaders for accelerating agricultural growth and transformation on the continent between 2015 and 2025 (AUC 2014). This transformation is to be achieved through the pursuit of seven broad commitments:

1. Upholding the principles and values of the Comprehensive Africa Agriculture Development Programme (CAADP),
2. Enhancing investment finance in agriculture,
3. Ending hunger in Africa by 2025,
4. Reducing poverty by half by 2025 through inclusive agricultural growth and transformation,
5. Boosting intra-African trade in agricultural commodities and services,
6. Enhancing resilience of livelihoods and production systems to climate variability and related risks, and
7. Ensuring mutual accountability for actions and results by conducting a Biennial Review (BR) continent-wide to monitor progress in achieving the seven Malabo Declaration commitments.

As part of fulfilling the seventh commitment on mutual accountability, the third CAADP BR report was endorsed by the assembly of African Heads of State and Government at the 35<sup>th</sup> African Union (AU) Summit in February 2022 (AUC 2021). This brief draws on that report to summarize the performance of the nation of Comoros in pursuit of the seven Malabo Declaration commitments and assesses the challenges faced and the lessons learned by the country. The final section of the brief highlights policy actions and programmatic measures Comoros must take for it to meet its Malabo Declaration commitments by 2025.

## 2. Progress by Comoros towards Achieving the Malabo Commitments

For the third BR, the benchmark score for overall performance, the minimum overall score for a country to be considered on-track for implementing the Malabo Declaration commitments by 2025, was 7.28 (AUC 2021). Comoros did not meet the benchmark for the third BR, as its overall score was just 1.50 (Table 1). Comoros did not participate in the two previous BR cycles, so no trend analysis can be done on its BR performance relative to the first (2017) and second (2019) BR rounds.



**Table 1.** Comoros third (2021) Biennial Review scores by Malabo commitment, compared to average scores for all countries in Southern Africa

Malabo commitment	Comoros	Benchmark	Comoros progress	Southern Africa region
1. Recommitment to CAADP	6.19	10.00	Not on track	6.55
2. Enhance agriculture finance	0.68	7.50	Not on track	3.94
3. Ending hunger by 2025	0.00	6.32	Not on track	2.79
4. Halving poverty through agriculture	0.00	5.81	Not on track	1.43
5. Intra-Africa agricultural trade	1.25	5.00	Not on track	2.35
6. Enhancing resilience to climate change	0.00	8.00	Not on track	5.58
7. Mutual accountability for actions and results	2.38	8.33	Not on track	6.14
All commitments	1.50	7.28	Not on track	4.11

**Source:** Authors' calculations based on country BR scores (2022).

**Note:** The Southern Africa region is made up of Angola, Botswana, Eswatini, Lesotho, Malawi, Mozambique, Namibia, South Africa, Zambia, and Zimbabwe.

Comoros was found not to be on-track for any Malabo commitment. However, many of the statistics that are used to create the performance scores on individual commitments were not available for Comoros—for the BP performance score analyses, zero is applied when there is missing data in computing the commitment performance score. These gaps in the data used for the analysis of the third BP indicate serious data system challenges in the agriculture sector of Comoros.

Keeping in mind these data gaps, comparisons of performance by Malabo commitment shows that Comoros performed best on its commitment to the CAADP process, with a score of 6.19 against a benchmark of 10.00, followed by the mutual accountability commitment, with a score of 2.38 against a benchmark of 8.33. For the other five commitment areas, Comoros scored zero for three commitments and a value of one-quarter or less than the benchmark scores for the other two.

As a point of comparison, Comoros performed lower than the average score for the ten countries in the Southern Africa region. Those countries also are generally not on-track to achieve the Malabo commitments by 2025 (Table 1). In the third BR, of all countries in Africa, only Rwanda was found to be on-track to meet the Malabo commitments by 2025. This demonstrates that most countries are struggling like Comoros to make progress toward achieving the Malabo commitments by 2025.

The only commitment on which Comoros performed close to the average for the Southern Africa region is that on the CAADP process (commitment 1)—Comoros scored 6.19, whereas the average for Southern Africa was 6.55. For the other six commitment areas, the performance scores for Comoros were much lower than the Southern Africa regional averages.

However, the low performance of Comoros and the fact that data gaps were a large reason for its low scores requires additional focused support to strengthen the BR process there. Comoros did not report on most of the BR parameters. These data gaps need to be addressed in future BR rounds.

### 3. Challenges and Lessons Learned from the Third Biennial Review in Comoros

Comoros should pay attention to all of the Malabo Commitments for the country to be on-track to achieve them by 2025 in the next BR processes. Comoros just started participating in the BR process at the third BR round. Thus, the country has not yet started taking action in response to commitment areas identified as showing poor performance. Comoros did not have actions and programmatic changes to report in the third BR. However, the third BR analyses suggests that it would be important for Comoros to take many steps, including those aimed at increasing data availability, boosting resilience to climate change threats, improving agriculture finance, and reducing hunger.

On the data gaps affecting the quality of the analysis for the third BR for Comoros, there may be a need to mainstream all BR data into the data collection protocols of the Central Statistics Office of Comoros. Data on resilience, post-harvest losses, hunger, and poverty in Comoros, in particular, were scant to non-existent for use in the third BR. The BR teams responsible for compiling the data in Comoros also appeared to be poorly trained. For the BR process to promote evidence-based decision-making around agricultural transformation in Comoros, further efforts must be made to train more staff in the country on the BR process.

### 4. Recommendations and Priority Actions to Enable Comoros to Achieve the Malabo Commitments by 2025

Overall, the third BR report shows that Comoros is not on-track to achieve the Malabo commitments by 2025. The country still has quite a long way to go regarding putting in place policies to attract its youth into agricultural value chains and increasing spending for agriculture research and development as a share of GDP. Comoros needs to implement many of the recommendations emanating from the third BR to ensure progress across all seven Malabo commitments so they can be met by 2025. The following recommendations are important for Comoros to improve policy and program implementation toward achieving the Malabo commitments and to be on-track by the next BR:

- **Enhance Agriculture Finance:** The government of Comoros should commit to increased investment in agriculture and promote it to reduce poverty and hunger. The third BR showed that public expenditure by the government of Comoros on agriculture is low and below 10 percent of the total budget. Concerted efforts to increase public spending on agriculture should be put in place.
- **Ending Hunger by 2025:** Government must increase total agricultural research spending as a share of agricultural GDP. Efforts to increase the adoption of improved technologies, both in the livestock and crops sectors, are needed for increased agricultural productivity and greater food availability to contribute to improved food security.
- **Halving Poverty through Agriculture:** The government should ensure there is improved access by youth to new job opportunities in agriculture value chains. In parallel, increased investments are needed to modernize the agricultural sector, as doing so will result in increased attractive employment opportunities for youth.
- **Intra-Africa Trade in Agriculture Commodities and Services:** Currently there is no record for Comoros of the volume of intra-African imports and exports of agriculture commodities and services. This points to the need to develop efficient data collection and management systems in Comoros.



- **Enhancing Resilience to Climate Change:** Comoros is an island nation that is highly vulnerable to climatic changes. Comoros should adopt high-yielding and drought-tolerant modern crop varieties to increase both land and labor productivity. Weather-based index insurance or social protection schemes against weather catastrophes will enhance the ability of farmers in Comoros to adapt to climate change.
- **Mutual Accountability for Actions and Results:** Comoros should strengthen its peer review and mutual accountability indicators by improving on the Biennial Agriculture Review Process. In particular, the country needs to strengthen its compilation and analysis of the BP indicators to be better able to judge in the future whether it is on-track to meet the Malabo commitments by 2025. The country should also improve its capacity for evidence-based planning, implementation, and monitoring and evaluation. To do so, Comoros must increase funding directed toward data generation, management, analysis, and utilization in the agriculture sector. At the same time, increased participation by Comoros in regional and continent-wide CAADP processes will enable it to benefit from lessons for agriculture improvement that other African countries are pursuing.

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