

FOURTH CAADP
BIENNIAL REVIEW
BRIEF
COMOROS



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

Africa Agriculture Transformation Scorecard: Performance and Lessons

Fourth 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.

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1. Introduction

The African Union (AU) Heads of State and Government adopted the Malabo Declaration in 2014, endorsing the Comprehensive Africa Agriculture Development Programme (CAADP) as the primary framework for promoting agricultural investments and development across Africa (AUC 2014). The Malabo Declaration outlines Africa's vision for accelerating agricultural growth and transformation by 2025 through seven key commitments:

1. Upholding the principles and values of CAADP
2. Enhancing investment finance in agriculture
3. Ending hunger in Africa by 2025
4. Halving poverty by 2025 through inclusive agricultural growth and transformation
5. Boosting intra-African trade in agricultural commodities and services
6. Enhancing the resilience of livelihoods and production systems to climate variability and related risks
7. Ensuring mutual accountability for actions and results through continent-wide Biennial Reviews (BR) to monitor progress in achieving these commitments

In line with Commitment 7, countries submit BR reports assessing their progress in agricultural transformation to the AU Heads of State and Government during their Ordinary Sessions. These reports evaluate country capacity for evidence-based implementation, monitoring and evaluation, peer review, mutual accountability, and the overall BR process. To date, four BR cycles have been completed. The inaugural BR (BR1) report was presented in 2017 with 23 performance categories and 43 indicators, while BR2 (2019) expanded to 24 performance categories and 47 indicators. In 2021, BR3 was released with 23 performance categories and 46 indicators, and BR4, presented in 2023, maintained the same structure.

The Union of the Comoros has submitted only two BR reports (BR3 and BR4). The most recent report, BR4, was endorsed by the Assembly of African Heads of State and Government during the Extraordinary Session of the AU Assembly in January 2024.

2. Main Findings

The following section presents the BR4 findings and incorporates comments from the National Focal Points.

2.1 Progress in Achieving Commitments at Country Level

2.1.1 General Performance

No data on Comoros are available for BR1 and BR2. For BR3, Comoros scored 1.5 out of 10 against a benchmark of 7.28, and the country was rated as not on track to achieve the Malabo Declaration commitments. By BR4, Comoros improved its score to 3.20 out of 10, representing an increase of 113 percent compared to BR3 in 2021. This substantial improvement highlights a positive trend, suggesting some effort and progress in aligning with the Malabo Declaration commitments. Despite this improvement, the overall score remains below 5, reflecting the country's poor performance and earning a classification of "not progressing well." Further, this score still falls considerably short of the 2023 benchmark of 9.29, which is the minimum score required for a country to be classified as on track to meet the CAADP Malabo commitments and targets by 2025. The overall trend in performance indicates an upward trajectory but also highlights the need for more focused and effective interventions to accelerate progress and achieve the commitments within the remaining timeframe.



2.1.2 Country Performance by Thematic Area

This subsection provides a detailed analysis of Comoros' performance across seven CAADP thematic areas over the two BR cycles (BR3 and BR4), examining changes, percentage improvements, and comparisons with benchmarks. While there were pockets of progress, the overall performance highlights significant challenges, with Comoros rated as not on track to achieve all Malabo Declaration commitments.

The most substantial progress was recorded in the theme "Enhancing agricultural finance," which saw a remarkable 685 percent improvement, moving from a score of 0.68 in BR3 to 5.37 in BR4. Despite this, the score remains below the benchmark of 9.5. The theme, "Recommitment to CAADP," showed a 45 percent improvement, reaching a score of 8.97 and narrowly missing its benchmark of 10. Moderate gains were noted in "Ending hunger by 2025," which recorded a score of 2.02 (an increase of 2.0 percent), and "Halving poverty through agriculture," which recorded a score of 0.11 (an increase of 0.1 percent). However, these scores remain far below their respective benchmarks of 9.26 and 8.94.

The theme, "Boosting intra-Africa trade in agricultural commodities and services," experienced a dramatic decline of -100 percent, dropping from a score of 1.25 in BR3 to 0.00 in BR4. On the other hand, "Enhancing resilience to climate change" showed notable progress, with a 5.8 percent improvement, reaching a score of 5.83, although this was still below the benchmark of 9.75. Similarly, "Mutual accountability for actions and results" improved slightly by 0.1 percent, achieving a score of 0.12, which nonetheless remains significantly below the benchmark of 8.6.

Overall, the total score for Comoros improved by 113 percent, rising from 1.50 in BR3 to 3.20 in BR4. However, this progress is insufficient, as the overall score remains well below the benchmark of 9.29, reaffirming that Comoros is not on track to meet the Malabo Declaration targets by 2025. The data underscore the need for sustained and focused interventions to address the gaps across all thematic areas (Table 1).



Table 1: Summary of performance by theme

S/N	Themes	BR1	BR2	BR3	BR4	Change (BR4-BR3)	% Change	Fourth BR Benchmark	Status
1.	Recommitment to CAADP			6.19	8.97	2.78	45%	10	Not on track
2.	Enhancing agricultural finance			0.68	5.37	4.69	685%	9.5	Not on track
3.	Ending hunger by 2025			0.00	2.02	2.02	2.0%	9.26	Not on track
4.	Halving poverty through agriculture			0.00	0.11	0.11	0.1%	8.94	Not on track
5.	Boosting intra-African trade in agricultural commodities and services			1.25	0.00	-1.25	-100%	9.0	Not on track
6.	Enhancing resilience to climate change			0.00	5.83	5.83	5.8%	9.75	Not on track
7.	Mutual accountability for actions and results			0.00	0.12	0.12	0.1%	8.6	Not on track
	Overall score			1.50	3.20	1.70	113%	7.28	Not on track
Benchmark		3.94	6.66	7.28	9.29				

Source: Authors, based on AUC 2023 data.



As Table 1 shows, Comoros has generally improved across most CAADP commitments, except for Commitment 5 (Boosting intra-African trade in agricultural commodities and services). Despite these gains, Comoros' performance remains below the established benchmarks, indicating ongoing challenges in meeting the Malabo Declaration commitments.

Under **Commitment 1 (Recommitment to CAADP)**, Comoros made notable progress, particularly through stronger alignment with CAADP processes and partnerships. However, gaps remain in fully implementing and supporting policies and institutional frameworks, which hinder the realization of its full potential.

For **Commitment 2 (Enhancing agricultural finance)**, there was remarkable progress, especially in public and domestic investments. However, the lack of foreign investment and limited access to agricultural financing continue to hinder more robust progress. Substantial efforts are still required to meet the targets for this commitment.

Turning to **Commitment 3 (Ending hunger by 2025)**, agricultural productivity has gradually improved across Biennial Review cycles. However, challenges such as deficits in access to technology, weak social safety nets, and inefficient post-harvest systems continue to undermine food security outcomes. Despite some progress, this commitment remains far behind its benchmark. In Comoros, the seed sector faces critical challenges that worsen food insecurity. The country lacks comprehensive seed policy instruments. This limitation undermines seed system development and affects other areas reliant on robust seed policies.

Furthermore, the harmonization of national seed policy instruments with regional seed regulations remains incomplete, holding back regional integration and consistency in seed standards. There is low availability of improved seeds. Most seeds are imported and restricted to a small group of commercial farmers or distributed through relief programs. Smallholder farmers, who make up the majority of agricultural producers, rely heavily on seeds from informal sources. This reliance limits access to high-quality seeds, constraining efforts to boost productivity and enhance food security.

Under **Commitment 4 (Halving poverty through agriculture by 2025)**, efforts to leverage agriculture for poverty reduction, youth employment, and gender inclusivity have been insufficient. Progress under this commitment has been minimal, emphasizing the urgent need for interventions that promote inclusive growth and poverty reduction through agriculture.

Commitment 5 (Boosting intra-African trade in agricultural commodities and services) saw a significant decline, reflecting Comoros' limited participation in regional agricultural markets and a lack of strong policy frameworks to support trade.

For **Commitment 6 (Enhancing resilience to climate change)**, resilience-building activities have shown some progress, but further investments are required to mitigate climate-related risks effectively. Efforts to build adaptive capacity and reduce vulnerabilities are ongoing but are still insufficient to meet the targets set for this commitment.

There has been marginal progress under **Commitment 7 (Ensuring mutual accountability for actions and results)**; however, limited capacity for monitoring, evaluation, and communication continues to hinder effective accountability and mutual learning across the CAADP framework.

2.2 Regional Comparison

Overall, no AU Member State has stayed on track across all four BR reporting cycles. In 2023, no Member State was on track, although 25 countries improved their scores by at least 15 percent compared to 2021. Notably, Comoros demonstrated remarkable improvement, with a 113 percent increase in its overall score.



At a regional level, Comoros performed better than the Eastern Africa average in Commitment 1 (Recommitment to CAADP) and Commitment 2 (Enhancing agricultural finance). However, the country performed below the regional average in the remaining five commitments. While Comoros made notable strides in certain areas, it remains off track in all commitments, similar to the Eastern Africa region, which scored 5.00 against a benchmark of 9.29.

Table 2: Comoros' performance relative to the Eastern Africa Region by theme for BR4

Theme	Benchmark	Eastern Africa Region	Comoros	Comoros progress
Recommitment to CAADP	10	7.91	8.97	Not on track
Enhancing agricultural finance	9.5	4.26	5.37	Not on track
Ending hunger by 2025	9.26	3.20	2.02	Not on track
Halving poverty through agriculture	8.94	3.64	0.11	Not on track
Boosting intra-African trade in agricultural commodities and services	9.0	2.54	0.00	Not on track
Enhancing resilience to climate change	9.75	6.51	5.83	Not on track
Mutual accountability for actions and results	8.6	6.95	0.12	Not on track
All commitments	9.29	5.00	3.20	Not on track
Progress on all commitments		Not on track	Not on track	

Source: Authors with data from AUC (2023).

3. Challenges and Lessons Learned from BR4

The challenges and lessons learned are categorized into process challenges and lessons, and data challenges and lessons.

3.1 Process Challenges

One major process challenge is related to the fact that there is no dedicated funding for the BR processes. This translates into limited time for the BR as data collection processes are delayed while the Ministry of Agriculture searches for funds to initiate the BR process. There is also limited time to compile BR reports.

3.2 Data Challenges

The BR4 process in Comoros was considerably impacted by challenges related to data availability, quality, and management. With only 51.2 percent of the required data reported, the review process faced substantial barriers that hindered a comprehensive assessment. These challenges can be summarized as follows:

- **Mismatch with CAADP protocols:** The country's existing data collection protocols and reporting intervals do not align with CAADP requirements, leading to inconsistencies and gaps in reporting.
- **Limited data quality and quantity:** Data limitations were particularly pronounced in evidence-based planning, monitoring and evaluation (M&E), peer review, mutual accountability, and the communication and utilization of BR results. Among the seven thematic areas, all indicators were fully reported for Commitment 1 (Recommitment to CAADP), Commitment 3 (Ending hunger by 2025), and Commitment 6 (Enhancing resilience to climate change). Commitment 5 (Boosting intra-African trade in agricultural commodities and services) and Commitment 7 (Mutual accountability for actions and results) had notable reporting gaps.
- **Weak data collection systems:** There are limited robust frameworks for collecting and reporting data from private sector entities, civil society organizations (CSOs), and other stakeholders in the agricultural sector.
- **Stakeholder non-responsiveness:** Some stakeholders failed to provide the necessary data, further limiting the country's ability to compile a comprehensive report.
- **Inadequate data management systems:** Data storage and retrieval infrastructure remain poor, often relying on personal computers rather than centralized and secure systems.
- **Inconsistent and unreliable data sources:** Variations in data consistency and dependence on unreliable sources undermine the credibility and usability of the reported data.

3.3 Lessons Learned from BR4

The African Union Commission (AUC) recognized the Comoros with an award for registering significant improvements from the previous BR. While this is commendable, Comoros should pay greater attention to all of the Malabo Declaration Commitments if the country is to be on track to achieve them in the next BR cycle in 2025. Analyses from BR4 suggest that it would be important for Comoros to take several key steps to improve data availability, boost resilience to climate change threats, improve agricultural finance, and reduce hunger.

Data on resilience, post-harvest losses, hunger, and poverty in Comoros, in particular, were close to non-existent during the third BR. For the BR process to promote evidence-based decision-making around agricultural transformation in Comoros, further efforts must be made to train more in-country staff on the review processes.

4. Policy and Programmatic Changes arising from Performance in previous Biennial Reviews

Having noted the country's unsatisfactory performance in previous BR cycles, including its non-participation, Comoros is strengthening the unit that focuses on agricultural monitoring and evaluation (M&E) and the CAADP. In line with this, Comoros also recruited a consultant to oversee the operations of donor round-tables. The consultant is also preparing a national agricultural investment plan (NAIP) that takes the CAADP as a key vehicle for agricultural transformation.

Comoros also moved to update the multi-sectoral committee for coordinating the agricultural sector, to integrate various unrepresented stakeholders for better coordination, and enhance institutional and human capacities (Government of Comoros 2023). The country has established a mechanism to monitor commitments and implement recommendations in line

with the Malabo Declaration. These steps will strengthen future sectoral cooperation and effectiveness in agricultural sector monitoring and reporting.

Following the country's poor performance in previous BRs, Comoros has also undertaken to promote more productive and resilient agricultural systems that will be competitive and sustainable in the face of climate change. Comoros is improving the governance of the agricultural sector and is planning to embark on diversification and sustainable intensification of agricultural production. To facilitate these improvements, the government has pledged to increase the allocation of funds for agriculture in the national budget in the coming years.

5. Priority Actions for Implementation and Recommendations to Ensure Achievement of the Malabo Declaration Commitments by 2025

Comoros needs to implement recommendations arising from BR4 to ensure the country makes progress in those areas where it did not do well while still maintaining its focus on areas where its performance was satisfactory. The following recommendations are necessary for Comoros to improve implementation of the Malabo Declaration commitments and get back on track for the next BR:

- i. Expand sustainable land management practices with a focus on irrigation:** While Comoros has made notable progress in promoting sustainable land management practices, it is critical to implement policies that expand the size of irrigated areas. This will enhance the resilience of agricultural systems to climatic shocks, and support increased productivity. Irrigation infrastructure should be prioritized in regions prone to drought or irregular rainfall to stabilize food production and improve livelihoods.
- ii. Enhance financial access and inclusivity for women and youth in agriculture:** Addressing barriers to financial access for women and youth is essential to strengthening agricultural value chains in Comoros. Programs that facilitate access to credit, savings, and insurance that are tailored to these groups should be introduced. In doing so, smallholder farmers, particularly women and youth, can invest in inputs, adopt modern farming techniques, and contribute to more robust and profitable agricultural markets.
- iii. Leverage CAADP participation for sector reform and policy implementation:** Comoros has shown commendable commitment to the CAADP process. To build on this progress, the country should adopt and deploy comprehensive sector review frameworks. Such frameworks will enable the synthesis, prioritization, and integration of recommendations from CAADP reviews into national agricultural policies and strategies, ensuring alignment with long-term development goals.
- iv. Develop and enact comprehensive seed policy instruments:** Comoros should prioritize the creation and enactment of seed policy instruments, including seed laws, regulations, and ministerial orders. These instruments are foundational for establishing a formal seed system that emphasizes quality control and encourages private sector competitiveness. A robust seed policy framework will help ensure the availability of high-quality seeds to smallholder farmers, improving crop yields and food security.



- v. **Increase funding for agricultural research institutions:** Public agricultural research institutions in Comoros require increased funding to enhance their capacity to support the sector. Investments should focus on recruiting and training breeders, improving research facilities, and promoting innovation. Stronger research institutions will contribute to the development of resilient crop varieties, improved farming practices, and greater agricultural productivity.
- vi. **Establish and strengthen national seed trade associations:** Comoros should establish a national seed trade association to foster collaboration among stakeholders, including government, private sector actors, and farmers. This association will serve as a platform for advocacy, capacity building, and policy dialogue. Strengthening such associations will also help ensure effective linkages between the private sector and government, creating an enabling environment for the growth of a vibrant and competitive seed system.

6. REFERENCES

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