



UNITED NATIONS
COMOROS



UNITED NATIONS SUSTAINABLE DEVELOPMENT COOPERATION FRAMEWORK

UNION OF THE COMOROS 2022  2026





UNION OF THE COMOROS 2022  2026



JOINT DECLARATION



The Government of the Union of the Comoros and United Nations system entities are working together to achieve the goals set out in the present United Nations Sustainable Development Cooperation Framework for the period 2022–2026.

The Cooperation Framework is the joint response of the United Nations to the national priorities set out in the country's national development strategy, "Plan Comores Émergent" (Comoros Development Strategy), among others, as expressed during consultative meetings held between October 2020 and January 2021 to obtain input, establish priorities and gain approval for the Cooperation Framework. The priorities were approved during various meetings between representatives of the Government of the Comoros and United Nations system entities. The Cooperation Framework will be implemented through the country programme documents for the various United Nations system entities that operate

in the Comoros and through the joint development of programmes, projects and plans.

The United Nations is committed to strengthening dialogue and strategic partnerships with the Government of the Comoros and other key public policy stakeholders with a view to enabling the Comoros to continue on the path towards the achievement of the Sustainable Development Goals by 2030.

The United Nations will also work to ensure that conditions are optimal for enhancing the engagement and participation of all national stakeholders involved in the implementation of the United Nations Sustainable Development Cooperation Framework through the country's governance mechanisms and structures.

Signed in Moroni on 26 July 2021

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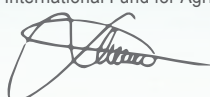
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SIGNING CEREMONY FOR THE UNITED NATIONS SUSTAINABLE DEVELOPMENT COOPERATION FRAMEWORK ON 26 JULY 2021



The new United Nations Sustainable Development Cooperation Framework for the period 2022–2026 was signed on 26 July 2021 by Mr. Dhoihir Dhoulkamal, Minister for Foreign Affairs and International Cooperation in charge of the Diaspora, and Mr. François Batalingaya, Resident Coordinator for the United Nations system in the Comoros. The signing ceremony was presided over by Mr. Azali Assoumani, President of the Union of the Comoros, at Maison des Nations Unies in Moroni during a ceremony attended by many representatives of the national and local Government, the diplomatic

corps, civil society, the private sector and the United Nations. The Minister for Foreign Affairs, remarking on the importance of the presence of the Head of State at the ceremony, said, “This is the first time that a president of the Comoros has taken part in this significant event, which is a symbol of international cooperation. This new Cooperation Framework was jointly drafted and adopted by all stakeholders, and the goals and results that we expect it to deliver are a true reflection of the vision of the Head of State for the nation, to transform the Comoros into a country with an emerging market economy by 2030.”





Excerpts from the speech delivered by Mr. François Batalingaya, Resident Coordinator

The drafting of the Cooperation Framework that we are about to sign coincides with the beginning of the United Nations system-wide reform and the halfway mark towards the implementation of the Sustainable Development Goals, during a time of societal crisis caused by the coronavirus disease (COVID-19) pandemic. Going forward, the United Nations Sustainable Development Cooperation Framework will take the place of the United Nations Development Assistance Framework.

The Cooperation Framework will serve as the joint programming tool of United Nations system entities and as a meeting place for dialogue and cooperation with the Government regarding national priorities, with a focus on sustainable development and international commitments.



Excerpts from the speech delivered by Mr. Azali Assoumani, President of the Union of the Comoros

The new Cooperation Framework, whose signing ceremony has brought us together today, enshrines the will of the United Nations system as a whole to take our cooperation to a new level. It is also a testament to our commitment to “Delivering as One”, which, rather than simply being a slogan, is a goal and a deeply held belief for us all.





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ABBREVIATIONS



AfD	French Development Agency
AfDB	African Development Bank
ANPI	National Agency for Investment Promotion
ARII	Africa Regional Integration Index Platform
ASAP	Adaptation for Smallholder Agriculture Programme of the International Fund for Agricultural Development
ASCOBEF	Comorian Association for Family Well-being
AU	African Union
CDS	Comoros Development Strategy
CGP	General Planning Commission
CIP	Climate Investment Platform
CNDHL	National Commission for Human Rights and Freedoms
COMESA	Common Market of Eastern and Southern Africa
CPDC	Conference of Partners for the Development of the Comoros
CSOs	Civil society organisations
DAO	Delivering As One
DCO	United Nations Development Coordination Office
DESA	Department of Economic and Social Affairs of the United Nations
DGSC	General Directorate for Civil Security
DNSAE	National Directorate for Agricultural and Animal Husbandry Strategies
ECA	Economic Commission for Africa
ECP	Emerging Comoros Plan
FAO	Food and Agriculture Organization of the United Nations
FDI	Foreign direct investment
GBV	Gender-based violence
GCCA	Global Climate Change Alliance
GDP	Gross Domestic Product
GEF	Global Environment Facility
GFATM	Global Fund to Fight AIDS, Tuberculosis and Malaria Thematic Dialogue Groups
GHRTDG	Gender and Human Rights Thematic Dialogue Group
GPHC	General Population and Housing Census

HACT	Harmonized Approach to Cash Transfer
HDI	Human Development Index
ICT	Information and Communications Technology
IDP	Interim Development Plan
IFAD	International Fund for Agricultural Development
ILO	International Labour Office of the International Labour Organization
ILO	International Labour Organization
IM&E Group	Inter-Agency Monitoring and Evaluation Group
IMF	International Monetary Fund
INSEED	National Institute for Statistics and Economic and Demographic Research
IOC	Indian Ocean Commission
IOM	International Organization for Migration
ITC	International Trade Centre
JICA	Japan International Cooperation Agency
LDCF	Least Developed Countries Fund
MD	Meteorology Department
MECK	Mutuelle d'épargne et de crédit ya Komor
MICS	multiple indicator cluster survey
MSME	Micro-, Small and Medium-Sized Enterprises
NEP	National Environment Programme
NHDR	National Human Development Report
OMT	Operations Management Team
OVK	Karthala Volcanological Observatory
PLHIV	Person living with a disability
PMT	Programme Management Team
PNS	National Health Policy
PPP	Public-private partnership
PSEA	United Nations network for protection from sexual exploitation and abuse
RBM	Results-based management
RCO	Resident Coordinator's Office
SADC	Southern African Development Community

ABBREVIATIONS



SANDUK	SANDUK Network for Microfinance
SCA2D	Accelerated Growth and Sustainable Development Strategy
SDG	Sustainable Development Goals
SIDS	Small Island Developing States
SONEDE	National Water Supply and Distribution Company
TDG	Thematic Dialogue Groups
TFPs	Technical and financial partners
TVET	Technical and vocational education and training
UNCDF	United Nations Capital Development Fund
UNCG	United Nations Communications Group
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDESA	Department of Economic and Social Affairs of the United Nations
UNDP	United Nations Development Programme
UNDRR	United Nations Office for Disaster Risk Reduction
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNS	United Nations System
UPR	Universal Periodic Review
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization

EXECUTIVE SUMMARY



Over the past five years, the Union of the Comoros has made efforts to realize an ambitious national vision of inclusive and sustainable growth, building on the structural transformation of the economy of the Comoros.

Initiatives have been implemented to modernize the public administration in order to improve the range and quality of services provided to citizens. Significant progress has been made in renewable energy and the creation of protected areas.

In that context, the Comoros has implemented instruments for planning, programming, budgeting, monitoring and evaluation, including Plan Comores Émergent 2020–2030 (Comoros Development Strategy) and the Interim Development Strategy 2020–2024. With regard to the economy, the Comoros officially achieved lower-middle-income country status in 2018. Regarding political governance, the Comoros reformed its Constitution in 2018. The new Constitution serves as the foundation for the national vision to achieve the Sustainable Development Goals and become an emerging market economy through the restructuring of the country's executive, legislative and judicial branches.

Despite the efforts made, analysts generally agree that the country still faces major challenges in several areas. Economic growth continues to lag: the national health crisis caused by the first wave of COVID-19 caused the economic growth rate to plummet from the initial forecast of 4.6% in 2020 to 0.2%. The economy of the Comoros faces challenges with respect to competitiveness, job creation and resilience. According to a household survey conducted in 2014, 44% of the population live in poverty. A significant percentage of the work force is unemployed (24.8%). A survey conducted in 2013 on employment and informal workers showed that young people and women are the groups most affected by unemployment.

Although considerable efforts have been made by the authorities to promote gender equality, it must be emphasized that women and girls remain exposed to inequality and gender-based violence.

Access to quality social services is extremely limited, in particular for rural populations and the most vulnerable, such as persons living with a disability.

In terms of governance, analysis shows the need to continue with efforts to strengthen rule of law and national planning capacity. The same is true for the quality of public services, social cohesion, protection and respect for human rights and citizen's participation in the management of public affairs.

The Cyclone Kenneth in 2019, along with COVID-19 and the ensuing global health crisis, had a significant impact on development in the country.

Furthermore, progress made in terms of achieving the Sustainable Development Goals was lackluster in general, mainly owing to the need to strengthen management capacity for national development, limited capacity to mobilize internal and external resources, socioeconomic vulnerabilities that affect entire sections of society -especially workers in the informal sector, weak political consensus and weakness in the institutional structures required for dialogue and accountability with regard to both state and non-state actors.

Despite these challenges, the Comoros aims to enter the ranks of nations with an emerging economy by 2030. The vision of the Comoros Development Strategy is therefore to build a country committed to moving into an era of sustainable economic and social development, with a strong, diversified and competitive economy. Under this ambitious vision, the Comoros aims to create a growth trend that will hit 7.5% in 2030, breaking previous cycles of weak growth and volatility. This vision and the development priorities grounded in it are set out in both the Comoros Development Strategy 2020–2030 and the Interim Development Strategy 2020–2024.

EXECUTIVE SUMMARY



The Comoros Development Strategy and its vision to become an emerging market economy are founded on five fundamental features and five catalysing elements. The fundamentals are:

- **Fundamental 1** : Tourism and cottage industries, significant strong points for the Comoros in the Indian Ocean region;
- **Fundamental 2** : A strong blue economy;
- **Fundamental 3** : The Comoros as a hub for financial and logistics services in the Indian Ocean region;
- **Fundamental 4** : Modernized agriculture for food security;
- **Fundamental 5** : Niche industries to diversify the economy.

The process to structurally transform the economy must also be stimulated and driven by the following catalysing elements:

- **Catalyser 1** : A reformed political and institutional framework that is more stable;
- **Catalyser 2** : Infrastructure that is able to support a strong economy;
- **Catalyser 3** : A workforce that is creating the future;
- **Catalyser 4** : Structural reforms to create a competitive environment;
- **Catalyser 5** : The participation of the Comoros in the digital revolution.

In order to implement the Comoros Development Strategy, the Interim Development Strategy will mainly focus on the following goals:

- (i) sustainable environmental management through the strengthening of measures to protect natural resources and biodiversity, combat climate change and improve waste management;
- (ii) stimulating the economy to achieve a 6% growth rate; promoting growth and improving the standard of living and living conditions of the population;
- (iii) jumpstarting the economy and improving in-country knowledge-sharing to create strong social cohesion;
- (iv) leveraging economic subsectors for socioeconomic development;
- (v) promoting a health system that meets international standards to support a high-achieving workforce;
- (vi) promoting equal access to education and teaching methods that develop human capital, promote national values and advance science;
- (vii) guaranteeing peace, security and stability and consolidating democracy;

The United Nations Sustainable Development Cooperation Framework 2022–2026 is based on the fundamentals and catalysers of the Comoros Development Strategy and the goals of the Interim Development Strategy. The support provided by the United Nations country team aims to bolster the efforts of the Government to implement the 2030 Agenda for Sustainable Development (the 2030 Agenda) in the Comoros and develop national capacity for resilience in the face of disasters such as COVID-19. This support, provided in the context of the United Nations system-wide reform, consists of intensive interventions from the various United Nations entities to achieve tangible results. These results are intended to bring transformative positive change to people's lives, especially to the most vulnerable, ensuring that no one is left behind.

The support provided for the Sustainable Development Goals of the 2030 Agenda by the United Nations country team in the Comoros is also guided by the results, recommendations and lessons learned from the final evaluation of the implementation of the United Nations Development Assistance Framework 2015–2021 and the common country assessment.



Country team support is guided by the theory of change set out below, which originated in the common country assessment and the causal analysis undertaken during the prioritization workshop held from 6 to 8 October 2020 with the participation of representatives of the Comoros and technical and financial partners.

If the resilience of the population, in particular the most vulnerable, and of state and non-state actors is strengthened in the face of climate change, natural disasters and crises;

If the integrated and sustainable management of terrestrial and marine ecosystems and of ecosystem goods and services is effective, through the implementation of an appropriate legal framework, integrated coastal zone management that includes sustainable housing with a small environmental footprint, the strengthening of the required capacity, and the implementation of targeted communications and awareness-raising campaigns;

If the population of the Comoros, in particular the most vulnerable, gain access to clean, affordable and reliable energy and a resilient water supply for domestic use, industry and sanitation, within a national framework for sustainable management and development and urban resilience;

If the Comorian economy is modern, competitive, resilient, and creates decent jobs, in particular for young people and women, thanks to the promotion of strong, sustainable and inclusive growth, which is

the measure of the structural transformation of the economy;

If, through increased investment in education, health, and social protection, **the demographic dividend** can be taken advantage of, and if the population, in particular the most vulnerable, can benefit from the equitable use of enhanced, quality social services;

If the rule of law is strengthened, human rights are respected and protected and public services are improved, and social cohesion, democracy and peace are all strengthened thanks to increased respect for the law, improved citizen education, ongoing political and social dialogue and the promotion of a culture of results and accountability;

Then the Union of the Comoros will have embarked on a steadfast path towards becoming a nation with an emerging economy by 2030;

Because the achievement of these strategic changes will create the necessary conditions to propel the development dynamic;

Provided that political and institutional stability is insured, political leadership is transformational and bold, citizen participation is strong and steadfast, the private sector is strongly committed, and the fostering of strategic partnerships and mobilization of finance is extremely efficient.

EXECUTIVE SUMMARY



This theory of change has guided the drafting the four expected outcomes of the 2022–2026 Cooperation Framework, to which the United Nations country team will make a significant contribution. The Outcomes are as follows:

- **OUTCOME 1.** *« By 2026, state and non-state actors and the population of the Comoros, in particular the most vulnerable, will have strengthened resilience to climate change, natural disasters and crises and will ensure the sustainable and integrated management of terrestrial and marine ecosystems and ecosystem goods and services, in a context in which sustainable housing with a small environmental footprint is promoted. »*
- **OUTCOME 2.** *« By 2026, the population of the Comoros, in particular the most vulnerable, will enjoy shared prosperity built upon a more competitive and inclusive economy and rejuvenated public-private partnerships, within a sustainable development approach that focuses on sectors with the greatest future potential (green, blue and digital). »*
- **OUTCOME 3.** *« By 2026, the population of the Comoros, in particular the most vulnerable, will be taking advantage of the demographic dividend and making better use of appropriate, inclusive, equitable, gender-sensitive, permanently available, high-quality services, including for nutrition, education, social protection, assistance for the victims of violence, and health and sanitation systems. »*
- **OUTCOME 4.** *« By 2026, public institutions will be more inclusive, efficient, accountable and resilient, ensuring the participation of citizens in public life, social cohesion, human rights, gender equality and democracy. »*

The expected outcomes of the 2022–2026 Cooperation Framework fall under the five pillars of the 2030 Agenda and express the will and commitment of the country team of the United Nations to work side by side with national and international partners to support the Comoros in their implementation, in particular in achieving of the Sustainable Development Goals and the targets prioritized by the Government but also in structuring the national response to significant crises caused by pandemics such as COVID-19. The Cooperation Framework is also aligned with the goals of Agenda 2063 of the African Union (Agenda 2063).

The synergies between the four Outcomes are part and parcel of the global theory of change underlying the 2022–2026 Cooperation Framework. Synergies will also be promoted by the interdependence between the four outcomes. The outcomes mentioned place particular emphasis on resilience and on the most vulnerable people. The “Delivering as One” approach contained in the strategic vision of the country team of the United Nations will also enhance the development of synergies between the interventions to be implemented and contribute to the realization of these Outcomes. These methods are a testament to the desire to bring an end to siloed approaches. The humanitarian-development-peace nexus should also promote synergies.

Along the same lines, the focus on developing active partnerships between agencies is an essential catalysing feature that helps to develop the positive synergies and complementarity required to achieve results. Government leadership and national ownership of the Cooperation Framework will be indispensable for coordinating interventions and promoting shared work to achieve results that are aligned with national priorities.

The United Nations country team will bring the perspectives required to support the achievement of the expected results. The advantages it brings are as follows: advisory support for strategic development issues, in particular through its global network of experts in development; support for advocacy and for the mobilization of resources and partnerships, including support for South-South cooperation and triangular cooperation; leadership in the promotion of the Sustainable Development Goals; support for capacity-building; promoting democratic governance and supporting innovation as a growth engine and as an approach to find solutions for development issues and emergency responses.

The methods for joint work with the country team of the United Nations will be based on the following principles:

- (i) a balanced combination of top-down and bottom-up approaches;
- (ii) joint, results-based programming;
- (iii) a focus on the most vulnerable persons and groups. The interventions involving the United Nations country team will pay particular attention to the most vulnerable people and groups in order to ensure that no one is left behind. The participation of vulnerable people and groups will be set at 20%. The common country analysis has identified the following categories of groups and persons as the most vulnerable: persons living in extreme poverty; persons living with a disability; persons suffering from certain illnesses; persons dependent on certain psychotropic substances; Comorian Shiite or Christian religious minorities; and foreign nationals applying to emigrate to Mayotte who are stranded on one of the other three islands of the Comoros.

The country team of the United Nations will also operate by supporting and promoting national leadership;

focusing on women, young people and children, for whom participation thresholds will be set at no lower than 15%; targeting certain areas for concentrated intervention; strengthening the capacity of national actors; and strengthening the humanitarianism-development-peace nexus.

The implementation of the 2022–2026 Cooperation Framework will be grounded in the development of strategic partnerships with national and international actors. National partners, in particular Government ministries and civil-society organizations, will play an important role in the implementation of the Cooperation Framework. At the same time, the United Nations country team will strive to improve its partnerships with civil-society and grassroots organizations. It will also strengthen its partner relations with local governments, the private sector and political parties, which were not robust during the 2015–2021 programming cycle. With regard to partnerships with technical and financial partners, the country team will strengthen its cooperation with the World Bank, the African Development Bank (AfDB), the French Development Agency, the African Union and the European Union, which are among the most important technical and





financial partners to the country. The priorities of these partners align with those of the United Nations country team.

With regard to financing for sustainable development, environmental management, and adapting to and mitigating the effects of climate change, in particular in relation to agriculture, energy and waste; disaster risk management and integrated coastal zone management, including rural and urban resilience; and the promotion of sustainable housing with a small environmental footprint, the country team of the United Nations will develop partnerships with the Global Environment Facility, with a particular focus on its System for Transparent Allocation of Resources (STAR); the Least Developed Countries Fund; the Green Climate Fund; the Global Climate Change Alliance; and the Adaptation for Smallholder Agriculture Programme of the International Fund for Agricultural Development (IFAD), which have already financed several projects. The country team will also explore financing opportunities with the Climate Investment

Platform and the Climate Change Adaptation Fund. The country team will explore the potential for innovative financing, in particular climate financing, while promoting the development of integrated financing systems that enable the mobilization of both internal and external funding.

With regard to South-South and triangular cooperation, the country team of the United Nations will explore opportunities to develop new partnerships, in particular with Saudi Arabia, China, the United Arab Emirates and Kuwait, and also with the Islamic Development Bank, which are involved in projects in agriculture, fisheries, inclusive finance and infrastructure construction. In the context of strengthening existing partnerships and developing new ones, the Ministry of Foreign Affairs and International Cooperation in Charge of the Diaspora is an essential stakeholder. Its current orientation, with a greater focus on economic diplomacy, corresponds to the desire to take advantage of the diplomatic corps of the Comoros to support its journey towards becoming an emerging economy.

Governance of the 2022–2026 Cooperation Framework will be within the purview of the joint steering committee, led by the Minister for Foreign Affairs and International Cooperation and the Resident Coordinator of the United Nations. The United Nations country team will play a significant role in the strategic management, supervision, and coordination of the implementation of the plan.

The programme management team will provide advice and support to the United Nations country team and will supervise the results groups (planet, prosperity, people and peace) and the thematic groups (communication, gender and human rights, monitoring and evaluation).

The programme management team will supervise the monitoring and evaluation group, which will be in charge of implementing the monitoring and evaluation plan.

The operations management group will be responsible for implementing the joint operational strategy.

The results groups, organized around the Outcomes of the cooperation framework, will be in charge of implementing and monitoring joint work plans. The communication group will implement the joint communication strategy, promote the Sustainable Development Goals and support resource mobilization. The gender and human rights group will ensure that gender equality and human rights are systematically taken into account in programs and projects.

As a whole, all of the groups will ensure that the interventions carried out by United Nations entities leave no one behind in either programme design or implementation.





INTRODUCTION



The present United Nations Sustainable Development Cooperation Framework for the period 2022–2026 is the comprehensive programme of the United Nations country team, whose purpose is to provide joint support for the efforts of the Comoros in the implementation of the 2030 Agenda, Agenda 2063 and the development vision of the country. The Cooperation Framework is the result of a participatory and inclusive process that brought together national actors, in particular Government ministries, local governors, civil-society organizations, and private-sector organizations; United Nations entities with a presence in the country (WHO, UNDP, UNFPA and UNICEF); other United Nations entities (UNESCO, ILO, UN-Habitat, OIM and FAO); and technical and financial partners. According to the road map created by the United Nations country team, this process took place between November 2020 and January 2021.

More specifically, a workshop was organized from 6 to 9 October 2020 to set priorities under the joint leadership of the General Planning Commission of the Comoros (CGP) and representatives of the United Nations system, with technical support from the United

Nations Development Coordination Office and the team of consultants. The workshop was attended by members of the United Nations country team, other development partners, and representatives of national and local Governments, the private sector and civil-society organizations. Representatives of vulnerable groups also participated, including persons living in extreme poverty; persons living with a disability; persons suffering from certain illnesses; persons dependent on certain psychotropic substances; Comorian Shiite or Christian religious minorities; and foreign nationals applying to emigrate to Mayotte who are stranded on one of the other three islands of the Comoros. A training session was also held on 21 and 22 October 2020 on programming and programming principles.

After the priority-setting workshop, under the supervision of the United Nations country team and the coordinators of the programme management team, and with technical support from the Office of the Resident Coordinator and the team of consultants, the theory of change and results matrix were discussed in a series of intense and fruitful conversations that resulted in the mobilization of stakeholders from the United Nations system and from the Comoros.



The drafting of the Cooperation Framework was guided by the directives of the United Nations Development Coordination Office, the Delivering as One approach and the programmatic and programming principles of the United Nations. The process also drew from the common country analysis and the lessons learned from the final evaluation of the United Nations Development Assistance Framework 2015–2021. The 2022–2026 Cooperation Framework was approved during a workshop held on 26 January 2021. The Cooperation Framework is meant to support the achievement of four Outcomes that are aligned with both the Comoros Development Strategy and the Interim Development Strategy, which will contribute to the achievement of the Sustainable Development Goals. The United Nations country team will make a significant contribution to these Outcomes through 18 Outputs. The Cooperation Framework is based on a global theory of change. Each Outcome is grounded in a specific theory of change that aligns with the global theory of change. The Outcomes fall under the four pillars of sustainable development of the United Nations.

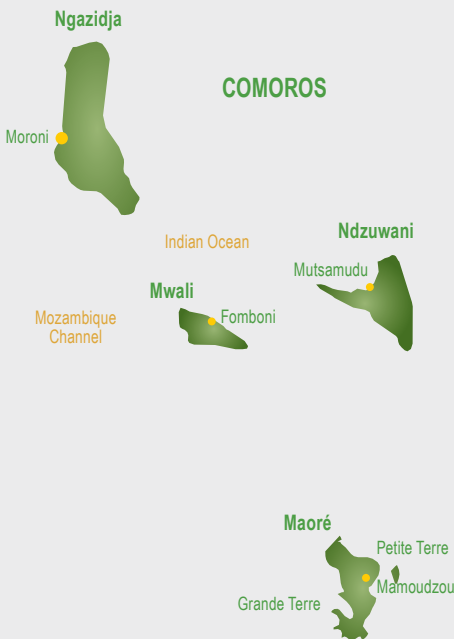
The governance architecture of the Cooperation

Framework consists of a joint steering committee presided over by the Ministry of Foreign Affairs and International Cooperation in Charge of the Diaspora and the Resident Coordinator, with the participation of the United Nations country team, the programme management team, the operations group, the results group, the monitoring and evaluation group, the communication group and the gender and human rights group.

In accordance with the directives of the United Nations Development Coordination Office, the present Cooperation Framework is divided into four chapters:

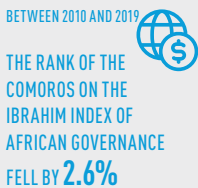
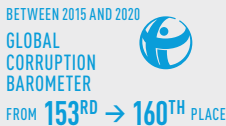
- The first chapter provides an accounting of progress made by the country in the implementation of the 2030 Agenda;
- The second chapter focuses on the development support provided by the United Nations to implement the 2030 Agenda;
- The third chapter describes the implementation of the Cooperation Framework;
- The fourth chapter is devoted to monitoring and evaluation for the Cooperation Framework.

AN INTRODUCTION TO THE COMOROS



Politics

In 2018, the Union of the Comoros reformed its Constitution, which is the basis for its national vision for the achievement of the Sustainable Development Goals and for becoming an emerging market economy.

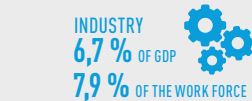


Economy

In 2019, the Comoros joined the ranks of lower-middle-income countries, with a gross domestic product (GDP) of \$1.203 billion. However, economic growth remains weak and was hard hit by the health crisis linked to the COVID-19 pandemic, which lowered it from the predicted rate in 2020 of 4.6% to 0.2%.



MORE THAN 75% OF EMPLOYMENT IS CONCENTRATED IN THE INFORMAL SECTOR



THE COUNTRY IS FACING BRAIN DRAIN, WHILE THE SURVIVAL OF A SIGNIFICANT PROPORTION OF THE POPULATION DEPENDS ON REMITTANCES FROM THE DIASPORA





Environment and climate change

In terms of vulnerability to climate change, the Comoros ranks 51st out of 172 countries. The archipelago is facing many problems linked to deforestation and to the accelerated decline in biodiversity.

BETWEEN 1950 AND 2016

90 %

OF FORESTED AREAS WERE LOST



THE NUMBER OF PERMANENT

RIVERS DECLINED FROM **49** TO **10**



BETWEEN 2000 AND 2006:

15 % OF PLANT SPECIES
DISAPPEARED



Social situation

44,1 % 2014

OF THE POPULATION LIVE IN POVERTY



35,6 % 2014

LIVE IN EXTREME POVERTY

Poverty and inequality are partly the result of the economic situation, but also stem from a lack of reliable social services.

THE UNION OF THE COMOROS IS AMONG
**THE MOST DENSELY POPULATED
COUNTRIES IN AFRICA**

WITH NEARLY

407 INHABITANTS PER KM²

2017 CENSUS



The high population density increases the anthropic pressure on natural resources and the environment.

The population of the country is very young, with the average age being 24.9 years, and young people aged 0 to 29 years represent 65.02% of the population (2017 census), which places pressure on the labour market. In addition, the education system is weak and does not meet the needs and aspirations of young people.



Health care

Health services in the Comoros are very poor. COVID-19 has shed light on the limits of the health care system, in particular the lack of ability to deal with certain chronic illnesses, such as diabetes, arterial hypertension and respiratory illnesses.

Food insecurity has become endemic and now affects more than 35% of the population.

KEY INDICATORS



30 % OF CHILDREN UNDER THE AGE OF 5 SUFFER FROM
CHRONIC MALNUTRITION

15 % OF CHILDREN UNDER THE AGE OF 5 ARE UNDERWEIGHT

IN 2017, THERE WERE

**2,7 DOCTORS FOR EVERY
10,000 INHABITANTS**



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PROGRESS IN THE IMPLEMENTATION OF THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT



In 2020, with support from the United Nations system, the country submitted its first voluntary national review on the implementation of the 2030 Agenda. The review showed that over the previous five years, the Comoros had embarked upon reforms in political, economic, administrative and social governance. More specifically, the Comoros implemented constitutional reforms that restructured the executive, legislative and judicial branches of Government, in the context of broader actions taken to help the country join the ranks of emerging economies by 2030. Reforms were also undertaken to improve strategic management in development and to boost the economy. The modernization of the public administration is another reform implemented to improve the quality and range of social services provided to citizens.

However, overall progress in the achievement of the Sustainable Development Goals has been slow and additional effort is required to enable the country to overcome challenges in that regard. The Comoros continues to face significant political, institutional, economic and social challenges, which were brought to light in the common country analysis and the first voluntary national review of the achievement of the Sustainable Development Goals.

1. NATIONAL CONTEXT

1.1 GEOGRAPHIC, ADMINISTRATIVE AND POLITICAL SITUATION

The Union of the Comoros is an archipelago located at the northern entrance to the Mozambique Channel, between East Africa and northwest Madagascar. The total land surface area of the archipelago is 2236 km² and it has an exclusive economic zone measuring 160,000 km². The archipelago is made up of four main islands of volcanic origin: Ngazidja (Grand Comoros), Mwali (Mohéli), Ndzuwani (Anjouan) and Maoré (Mayotte), with respective surface areas of 1147 km², 290 km², 424 km² and 375 km².

Thanks to its geographical location, the Comoros enjoys a very favourable geostrategic position for economic development, in particular for the development of international business and the blue economy. However, that potential has yet to be realized.

According to the 2017 census, the population of the country is 758,316, most of whom are young people. Children under 15 represent 38.72% of the total population, while those aged 15 to 49 represent 48.34%, those aged 50 to 64 years represent 7.51% and those 65 and over make up 5.43%. Average population density is 407 inhabitants per square kilometre, one of the highest population densities in Africa. The island of Anjouan, also known as Nzwani, whose population density is 772 inhabitants per km², is the most densely populated island in the Comoros.

The Comoros proclaimed its independence on 6 July 1975 and joined the United Nations on 12 November of the same year. Despite the island of Mayotte having proclaimed national sovereignty, France has maintained its administration there. The post-independence history of the country is marked by numerous social, economic, political and institutional crises. There have been many outbreaks of political violence and attempted or successful coup d'états. After secession, which led to control being taken of Anjouan in 1997, the country adopted a new Constitution by referendum and, on 23 December 2001, officially took the name of the Union of the Comoros. The new Constitution ushered in a federal state, characterized by broad autonomy of the islands, each led by a Head of the Executive Branch and an assembly, with distribution of powers between the Union and the autonomous islands; rotation of the



office of President among the islands; a declaration of communalization; and the creation of a constitutional court.

The 2001 Constitution has been amended three times, in 2009, 2013 and 2018. Although the first two amendments confirmed the federal state, the amended Constitution of 2018 provides, in its article 1, that the Union of the Comoros is a “unitary” state. Since then, the Union of the Comoros has been led by a President of the Union elected for a term of five years, with possible re-election for a further term, while complying with the rotation. The President is both the Head of state and the Head of Government. The parliament is unicameral, and its sole house is known as the Assembly of the Union of the Comoros. It consists of 24 deputies, elected by direct universal suffrage for a term of five years. The Supreme Court is the highest court in the land for civil, criminal, administrative or constitutional matters.

The islands are led by a governor elected by universal suffrage for a renewable term of five years and by an advisory board made up of members appointed by community councils. The Union of the Comoros is divided into 54 communes, created legislatively and led by the following bodies: a deliberative body, the community council, which is made up of elected counsellors and of village or neighbourhood leaders; and an executive body, made up of the mayor and a

maximum of three additional members. Moroni, the capital of the Comoros, has special status. There are 20 administrative divisions in the territory of the Comoros, known as prefectures.

Despite these achievements, the common country analysis and causal analyses carried out during the prioritization workshop showed that there is a need to strengthen the rule of law, and that citizen participation in the management of public affairs is very limited, in particular for women and young people. There is also a need to consolidate a forum for and foster peaceful dialogue among the elites. Social cohesion is precarious. The state is strongly centralized and local administrations receive little support from it. A culture of results and accountability is also lacking. Between 2015 and 2020, the country fell from 136th to 160th place in the Global Corruption Barometer of Transparency International. On the Ibrahim Index of African Governance, the Comoros oscillated between 30th and 38th place out of 52 countries between 2008 and 2020. According to the Country Policy and Institutional Assessment Index of the World Bank, the Comoros achieved a ranking of 2.8 and the country sits at 32nd place out of 39 sub-Saharan African countries. With regard to the Democracy Index of the Economist Intelligence Unit, the Comoros ranks 121st out of 167 countries, with an overall score of 3.71.

1.2. ECONOMIC SITUATION

Since 2010, thanks to the reestablishment of political stability, the country's economy has surged and economic growth has accelerated. The real rate of GDP growth, which over the period 2008–2009 sat at 1%, grew to 2.1% in 2010 and experienced steady growth in the ensuing years, reaching 3.5% in 2018. However, Cyclone Kenneth in 2019 and the rise of COVID-19 in 2020 revealed the economic vulnerability of the country. The growth rate of the Comoros fell to 2% in 2019 and, according to the Central Bank, the economic growth rate in 2020¹ was just 0.2%, compared to the 4.5% that had been projected before the pandemic. Growth is led by agriculture and services. More specifically, agriculture represents 31.6% of GDP. Agricultural productivity is very low. Commercial agriculture is hardly developed and focuses on three products: vanilla, ylang-ylang and cloves. Fishing represents 7.5% of GDP and employs nearly 4.5% of the work force. Economic growth therefore remains insufficient owing to fragile growth rhythms and low diversification. Nevertheless, gross national income reached \$1320 per capita in 2018, which resulted in the Comoros becoming a lower-middle-income country. However, the business environment still does not attract enough direct foreign investment, which spurred the country to reform its investment code at the end of 2020.

It is undeniable that macroeconomic reforms continue to fall short of what is needed to propel the accelerated and sustainable structural transformation of the economy. Nevertheless, the structural transformation of the economy is positioned in the Comoros Development Strategy as the key to setting the country on a path towards becoming an emergent market economy by 2030. This process should translate into the reallocation of economic activity from low-productivity sectors, such as agriculture, fishing and animal husbandry, towards sectors with strong productivity and added value, such as manufacturing and digital business. As set out in the Comoros Development Strategy, the Government is aiming both to promote industry segments in the secondary and tertiary economy that are experiencing strong growth and to increase productivity in agriculture, fishing and animal husbandry to enhance food security. The Comoros Development Strategy places

particular emphasis on logistics and financial services and on tourism, supported by a bottom-up digital revolution to accelerate structural transformation. Through robust, resilient and inclusive growth, the structural transformation of the Comorian economy should promote the creation of decent jobs and the emergence of a middle class.

Studies and surveys, in particular the common country analysis, have provided data showing that over the last five years, with regard to the structural transformation of the economy, no strong trends have emerged that should translate into any significant changes in the distribution of GDP among the primary, secondary and tertiary sectors. The primary sector is dominated by agriculture, the secondary sector relies on industries that have yet to develop, and the tertiary sector is dominated by inflated levels of informal activity, which absorb a significant proportion of the work force. No significant increase in agricultural productivity has been observed, which could have promoted the reallocation of agriculture workers towards sectors with high productivity and strong added value, in particular manufacturing or the digital economy. The common country analysis showed that the structural transformation of the economy faces the main challenges set out below.

A dearth of human capital, as the population is very young: According to the 2017 census, almost half of the population (49.44%) was under 20 years of age and those aged 15 to 64 years represented 57% of the total population. However, the Comoros struggles to take advantage of the potential of young people in terms of the demographic dividend owing to an inadequate education system, which is incapable of producing the high quality workers that local companies need. Unemployment and underemployment are extremely common across the country. The unemployment rate, broadly speaking, is 25% (10.6% according to the strict definition of the International Labour Office), and unemployment mostly affects young people under 30 years of age (38%) and women (40%). The unemployment rate is unequally distributed across the territory, with record levels of 40.7% in Anjouan and rates of 26.2% in Mohéli, 18.3% in Moroni and 7.1% in the remainder of Grand Comoros Island. The high rate of unemployment is due to unemployability, in particular of young people and women, which in turn

¹ Central Bank of the Comoros, Note de conjoncture de l'année 2020 (2020 economic overview), April 2021, p. 2

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is the result of insufficient training for the workplace. More than 75% of employment is concentrated in informal structures, in particular agriculture, which employs 42% of the workforce, compared with just 8% working in industry. Available labour is mainly absorbed by agriculture and services. These sectors are characterized by low productivity and a virtual absence of social protection. The country suffers from brain drain and has been unable to control emigration. Similarly, it is notable that fewer than 7 out of 10 people aged 15 and older have achieved literacy (2012)².

A significant deficit in basic infrastructure: The vast majority of investment in public infrastructure (including airports, ports, roadways, water pipes and energy production and distribution facilities) is insufficient. As a consequence, the infrastructure is not able to support the launch of the structural transformation of the country's economy. However, it is notable that significant development has taken place in telecommunications infrastructure and a large part of the territory enjoys 4G network coverage, which is an important lever for the country.

A chronic energy shortage: Energy infrastructure improvements remain largely insufficient. National energy consumption in 2017 was 6597 terajoules (Sub-regional Office of the Economic Commission for Africa (ECA)), with 56% of energy being generated from biomass and 42% from petroleum products, including gasoline, kerosene, diesel and liquefied petroleum gas. Solar and hydroelectrical energy play a small role in the current energy mix; however, significant investments have been made since 2022 to improve the balance in energy sources.

Weak capacity to mobilize the resources required to gain significant investment in strategic sectors: Public revenue, which consists of taxes and tariffs, remains extremely low, sitting at just 17.2% of GDP over the period 2011–2017. The tax burden was 7.1% of GDP over the period 2011–2017, compared to an average of about 15.4% for small island developing states and 15.6% for sub-Saharan Africa. The state therefore continues to depend on external contributions (grants or loans) to finance investment expenses. More specifically, over 80% of investment expenses, which in recent years represented between

8% and 10% of GDP, were financed using external funding.

Insufficient levels of development aid: Development aid is estimated to amount to \$104 per inhabitant per year. Although this amount is higher than in the majority of sub-Saharan Africa, development aid is clearly insufficient in the face of the need to invest in infrastructure. Approximately 30 partners provide development assistance. This context of fractured development assistance results in a loss of efficiency. In addition, according to the 2017 development assistance report, development assistance disbursement rates are 69% for multilateral donors and 57% for bilateral donors; this reveals a lack of capacity to absorb the resources available for financing development.

Low levels of external and domestic private financing: Foreign direct investment is stagnant and very low. Since 2012, annual amounts have been between 1.6 and 2.2 billion Comorian francs (between \$3.6 million and \$5 million). Weak levels of foreign direct investment are a reflection of the lack of attractiveness of the economy. According to the World Bank report entitled "Doing Business 2020: Comparing Business Regulation in 190 Economies", the Comoros places 35th out of 54 countries in sub-Saharan Africa. As a result of the reforms undertaken, the country has moved up four places, from 164th place in 2019 to 160th place out of 190 countries in 2020, reclaiming the level it had in 2018. Domestic private financing is characterized by limited availability of bank funds and low productivity for loans granted, despite an increase in the latter since 2008. The greatest obstacle to the granting of loans by the traditional banking sector is the high percentage of bad debts, which accounted for 24.1% of the loan portfolio in 2018 (compared to 23.6% in 2017). This long-term phenomenon can broadly be attributed to weaknesses in the Comorian judicial system.

Foreign remittances from members of the diaspora living in France used for household consumption rather than investment in development: Between 2000 and 2013, remittances, which are generally sent informally, went from 12.5 billion to 59 billion Comorian francs. That number is so high that the Comoros is in fourth place globally among countries

² Revised 2015–2021 Accelerated Growth and Sustainable Development Strategy (SCA2D).



that depend on remittances.

An unattractive business environment: In 2020, according to the Doing Business report of the World Bank, the Comoros ranked 160th out of 190 countries.

The significant vulnerability to climate change and natural catastrophes and disasters: According to the Global Climate Risk Index (2018), the Comoros ranks 151st out of 172 countries in vulnerability to the effects of climate change, and the archipelago is also one of the 35 critical regions identified by the Worldwide Fund for Nature.

The impact of COVID-19 on the Comorian economy: According to a study conducted by the Government with support from the United Nations system, the global health crisis triggered a significant slowdown in economic activity and produced a variety of effects, in particular:

- a decline in domestic demand over the short and medium term;
- lower public revenue with relation to international business, caused by the economic slowdown;
- an increase in public spending to confront the health emergency and finance support measures to combat COVID-19;
- liquidity problems for banks and microfinance institutions with some of their customers, in

particular companies, that are having trouble honouring their commitments;

- a significant decline in the level of employment and income owing to jobs that have disappeared, in particular in directly affected industries, including tourism, transportation and manufacturing that relies on imported inputs or international business.

The situation could rapidly become critical owing to the consequences of the crisis in the informal sector, which had already been weakened by the energy crisis. Vulnerable groups are at risk of falling into extreme poverty, in particular women, young people and communities that are significantly exposed to climate change and climate disruption.

In terms of regional and subregional commerce, the Comorian economy has very weak links to the economy of continental Africa, despite the fact that the country belongs to the Common Market of Eastern and Southern Africa (COMESA) and has recently joined the Southern African Development Community (SADC). More specifically, the economy of the Comoros remains embedded in the region and benefits very little from the strong growth dynamic of the East Africa subregion, which experienced average growth rates of more than 6% over the decade beginning in 2010. This strong growth propelled many of the countries in the region towards economic emergence. Thanks to its strategic geographic positioning, the

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wealth of its ecosystems and its membership in large regional markets (COMESA and SADC), the Comoros has many assets that could be exploited to promote the economy, including by focusing on tourism, strengthening the blue and green economies and making rational and strategic use of funds coming from the diaspora. Strengthening the links between the Comoros and the continental economy could also enable the country to overcome certain barriers, including market restrictions and connectivity issues that are at the root of its relatively weak economic growth.

1.3.SOCIAL SITUATION

Despite the important progress made over the past five years, the Comoros is facing significant challenges in terms of its population's ability to gain access to basic, quality social services, which particularly affect the most vulnerable people and groups. The common country analysis has brought to light the following major challenges:

Demographic trends that are not yet being wisely exploited to improve the economic performance of the country: The population growth rate is estimated to have been approximately 2% per year between 2003 and 2017 (2017 General Population and Housing Census). A young population is a major challenge, which translates into strong and growing demand for access to basic services for the young people entering the job market each year, in particular health services, education, nutrition and employment. The major challenge of this demographic dynamic is to accelerate the demographic transition in order to take advantage of the demographic dividend.



A weak health care system with limited access, low quality and an insufficient range of services: Health services in the Comoros are very poor. The country has 2.7 doctors for every 10,000 inhabitants (2017). A map of health-care facilities shows 75 hospitals and clinics across the country. In principle, every citizen has access to a health-care facility located less than 15 km from home; however, each year, 1150 people suffering from illnesses seek care abroad to gain access to quality services, at an annual cost of nearly 7 billion Comorian francs. COVID-19 has starkly revealed the limits of the health care system, in particular its inability to deal with certain chronic illnesses, such as diabetes, arterial hypertension and respiratory illnesses.

An education system that does not meet the needs and aspirations of society: Significant progress has been made over recent years in the education sector based on the dashboard of the Ministry of Education for the 2017–2018 school year. Preschool enrolment increased significantly between 2015–2016 and 2017–2018. The number of children attending preschool went from 13,659 (including 6812 girls) to 15,175 (including 7607 girls), an increase of 11%. Significant progress has also been made in primary and secondary school, thanks in particular to support provided by development partners. As such, for the 2017–2018 school year, the gross rate of primary school enrolment was 101.6%. The junior high school enrolment rate was 71.4% and the senior high school enrolment rate was 44.61%.

However, it must be noted that technical and professional training, an important vector for job creation, remains underdeveloped, and the type of training available does not always meet the needs of the labour market. The needs of children who are not in the school system, in particularly those of age to attend primary and secondary school, may not be met. There is no formal or informal structure to stream them into the education system. The University of the Comoros is a relatively new institution that will celebrate its 20th anniversary in 2023. With more than 14,000 students in 2021, it is the dominant provider of higher education among 21 institutions.

In broad terms, the education system struggles to respond to the needs of society because of limited resource allocation. The common country assessment revealed that primary and secondary schools account for 77% of education spending and literacy accounts

for only 1%. In 2018, nearly 81% of education spending went to teachers' salaries. The education system is nevertheless characterized by nearly perfect gender equality: during the 2017–2018 school year, the equality index figures were 1.05 at the preschool level, 0.99 in elementary schools, 1.08 in primary schools, 1.14 in high schools and 1.06 in universities.

The lack of social protection mechanisms: According to the 2014 household survey, 44.1% of the population live in poverty and 35.6% live in extreme poverty. Poverty and inequality are largely the result of the economic situation, but also stem from the absence of a reliable social protection system. Public social protection interventions are underdeveloped. They are limited to services provided to public and private employees, survivor benefits, benefits paid to persons living with a disability and military pensions. Workers in the informal sector and workers who have not paid into state funds (pension fund and national solidarity and social security fund), such as workers in the agriculture, fisheries and artisanal sectors, have no social protection.

An increase in violence against women and children: Although women enjoy several privileges, including with regard to inheritance, there has been a disturbing increase in violence against women and children and a significant percentage of child marriages. The most common types of violence include sexual violence, socioeconomic violence and domestic violence. According to response and prevention services, over the period 2015–2016, sexual violence represented 50% of violence against women and children in Mwali, 58.18% in Ngazidja and 60% in Anjouan. However, the country has made significant efforts to address it, including the following:

- responses in the legal system, in particular through the adoption of two laws: the Mourad law of 2007, making sexual assault against minors a crime; law 14-036/AU of 22 December 2014 on preventing violence against women;
- institutional responses, including the creation of response and protection services for children and women victims of violence;
- political responses, in particular the updating of the National Policy for Gender Equality and Equity to include gender-based violence and the creation of a national strategy to combat gender-based violence

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The impact of COVID-19 on the social situation in the Comoros has led to a decrease in the number of people seeking health care, leading to negative consequences for the performance indicators for specific programmes (a resurgence of certain illnesses; a decrease in vaccination rates; an increase in maternal and infant mortality; limits in the capacity of clinics to attend to patients; and a decrease in the quality of care in public health-care facilities).

COVID-19 has had negative effects on education. It has increased the dropout rate, with a consequent increase in social and economic vulnerability in the wake of the health crisis. It has also hindered learning, in particular in public schools, and has caused financial difficulties for private schools and led to the implementation of austerity measures in education spending. Furthermore, COVID-19 has aggravated social inequality and led to an increase in gender-based violence, which affects women, girls and children because of restrictions on movement and lockdowns, in a context that was already extremely difficult owing to the loss of jobs and income.

COVID-19 has also affected nutrition, causing a loss of purchasing power in vulnerable households that were already suffering from food insecurity. According to a survey conducted by the National Institute for Statistics and Economic and Demographic Research (INSEED), 58% of vulnerable households were unable to obtain the food they normally acquired for their own needs, mainly because of financial constraints, including more than 64.25% of households in Ngazidja, 28.05% in Anjouan and nearly 7.6% in Mwali. The water, health and sanitation sector, already in a state of fragility, has faced increased demand in a context of limited supply. These factors have increased the risk of propagation of COVID-19.

1.4. CLIMATE CHANGE AND THE ENVIRONMENTAL AND HUMANITARIAN SITUATION

As a small island developing state, the Comoros is exposed to a broad range of natural risks, including tropical storms, cyclones, sea level rise, tsunamis, flooding, earthquakes and volcanic eruptions. The ranking of the Comoros in the 2018 Global Climate Risk Index for natural disasters is 51st out of 172 countries and the country is in 59th place for lack of adaptation capacity. This reflects weak national capacity for adaptation and mitigation in the face of climate change.

Natural disasters are a permanent threat and lead to loss of human life and to significant economic, social and environmental harm every year, crippling the efforts of the population to build resilience. Cyclone Kenneth, which struck in April 2019, was one of the most devastating such disasters. It destroyed many houses and much of the country's basic infrastructure. The number of people affected was 345,131, more than 40% of the population, and the consequences included 17,153 injuries, 11,969 displacements and 6 deaths.

In 2007, the country implemented an institutional framework for disaster risk reduction, in particular through the General Directorate for Civil Security and its branch offices on the islands, including the Karthala Volcano Observatory, the Meteorology Department, the centre for epidemiological monitoring and the national platform for disaster risk reduction. Tools were also developed to prepare for and respond to emergencies, including the national strategy for disaster risk reduction, the national plan for emergency preparedness and response, the national contingency plan, plans for organizing emergency responses on the islands and specific plans for the main risks (cyclones, tsunamis, the Karthala Volcano, cholera and marine pollution).

Despite this institutional framework, the country still faces major challenges that include an absence of mechanisms to finance operations to manage disaster risk; difficulties in making the institutional framework operational owing to very limited qualified human resources, limited availability of appropriate equipment, basic infrastructure that is absent or insufficient and



limited scientific knowledge of risks; failure to use national instruments and mechanisms (just 5% of the population has adopted practices and techniques for adapting to and mitigating the effects of climate change, natural disasters and crises); and a lack of comprehensive disaster management capacity and disaster response coordination at all levels.

In terms of the sustainable and integrated management of ecosystems and ecosystem goods and services, the common country assessment has shown that much progress has been made, enabling the country to build the foundations for sustainable development. Measures taken include the implementation of political, strategic and legal frameworks and of instruments and mechanisms to promote their use.

These actions enable the country to build sustainability in priority sectors for the Government, including water,

agriculture, energy, biodiversity conservation and the valuation of ecosystem goods and services. However, the common country assessment has shown that certain practices that have led to continued deforestation continue, with forest surface area having gone from 31,000 ha to 3000 ha between 1950 and 2016, while 15% of plant species have disappeared over the same period. Water sources are also drying up, in particular on the islands of Anjouan and Mohéli.

Unsustainable fishing practices were also highlighted in the assessment, which compromise the sustainability of fishery resources, one of the root causes of the food insecurity that negatively affects vulnerable populations, in particular the vast majority of fisherfolk. Pollution and erosion were also identified as phenomena that contribute to the degradation of marine and coastal ecosystems.



2. A NATIONAL SUSTAINABLE DEVELOPMENT VISION FOR THE FUTURE

The Comoros aims to become a nation with an emerging economy by 2030. This vision and the development priorities grounded in it are set out in both the Comoros Development Strategy 2020–2030 and the Interim Development Strategy 2020–2024.

The vision for an emerging Union of the Comoros is therefore to build a country that is ready for an era of sustainable economic and social development, with a strong, diversified and competitive economy, aiming for an average growth rate that exceeds 7.5% by 2030 and breaking previous cycles of weak and volatile growth.

The Comoros Development Strategy is based on five fundamentals and five catalysers that serve as the foundation for the vision of an economically emergent nation. The Strategy takes into account the prevailing constraints and challenges to development. More specifically, the process for the structural transformation of the Comorian economy is based on the following foundational elements:

- **Fundamental 1:** Tourism and cottage industries, significant strong points for the Comoros in the Indian Ocean region
- **Fundamental 2:** A strong blue economy
- **Fundamental 3:** The Comoros as a hub for financial and logistics services in the Indian Ocean region
- **Fundamental 4:** Modernized agriculture for food security
- **Fundamental 5:** Niche industries to diversify the economy

The process to foster the structural transformation of the economy will also be stimulated and driven by the following catalysers:

- **Catalyser 1** : A political and institutional framework reformed for greater stability
- **Catalyser 2** : Infrastructure suitable for supporting a strong economy
- **Catalyser 3** : A work force that is creating the future
- **Catalyser 4** : Structural reforms to create a competitive environment
- **Catalyser 5** : The Comoros, a protagonist in the digital revolution

The Comoros Development Strategy, designed by the government as an instrument to foster the emergence of the economy, is based on the commitment of political authorities to the 2030 Agenda and Agenda 2063.

The five catalysers for the economic emergence of the Comoros focus on a stable political and institutional framework, appropriate infrastructure, high-quality human capital, an attractive business environment and the digital economy. Promoting good governance and the rule of law constitutes an essential pillar of the journey towards prosperity for the Comoros. Governance should enable all to participate, markets to function properly and the optimal allocation of resources for the public good.

Infrastructure investment to provide affordable, quality infrastructure and modern equipment in the transportation, energy, and information and communications technology sectors will be a driver of structural transformation within the Comorian economy. This will also ease transit for people and goods, promote domestic and foreign business and cement the foundations for strong economic growth

and sustainable development.

Developing human capital and promoting social well-being are at the core of the Comoros Development Strategy. The Government intends to act quickly to develop both the number of workers and their skills and to ensure that the workforce can achieve its full potential. With regard to health care, the Comoros Development Strategy is aiming to consolidate a high-quality, accessible and fair system that can ensure that the right to health is respected and that can improve nutrition, in particular for the most vulnerable segments of the population.

In terms of standard of living and access to water, sanitation and energy services, the Government aims to implement a high-quality management system that is accessible and fair and can meet the potable water and sanitation needs of the population, in particular the most vulnerable, in line with the principles of sustainable development, in particular in relation to climate change adaptation. The Government will also foster human development by promoting universal access to electricity and renewable energy, which will contribute to the structural transformation of the economy and could quickly become a source of revenue.

The success of the ambitious Comoros Development Strategy will depend on the following main conditions: favourable macroeconomic conditions; development that is adapted to climate change and resilient in the face of natural catastrophes; and reinvigorated institutional and political dialogue.

The second important element in the development of the national vision for the Comoros is the Interim Development Strategy, which serves as the implementation plan for the Comoros Development Strategy for the period 2020–2024.

The Interim Development Strategy is the framework for the implementation of the Comoros Development Strategy. Its main purpose is to contribute to sustainable development in the Union of the Comoros

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To that end, its specific goals include the following:

- Sustainable environmental management by strengthening protection for natural resources and biodiversity, combating climate change and improving waste management;
- Stimulating the economy to achieve a growth rate of 6%; promoting growth and improving the standard of living and living conditions of the population;
- Jumpstarting the economy and improving knowledge-sharing within the population to create strong social cohesion; leveraging economic subsectors for socioeconomic development;
- Promoting a health care system that meets international standards to support a high-achieving workforce; promoting equal access to education and teaching methods that develop human capital, promote national values and advance science;
- The need to guarantee peace, security and stability and consolidate democracy;
- Reforming and modernizing the administration for greater transparency, efficiency and quality and for better management of professions;
- Promoting equal access to justice to support the country's development.

The 2022–2026 United Nations Sustainable Development Cooperation Framework is aligned with the fundamentals, catalysers and goals set out in the Interim Development Strategy and in the Comoros Development Strategy to support the Government in creating the conditions for the Comoros to become an emerging economy by 2030.

3. PROGRESS IN THE ACHIEVEMENT OF THE SUSTAINABLE DEVELOPMENT GOALS

On September 25, 2015, the Comoros joined other countries in adopting the 2030 Agenda as the successor to the United Nations Millennium Declaration, and more specifically the Millennium Development Goals. The new global development agenda includes 17 Sustainable Development Goals and 169 targets. Although the achievement of the Goals is an ideal for all of humanity, it is up to each state to prioritize the targets it will achieve in the light of its specific conditions and national development priorities. In that context, in 2018, the Comoros prioritized its targets under the Sustainable Development Goals, selecting 68 priority targets from among 105 considered during the evaluation. Those selected include 32 social targets, 20 economic targets, 12 environmental targets and 4 targets relating to governance.

In 2020, the Comoros completed its first voluntary national review to assess its progress in the achievement of the Sustainable Development Goals. The voluntary national review revealed “mixed results”. The common country analysis also noted “disturbing trends”. The analysis of the achievement of the Goals is structured around five areas, known as the five pillars or 5P’s: people, prosperity, planet, peace and partnership. The situation is variable depending on the goal and topic.

In terms of the Sustainable Development Goals that relate to people, progress is extremely variable. “Many challenges” were noted with respect to the achievement of SDG 1 (combating poverty). Available data show that poverty and extreme poverty persist, at rates estimated at 44.1% and 35.6% respectively. With regard to **SDG 2** (zero hunger), available data reveal that extreme food insecurity affects more than 35% of the population. The rate of children under the age of 5 who are underweight (weight/age ratio) is 16.6% and their rate of emaciation (weight/height ratio) is 11%. With regard to **SDG 3** (good health and well-being),

national indicators show improvements, in particular in the maternal mortality rate, which went from 172 to 142 per 100,000 inhabitants between 2012 and 2018. The greatest improvement was seen in infant mortality, in particular for newborns, where the rate went from 23.1 to 12 per 1000 live births between 2015 and 2019.

The performance indicators for **SDG 4** (quality education) deteriorated, despite improvements in certain indicators such as the overall school enrolment rate for primary schools, which for the school year 2017–2018 was 101.6%. The gender parity index between girls and boys was 1.05 at the preschool level, 0.99 in primary schools, 1.08 in grade schools, 1.14 in high schools and 1.06 in universities in that same school year. More than 7 out of 10 people over the age of 15 years are literate (2012), although the literacy rate is lower for women (69.7%) than for men (77.2%). With regard to Sustainable Development Goal 5 (gender equality), indicators were stagnant owing to persistent gender-based violence. The number of cases treated in Ngazidja, for example, surged by more than 60% between 2014 and 2018, despite legal system reforms and greater punishment for perpetrators. With regard to **SDG 5**, the country faces a number of challenges: 31.6% of women aged 20 to 24 were child brides who were married under 18 years of age. Of those, 10%

were only 15 years old (Multiple Indicator Cluster Survey, 2012). Although legislation has been passed, the overall legal framework has not improved.

Trends in the progress towards Sustainable Development Goals related to prosperity remain mixed. Progress in the achievement of **SDG 8** (decent work and economic growth) stagnated owing to a very weak economic growth rate, averaging 2.2%. The economy is not inclusive and does not create decent jobs, as shown by the fact that 75% of the work force is employed in the informal sector. With regard to **SDG 9** (industry, innovation and infrastructure), infrastructure improvements have been made, but the still nascent industrial sector contributes little to economic growth (0.3% in 2018) and innovation is poorly organized and receives little support. With regard to **SDG 11** (sustainable cities and communities), huge problems were noted in transportation, housing and waste management. More than 69% of the urban population live in slums and only 0.5% of households have decent transportation.

Trends in the Sustainable Development Goals that relate to the planet leave room for improvement: in terms of **SDG 6** (clean water and sanitation), the situation has been stagnant since the adoption of the 2030 Agenda. Access to potable water is rare and is



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enjoyed by only 30% of the population. Progress in the achievement of **SDG 7** has significantly improved. Between 2013 and 2018, the national electrification rate went from below 70% to 80%. Several renewable energy projects were launched, although in 2016 the cost of producing electricity remained one of the highest in Africa. The country experiences one of the highest rates of electricity loss and one of the lowest rates of electricity recovery (33%) on the continent (SADC, 2016). With regard to **SDG 12** (responsible consumption and production), the situation is stagnant owing to the absence of integrated waste management. Although the country has ratified several conventions and treaties on the ecological management of natural resources, pressure on natural resources and the lack of technical and financial means hinders meaningful progress. With regard to **SDG 13** (climate action), the environmental and climate governance situation has improved, but among the countries most vulnerable to climate change, the Comoros is in 51st place out of 172 countries, which has a significant impact on the national economy.

In terms of **SDG 14** (life below water), governance has improved after the adoption of a national blue economy strategy and participation in regional blue economy initiatives on combatting plastic pollution. With regard to SDG 15 (life on land), despite reforestation campaigns, on-the-ground data show that the Comoros faces numerous problems linked to deforestation and to the accelerated decline in biodiversity. Its forested surface area went from 31,000 ha to 3000 ha between 1950 and 2016; more than 15% of plant species became extinct between 2000 and 2006; and the hydrographic networks of Anjouan have been drastically reduced, from 49 permanent rivers in 1950 to a dozen today. Rivers in Mohéli have also been affected.

Peace has been significantly affected by the political and institutional crises that the country has faced. There is only one **SDG related to peace, number 16** (peace, justice and strong institutions), which deals with the promotion of peaceful, democratic societies that are open to all and with combating all forms of corruption. The pretrial detention rate remains very high, having gone from less than 20% in 2009 to 92% in 2015.

Corruption continues to increase each year. Between 2015 and 2020, the Comoros fell from 153rd place to 160th place on the Global Corruption Barometer of Transparency International. The same is true for the Ibrahim Index of African Governance: between 2008 and 2020, the Comoros ranked between 30th and 38th place out of 52 countries, far behind its neighbours in Mauritius and the Seychelles.

Regarding violence against vulnerable people, the most recent data show an increase in violence, in particular against women and children. Prisoners found guilty of rape or sexual assault against minors represented 54% of the prison population as of 5 August 2020. It should be noted that the authorities have implemented several mechanisms to raise awareness and combat gender-based violence, with support from partners.

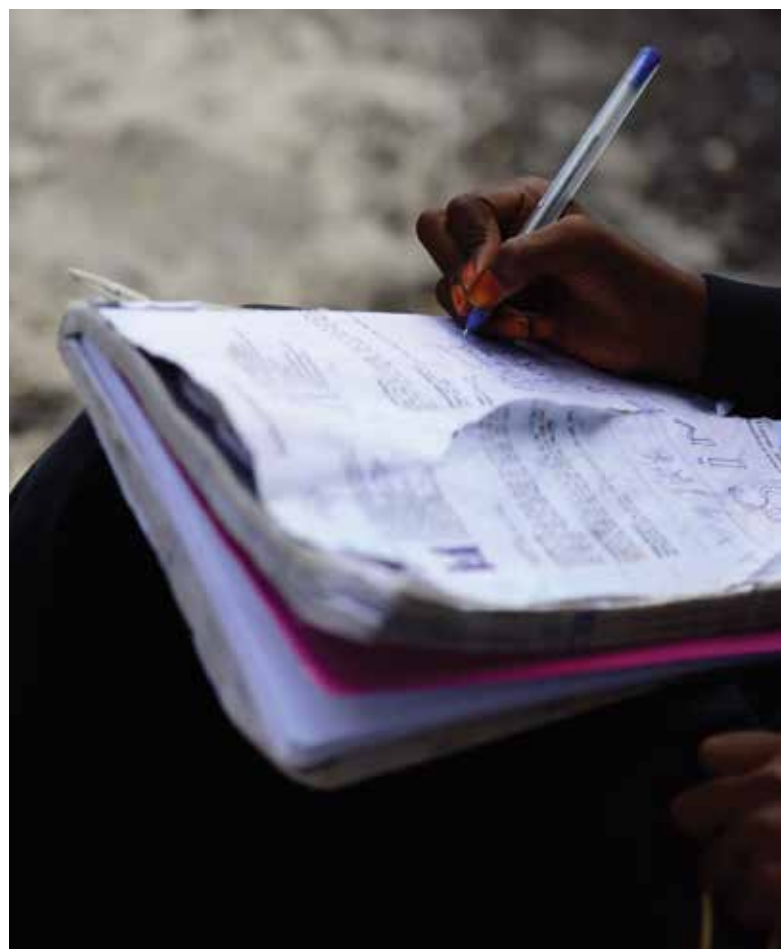
With regard to Sustainable Development Goal 17, partnerships for the Goals, much remains to be done to mobilize domestic and international resources. The Comoros ranks among the African countries with the lowest tax burden, below 9.7 percent in 2018. Although progress has been made in recent years, efforts to collect taxes have been far from optimal and tax revenue has seesawed over the past five years. Tax revenue was 9.2 billion in 2015, 8.5 billion in 2016, 16.8 billion in 2017 and 11.6 billion in 2018. Customs revenue was 13.5 billion in 2015, 15.2 billion in 2016, 29.8 billion in 2017 and 16.1 billion in 2018. Along the same lines, the country has been unable to take proper advantage of the opportunities presented by its strategic location and its membership in numerous economic cooperation zones and regional and subregional integration initiatives. With an average Africa Regional Integration Index score of 0.350 for 2019, the Comoros ranks 20th out of 54 countries.

Apart from the paucity of internal and external resources available for financing development, both public and private, the Comoros is facing significant shortfalls in the capacity to manage development, in particular with regard to results-based management and monitoring and evaluation, which reduces the effectiveness of development initiatives taken. This situation has a negative impact on the capacity to mobilize and absorb external funding, which is even

more necessary for development in the light of the absence of internal resources to realize the ambitions set out in the Comoros Development Strategy for the country to become an emergent economy.

Analysis of progress in the achievement of the Sustainable Development Goals has revealed that many people are either at risk of being left behind or are being left behind. The common country analysis has noted nearly 10 categories in that regard. They include the following:

- **Persons living in extreme poverty** (35.6% of the population) and the homeless, although the number of homeless people is unknown;
- **Persons living with a disability**, who were estimated to account for 1.79% of the population in 2017, or approximately 13,601 people. They are marginalized in many ways, including in access to basic care, where appropriate assistive devices are not present; access to public buildings, few of which have been modified for accessibility; access to education, where appropriate approaches are lacking; and access to information, where there is no accessible communications system in the media;
- **Persons living with certain rare diseases**, in particular those suffering from xeroderma pigmentosum. Approximately 20 cases have been diagnosed, a rate that is nearly 20 times the average in a population of less than 1 million. There is no treatment available for this illness;
- **The most vulnerable, including seniors aged over 65 years** (5.3% of the population in 2017), who mainly depend on family solidarity; and farmers and workers in the informal sector, who have no insurance against workplace injuries, death, disability or, above all, old age;
- **Certain highly vulnerable sociocultural groups**, such as persons with drug dependency, although the scope of the problem remains unknown;
- **Foreigners attempting to immigrate** to Mayotte who are stranded on other islands of the archipelago and who have status neither as exiles nor as refugees in the Comoros;



- **Women**, who make up an estimated 50.06% of the work force, but who face gender inequality that excludes them from many decision-making bodies. They are the victims of wage inequality and live in situations that are far more precarious than men, owing to being over-represented in the informal sector;
- **Poor communities living next to rivers, forests and beaches**, obliged to consume natural resources from the land, coast or water to meet their needs and those of their families, given the lack of accessible economic alternatives and social support, placing strong pressure on those resources;
- **Populations living in precarious housing around urban settlements**, who lack access to basic services such as potable water, power and sanitation.

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Despite limited progress in some areas towards the achievement of the targets under the Sustainable Development Goals, there are certain factors that are spurring the achievement of the Goals. They include the following:

- The political will to take ownership of the Sustainable Development Goals and integrate them into public policy, in particular in the Comoros Development Strategy, which focuses on the achievement of the Goals to transform the Comoros into an emergent economy by 2030;
- Encouraging progress in mobilizing resources, including a conference held in December 2019 on financing the Comoros Development Strategy, during which financing of €4 billion was pledged, and a study conducted in 2020 on evaluating development financing in the country based on financing for the Sustainable Development Goals;
- The progress being made, little by little, in national and local ownership of the Sustainable Development Goals;
- A national exercise to prioritize the targets under the Sustainable Development Goals, enabling a focus on priority areas for intervention based on the national context;
- The creation of a road map for the implementation of the Sustainable Development Goals in the country;
- The drafting of the first voluntary national review of the Sustainable Development Goals in 2020, casting light on progress made towards the achievement of the Goals.

4.GAPS AND PROBLEMS

The reports available, in particular the voluntary national review and the common country analysis, have brought to light the existence of a number of gaps and problems in the achievement of the Sustainable Development Goals in the Comoros, which may be grouped into six broad categories and have been compounded by the impact of COVID-19.

- **The first category of gaps involves national capacity to manage development.** These gaps are obvious first of all in the design, implementation, monitoring and evaluation of public policies, where the current governance model is not sufficiently aligned with monitoring the achievement of the Sustainable Development Goals. These gaps have an impact on monitoring mechanisms for development programmes and projects that have very limited technical, human and financial means. Weak national capacity in statistics, including in producing, gathering, sharing and broadcasting current data, accentuates the barriers to providing effective information on the indicators and targets of the Sustainable Development Goals that have been identified as priorities.
- **The second category of gaps relates to national leadership capacity in development management.** Leadership is exercised through the institutional coordination mechanism of the accelerated growth and sustainable development strategy. The mechanism is articulated through four pillars: a strategic coordination committee for development assistance; an interministerial coordination committee; a permanent technical steering committee; technical sector groups; and committees for development planning, monitoring and evaluation, including one committee for each island, set up by the Governor. In practice, this mechanism has not worked well. Since 2018, the reform of the mechanism has been part of the road map for the implementation of the 2030 Agenda in the Comoros.

To address the gaps, since 2018, the Government has been reforming the institutional steering mechanism for the Goals and the national development strategy, including by creating more inclusive thematic intersectoral dialogue groups instead of the thematic

sectoral groups, and by dismantling the development steering, monitoring and evaluation committees created on each island. The mechanism was further articulated in 2020 through the monitoring and evaluation plan of the Interim Development Strategy 2020–2024, which implemented structures at three levels of development coordination:

- A high-level strategic counsel, chaired by the Head of state, open to technical and financial partners, which meets thrice yearly to evaluate progress in the Comoros Development Strategy and Interim Development Strategy;
- A technical steering committee, chaired by the General Secretary of the Government, which brings together all stakeholders for quarterly meetings to ensure monitoring;
- Thematic dialogue groups that bring together sectors relevant to the five P's of the Sustainable Development Goals, which are supposed to meet once a month to ensure the monitoring of the Development Strategy and Interim Development Strategy across sectors.

This reform is a reflection of the will to promote coordinated action. However, it would benefit from strengthening.

• **The third category of gaps relates to resource mobilization.** In that regard, there is weak national capacity to effectively mobilize the resources necessary for the achievement of the Sustainable Development Goals. Two development partner conferences were organized, one in 2005 and one in 2010. However, very little funding was effectively mobilized. A third conference was organized in December 2019 and garnered pledges for nearly €4 billion to finance the Comoros Development Strategy. Now the funding pledged must actually be received. This is a fundamental matter and should be dealt with in synergy with strengthening national capacity in order for the funding that is mobilized to effectively be absorbed, given that the absorption rate for such funding has been only 48% over the past five years. The mobilization of resources in certain domains, such as governance, has been particularly difficult.

• **The fourth category of gaps is made up of a variety of economic, social and environmental**



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vulnerabilities that present challenges in the country. First of all, there are a number of socioeconomic vulnerabilities that affect entire swathes of the population, in particular workers in the informal sector. Next, elevated levels of poverty and extreme poverty persist, with rates of 44.1% and 34.3% respectively, along with inequality. Finally, resilience and capacity to adapt to the risks linked to environmental degradation and climate events is low. In 2018, the country ranked 51st out of 172 countries in terms of natural disaster risk, while it ranked 59th in terms of lack of adaptation capacity.

- **The fifth category of gaps relates to the fragility of political consensus.** The related gaps are illustrated by the chronic political instability that prevails in the country, in particular relating to conflicts over the competencies of the central state and the lower-level political groupings on the islands and in communities. Repeated constitutional amendments are also a reflection of this problem, the most recent dating from July 2018. These amendments do not foster the institutionalization of practices and approaches, nor do they support learning or the ability to capitalize on best practices.

- **The sixth category of gaps relates to the weakness of the institutional framework for accountability and dialogue between stakeholders, both governmental and non-governmental.** This is relevant for the interventions of technical and financial partners, where weak dialogue with the Government translates into recurring tensions in the execution of programmes

and weak absorption of scheduled funding, which is masked by the apparently cumbersome procedures of certain financial partners. Dialogue between the public and private sectors is also weak, despite the implementation of an official dialogue framework since 2015; its renewal in 2020 is a testament to the will to reinvigorate dialogue. These gaps also affect the role of civil society, whose capacities remain weak in terms of the attention paid to their proposals, although they are often present during dialogue. The Assembly of the Union of the Comoros has little involvement with public policy governance, although it has a constitutional mandate to monitor government action. The same is true of access to justice, as evidenced by overcrowding in prisons, the number of people awaiting trial, the limited number of judges, the concentration of courts and tribunals in the capital and in the main towns of the islands, and the absence of separate administrative courts.

Finally, the health crisis triggered by COVID-19 has undeniably affected progress in the achievement of the Sustainable Development Goals in the Comoros. As is the case around the world, the pandemic has brought to light the vulnerabilities of an unprepared health care system. Difficulties in accessing social services have accentuated inequality and worsened fragility for vulnerable persons and those living in extreme poverty. Furthermore, the Government and its partners were obliged to reallocate funds initially set aside to be used in key development sectors in order to respond to the immediate effects of the crisis.



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SUPPORT FROM THE UNITED NATIONS COUNTRY TEAM FOR THE IMPLEMENTATION OF THE 2030 AGENDA IN THE UNION OF THE COMOROS



Strategic vision of the United Nations country team

«To create greater unity in action and to focus on transformational and tangible development results by placing the most vulnerable at the heart of its programmes and by strengthening its strategic partnerships in order to effectively support the efforts of the Government and other national actors to achieve national priorities in line with the Sustainable Development Goals, which will ensure the emergence of the Union of Comoros by 2030. ».

Under the United Nations' system-wide reform, the entire system has been given the task of supporting countries to implement the 2030 Agenda. In the Comoros, the support of the United Nations country team for the realization of the 2030 Agenda is solidly situated within that reform, whose focus is to concentrate the multidimensional interventions undertaken by United Nations system entities so as to achieve tangible results that contribute to or lead to positive transformative change in people's lives, in particular the most vulnerable, so that no one is left behind. The United Nations country team is resolutely committed to working in concert, through enhanced strategic planning, joint work and coherence and by reducing transaction costs for joint interventions under the leadership of the Resident Coordinator.

The United Nations country team in the Comoros remains very focused on the importance accorded in the United Nations system-wide reform to the United Nations Sustainable Development Cooperation Framework, which should be the main instrument through which relevant joint support is given to the Government and the people with the aim of achieving the Goals of the 2030 Agenda, in particular the Goals and targets identified as priorities for the Union of the Comoros.

The reform has reaffirmed the need for dialogue and national ownership in the process to create, implement, monitor and evaluate the Cooperation Framework. The

drafting of the 2022–2026 United Nations Sustainable Development Cooperation Framework has focused on compliance with this directive. The Cooperation Framework is the result of a participatory and inclusive effort that mobilized the Government, civil-society organizations, the private sector, academia (through the University of the Comoros), United Nations entities in country and abroad, and technical and financial partners.

The support provided by the United Nations country team is also guided by its strategic vision and by the results, recommendations and lessons learned from the final evaluation of the implementation of the United Nations Development Assistance Framework 2015–2021 and the common country assessment.

Indeed, the final evaluation of the United Nations Development Assistance Framework 2015–2021 showed that important results had been achieved in respect of the outputs evaluated, in particular in capacity-building for the population, and especially for women and girls; income-generating activities; access to quality basic social services; resilience to climate change, natural disasters and crises; and support for the implementation of mechanisms to promote good governance.

Nevertheless, the common country analysis revealed that major challenges persist in several areas. Despite the efforts made, the economic growth rate remains very low and the economy is neither competitive nor resilient. Poverty continues to affect most of the population, while young people and women face the most significant effects of unemployment. Most women and girls experience inequality and gender-based violence. Access to quality social services is extremely limited, in particular for rural populations and the most vulnerable. In terms of governance, the rule of law remains fragile, protection and respect for human rights remains weak, and citizen participation in the management of public affairs is insufficient. Social cohesion is precarious. The quality of public services offered by government bodies fails to meet the expectations and needs of citizens.

With regard to the environment, the protection of terrestrial and marine ecosystems and the valuation of ecosystem goods and services must be promoted and managed with the participation of all stakeholders and by implementing innovative nature-based solutions. This management approach will enable the promotion of economic growth that takes into account the environment

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and will ensure the resilience of the population in a post-COVID context that is marked by climate change, to which the country is particularly vulnerable. The persistence and worsening of these challenges has steered the creation of the theory of change of the 2022–2026 Cooperation Framework.

1. THEORY OF CHANGE

The 2022–2026 United Nations Sustainable Development Cooperation Framework is underpinned by a theory of change that is consistent with the goals set for the Comoros for 2030 and is grounded in a participatory, inclusive and rigorous process. The strategic vision of the country team of the United Nations guided its drafting. With regard to taking national priorities into account, the Cooperation Framework was essentially based on the major issues identified in the common country analysis, which were revisited and validated during the prioritization workshop. The theory of change of the 2022–2026 United Nations Sustainable Development Cooperation Framework is as follows:

If the integrated and sustainable management of terrestrial and marine ecosystems and of ecosystem goods and services is effective, through the implementation of an appropriate legal framework, integrated coastal zone management, the promotion of sustainable housing with a small environmental footprint, capacity-building for all stakeholders and communications and awareness-raising campaigns;

If the population of the Comoros, in particular the most vulnerable, gains access to clean, affordable and reliable energy and a resilient water supply for domestic use, industry and sanitation, within a

national framework for sustainable management and development and urban resilience;

If the population of the Comoros, in particular the most vulnerable, enjoy shared prosperity built upon a more competitive and inclusive economy and rejuvenated public-private partnerships, within a sustainable development approach that focuses on sectors with the greatest future potential (green, blue and digital);

If, through increased investments in education, health and social protection, the demographic dividend can be taken advantage of, and if the population, in particular the most vulnerable, can benefit from the equitable use of enhanced, quality social services;

If the rule of law is strengthened, human rights are respected and protected, and public services are improved, social cohesion, democracy and peace will all be strengthened thanks to increased respect for the law, improved citizen education, ongoing political and social dialogue and the promotion of a culture of results and accountability;

Then the Union of the Comoros will be well on its way to make progress on the Sustainable Development Goals and become an emerging market by 2030;

Because the achievement of these strategic changes will create the necessary conditions to propel the development dynamic;

Provided that political and institutional stability is ensured, political leadership is bold and transformational, citizen participation is strong and steadfast, the private sector is firmly committed, and the fostering of strategic partnerships and finance mobilization is extremely efficient.

The strategic priorities of the United Nations country team are grounded in this theory of change.



2. STRATEGIC PRIORITIES OF THE COUNTRY TEAM OF THE UNITED NATIONS

The support provided by the United Nations country team will focus on the following four strategic priorities:

- Strengthening ecological resilience and the integrated sustainable management of marine and terrestrial ecosystems and of the related ecosystem goods and services in a context of land-use planning and the promotion of sustainable housing;
- Promoting a competitive, modern, resilient green and blue economy that creates decent jobs through strong, sustainable and inclusive growth;
- Using the demographic dividend to good advantage and promoting the range, demand for and inclusive use of fair, quality social services, in particular by the most vulnerable;
- Strengthening the rule of law, promoting human rights, and consolidating democracy, peace, social cohesion, and institutional accountability.

The strategic priorities of the United Nations country team draw their relevance from the national priorities set out in the Comoros Development Strategy, the Interim Development Strategy and the theory of change, and are tailored to addressing the main problems highlighted in the common country analysis and the causal analyses carried out during the prioritization workshop. These problems include ecological fragility and low resilience in the population, particularly the most vulnerable, and the low resilience of ecosystems to climate change, natural disasters and crises; chaotic management of ecosystem goods and services; low competitiveness and resilience and low capacity of the Comorian economy to create decent jobs; a failure to take advantage of the demographic dividend, and limited access to and use of basic, quality social services, in particular by the most vulnerable; and weak governance in many sectors. The strategic priorities identify the focus, areas of intervention and expected results of the support provided by the United Nations country team.

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3.EXPECTED DEVELOPMENT RESULTS

The support of the United Nations country team is intended to provide a significant contribution to the achievement of the four Outcomes that represent the strategic changes expected by 2026 from cooperation with the Government, other national stakeholders and technical and financial partners. Using the methodological approach of the common country assessment, these strategic changes align with the five pillars of the 2030 Agenda, which are planet, prosperity, people, peace and partnership. The strategic changes are grounded in the global theory of change of the 2022–2026 Cooperation Framework. They are aligned with the national priorities set out in the Comoros Development Strategy and the Interim Development Strategy; consistent with the goals of Agenda 2063 and the Sustainable Development Goals and targets identified as national priorities; and aligned with the strategic priorities of the United Nations country team. The four Outcomes are as follows:

• **OUTCOME 1.** « By 2026, state and non-state actors and the population of the Comoros, in particular the most vulnerable, will have strengthened their resilience to climate change, natural disasters and crises and will ensure the sustainable and integrated management of terrestrial and marine ecosystems and ecosystem goods and services, in a context in which sustainable housing with a small environmental footprint is promoted. »

• **OUTCOME 2.** « By 2026, the population of the Comoros, in particular the most vulnerable, will enjoy shared prosperity built upon a more competitive and inclusive economy and rejuvenated public-private partnerships, within a sustainable growth approach that focuses on sectors with the greatest future potential (green, blue and digital). »

• **OUTCOME 3.** « By 2026, the population of the Comoros, in particular the most vulnerable, will be benefiting from the demographic dividend and making better use of appropriate, inclusive,



equitable, gender-sensitive, permanently available, high-quality services, including for nutrition, education, social protection and assistance for the victims of violence.»

• **OUTCOMET 4.** « By 2026, public institutions will be more inclusive, efficient, accountable and resilient, strengthening the participation of citizens in public life as well as social cohesion, human rights, gender equality and democracy. »

4. IMPLEMENTATION OF THE COOPERATION FRAMEWORK AND PARTNERSHIPS

The expected results of the 2022–2026 Cooperation Framework fall under the five pillars of the 2030 Agenda and express the will and commitment of the country team of the United Nations to work together with national and international partners to support the Comoros in its implementation, in particular the achievement of the Sustainable Development Goals and the targets prioritized by the Government. Each expected effect corresponds to one pillar.

4.1. THE PLANET PILLAR

Under the planet pillar, the United Nations country team will provide its contribution to the achievement of Outcome 1 as follows:

By 2026, state and non-state actors and the population of the Comoros, in particular the most vulnerable, will have strengthened their resilience to climate change, natural disasters and crises and will ensure the sustainable and integrated management of terrestrial and marine ecosystems and of the related ecosystem goods and services, in a context in which sustainable housing with a small environmental footprint is promoted.

This effect is aligned with fundamentals 2 and 4 and with catalyser 2 of the Comoros Development Strategy. Fundamental 2 involves “the rational management of natural resources, the conservation of biodiversity and the valuation of ecosystem services as well as the implementation of coordinated ecosystem management to ensure the sustainability of natural resources, with a targeted approach for specific activities such as aquaculture, coastal tourism and marine biotechnology and energy.” This fundamental also emphasizes “the promotion of agricultural systems that are more competitive, sustainable, productive and resilient to climate change, creating resilience in rural communities”. Catalyser 2 relates to “high-level infrastructure for a high-performing economy”. Access to water and energy are two of the most important

aspects and will also strengthen the resilience of communities and the economy.

This effect also aligns with the objectives of the Interim Development Strategy 2020–2024, which targets sustainable environmental management by strengthening protection for terrestrial and marine ecosystems; the valuation of ecosystem goods and services, including water, energy and biodiversity; adaptation and mitigation for the impacts of climate change; and strengthening resilience to disaster risk and crises. **The effect is aligned with the Sustainable Development Goals and with the following targets that have been identified as priorities:** Sustainable Development Goal 5 and targets 5.5 and 5.a; Sustainable Development Goal 6 and targets 6.1, 6.3, 6.4, 6.5, 6.6, 6.a and 6.b; Sustainable Development Goal 7 and targets 7.1, 7.2, 7.a and 7.b; Sustainable Development Goal 13 and targets 13.1, 13.2 and 13.3; Sustainable Development Goal 14 and targets 14.1, 14.2, 14.4 and 14.7; Sustainable Development Goal 15 and targets 15.1, 15.2, 15.4, 15.5 and 15.9; and Sustainable Development Goal 17. At the regional level, this effect relates to goal 7 of Agenda 2063, which aims for environmentally sustainable and climate-resilient economies and communities, and to the United Nations strategic priority of strengthening ecological resilience and the sustainable and integrated management of terrestrial and marine ecosystems and of ecosystem goods and services.

4.1.1. Theory of change for Outcome 1

By 2026, the achievement of Outcome 1 will have been realized through a change in the behaviour of state and non-state actors and the population, in particular the most vulnerable persons and groups, who will adopt the attitudes and practices that strengthen their resilience to climate change, natural disasters and national or global crises. The achievement of effect 1 will also happen through an increase in the percentage of the population covered by early warning systems, which reduce disaster risk. Increased restored and regenerated forest cover will naturally also be perceptible by 2026.

The strategic change will also be perceptible through an increase in the percentage of the population with sustainable access to potable water for domestic use, production and sanitation, and through the implementation of integrated water resource

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management systems at all levels for the protection and restoration of ecosystems linked to water, in particular mountains, forests, wetlands, rivers, aquifers and lakes. More of the population will have access to reliable, modern and affordable energy, and the proportion of renewable energy in the national energy supply will be greater thanks to the development of infrastructure and to technology improvements. Fishery resource biomass will increase and the number of herbivores and invertebrates per surface unit will be abundant. In contrast, there will be no net primary habitat loss inside or outside of protected areas.

After protected areas are created, communities affected by the implementation of new legislation for the conservation of marine and terrestrial biodiversity will benefit from the economic impact of sustainable natural resource exploitation through the sustainable management of fisheries, aquaculture, and tourism, in particular ecotourism, and through the sustainable exploitation of forestry and mining resources. Furthermore, a regional approach will be promoted to strengthen protection for marine biodiversity by creating an active ecological corridor in the Indian Ocean for sea turtles, dugongs and seabirds.

In order to ensure the preservation of this common biodiversity reservoir, an active South-South partnership will be consolidated with Kélonia on Reunion Island in order to monitor sea turtles. That collaboration will be extended to Mozambique, Tanzania and Madagascar to conserve this shared heritage and to increase linkages between species and habitats. Finally, the percentage of financing for biodiversity conservation coming from self-sustaining sources will increase.

In order to contribute to the achievement of this effect, the support of the United Nations country team will be guided by the following theory of change, which aligns with the global theory of change of the 2022–2026 Cooperation Framework:

If the population, and in particular the most vulnerable, and state and non-state actors have strengthened capacity and adopt adaptation and mitigation practices and techniques to deal with climate change, natural disasters and crises;

If the integrated and sustainable management of terrestrial and marine ecosystems and of ecosystem goods and services is effective, through the implementation of an appropriate legal framework; capacity-building for all stakeholders; communications and awareness-raising campaigns; integrated coastal zone management; and the promotion of sustainable housing with a small environmental footprint;

If biodiversity conservation takes place in the context of a joint regional effort, so that the actions taken by the Union of the Comoros can be maximized and amplified;

If the population, in particular the most vulnerable, use resilient techniques and technology for production activities (including in agriculture, fishing and animal husbandry);

If the population, in particular the most vulnerable, have reliable access to a resilient supply of potable water and clean energy;

If an appropriate legal and institutional framework is put in place and applied to protect marine and terrestrial ecosystems;

Then state and non-state actors and the population of the Comoros, in particular the most vulnerable, will have strengthened their resilience to climate change, natural disasters and crises, and will ensure the sustainable and integrated management of terrestrial and marine ecosystems and of the related ecosystem goods and services;

Because institutional and behavioural change will be determining in promoting the strengthening of ecological resilience and the sustainable and integrated management of ecosystems and of ecosystem goods and services;

On condition that the socioeconomic climate in the country is favourable for green development and for the maintenance and consolidation of environmental awareness of the authorities and the population.

Based on that theory of change, the interventions of the United Nations country team will consist of guaranteeing ecological resilience through the effective protection of the terrestrial and marine biodiversity unique to the Comoros, finding a balance between the sustainable exploitation of natural resources and the development of viable, innovative, low-emission nature-based solutions that are climate-resilient. In that regard, the following actions will be key: doubling the number of protected key biodiversity areas of global importance, inside and outside of protected areas in the Comoros; restoring and protecting coral reefs in order to enhance the abundance and biomass of fishery resources; strengthening regional collaboration in order to create ecological corridors that protect migratory species, in a concerted and therefore strengthened effort, on land and in the oceans (including birds, fish and mammals, meaning whales); instituting the political, legal and financial frameworks appropriate for the protection and development of marine and terrestrial ecosystems; implementing platforms to manage and settle local conflicts between the users of protected areas and between users and state and customary authorities; supporting the development of sustainable, alternative and/or substitute economic activities for communities impacted by the implementation of legislation to address environmental and climate disruption; exploring new opportunities for economic development, including ecotourism in protected areas, and in particular whale watching, in partnership with experienced non-governmental organizations (NGOs) such as CETAMADA in Madagascar and others in South Africa; providing support for the mobilization of technical and financial resources to launch the environmental fund of the Comoros with a view to covering recurring costs for biodiversity conservation; promoting environmental and sustainable development education for young people, in particular in schools.

The United Nations country team will help people living in coastal regions through integrated coastal zone management initiatives that rely on planning and management instruments specific to the development of coastal areas and by developing actions to counter anthropic pressure and pressure linked to the impacts

of climate change, which are causing accelerated environmental damage and the loss of exploitable infrastructure and resources.

The country team of the United Nations will provide support for the promotion of sustainable management and development for ecosystems and for the related ecosystem goods and services, in particular through initiatives that guarantee that the population has access to safe, clean and affordable energy to guarantee the transition towards green, innovative energy solutions; and access to a resilient supply of healthy potable water for domestic purposes and sanitation for all, within an integrated water management approach.

This will be achieved through targeted interventions, which will enable guaranteed access for the majority of the population to reliable, healthy potable water all year, through sustainable infrastructure that is resistant to climate change and shocks and the implementation of inclusive coordination mechanisms and integrated water management, taking gender equality into account in decision-making; make irrigation infrastructure available to farmers; promote access for the population, in particular the most vulnerable, to reliable, clean and affordable energy by developing and implementing innovative energy solutions to accelerate the transition of the country towards energy efficiency and clean energy; and support public, private and civil-society stakeholders to develop and effectively implement a legal and regulatory framework that promotes public and private investment in the renewable energy sector in urban and rural areas.

The United Nations country team will support the implementation of initiatives and of policies, strategies, programmes and projects aiming to ensure the resilience of the population, institutions and infrastructure in the face of climate change, natural disasters and crises, in particular through inclusive, targeted interventions intended to support state and non-state actors in drafting and implementing plans to prepare for, respond to, invest in and develop innovative solutions to reduce disaster risk; implement early warning systems that are accessible to all for climate events and other risk reduction measures

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for volcanic, geophysical and weather events; and implement economic relief measures for people affected by disasters by creating decent jobs and sustainable means of subsistence.

The United Nations country team will help the Government to improve environmental governance by strengthening financial, technological and technical capacity in state institutions in charge of environmental management, and for other national stakeholders involved in environmental management. Capacity-building will essentially involve the creation and effective, efficient and transparent implementation, monitoring and evaluation of policies, strategies, programmes and projects; the integration or consideration of ecological resilience in legal, policy, macroeconomic, industry and territorial frameworks; the production, broadcasting and use of quality statistical data; the development of strategic partnerships; resource mobilization; communications and knowledge management for ecological resilience; and the sustainable management of ecosystems and their goods and services.

Finally, it is important to emphasize that all of the products and interventions employed in the context of Outcome 1 will systematically take into account gender equality and promote the independence of women and girls, and will be proactive in including vulnerable persons, in particular persons living with a disability. Approaches will also be tailored to the local context (urban or rural).

4.1.2. Partnerships for the achievement of Outcome 1

Achieving Outcome 1 will require joint intervention and the participation of several actors. The United Nations country team will therefore focus on strengthening the partnerships established in the implementation of the United Nations Development Assistance Framework 2015–2021 and will develop new strategic partnerships over the new programming cycle. The United Nations country team has the advantage of having developed a significant network of national and international partners, in particular with ministries, civil-society organizations, the private sector, universities and technical and financial partners. Although the following list is not exhaustive, the country team will

consolidate its partnerships with the following main public and private entities: the General Directorate for the Environment and Forests, the General Directorate for Energy, Mines and Water, the General Directorate for Civil Security, the General Directorate for Territorial Development, the National Civil Aviation and Weather Agency through the Meteorology Department, the National Centre for Scientific Documentation and Research, the Geological Bureau of the Comoros, the Volcanic Observatory of Karthala, the National Institute for Agricultural, Fisheries and Environmental Research, the University of the Comoros, in particular its faculty of science and technology, and the National Water Supply and Distribution Company (SONEDE). The United Nations country team will continue to work with public and private establishments, civil-society organizations and international partners, including the Banda Bitsi Association for the Protection of the Environment, the Moinawankuhu Mwali Association, the Regional Association for the Development and Management of the Forest Environment, the Mutsamudu Association of Active Women, private-sector organizations, the Union of Chambers of Commerce, Industry and Cottage Industries, the Comorian International Cooperation Agency, Global Fund for Coral Reefs, International Union for the Conservation of Nature, World Wildlife Fund for Nature, Conservation International, International Ranger Federation, Stockholm International Water Institute, Islamic Development Bank, Green Climate Fund, Global Environment Facility, SADC, Oxfam International, Disaster Management Sustainability and Urban Resilience, Dahari Comores, and the Technology and Innovation Support Centre in Mozambique, of which the Comoros is one of the founding members. Overall, the Cooperation Framework will emphasize regional, South-South and triangular cooperation to promote technology and capacity transfer and the sharing of knowledge and best practices. It will also focus on developing public-private partnerships and promoting innovative financing in the private sector, in particular in the areas of conserving and developing biodiversity, renewable energy, and water; risk management and climate change adaptation; and the protection of migratory marine species or wide-ranging species by creating ecological corridors.

In implementing the 2022–2026 Cooperation Framework, the country team will develop partnerships



with national electricity company (SONELEC), Comores Télécom, inclusive financing networks Mutuelle d'épargne et de crédit ya Komor and the SANDUK network for microfinance, the Federal Directorate for Fishery Resources, the Department of Agriculture and Fisheries, the Comorian consumer protection agency and the water management association. The country team will draw up new agreements with the following international partners: the Kenyan Geothermal Development Company (GDC) and the Kenya Electricity Generating Company PLC, the national disaster risk management office of Madagascar, Piton de la Fournaise Volcano Observatory, Alaska Volcano Observatory, Institut de physique du globe in Paris, Kuwait Fund for Arab Economic Development, Italian Agency for Development Cooperation, Abu Dhabi Fund for Development, International Renewable Energy Agency, World Bank, the Climate Technology Centre and Network of the United Nations, the Climate Investment Platform, the Ministry of Foreign Affairs of New Zealand and AfDB.

4.2.THE PROSPERITY PILLAR

Under the prosperity pillar, the United Nations country team will provide its contribution to the achievement of Outcome 2 as follows:

By 2026, the population of the Comoros, in particular the most vulnerable, will enjoy shared prosperity built upon a more competitive and inclusive economy and rejuvenated public-private partnerships, within a sustainable growth approach that focuses on sectors with the greatest future potential (green, blue and digital).

Outcome 2 is aligned with fundamentals 2, 3, 4 and 5 and with catalysers 3 and 4 of the Comoros Development Strategy. The vision of the Comoros Development Strategy is, by 2030, to develop a strong, sustainable blue economy for the exploitation of marine resources, including biotechnology research

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and development for drugs, genetics, chemistry and cosmetics and mining the ocean floor, all while protecting the marine environment. In that context, agriculture should be an engine of growth and food security, with a value chain approach for rural agricultural entrepreneurship. The industrial sector, in particular manufacturing, will play an important role in wealth creation and a central role in the modernization of the economy.

Outcome 2 is also aligned with the national priorities set out in the 2020–2024 Interim Development Strategy, in relation to the goal of stimulating the economy to achieve a 6% growth rate; promoting growth and improving the standard of living and living conditions; jumpstarting the economy and improving knowledge-sharing in the population to create strong social cohesion; and leveraging economic subsectors for socioeconomic development.

Outcome 2 is aligned with the following Sustainable Development Goals and targets identified as priorities: Sustainable Development Goal 1 and targets 1.3 and 1.4; Sustainable Development Goal 2 and targets 2.3 and 2.4; Sustainable Development Goal 5 and targets 5.5, 5.a and 5.b; Sustainable development goal 8 and targets 8.1, 8.2, 8.3, 8.5 and 8.9; Sustainable Development Goal 9 and targets 9.1, 9.3, 9.4 and 9.5; Sustainable Development Goal 10; Sustainable Development Goal 11 and targets 11.3 and 11.6; Sustainable Development Goal 12 and targets 12.4.2 and 12.5; and Sustainable Development Goal 17 and target 17.3. Outcome 2 is aligned with goals 4 and 6 of Agenda 2063, on the structural transformation of economies and the promotion of a blue or ocean economy for accelerated economic growth. Outcome 2 aligns with the strategic priority of the United Nations on the promotion of a competitive, modern and resilient economy that creates decent jobs through strong, sustainable and inclusive growth.

4.2.1. The theory of change for Outcome 2

By 2026, the strategic change that will flow from the achievement of Outcome 2 will be observed, above all, through an improvement in the performance of the Comorian economy, which will materialize through strong, sustainable and inclusive economic growth; the diversification of the economy in order to integrate

priority growth sectors, such as the digital transformation; an improvement in the trade balance of the country, in particular in regional and subregional trade, and through the diversification of export products to increase external trade and export revenue; the creation of a favourable and attractive business environment for national and international investors, including those in the diaspora; an increase in the GDP share of fisheries and agriculture; an increase in the percentage of agriculture value chain stakeholders who have adopted sustainable practices and techniques; an increase in employment opportunities for young people, women and the most vulnerable; and an increase in the number of workers covered by social protection.

In order to provide a significant contribution to this strategic change, the support provided by the United Nations country team will be based on the following theory of change:

If resilient infrastructure is developed for roadways and information and communications technology, and if a favourable land-use system is put in place;

If the business environment is favourable for the private sector, the diaspora and other economic actors, thanks to an attractive legal framework, transparency and mechanisms to gain access to financial resources to promote business creation and private investment;

If economic growth is strong, sustainable and inclusive and creates decent jobs, through the promotion of public and private investment and a strong system to promote internal and external resource mobilization;

If growth sectors and local governments implement policies and strategies that capitalize on the opportunities of the green and blue economy, including the circular economy, which will also have a positive impact on reducing pollution and unhealthy conditions;

If the demographic dividend can be used to advantage by making investments in education, professional training, higher learning, health and the creation of decent jobs for young people;

If the population, in particular young people, women and the most vulnerable, have the knowledge and the technical, professional and entrepreneurial competence appropriate for the needs of the production systems of a diversified economy and the related value chains, and thus gain access to decent jobs;

Then the population of the Comoros, in particular the

most vulnerable, will enjoy shared prosperity built upon a more competitive and inclusive economy and rejuvenated public-private partnerships, within a sustainable growth approach that focuses on sectors with the greatest future potential (green, blue and digital); Because the necessary conditions will have been put in place, in particular, financing and investment for the implementation of development programmes and projects;

On condition that political stability is maintained, governance is improved and there is consensus with regard to development goals.

Using this theory of change, the United Nations country team will support the measures taken by the Government to improve the trade balance and the business environment. The country team will support the efforts of the Government and the private sector to increase the percentage of workers covered by social protection. It will contribute to the strengthening of the technical, professional and entrepreneurial capacity of the population, in particular young people, women and persons living with a disability, taking into account market needs and the opportunities presented by new growth sectors, with a view to helping those groups obtain sustainable employment in the job market and the formal economy. The country team will support the implementation of an information system for employment, the strengthening of entrepreneurship support systems and the adoption of a labour-intensive employment approach with a view to creating opportunities for decent, paying jobs for young people, women, persons living with a disability and migrants. The country team will support the development of the digital sector to enable the country to benefit from the significant opportunities available for growth and job creation in that sector, as set out in the Comoros Development Strategy. In that regard, support will be needed for the creation of micro-, small and medium-sized enterprises in order to harness the development and economic growth potential of underemployed Comorians.

The country team of the United Nations will enhance the technical and technological capacity of value chain actors in the agriculture and fisheries sectors, including women, young people and persons living with a disability, so that they can gain access to infrastructure for production, conservation, processing and trade and use it to adapt to

climate change and diversify and digitalize the economy and entrepreneurship. The support provided will also enhance the capacity of economic actors to enable them to gain access to and use modern and resilient infrastructure, in particular in the industries that will spur green development and the economy and build competitiveness, including the circular economy. The country team of the United Nations will support the efforts of the Government, the private sector and the population to gather and recycle solid waste from urban and suburban settlements. In terms of integrated waste management, an adaptable and sustainable financial incentive mechanism will be developed to implement a system to recover recyclable plastics, batteries and other products so that they can be exported within the subregion or region, creating green jobs and promoting the blue economy.

The country team of the United Nations will assist the Government to implement a system to effectively mobilize a variety of internal and external resources to finance the Sustainable Development Goals, in particular through the following: taking into consideration the potential for social or economic investment by those in the diaspora; developing and implementing innovative financing mechanisms, such as crowdfunding or public-private partnerships; applying the polluter pays principle or the user pays principle; climate financing; an attractive, safe business environment; and a modernized land-use system, in order to encourage the private sector, nationally and internationally, as well as local collectives, civil society and the diaspora to make investments to promote economic growth, job creation and a competitive economy. The country will advocate for an increase in public aid as a percentage of GDP and work to attract foreign direct investment.

Regarding measures to combat COVID-19, the country team of the United Nations will provide strategic advice and support to the Government to facilitate the implementation of economic policies that meet the needs of the population over the short, medium and long term while mitigating the economic and social consequences of the crisis, in particular for the most vulnerable groups. It will also provide support to productive sectors in order to preserve jobs and will support micro-, small and medium-sized enterprises and workers in the informal sector to implement mechanisms and instruments that will enable business continuity during the crisis.

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4.2.2. Partnerships for the achievement of Outcome 2

In the context of the implementation of the United Nations Development Assistance Framework 2015–2021, the country team of the United Nations established solid partnerships with the Ministry of the Economy and Finance, the General Planning Commission, the National Statistics Institute, the ministries in charge of agriculture and trade, the Comorian International Development Agency, the Union of Chambers of Commerce, Industry and Cottage industries, the National Agency for the Promotion of Investment, private-sector organizations including Nouvelle OPACO, Mouvement des entreprises comoriennes, a Comorian business association, and Entreprendre au Féminin Ocean Indien, a women's entrepreneurship association for the Indian Ocean region, and business incubators, including INNOVLAB, Comor'Lab and the National Agency for Digital Development (ANADEN). The private sector is an agent of change and a contributor to the economic transformation that is crucial for the implementation of the Comoros Development Strategy. The country team has also developed partnerships with the World Bank, the European Union, AfDB, the French Development Agency, the Global Environment Facility, the Green Climate Fund, the African Union, SADC, the Department

for International Development of the United Kingdom, the Canada Fund for Local Initiatives, the Islamic Development Bank and international NGOs. Over the new 2022–2026 programming cycle, the country team will strive to strengthen the partnerships already established and explore new partnership opportunities in the context of South-South and triangular cooperation and cooperation with other emerging countries.

South-South and triangular cooperation in particular should enable the transfer of technologies and capacities that are adapted to the realities of the country as well as the exchange of best practices, knowledge and experience in priority domains of the Cooperation Framework. This cooperation will be done by working closely with the Ministry of Foreign Affairs and the involved ministerial departments, including the departments of waste management, digital development and national parks.

The country team will promote partnerships with regional organizations including COMESA, SADC, the Indian Ocean Commission and the African Continental Free Trade Area with a view to strengthening ties with the regional economy and mitigating the constraints linked to the insular and limited nature of internal markets.

4.3. THE PEOPLE PILLAR

Regarding the “people” pillar, the United Nations country team will provide support for the achievement of Output 3 as follows:

By 2026, the population of the Comoros, in particular the most vulnerable, will be benefiting from the demographic dividend and making better use of appropriate, inclusive, equitable, gender-sensitive, permanently available, high-quality services, including for nutrition, education, social protection, assistance for the victims of violence, and health and sanitation systems.

Outcome 3 is aligned with catalyser 3 of the Comoros Development Strategy, according to which “human capital is a major catalyser for the emergence of the Comoros”. Education is seen as one of the key factors for development. The Development Strategy also aims to implement a high-quality health system enabling the entire population, in particular the most vulnerable and marginalized, to gain access to quality healthcare, and to enable each citizen to have their basic needs



met on an ongoing basis through a comprehensive and inclusive social protection system.

Outcome 3 aligns with the national priorities of the Comoros Development Strategy (Catalyser 3: human capital that is preparing the future) and of the 2020–2024 Interim Development Strategy, which aims to “promote a health care system that meets international standards to support a high-achieving workforce, promote equal access to education and teaching methods that develop human capital, promote national values and advance science”.

It is aligned with the Sustainable Development Goals and the following targets that have been identified as priorities: Sustainable Development Goal 1 and targets 1.1 and 1.2; Sustainable Development Goal 2 and targets 2.1 and 2.2; Sustainable Development Goal 3 and targets 3.3, 3.7, 3.8, 3.9, 3.9c and 3.9d; Sustainable Development Goal 4 and targets 4.1, 4.2, 4.3, 4.4, 4.5, 4.7 and 4.7c; Sustainable Development Goal 5 and targets 5.1, 5.2, 5.5, 5.6 and 5.6c; and Sustainable Development Goal 17. Outcome 3 is aligned with Goals 1, 2 and 3 of Agenda 2063, which envisage that African people have a high standard of living and quality of life, sound health and well-being, are well-educated and skilled citizens, underpinned by science, technology and innovation, and enjoy good health and good nutrition. Outcome 3 falls under the strategic priority of the United Nations that relates to taking advantage of the demographic dividend and promoting the range, demand for and inclusive use of fair, quality social services by the population, in particular the most vulnerable.

4.3.1. The theory of change for Outcome 3

By 2026, the achievement of Outcome 3 will be seen in institutional and behavioural changes and in changes in the performance of institutions. This will be manifested by a lower fertility rate; an increase in the share of public investment and spending going to health and education; an increase in the percentage of births taking place in clinical settings; an increase in the achievement rates in primary schools; an increase in the proportion of the population benefiting from social support or social protection systems; a reduction in the percentage of women and girls aged 15 and over who are victims of intimate partner violence or any other

violence, and an increase in the percentage who have received psychosocial, medical or legal support; and an increase in the percentage of the population using sanitation and hygiene systems.

In order to make a significant contribution to these changes, the support provided by the United Nations country team will be guided by the following theory of change:

If policies are implemented that integrate population dynamics into the health and education sectors, social protection is enhanced, and there is proper coordination, harmonization and review of policies and legislation to take advantage of the demographic dividend by promoting investment in those sectors;

If the availability, demand, access to and use of basic social services increase through the strengthening of the school and health environment, social protection, logistical capabilities and the availability of essential medical products and equipment and qualified and competent human resources, and the health and education portfolios are reviewed;

If sectoral governance is improved through the implementation of accountability and reporting mechanisms at all levels, there is effective participation and involvement of the population in the creation and application of gender equity and equality legislation, and women and the most vulnerable are protected against all forms of violence;

Then the population of the Comoros, in particular the most vulnerable, will benefit from the demographic dividend and will be making better use of appropriate, inclusive, equitable, gender-sensitive, permanently available, high-quality services, including for nutrition, education, social protection and assistance for the victims of violence;

Because Government efforts supported by technical and financial partners will create the conditions required to offer quality basic social services;

On condition that financing is available and is managed in an efficient, effective and transparent manner, with reporting obligations.

The United Nations country team will support the efforts of the Government to improve governance in the social sector, in particular in education and health. It will strive to strengthen national capacity, particularly in the

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Ministry of Health, in designing, creating, coordinating and implementing policies and frameworks for quality primary health care that is people-centred and a full range of essential services to ensure universal access.

The country team will create the documents setting out the norms and standards, policies, strategies and plans of the national strategy for the reinvigoration of primary health care.

Healthcare executives will be trained in planning, budgeting, monitoring and evaluation. The technical and logistical capacity of health-care facilities, in particular maternity and regional clinics, will be strengthened to enable them to offer integrated and equitable health care services, including care for children, young people and mothers, quality nutrition services and emergency services.



In the education sector, the country team of the United Nations will enhance capacity within the Ministry of Education in governance and technical and operational knowledge. The same support will be given to local communities and school boards to enable them to offer fair, inclusive education services, in particular for preschools, and quality training.

The country team of the United Nations will also strengthen technical and technological capacity in institutions and for stakeholders in charge of social protection and combating violence against children, young people and women, to enable them to provide holistic care to victims, including in emergency situations.

With regard to COVID-19 support measures, the country team of the United Nations will support the Government in protecting and strengthening the existing health care system, support the coordination of the response at the local and national levels and guarantee access to essential care during the crisis, in particular for the most vulnerable groups. The team will also support the most vulnerable households to enable them to deal with the impacts of COVID-19, including by strengthening the support mechanism for households so that they can overcome the most significant challenges of the crisis and to guarantee their access to basic services (health care, nutrition, education and protection).

4.3.2. Partnerships for the achievement of Outcome 3

During the implementation of the United Nations Development Assistance Framework 2015–2021, the country team of the United Nations established partnerships with public institutions, in particular Government ministries, for the creation and implementation of programmes and projects. More specifically, partnerships were established with the General Planning Commission, INSEED, the national Ministry of Education, the Ministry of Justice and Human Rights, the Ministry of Health, the National Commission for Solidarity, Social Protection and the Promotion of Gender, the Ministry of Finance, the Ministry of Youth

and the Ministry of the Interior, through communes, the National Commission for Human Rights and Freedoms, the offices of Governors and services for responding to gender-based violence.

The country team of the United Nations worked with partners from civil society, in particular NGOs MAEECHA and HIFADHU, the Association of Religious Leaders for Reproductive Health, Comorian national youth network AfriYan Comoros, networks of youth leaders for peace, the network of women mediators for peace, early warning committees for gender-based violence, and the Comorian Association for Family Well-being.

In terms of international partners, the country team of the United Nations benefited from the financial and technical support they provided. The country team worked with the World Bank, the GAVI Alliance, the Global Fund to Fight AIDS, Tuberculosis and Malaria, the Global Partnership for Education, the French Development Agency, Japan International Cooperation Agency, and with Australia, the Republic of Korea, Canada, and with the Office of U.S. Foreign Disaster Assistance.

Over the new programming cycle, the country team will strengthen the partnerships already established and explore new strategic partnership opportunities in the context of South-South and triangular cooperation and cooperation with emerging countries. The team will work to promote regional partnerships, in particular with the Indian Ocean Commission, COMESA and SADC.

4.4. THE PEACE PILLAR

Regarding the “peace” pillar, the United Nations country team will provide support for the achievement of Outcome 4 as follows:

« By 2026, public institutions will be more inclusive, efficient, accountable and resilient, strengthening the participation of citizens in public life and social cohesion, human rights, gender equality and democracy. »

Outcome 4 is aligned with catalyser 1 of the Comoros Development Strategy, which aims to establish a reformed political and institutional framework that is more stable through the modernization of the public administration, by improving the functioning

and organization of the administration and, as a consequence, the effectiveness and efficiency of public action and accountability to the population. The Comoros Development Strategy also focuses on a functional justice system, which is essential to ensure peace, stability, development and social cohesion. Decentralization is also a key focus of the development process. The Comoros Development Strategy contains plans for the implementation of a new, independent structure to combat corruption and illicit enrichment.

Outcome 4 aligns with the national development priorities set out in the Comoros Development Strategy (see catalyser 1, a reformed political and institutional framework that is more stable, and condition 3, renewed political dialogue on development) and with the Interim Development Strategy 2020–2024, which aims to guarantee peace, security and stability in the country and consolidate democracy; reform and modernize administration for greater transparency, efficiency and quality and for better management of professions; and promote equal access to justice to achieve development. It aligns with Sustainable Development Goal 5 and target 5.5; Sustainable Development Goal 16 and targets 16.3, 16.5, 16.6 and 16.7; and Sustainable Development Goal 17. It is linked with targets 11, 12 and 13 of Agenda 2063, which aim to ensure that democratic values, culture, practices, universal principles of human rights, gender equality, justice and the rule of law are entrenched and that capable institutions and transformative leadership are in place at all levels and peace, security and stability are preserved. Outcome 4 relates to the country team's strategic priority focused on strengthening the rule of law, promoting human rights and consolidating democracy, peace and social cohesion.

4.4.1. The theory of change for Outcome 4

By 2026, the achievement of Outcome 4 will be seen through institutional and behavioural changes that will translate into an overall improvement in the quality of national institutions, in particular with regard to the creation, implementation, monitoring and evaluation of public policies and a cross-sectoral approach that will maximize the impact of the policies implemented. Improvements will be seen in the absorption rate of resources and in the efficiency of public spending, the fight against corruption, the number of women

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and young people in institutions such as Parliament, government bodies, the Supreme Court, governorships, communes and boards of directors, and the promotion of human rights with support from a strong, credible and operational national institution for human rights.

The United Nations country team is committed to making a significant contribution to this strategic change based on the following theory of change:

If the rule of law is strengthened through respect for the principles of legality, effective separation of powers, respect for fundamental freedoms, the promotion of a culture of results and accountability, the strengthening of citizen participation in the creation, popularization and effective application of legislation, increased awareness and effective functioning of the media and other power centres, and the strengthening of the legal framework for better protection of human rights;

If citizen participation in the management of public affairs is enhanced through the promotion of civic and citizen education; capacity-building in civil society and increased engagement in the management of public affairs, with strong participation from women, young people and the most vulnerable; and the implementation of functioning mechanisms to promote dialogue and participation at the central and local levels;

If public institutions and non-state organizations manage to improve efficiency and accountability in the planning, budgeting and implementation of their actions, while adopting approaches that maximize impacts on development and guarantee that the measures taken reduce gender equality, promote human rights and enhance inclusion for all;

If public administration is modernized, efficient, accountable and accessible, through the effective application of legislation and the implementation of results-based management and a unified policy for strengthening human resources capacity and for the effective management of professional careers; the digitization of archives and a Government data system that is accessible; and an increased public administration budget that is more efficiently used;

If the fight against corruption is effective, through the implementation of an independent, efficient structure and an oversight body to combat corruption and effective financing of actions to combat corruption;

If justice is independent, inclusive, efficient, reformed



and accessible to all, in particular the most vulnerable, through capacity-building for magistrates and other justice system workers, respect for ethical regulations, prison administration reform, the effective application of judicial decisions, an increase in the budget allocated for justice, and its efficient use;

If social cohesion is strengthened through an improvement in the framework for permanent and inclusive political and social dialogue, the strengthening and engagement of local actors in the prevention and management of conflicts and violent extremism, the implementation of the plan for the Global Migration Pact, the implementation of inclusive public policies, the strengthening of social protection measures for young people, women and persons living with a disability, and the promotion of mobile courts;

By 2026, public institutions will be more inclusive, efficient, accountable and resilient, strengthening the participation of citizens in public life as well as social cohesion, human rights, gender equality and democracy;

Because the principles of the rule of law will be effectively applied, citizen participation in the management of public affairs will be strong and social cohesion will be solid to fuel this transformative change;

On condition that political and institutional stability are ensured, there is ongoing political and social dialogue, and financing is available or is mobilized for the implementation of the programmes and projects intended to achieve this change.

Through this theory of change, the country team of the United Nations will strengthen technical and technological capacity and public institutions and non-state organizations to promote the rule of law, respect for human rights and a culture of results. The team will support the creation of new bills and draft legislation for the application of the provisions of international conventions and treaties ratified by the country. It will assist the country in producing periodic reports on conventions that have been ratified, to be sent to monitoring organizations, and in the implementation by the Government of the recommendations of universal periodic reviews conducted by international treaty bodies on the protection of human rights. The team will also enhance the personnel skills and provide appropriate tools and support for public institutions and non-state organizations for the effective implementation of results-based management.

The country team of the United Nations will provide support for the strengthening of technical and technological capacity in public institutions and non-state organizations with a view to improving effectiveness, efficiency, transparency and accountability in development management systems, in particular through effective the deployment of forecasting, planning, programming, budgeting, monitoring and evaluation processes. It will assist the Government in implementing public information systems, operational planning units in ministries and operational mechanisms for accountability in public institutions and non-state organizations.

The United Nations country team will contribute to technical and technological capacity-building to improve participatory decision-making processes, conflict prevention and management, respect for human rights and the promotion of those rights, gender equality, and fair access to justice and other public services for citizens on each island and across the country. The support will consist of providing public institutions and non-state organizations with qualified personnel and the appropriate tools to promote citizen participation in the management of public affairs, consolidate peace, resolve conflicts and promote access to public services and equitable justice for all.

The country team of the United Nations will be involved

in strengthening the technical capacity of partner ministries to enable them to develop and efficiently manage strategic partnership agreements with the private sector and other technical and financial partners in order to mobilize the technical expertise and financing necessary for the implementation of programmes and projects.

With regard to COVID-19 support measures, the country team of the United Nations will support the Government in developing and implementing a community-centred approach and will strengthen the capacity of the state to manage the crisis caused by the pandemic in an inclusive manner. An inclusive and transparent response will contribute to strengthening social cohesion and will promote engagement.

4.4.2. Partnerships for the achievement of Outcome 4

In the implementation of the United Nations Development Assistance Framework 2015–2021, the country team of the United Nations established partnership agreements with the Assembly of the Comoros, the University of the Comoros, the National Commission for Human Rights and Freedoms, local Governments, and non-state organizations such as association of civil-society organizations “Maison des organisations de la société civile” and the Comorian Human Rights Foundation, that are working in the domain of governance, human rights, justice and conflict resolution, including civil-society and community organizations. The country team worked with communities, in particular community structures in charge of governance and community leaders. The partnerships with public institutions, non-state organizations and communities focused on the implementation of programmes and projects to promote good governance and citizen participation in the management of public affairs, promote access to justice and strengthen capacity for conflict management. These partnerships will be strengthened and opened up to other partners, such as ANADEN, the National Agency for Project Design and Execution, the National Centre for Public Policy Analysis and Research, INSEED and civil-society organizations.

To mobilize technical expertise and financing, the country team of the United Nations entered into

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partnership agreements and initiated contact with the European Union, the World Bank, the African Union, SADC, COMESA, the Indian Ocean Commission, the Organization for the Harmonization of African Business Law and the French Development Agency. Over the new 2022–2026 programming cycle, the country team will consolidate the partnerships that have been established and explore new opportunities for partnership, in particular in the context of South-South cooperation.

5. SYNERGIES IN THE IMPLEMENTATION OF THE COOPERATION FRAMEWORK

The synergies between the four Outcomes are part and parcel of the global theory of change underlying the 2022–2026 Cooperation Framework. More specifically, the theory of change cements the interdependence of the outcomes, which are transformational institutional and behavioural changes whose realization will enable the Comoros to embark on a steadfast journey towards becoming an emerging economy by 2030.

Synergies will also be promoted by the interdependence between the four Outcomes. Those mentioned place particular emphasis on resilience and on the most vulnerable people. The four Outcomes will contribute to creating the conditions that will propel the Comoros towards progress on the Sustainable Development Goals and becoming an emerging market.

Outcome 1 involves strengthening resilience to climate change, natural disasters and crises and the sustainable and integrated management of ecosystems and ecosystem goods and services, which will be a significant asset in support of economic prosperity. This will enable populations to protect and preserve their livelihoods by strengthening their capacity to anticipate, prevent and adapt to climate change and natural disasters. Outcome 2, which involves improving economic prosperity and, in particular, improving people's incomes, will support the reduction of anthropic pressure on ecosystems.

Furthermore, increased prosperity will also enable investment in the development of human capital through increased investments that will enable more quality basic social services to be offered to the population, in particular the most vulnerable (Outcome 3). In turn, the development of human capital will stimulate economic growth which, if durable, inclusive and able to create jobs, will increase prosperity. This is an essential driver to guarantee peace (Outcome 4), which is also crucial to support prosperity.

The “Delivering as One” approach contained in the strategic vision of the United Nations country team, which rejects the siloed approach, will also enhance the development of synergies between the interventions to be implemented and contribute to the realization of the Outcomes. Delivering as One advocates for the strengthening of joint programming and programmes, which will enable synergies to be established through coordination and consistency in the interventions of the country team to reduce their transaction costs and maximize their impact. The 2022–2026 United Nations Sustainable Development Cooperation Framework, which will be implemented through joint work plans and programmes, is by definition a tool that should guarantee the development of synergies. The effects Outcomes will reinforce each other because achieving them requires convergence in the interventions of various actors, which, in principle, should join together and coordinate to maximize impact.

Furthermore, as with the Outcomes, the Outputs expected under the Cooperation Framework are also mutually reinforcing and producing them requires collaboration in the interventions of at least two agencies as well as the involvement of partners. The mutually reinforcing nature of these Outputs is an asset that should promote synergy between the agencies and partners that contribute to their production. The creation of joint work plans and programmes will take place through conversations between agencies and partners to explore opportunities for synergies through the joint strategic targeting of beneficiaries, industries and regions and through complementarity between their interventions or activities. Internal coordination mechanisms, such as the programme group, the results group and the thematic groups, will be the appropriate venues for this dialogue.

The humanitarian-development-peace nexus, arising from the strategic choice made by the country team to structure the Cooperation Framework around the four pillars of sustainable development according to the 2030 Agenda, should also promote synergies. Structuring the four Outcomes around these pillars highlights the need to develop synergies between the interventions that will contribute to their achievement. The joint action plans should be tools that reinforce each other and take into account all the results and interventions that fall under these three aspects in order to ensure consistency between the humanitarian response plan, the national plan to promote human rights and other plans.

The development of partnerships is also key to the development of synergies between the effects Outcomes. The interdependence and mutually reinforcing nature of the Outcomes requires a dialogue between the partners whose interventions are aiming to contribute to their achievement. From this point of view, the Cooperation Framework should serve as a tool for dialogue between the United Nations country team, the Government and other partners to establish synergies and complementarity between their interventions.

Government leadership and ownership of the Cooperation Framework will be indispensable to enable dialogue in order to prevent piecemeal interventions, instead promoting synergy by concentrating on the Outcomes that have the benefit of being aligned with national priorities.

6. SUSTAINABILITY

Sustainability will enable national partners, and beneficiaries in particular, to capitalize on the results and achievements of the 2022–2026 Cooperation Framework when its implementation is complete. The country team of the United Nations is committed to incorporating sustainability into all phases of the programming cycle.

First of all, during the drafting phase of the 2022–2026 Cooperation Framework, the country team of the United Nations adopted a “2030 strategic vision”, which is key to guaranteeing the sustainability of the achievements of the Cooperation Framework and of future Cooperation Frameworks, looking

ahead towards 2030. The 2030 strategic vision will enable consistency and continuity in United Nations Cooperation Frameworks, with a view to supporting the development vision of the Comoros, which aims to become an emerging economy by 2030. **Furthermore, strategically aligning or anchoring** the 2022–2026 Cooperation Framework in the Comoros Development Strategy and the 2020–2024 Interim Development Strategy will also ensure the sustainability of the achievements under those strategies.

The country team of the United Nations has also adopted a **participatory and inclusive approach**, creating the prior conditions required to ensure the sustainability of the achievements of the 2022–2026 Cooperation Framework. This approach enabled joint management in the drafting processes of the Government and the country team, shared learning for the strategic planning and results-based management tools, and the effective involvement of national partners, all undeniable benefits for national ownership of the 2022–2026 Cooperation Framework.

Secondly, during the implementation and monitoring phase, the United Nations country team will rely on four important factors to create the conditions that will enable the sustainability of interventions under the 2022–2026 Cooperation Framework, as follows: the role of Government in steering implementation; the strengthening of institutional, technical and technological capacity for stakeholders, and beneficiaries in particular; the involvement of national stakeholders in executing activities; and Government contributions to financing. **The Government will be a cochair** of the joint steering committee for the 2022–2026 Cooperation Framework, which will approve joint work plans and implementation progress reports. Exercising this essential role will enable the Government to cement its leadership and take ownership of the Cooperation Framework.

Strengthening the institutional, technical and technological capacity of stakeholders, in particular beneficiaries, will play a major role in national ownership of the Cooperation Framework in order to guarantee the sustainability of its achievements. The approach of the country team will consist of strengthening capacity at the individual, organizational and societal levels.

More specifically, at the individual level, capacity-building will involve training people to assist them in acquiring the knowledge and skills required to

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assume their obligations and assert and enjoy their rights. At the organizational level, capacity-building will be undertaken with national partners, in particular ministries, civil-society organizations and community organizations, ensuring that they have the work tools and equipment that they need, including guides, procedural manuals and office equipment. At **the societal or institutional** level, capacity-building will focus on the drafting of legislation that is broad in scope and on creating macroeconomic policies that foster an attractive or favourable legal and political environment for development and for securing peace and national cohesion.

The involvement of national actors in the execution and monitoring of joint work plans under the 2022–2026 Cooperation Framework, through projects financed by United Nations entities and by Government contributions to financing activities or implementing the necessary conditions to achieve the expected results, will enhance the sustainability of the achievements.

During the evaluation phase, the country team of the United Nations will adopt a participatory and inclusive approach that enables the involvement of national partners, in particular beneficiaries, in evaluation exercises. Their involvement will be essential to ensure the sustainability of the achievements of the 2022–2026 Cooperation Framework. The evaluation exercises will be an opportunity for conversations and for considering the factors that have contributed to the success or failure of the implementation of joint work plans or programmes and projects, and will present opportunities for individual and collective learning, sharing experiences, and taking advantage of the lessons learned and best practices that are essential to ensure sustainability.

7. COMPARATIVE ADVANTAGES OF THE UNITED NATIONS AND STRUCTURE OF THE COUNTRY TEAM

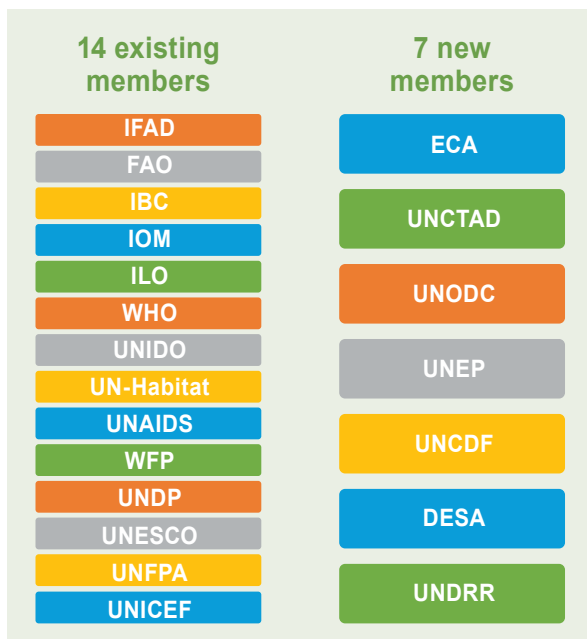
With nearly a half-century of experience in cooperation with the Comoros, the United Nations system has taken advantage of its comparative advantages in its cooperation interventions, meaning areas of intervention in which the United Nations country team can contribute more than other partners, within the confines of its mandate, resources, competencies and, above all, its real and demonstrated assets. In that context, the structuring of the team is intended to give it the capacity needed to respond to the imperatives of the United Nations system-wide reform and the development challenges identified in the country.

The exercise to structure the country team for the implementation of the 2022–2026 plan took place between June and July 2021. Nearly 30 United Nations entities were invited to take part in the exercise. The result was that the number of United Nations entities that will be involved in the implementation of the 2022–2026 Cooperation Framework went from 14 to 21, an increase of more than 50%.

First of all, that number includes the 14 entities who worked together between 2015 and 2021 in the context of the United Nations Development Assistance Framework. They are FAO, the International Business Centre (IBC), IFAD, IOM, ILO, WHO, UNIDO, the United Nations Human Settlements Programme (UN-Habitat), the Joint United Nations Programme on HIV/AIDS, WFP, UNDP, UNESCO, UNFPA and UNICEF.

There are also seven new entities that have joined the country team. They are ECA, UNCTAD, the United Nations Office on Drugs and Crime (UNODC), UNEP, the United Nations Capital Development Fund (UNCDF), the Department of Economic and Social Affairs of the United Nations (DESA) and the United Nations Office for Disaster Risk Reduction.

The members of the country team have described the projected operating mechanisms for the implementation



of the United Nations Sustainable Cooperation Development Framework (see appendix 3) and have taken a position on the outcomes and effects of the cooperation framework. The following table provides a visual representation of the interventions of the entities under the United Nations Sustainable Cooperation Development Framework by product and effect.

Data analysis has shown balanced distribution of the agencies under the pillars of the United Nations Sustainable Cooperation Development Framework, with a greater concentration under the “prosperity” Outcome.

The “planet” pillar will mobilize 10 entities, or nearly half of the members of the team, as follows: ECA, FAO, the United Nations Capital Development Fund, UNIDO, UN-Habitat, WFP, UNDP, UNEP, the United Nations Office for Disaster Risk Reduction and

Positioning of the entities under each pillar

United Nations country team entities in the Comoros		Positioning of entities by United Nations Sustainable Development Cooperation Framework pillar																	
		Effect 1 - The "plane" pillar				Effect 2 - The "prosperity" pillar					Effect 3 - The "people" pillar					Effect 4 - The "peace" pillar			
		P1.1	P1.2	P1.3	P1.4	P2.1	P2.2	P2.3	P2.4	P2.5	P3.1	P3.2	P3.3	P3.4	P3.5	P4.1	P4.2	P4.3	P4.4
IFAD	Current entities								X										
ILO						X	X	X	X	X				X			X		
IOM									X					X		X			
ITC							X											X	
UNAIDS											X	X				X		X	
UNDP		X	X	X	X		X	X		X						X	X		
UNESCO					X								X						
UNFPA											X	X	X	X	X	X	X	X	X
UN-HABITAT		X	X	X	X			X									X	X	X
UNICEF			X								X	X	X	X	X	X			
UNIDO				X		X	X	X		X									X
WEP					X														
WHO										X	X		X	X					
DESA	New entities																		
ECA		X					X												
UNCDF		X			X	X	X	X	X										
UNCTAD						X													
UNDRR					X														
UNEP		X																	
UNODC																X			

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UNICEF. There will be four or five entities working on each of the Outputs under this Outcome. For Output 1.1, the participants will be ECA, FAO, UN-Habitat, UNDP, UNEP and the United Nations Capital Development Fund. For Output 1.2, the participants will be FAO, UN-Habitat, UNDP and UNICEF. For Output 1.3, the participants will be FAO, UNIDO, UN-Habitat and UNDP. For Output 1.4, the participants will be UN-Habitat, WFP, UNDP, the United Nations Capital Development Fund, UNESCO and the United Nations Office for Disaster Risk Reduction.

The “prosperity” pillar will involve 11 entities: ECA, UNCTAD, IFAD, FAO, IOM, ILO, ITC, UNIDO, UN-Habitat, UNDP and the United Nations Capital Development Fund. There will be between three and six entities working on each of the Outputs under this Outcome. For Output 2.1, the entities involved will be FAO, ILO, UNIDO, the United Nations Capital Development Fund and UNCTAD. For Output 2.2, the entities involved will be ILO, ITC, UNIDO, UNDP, the United Nations Capital Development Fund and ECA. For Output 2.3, the participants will be ILO, UNIDO, UN-Habitat, UNDP and the United Nations Capital Development Fund. For Output 2.4, IMO and ILO will be involved. For Output 2.5, the entities involved will be IFAD, FAO, ILO, UNIDO, UNDP and the United Nations Capital Development Fund.

The “people” pillar will see the mobilization of 7 entities: IMO, ILO, WHO, UN-AIDS, UNESCO, UNFPA and UNICEF. There will be between three and five entities working on each of the Outputs under this Outcome. For Outputs 3.1 and 3.2, the entities involved will be WHO, UN-AIDS, UNFPA and UNICEF. For Output 3.3, UNESCO, UNFPA and UNICEF will be involved. For Output 3.4, IMO, ILO, WHO, UNFPA and UNICEF will be involved. For Output 3.5, WHO, UNFPA and UNICEF will be involved.

Under the “peace” pillar, 10 entities will be mobilized: IMO, ILO, ITC, UNIDO, UN-Habitat, UNODC, UN-AIDS, UNDP, UNFPA and UNICEF. There will be between three and six entities working on each of the Outputs under this Outcome. For Output 4.4, IMO, UN-AIDS, UNDP, UNFPA, UNICEF and UNODC will be involved. For Output 4.2, the participants will be UN-Habitat, UNDP and UNFPA. For Output 4.3, the participants will be ILO, ITC, UN-Habitat, UN-AIDS and UNFPA. For Output 4.4, the participants will be UNIDO, UN-Habitat and UNFPA.

It should be noted that DESA is in an odd situation. When the configuration exercise had been completed, DESA did not fall under any specific pillar. The support that it provides under the 2022–2026 Cooperation Framework will depend on specific agreements and will be provided at the request of the country.

The evaluation of the United Nations Development Assistance Framework for the period 2015–2021 identified five main areas in which the country team of the United Nations has the greatest comparative advantage:

- **Support and advisory services for strategic development matters.** The country team of the United Nations has comparative advantages in providing support and advice on strategic development issues. In particular, this involves the creation, implementation, monitoring and evaluation of development policies and strategies. An example is the support provided during the drafting of the accelerated growth and sustainable development strategy, the Comoros Development Strategy and numerous sectoral policies;
- **Support for advocacy and resource mobilization.** The country team has comparative advantages with regard to advocacy for resource mobilization and sustainable development partnerships. This was seen

during support provided in the process to prepare and organize the Conference of Partners for the Development of the Comoros, held in Paris on 2 and 3 December 2019, which resulted in pledges to support the Comoros Development Strategy in the amount of nearly €4 billion;

-
- Leadership in the promotion of the Sustainable Development Goals. The country team has comparative advantages with regard to the joint development of strategies and initiatives to accelerate the achievement of the Sustainable Development Goals, both at the national and local levels. The country team provided support during the process to set priority targets under the Sustainable Development Goals during the drafting of the first voluntary national review of the Sustainable Development Goals in 2020 and during efforts to broaden access to basic social services and potable water.
-
- Support for capacity-building. The country team has comparative advantages in strengthening national capacity to effectively include young people, gender issues, human rights and results-based management and in establishing the environment as the basis for programming, budgeting and public initiatives. In particular, this includes support for the drafting of national policies for young people and for gender equality.
-
- Promotion of democratic governance. The country team has comparative advantages in promoting democratic governance in local and national public institutions, civil society and communities. In this context, it provided support for reforms focusing on decentralization, the promotion of political, economic and social dialogue, the organization of democratic elections and the evaluation of electoral cycles.
-

The new entities that have joined the country team will strengthen the United Nations system in the Comoros, by ensuring that significant sectoral niches are covered in responding to specific needs in the country. In particular, this involves the following:

- Expertise in commerce, economic competitiveness, public-private partnerships and the digital economy, and expertise in international and regional standards for trade, customs and foreign investment;
- Accelerating the implementation of the Sustainable Development Goals and strengthening the capacity for resilience to natural disasters;
- Entrepreneurship, industrial development and professional training;
- Protection of oceans and the blue economy and tourism.

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IMPLEMENTATION OF THE COOPERATION FRAMEWORK



At the national level, the programme will be executed under the overall coordination of the General Planning Commission (the Government authority in charge of coordination). Ministries, national and international NGOs and United Nations entities will conduct the programme activities. The Cooperation Framework will be implemented by establishing one or more joint work plans or work plans for each entity, along with programme descriptions detailing the results to be achieved, which constitute agreement on the use of resources between United Nations entities and implementing partners, as needed. United Nations entities and their partners will adhere as much as possible to the documents that are strictly necessary for the achievement of the programme activities, meaning the signed Cooperation Framework and the work plans, joint or individual, and signed project descriptions. Nevertheless, as appropriate or necessary, other project documents may be drawn up using the relevant sections of the Cooperation Framework, individual or joint work plans and project descriptions.

According to the clauses relating to programme and risk management set out in the box above, the 2022–2026 Cooperation Framework will be implemented under the leadership of the Government, which will act as coordinator. The Government will receive support from the Resident Coordinator and the country team of the United Nations, whose role will be key in achieving the expected results. The implementation will take place in the context of the United Nations system-wide reform, which calls on United Nations country teams to prioritize joint work with a view to maximize the positive impact of expected results on the living conditions of

the population, in particular the most vulnerable.

Implementation will also be grounded in the “Delivering as One” approach, which considers the 2022–2026 Cooperation Framework as “one programme” which serves as the foundation for specific cooperation efforts by resident and non-resident agencies. Through this approach and under the enhanced leadership of the Resident Coordinator, the United Nations country team will use the common budgetary framework and the business operations strategy. In accordance with the efficiency agenda of the Secretary-General of the United Nations, the business operations strategy should lead to “more cost-efficient support services, by reducing the duplication of functions and administrative and transaction costs through the consolidation of support services at the country level ... [to meet] the requirement for integrated support across the United Nations system for the 2030 Agenda for Sustainable Development”. In order to maintain consistency in the implementation of the 2022–2026 Cooperation Framework, the communications of the country team of the United Nations will be conducted under a joint communications strategy, speaking with one voice.

The implementation of the 2022–2026 Cooperation Framework will be guided by the programming principles of the United Nations, including leaving no one behind, human rights, gender equality and women's empowerment, sustainability and resilience, and accountability. Implementation will also be guided by the following programming principles: results-based programming, capacity-building, risk-informed programming, the humanitarian-development-peace nexus, support for consistent policies and partnerships.

Implementation will take into account the recommendations and lessons learned from the final evaluation of the United Nations Development Assistance Framework 2015–2021, which showed weakness in joint programmes and programming, the operations of the results group and thematic groups, the results communicated from the evaluations of the United Nations Development Assistance Framework and of partnerships with other technical and financial partners.

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1. IMPLEMENTATION STRATEGY AND STRATEGIC PARTNERSHIPS

In the context of the “Delivering as One” approach, the programming principles and implementation strategy of the 2022–2026 Cooperation Framework will consistently use the following operating methods:

- **A harmonious combination of top-down and bottom-up approaches.** More specifically, the interventions of the United Nations country team will focus on strategic advice and normative work through strategic monitoring, the development, application and implementation of laws and strategies, and policy dialogues with the Government to influence the inclusion of the country’s international commitments in the different tools. Beyond the strategic alignment of the 2022–2026 Cooperation Framework, the country team of the United Nations will ensure the operational alignment of its interventions with the operations or action plans of Government partners, in particular ministries and other public institutions.

Furthermore, the country team will make better use of the community approach to directly work with grassroots communities that will be involved as actors and beneficiaries of United Nations interventions. Strengthening and promoting the community approach will enable interventions that involve community dialogue and participation.

- **Joint programming focused on results, in contrast to the siloed approach that has characterised the support provided by the United Nations country team.** The country team will pay particular attention to joint work plans and programmes in order to strengthen joint work and reduce siloed interventions. Because of their mutually reinforcing nature, the expected Outputs under the Cooperation Framework will enable the development of synergies and complementarity between interventions conducted by the different United Nations entities. Furthermore, joint programs will not simply involve the juxtaposition of the activities of the various entities and will not simply be catalysts to capture financing from funders. Rather, they will enable consistency in the interventions conducted

in order to contribute to the achievement of tangible, transformational change that has an impact on the living conditions of the population, in particular the most vulnerable.

- **Targeting the most vulnerable people and groups.** The interventions of the country team will pay particular attention to these categories of actors and beneficiaries in order to ensure that no one is left behind. The participation of vulnerable people and groups will be set at 20%. These groups will be identified using joint, coordinated methods to avoid piecemeal or duplicated interventions. The common country analysis has identified the following categories of groups and persons as the most vulnerable: persons living in extreme poverty, persons living with a disability, persons suffering from certain illnesses, persons living in extreme poverty, persons dependent on certain psychotropic substances, Comorian Shiite or Christian religious minorities and persons applying to emigrate to Mayotte who are stranded in the Comoros.

- **Targeting women, young people and children.** The interventions of the United Nations country team will focus on women, young people and children, for whom participation levels will be set at 15% in terms of the expected results.

- **A focus on specific areas of interventions.** The country team will identify, through a consensual selection process, zones of concentration for its interventions based on objective criteria. A map of the interventions of the team will be created. The common country analysis will be updated each year, enabling the country team to better steer and coordinate its interventions to maximize its results and the use of its resources.

- **Capacity-building for national actors will be key to the interventions of the United Nations country team.** As stated above, the capacity-building approach will be holistic in that it will be conducted at the individual, organizational and societal levels and within institutional culture. United Nations system entities will coordinate their procedures, methods and capacity-building interventions to avoid overlap

and duplication. This means that the country team will evaluate national capacity in its priority domains of intervention in order to assess existing capacity, desired capacity and capacity gaps. This evaluation will enable the creation of a capacity-building plan or programme that in turn will enable better coordinated interventions. The evaluation and creation of capacity-building programmes may be undertaken on a sector-by-sector basis. With regard to building capacity in human resources, the capacity-building programme will support the drafting of plans for the development of resources and training, which will be key tools to build capacity in human resources.

• **Supporting and promoting Government leadership.** The role of the Government will be key in the implementation of the 2022–2026 Cooperation Framework. Despite its involvement in annual reviews and workshops, weak Government leadership obviously hampers efforts to implement the necessary conditions to obtain the results for which it the government itself is responsible. An example is the long delays in processing portfolios and producing project reports. The United Nations country team will work to strengthen leadership by providing support and advice and by ~~enhancing institutional, technical, technological and~~ human resources capacity.

• **Enhancing the humanitarian-development-peace nexus.** In conducting its interventions, the country team will work to establish synergies and complementarity between interventions involving the three domains. Joint work plans and programmes will be the main mechanisms for the implementation of the triple focus through the alignment of their intended effects with the four pillars of the 2030 Agenda.

• **Development of strategic partnerships with national and international actors, including political parties, civil-society organizations, the private sector and local governments.** National partners, in particular ministries and civil-society organizations, will play a major role in the implementation of the 2022–2026 Cooperation Framework. At the same time, the United Nations country team will strive to improve its partnerships with civil-society organizations. The final evaluation of the United Nations Development

Assistance Framework 2015–2021 revealed a need to strengthen partnerships with civil-society organizations and the private sector. Civil-society organizations were more involved as simple partners in implementation, providing subcontracted services for the interventions of United Nations agencies. They did not have real partnerships. The country team will also strengthen its partnerships with local governments and the private sector, which were not robust during the 2015–2021 programming cycle.

With regard to partnerships with technical and financial partners, the country team will strengthen its cooperation with the World Bank, the French Development Agency and the European Union, which are among the most important technical and financial partners of the country. The priorities of these partners align with those of the United Nations country team. As at 1 July 2020, the World Bank was funding 10 projects totalling \$233 million, focusing on health care, social protection, telecommunications, post-disaster reconstruction, fishing, energy, financial inclusion and capacity-building.

The Comoros is one of 19 countries prioritized by France to receive aid. Over the 10-year period between 2007 and 2017, the French Development Agency allocated €74 million to development projects in the country in the areas of health, potable water, the environment and microfinance. More specifically, improving the health care system of the country is a priority for the French Development Agency. Its interventions have placed particular emphasis on maternal and infant health and on access to the types of care that suffers from the worst funding shortfalls. The French Development Agency also supports the quality of care offered at the most prominent hospitals in the country; access to obstetrical care; maternal health services, in particular on the island of Anjouan (maternal care and local clinics); improvements in service quality; and the professional training provided by Caritas.

With regard to the European Union, the National Indicative Programme of the European Development Fund, the programme that forms the basis of development cooperation with the Comoros for the period 2021–2027, targets three main areas: the signing of a green deal (a green economic and social transition, access to renewable energy and environmental protection); support for growth and sustainable employment; and peace, security and

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good governance. There are two cross-cutting themes for the three priority domains: the digital transition and gender. These domains are aligned with the priorities of the 2030 Comoros Development Strategy and the Interim Development Strategy 2020–2024.

With regard to financing for climate change and natural disasters, the United Nations country team will develop partnerships with the Least Developed Countries Fund, the Global Environment Facility, the Green Climate Fund, the Global Climate Change Alliance of the European Union and the Adaptation for Smallholder Agriculture Programme, which have already financed several projects. The country team will also explore financing opportunities with the Climate Investment Funds and the Climate Change Adaptation Fund.

With regard to South-South and triangular cooperation, the country team will explore opportunities to develop new partnerships, in particular with Saudi Arabia, China, the United Arab Emirates and Kuwait, and also with the Islamic Development Bank, which are involved in projects in agriculture, fisheries, inclusive finance and the construction of infrastructure.

2. JOINT WORK PLANS

The 2022–2026 Cooperation Framework will be implemented through joint work plans that will be presented as tables. The tables will contain the Outputs that will be jointly delivered by United Nations entities and other stakeholders to provide a significant contribution to the achievement of the expected Outcomes. The work plans will be signed by the Government, the Resident Coordinator and representatives of contributing United Nations entities. The joint work plans will be based on the theories of change for the various Outcomes and on the results matrix. In a clear and specific manner, they will set out the expected Outputs for each Outcome, along with SMART indicators that will have baseline measurements and targets devised using qualitative or quantitative data. The work plans will outline the activities to be performed in order to deliver the Outputs. They will set a timeline for the implementation of the activities and targets for each Output and also identify the entities responsible and budget allocated for each Output.



United Nations entities will help to define and conduct the activities set out in the Cooperation Framework. Support may be provided in the form of technical support; financial assistance; supplies, merchandise and material; procurement services; transportation; funds to finance awareness-raising, research and studies; consulting services; assistance in the drafting, monitoring and evaluation of programmes; and training and coaching. A portion of the support may be provided to NGOs and civil society organizations called on to participate in the drafting of work plans and project descriptions. In addition, the support may be provided in the form of access to global information systems managed by United Nations entities and to the network and specialized information systems of country offices, including the lists of development consultants and service providers; and through support provided by the network of specialized United Nations funds and programmes. United Nations entities will allocate personnel and consultants to draft and support the programme, to provide technical assistance and to conduct monitoring and evaluation. Subject to the conclusions of annual reviews and to the progress made in achieving the goals of the programme, funds will be disbursed by United Nations bodies by calendar year and in keeping with the provisions of the Cooperation Framework. Details of the budgets are set out in the work plans and project descriptions. By mutual agreement between the Government and United Nations development system entities, funds that donor entities have not earmarked may be.

The country team of the United Nations will adopt a rigorous methodological approach to the drafting of the joint work plans, which will be done in a participatory and inclusive manner. This approach should enable participants to ensure that the joint work plans reflect the results chains found in the results matrix of the Cooperation Framework. The activities proposed must therefore be consistent with the expected Outputs and their indicators. It will be necessary to avoid the juxtaposition of the activities of agencies and to decline sub-activities or tasks. Work plans should be annual and with quarterly timelines. Results groups should develop a common definition of intermediate targets or milestones that will be achieved at the end of each quarter or each year. These intermediate targets will be essential to enable rigorous follow-up. Work plans will be adjusted each year taking into consideration the recommendations of annual reviews or those made by the United Nations country team.

The joint work plans will be implemented through the programmes and projects executed by national partners with technical and financial support from United Nations entities. They will essentially serve as the tools to enable coordination and consistency in carrying out the activities of the United Nations country team. The results groups will assist in executing the joint work plans.

3. GOUVERNANCE

In the context of the Cooperation Framework, governance will be guided by the “Delivering as One” approach and by the programming principles and lessons learned from the final evaluation of the United Nations Development Assistance Framework 2015–2021. This governance approach should strengthen the joint leadership of the Government and the Resident Coordinator and the significant role played by the United Nations country team. Taking into account the lessons learned from the final evaluation, particular emphasis will be placed on improving the functioning of the groups responsible for results, monitoring and evaluation, communications, gender and human rights.

- Governance for the 2022–2026 Cooperation Framework will be within the purview of the joint steering committee, led by the Minister for Foreign Affairs and International Cooperation and the Resident Coordinator of the United Nations. The joint steering committee will be in charge of strategic direction, coordination of implementation, and monitoring, evaluation and follow-up, of the Cooperation Framework. It will therefore be in charge of making strategic decisions and ensuring that they are implemented. The joint steering committee will have one ordinary meeting per year to examine and approve the portfolios submitted. The committee may organize extraordinary meetings as needed. More specifically, the committee will examine and approve the joint work plans and the monitoring and evaluation plan for the Cooperation Framework. Taking into account the specific nature and procedures of certain donors, the committee will approve some joint programmes and projects. The committee will also examine and approve the annual progress reports and evaluation reports for the implementation of the Cooperation Framework and the evaluation reports of certain joint programmes and projects. The mission, responsibilities, membership and functioning of the

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steering committee will be outlined in its terms of reference.

The steering committee will be assisted by a secretariat made up of personnel from the Ministry of Foreign Affairs and International Cooperation and the Office of the Resident Coordinator. The steering committee will analyse and prepare technical briefings, synthesis reports, project documents, work plans, and reports submitted for review and approval. The secretariat will be in charge of planning and organizing steering committee meetings and will produce and disseminate meeting minutes to the members of the steering committee. It will share information on steering committee deliberations and decisions in keeping with relevant governing clauses. The role and responsibilities of the secretariat will be defined in its terms of reference.

- **The country team of the United Nations**, under the leadership of the Resident Coordinator, will support the steering committee in strategic orientation, monitoring, and coordination of the implementation of the 2022–2026 Cooperation Framework. It will be responsible for the implementation of the reform agenda. Pursuant to the management and accountability system established in the context of the United Nations system-wide reform, the Resident Coordinator will report on the results of the United Nations country team that make up part of his work plan. The Resident Coordinator will ensure that the code of conduct of the country team is enforced. Agency heads will be responsible for the results of their respective agencies and for those of the United Nations country team.

The country team will also ensure respect for the “Delivering as One” approach, programming principles, and directives from the United Nations Development Coordination Office. The country team will draw up annual work plans. It will hold monthly meetings to examine and approve all documents submitted for the approval of the steering committee, in particular joint work plans, monitoring and evaluation plans, annual progress reports and evaluation reports for the implementation of the Cooperation Framework. Minutes will be systematically taken for each meeting.

The United Nations country team will supervise the planning and organization of annual reviews. It will ensure that joint communication and resource

mobilization strategies are effectively implemented. The members of the United Nations country team will ensure that the results of the groups and of the thematic communication, gender and human rights groups are prioritized. The country team will be supported by the Office of the Resident Coordinator in performing its functions. The country team will also have a management code or a code of conduct. The responsibilities and modalities of operation of the United Nations country team will be outlined in a specific terms of reference.

- **The programme management team will serve as the fulcrum for the governance architecture of the Cooperation Framework.** It will serve as the strategic advisor to the country team of the United Nations in terms of strategic direction, monitoring and coordination of implementation and follow-up, and evaluation of the Cooperation Framework. It will ensure the strategic and programmatic consistency of interventions. The programme management team will draw up annual work plans. The programme management team will be made up of resident representatives and heads of agency programmes. The programme management team will hold monthly meetings to examine and approve all portfolios before they are submitted for the approval of the United Nations country team, in particular joint work plans, monitoring and evaluation plans, annual progress reports and evaluation reports for the implementation of the Cooperation Framework. Minutes will be systematically taken for each meeting. The programme management team will supervise the planning and organization of annual reviews and of the final evaluation with support from the Office of the Resident Coordinator. It will supervise the monitoring and evaluation group, the results groups and the thematic groups. The responsibilities, membership and functioning of the programme management team will be outlined in its terms of reference.

- **The operations group will be in charge of drafting, implementing, monitoring and evaluating the business operations strategy.** It will play a key role in managing common services to minimize the transaction costs for the implementation of the Cooperation Framework. According to the United Nations system-wide reform, the business operations strategy is a framework guiding United Nations business operations at the country level. The business operations strategy



facilitates strategic planning, management, monitoring, and reporting of the United Nations country team's joint support to programme delivery through common business operations. The business operations strategy reflects common services that are developed jointly and does not include or replace individual agency operation plans. The business operations strategy supports innovation in common business operations.

The operations group will be made up of executive heads of agencies and will be structured in subgroups based on their main functions. The operations group will have a work plan. It will hold monthly meetings whose proceedings will be systematically recorded in meeting minutes. The responsibilities and functioning of the operations group will be outlined in a specific terms of reference.

- **The results group will be structured around the four pillars of the 2030 Agenda to make the most of the achievements detailed in the common country assessment and those of the process to draft the 2022–2026 Cooperation Framework.** There will be four groups, therefore, one each for planet, prosperity, people and peace. The four groups will be the main locus of the implementation, monitoring and evaluation of the Cooperation Framework. They will play a

significant role in the drafting, implementation and monitoring of joint work plans. They will have annual work plans.

The results groups will be forums for conversations on substantive, operational and programming matters, for sharing lessons learned and best practices, and for identifying joint programming opportunities or opportunities to develop synergies and complementarity between the interventions of different agencies. The results groups will be chaired by agency heads. They will hold quarterly meetings, and minutes will be systematically taken for each meeting. They will produce periodic reports that will feed into the drafting of the annual progress report for the implementation of the Cooperation Framework. They will also contribute to the planning and organization of annual reviews. They will provide support for the midterm review and for the final evaluation of the Cooperation Framework. Representatives from the thematic dialogue groups of the national institutional monitoring and evaluation mechanism may participate in the work of these groups.

The membership, responsibilities and functioning of the results groups will be outlined in specific terms of references.

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- **The interagency monitoring and evaluation group will be a technical instrument under the programme management team that will be responsible for direct supervision.** It will be in charge of drafting and implementing the plan for the monitoring and evaluation of the Cooperation Framework. It will support the results groups in drafting joint work plans and monitoring their implementation. It will contribute to producing annual reports and to planning and organizing annual reviews for the Cooperation Framework. Its role will be key in the review of the common country assessment and in planning and conducting evaluations. It will support the updating of UN INFO and knowledge management in the context of the implementation of the Cooperation Framework. It will be made up of agency specialists and focal points for monitoring and evaluation, led by the specialist in monitoring and evaluation of the Office of the Resident Coordinator. The person responsible for monitoring and evaluation for the Comoros Development Strategy and a representative from INSEED will participate in the work of this group.

The responsibilities and functioning of the interagency monitoring and evaluation group will be outlined in a specific terms of reference.

- **The thematic gender and human rights group** will play a crucial role in ensuring that gender equality and the fundamental rights of women are taken into account in joint work plans, in the monitoring and evaluation plan, in annual reports to monitor implementation and in the reports of annual reviews and of the final evaluation of the Cooperation Framework. It will provide advisory and support services and will conduct capacity-building with members of different groups on gender equality and human rights. The responsibilities and functioning of the thematic gender and human rights group will be outlined in a specific terms of reference.

- **The United Nations network for protection from sexual exploitation and abuse (PSEA)** will be in charge of the protection from sexual exploitation and abuse committed by United Nations personnel and implementing partners. The network for protection

from sexual exploitation and abuse will ensure that the United Nations country team has a strategy for providing assistance and support to the victims of sexual exploitation and abuse. The responsibilities and functioning of the network for protection from sexual exploitation and abuse will be outlined in a specific terms of reference.

- **The United Nations Communications Group will be in charge of implementing the joint communications strategy,** for which there will be a plan. It will work closely with the interagency monitoring and evaluation group to ensure that the knowledge produced during the implementation of the Cooperation Framework is properly managed. It will be responsible for promoting a consistent image of the United Nations country team and for transparency and readability in its interventions and results, placing particular emphasis on partnerships and resource mobilization. The group will also play a cross-cutting role in awareness-raising, advocacy and in the change needed to achieve the goals of the 5 p's and the Sustainable Development Goals. The responsibilities and functioning of the communications group will be outlined in a specific terms of reference.

- **The Office of the Resident Coordinator will be the main instrument of the Resident Coordinator for strategic planning,** coordination and monitoring of the implementation of the Cooperation Framework. It will support and ensure the proper functioning of the various groups. It will support the Resident Coordinator in the implementation of the United Nations system-wide reform. It will play a crucial role in producing annual progress reports for the implementation of the plan, in planning and organizing annual reviews and in completing the final evaluation of the Cooperation Framework.

It will manage UN INFO and the knowledge produced in the context of the implementation of the Cooperation Framework. It will serve as the Secretariat of the steering committee and will provide support to the United Nations country team in performing its duties. The responsibilities and functioning of the Office of the Resident Coordinator will be outlined in a specific terms of reference.

4. MEASURES TO IMPROVE GROUP FUNCTIONING

To enhance the efficiency of the operations of the results group, the monitoring and evaluation group, the communication group, the gender and human rights group and the network for the prevention of sexual exploitation and abuse, the United Nations country team will mainly employ the following measures:

1. Enhancing leadership and accountability for agency heads who manage these groups;
2. Accountability for the members of these groups, which must provide reports to their agency heads on their participation in meetings and other activities of the groups;
3. Improving the value added by the groups to the work of the agencies;
4. Avoiding a routine in which conversations focus on process, and instead emphasize substantive debate or strategic reflection and conversations about lessons learned, best practices, partnership development and resource mobilization opportunities; strengthen the capacities of group members and converse with other groups on cross-cutting topics or topics of mutual interest;
5. Enhancing the role of the Office of the Resident Coordinator in supporting and monitoring the operations of groups with a view to providing regular reports to the United Nations country team. The Office of the Resident Coordinator must ensure that all groups have terms of references and annual work plans and that they systematically produce minutes of their meetings.

5. MISCELLANEOUS

With regard to financing the activities or projects implemented by national partners, United Nations entities that have adopted the harmonized approach to cash transfer must remain in strict compliance with the clauses set out below:

All transfers of funds to implementing partners must be performed according to work plans. Transfers of funds intended to finance the activities described in work plans may be effected by United Nations entities using the following procedures:

1. Funds transferred directly to implementing partners:
 - a. before the beginning of activities (direct transfer);
 - or b. once activities are completed (reimbursement);
-

2. Direct payment to suppliers or to third parties for obligations undertaken by the implementing partner based on orders signed by the authorized person appointed by the implementing partner;
-

3. Direct payment to suppliers or to third parties for obligations undertaken by United Nations entities to support activities agreed with implementing partners.
-

When funds are transferred to [national institution], it must transfer the funds to the implementing partner without delay.

Direct transfers to finance the performance of programme activities must be requested and authorized for periods that do not exceed three months. Reimbursement of previously authorized expenses must be requested and performed on a quarterly basis or once the activities are completed.

United Nations entities are not obliged to reimburse any expenses of the implementing partner that exceed the authorized amounts. When an activity is completed,

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any balance will be repaid or allocated as a programme credit by mutual agreement between the implementing partner and United Nations entities.

The methods by which funds are transferred, the amounts of disbursements and the scope and frequency of verification actions may depend on the results of a review of the capacity to manage public funds, where the implementing partner is a Government, or on the results of a financial management capacity evaluation if the partner is not a United Nations entity.

Implementing partners will participate in evaluations, which may be performed by a qualified consultant chosen by United Nations entities, such as an accounting firm. The implementing partner may participate in the selection of the consultant.

The methods by which funds are transferred, the amounts of disbursements and the scope and frequency of verification actions may be reviewed during programme implementation, based on observations made in the context of monitoring the programme and the programme expenses, or based on reports and audits.

In the event of a direct transfer or a reimbursement, United Nations entities will notify the implementing partner of the amount that they have approved and will disburse the funds within a term of agreed number of days.

In the event of payments made directly to suppliers or to third parties in respect of obligations undertaken by the implementing partner based on an order signed by the authorized person appointed by the implementing partner, or payments made to suppliers or third parties in respect of obligations undertaken by United Nations entities to support activities agreed with implementing partners, United Nations entities will make the payments within number of days agreed by United Nations entities.

United Nations entities are not directly liable for contracts signed between the implementing partner and external suppliers. When different United Nations entities disburse funds to the same implementing partner, programme and financial monitoring and audits



are jointly performed by the United Nations entities or in coordination with them.

Implementing partners the Government or national NGOs shall use the funds received according to national regulations, policies and procedures that are aligned with applicable international standards, ensuring in particular that the funds are spent on the activities agreed in the work plans and reporting on the use of all amounts received to the United Nations entity within six months of receipt.

When national regulations, policies and procedures are not compatible with applicable international standards, the related financial rules and regulations and the regulations, policies and procedures of the United Nations entity shall apply.

If the implementing partners are international NGOs, civil-society organizations or intergovernmental organizations, they shall use the funds received according to the applicable international standards, ensuring, in particular, that the funds are spent on the activities agreed in the work plans and reporting on the use of all amounts received to the United Nations entity within six months of receipt.

In order to support regularly scheduled and special audits, every implementing partner that receives funds from United Nations entity will allow that entity or its representative on-demand access to all accounting documents that provide proof of funds transfers by United Nations entity and all other relevant documentation and will allow on-demand access to all documents and all staff members involved in the internal monitoring mechanism of the implementing partner through which the funds were transferred.

The findings of each audit will be sent to the implementing partner and to the United Nations entity. Furthermore, each implementing partner will receive a copy of the audit report drawn up by the auditors and must review it

and, without delay, send a statement of acceptance or rejection of all recommendations made by the auditors to United Nations entity that disbursed the funds where it has been specified that audits would be performed by the supreme audit institution, add “and the supreme audit institution” for the inclusion of the statements in the final report that the auditors will submit to the United Nations entity. Implementing partners must, without delay, follow up on the auditors’ recommendations that they have accepted and must report on the measures taken to follow up on the accepted recommendations to the United Nations entity where it has been specified that audits would be performed by the supreme audit institution, add “and the supreme audit institution” each quarter or according to a locally agreed schedule

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MONITORING AND EVALUATION FOR THE COOPERATION FRAMEWORK



As with implementation, monitoring and evaluation for the Cooperation Framework will be guided by the “Delivering as One” approach and the programming principles of the United Nations. Monitoring and evaluation will be performed in accordance with the norms and standards set out by the United Nations Evaluation Group. Monitoring and evaluation will also be performed in accordance with a human rights-based approach, which requires data collection and analysis to reflect the realization, protection and promotion of the human rights of beneficiaries, gender equality and women’s empowerment. Monitoring and evaluation should therefore shine a light on the changes made to the living conditions of the most vulnerable persons and groups through the Cooperation Framework. This requirement is a reflection of the importance of producing disaggregated data.

Monitoring and evaluation will enable the United Nations country team to be accountable in the implementation and achievement of the expected results of the Cooperation Framework. General Assembly resolution 68/208 specifies that “the resident coordinator, supported by the United Nations country team, should report to national authorities on progress made against results agreed in the United Nations Development Assistance Framework”.

The following clause is mandatory in the implementation of monitoring and evaluation for the Cooperation Framework:

Implementing partners shall cooperate with United Nations entities in order to facilitate the monitoring of all activities financed using funds transferred from those entities and to enable access to accounting documents and to the staff members in charge of managing the funds. To that end, implementing partners accept the following:

1. Periodic, on-site review and inspection of samples of accounting documents by United Nations entities or their representatives, as appropriate, and as set out in the relevant clauses of undertakings or contracts signed with those entities;

2. Monitoring of programme activities in accordance with the norms and directives of United Nations entities with regard to on-site visits and monitoring;

3. The performance of special or regularly scheduled audits. Each United Nations entity, working together with other United Nations entities (as desired and in cooperation with the relevant coordinating ministry) shall establish an annual audit plan, prioritizing the audits of implementing partners that receive significant sums of aid and partners whose financial management capacity requires strengthening.

The United Nations country team will have a budgeted monitoring and evaluation plan for the period 2022–2026 that is mandated by the guidelines of the United Nations Development Coordination Office. The plan must contain the following elements: the expected deliverables being monitored and evaluated, the main activities, roles and responsibilities of the various stakeholders, and the budget. The monitoring and evaluation plan will have a schedule. It will be broken down into annual monitoring and evaluation plans. It will be managed by the person in charge of monitoring and evaluation at the Office of the Resident Coordinator, working closely with the interagency monitoring and evaluation group under the supervision of the programme management team.

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1. MONITORING THE COOPERATION FRAMEWORK

Monitoring will consist of regularly ensuring that qualitative and quantitative data are gathered and analysed in order to evaluate progress made in the use of resources, the implementation of activities and the achievement of deliverables. Monitoring will also make it possible to evaluate the contribution made by the deliverables to the achievement of the expected effects of the Cooperation Framework. In order to conduct monitoring, the monitoring and evaluation group will use a variety of closely linked methods:

- **Monitoring the evolution of the national context**, which will consist of gathering and analysing data on major changes related to challenges, threats, opportunities and emerging issues, including in the political, economic and social situation of the country. The influence and repercussions of these changes on the implementation of the Cooperation Framework will also be evaluated. This context monitoring will also serve to update the common country assessment.
- **Monitoring the effects** to observe and analyse the changes and their impact. Data collection and analysis will be based on the indicators for the effects. During the midterm or final review, the data collected from monitoring the effects will make it possible to evaluate how the deliverables contributed to the changes observed. Monitoring should be done each year by the monitoring and evaluation group;
- **Operational and programmatic follow-up** will involve gathering and analysing qualitative and quantitative data to enable the evaluation of progress made in the implementation of activities and in reaching product milestones or final goals. It is also intended to monitor trends in the contributions made by deliverables to the changes noted as they relate to the outcomes;
- **Financial monitoring** will focus on gathering and analysing data that supports the evaluation of progress made and the efficient use of resources in achieving the expected results;
- **Monitoring risks and assumptions** will entail

gathering and analysing data to evaluate risks, creating risk scenarios and evaluating their influence on the implementation of the Cooperation Framework. Prevention and mitigation strategies implemented to confront risks will also be evaluated;

- **Joint monitoring visits:** United Nations agencies, the results groups and the thematic groups may organize joint monitoring visits from time to time to evaluate the progress made in the implementation of work plans and joint programmes. The monitoring and evaluation group and the communications group will play a key role in planning, organizing and carrying out these visits.

Monitoring will be performed based on the following main tools, which will be set out in the monitoring and evaluation plan:

- **Technical indicators or metadata:** this data will enable the United Nations country team and its partners to gain a clear mutual understanding of the indicators.
- **Monitoring sheets:** tools to gather data on progress made in the implementation of activities, the production of deliverables and the achievement of the targets for the outcomes. The sheets will be drawn up by the monitoring and evaluation group, working closely with the results groups and the thematic groups.
- **Templates for the monitoring sheets and for field visits** should be standardized as much as possible. They will be created by the monitoring and evaluation group.
- **The map of interventions** will be a key monitoring tool.
- **UN INFO**, the global platform of the United Nations for planning, monitoring and reporting, will be regularly updated. It will bring together information coming from United Nations system entities and the different national partners. It will enhance accountability and transparency in the United Nations system as well as the availability of real-time information. The platform will also provide a snapshot of the real contribution of the United Nations system in achieving the Sustainable Development Goals and the Comoros Development Strategy and Interim Development Strategy.

2. RISKS AND OPPORTUNITIES

2.1. RISKS

Effective implementation of the Cooperation Framework could face certain risks. The risks are the following:

- **Financial risk**, which is inherent in the deterioration of the global economic situation. The Cooperation Framework financing scheme provides for regular funding and funding yet to be raised. The current health crisis could result in drastic cuts to regular funding given that most donor countries could direct their funding towards combating COVID-19. Most funding will likely be allocated to emergency responses. Weak capacity to mobilize internal resources (tax revenue) will compound the problem, as will the risk of funds being reallocated from key sectors like education towards urgent needs. Financial risk can be managed or reduced by:
 - more realistic planning that takes into account available capacity;
 - the creation of a resource mobilization strategy that takes into account innovative financing and increased contributions from the private sector, which will make it operational, and would include monitoring mechanisms;
 - the implementation of mechanisms to enable longer-term activities to be funded by emergency funding.
- **Weak national ownership and engagement.** The chance of success in implementing the Cooperation Framework depends in large part on national ownership and therefore on mobilizing local stakeholders in performing the activities and in monitoring implementation. In order to guarantee real ownership, joint monitoring mechanisms must be put in place.
- **Risk related to coordinating the timelines of the Cooperation Framework and the Interim Development Strategy.** Although the Cooperation Framework covers the period 2022–2026, taking the place of the United Nations Development Assistance Framework 2015–2021 (in line with the Accelerated Growth and Sustainable Development Strategy 2015–2021), the Interim Development Strategy covers the period 2020–2024. Maintaining an ongoing dialogue with the Government will make it possible to guarantee

that the Cooperation Framework is aligned with the national priorities set out in the Comoros Development Strategy 2020–2030.

- **Risk linked to political and institutional instability.** Structural transformation to achieve the Sustainable Development Goals requires institutions that can guarantee political stability, national cohesion and respect for human rights. It is therefore crucial for the country to continue to implement reforms that will enable democracy to be consolidated.
- **Risk linked to the failure to achieve the conditions identified in the Comoros Development Strategy as critical to achieving its implementation, which therefore are critical for the present Cooperation Framework that supports it.** The conditions identified include creating and maintaining a macroeconomic framework that enables economic emergence, promoting climate-resilient development and resilience to natural disasters and setting up a renewed framework for political dialogue on development.

2.2. OPPORTUNITIES

The implementation of the Cooperation Framework could benefit from the following main opportunities:

- **The United Nations system-wide reform**, in particular the strengthening of the Office of the Resident Coordinator, will undoubtedly have a positive impact on the implementation of coordination mechanisms between different agencies and result in more effective monitoring of the implementation of the Cooperation Framework.
- **Greater awareness in the population** and authorities with regard to a variety of topics, such as malnutrition, gender-based violence and violence against minors, will significantly ease the work of the United Nations system in combating these scourges.
- **Funding announcements** and other announcements noted by the Comoros during the Conference of Partners for the Development of the Comoros, held in Paris in December 2019, and the very warm welcome accorded to the Comoros Development Strategy by partners during that event. In order to make the most of the situation, the country should continue to focus on the Comoros Development Strategy and its programmes that were submitted to the Conference of Partners for the Development

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of the Comoros. The Interim Development Strategy should be reviewed so that it can serve as a real operational framework for the Cooperation Framework, taking into account the context of COVID-19.

- **The African Continental Free Trade Area** should enable the country to create closer ties between its economy and the continental economy, in particular the East African subregion, where most countries are on a fast track towards becoming emerging markets with significant growth rates supported by internally-driven structural transformations.
- **The digital transformation**, given that the Government has focused on the digital revolution as a catalyst of the Comoros Development Strategy and has begun to create the appropriate frameworks, tools and instruments for success in the endeavour, which is a prerequisite for success in key areas of the Cooperation Framework, such as the development of financial and logistical services to transform the country into a regional hub.
- **The COVID-19 pandemic** has revealed a need for a minimum level of social coverage or protection to confront wide-ranging health and humanitarian crises. Similarly, the pandemic has raised awareness around the world of the link between climate change and environmental and ecosystem protection and human health, which calls for a change in attitude and practices with regard to environmental issues.

These challenges create space for new partnerships and above all for strong alignment within the United Nations system to respond to them in an efficient and organized manner.

2.3. REVIEW OF THE COOPERATION FRAMEWORK AND PRESENTATION OF REPORTS

The country team will produce annual monitoring reports on the implementation of the Cooperation Framework. The annual report will be drawn up in keeping with the new guidelines. It must therefore be results-based and report on all activities undertaken by the United Nations country team. It will be drafted under the supervision of the programme management team with technical support from the Office of the Resident Coordinator, which will coordinate the process. The

information for the annual report will be drawn from the reports of the periodic reviews produced by the results groups and the thematic groups. The Government will be consulted and will contribute to the report.

The United Nations country team will plan regular annual reviews, which will be held at year-end or at the beginning of the year. More specifically, the purpose of the annual review will be to examine the annual progress report on the implementation of the Cooperation Framework. The annual review will provide an opportunity for all stakeholders to converse and to evaluate the progress made in achieving the targets for products and their contribution to the achievement of the effects, national priorities and the Sustainable Development Goals. Essentially, the evaluation will consider effectiveness and efficiency, consistency in the interventions of the United Nations country team, equity in achievements, constraints and opportunities identified, lessons learned, and best practices to take advantage of. Risks and assumptions will also be considered. The review will propose recommendations and guidelines to be taken into account in amending joint work plans. The review will be led by the Government and the United Nations country team.

3. EVALUATING THE COOPERATION FRAMEWORK

The evaluation will make it possible to make a judgment based on reliable data and evidence with regard to the relevance, efficiency, effectiveness, consistency, equity and sustainability of the implementation of the Cooperation Framework. It will enable an evaluation of the coherence of the theories of change. The evaluation will be conducted during the fourth year of the cycle. The final evaluation should coincide with or take place after the country evaluations of the development programmes of the entities. Inasmuch as possible, the evaluation could also be aligned with certain evaluations undertaken by the Government. The evaluation should comply with the norms and standards of the United Nations Evaluation Group. The programme management team will work closely with the Office of the Resident Coordinator and the monitoring and evaluation group to plan and organize the final evaluation, an important exercise to inform the next programming cycle.

The United Nations country team will support national capacity-building in the areas of statistics, monitoring and evaluation of public policy, development programmes and projects and the Sustainable Development Goals. The different reports that are available, in particular the common country analysis, have brought to light Government weaknesses in the regular production of reliable statistical data owing to a lack of qualified human resources, weak institutional capacity and financing constraints. The institutional framework put in place for the monitoring of the Comoros Development Strategy and the Interim Development Strategy functions poorly. Although the 2030 Agenda recommends a national evaluation policy, such a policy is lacking and not all ministries have operational planning units.

The United Nations country team will provide support by assisting the Government to build the institutional, technical, technological and human resources capacity required to produce statistical data and monitor and evaluate public policy, development programmes and projects and the achievement of the Sustainable Development Goals.

The country team will support the creation of a national evaluation policy and the implementation of planning units in ministries. The country team will strengthen ministerial capacity in results-based management. Its support will also involve the implementation of operational information systems and strengthening national capacity to produce and disseminate statistics. The country team will support the promotion of citizen participation in the monitoring and evaluation of public policy, development programmes and projects and the Sustainable Development Goals.





ANNEXES



ANNEX 1 . LEGAL INFORMATION

The cooperation and assistance agreements or other agreements mentioned in the present legal annex are agreements that already form the legal basis of relations between the Government of the Union of the Comoros and each United Nations entity that is assisting the country to implement the 2022–2026 United Nations Sustainable Development Cooperation Framework (the Cooperation Framework).

Given that the Government of the Union of the Comoros (hereinafter known as “the Government”) has established relationships with the following entities:

Given that the Government of the Union of the Comoros (hereinafter known as “the Government”) has established relationships with the following entities:

- a) **With the United Nations Development Programme (UNDP)**, a framework agreement governing the assistance provided by UNDP in the country, signed by both parties on 27 January 1976. Pursuant to paragraph 2, article 1 of the Standard Basic Assistance Agreement, the assistance will be made available to the Government and will be provided and received according to relevant resolutions and decisions that apply to the competent organs of UNDP, subject to UNDP having the necessary funds. In particular, in its decision 2005/1 of 28 January 2005, the UNDP Executive Board approved new financial management regulations and rules, including new definitions of “delivery” and “implementation” that enable UNDP to fully implement the new common country programming procedures resulting from the United Nations Sustainable Development Group simplification and harmonization initiative. In the light of this decision, the Cooperation Framework and the work plan (which makes up an integrated part of the Cooperation Framework and is automatically included therein) adopted below constitute a project description in the meaning of the Standard Basic Assistance Agreement;
- b) **With the United Nations Children’s Fund (UNICEF)**, a standard basic cooperation agreement governing cooperation between UNICEF and the Comorian Government signed on 23 May 1994;

- c) **With the United Nations Population Fund (UNFPA)**, a country cooperation agreement signed on 27 January 1976 with UNDP, which applies mutatis mutandis to the activities and personnel of UNFPA, pursuant to an agreement signed through an exchange of letters that entered into force on 21 August 2014;
- d) **With the United Nations Food and Agriculture Organization (FAO)**, a multiple accreditation agreement signed on 11 May 1993;
- e) **With the World Health Organization (WHO)**, a standard agreement between WHO and the Government of the Comoros on 27 January 1976;
- f) **With the International Organization for Migration (IOM)**, an agreement signed between IOM and the Government of the Comoros on 18 June 2013;
- g) **With the International Labour Organization (ILO)**, a framework protocol for the implementation of the decent work country programme on 4 May 2015;
- h) **With the United Nations Human Settlements Programme (UN-Habitat)**, an agreement signed by exchange of letters between UN-Habitat and the Government of the Comoros, represented by the Ministry for Territorial Development and Urbanization in charge of Land Management and Transport (MATUAFTT) on 27 February 2020;
- i) **With the United Nations Industrial Development Organization (UNIDO)**, a country cooperation agreement signed on 27 January 1976 with UNDP, which applies mutatis mutandis to UNIDO projects and programmes in the Comoros.

The Cooperation Framework shall be read, interpreted and applied in keeping with the standard agreements signed by each of the United Nations signing entities and the host Government, in a manner that is compatible with the aforementioned agreement.

The Government honours its commitments pursuant to the provisions of the cooperation and assistance agreements described in the paragraph on the foundations of the relationship.

Without prejudice to these agreements, the Government applies the relevant provisions of the Convention on the Privileges and Immunities of the United Nations (the “General Convention”) or the provisions of the Convention on the Privileges and Immunities of the Specialized Agencies to the property, funds and assets of each signing United Nations entity and to its officials and experts on mission. The Government shall also grant to such agencies and their officials and to persons performing services on their behalf the privileges, immunities and facilities provided for in the cooperation and assistance agreements concluded with the Government. In addition, it is understood that all United Nations volunteers are equivalent to officials of the signatory United Nations entities and are entitled to the privileges and immunities accorded to such officials under the General Convention or the Convention on the Privileges and Immunities of the Specialized Agencies. The Government shall respond to any claims that third parties may have against any agency and its officials, experts on mission or other persons performing services on their behalf, and shall hold them harmless and release them from liability in the event of any such claim, also holding them harmless and releasing them from any liability arising from the operations conducted under cooperation and assistance agreements, unless the Government and the entity in question mutually agree that such claim

or liability arises from the gross negligence or wilful misconduct of the entity or its officials and advisers or persons performing services on its behalf.

Without prejudice to the generality of the foregoing, the Government shall maintain insurance for the agencies or release them from any and all civil liability for vehicles provided that are under the control of or are used by the Government.

- a) “Nothing in the present agreement shall imply that the United Nations or any of its entities or institutions waive the privileges or immunities that it enjoys or accept the jurisdiction of the courts of any country in respect of any dispute arising therefrom.”
- b) No part of the present document or any related document shall be deemed a waiver, express or implied, of the privileges and immunities of the United Nations and its subsidiary organs, including WFP, whether under the Convention on the Privileges and Immunities of the United Nations of 13 February 1946 or the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, as the case may be, and no part of the present document or of any institutional contract or undertaking shall be construed or applied in a manner or to an extent inconsistent with such privileges and immunities.

ANNEX 2 . RESULTS MATRIX OF THE 2022–2026 UNITED NATIONS SUSTAINABLE DEVELOPMENT COOPERATION FRAMEWORK

The “planet” pillar

Impact: : The Union of the Comoros is on a path towards a new era in sustainable development firmly grounded in the structural transformation of the economy while guaranteeing the preservation of ecosystems, human development and the reinvigoration of the democratic system.

NNational development strategies (Interim Development Strategy 2020–2024): Sustainable environmental management by strengthening protection for natural resources and biodiversity, combating climate change and improving waste management

Catalyst 2 of the Comoros Development Strategy: Infrastructure suitable for supporting a strong economy

Regional frameworks: Agenda 2063 Goal 7: Environmentally sustainable and climate resilient economies and communities

Sustainable Development Goal and targets: Sustainable Development Goal 5 and targets 5.5 and 5.a and Sustainable Development Goal 6 and target 6.1, 6.2, 6.5 and 6.6b; Sustainable Development Goal 7 and targets 7.1, 7.2, 7.3 and Sustainable Development Goal 11 and targets 11.1, 11.a and 11.b; Sustainable Development Goal 13 and targets 13.1, 13.b and 13.3; Sustainable Development Goal 14 and targets 14.1, 14.2, 14.4, 14.5, 14.7 and 14.b; Sustainable Development Goal 15 and targets 15.1, 15.2, 15.3, 15.4, 15.5, 15.9 and 15.b.

United Nations strategic priority: Strengthening ecological resilience and the sustainable and integrated management of terrestrial and marine ecosystems and of ecosystem goods and services

Results	National Sustainable Development Goal indicators/performance indicators	Baseline values	Targets (for the duration of the Cooperation Framework)	Sources/verification methods	Assumptions
Outcome 1: By 2026, state and non-state actors and the population of the Comoros, in particular the most vulnerable, will have strengthened their resilience to climate change, natural disasters and crises and will ensure the sustainable and integrated management of terrestrial and marine ecosystems and ecosystem goods and services, in a context in which sustainable housing with a small environmental footprint is promoted.	Indicator 1.1: The number of global key biodiversity areas effectively protected inside and outside of protected areas in the Comoros, including biosphere reserves and UNESCO world heritage sites	32 (13 land & 19 marine) (2019)	45 (20 land & 25 marine)	Reports of the UNDP/ Green Climate Fund project (Ensuring climate resilient water supplies in the Comoros Islands)	Political engagement and public investment (state funds for operations/maintenance and other needs) Political stability to preserve peace and security
	Indicator 1.2: Percentage of the population of the Comoros (disaggregated by sex and geographic zone) with sustainable access to potable water for domestic use, production and sanitation thanks to resilient supply infrastructure	15 % (2017)	75%	Reports of the ministries of the economy and the environment	The socioeconomic climate in the country is favourable for green development and for the maintenance and consolidation of environmental awareness in the authorities and the population Partners fulfil their undertakings and sufficient financial resources are mobilized for the efficient implementation of the United Nations Sustainable Development Cooperation Framework and for the achievement of related goals

Outcome 1: By 2026, state and non-state actors and the population of the Comoros, in particular the most vulnerable, will have strengthened their resilience to climate change, natural disasters and crises and will ensure the sustainable and integrated management of terrestrial and marine ecosystems and ecosystem goods and services, in a context in which sustainable housing with a small environmental footprint is promoted.	Indicator 1.3: Percentage of the population with access to electricity	46% (2017)	76 %	General Population and Housing Census	
	Indicator 1.4: Surface area of forest, mangrove, coral reef and seagrass ecosystems	Primary (14,291.8 ha) and secondary (3273.1 ha) forest cover = total 17,564.9 ha; mangroves: 197.25 ha; seagrasses: 6030 ha; reef coverage: 30,000 ha, including 18,000 ha in good health (2020)	No net loss	Reports of SONELEC and the ministries of the environment and the economy Reports of the General Directorate for the Environment and Forests (DGEF)	
	Indicator 1.5: Percentage of the population (disaggregated by sex) that is covered by early warning systems linked to a reduction in disaster risk	18% (2020)	40%, including 20% women	Annual report of the General Directorate for Civil Security	
	Indicator 1.6: Number of local governments that have adopted integrated coastal zone management plans that provide for less vulnerable urban settlements and for the promotion of sustainable housing with a small environmental footprint	0	12, including 4 by women	Directorate for Land Development	
	Indicator 1.7: Percentage of the urban population living in slums, informal settlements or inadequate housing	69% (2013)	49 %	Survey 1.2.3, General Population and Housing Census, and national voluntary report on the Sustainable Development Goals	

Results	National Sustainable Development Goal indicators/performance indicators	Baseline values	Targets (for the duration of the Cooperation Framework)	Sources/verification methods	Assumptions
Output 1.1: By 2026, public institutions, in particular those responsible for managing the environment, the private sector and communities, have the technical capacity required to implement an appropriate political, legal and financial framework and sustainable and integrated management of terrestrial and marine ecosystems and of the related ecosystem goods and services.	Indicator 1.1.1: There is an appropriate political, legal and financial framework for the protection and valuation of marine and terrestrial ecosystems that is adapted to the post-COVID-19 context	No (2020)	Yes	Global Environment Facility reports	Effective inclusion of the most vulnerable groups, such as women and persons living with a disability
	Indicator 1.1.2: Some financing for biodiversity conservation comes from self-sustaining sources	0 (2020)	40 %	Reports of DGEF	Availability of financing from technical and financial partners and the Government to support the fund
	Indicator 1.1.3: Surface area of forest, mangrove, coral reef and seagrass ecosystems	Primary (14,291.8 ha) and secondary (3273.1 ha) forest cover = total 17,564.9 ha; mangroves: 197.25 ha; seagrasses: 6030 ha; reef coverage: 30,000 ha, including 18,000 ha in good health	No net loss	Reports of DGEF	Availability of financing from technical and financial partners and the Government to support the fund
	Indicator 1.1.4: Abundance and biomass per surface unit of fishery resources, herbivores and invertebrates	80 ind/100 m ² 256 g/m ² (2020)	200 ind/100 m ² 500 g/m ²	Annual report of the National Agency for Protected Areas	
	Indicator 1.1.5: Number of ecological corridors that include the Union of the Comoros and serve as a known biodiversity reserve	0 (2020)	5	Biannual report of the National Agency for Protected Areas	
	Indicator 1.1.6: The number of global key biodiversity areas effectively protected inside and outside of protected areas in the Comoros	0 (2020)	4	Report of DGEF	
	Indicator 1.1.7: Amount of resources mobilized for biodiversity conservation	0 (2020)	7000000 USD	Annual accounting records	

Output 1.2: By 2026, the Comorian population, in particular the most vulnerable, have access to a resilient supply of potable water for domestic use, production and sanitation within a sustainable water management paradigm	Indicator 1.2.1: Percentage of the population (disaggregated by sex) with a reliable supply of clean, potable water all year despite climate shocks and events	15 % (2020)	60 % (dont 59 % de femmes)	Reports of DGEF	Availability of financing from technical and financial partners and the Government to support programmes and projects to supply water and renewable energy services
	Indicator 1.2.2: Percentage of health-care facilities with supply systems and hygiene and sanitation services	10 % (2018)	40 %	Multiple Indicator Cluster Survey reports	
	Indicator 1.2.3: Percentage of public schools that have, at a minimum, water, hygiene and sanitation services	5 % (2019)	20 %	Reports of the Ministry of Health and United Nations entities	Availability of financing from technical and financial partners and the Government to support programmes and projects to implement waste management
	Indicateur 1.2.4 : Pourcentage de comités de gestion intégrée de la ressource en eau observant la parité femmes/hommes	0 % (2020)	50 %	Water, Sanitation and Hygiene for All and National Education Ministry reports and dashboard	
	Indicator 1.2.5: Percentage of farmers (disaggregated by sex and geographic region) that have sustainable supply infrastructure for water for agricultural purposes	15 % (2020)	55 %	Reports of DGEF or the National Directorate for Agricultural and Animal Husbandry Strategies	Uptake in the population and communities
	Indicator 1.2.6: Percentage of the population (disaggregated by sex and geographic location) that use sanitation and hygiene systems	34 % (2019)	50 %	Reports of DGME and SONEDE	

Results	National Sustainable Development Goal indicators/performance indicators	Baseline values	Targets (for the duration of the Cooperation Framework)	Sources/verification methods	Assumptions
Output 1.3: By 2026, the population, and in particular the most vulnerable, have access to affordable, reliable, clean energy, guaranteeing the transition towards innovative green solutions	Indicator 1.3.1: Percentage of the population with affordable, reliable, clean energy, disaggregated by sex, vulnerability, geographic region and island	1,4 % (2017)	30% (including 10% women)	General Population and Housing Census	
	Indicator 1.3.2: Number of innovative energy solutions applied to accelerate the transition towards clean and efficient energy	0 (2020)	15	Reports of SONELEC and the Ministry of Energy Reports of the Ministry of Energy	
	Indicator 1.3.3: Presence of a legal and regulatory framework that promotes public and private investment in the renewable energy sector in urban and rural areas	No	Yes	Reports of the Ministry of Environment and Energy and l'Assemblée de l'Union	
	Indicator 1.3.4: Share of renewable energy in the energy mix, disaggregated by island and by rural and urban area	4 % (2017) (including 91% rural and 9% urban)	30 %	Annual report of the General Directorate of Energy, Mines and Water	

Output 1.4: By 2026, Comorians, in particular the most vulnerable to climate change, natural disasters and crises, have the knowledge, capacity and technical, technological, financial and operational means at the national, island, and community levels to strengthen their resilience and have access to sustainable housing with a small environmental footprint	Indicator 1.4.1: Investment and development plans exist for solutions to reduce disaster risk	Non	Oui	Report of the General Directorate for Civil Security	Participation of beneficiaries, in particular women and persons living with a disability, in processes and mechanisms
	Indicator 1.4.2: Percentage of the population covered by early warning systems for climate events and other measures to reduce risks from volcanic, geophysical and weather events	20 % (2020)	50 %	Reports of United Nations entities and the General Directorate for Civil Security	
	Indicator 1.4.3: Amount of funding invested in the emergency fund for recurrent costs for disaster risk management	0 (2020)	5 millions d'USD	Report of the General Directorate for Civil Security and reports of United Nations entities Report of the General Directorate for Civil Security and reports of United Nations entities	
	Indicator 1.4.4: Number of local governments that have adopted and implemented local disaster risk reduction strategies that are gender-sensitive and aligned with the national strategy and the Sendai Framework for Disaster Risk Reduction 2015–2030 (the Sendai Framework)	0 (2020)	12	Annual report of the Centre for Rescue Operations and Civil Protection	
	Indicator 1.4.5: Number of local governments that have adopted integrated coastal zone management plans that provide for less vulnerable urban settlements and for the promotion of sustainable housing with a small environmental footprint	0 (2020)	15	Directorate for Land Development	

The “prosperity” pillar

Impact: The Union of the Comoros is on a path towards a new era in sustainable development firmly grounded in the structural transformation of the economy while guaranteeing the preservation of ecosystems, human development and the reinvigoration of the democratic system.

PNational development strategies (Interim Development Strategy 2020–2024): Stimulate the economy to achieve a 6% growth rate; promote growth and improve the standard of living and living conditions; jumpstart the economy and improve knowledge-sharing in the population to create strong social cohesion; leverage economic subsectors for socioeconomic development

Catalyst 3 of the Comoros Development Strategy: A work force that is creating the future, fundamentals 1, 2 and 4 of the Comoros Development Strategy

Catalyst 4 of the Comoros Development Strategy: Structural reforms to create a competitive environment

Regional frameworks: Agenda 2063 Goal 4: Transformed economies; Goal 6: Blue/ocean economy for accelerated economic growth

Sustainable Development Goal and targets: Sustainable Development Goal 1 and targets 1.3 and 1.4; Sustainable Development Goal 2 and targets 2.3 and 2.4; Sustainable Development Goal 5 and targets 5.5 and 5.a; Sustainable Development Goal 8 and targets 8.1, 8.2, 8.3, 8.5 and 8.9; Sustainable Development Goal 9 and targets 9.1, 9.3, 9.4 and 9.5; Sustainable Development Goal 11 and targets 11.3 and 11.6; Sustainable Development Goal 12 and targets 12.4.2 and 12.5; Sustainable Development Goal 17 and target 17.3.

United Nations strategic priority: Promoting a competitive, modern, resilient economy that creates decent jobs through strong, sustainable and inclusive growth

Results	National Sustainable Development Goal indicators/performance indicators	Baseline values	Targets (for the duration of the cooperation framework)	Sources/verification methods	Assumptions
Outcome 2: By 2026, the population of the Comoros, in particular the most vulnerable, will enjoy shared prosperity built upon a more competitive and inclusive economy and rejuvenated public-private partnerships, within a sustainable growth approach that focuses on sectors with the greatest future potential (green, blue and digital)	Indicator 2.1: Trade balance	-87,8 Mds KMF (2019)	Exchange reserves represent at least four months of imports of goods and nonfactor services	Reports of the Central Bank, the World Bank and IMF	Political stability and engagement
	Indicator 2.2: Doing Business report of the World Bank (out of 190 countries)	160 ^e rang (2020)	Top 100 reformers	Doing Business report of the World Bank Annual report ANPI	Effective implementation of strategic plans (Comoros Development Strategy)
	Indicator 2.3: GDP share of the agriculture sector	31 % (2018)	34 %	Reports of CGP and INSEED	Efficiency in the implementation of macroeconomic policy
	Indicator 2.4: GDP share of the fisheries sector	11 % (2018)	15 %	Reports of CGP and INSEED	
	Indicator 2.5: Percentage of agriculture value chain actors who have adopted sustainable practices and techniques (disaggregated by sex)	5% of agricultural households (2018)w	40 %	Report of the Ministry of the Environment FAO reports	

Outcome 2: By 2026, the population of the Comoros, in particular the most vulnerable, will enjoy shared prosperity built upon a more competitive and inclusive economy and rejuvenated public-private partnerships, within a sustainable growth approach that focuses on sectors with the greatest future potential (green,	Indicator 2.6: Percentage of workers covered by a social protection regime, disaggregated by sector, type of employment, sex and vulnerability status	20 % (2020)	35 %	Reports of the Ministry of Labour, the job centre and ILO	
	Indicator 2.7: An integrated waste management system exists and is operational	No (2020)	Yes	Reports of the Ministry of the Environment and of the National Waste Management Agency	
Output 2.1: By 2026, the most vulnerable populations have the knowledge and the technical, professional and entrepreneurial competence that is appropriate for the needs of productive economic systems and decent work	Indicator 2.1.1: The number of people who have found long-term employment in the job market, disaggregated by sex and vulnerability status	150, including 85 men and 65 women (2020)	1500, including 750 men and 750 women	Reports of ILO, the Ministry of Labour, MDE, RJE, MODEC	Availability of financing from technical and financial partners and the Government to support the programmes and projects to enhance professional training
	Indicator 2.1.2: Percentage of micro-, small and medium-sized enterprises that comply with environmental, health and safety standards in the workplace	0 % (2020)	50 %	Reports of the Chamber of Commerce and Industry and of farmers' associations	
	Indicator 2.1.3: Number of agricultural and food production units that are compliant with food health and safety standards	1	7	National Institute for Research in Agriculture, Fisheries and the Environment	
	Indicator 2.1.4: Number of goods and services companies and production cooperatives created	1 736 (2020)	3 500	Reports of UN entities and the ANPI	
	Indicator 2.1.5: Percentage of university graduates at the bachelor's degree level with knowledge of computers in the workplace	Information not available (2020)	50 % (2026)	Reports of ANADEN and the Ministry of Higher Education	

Results	National Sustainable Development Goal indicators/performance indicators	Baseline values	Targets (for the duration of the cooperation framework)	Sources/verification methods	Assumptions
Output 2.2: By 2026, a strategy has been implemented in the entrepreneurial ecosystem that is forward-looking and has a small environmental footprint, in a context where the state has gone from playing the role of manager to playing the role of investor	Indicator 2.2.1: Number of regulatory frameworks created to advance entrepreneurship in the green and blue economy in order to promote successful, socially responsible businesses with a small environmental footprint	2	5	Report of the Ministry of the Economy	
	Indicator 2.2.2: Amount of funding mobilized with support from the United Nations system for structural projects under the Comoros Development Strategy	0 (2020)	250 millions USD	DAD Comoros	
	Indicator 2.2.3: Number of public-private partnerships implemented in key sectors of the green and blue economy	1 (2020)	7	Annual report of the National Agency for the Promotion of Investment	
	Indicator 2.2.4: number of business incubators specializing in support for entrepreneurs who are women and young people or for innovative businesses on all the islands in the Comoros	7 (2020)	20	Activity report for the United Nations system	
	Indicator 2.2.5: Percentage of micro-, small and medium-sized enterprises that comply with environmental and social protection standards	0 % (2020)	10 %	Reports of the Chamber of Commerce and Industry and of farmers' associations	

Output 2.3: By 2026, economic actors are benefiting from resilient and modern infrastructure, in particular in key sectors for boosting economic competitiveness and green development, including the circular economy	Indicator 2.3.1: There is a legal, institutional, political and juridical framework that is favourable for the development of the digital ecosystem	No (2020)	Yes	Reports of ANADEN and the Ministry of Public Administration	Availability of financing from technical and financial partners and the Government
	Indicator 2.3.2: Percentage of urban and suburban solid waste regularly collected and recycled or share of urban and suburban solid waste regularly collected and recycled out of all waste	Solids 30,000 tons (2020)	Solids 90 000 tons	Reports of DGEF and the National Agency for Integrated Waste Management	
	Indicator 2.3.3: Number of people benefiting from sustainable economic opportunity linked to the circular economy and the valuation of ecosystem goods and services, disaggregated by sex and disability status	200 (2019)	3 500	Reports of sectoral ministries and United Nations entities	
Output 2.4: By 2026, young people, women, persons living with a disability and migrants will benefit from opportunities to obtain decent and productive employment generated by developing the employment information system, strengthening systems to support entrepreneurship and adopting a labour-intensive approach	Indicator 2.4.1: The number of young people, women, persons living with a disability and migrants who have access to opportunities to obtain decent and productive employment (disaggregated by sex and vulnerability status)	160 (2020)	3 000	Reports of the Labour Ministry and the National Commission for Solidarity and the Promotion of Gender	Availability of financing from technical and financial partners and the Government
	Indicator 2.4.2 : The number of people who have found long-term employment in the job market, disaggregated by sex and vulnerability status	250, including 135 men and 115 women (2020)	2 000, dont 1 000 hommes et 1 000 femmes	Reports of United Nations entities Reports of ILO, Ministry of Employment, RJE, MODEC	
	Indicator 2.4.3 : The number of people who have access to financial services and non-financial assets, disaggregated by sex	20 % (2018)	40 %	Report of the Central Bank,	
	Indicator 2.4.4 : The number of people benefiting from sustainable economic opportunity linked to the circular economy and green development, disaggregated by sex and disability status	0 (2020)	500	DFA Reports of United Nations entities	
	Indicator 2.4.5 : Annual share of urban and suburban solid waste regularly collected and recycled out of all waste generated	30 000 tons (2020)	70 000 tons	National Agency for Integrated Waste Management	

Results	National Sustainable Development Goal indicators/performance indicators	Baseline values	Targets (for the duration of the cooperation framework)	Sources/verification methods	Assumptions
Output 2.5: By 2026, the technical and technological capacity of value chain actors in the agriculture and fisheries sectors, including women, young people and persons living with a disability, has been enhanced so that they have strengthened technical and technological capacity, and they have access to infrastructure for production, conservation, processing and trade in order to adapt to climate change and diversify and digitize the economy and entrepreneurship	Indicator 2.5.1: The number of farmers and agriculture value chain workers using techniques and technologies that are resilient, disaggregated by sex, age and sector	4202 (2020), including 1986 women	10,000, including 5000 women	Reports of DNSAE	Availability of financing from technical and financial partners and the Government to support programmes and projects to develop value chains
	Indicator 2.5.2 : Number of users of climate-intelligent infrastructure for production, conservation, processing and trade in agriculture and fisheries, disaggregated by sex, age and sector	0 (2020)	1292, including 1162 women	Reports of DNSAE	
	Indicator 2.5.3 : Percentage of the added value of the agriculture value chain attributable to women in the areas of concentration, disaggregated by age and sector	Fisheries: 45% Agriculture: 60% (2020)	Fisheries: 50% Agriculture: 50%	Report of the Fisheries Department	
	Indicator 2.5.4 : Number of active users of digital tools and spaces to support agriculture value chains, disaggregated by sex	0 (2020)	80,000, including 40,000 women	Annual report of ANADEN and annual report of the Entrepreneurship Department	
	Indicator 2.5.5 : Percentage of farmers and rural households in concentration areas covered by a basic social protection regime, disaggregated by sex and age	7 % (2020)	75%, including 60% women and 20% young people	Annual report of the I'UCCIA, DNSAE, CRDE	
	Indicator 2.5.6 : Percentage of farmers in concentration areas with ownership rights or guaranteed rights to agricultural land, by type of title or right, disaggregated by sex	7 % (2020)	40%, half are women	Annual reports of the General Administration of Taxes and Domains (AGID) and DNSAE	

The “people” pillar

Impact : 'The Union of the Comoros is on a path towards a new era in sustainable development firmly grounded in the structural transformation of the economy while guaranteeing the preservation of ecosystems, human development and the reinvigoration of the democratic system

National development strategies (Interim Development Strategy 2020–2024): Promote a health care system that meets international standards to support a high-achieving workforce; promote equal access to education and teaching methods that develop human capital, promote national values and advance science

Catalyst 3 of the Comoros Development Strategy: A work force that is creating the future

Regional frameworks: Agenda 2063 Goal 1 : A high standard of living, quality of life and well-being for all citizens; **Goal 2:** Well-educated citizens and skills revolution underpinned by science, technology and innovation; **Goal 3:** Healthy and well-nourished citizens

Sustainable Development Goal and targets: Sustainable Development Goal 3 and targets 3.3, 3.7, 3.8, 3.9c and 3.9d; Sustainable Development Goal 4 and targets 4.1, 4.2, 4.3, 4.4, 4.5, 4.7 and 4.7c; Sustainable Development Goal 5 and targets 5.1, 5.2, 5.5, 5.6 and 5.6c.

United Nations strategic priority: Taking advantage of the demographic dividend and promoting the range, demand for and inclusive use of fair, quality social services by the population, in particular the most vulnerable

Results	National Sustainable Development Goal indicators/performance indicators	Baseline values	Targets (for the duration of the cooperation framework)	Sources/verification methods	Assumptions
Outcome 3: By 2026, the population of the Comoros, in particular the most vulnerable, will be benefiting from the demographic dividend and making better use of appropriate, inclusive, equitable, gender-sensitive, permanently available, high-quality services, including for nutrition, education, social protection and assistance for the victims of violence	Indicator 3.1 : Total fertility rate	4,18 (2017)	4,00	Reports of the Ministry of Health	Availability of financing from technical and financial partners and the Government
	Indicator 3.2.a : Percentage of health-care expenses out of total household expenses	50 % (2019)	≤ 42 %	National health accounts	
	Indicator 3.2.b : Share of public education spending financed from domestic resources	15,51 % (2021)	25 %	Budget Act, Report of the Ministry of Finance, Reports of the World Bank	
	Indicator 3.3 : Percentage of births in clinical settings	76 % (2012)	90 %	Health information system	
	Indicator 3.4 : Primary school completion rate (disaggregated by sex and geographical location)	68 % (2018)	80 %	Reports on Multiple Indicator Cluster Survey and Ministry of Education dashboard	
	Indicator 3.5 : Number of girls and boys who have received two yearly vitamin A supplements	125815 (2019)	146 112	Health information system	

Results	National Sustainable Development Goal indicators/performance indicators	Baseline values	Targets (for the duration of the cooperation framework)	Sources/verification methods	Assumptions
Outcome 3: By 2026, the population of the Comoros, in particular the most vulnerable, will be benefiting from the demographic dividend and making better use of appropriate, inclusive, equitable, gender-sensitive, permanently available, high-quality services, including for nutrition, education, social protection and assistance for the victims of violence	<p>Indicator 3.6 : Percentage of the population that benefits from social safety nets or social protection systems</p> <p>Indicator 3.7 : Percentage of women and girls aged 15 and over who are the victims of intimate partner violence or any other violence and who have received psychological, social, medical or legal support</p>	<p>Moins de 20 % en 2020</p> <p>58 % (2019)</p>	<p>36 %</p> <p>90 %</p>	<p>Reports of the World Bank and the Ministry for Social Protection</p> <p>Reports of assistance services and of the human rights delegation</p>	
Output 3.1: The Ministry of Health and its decentralized structures have the appropriate capacity to design, create, coordinate and manage the normative policies and frameworks to provide quality, people-centred health care that focuses on primary care and a complete set of essential services to ensure universal health coverage	<p>Indicator 3.1.1 : The number of documents setting out norms and standards, policies, strategies and plans created or updated</p> <p>Indicator 3.1.2 : The number of health-care frameworks drafted for planning, budgeting, monitoring and evaluation</p> <p>Indicator 3.1.3 : The number of health outreach workers trained</p> <p>Indicateur 3.1.4 : There is a national strategy to revitalize primary health care</p>	<p>10 (2019)</p> <p>15 (2019)</p> <p>410 (2020)</p> <p>Non (2020)</p>	<p>20</p> <p>100</p> <p>840</p> <p>Yes</p>	<p>Reports of the Ministry of Health and CGP</p> <p>Reports of the Ministry of Health and Reports of WHO</p> <p>Reports of United Nations entities</p> <p>The national strategy to revitalize primary health care has been adopted</p>	Availability of financing from technical and financial partners and the Government

Output 3.2: Health-care facilities have strengthened technical and logistical capacity and can provide integrated and equitable primary health care services, including maternal and child care, quality nutrition services and emergency services	Indicator 3.2.1 : The number of pregnancies for which basic emergency obstetric and newborn care is provided	1 (2019)	4	Reports of the Ministry of Health and UN entities	Availability of financing from technical and financial partners and the Government
	Indicator 3.2.2 : Percentage of pregnancies for which basic emergency obstetric and newborn care is provided	0 % (2019)	100 %	Report of the Ministry of Health	
	Indicator 3.2.3 : Number of new users of modern family planning methods	5 170 (2019)	25 000	Report of the Ministry of Health	
Produit 3.2 : Les structures sanitaires disposent de capacités techniques et logistiques renforcées pour offrir des services essentiels intégrés et équitables de santé, incluant la santé de la mère et de l'enfant, de nutrition de qualité, y compris dans des situations d'urgence	Indicator 3.2.4 : Prompt reporting of potential epidemic disease (%)	< 50 % (2020)	> 80 %	Weekly monitoring reports and quarterly epidemiological bulletins of the Ministry of Health	
	Indicator 3.2.5 : Outbreaks investigated by rapid response teams in the districts (%)	0 % (2019)	80 %		
	Indicator 3.2.6 : Percentage of districts that meet all three Sphere standards for the management of severe acute malnutrition (cured/default/death), disaggregated by gender and geographic location	78 % (2019)	100 %	Multiple Indicator Cluster Survey reports	
	Indicator 3.2.7 : Composite index for the effective management of vaccination	87 % (2019)	100 %	Health information system	
	Indicator 3.2.8 : Percentage of maternal deaths reported and verified	5 % (2020)	90 %	Report of the Ministry of Health	
	Indicator 3.2.9 : Number of health-care facilities that have doctors trained in managing COVID-19 and in infection prevention and control with support from the United Nations	0 (2020)	17	Training report	
	Indicator 3.2.10 : Percentage of the Comorian population vaccinated against COVID-19	0 % (2020)	20 %	Vaccination campaign report	Vaccine acceptance

Results	National Sustainable Development Goal indicators/performance indicators	Baseline values	Targets (for the duration of the cooperation framework)	Sources/verification methods	Assumptions
Output 3.3: The Ministry of Education, local governments and school boards have enhanced management and governance capacity and the technical and operational capacity to provide equitable, inclusive, life-long education and quality training and skill-building, in particular during early childhood and for adolescents and young people	Indicator 3.3.1 : Minimum suite of interventions implemented to promote academic achievement, including preschool education	Non	Yes	Ministry of Education reports	Availability of financing from technical and financial partners and the Government
	Indicator 3.3.2 : Percentage of teaching staff (including preschool and primary school teachers) who have benefited from pedagogical and individual capacity-building in key topics related to strengthening resilience, information and communications technology for education and the use of new manuals	8 % (2020) H : 8,0 % F : 7,9 %	80 %	Reports of United Nations entities Ministry of Education reports	
	Indicator 3.3.3 : Percentage of students of both sexes in primary school who have a kit with three manuals	65 % (2019) G : 64,9 % F : 65 %	100 %	Multiple Indicator Cluster Survey reports	
	Indicator 3.3.4 : Number of students of both sexes living with a disability who have access to school and who receive care	120 (2019) G : 62 (2019) F : 58 (2019)	250	Ministry of Education, WASH reports and DBORD	
	Indicator 3.3.5 : Percentage of school boards whose management capacity has been strengthened with respect to steering and governance	15 % (2019)	75 %	National Education Inspectorate and General Directorate for Education Planning dashboard and school resumption report	
	Indicator 3.3.6 : Number of schools that have introduced a comprehensive sex education module	360 (2020)	440	General Directorate for Education - Planning school resumption report	
	Indicator 3.3.7 : There is a public platform for distance learning	No	Yes	Ministry of Education reports	
	Indicator 3.3.8 : Number of schools receiving United Nations support for protection against COVID-19, broken down by type of support	437	747	National Ministry of Education	

Output 3.4: Institutions and stakeholders in charge of social protection and combating violence against children, young people and women have enhanced technical and technological capacity to provide holistic care to victims, including in emergency situations	Indicator 3.4.1 : Number of girls and women who receive prevention and protection services to prevent child marriage	2000 (2020)	10000	Report of the Ministry for Social Protection and reports of the National Commission for Human Rights and Freedoms (CNDHL)	Disponibilité des financements des PTF et du Gouvernement
	Indicator 3.4.2 : Number of people trained and active in social protection and in combating violence against children, young people and women	100 (2020)	500	Report of the Ministry for Social Protection	
	Indicator 3.4.3 : Nombre d'enfants, jeunes et femmes victimes de violences bénéficiaires d'une prise en charge holistique	500 (2020)	4000	Reports of United Nations entities Multiple Indicator Cluster Survey reports, outreach dialogues, human rights delegation	
	Indicator 3.4.4 : Number of children, young people and women victims of violence who receive holistic care	1985 (2020)	3000	Report of the Ministry for Social Protection (unique citizen identification)	
Output 3.5: state and non-state actors have the technical and operation capacity to strengthen the design, coordination and management of social systems and policies, including with respect to data management and innovation	Indicator 3.5.1 : Number of state and non-state actors who have tools and mechanisms to coordinate and manage systems and social policy and to manage data	3 (2019)	7	Report of the Ministry for Social Protection and reports of CGP	Availability of financing from technical and financial partners and the Government
	Indicator 3.5.2 : Number of institutions that have people competent to coordinate and manage social systems and policies and to manage data (disaggregation by sex and vulnerability situation)	4 (2019)	8	Reports of United Nations entities and CGP	
	Indicator 3.5.3 : Availability of a communications strategy to promote essential family and social services and measures	No (2020)	Yes	Reports of United Nations entities	

The “peace” pillar

Impact : The Union of the Comoros is on a path towards a new era in sustainable development firmly grounded in the structural transformation of the economy while guaranteeing the preservation of ecosystems, human development and the reinvigoration of the democratic system

National development strategies (Interim Development Strategy 2020–2024): Guarantee national peace, security and stability and consolidate democracy, reform and modernize the administration for greater transparency, efficiency and quality and for better management of professions and promote equal access to justice to foster emergence

Catalyst 1 of the Comoros Development Strategy : A reformed political and institutional framework that is more stable

Condition 3 of the Comoros Development Strategy: A renewed framework for political dialogue on development

Regional frameworks: Agenda 2063 Goal 11 : Democratic values, practices, universal principles of human rights, justice and the rule of law entrenched; capable institutions and transformative leadership in place; **Goal 13:** Peace, security and stability are preserved

Sustainable Development Goal and targets: Sustainable Development Goal 5 and target 5.5, Sustainable Development Goal 16 and targets 16.3, 16.5, 16.6, 16.7 and 16.10

Strategic priority: Strengthening the rule of law, promoting human rights, and consolidating democracy, peace and social cohesion

Results	National Sustainable Development Goal indicators/performance indicators	Baseline values	Targets (for the duration of the cooperation framework)	Sources/verification methods	Assumptions
Outcome 4: By 2026, public institutions will be more inclusive, efficient, accountable and resilient, strengthening the participation of citizens in public life as well as social cohesion, human rights, gender equality and democracy	Indicator 4.1 : Overall quality of national institutions (Country Policy and Institutional Assessment of the World Bank)	2,8 (2020)	3,5	Reports of the World Bank	Political stability
	Indicator 4.2 : Funding absorption rate	48 % (2019)	80 %	Reports of the World Bank, IMF, UNCTAD and AfDB	Policymakers' willingness to fight corruption
	Indicator 4.3 : There are operational sectoral expenditure frameworks for the medium term	0 sectors (2020)	At least 5 sectors	Budget execution report	
	Indicator 4.4 : Rank in the Global Corruption Barometer of Transparency International	160th (2021)	130th	Transparency International reports	
	Indicator 4.5 : Rank in the Ibrahim Index of African Governance	38th out of 54 countries (2020)	20th	Reports of the Mo Ibrahim Foundation	
	Indicator 4.6 : Percentage of female members in decision-making bodies (disaggregated by institution)	Supreme Court: 8% National Assembly: 16.67 % Government: 6% Governors: 1/3 Communities (mayors): 20% Governors: ≥ 1/3	Supreme Court: 16% National Assembly: 30% Government: 30% Communities (mayors): 20% Governors: ≥ 1/3	Reports of the National Independent Electoral Commission, Decisions of the Supreme Court on electoral matters, Public service data	

Outcome 4: By 2026, public institutions will be more inclusive, efficient, accountable and resilient, strengthening the participation of citizens in public life as well as social cohesion, human rights, gender equality and democracy	Indicator 4.7: There is a national human rights institution in keeping with the principles relating to the status of national institutions for the promotion and protection of human rights (the Paris Principles) and Sustainable Development Goal 16	No	Yes	Law on the creation of the reorganized CNDHL	
Output 4.1: Public institutions and non-state organizations, including the media, have strengthened technical and technological capacities to promote the rule of law, gender equality and conflict prevention and management	Indicator 4.1.1: Number of new bills or proposed legislation and implementing legislation to transpose international human rights conventions/treaties into national law that receive support	6 (2020)	2	Reports of CNDHL	Political stability Policymakers' willingness to fight corruption
	Indicator 4.1.2: Number of periodic reviews of conventions ratified by the Union of the Comoros that are completed and sent to monitoring organizations	4 (2020)	10	Universal periodic review report	Availability of financing from technical and financial partners and the Government
	Indicator 4.1.3: Percentage of recommendations implemented by the Government with regard to the universal periodic review and international treaty bodies for the protection of human rights	1 % (2020)	10 %	Reports of CNDHL, the human rights delegation and human rights NGOs and treaty bodiesRapports des agences	
	Indicator 4.1.4: Number of users of digital solutions for the promotion of the rule of law and gender equality	0 (2019)	50,000, including 20,000 women	Reports of UN entities and ANADEN	
	Indicator 4.1.5: Number of border agents who have access to the tools and measures required for border control	40 (2020)	60	Reports of IMO and United Nations entities	
	Indicator 4.1.6: Number of conflict resolution mechanisms and tools effectively implemented at the local and national levels	1 (2020)	2	Reports of UNFPA and United Nations entities	

Results	National Sustainable Development Goal indicators/performance indicators	Baseline values	Targets (for the duration of the cooperation framework)	Sources/verification methods	Assumptions
Output 4.1: Public institutions and non-state organizations, including the media, have strengthened technical and technological capacities to promote the rule of law, gender equality and conflict prevention and management	Indicator 4.1.7: An integrated information system for democratic governance and the protection of rights and freedoms has been put in place	No (2020)	Yes	Annual report of the Comorian Citizens Watch Platform	
Output 4.2: Public institutions, non-state organizations and the diaspora have the technical and technological capacity to improve the effectiveness, efficiency, transparency, and accountability of the development management system (planning, programming, budgeting, monitoring and evaluation) and to create an enabling environment for resource mobilization for development	Indicator 4.2.1: Number of public institutions and non-state organizations that have data systems that are accessible to the public	0 (2019)	5	Reports of the Ministry of Finance, public administrative bodies and CGP	Political stability Policymakers' willingness to fight corruption
	Indicator 4.2.2: Number of sectoral planning units that have been put in place and are operational	2 (2019)	8	Reports of CGP and United Nations entities	
	Indicator 4.2.3: Percentage of public institutions and non-state organizations that have operational accountability mechanisms	0 % (2019)	15 %	Reports of sectoral ministries and United Nations entities	Availability of financing from technical and financial partners and the Government
	Indicator 4.2.4: Percentage of the Sustainable Development Goals chosen by the country with reporting	46 % (2018)	100 %	National report on the prioritization of the SDGs and voluntary national review of the SDGs	
	Indicator 4.2.5: There is an operational integrated national financing framework	No (2020)	Yes	National report on the DFA	
	Indicator 4.2.6: There is a legal and regulatory land-use framework that is modern and adapted to the economic needs of the country	No (2020)	Yes	Reports of the Ministry of Finance and the Assembly of the Union	

Output 4.3: Public institutions and non-state organizations have strengthened technical and technological capacities to improve participatory decision-making, prevent and manage conflicts and promote and respect human rights, gender equality and equal access to justice	Indicator 4.3.1: Number of non-state institutions who have qualified personnel to increase citizen participation	0 (2020)	30	Reports of UN entities, reports of human rights NGOs	Political stability
	Indicator 4.3.2: Number of non-state institutions that have the technical and technological means to increase citizen participation	0 (2020)	30	Reports of the Network of Young Leaders for Peace	Policymakers' willingness to fight corruption
	Indicator 4.3.3: Percentage of cases of conflict for which interventions were performed and resolutions found	66,67 % (2015)	80 %	Report of UN entities	Availability of financing from technical and financial partners and the Government
	Indicator 4.3.4: Number of public and civil-society organizations enjoying United Nations support to strengthen technical, financial and institutional capacity to combat domestic violence, stigmatization and other forms of discrimination related to COVID-19	0 (2020)	10	Reports of the women's network of mediators for peace	
Output 4.4: Public institutions, in particular partner ministries, have strengthened technical capacity to develop and efficiently manage strategic partnership agreements	Indicator 4.4.1: Number of agreements made with the private sector or other partners to support resource mobilization with a view to achieving the Sustainable Development Goals	0	3	Reports of partner ministries and United Nations entities	

ANNEX 3 . GENERAL DIAGRAM OF OPERATING METHODS AND POSITIONING OF ENTITIES BY PILLAR

OPERATIONAL BUSINESS MODEL								United Nations country team entities in the Comoros		Positioning of entities by United Nations Sustainable Development Cooperation Framework pillar																		
Country represent -ative office	Separate liaison / project office	Capacity embedded in RCO	Capacity embedded in another UN entity	Regional, subregional or multi- country office	Through head quarters	Short- team technical support	Other			Effect1 - The "planet" pillar				Effect2 - The "prosperity" pillar					Effect 3 - The 'people" pillar					Effect 4 - The 'peace" pillar				
										P1.1	P1.2	P1.3	P1.4	P2.1	P2.2	P2.3	P2.4	P2.5	P3.1	P3.2	P3.3	P3.4	P3.5	P4.1	P4.2	P4.3	P4.4	
								IFAD	Current entities							X												
								ILO						X	X	X	X	X					X				X	
								IOM									X				X		X					
								ITC						X												X		
								UNAIDS										X	X					X		X		
								UNDP		X	X	X	X		X	X		X						X	X			
								UNESCO					X							X								
								UNFPA										X	X	X	X	X	X	X	X	X	X	
								UN-HABITAT		X	X	X	X			X									X	X	X	
								UNICEF			X							X	X	X	X	X	X	X				
								UNIDO				X		X	X	X		X									X	
								WFP					X															
								WHO									X	X		X	X							
								DESA	New entities																			
								ECA		X					X													
								UNCDF		X			X	X	X	X		X										
								UNCTAD					X															
								UNDRR					X															
								UNEP		X																		
								UNODC															X					

N.B.: Dark green: main operating mode / light green: secondary operating mode

ANNEX 4 . OVERVIEW OF THE TECHNICAL AND FUNCTIONAL CAPACITIES OF THE COUNTRY TEAM

Outcome 1 : By 2026, state and non-state actors and the population of the Comoros, in particular the most vulnerable, will have strengthened their resilience to climate change, natural disasters and crises and will ensure the sustainable and integrated management of terrestrial and marine ecosystems and of the related ecosystem goods and services, in a context in which sustainable housing with a small environmental footprint is promoted

Output 1.1: By 2026, public institutions (in particular those responsible for managing the environment), the private sector and communities have the technical capacity required to implement an appropriate political, legal and financial framework and sustainable and integrated management of terrestrial and marine ecosystems and of the related ecosystem goods and services

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> -Direct implementation - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in food security, strengthening the productive capacity of smallholder farmers, the capacity to export agricultural products and perform agri-food processing and to exploit and process fisheries resources - Expertise in the blue economy, tourism, inclusive growth, gender, the environment, biodiversity, sustainable land management and agricultural statistics - Expertise in urban governance, planning, development, climate change and disaster risk reduction - Expertise in managing marine ecosystems, renewable energy, environmental data, sustainable consumption and production and multilateral environmental legislation and conventions - Expertise in digitalization (digital economy, consumer protection, financial innovation and digital and financial expertise) - Expertise in local economic development (innovative private-sector financing, municipalities and regional institutions, financing de-risking mechanisms and financing for transformative projects) - Expertise in banking (loans and guarantees for catalytic projects, financing for small- and medium-sized enterprises and public-private partnerships) 	<ul style="list-style-type: none"> - Capacity-strengthening, in particular in the management of protected areas, operational support, advocacy, political dialogue and knowledge management - Project design, implementation, monitoring and evaluation - Communication and awareness-raising, partnerships, networks and coordination, monitoring and reporting - Conducting topical studies, support for drafting public policy and legal documents - Drafting and implementation of policies and leadership for healthy and productive ecosystems - Resource mobilization for financing for the environment - Legal advisory services for international undertakings - Implementation of nationally determined contributions (NDCs) - Private-sector engagement, implementation of networks, alliances and partnerships for environmental sustainability - Financing for local climate change adaptation (performance-based climate resilience subsidies) 	<ul style="list-style-type: none"> - Expertise in sustainable financing - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: ECA, FAO, UN-Habitat, UNDP, UNEP and United Nations Capital Development Fund - Other entities identified: none - Synergies with Sustainable Development Goals 1, 11, 13, 14 and 15 - Development of South-South and triangular partnerships and cooperation

Output 1.2: By 2026, the Comorian population, in particular the most vulnerable, have access to a resilient supply of potable water for domestic use, production and sanitation within a sustainable water management paradigm

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - Direct implementation - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in enhancing food and nutritional security, the productive capacity of smallholder farmers and the capacity to export agricultural products and perform agri-food processing - Expertise in sustainable land management and agricultural statistics - Expertise in governance, economy, inclusive growth, the environment, adaptation to climate change, gender and transformation - Expertise in water supply and sanitation - Expertise in water, hygiene and sanitation 	<ul style="list-style-type: none"> - Capacity-strengthening, operational support, advocacy, political dialogue and knowledge management - Project design, implementation, monitoring and evaluation - Communication and awareness-raising, partnerships, networks and coordination, monitoring and reporting - Support and advisory services in the integrated management of water resources, resilient infrastructure and geophysical prospecting campaigns - Implementation of nationally determined contributions (NDCs) 	<ul style="list-style-type: none"> - Expertise in institutional development for the implementation of institutional sustainable water management frameworks - Expertise in climate-sensitive water pricing 	<ul style="list-style-type: none"> - United Nations system stakeholders: FAO, ITC, UN-Habitat, UNDP and UNICEF. Other entities identified: UN-FPA, French Development Agency and Japan International Cooperation Agency - Synergy with Sustainable Development Goal 6 - Development of South-South and triangular partnerships and cooperation

Output 1.3: By 2026, the population, and in particular the most vulnerable, have access to affordable, reliable, clean energy, guaranteeing the transition towards innovative green solutions

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - Direct implementation - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in energy, ecology, climate change mitigation, gender and economics - Expertise in productive sector development for job creation and small and medium-sized enterprises - Expertise in developing value chains, natural resource management and environmental sustainability - Expertise in developing human capital 	<ul style="list-style-type: none"> - Support and advisory services for transition to clean energy - Community mobilization - Legal advisory services, including for international undertakings - Private-sector engagement - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, project implementation, communications and awareness-raising, partnerships, networks and coordination, monitoring and reporting - Implementation of nationally determined contributions (NDCs) 	<ul style="list-style-type: none"> - Expertise in the mobilization of innovative financing for energy - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: UNIDO, UNDP - Other entities identified: FAO - Synergy with Sustainable Development Goal 7 - Development of South-South and triangular partnerships and cooperation

Output 1.4: By 2026, Comorians, in particular the most vulnerable to climate change, natural disasters and crises, have the knowledge, capacity and technical, technological, financial and operational means at the national, island, and community levels to strengthen their resilience and have access to sustainable housing with a small environmental footprint

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - Direct implementation - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in vulnerability analysis to evaluate and develop climate change mitigation measures and the capacity for resilience of systems and communities in the context of the humanitarian-development-peace nexus - Expertise in food and nutritional security, preparing and responding to emergency situations and supply chain management - Expertise in leadership strengthening and in enhancing the participation of young people and women in humanitarian and peacebuilding initiatives - Expertise in strengthening the productive capacity of smallholder farmers, the capacity to export agricultural products and perform agri-food processing and the exploitation and processing of fisheries resources - Expertise in sustainable land management, disaster risk management, ecology, biodiversity and climate change - Expertise in water, environmental matters, and environmental pedagogy in science, technology, engineering and mathematics - Expertise in agricultural statistics, urban planning and resilient housing - Expertise in digitalization, local economic development and banking 	<ul style="list-style-type: none"> - Support and advisory services for disaster risk management, resilient infrastructure and early warning systems - Crisis response, in-kind food aid, building resilience and addressing root causes - Support for the creation of affordable climate insurance that is tailored to the most vulnerable populations - Support for the implementation of biodiversity conventions, the Paris Agreement and the Sendai Framework - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, project implementation, communications and awareness-raising, partnerships, networks and coordination, monitoring and reporting - Implementation of nationally determined contributions (NDCs) 	<ul style="list-style-type: none"> - Expertise in setting up an emergency fund - Partnerships, fundraising and United Nations coordination 	<ul style="list-style-type: none"> - United Nations system stakeholders: FAO, UN-Habitat, WFP, UNDP, UNCDF, UNESCO and UNFPA - Other entities identified: World Bank, other technical and financial partners - Synergies with Sustainable Development Goals 5, 11 and 13 - Development of South-South and triangular partnerships and cooperation - Promotion of integrated solutions, including for gender, human rights, accountability and to leave no one behind

Outcome 2: By 2026, the population of the Comoros, in particular the most vulnerable, will enjoy shared prosperity built upon a more competitive and inclusive economy and rejuvenated public-private partnerships, within a sustainable growth approach that focuses on sectors with the greatest future potential (green, blue and digital)

Output 2.1: By 2026, the most vulnerable populations have the knowledge and the technical, professional and entrepreneurial competence that is appropriate for the needs of productive economic systems and decent work

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - Direct implementation - National implementation - Implementation by implementing partners or partnerships - Implementation through service providers 	<ul style="list-style-type: none"> - Expertise in strengthening the productive capacity of smallholder farmers, the capacity to export agricultural products and perform agri-food processing and the exploitation and processing of fisheries products - Expertise in business and development, economic competitiveness and inclusivity, public-private partnerships and the digital economy - Expertise in international business standards (related to the World Trade Organization) and in customs and foreign investment - Expertise in developing productive sectors to create jobs and in agricultural statistics, small and medium-sized enterprises, value chains, natural resource management and environmental sustainability - Expertise in local development (national financing de-risking mechanisms and financing for transformative projects, access to financial markets for municipalities and regional institutions) - Expertise in banking, in particular in obtaining loans and guarantees for catalytic projects and in financing for small- and medium-sized enterprises - Expertise in entrepreneurship, skills management and developing human capital 	<ul style="list-style-type: none"> - Support for financial and digital inclusion - Development and delivery of training in financial and digital education - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, project implementation, communications and awareness-raising, partnerships, networks and coordination, monitoring and reporting 	<ul style="list-style-type: none"> - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: UNCTAD, FAO, ILO, UNIDO and UNCDF. - Other entities identified: any entity or technical and financial partner with a mandate and expertise in business - Synergies with Sustainable Development Goals 8 and 12

Output 2.2: By 2026, the Comoros has implemented a strategy for emergence in the entrepreneurial ecosystem that is forward-looking and has a small environmental footprint, in a context where the state has gone from playing the role of manager to playing the role of investor

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - Direct implementation - National implementation - Implementation by implementing partners or partnerships - Implementation through service providers 	<ul style="list-style-type: none"> - Expertise in entrepreneurship, green jobs and the blue economy - Expertise in productive sector development for job creation and small and medium-sized enterprises - Expertise in developing value chains, natural resource management and environmental sustainability - Expertise in inclusive growth, ecology, climate change adaptation, gender, the digital transformation and sustainable digital agriculture - Expertise in digitalization for the economy, local development and banking services - Expertise in developing human capital - Tourism sector expertise - Expertise in regional and African Continental Free Trade Area integration - Expertise in standards and quality, connecting customers and buyers, exporting and private-sector financing 	<ul style="list-style-type: none"> - Advisory services for infrastructure with a small environmental footprint - Private-sector engagement and promoting investment - Support for financial and digital inclusion - Support for evaluation of the level of digitalization of the national economy - Capacity-building for regulators to create frameworks for the development of financial and digital services - Implementation of nationally determined contributions (NDCs) - Conducting topical studies - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, project implementation, communications and awareness-raising, partnerships, networks and coordination, monitoring and reporting 	<ul style="list-style-type: none"> - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: ECA, ILO, ITC, UNIDO and UNDP - Synergies with Sustainable Development Goals 8, 11 and 12 - Development of South-South and triangular partnerships and cooperation

Produit 2.3 : D'ici 2026, les acteurs économiques bénéficient d'infrastructures résilientes et modernes particulièrement dans les secteurs catalyseurs de la compétitivité de l'économie et du développement vert incluant l'économie circulaire

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - Direct implementation - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in entrepreneurship, green jobs and the blue economy - Expertise in inclusive growth, ecology, gender, the digital transformation and sustainable digital agriculture - Expertise in policy, urban governance and legislation, planning and development, climate change and disaster risk reduction - Expertise in productive sector development for job creation and small and medium-sized enterprises - Expertise in developing value chains, natural resource management and environmental sustainability - Expertise in developing human capital - Expertise in supplying basic services at the municipal level - Expertise in digitalization for the economy, local development and banking services 	<ul style="list-style-type: none"> - Advisory services for infrastructure with a small environmental footprint - Private-sector engagement and promoting investment - Support for financial inclusion, in particular through the development of new services that enable the most vulnerable populations to gain access to a wider range of opportunities (services for saving and loans) - Implementation of nationally determined contributions (NDCs) - Conducting topical studies - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, project implementation, communications and awareness-raising, partnerships, networks and coordination, monitoring and reporting 	<ul style="list-style-type: none"> - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: ILO, UNIDO, UNDP, UN-Habitat and UNCDF. - Other entities identified: UNEP, the Oxford Famine Relief Organization - Synergies with Sustainable Development Goals 8, 9 and 12 - Development of South-South and triangular partnerships and cooperation

Output 2.4: By 2026, young people, women, persons living with a disability and migrants will benefit from opportunities to obtain decent and productive employment generated by developing the employment information system, strengthening systems to support entrepreneurship and adopting a labour-intensive approach

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - Direct implementation - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in the domains of migration and health, international migration law, combating human trafficking, immigration and border management, forced migration, internal displacement and mobilizing the diaspora - Expertise in entrepreneurship, employment and infrastructure - Expertise in building national capacity for statistics and for managing the information system in order to produce and broadcast high-quality disaggregated data and forecasts for employment and entrepreneurship - Expertise in capacity-building and empowerment for women, young people and vulnerable populations 	<ul style="list-style-type: none"> - Promotion of favourable conditions to ensure equal and inclusive access to sustainable means of subsistence, basic resources and community services for women, young people and vulnerable populations, taking into account the data and disaggregated statistics to be used for national policies and programmes - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, project implementation, communications and awareness-raising, partnerships, networks and coordination, monitoring and reporting 	<ul style="list-style-type: none"> - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: IOM, ILO and UNFPA - Other entities identified: UNDP - Synergies with Sustainable Development Goals 1, 2, 5 and 10

Output 2.5: By 2026, value chain actors in the agriculture and fisheries sectors, including women, young people and persons living with a disability, have strengthened technical and technological capacity and have access to infrastructure for production, conservation, processing and trade in order to adapt to climate change and diversify and digitize the economy and entrepreneurship

<ul style="list-style-type: none"> - Direct implementation - National implementation - Implementation by implementing partners or partnerships - Implementation through service providers 	<ul style="list-style-type: none"> - Expertise in strengthening the productive capacity of smallholder farmers, the capacity to export agricultural products and perform agri-food processing and the exploitation and processing of fisheries resources - Expertise in sustainable land management, agricultural statistics, developing value chains, natural resource management and environmental sustainability - Broad agricultural expertise with relation to environmental protection and rural development - Expertise in developing human capital, entrepreneurship, employment and infrastructure - Expertise in inclusive growth, ecology, gender, the digital transformation and sustainable digital agriculture - Expertise in productive sector development for job creation and small and medium-sized enterprises - Expertise in digitalization for the economy, local development and banking services 	<ul style="list-style-type: none"> - Development of digital tools to improve the performance of agriculture and fishing value chain actors - Advisory services for infrastructure with a small environmental footprint - Private-sector engagement and promoting investment - Implementation of nationally determined contributions (NDCs) - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, project implementation, communications and awareness-raising, partnerships, networks and coordination, monitoring and reporting 	<ul style="list-style-type: none"> - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: FAO, IFAD, ILO, UNIDO, UNDP AND UNCDF - Other entities identified: WFP - Synergies with Sustainable Development Goals 1, 2, 5, 10, 11 and 13
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Outcome 3 : By 2026, the population of the Comoros, in particular the most vulnerable, will be benefiting from the demographic dividend and making better use of appropriate, inclusive, equitable, gender-sensitive, permanently available, high-quality services, including for nutrition, education, social protection and assistance for the victims of violence

Outcome 3.1: The Ministry of Health and its decentralized structures have the appropriate capacity to design, create, coordinate and manage the normative policies and frameworks to provide quality, people-centred health care that focuses on primary care and a complete set of essential services to ensure universal health coverage

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - All health care expertise is available or can be mobilized based on the needs identified by the country - Expertise in building capacity for institutions and in policies, normative frameworks and people-centred programmes focused on health and sexual and reproductive rights, including family planning, maternal health and gender-based violence to ensure universal health coverage - Governance expertise with regard to the national response to HIV-AIDS - Expertise on matters related to child survival and development (maternal and newborn health, nutrition, immunization), social inclusion and child protection 	<ul style="list-style-type: none"> - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, project implementation, communications and awareness-raising, partnerships, networks and coordination, monitoring and evaluation, and reporting 	<ul style="list-style-type: none"> - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: WHO, UNAIDS, UNFPA and UNICEF - Other entities identified: Gavi, the Vaccine Alliance - Synergies with Sustainable Development Goals 1 and 3
Output 3.2: Health-care facilities have strengthened technical and logistical capacity and can provide integrated and equitable primary health care services, including maternal and child care, quality nutrition services and emergency services				
<ul style="list-style-type: none"> - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in equal access and use of health care services and in quality sexual and reproductive health services, in particular for adolescents, young people and women - Expertise on matters related to child survival and development (maternal and newborn health, nutrition, immunization), social inclusion and child protection 	<ul style="list-style-type: none"> - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, project implementation, communications and awareness-raising, partnerships, networks and coordination, monitoring and evaluation, and reporting 	<ul style="list-style-type: none"> - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: WHO, UNAIDS, UNFPA and UNICEF - Other entities identified: Gavi, the Vaccine Alliance - Synergies with Sustainable Development Goals 2 and 3

Output 3.3: The Ministry of Education, local governments and school boards have strengthened leadership and the governance, technical, and operational capacities to provide equitable and inclusive quality education, training, and life skills services, especially during early childhood, adolescence, and youth.

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in strengthening education systems - Expertise in education policy for sustainable development that is aligned with the Sustainable Development Goals - Expertise in project-based learning and education for global citizenship - Expertise in the use of digital libraries - Expertise in capacity building for the implementation of complete, integrated education programmes for sexual and reproductive health for adolescents and young people in school and out of school - Expertise in cultural policy, protecting and promoting culture, preserving intangible cultural heritage, protecting natural and cultural heritage, protecting subaquatic cultural heritage, combating the illicit trafficking of cultural property and protecting cultural property in the event of armed conflict - Expertise in matters related to education, social inclusion and child protection 	<ul style="list-style-type: none"> - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, project implementation, communications and awarenessraising, partnerships, networks and coordination, monitoring and evaluation, and reporting 	<ul style="list-style-type: none"> - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: UNESCO, UNFPA and UNICEF - Other entities identified: French Development Agency, Coopération Française, GPE, Dubai Care - Synergies with Sustainable Development Goals 4 and 5

Output 3.4: Institutions and stakeholders in charge of social protection and combating violence against children, young people and women have enhanced technical and technological capacity to provide holistic care to victims, including in emergency situations

<ul style="list-style-type: none"> - Direct implementation - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in strengthening community, local and national capacity to prevent and combat genderbased violence and other harmful practices, including child marriage - Expertise in matters related to social inclusion and child protection 	<ul style="list-style-type: none"> - Capacitybuilding, operational support, advocacy, political dialogue and knowledge management - Knowledge management, project implementation, communications and awarenessraising, partnerships, networks and coordination, monitoring and evaluation, and reporting 	<ul style="list-style-type: none"> - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: IMO, ILO, UNFPA and UNICEF - Other entities identified: World Bank, UNDP, French Development Agency, Korea International Cooperation Agency - Synergy with Sustainable Development Goal 5
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Output 3.5: state and non-state actors have the technical and operation capacity to strengthen the design, coordination and management of social systems and policies, including data management and innovation

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in social protection - Expertise in strengthening national capacity to manage national information and statistics systems to increase the capacity to produce, monitor and use disaggregated population data, demographic analysis and sectoral service data to inform planning, programming and the drafting of policies to accelerate progress in the achievement of the Sustainable Development Goals - Expertise in communication for development 	<ul style="list-style-type: none"> - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, project implementation, communications and awarenessraising, partnerships, networks and coordination, monitoring and evaluation, and reporting 	<ul style="list-style-type: none"> - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: WHO, UNFPA and UNICEF - Other entities identified: Interested technical and financial partners - Synergies with Sustainable Development Goals 1, 2, 3, 4 and 5

Outcome 4 : By 2026, public institutions will be more inclusive, efficient, accountable and resilient, strengthening the participation of citizens in public life as well as social cohesion, human rights, gender equality and democracy

Output 4.1: Public institutions and non-state organizations, including the media, have strengthened technical and technological capacities to promote the rule of law, gender equality and conflict prevention and management.

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - Direct implementation - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in the domains of migration and health, international migration law, combating human trafficking, immigration and border management, forced migration, internal displacement and mobilizing the diaspora - Expertise in governance, human rights, conflict management, peace and development and risk management - Expertise in leadership strengthening and in enhancing the participation of young people and women in humanitarian and peacebuilding initiatives - Expertise in strengthening the legal, political and strategic framework for gender equality and the empowerment of women, young people and vulnerable populations - Expertise in the law of the sea and maritime security - Expertise in combating human trafficking and the smuggling of migrants - Expertise in combating illicit financial flows, money laundering and terrorism financing - Expertise in strengthening the legal, policy and strategic framework for combating international and transnational crime and terrorism - Governance expertise with regard to the national response to HIV-AIDS 	<ul style="list-style-type: none"> - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, communications and awareness-raising, partnerships, networks and coordination, and reporting - Resource mobilization and project development, supervision, monitoring and evaluation 	<ul style="list-style-type: none"> - Expertise in e-governance - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: IOM, UNODC, UNAIDS, UNDP and UNFPA - Synergies with Sustainable Development Goals 5 and 16 - Development of South-South and triangular partnerships and cooperation - Integrated solutions: Leave no one behind, human rights, accountability, disaggregated data

Output 4.2: Public institutions, non-state organizations and the diaspora have the technical and technological capacity to improve the effectiveness, efficiency, transparency, and accountability of the development management system (planning, programming, budgeting, monitoring and evaluation) and to create an enabling environment for resource mobilization for development.

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - Direct implementation - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in governance, human rights, conflict management, gender equality, peace and development, and legal advice, including for international undertakings, the digital transformation, communication and awareness-raising, risk management and resource mobilization - Expertise in the creation of partnerships and networks - Expertise in strengthening capacity with regard to leaving no one behind, CEDAW, HRA, permanence, accountability, human rights and conventions on the rights of the child - Expertise in results-based management - Expertise in communication for development 	<ul style="list-style-type: none"> - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, communications and awareness-raising, partnerships, networks and coordination, and reporting - Project development, supervision, monitoring and evaluation 	<ul style="list-style-type: none"> - Expertise in innovative systems or mechanisms for mobilizing resources 	<ul style="list-style-type: none"> - United Nations system stakeholders: UN-Habitat, UNDP, UNFPA and UNICEF - Other entities identified: UNEP - Synergies with Sustainable Development Goals 5, 16 and 17




Output 4.3: Public institutions and non-state organizations have strengthened technical and technological capacities to improve participatory decision-making, prevent and manage conflicts and promote and respect human rights, gender equality and equal access to justice

<ul style="list-style-type: none"> - Direct implementation - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in social dialogue, unions and labour relations - Expertise in leadership strengthening and in enhancing the participation of young people and women in humanitarian and peacebuilding initiatives - Expertise in capacity-building and empowerment for women, young people and vulnerable populations - Expertise in strengthening the legal, policy and strategic framework for gender equality - Expertise in coordination and in strategic communications and planning for the national response to HIV/AIDS and monitoring and evaluation - Expertise in standards and quality, connecting customers and buyers, exporting and private-sector financing - Expertise in climate change adaptation, urban planning, disaster risk reduction and participatory planning 	<ul style="list-style-type: none"> - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, communications and awareness-raising, partnerships, networks and coordination, and reporting - Project development, supervision, monitoring and evaluation 	<ul style="list-style-type: none"> - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: ILO, ITC, UN-Habitat, UNAIDS and UNFPA - Other entities identified: UNDP and UNEP - Synergies with Sustainable Development Goals 5 and 16
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Produit 4.4 : Les institutions publiques particulièrement les ministères partenaires disposent des capacités techniques renforcées pour développer et gérer efficacement des accords de partenariats stratégiques

Main implementation methods	Available technical capacity	Available functional capacity	Additional technical or functional capacity required	Synergies
<ul style="list-style-type: none"> - National implementation - Implementation by implementing partners or partnerships 	<ul style="list-style-type: none"> - Expertise in capacity-building for resource mobilization, advocacy and strategic partnerships, including for South-South and triangular cooperation - Expertise in strengthening the national capacity to integrate regional and global networks involved in promoting inclusive and sustainable industrial development 	<ul style="list-style-type: none"> - Capacity-building, operational support, advocacy, political dialogue and knowledge management - Knowledge management, communications and awareness-raising, partnerships, networks and coordination, and reporting - Project development, supervision, monitoring and evaluation - Partnerships for building resilient infrastructure 	<ul style="list-style-type: none"> - Technical personnel, additional consultants and operational capacity based on project scope 	<ul style="list-style-type: none"> - United Nations system stakeholders: UNFPA, UNIDO and UN-Habitat - Other entities identified: UNDP and UNEP - Synergies with Sustainable Development Goals 16 and 17

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