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AFRICAN PEER REVIEW MECHANISM

ANNUAL REPORT





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ACRONYMS AND ABBREVIATIONS

AfDB	African Development Bank
AGF	African Governance Forum
APR	African Peer Review
APRM	African Peer Review Mechanism
AU	African Union
CRM	Country Review Mission
CSM	Country Support Mission
CRT	Country Review Team
CSAR	Country Self-Assessment Report
CSOs	Civil Society Organisation
MoU	Memorandum of Understanding
NGC	National Governing Council
NPoA	National Programme of Action
PRC	Permanent Representative Committee
SME	Small and Medium Enterprise
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commissions of Africa

Composition of the Panel of Eminent Persons of APRM



FROM FRONT LEFT: Professor Ibrahim Gambari (Nigeria), Ambassador Mona Omar Attia (Egypt), Ambassador Ombeni Sefue (Tanzania), Professor Fatma Karadia (Algeria), and Professor Al-Amin Abu Manga (Sudan).

FROM BACK LEFT: Hon. Brigitte Sylvia Mabandla (South Africa), Bishop Don Dinis Salomao (Mozambique), Professor Augustin Loada (Burkina Faso), and Professor Mahamoud Youssouf Khayal (Chad).

FOREWORD TO THE ANNUAL REPORT



Professor Mahamoud Youssouf Khayal

Chairperson of APR Panel of Eminent Persons (2017)

Since its establishment, the African Peer Review Mechanism (APRM) has been relentless in its efforts to encourage Member States to create inclusive democratic discussion platforms which will help to bring all active forces together to discuss issues of national interest. This is the case with most APRM member countries as attested by the review reports of the Republic of Uganda and Liberia which show progress in the area of democracy. By so doing, the APRM is indirectly contributing to conflict prevention and promotion of peace on the continent.

In the course of 2017, the Panel of Eminent Persons focused their efforts on breathing new life into the APRM as stated on the agenda of H.E. Uhuru Kenyatta, President of the Republic of Kenya and Chairperson of the APRM Forum of Heads of State and Government. In this connection, we have carried out 2 review missions in Liberia and Uganda respectively; 5 support missions; 1 National Programme of Action launch in Tanzania, 1 regional workshop in North Africa in Cairo and a broad-based workshop for the monitoring of agenda 2030 and agenda 2063.

The Panel also encouraged and supported the capacity development of APRM Continental Secretariat which saw the recruitment of a devoted and dynamic staff strengthened by young graduates whose arrival in the APRM has helped in repositioning the institution. The Secretariat has not spared any efforts in devoting expertise and time in preparing high-quality review reports.

We have also thrown our weight behind the revamping of APRM structures which has led to the establishment of the Steering Committee made up of the Panel, NGCs and Focal Points, and the Continental Advisory Committee which have all fully contributed in revitalizing the APRM.

The Panel has witnessed the appointment of six members: Professor Gambari (Federal Republic of Nigeria), Professor Augustin Marie-Gervais Loada (Republic of Burkina Faso), Bishop Don Dinis Salamao Sengulane (Republic of Mozambique) Ambassador Ombeni Yohana Sefue (United Republic of Tanzania), Professor Fatma Zohra Karadia (People's Democratic Republic of Algeria) and Ambassador Mona Omar Attia (Arab Republic of Egypt).

I cannot conclude without expressing my heartfelt appreciation to all member countries, Focal Points, National Governing Councils, strategic partners, the Continental Secretariat in general and its CEO in particular for his remarkable leadership. I would also like to extend my gratitude to all stakeholders that provided support to the Secretariat to fulfil its mandate. Finally, permit me to convey the profound gratitude of the Panel of Eminent Persons.

Professor Mahamoud Youssouf Khayal

Chairperson of APR Panel of Eminent Persons (2017)







INTRODUCTION



Prof. Eddy Maloka
Chief Executive Officer
APRM Continental Secretariat

Allow me to welcome readers to the APRM's 2017 Annual Report. Much has been achieved by the Mechanism since its founding fourteen years ago in March 2003. APRM reports have revealed best practices shared amongst Member States, as well as governance shortcomings, including cross-cutting issues that affect more than one thematic area, that require a holistic solution due to their impact on the quality of governance. These, as identified by many of our reports, have included gender inequality; youth unemployment; management of land and diversity and implementation gaps with respect to government programs. Our Member States need to work at all levels to address these critical challenges to raise the bar on implementation, with the encouragement and under the watch of properly functioning civil society organisations to ensure accountability to our citizenry.

2017 marked the second year of the APRM 5-year Strategic Plan for the period 2016-2020, and we are steadily progressing on meeting its revitalisation goals, based on the three-pillar programme of restoration, reinvigoration and renewal of the APRM. The Strategic Plan aims at consolidating the gains from fourteen years of APRM reviews, and draws inspiration from the founding vision and mission, values and guiding principles of the APRM. It also considers key continental initiatives such as the AU Shared Values, the AU Agenda 2063, and the UN 2030 SDGs. 2017 marks the beginning of the renewal phase which will

broaden and deepen the governance work implemented by a revitalised Mechanism.

At this juncture, let me acknowledge that the APRM's revitalisation has been a success due to the unwavering support and commitment of H.E President Uhuru Kenyatta, Chairperson of the APR Forum from June 2015, and we thank him and his peers in the APR Forum of Heads of State and Government for their wise leadership and stewardship of the Mechanism. We also acknowledge the technical work in leading the APRM reviews undertaken by the APR Panel of Eminent Persons led by its Chairperson, Prof Mahmoud Khayal, as well as the oversight of the APRM's finance and administration provided by the APR Committee of Focal Points under the leadership of its chairperson, Hon. Mwangi Kiunjuri from the Republic of Kenya.

An important development in 2017 was the formalised working arrangements with AU departments and agencies that took place, including establishment of a joint secretariat with the African Governance Architecture (AGA) and African Peace and Security Architecture (APSA), which will be enhanced in 2018 as the APRM was elected chairperson of the AGA Platform at the December 2017 AGA retreat held in Pretoria, South Africa. This will allow us to build strong links with platform members in 2018.

In January 2017, Namibia joined the APRM as our 36th Member State, and several countries including Gambia and Comoros expressed their intention to accede to the APRM. The APRM completed two review missions to Liberia and Uganda in April and November respectively, and peer reviewed four countries – Chad, Djibouti, Senegal and the second review of Kenya at the January 2017 APR Forum. We hope to maintain this pace in 2018, so as to complete 3 or 4 reviews in 2018, including to Cote d'Ivoire and Mozambique.

Over the last 14 years, working hand in hand with African citizens and their governments, as well as the APRM Strategic Partners, namely the African Capacity Building Foundation, the African Development Bank, UN Economic

Commission for Africa, the UN Development Programme and the Mo Ibrahim Foundation, the Mechanism has grown from strength to strength. Indeed, as a pioneering home-grown institution, uniquely aimed at improving the governance and socio-economic conditions of citizens through accountability of governments to their people, and the sharing of best practices, the Mechanism has a bright future and much more to achieve.

Prof. Eddy Maloka

Chief Executive Officer

APRM Continental Secretariat



PART I. ORGANIZATION OVERVIEW

1.1 HISTORICAL BACKGROUND, MISSION, MANDATE AND PRINCIPLES

Historical Background

The African Peer Review Mechanism (APRM) is Africa's most innovative and ambitious initiative on governance, which was launched in 2003 as a voluntary mechanism for self- and peer-assessment of governance policies and practices on the Continent.

In this context, peer review is described as “the systematic examination and assessment of the performance of a State by other States, with the ultimate goal of helping the reviewed State improve its policy making, adopt best practices, and comply with established standards and principles”.

Born into that historical context, the APRM sought to promote the values of transparency, accountability and public participation with specific, time-bound and measurable commitments by Member States across the four thematic areas, namely Democracy and Political Governance, Economic Governance and Management, Corporate Governance and Socio-Economic Development. As such, APRM assessments and reviews examine such attributes of good governance as participatory democracy, constitutionalism and rule of law. The impact of the APRM since inception has been far-reaching as the focus on good governance lays a foundation for socio-economic development at all levels, from grassroots to the district and village levels all the way to national authorities, and encourages and empowers citizens to make critical and informed decisions on a range of issues that affect their lives directly.

Mission

The objectives of the APRM are primarily to foster the adoption of policies, standards and practices that lead to political stability, high economic growth, sustainable development and accelerated sub-regional and continental economic integration through experience sharing and reinforcement of successful and best practices, including identifying deficiencies and assessment of requirements for capacity building.

Mandate

The APRM has the mandate to promote and facilitate self-monitoring by the Participating States, and to ensure that their policies and practices conform to the agreed political, economic, corporate governance and socio-economic values, codes and standards contained in the Declaration on Democracy, Political, Economic and Corporate Governance; and the African Charter on Democracy, Elections and Governance, as well as other relevant treaties, conventions and instruments adopted by Participating States whether through the African Union or through other international platforms.

In the implementation of its mandate, the APRM has the primary purpose of fostering the adoption of policies, standards and practices that lead to political stability, high economic growth, sustainable and inclusive development, as well as accelerated regional and continental economic integration, through sharing of experiences and reinforcement of successful and best practices.

Principles

The APRM is endowed with principles that enable it to deliver on its mandate. It is a self-monitoring tool and delivers its mandate in a technically and culturally competent manner and in a fashion that is free of political manipulation. The APRM process is also founded on the principles of good political, economic, social and corporate governance, democracy, the rule of law, respect for human rights, and peaceful resolution of conflicts and it ensures the full participation of stakeholders in the society.

1.2 GOVERNANCE STRUCTURE

The APRM is made up of the APR Forum, the APR Panel, the Committee of Focal Points and the APR Secretariat.

The APR Forum

The APR Forum is a committee of participating Heads of State and Government and it is the highest decision-making body. It takes decision on all matters relating to any APRM instrument in accordance with the specific requirements for decision-making in the APRM Statute and other relevant

instruments.

The APR Forum operates under the guidance of a Troika led by the Current Chairperson, who is assisted by the Immediate Past Chairperson and the Incoming Chairperson, all drawn from among the participating Heads of State and Government. The Chairperson of the APR Forum is elected on the basis of rotation among the five regions of the African Union. His term of office does not exceed two years.

The APR Forum appoints members of the APR Panel, its Chairperson and Vice Chairperson.

Acting on the recommendations of the Focal Points Committee, the APR Forum has the final decision over the appointment of the CEO of the Continental Secretariat, the adoption of the structure of the APR Continental Secretariat, and the adoption of the budget and work programme of the APRM as an institution.

The APR Forum considers, adopts and assumes ownership of country review reports submitted to it by the Panel. The APR Forum submits its recommendations to the Head of State of the reviewed Member State and follows up on the implementation of the review recommendations. On an annual basis, or as demanded by the exigencies obtaining at a given time, and for information purposes, the Chairperson of the APR Forum shares with the Assembly, country review reports, crisis reports, reports on the activities of the APRM, as well as proposals for the benefit of the whole membership of the African Union. The APR Forum meets at least twice a year in Ordinary Session. It may also hold extraordinary sessions whenever deemed necessary. The APR Forum may form such Committees and Sub-Committees as it deems necessary.

The APRM Committee of Focal Points

The APRM Committee of Focal Points is made up of representatives of Heads of State and Government.

The APR Focal Points Committee has the status of a Ministerial body, and serves as an intermediary between the APR Forum and the APR Continental Secretariat. The APR Focal Points Committee comprises the Focal Points of the Participating States and are the Representatives of their respective Heads of State and Government participating in the APRM. It is led by a Troika comprising a Chairperson who is the Focal Point of the Member State that holds the position of Chairperson of the APR Forum and is assisted by his/her immediate predecessor and his/her immediate successor in that position.

The APR Focal Points Committee is in charge of making recommendations to the APR Forum on the appointment of

the CEO of the APRM Continental Secretariat, reviewing the annual budget and work programme of the APRM, making recommendations to the APR Forum on the structure of the APRM Continental Secretariat, overseeing processes for resource mobilization through Member States, partners and other donors and overseeing the management of the ACSRT Trust Fund and audit reports.

The APR Focal Points Committee meets at least twice a year in ordinary session on the sidelines of, and preceding, the APR Forum. It may also meet in extraordinary session. The APRM Focal Points Committee establishes a Steering Committee which acts as an executive body and carries out the responsibilities of the full Committee between Focal Points Committee meetings. The Steering Committee is made up of eight members comprising the three Focal Points forming the Troika and five elected Focal Points representing each of the five regions of the African Union. The APRM Focal Points Committee establishes a Sub-Committee for Administrative and Budgetary matters. The Focal Points Committee may establish other Sub-Committees with specific mandates as may be deemed necessary and for a given duration.

APR Panel of Eminent Persons

The APR Panel is a body of Eminent Africans appointed by the APR Forum with the responsibility to lead the country review process. Principles, criteria and procedures for appointment of APR Panel members are contained in the Rules of Procedure of the APR Forum. The Panel ensures the integrity, independence, professionalism and credibility of the country review process. Panel Members are African nationals of high moral stature, integrity, objectivity, impartiality and independence, who have distinguished themselves in careers that are considered relevant to the work of the APRM, and have demonstrated commitment to the ideals of Pan Africanism.

The APR Panel comprises a minimum of five and a maximum of nine members appointed by the APR Forum. The composition of the Panel reflects fair regional representation and gender balance. Members serve in their personal capacity and not as representatives of their respective Governments and do not receive instructions from any authority external to the APR Forum. The APR Panel and its individual members observe the utmost discretion and confidentiality with regard to all matters relating to the peer review process, both while they serve on the APR Panel and thereafter.

APR Panel members serve for up to four (4) years and retire by rotation. In exceptional circumstances, the APR Forum

may renew the term of APR Panel members for a period of not more than one additional year. The APR Forum may terminate the appointment of any member of the APR Panel on the basis of non-performance, conduct or conflict of interest. The APR Panel is led by a Chairperson and a Vice Chairperson selected from among the members of the APR Panel and appointed by the APR Forum. The powers and functions of the Chairperson and Vice Chairperson of the APR Panel are defined in the Rules of Procedure of the Panel and Forum.

The APR Panel Chairperson and Vice Chairperson serve a one-year non-renewable term. The APR Panel holds up to four ordinary sessions a year and can hold additional special meetings as may be required for the effective implementation of the APRM review process. It can form Sub-Committees as are required for the execution of its mandate. It reports directly to the APR Forum to which it submits reports on its activities at least twice a year.

The APRM Continental Secretariat

The APR Continental Secretariat is the Secretariat of the APRM which serves the APR Forum, APR Focal Points Committee and APR Panel. It provides the APR Panel with secretariat, technical, advisory, coordination and administrative support for the functioning of the APRM.

It undertakes and manages research and analysis, prepares and services meetings of the APR Forum, APR Focal Points Committee and the APR Panel. It also prepares the necessary background work, and facilitates, country review processes, including support missions, country review missions, publication of reports and monitoring and follow-up

The APR Continental Secretariat is headed by a CEO who is appointed by the APR Forum. In order to fulfil the exigencies of the office and established AU administrative practices, the CEO is accorded the rank of an AU Commissioner. The CEO appoints the staff of the Continental Secretariat and determines their duties and conditions of service in accordance with the relevant AU rules and regulations and the decisions of the APRM Committee of Focal Points.

The responsibilities of the CEO and the staff of the Continental Secretariat are exclusively international in character. The CEO and staff of the Continental Secretariat do not seek or accept instructions from any government or any other authority external to the APRM when performing their duties. APRM Member States have the duty to respect the international character of the responsibilities of the CEO and of the staff of the Continental Secretariat.

The CEO is the legal representative of the APRM and has,

within the limits of the rules and procedures established by the APR Forum, the power to take actions necessary for the smooth operation of the APRM and the protection of its interests.

APRM National Structures

Each Member State organizes its APRM national structure which is made up of the APRM National Focal Point, the APRM National Governing Council or Commission (NGC), the APRM National Secretariat and the Technical Research Institutions.

PART II. COUNTRY REVIEW PROCESS

The APRM uses four types of review during its review missions, namely the Base Review, which is carried out as soon as a country joins the APRM; the Periodic Review done every four years; the Requested Review, requested by the member country itself; and a Review commissioned by the APR Forum when signs of pending political and economic crisis begin to surface.

As of now, most countries have only gone through the base review which is done whenever a country becomes a member of the APRM. While Uganda hosted a second review mission in October 2017 and will undergo its second peer review in January 2018, only Kenya has explored uncharted territory and singled itself out by becoming the first ever country to undergo a second type of review.

2.1 STAGES OF THE PERIODIC REVIEW

In all, there are six phases in a country review, namely the preparatory stage, the review mission stage, the review drafting stage, the peer review stage, the stage of publication and presentation to the African Union bodies, and the stage of implementation of the National Programme of Action (NPOA).

Stage One: Preparatory Stage

This concerns the establishment of the national structures of the APRM as well as the conduct of the self-assessment exercise preceded by the documentary research on the country conducted by the Secretariat. During this stage, the Panel member responsible for the country, accompanied by staff from the Secretariat and strategic partners, undertake advance, support, and follow-up missions to ensure the

effective establishment of national structures, inform national stakeholders about the APRM process, and ascertain that the country has completed and validated its self-assessment report as well as the preliminary programme of action and is ready to receive the APRM Team for the country review. The self-assessment exercise should be in keeping with the key principles of the APRM, namely national inclusion and participation, national ownership and conduct, scientific rigour, credibility and absence of any political manipulation. The methods used by research institutes in the country include household surveys, expert panels, focus groups, public audience and written submissions, all of which are based on the APRM Questionnaire.

Under this stage, both the APR Secretariat and Review Country consult on the process overview and terms of the Memorandum of Understanding. The Review Country then sets up a Focal Point that works in collaboration with the Secretariat providing it with the relevant laws, treaty ratifications, budgets and development plans. The Secretariat prepares a background document while the Review Country independently completes the APR Self-Assessment Questionnaire, gathers input from civil society and drafts a paper outlining the nation's issues and a National Programme of Action (NPOA) with clear steps and deadlines on how it plans to conform to APR codes and standards, the African Union Charter, and UN obligations. The Country Review Team (CRT) is formed and writes a report outlining issues to be focused on during the review mission.

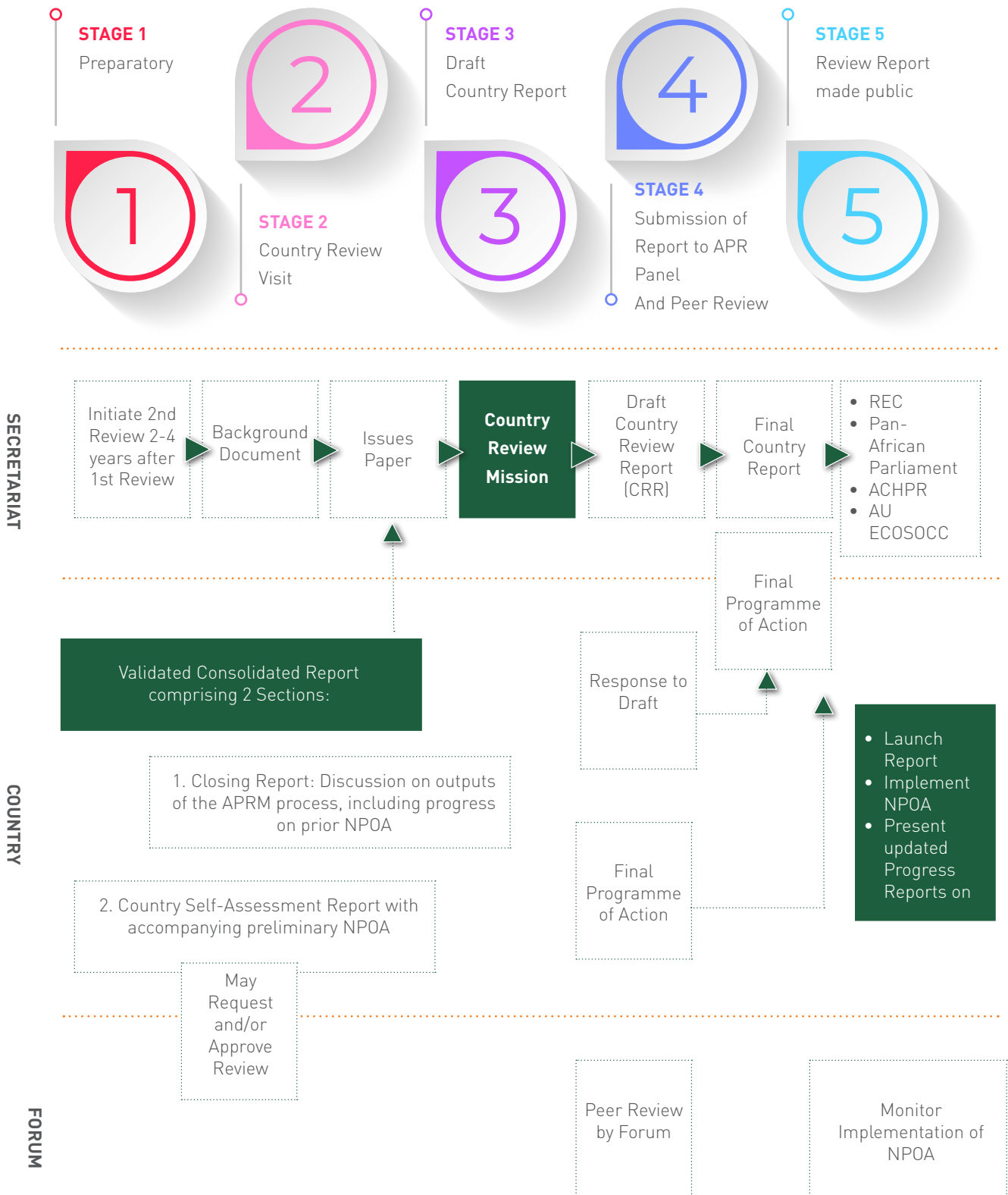
Stage Two: Review Mission Stage

It entails the conduct of in-depth research in the field by the APRM Team from the APRM, based on key issues drawn from the Issues Papers and the Self-Assessment Report. The key issues are those that are inadequately discussed and/or not discussed in the two documents mentioned above. During this stage, the APRM Team organises focus groups and collects quantitative and qualitative data to be used, together with the self-assessment report, in the preparation of the country review report.

Stage Three: The Review Report drafting stage

It is at this stage that the Review Report is drafted by the APRM Team comprising four thematic team leaders and the coordinator of the country under the supervision of the Lead Panel Member responsible for the country. Once the Review Report is consolidated and validated by the Panel members, it is transmitted to the country for consideration. The observations on the factual data are corrected in the final version of the report but those on substantive matters are

FIGURE 1: STAGES AND STRUCTURE OF THE PERIODIC REVIEW



attached to the Review Report and transmitted to the member states participating in the APRM.

Stage Four: The peer review stage

This stage consists in the presentation of the conclusions of the Country Review Report by the Head of State or Government of the country under review and its fraternal discussion between Peers during the APR Forum.

Stage Five: The stage of publication and presentation to the bodies of the African Union

At this stage, the Country Review Report is finalized, published and subsequently tabled at sessions of the Pan-African Parliament and other organs of the AU.

Stage Six: The stage of implementation of the National Programme of Action

During this stage, the National Programme of Action is implemented and Progress Report on the status of implementation is presented annually to the APR Forum by the Head of State or Government of the member country concerned.

National Programmes of Action

The pillar of a successful monitoring, reporting and evaluation framework at the national level is the preparation of a good National Programme of Action (NPOA). The guidelines recommend that a clear and direct focus on governance improvement be retained when drafting NPOAs. Within each thematic area, care should be taken to ensure that the items included in the Programme relate directly and primarily to the issues that emerged as important priorities from a governance perspective in the country review. Care must be taken to also ensure that the programme does not include items that are tangentially relevant.

The preparation of the NPOA should be a process that fosters Government buy-in, since it will be responsible for implementation, but care should also be taken to include appropriate civil society representative structures and the country's APRM National Governance Council/Commission.

Experts developing a country's NPOA should ensure that costs are as realistic as other programmes included in a country's official budget. A template for a standardized NPOA is included in the guidelines to assist Member States to develop a coherent and comprehensive National Programme of Action.

While each of the items in the NPOA will indicate what agency or entity is responsible for its implementation, Government is ultimately responsible for the implementation

of the NPOA in line with its commitment in acceding to the APRM. The Government also has responsibility for marshalling resources for the implementation of the NPOA as a whole.

Progress Reports on NPOA Implementation

The Guidelines also provide a template that describes best practices in regular reporting on progress in the implementation of National Programmes of Action. A well-developed progress report helps to ensure that a Member State implements the national priorities as agreed by stakeholders during the review process and keeps to commitments made in the APRM NPOA for remedial steps in addressing gaps in governance as identified in the review; monitoring progress in the achievement of goals set in the NPOA during implementation; and identifying gaps and the human, technical or financial resources required to undertake programmes and initiatives set out in the NPOA.

Although Governments of Member States are primarily responsible for implementing NPOAs, the reporting system should be independent and transparent. In this regard, the National Governing Council/Commission is given the ultimate responsibility for monitoring and oversight of NPOA implementation. As broad-based participation is one of the fundamental principles of the APRM, it is important that a national oversight mechanism also takes this into account. It is recommended that the National Governing Council should continue to meet periodically in order to play its leadership and oversight roles, and that NPOA Progress Reports be submitted annually.

2.2 UPDATE ON PEER REVIEWED COUNTRIES

By the close of December 2017, the following thirty-six (36) countries had voluntarily acceded to the APRM: Algeria, Angola, Benin, Burkina Faso, Cameroon, Chad, Djibouti, Egypt, Equatorial Guinea, Ethiopia, Gabon, Ghana, Kenya, Lesotho, Liberia, Malawi, Mali, Mauritania, Mauritius, Mozambique, Namibia, Niger, Nigeria, Republic of Congo, Rwanda, Sao Tome & Principe, Senegal, Sierra Leone, South Africa, Sudan, Tanzania, Togo, Tunisia, Uganda and Zambia.

Thus far, twenty (21) out of the thirty-six (36) countries have been peer-reviewed: Ghana on 19 June 2005, Rwanda on 19 June 2005, Kenya 1ST review on the 30 June 2006 and 2ND generation review on 28 January 2017, South Africa on 1 July 2007, Algeria 1 July 2007, Benin 30 January 2008, Uganda 30 June 2008, Nigeria 25 October 2008, Burkina Faso 25 October 2008, Mali 30 June 2009, Mozambique 30 June 2009, Lesotho 30 June 2009, Mauritius 24 July 2010, Ethiopia 29 January 2011, Sierra Leone 30 January 2012, Zambia 26 January 2013, Tanzania 26 January 2013, Djibouti 28 January

2017, Chad 28 January 2017, Senegal 28 January 2017, Mozambique, Lesotho, Mauritius, Ethiopia, Sierra Leone, Zambia and Tanzania.

Algeria

Algeria acceded to the APRM on 9 March 2003 and was peer reviewed on 1 July 2007. Algeria presented its First Progress Report on 31 Jan. 2009 and the Second Progress Reports was presented in July 2012. Since then the APRM process has stalled.

Angola

Angola acceded to the APRM on 8 July 2004, and the Panel is eager to work with the national APRM Focal Point to commence the APRM activities in the country. Consultative/ advanced mission were scheduled for 2017 despite challenges to get the APRM process moving in the country.

Benin

Benin acceded to the APRM on 31 March 2004. The country was peer reviewed on 30 Jan. 2008. The country has produced 7 reports and the 2012 Progress Report on the implementation of Benin's National Programme of Action (NPOA) was submitted to the APRM Secretariat in December 2013

Burkina Faso

Burkina Faso acceded to the APRM on 9 March 2003. The country was peer reviewed on 25 October. 2008. Burkina Faso has produced 3 progress reports and is updating its Progress Report prepared in 2013 as it was not presented during the year 2014. APRM is planning to discuss the appointment of a new Focal Point in perspective of the second review.

Cameroon

Cameroon acceded to the APRM on 3 April 2003. Although several missions have been fielded to kick- start the APRM process in Cameroon, the country is yet to establish a National Governing Council in conformity with APRM procedures and the process has been slow.

Chad

Chad acceded to the APRM on 26 January 2013 during the forum of the 18th Summit of the Committee of Heads of State and Government in Addis Ababa. The accession paved the way for the decree to establish the National structure (Focal Point, NGC and National Secretariat) on 12 April 2013. The Lead Panel Member for Chad, Hon. Joseph Tsang Mang Kin, led an advance mission to Chad on 22 August 2013 and a support mission took place from 13 to 17

December 2014. The Review Mission to Chad was conducted from 4 to 23 March 2016. The Peer Review took place in Addis Ababa, Ethiopia on 28 January 2017.

Congo (Republic)

Congo acceded to the APRM on 9 March 2003. Despite several efforts to keep the APRM process moving, the country is still lagging. In fact, there is a slow progress to start the review process in the country. A consultative mission has been planned to revive APRM activities in the country.

Cote d'Ivoire

Côte d'Ivoire acceded to the APRM on 26 January 2013. H.E. President Alassane Ouattara signed the accession MOU during the APR Forum of 29 January 2015. Official launching of APRM activities and Advance Mission to Côte d'Ivoire was conducted from 14 to 16 January 2016. The Support Mission took place on 13, 17 and 18 May 2016.

Djibouti

Djibouti acceded to the APRM on 1 July 2007. Between 2010 and February 2011, APRM conducted two Support Missions to Djibouti. The APRM Advance Mission, led by the Lead Panelist in charge of Djibouti, Honourable Joseph Tsang Mang Kin, took place from 5 to 19 August 2015. The Country Review Report was tabled for Peer Review at the APR Forum in January 2017.

Egypt

Egypt acceded to the APRM on 9 March 2004. An APRM Advance Mission led by the Lead Panel Member for Egypt, Honourable Joseph Tsang Mang Kin, took place on 18 to 19 June 2016. The purpose of the two-day mission was, to conduct a series of consultations with relevant government officials on how best to support Egypt's preparations to commence the review process and to find out whether all necessary institutions at the national level, and particularly the designation of a Focal Point, a National Governing Commission/Council and establishment of a national APRM Secretariat had been completed.

The Mission learnt that while Egypt already had an APRM Focal Point, the other Structures were in the process of being established. During the visit, the Mission met the Egyptian President H. E. Mr. Abdel Fattah el-Sisi, who underlined his support for the APRM and his country's readiness to work closely with Egypt's African brothers and sisters in the process to enhance the quality of governance on the continent.

Equatorial Guinea

Equatorial Guinea acceded to the APRM on 29 January 2014 in Addis Ababa, Ethiopia. The President of the Republic has appointed Dr. Sergio Esono ABESO TOMO as the APRM Focal Point and the President's Special Advisor on the APRM.

Ethiopia

Ethiopia acceded to the APRM on 9 March 2003. Ethiopia launched its Country Review Report in 2013. The country is due for presentation of its first Progress Report on the NPOA. The APRM Secretariat is to engage the country to reinvigorate the process.

Gabon

Gabon acceded to the APRM on 14 March 2003 and the Country wrote self-assessment report on Governance. On the margins of the Regional Workshop on the APRM that was held in Chad on 16 May 2014, the Lead Panelist for Gabon, Professor Mahamoud Youssouf Khayal, and two members of Gabon's APRM National Secretariat met to discuss Gabon's self-assessment process. The Meeting agreed on the need to fast-track the APRM process, implement a road map leading to the first peer review and a follow-up mission. Despite these efforts by the APRM, the country has not kicked in the APRM process.

Ghana

Ghana acceded to the APRM on 9 March 2003. Ghana inaugurated its second National Governance Commission in March 2016. The new NGC Chairperson, who also acts as the Focal Point for Ghana is Prof. Akilagpa Sawyerr. Ghana has completed its base review and produced 8 progress reports. Ghana is due for a second review and it is hoped that preparations for this review had started.

Kenya

Kenya acceded to the APRM on 9 March 2003. The Government of Kenya has already completed its self-assessment, which was followed by a Support Mission in September 2016. Kenya launched its second Country Review Mission led by APR Lead Panelist for Kenya Professor Al-Amin Abu Manga which took place from 24 October to 11 November 2016 and culminated in the Peer Review during on 28 January 2017 APR Forum that was held in Addis Ababa, Ethiopia.

Lesotho

Lesotho acceded to the APRM on 8 July 2004. Lesotho was peer-reviewed at the APR Forum on 30 June 2009. The

country is expected to have submitted its second Progress Report after the NPoA Harmonization workshop. However, this Report has not been submitted to the Continental Secretariat. With the new leadership in place, there is hope that the APRM process will be reinvigorated.

Liberia

Liberia acceded to the APRM on 29 January 2011. Liberia has fully constituted the membership of its National Governing Council, and Hon. Samuel D. TWEAH Jr. has been appointed as the APRM Focal Point. On the margins of the 25th APR Forum held in Nairobi, the Lead Panelist, Hon. Brigitte Mabandla held a meeting with the new Focal Point and agreed on the roadmap for the country to host a Country Review Mission in February/March 2017. This process has coincided with the successful electoral process of 2017. Following which, the APR Process requires Liberia to undergo the tabling of the Liberia Country Review Report for peer review.

Malawi

Malawi acceded to the APRM on 8 July 2004. Malawi held general elections on 20 May 2014 that ushered in a new administration led by President Peter Mutharika. As Malawi has received both Advance and Follow-up Missions, it is expected that the APRM process will be reinvigorated with the new government in place.

Mali

Mali acceded to the APRM on 28 May 2003. The country was peer-reviewed on 30 June 2009. In 2014, the Government of Mali designated the Minister of Foreign Affairs as the APRM Focal Point, in place of the Minister of African Integration and Malians Abroad. The National Governing Council organized training and sensitization activities for members of the APRM bodies from all the eight regions of Mali to revive the APRM process and bring the APRM back to the forefront of the political agenda.

Mauritania

Mauritania acceded to the APRM on 30 January 2008. Mauritania hosted an Advance Mission led by Dr. Mustapha Mekideche from 22 to 24 April 2014. During the Mission, a road map for the APRM process and the desired profile of members of the National Governing Council were proposed. The APRM hopes that these efforts will yield positive results by reviving APRM activities in the country.

Mauritius

Mauritius acceded to the APRM on 9 March 2003. The country was peer-reviewed on 24 July 2010 and since then,

no activities have been taking place. The APRM Chairperson and CEO met with the highest authorities of Mauritius in October 2016, to discuss, inter alia, challenges on restoring all APRM structures in Mauritius including appointment of a focal point and establishment of a new National Governance Commission and the completion of the first annual progress report. The APRM hopes that these efforts will yield positive results by reviving APRM activities in the country.

Mozambique

Mozambique acceded to the APRM on 9 March 2004. The country was peer reviewed on 30 June 2009 and has presented its second Progress Report at the 25th Summit of the APR Forum, held in Nairobi, Kenya in August 2016. The APRM National Secretariat has been distributing Country Review Reports to the public and sensitising them to the issues identified in the Mozambique Review Report. During the 05th October 2017, the lead panelist in charge of Mozambique, Amb. Mona Omar Attia met President Filipe Nyusi in Maputo, Mozambique. The President informed the visiting team that Mozambique was ready to host a second Review Mission in 2018, after having successfully implemented its National Programme of Action. He said that Mozambique was prepared to show to its people and the whole of Africa what it has been doing since it was first reviewed in 2009. The Country is expected to undertake a process of second cycle of the APRM reviews in 2018, after presenting its second NPOA Progress Report.

Namibia

Namibia acceded to the APRM on 28 January 2017, as the 36th member of the APRM family. Namibia's APRM process is scheduled to commence in 2018 with an Advance Mission to be led by the APR lead panelist Amb. Ombeni Sefue, in charge of Namibia. The Advance Mission will advise on the APRM national structures and a roadmap for the review of the country.

Niger

Niger acceded to the APRM on 14 July 2012. Niger appointed Mrs. Ousseini Hadizatou YACOUBA as the new focal point in late 2015. Niger has established national structures, including a National Governance Commission.

Nigeria

Nigeria acceded to the APRM on 9 March 2003. The country was peer-reviewed on 25 October 2008 and presented the progress report at the APR Forum on 29 January 2011. In 2014, Nigeria started working on its Country Self-Assessment Report in preparation for the Second Review

scheduled for 2016. However, the country embarked on the Presidential elections, which brought in new leadership of President Muhammadu Buhari. Engagements are underway to re-engage the country on the APRM process.

Rwanda

Rwanda acceded to the APRM on 9 March 2003. The country was peer reviewed on 19 June 2005. And three progress reports have been presented at the APR Forum. Honourable Brigitte Mabandla, Member of the APR Panel of Eminent Persons and Lead Panelist for Rwanda, undertook an Advance Mission to Rwanda from 21 to 23 December 2015. The objectives of the mission were to reinvigorate the APRM process, introduce Hon. Mabandla to the governance institutions in Rwanda, and pave the way for discussions on a road map for a second APRM review. Rwanda is due for a second review, and the APRM awaits confirmation from the government on when preparations will commence.

São Tomé & Príncipe

São Tomé & Príncipe signed up to the APRM on 28 January 2007. The APRM scheduled to field an Advance Mission to Sao Tome & Principe in 2017 to discuss the appointment of a Focal Point and other national structures in the view to kick start the APRM process.

Senegal

Senegal acceded to the APRM on 9 March 2004. Senegal's review mission took place from 11-27 April 2016. The peer review took place at the 26th APR Forum of Heads of State and government in Addis Ababa, Ethiopia, on 28 January 2017.

Sierra Leone

Sierra Leone acceded to the APRM on 8 July 2004. The country was peer-reviewed on 30 January 2012 and presented its combined 2013-2014 progress report in June 2015. Sierra Leone has established the national structures, including a National Governance Commission. Sierra Leone launched its 2013-2014 report from 15 to 17 October 2016. The country presented its combined 2015-2016 progress report during the 27th APR Forum of Heads of States in January 2018

South Africa

South Africa acceded to the APRM on 9 March 2003. The country was peer reviewed on 1 July 2007 and presented its 3rd consolidated Progress Report on the implementation of its NPOA in January 2014. South Africa also held sensitization workshops with APRM Provincial Governing councils in 2014

in preparation for its second country self- assessment process. The republic of South Africa is in the process of undertaking the second Country Review process.

Sudan

Sudan acceded to the APRM on 22 January 2006. The Lead Panelist for Sudan, Ambassador Ashraf Rashed, led a Follow-up Mission to Sudan from 18 to 21 September 2016. The Mission met with the Focal Point, the NGC and TRIs about the draft Country Self-Assessment Report, and discussed improvements on the Report. The Mission also paid a courtesy call on H.E. Omar Al Bashir and discussed the road map of the final review of Sudan. Sudan launched its Country Review Mission led by Lead Panel Member for Sudan, Ambassador Ashraf Rashed from 1 to 19 November 2016, which have culminated in the Peer Review during the January 2018 APRM Summit that was held in Addis Ababa, Ethiopia.

Tanzania

Tanzania acceded to the APRM on 26 May 2004. The country was peer reviewed at the APR Forum on 26 January 2013. The Tanzanian National APRM Secretariat has held several workshops with civil society groups to discuss the content of the Country Review Report. Ministries and government agencies have held technical workshops on integrating the APRM NPOA into existing government policies and strategies, and this is expected to facilitate implementation of the APRM recommendations from the Review Report.

Togo

Togo acceded to the APRM on 29 June 2008. Togo has established some national structures, including a National Governance Commission. With the establishment of these structures, it is hoped that the country will quick start the APRM process.

Tunisia

Tunisia acceded to the APRM on 26 January 2013 and received an advance mission in the first half of 2015. Despite the efforts, the APRM process has not kicked off accordingly.

Uganda

Uganda acceded to the APRM on 9 March 2003 and was peer reviewed on 29 June 2008. In May 2014, the Government of Uganda approved a new 8-member National Governing Council for the 2014-2017 period. The new NGC will be responsible for monitoring the implementation of the APRM Programme of Action for the remaining period of 2014-15, ensuring that the APRM reporting period is streamlined with that of the National Development Plan, and leading the

second APRM self- assessment process. Uganda became the second country to undergo its 2nd generation review. The peer review was done during the 27th Summit of the APR Forum of Heads of States that was held in January 2018.

Zambia

Zambia acceded to the APRM on 22 January 2006 and was peer reviewed at the APR Forum on 26 January 2013. A harmonisation mission on the APRM NPOA was held in Lusaka from 28 to 29 October 2014. The Lead Panelist for Zambia, Professor Al-Amin Abu Manga, brought key APRM continental experts from South Africa and Benin to Zambia to share their experiences in harmonising the APRM programmes with the national budget. The country has now embarked on the implementation of the NPOA, and the country is currently working on the second progress report following the presentation of the first one at the APR Forum on 28 January 2017.

PART III. PARTNERSHIP AND ACTIVITIES UNDERTAKEN IN 2016

3.1 PARTNERSHIP

3.1.1 APRM STRATEGIC PARTNERS

a. African Development Bank (AfDB)

The Bank has been involved in several country reviews recently, including the second-generation review of Uganda. In 2017, it confirmed its decision to support APRM projects through funding. In November 2017, the Bank commenced a process to assess the APRM for its financial management and procurement capacities. Funding to the amount of USD 3 million was endorsed by the Board of the AfDB in March 2018.

As a result of the expected funding from the AfDB, APRM will implement a number of agreed projects over the next three years, including, a Secretariat-led revision of the APRM Questionnaire and the establishment of the African Governance Hub. The AfDB also continues to play a major role in providing technical support to APRM.

b. United Nations Development Programme (UNDP)

The UNDP has provided technical support to the APRM since 2003 as a singular inclusive platform that convenes different actors from government, civil society and other sectors to look holistically at a country's status across these governance and development issues and agree on a way

forward. The UNDP carries out cooperation activities such as providing technical and advisory support, including unemployment of staff for country review missions as well as all other stages of the Peer Review Process and related activities. It also assists in programme implementation, joint strategic and operational planning, joint implementation of new mandates, institutional capacity development, and enhancing the participation of Civil Society Organizations (CSOs), the private sector and other APRM partners in review exercises and NPOA implementation.

The CEO and the Head of Partnerships have met with the incoming Director of the UNDP Regional Service Centre for Africa and a decision was taken for the replenishment of the Trust Fund which was previously administered by the UNDP.

c. United Nations Economic Commission for Africa (UNECA)

In the years under review, UNECA has been instrumental in supporting the revitalisation and renewal of APRM. It has provided support at each stage of the peer review process from Country Support Missions to the finalization of the Country Review Report and the implementation of the Programme of Action. In addition to the Country Support and Review Missions, UNECA provides extensive technical support to the APR process, the APR Secretariat and participating countries. In this regard and in the period under review UNECA seconded senior staff to the APRM continental structures in order to support the revitalisation of the organisation and its programmes. Several of the Support, Advance, Sensitisation and Regional Meetings have been funded and supported by UNECA. In 2018, UNECA co-hosted with APRM a Monitoring and Evaluation Workshop in Kigali for the APRM continental as well as the APRM national structures. Its support is also envisaged in terms of establishing an APR database of information on participating countries and as a follow-up mechanism providing periodic vital information on each country's progress in fulfilling its plan of action.

3.1.2 APRM NEW STRATEGIC PARTNERS

a. The African Capacity Building Foundation (ACBF)

ACBF supports the implementation of the APRM on key programmatic areas. It develops capacity for transformative leadership and to track, stop and return illicit financial flows. It also builds the capacity of the APRM countries and conducts policy research on root causes and development consequences of conflicts in Africa. The ACBF conducts case studies on gender equitable growth and development

in selected African countries. Other areas of the partnership include economic policy analysis and management, regional integration, trade capacity, gender and capacity building, information, communication and technology, knowledge management, statistics, governance, institutional building and monitoring and evaluation.

b. Mo Ibrahim Foundation

The CEO of the APRM Continental Secretariat, Professor Eddy Maloka, and the Executive Director of the Mo Ibrahim Foundation (MIF), Abdoulie Janneh, signed a Memorandum of Understanding (MOU) between the two organizations, thereby making the Mo Ibrahim Foundation, the third Strategic Partner of the APRM. In the period under review, the MIF has donated USD 50 million towards the APRM and the implementation of its projects.

c. Office of the Special Adviser on Africa (OSAA)

APRM Meeting with the Director of OSAA, Mr. David Mehdi Haman

On 22 June 2016, the Acting Director in the Office of the Special Adviser on Africa (OSAA), Mr. David Mehdi Haman, held a meeting with the senior staff of the APRM Secretariat during which he pledged commitment to the APRM and also discussed strengthening cooperation between the two institutions, especially regarding the APRM's contribution to the UN OSSA Report on 'Review of Commitments made towards Africa's Development and the APRM's participation in the 'Africa Week'. Moreover, the members noted the potential role that the APRM could play in monitoring Africa's progress on the SDGs, the 'UN Agenda 2030 for Sustainable Development' and the 'African Union's Agenda 2063'. UNOSAA also pledged to continue providing a platform for the APRM to mobilize resources for its activities.

The CEO and the Head of Partnerships have also met with Dr. Bience Gawanas, the recently appointed Special Adviser on Africa for the United Nations who also confirmed UNOSAA's commitment to support and work together with APRM in promoting governance in Africa.

Africa Week 2017

The APRM Continental Secretariat led by the CEO, Professor Eddy Maloka, Professor Khayal, Chairperson of the APR Panel of Eminent Person and Professor Fatma Karadja represented the APRM in the Africa week events at the United Nations from the 16th to 20th October 2017. Several bilateral meetings were organized with UN agencies where commitment to work and support the APRM was firmly expressed.

IV. PART ADMINISTRATION AND FINANCIAL REPORT

The Secretariat is mandated to provide secretarial, technical, coordinating and administrative support services for the implementation of the APRM. With the existing limited capacity, the Secretariat has managed to support the work of all APRM governance structures, namely APR Panel, Committee of APRM Focal Points and the APR Forum. In its attempts to enhance its capacity, the Secretariat expedited the implementation of corporate support services through the establishment of units such as Procurement, Human Resources, Finance and Information Technology. That initiative enabled the Secretariat to operate in its own capacity, independent of the Development Bank of Southern Africa, which had been hosting the Secretariat since its inception.

Integration of the APRM into the African Union

The APRM's integration into the AU "family" as an autonomous entity will further strengthen its role and impact, and contribute to the realization of Agenda 2063. As the Special Summit noted, "democracy, good governance and socio-economic transformation cannot be contracted to external parties, and this philosophy remains at the core of the APRM".

Table 5.1: Strategic Plan 2016-2020 Budget by Outcome

PRIORITIES	TOTAL BUDGET				
	2016	2017	2018	2019	2020
1. Shared Values Advocacy and Communication	\$1,386,000	\$1,626,000	\$1,006,000	\$656,000	\$606,000
2. Review and Implementation of the APRM Core Mandate	\$3.5 million (equivalent to approved budget for 2016)	\$4 million	\$4 million	\$4 million	\$4 million
3. Resource Mobilisation and Financial Management	\$330,000	\$180,000	\$180,000	\$180,000	\$180,000
4. Human Resource Capacity Development	\$2,085,392	\$3,924,424	\$4,690,042	\$5,585,659	\$6,257,373
5. Monitoring and Evaluation framework and systems development	\$70,000	\$260,000	\$50,000	\$50,000	\$50,000
6. Enhancement of Research and Development capacity and improvement of operational tools	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000
7. Improvement of coordination and harmonization between the APRM Secretariat and its national and regional structures, as well as with relevant AU organs, in the exercise of its mandate and programmes.	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
8. Integration of the APRM into the AU structures and processes as envisaged in the Malabo Summit Decision 2014, and launch the campaign for accelerated universal accession.	\$20,000	\$150,000	\$100,000	\$100,000	\$100,000
Annual Total	\$7,541,392	\$10,290,424	\$10,176,042	\$10,721,659	\$11,343,373
Overall Total:	\$50,072,890				

Staffing

The table below shows the staff complement of the APRM Continental Secretariat. There are 60 staff, including 1 volunteer, 1 intern, 4 seconded staff and 2 general staff members

Staff Category	Male	Female	Total
TOTAL	29	31	60



V. COUNTRY REVIEW MISSIONS FOR 2017

MISSIONS CONDUCTED

Notwithstanding the various challenges including financial, administrative and technical both at the country and continental levels, under the able leadership of the CEO, Professor Eddy Maloka, the Secretariat has fielded the following country missions during the period under review:



Country Review Mission of Liberia (4-20 April 2017): The mission was led by Hon Brigitte Mabandla, Vice Chairperson of the APR Panel in April 2017. The Country Review Report was immediately completed in preparation for peer review by the APR Forum in January 2018 (which was postponed).



Country Review Mission of Uganda (28 Oct.-13 Nov 2017): Uganda becomes the second APRM Member States to undertake its second review cycle after Kenya. Bishop Dinis Sengulane led a team of 20 African experts to Uganda. Strategic Partners ECA, UNDP, ACBF and AfDB also partook in the CRM. The draft CRR was finalized for discussion and validation. The Report was peer review by the APR Forum of January 2018.



Cote d'Ivoire: The Secretariat undertook support and follow up missions to Cote d'Ivoire which have helped the country to carry out its self-assessment review and complete the Country Self-Assessment Report. The CSAR is with the Cabinet for final validation. The country is ready to receive the Country Review Mission Team to prepare for its evaluation. It may be Peer Reviewed in January 2019.



Mozambique: The Lead Panellist Ambassador Mona Omar Attia led a mission to Mozambique on 5-6 October 2017 where she met President Filipe Nyusi who expressed keen interest to see his country peer reviewed by the APR Forum in June 2018. A roadmap has agreed upon to meet that deadline. Preparations are currently in place for the Country Review Mission Team to be deployed in the country in August 2018.



South Africa: The lead Panellist Bishop Dinis Sengulane was invited to Pretoria where he met the Focal Point of South Africa. They agreed on a roadmap leading to the second review mission of South Africa in 2018.



Egypt: The country hosted the APRM Regional Workshop for North Africa on 10–11 December back to back with the sensitisation workshop of national stakeholders on the 12 December 2017. This paved the way for subsequent missions (Support and CRM in 2018).

Advance, Support and Follow up Missions

- The Secretariat has undertaken Advance, Support and Follow up Missions to discuss with national authorities the status of the APRM process, help setting up national structures, and speed up the self-assessment process.
- These missions were organised to: Benin, Cote d'Ivoire, Mozambique, Uganda, South Africa, Tanzania, Niger, and Equatorial Guinea.

Public launch of Country Review Reports:

The Country Review Reports have been finalised and published. They await government readiness for official launch.



Kenya,



Djibouti,



Chad and



Senegal



DIREKTE DE HVALUP FADDE P...

ALAN'OLO... TIAN-JANAH...

MADE IN HAWAII

VI. 2017 IN REVIEW

APRM AND MO IBRAHIM STRENGTHEN PARTNERSHIP, 17 JANUARY 2017.

Following the designation of Mo Ibrahim Foundation as the APRM Strategic Partner by the 25th APR Forum, Mr. Abdoulie Janneh, Executive Director, Liaison with Governments and Institutions in Africa and Mrs. Nathalie Delapalme, Executive Director, Research and Policy of Mo Ibrahim, paid a two-day working visit to the APRM Continental Secretariat in Johannesburg, South Africa. The Mission, which was from 16-17 January 2017 discussed and agreed on the areas of collaboration between the two organisations and to inform the Memorandum of Understanding (MoU)

ANOTHER SUCCESSFUL SUMMIT FOR THE APRM, 28 JANUARY 2017.

The APRM held an eventful 26th Summit of Heads of State and Government Participating in the African Peer Review Mechanism [APR Forum] on 28 January 2017 in Addis Ababa, Ethiopia. The Forum witnessed (four) 4 Peer Reviews and the accession of its 36th Member Country, the Republic of Namibia.

APRM ON THE VERGE OF TRANSFORMATION: THE AU ASSEMBLY DECISION TO EXPAND THE APRM MANDATE, 30-31 JANUARY 2017.

At its 28th Summit held in Addis Ababa, Ethiopia, on 30 - 31 January 2017, the African Union Assembly of Heads of State and Government decided to extend the mandate of the APRM to include tracking of the implementation and oversee monitoring and evaluation of the continent's key governance areas.

NATURAL RESOURCES NOT A CURSE FOR AFRICA RATHER A CONDUIT FOR GOOD GOVERNANCE, 7- 8 FEBRUARY 2017.

APRM partnered with International IDEA (The Institute for Democracy and Electoral Assistance) and ACBF (The Africa Capacity Building Foundation) on the High Level Dialogue On "Political Parties and Natural Resource Governance: Building Capacity for a Development Approach". The two-

day high level dialogue took place on the margins of the Investing in African Mining Indaba which is hosted yearly in Cape Town, South Africa.

THE GAMBIA TO JOIN THE APRM FAMILY, 24 FEBRUARY 2017.

The Gambia expressed interest to accede to the APRM. President of the Gambia, H.E Adama Barrow, made the announcement that his country is ready to join the Mechanism during a meeting with the APRM delegation to the country.

THE APRM held its First ANNUAL METHODOLOGY FORUM, 6 – 8 MARCH 2017

On 29th January 2016, the APR Forum of Heads of State and Government held a special summit on the APRM revitalization in Addis Ababa which identified six priority areas. Amongst these were i) Revisiting the philosophy of the APRM; ii) Revisiting the review of the APRM methodology iii) Ensuring compliance with APRM principles. In 2017 the AUC Assembly decision on the revitalization of the APRM Assembly/AU/Draft/Dec. 10 [XXVIII] stipulated that the APRM be i) repositioned as a monitoring and evaluation body for the African Union Agenda 2063 and SGD 2030; ii) Widen its approach from its approach to capture local, home-grown and indigenous knowledge embedded in the African Culture and iii) refocus the APRM instruments as innovative tools for sharing best practices regionally and globally.

Furthermore, the AU Assembly decision APRM Assembly/AU/Draft/Dec. 10 [XXVIII] Rev. 1, expanded the mandate of the APRM, stipulating that the APRM be strengthened to track implementation and oversee monitoring and evaluation in key governance areas of the Continent. Both decisions have had profound implications on the APRM Methodology.

It is against this background that the APRM Annual Methodology Forum was established as a permanent flagship platform through which these decisions and their implications are rationalized. This platform developed the APRM Governance Self-Assessment Toolkit, which is the instructive guide of the various institutional and organizational frameworks, which consolidates the

characters, business processes, bureaucracy, diplomatic consideration, rules of engagement and standards necessary for the effective delivery of the APRM mandate. It is aimed that the Methodology Forum also examine this instructive guide on an annual basis.

The APRM held its 1st Annual Methodology Forum from the 7th to 8th March 2017 and hosted an audience of the Technical Experts and the APRM Community consisting of the Panel of Eminent Persons, APRM Focal Points, The National APRM Structure Councils, Strategic Partners and APRM Continental Secretariat. The objective of the Annual Methodology Forum is to continually review, enrich, enhance the APRM Methodology and related processes for improved mission delivery.

THE APRM CELEBRATING ANOTHER CRITICAL MILESTONE: 14TH ANNIVERSARY, 9 MARCH 2017.

The APRM 14th Anniversary Commemorative event in Johannesburg, South Africa was dedicated to celebrate APRM's 14 years of shaping good governance, promoting and maintaining sustainable development as well as advancing transformative leadership in the Continent.

The celebratory event which was attended by APRM Focal Points, Members of the National Governing Council, the Diplomatic Corps, business people and students, was accompanied by panel discussions on "APRM's Founding Ideas and their Relevance Today".

APRM LIBERIA COUNTRY REVIEW MISSION KICK OFF MEETING, 6 APRIL 2017.

President of the Republic of Liberia, Her Excellency Ellen Johnson Sirleaf, officially launched the APRM Country Review in Liberia in an address to the Country Review Mission team. The Country Review Mission led by the Vice-Chairperson of the APRM panel and Lead Panelist for Liberia, Hon. Brigitte Mabandla, at the Minister of Foreign Affairs. The Liberia Country Review Process kicked off with a two-day in-country planning and induction meeting, held in the Liberian Capital Town, Monrovia. On 11 April 2017 the former President Ellen Johnson Sirleaf, officially launched the Republic of Liberia Country Review. The Country Review Report of Liberia will be published once the country has finalised the new government's inputs on the National Plan of Action.

NIGER COUNTRY ENGAGEMENT MISSION REPORT, 10 MAY 2017.

APRM delegation comprising of Prof Eddy Maloka, Ms Mary Agbeba-Izobo and the Permanent Secretary of APRM National Secretariat in Senegal, Mr Abdou-Karim Lo paid a

courtesy visit to the Office of the Focal Point in Niger, Mme Hadizatou Ousseini to discuss Niger's Country Review Process and the advance support mission.

APRM AT THE 60TH ORDINARY SESSION OF THE AFRICAN COMMISSION ON HUMAN AND PEOPLES' RIGHTS, 8 MAY 2017.

The 60th Ordinary Session of the African Commission on Human and Peoples' Rights commenced on the 8th of May 2017 in Niamey, Niger. The session took place from the 8th to 22nd May, 2017. The APRM at the Session was represented by the Vice Chairperson of the APRM Panel of Eminent Persons, Hon Brigitte Mabandla, the CEO of the APRM Continental Secretariat, Prof Eddy Maloka, and the APRM Legal Officer, Ms Mary Agbeba-Izobo.

UGANDA LAUNCHES SECOND-ROUND APRM COUNTRY REVIEW PROCESS, 16 JUNE 2017.

The Government of Uganda successfully launched the second-round Country Review Process within the framework of the African Peer Review Mechanism (APRM), only the second country to do so after Kenya.

PARTNERSHIP MEETING WITH AFRICA INSIGHT ON THE AFRICA GOVERNANCE DIALOGUE, 11 MAY 2017

APRM and Africa Insights, a regional Think Tank, held discussions on advancing the agenda agreed upon, under the recently signed Memorandum of Agreement.

LESOTHO TO BE BACK ON BOARD: REVITALISATION MEETING BETWEEN APRM AND LESOTHO DELEGATION, 19 JUNE 2017.

APRM held a meeting with a delegation from the Kingdom of Lesotho led by Mr. Thabang Polycarp Lekhela – Acting Permanent Secretary in the Ministry of Foreign Affairs and International Relations. The discussions centred on revitalising the APRM Process in the Kingdom of Lesotho, re-establishing and re-energising the APRM National structures.

BENIN POISED FOR SECOND CYCLE REVIEW IN 2018, 21 JUNE 2017.

The APRM Secretariat CEO, Prof. Edward Maloka, paid a courtesy visit to the Focal Point of Benin and Minister of Foreign Affairs and Cooperation, Excellence Aurelien Agbenonci. Professor Maloka stressed further that his aim in Benin was not only to introduce himself and engage with the national authorities and the APRM structures on the review process in the country but also to discuss the programming of Benin's National Programme of Action (NPOA) Implementation Progress Report for the next Forum of Heads of State and Government in January 2018.

APRM CEO SIGNS MOU WITH THE MO IBRAHIM FOUNDATION, 4 JULY 2017.

Prof. Eddy Maloka, CEO of APRM Continental Secretariat and Abdoulie Janneh, Executive Director of the Mo Ibrahim Foundation (MIF), sign Memorandum of Understanding (MOU) between the two organisations, in presence of APRM Chief of Staff, Mr Ferdinand Katendeko; thereby making the Mo Ibrahim Foundation, the third Strategic Partner to sign the MOU. It is to be recalled that the APRM has already signed MoUs with two of its other Strategic Partners, namely the African Capacity Building Foundation (ACBF) and the United Nations Economic Commission for Africa (UNECA).

THE GOVERNMENT OF TANZANIA OFFICIALLY LAUNCHED THE CRR OF TANZANIA IN DAR ES SALAM ON 19 JULY.

This ceremony was attended by Hon Brigitte Mabandla representing the APR Panel of Eminent Persons.

HARMONISATION OF THE NPoA with NDP

In partnership with ECA, the Secretariat organised a training workshop on the harmonisation of APRM NPOA with NDP for government officials from Zanzibar in August 2017.

AGA AND APRM ON INCREASING YOUTH PARTICIPATION IN AFRICAN GOVERNANCE

Arusha, 30th August 2017- A 3-day East and Southern Africa Regional consultative meeting was organised by the Africa Governance Architecture (AGA) under the theme "Enhancing Young People's Meaningful Participation in Electoral Processes in Africa". The meetings were held at the East African Community Headquarters (EAC) in Arusha from Monday, 28th August to Wednesday 30th August 2017. The meeting was aimed at discussing electoral participation in Africa with emphasis on trends, challenges and prospects for improving youth participation in electoral process

AFRICA NEW YORK WEEK

The APRM Secretariat led by the CEO and some members of the Panel (Prof Khayal, Chairperson, Prof Fatma Karadja) represented the APRM in the Africa week events at the UN 16-20 Oct 2017. Several bilateral meetings were organized with UN agencies where commitment to work and support the APRM was firmly expressed.

THE 61ST ORDINARY SESSION OF THE AFRICAN COMMISSION ON HUMAN AND PEOPLES' RIGHTS (ACHPR)

The 61st Ordinary Session of the African Commission on Human and Peoples' Rights commenced on the 1st of November 2017 in Banjul, Gambia, and ended on the 15 of November 2017. The APRM at the Session was represented by the former Vice Chairperson of the APRM Panel of Eminent Persons, Hon Brigitte Mabandla and the Legal

Officer, Ms Mary Agbebaku-Izobo. Hon. Brigitte Mabandla made a statement before the ACHPR, where she emphasized that the APRM review process creates an avenue for citizens' participation and partnership with the ACHPR and other continental human rights and governance institutions.

LEAD PANEL MEMBER, AMBASSADOR. MONA OMAR ATTIA MEETS PRESIDENT FILIPE NYUSI ON APRM PROCESS IN MOZAMBIQUE.

On invitation of the Republic of Mozambique, the country's lead Panel member, Amb. Mona Omar Attia met President Filipe Nyusi in Maputo, Mozambique on 5th October 2017. The Panel member was held in presence of the chairperson of the National APRM Forum, Lourenco do Rosario and Mr Ferdinand Katendeko from the APRM Continental Secretariat. The President of the Republic of Mozambique informed the APRM Secretariat that Mozambique was ready to host a second Review Mission in 2018, after having successfully implemented its National Programme of Action. He said that Mozambique was prepared to show its people and Africa its achievement as a nation since the first review in 2009.

ETHIOPIA PAVED THE WAY FOR ITS SECOND REVIEW

September, 2017- A Consultative Meeting hosted at the Embassy of the Federal Democratic Republic of Ethiopia between the Deputy Ambassador, Mr. Berhanu; the Embassy Counsellor and the APRM Secretariat Members was held in Pretoria, South Africa. The prime objective of the meeting was to re-engage and encourage the government of Ethiopia to re-establish and revitalize the APRM national structures and participate in the Mechanism. On behalf of the Ambassador, the Deputy Ambassador acknowledged the necessity to re-establish the national structures and assured that the Ambassador of Ethiopia in South Africa will be briefed on the revitalization of the APRM in Ethiopia. He also assured that the Embassy will play an intermediary role between the Continental Secretariat and the government of Ethiopia, to ensure that the process is re-engaged in the Country.

APRM – SADC COLLABORATION ON GOVERNANCE IN SOUTHERN AFRICA

Gaborone, Botswana. 1st November 2017- The APRM Continental Secretariat held meetings with the SADC Secretariat to discuss inter-agency collaboration between the two institutions. During an introductory meeting held in inception of the collaboration, Mr Mubita Luwabelwa, Director of the Policy, Planning and Resource Mobilization (PPRM) Directorate at SADC, warmly welcomed the APRM team which was led by Mr McBride Nkhalamba, the Head of the Thematic Research and Coordination Division,

accompanied by Ms Karabo Chadzingwa, a Junior Researcher at the APRM. The two institutions agreed on broad potential areas of collaboration, and the need for a long-term formal agreement to guide the partnership. McBride Nkhalamba, highlighted that the meetings between the two Secretariats were commissioned by the heads of the two Institutions, the APRM Chief Executive Officer, Prof. Eddy Maloka and the SADC Executive Secretary, Dr Stergomena Tax, on the sidelines of the SADC Summit in August 2017.

ISLAND OF COMOROS EXPRESSED ITS INTENTIONS TO ACCEDE TO THE APRM IN 2018

The Comoros Islands are set to commence the process of APRM accession in 2018. Having expressed its will to improve its governance, together with the Gambia, it will accede to APRM in 2018. The government of Comoros and the delegation of APRM held a preliminary meeting to initiate discussions to welcome the Comoros Islands as the next country to join the mechanism.

EXPERT GROUP MEETING: THE CONTINENTAL MONITORING, EVALUATION AND REPORTING SYSTEM MEETING REPORT HELD IN DJIBOUTI

Djibouti, 1 November 2017- In the spirit of solidifying APRM's position to drive governance agenda in Africa, specifically in the implementation of the extended mandate of the APRM on the monitoring and evaluation of AU Agenda 2063 and the SDG 2030, a two-day expert group meeting was held in Djibouti on the 30th and 31st of October 2017. The meeting was to validate the report on "The APRM Continental Monitoring, Evaluation and Reporting System", a joint initiative of the APRM and the UNECA. The primary objective of the meeting was to bring together leading experts and representatives of APRM member states in the field of governance, monitoring and evaluation to consider, review and validate the draft report of the APRM Continental Monitoring, Evaluation and Reporting System in terms of approach, structure and content. It was also to provide recommendations to the APRM on how best to improve the quality of the draft report and enhance the practicability of the proposed recommendations and action points.

The validation meeting was attended by experts from the UNECA, APRM Continental Secretariat, the APRM National Governing Councils (NGCs), the APRM National Secretariats, NEPAD, African Union Commission, Regional Economic Communities, National Statistical Bodies, SAIIA, AGI, IGAD and other independent experts.

ETHIC POLICIES REVIEW PREPARATORY MEETING

Midrand, 18 November 2017- The African Peer Review Mechanism (APRM) participated in the Preparatory Meeting for the Review of African Union (AU) Ethics Policies at the Pan African Parliament, Midrand, South Africa from the 13th to the 18th November 2017. The APRM was represented by Mr Ferdinand Katendeko, Chief of Staff; Ms Janet Mabwa, Head of Corporate Services; Ms Gaone Masire, Head of Human Resources, Ms Mary Agbebaku-Izobo, Legal Officer and Mr Abubakr Siddig, ICT Assistant.

The objective of the Preparatory Meeting was to review AU Ethic's policies. The policies are to provide a moral compass in the AU leadership as well as staff members in the delivery of individual responsibilities. In addition, these key policies are to enable Staff Members, Elected Officials and Stakeholders of the AU to work in a professional manner; obtain the highest level of integrity, respectfulness of diversity; being inclusive in decision making; ensure transparency and accountability; promote fiscal propriety and responsibility as well as good governance in the delivery of services of the Union, all of which is to serve the best interests of the Union.

SECOND COUNTRY REVIEW PROCESS OF THE REPUBLIC OF UGANDA

Kampala – November 1, 2017: The Prime Minister of Uganda, His Excellency Dr. Ruhakana Rugunda, launched Uganda's second country review exercise under the auspices of the African Peer Review Mechanism (APRM) this morning at his Office in Kampala.

The launch took place in the presence of Bishop Dinis Sengulane, member of the APRM Panel of Eminent Persons and lead panelist for Uganda, who arrived in the country on 28 November 2017 leading a team of about 20 leading experts from over ten African countries as well as four of the five APRM Strategic Partners – the United Nations Economic Commission for Africa (UNECA), the United Nations Development Programme (UNDP), the African Development Bank (AfDB), and the African Capacity Building Foundation (ACBF). Also present at the launch was the CEO of the APRM Continental Secretariat, Prof. Eddy Maloka.

The Prime Minister warmly welcomed Bishop and his team, emphasised Uganda's pioneering role in the APRM not only by being one of a small number of founding members but also the 7th country to undergo the first review and only the second country – next only to Kenya – to undertake the

second-generation review. In order to validate the Country Self-Assessment Report and facilitate broader consultations, the Uganda Country Review Mission team has travelled inland to the Northern, Western, Central and Eastern regions.

UNECA AND APRM ANNUAL CONSULTATIVE MEETING

Midrand, 06 November 2017- Prof Eddy Maloka, CEO of the APRM together with some senior members of the Secretariat met with Dr Abdalla Hamdok, UNECA Deputy Executive Secretary and Chief Economist accompanied by Ms Hodane Youssef, at the Continental Secretariat.

The consultative meeting began with Dr Hamdok highlighting the partnership and long-standing relationship between the two organizations, and reaffirming UNECA support to APRM. He stated that the APRM is committed to supporting the mechanism on a continental level and beyond. The head of institutions focused their remarks on strategic priorities such as APRM as a conflict prevention tool; election and violence; Alignment of APRM, SDGs and Agenda 2063 M&E Frameworks.

GOVERNANCE: AFRICAN PEER REVIEW MECHANISM (APRM) CRUCIAL FOR SDG IMPLEMENTATION IN AFRICA

10 December 2017 In a two-day workshop held in Cairo (Egypt) for North African countries under the theme "Promoting a people centered and peaceful Africa: the role

of the African Peer Review Mechanism", the ECA Capacity Development Division (CDD), the Continental Secretariat of the African Peer Review Mechanism (APRM) and the APRM Focal Point for Egypt stressed the growing importance of this mechanism for the strengthening of governance in Africa.

In addition to North African countries, APRM countries including Chad, Côte d'Ivoire, Djibouti and Equatorial Guinea have shared their experiences. Both The Gambia and Somalia also attended with a view to possibly joining the mechanism.

JOINT RETREAT OF THE APR PANEL, STEERING COMMITTEE OF FOCAL POINTS AND STRATEGIC PARTNERS

The APR Panel of Eminent Persons, the Steering Committee and the APRM Strategic Partners held a retreat meeting at the Capital Hotel Menlyn Maine in Pretoria, South Africa on 2 December 2017.





VII. FIRST ANNUAL METHODOLOGY FORUM - 2017

The APRM Annual Methodology Forum was established as a permanent platform through which the decisions and their implications can be rationalized. The decision was taken on 29th January 2016, at a Special Summit on APRM revitalization in Addis Ababa by the APRM Heads of State and Government. Its objective is to constantly review and enrich the APRM Methodology and related processes for improved mission delivery. The very first forum was held from 7 to 8 March 2017 at the APRM Continental Secretariat. Its expected outcomes were to enhance understanding of the APRM Methodology and its application, to formulate a revised, cost-effective and cost-efficient APRM process and establish an Integrated Stakeholder and Partnerships Framework for APRM Missions, incorporating AGA and APSA frameworks.

ELECTRONIC QUESTIONNAIRE

The APRM Review process moved away from the traditional review process to a much more refined and customized second-generation review and to enhance the efficiency there was a need to automate the current assessment process to address some of the challenges associated with the manual process. The move was part of the much needed APRM digitisation goals and President Uhuru Kenyatta goals of conducting short and cost-effective Country Reviews.

The manual method of conducting country self-assessment, which had been in existence for a decade is cumbersome, prone to human error, time consuming and resource intensive [requires human capital and financial resources]. This manual system posed significant challenges, as Country Review Teams should prepare customized questions mainly for pre- mission analysis, survey and post review mission.

The electronic questionnaire and polling system is aimed improving the way second- generation review questions are prepared, conducted and scaled in accordance to the APRM standards.

The main objective of the electronic questionnaire is to simplify the country preliminary analysis and post-review assessment process. In addition, the system contributes towards effective monitoring, reporting and evaluation through measurement of indicators for proactive decision making and reporting to increase efficiency in the self-assessment process and improve quality of peer review process in its entirety. The improved electronic questionnaire has the customised capability of conducting Household surveys, Group discussions, SMS campaigns, Real time access through a variety of smart devices and offline capturing for remote areas and many more functions that facilitate wider and more representative consultations.

EXPANDED MANDATE GRANTED BY THE ASSEMBLY DECISION - JANUARY 2017

It was on the recommendation of H.E. Paul Kagame, President of Rwanda, that the African Union Assembly of Heads of State and Government decided that the African Peer Review Mechanism “be strengthened to track implementation and oversee monitoring and evaluation in key governance areas on the continent”. Furthermore, the Assembly emphasised that “the APRM take necessary steps towards the attainment of this goal.”

Following this decision, the APRM held a brainstorming workshop, in conjunction with the South African Institute of International Affairs (SAIIA), for governance experts on operationalising the extended mandate on 10 August 2017 Johannesburg. After the workshop, the interpretation of the extended mandate was prepared and is now scheduled to be published and tabled at the coming meeting in Mauritania, to be held in June 2018.



VIII. 2017 ACHIEVEMENTS

INTRODUCTION

The goal of the APRM is to promote good governance in Africa by encouraging Member States to adopt policies and practices that can lead to political stability, strong and inclusive economic growth, sustainable development and accelerated sub-regional and continental integration. APRM facilitates good governance by promoting adherence to norms of conduct contained in the African Charter on Democracy, Elections and Governance (ACDEG).

As of November 2017, 36 Member States of the African Union participate in the Mechanism. Four countries were peer reviewed in a row in January 2017, with the first second-generation review of Kenya. As a result, 20 of the 36 members have been reviewed. Gambia and the Comoros are set to accede in January 2018, with Uganda to become the second country to be peer-reviewed for the second time at the same meeting, along with first reviews of Sudan and Liberia.

At the twenty-eighth African Union Assembly of Heads of State and Government in January 2017, the AU adopted the Kagame reforms including extending the mandate of the Mechanism to include tracking of the implementation and monitoring and evaluation of the continent's key governance areas, specifically Agenda 2063 and the 2030 Agenda for Sustainable Development. Such developments have further solidified the Mechanism's position to drive the governance agenda in Africa, and have restored confidence in the value and credibility of this good governance program of the African Union.

The Heads of State emphasised the prominence of the mandate of the APRM as a continental governance tracking mechanism. This role entails the following:

- Incorporating various governance reports from the African Governance Architecture platform and other AU Organs in the annual AU Governance Report highlighting the four thematic areas covered by APRM;

- Providing country-specific governance briefings currently being developed to be domiciled at the APRM; and
- Providing access to scientifically credible and politically legitimate knowledge products on the four thematic areas covered by APRM. A knowledge hub is currently being established and will include a broad variety of electronic policy papers, research and other AU institutional documents.

Achievements in 2017

The APRM's revitalization programme entered its second year in 2017, following the successful adoption of the Strategic Plan for 2016-2020 as well as the Statute of the APRM at the 25th Summit of the APR Forum held in August 2016 in Nairobi Kenya. The Strategic Plan is based on a three-pronged revitalisation programme for restoration, reinvigoration and renewal of the APRM which aims to consolidate the gains from fourteen years of APRM reviews, draws inspiration from the original vision and mission, values and guiding principles of the APRM and takes into account important continental objectives including the AU Shared Values and Agenda 2063, as well as the UN 2030 SDGs. The Year 2018 is the second full year of work to be completed under the 2016-2020 Strategic Plan, and marks the beginning of the renewal phase, showcasing the work of a new and strengthened Mechanism.

The APRM is well along in its renewal phase. In March 2017, the Mechanism held its first Experts meeting and a methodology workshop on a new toolkit. Other highlights include the review mission to Liberia in April 2017, and second review mission to Uganda in November 2017; the publication of a newsletter, the Governance Link; Success in resource mobilization and capacity building including new projects for 2018 with the AfDB, the EU under the AU-EU partnership; the UN including the Office of the SG and DESA; the OECD; Turkey and South-South cooperation amongst others. Table I is a summary of the highlights in 2017.

Table I: APRM Achievements with the High-Level Targets for 2017

High Level Targets	Implementation Status as at 1 December 2017
1. 6-7 Cost-effective reviews in 2017 that are shorter and better coordinated;	<ul style="list-style-type: none"> • Four countries peer reviewed on 29 January 2017: Djibouti, Chad, Senegal and Kenya (Second Review) • Review missions to Liberia (April) and Uganda (November) completed. for peer review together with Sudan in January 2018. Review mission to Cote d'Ivoire planned for early 2018
2. Establishing and/or strengthening APRM national structures for follow up and implementation of NPOAs.	<ul style="list-style-type: none"> • NGC meeting convened and optimally functional • 2 Harmonisation workshop of NPOA into National Development Plans completed- Tanzania and Djibouti
3. Sharpening APRM tools and governance research, as well as improving knowledge products	<ul style="list-style-type: none"> • Experts meeting (March 2017) • Sensitization/Validation Workshop for APRM Member States on a new APRM Toolkit (March 2017) • Workshop on Bottlenecks (Rwanda August 2017) • Workshop on Expanded Mandate (Joburg August 2017) • Workshop on best practices and experience sharing (Uganda Aug 2017) • Policy Dialogues on linkages between APRM reviews, AGA, Agenda 2063 and SDGs (1 of 2 in 2017) • Africa Week 2017 at UN (Oct 2017)
4. Deepening Peer learning and sharing	<ul style="list-style-type: none"> • Experts meeting and methodology workshop convened
5. Resource mobilization	<ul style="list-style-type: none"> • Strategic Plan Budget for 2017 of \$10.29 million • MS contributions in 2017 so far: approx. 2.2 million (Nov 2017) excluding strategic and development partners projects
6. Strengthening the capacity of the Continental Secretariat	<ul style="list-style-type: none"> • January 2016: 13 staff including 2 divisional heads • December 2017: 15-20 additional staff including interns and
7. Accelerating the drive towards Universal Accession to APRM by AU States	<ul style="list-style-type: none"> • Namibia joined in January 2017 to take Member States number to 36. The Gambia and Comoros to accede in January 2018

IX – ACHIEVEMENT ON THE COUNTRY REVIEWED IN 2016-2017

Author: Dr Rachel Mukamunana, Head of Country Review Coordination Division, APRM Continental Secretariat

INTRODUCTION

The African Peer Review Mechanism (APRM), Africa's pioneering self-monitoring system for promoting good governance is arguably the most comprehensive governance evaluation tool. Despite the loss of momentum of the mechanism in some countries over the preceding four years, the new leadership has embarked on a revitalization process which is yielding tremendous outcome during the years 2016 and 2017. This brief will focus on review missions that were carried out in four countries in 2016, namely Djibouti, Chad, Senegal and Kenya.

APRM REVIEW PROCESS

The country review process entails periodic reviews of the policies and practices of participating states to ascertain progress being made towards achieving mutually agreed goals and compliance with agreed political, economic and corporate governance values, codes and standards as outlined in the Declaration on Democracy, Political, Economic and Corporate Governance. The review process involves two interlinked processes: 1) the country self-assessment under the leadership of a National Governing Council that ensures the objectivity of the process; 2) the external review by a team of African experts in the areas of APRM assessment and led by the APRM Panel of Eminent Persons appointed by the Forum of Heads of State and Government.

The peer review process consists of five consecutive stages. Stage one is generally considered as a preparatory stage both at the APRM secretariat and at national levels. Activities at this stage include, establishing the requisite national structures to lead the review process in an objective manner, as well as organising sensitisation missions to ensure that the citizens are aware and fully participate in the review process. Stage two is the Country Review Mission which involves the country visit of an external review team of experts and meetings with all key stakeholders to assess the governance in all the four thematic areas of the APRM that is Democracy and Political Governance, Economic Governance and Management, Corporate Governance and Socio-economic development. Stage three is the drafting of the review report following nationwide inclusive consultations with stakeholders.

The Fourth Stage begins when the Review Team's report and the final Programme of Action are submitted to the Forum of Heads of State and Government for peer review and peer sharing. Stage Five completes the cycle of the APRM process. At this stage, the report is formally and publicly tabled in key AU organs and regional and sub-regional structures to which the country belongs.

KEY HIGHLIGHTS OF FOUR PEER-REVIEWED REPORTS

The African Peer Review Mechanism has undergone a massive revitalization which brought a resurgence of interest and commitment to the APRM in member States. In 2016, the APRM undertook a number of missions which culminated in the production of four (4) country Review reports, namely Djibouti, Chad and Senegal (Base Review) and Kenya (Second generation review).

Djibouti: the Djibouti review was conducted under the leadership of Honourable Mr Joseph Tsang Mang Kin, from 5 to 19 August 2015. Located in the horn of the African continent, Djibouti a country of about 900,000 population and 1.3 billion USD, aspires to be the "Beacon of the Red Sea" and 'the trade and logistical hub of Africa'. However, poverty and social inequalities with high unemployment rates (at almost 50 per cent) are critical challenges facing the country. Other critical issues relate to high concentration of power and the pre-eminence of the executive power over the judiciary and the parliament. Nevertheless, peace is entrenched in the values and traditions of the population. Significantly, Djibouti has recorded relatively high economic growth (above 5 per cent for several years) offering the country an opportunity to address its most pressing challenges.

Chad: the review was conducted from 4 to 23 March 2016, under the leadership of Honourable Mr Joseph Tsang Mang Kin, a member of the APRM Panel of Eminent Persons. With a population estimated at 12 million, this oil rich country has an estimated GDP of 13.9 billion USD in 2014. The key development challenges unveiled by the Review include, among others, high levels of poverty with limited access to basic services; the slow pace of decentralization which hampers meaningful public participation; an electoral system

that needs to be strengthened; corruption which stifles the emergence of a vibrant private sector. Heavily dependent on oil, the Chadian economy continues to be hit by worldwide drops in oil prices. Security threats posed by Islamic extremist movements in the region such as Boko Haram weigh heavily on the public purse as the government increases its military expenditures to stabilise the country and the Sahel region. Despite these challenges, the Report noted the commitment of the authorities to good governance, notably the undertaking of various reforms regarding the promotion and protection of political and civil rights, the promotion of sound public financial management as well as the development of the private sector.

Senegal: the review of Senegal was led by Dr. Mustapha MEKIDECHE, Chairperson of the APRM Panel of Eminent Persons from 11 to 27 April 2016. Situated on Africa west coast, Senegal has a population estimated at 15 million, and a GDP of 15.3 billion USD in 2014. Like in many other African countries, high levels of poverty (46.7%); considerable geographical, resource and public service imbalances between Dakar, the capital and the rest of the country and lack of economic diversification remain the key challenges. The review report commended peace and political stability observed in Senegal since independence. The country has never experienced coups d'état. In that regard, Senegal is an inspiring example of political stability not only in the sub-region but also for the entire continent. The review also highlighted other best practices including, the promotion of democracy and human rights; the improvement in the financial situation of the country through the reduction of public debt deficit; the increase in foreign direct investments (FDI) and improvement in the business environment, positioning the country among the top 10 African countries in "Doing business".

Kenya: Kenya is one of the pioneer APRM member state to undertake a second-generation review after its base review in 2006. The Country Review Team, led by Professor Al Amin Abumanga, visited Kenya from 24 October to 12 November 2016. Since its base review, the country has made significant progress in strengthening democracy and political governance, economic governance and management as well as socioeconomic development. The Constitution of 2010 hailed as one of the best milestones in the country democratic progression, has brought a stronger legal and institutional basis for democracy and good governance.

Notwithstanding commendable progress, the review identified some challenges that have to be tackled head on. They include corruption and lack of accountability, negative ethnicity in

politics and need for diversity management for national unity; historical patterns of marginalisation, poverty and growing inequalities and unemployment especially among the youth, as well as challenges of national security and terrorism.

The report identified numerous best practices for peer learning and sharing, including among others, the achievement of an exceptional decentralisation of public service delivery, through the devolution system and establishment of Huduma centres; high tax revenue generation; and advances in ICT such as the worldwide celebrated M-pesa platform.

OTHER APRM REVIEW ACTIVITIES

In addition to the abovementioned four review reports which were peer reviewed in January 2017 by the Forum of Heads of State and Government, the APRM has undertaken numerous missions to support countries revitalise the APRM process and embark on their governance self-assessment and reviews.

In 2017, Liberia successfully completed its review and the review report is ready to be tabled before the APR Forum. Similarly, in October, the Government of Uganda successfully launched the second-round Country Review Process, and became the second country to do so after Kenya.

HARMONISATION OF APRM NATIONAL PROGRAM OF ACTION (NPOA) INTO NATIONAL DEVELOPMENT PLANS (NDP)

With the support of the UN Economic Commission for Africa (ECA), the APRM has organised a series of workshops in member states that have completed the review in order to harmonise the APRM National Programme of Action (NPOA) with existing development plans such as the NDP and medium expenditure framework (MTEF). These efforts are aimed at facilitating the implementation of the NPOA, avoid duplication and ease tracking of the APRM governance activities for reporting to the APR Forum. In this regard, the United Republic of Tanzania hosted a two day workshop from 24-25 August 2017 to ensure the harmonisation of the APRM NPoA with the National Development Plan.

X. APRM REGIONAL WORKSHOPS' ARTICLE

Author: Germain Tshinu, Research Assistant, Country Review Unit, APRM Secretariat

1. INTRODUCTION

The African Peer Review Mechanism (APRM) in partnership with the United Nations Economic Commission for Africa (UNECA) held a North African Regional Workshop in Cairo, Egypt from 10-11 December 2017. The workshop was attended by the APRM staff members ECA staff members and different APRM participating member states from the region and other regions of the continent. APRM member states were represented by the Arab Republic of Egypt (host country), Sudan, Chad, Cote d'Ivoire, Djibouti, Senegal, Equatorial Guinea and Namibia. APRM non-member states were also invited to learn about the APRM process. Gambia is one of those countries which subsequently showed interest to join the APRM in early 2018. This article summarises the rationale, objectives of the APRM Regional Workshop and outcomes.

2. RATIONALE AND OBJECTIVE FOR THE APRM REGIONAL WORKSHOPS

Fourteen years after its establishment, the APRM has many successes at all levels. They are national, regional and local. The Mechanism has opened and expanded the political space for democratic debates within its member countries. More importantly, the mechanism has brought the issue of good governance at the top of the political agendas of its Member States. However, the institution recognizes more and more that it is suffering from a deficit of instant notoriety and image among Africans on the continent and the Diaspora for whom it claims to work for.

Furthermore, the formula of a regional workshop that gathers at the same time Member States and a Regional Economic Community, in the present case, UMA and the entire North African region, was chosen to engage all stakeholders on the theme: "Promoting People-Centred and Peaceful Africa: The Role of the African Peer Review Mechanism". Non APRM Member States from the region

and other regions of the continent were also invited in view of encouraging them to adhere to the mechanism. In brief, the workshop aimed at:

- Promoting and improving positive and dynamic interactions between Member countries in a framework of a collective peer learning on the APRM.
- Convincing countries that are already members of the Mechanism to learn from each other in order to raise concerns and to clearly see the benefits related to their possible reengagement in the APRM process.
- Inviting AU's Member States which have not yet acceded to the APRM, here four in all to join the group as observers, so that they can benefit from their presence during the North Africa Regional Workshop to learn about the APRM mandate, guiding principles, strengths and challenges and the APRM process. This may accelerate their decisions on the accession to the Mechanism.
- Enhancing the role of RECs, such as UMA, to contribute and benefit from the mechanism

3. CONCLUSION

The spirit of the regional workshop was to gather Member States from the North African Region, APRM Member States and Non-Member States in order to allow interactive dialogue on issues pertaining to the theme: "Promoting People-Centred and Peaceful Africa: The Role of the African Peer Review Mechanism". Non APRM Member States such as the Gambia took place in the workshop and joined the institution as its 37 member-state in early 2018. Several topics of great importance were discussed during the workshop and it is believed that countries departed with abundant knowledge on how to implement the recommendations of the workshop in their respective countries. Were also invited in view of encouraging them to adhere to the mechanism.







PUBLIC REVIEW
APRM

NO SMOKING

XI. THE NGC CONTINENTAL ADVISORY COMMITTEE

AN INDISPENSABLE INSTRUMENT FOR APRM REVITALIZATION

The National Governing Council is the supervisory organ for APRM implementation in States. It also provides policy implementation guidelines, and ensures the professionalism, credibility and independence of APRM national self-assessment and review processes.

The APRM statutory provisions (article 16) entrusts the following roles to the NGC Continental Advisory Committee:

- provide strategic policy guideline for APRM implementation;
- facilitate the establishment of APRM National Secretariat and oversee its operation;
- ensure that the review process is technically competent, credible and devoid of any political manipulation;
- conduct APRM country awareness-raising programmes and ensure that all stakeholders participate in and own the process; and
- ensure that all concerns raised in self-assessment and country review reports are taken into account in National Programmes of Action (NPoA) which meet all known criteria.

The APRM Statute provides in its article 16 that “The NGC shall be autonomous from the Government and shall be made up of representatives of all key stakeholders in the civil society, including state and non-state actors such as key supervisory ministries, the parliament, media, private sector, youth and women’s groups, persons with disabilities, marginalized communities, rural communities, trade unions and professional organizations”.

Since its establishment in 2003, practice has shown that implementation of the above-mentioned provisions is not evident and differs from one country to another according to socio-political and cultural specificities. Accordingly, there has, over time, been a plethora of national councils that are not under the stranglehold of the administration and others that are not representative as a result of the very limited number of these members.

Till date, despite all these differences in structure from one country to another, the national councils have, not without challenges, implemented the mechanism and conducted self-assessments in about twenty member countries.

At the continental level, the NGCs have organized themselves and set up the Continental Advisory Committee in order to better play their roles at the national level and make proposals to support the Continental Secretariat in implementing its strategic guideline. It was set up by the National Governing Council (NGC) Meeting held on 25 January 2017 in Addis Ababa, Ethiopia.

Since its establishment, Mr. Bernard Konan has been chairing this advisory committee which is designed to:

- enhance the pivotal role played by NGCs in the effective implementation of APRM on the continent;
- serve as a platform for discussions and experience-sharing between NGCs to support review processes, their autonomy, independence and ensure adequate financing of their activities as well as support NGCs in monitoring the implementation of the APRM National Programme of Action (NPoA) in each country;
- make proposals to APRM Continental Secretariat in support of the strategic guideline;
- help to strengthen all efforts aimed at establishing and maintaining good governance in Africa.

Since it came into force, the NGC Continental Advisory Committee has organized several meetings in which several member countries of the mechanism participated. These meetings were real opportunities for capacity building and experience sharing.

This committee needs to be strengthened and supported by the Continental Secretariat since NGCs are central to the APRM as the main national self-assessment organ which takes part not only in review missions but in implementing National Programmes of Action as well.

XII. CONCLUSION AND OUTLOOK FOR 2018

As of November 2017, 36 Member States of the African Union had voluntarily joined the Mechanism. Four Member States were peer reviewed in January 2017, including Djibouti, Chad, Senegal and the first second-generation review of Kenya. To date therefore, the APRM has reviewed 20 of its 36 members.

The prospects for 2018 are bright, albeit within a challenging financial atmosphere for the APRM, as many APRM accomplishments in 2018 will depend on the availability of resources. The APRM national and continental structures will need to be dynamic and resilient enough to confront new and evolving challenges remain relevant as standards and expectations on the APRM evolve.

Readers may recall several significant revitalisation milestones reached by the Mechanism in recent year. First, the Special APR Forum Summit of January 2016, where the APR Forum identified the “role of the APRM in the monitoring of AU agenda 2063 and the post-2015 sustainable development goals (SDGs)” as one of six areas of strategic priority. The Special Summit particularly emphasised the risk of potential pressure coming from “the UN and other development partners for Africa to adopt and use other monitoring tools that would then run parallel to the APRM”, which the leaders wanted to avoid by pushing for the widespread use of the APRM as a unified monitoring tool for all commitments undertaken by participating states. A second milestone was the provisional adoption of an APRM Statute by the APR Forum held in Nairobi in August 2016, which allowed the APRM, for the first time in its history, to be firmly grounded on a clear legal instrument. A third milestone, was reached in January 2017, when the APR Forum Special Summit recommendations were seen to bear fruit in the form of the decision at the twenty-eighth African Union Assembly of Heads of State and Government to accept the recommendation from the Kagame Report on the AU Institutional Reforms, that the mandate of the APRM be expanded to include tracking of the implementation and monitoring and evaluation of the continent’s key governance initiatives as well as AU Agenda 2063 and the UN 2030 Agenda for Sustainable Development.

The AU Heads of State also emphasised the prominence of the mandate of the APRM as a continental governance tracking mechanism. This role can now be summarised as:

- Consolidating various governance reports from the African Governance Architecture platform and other AU Organs into an Annual AU Governance Report structured along the four thematic areas of the APRM;
- Developing and sharing country-specific governance briefs; and
- Providing access to scientifically credible and politically legitimate knowledge products on the four thematic areas covered by APRM. A knowledge hub is currently being established and will include a broad variety of electronic resources, policy papers, research and other AU institutional documents.

The new role for the APRM within the Union places additional demand on the Mechanism and but is also a testament to the restored confidence in the legitimacy, credibility and value of the APRM as a good governance assessment instrument for the Union and is also a demonstration of renewed commitment. For this effort to succeed, the APRM national and continental organs will need to update their tools and models of operation to ensure they are able to discharge these new responsibilities. That is why the APRM Strategic Plan for 2016-2020 and its implementation using the annual work plans of the mechanism, needs to be a dynamic blueprint for action that also accommodates the ever- changing demands placed on the Mechanism over time. Indeed, APRM continental and national structures carry the ultimate responsibility to ensure the APRM Strategic Plan is implemented in this fashion.

XIII. APRM MEMBER STATES CONTRIBUTIONS SUMMARY 2004 - 2018

MEMBER STATE	Date of Accession	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	TOTAL FUNDS	
		USD	USD	USD	USD	USD	USD	USD	USD	USD	USD	USD	USD	USD	USD	USD	USD	USD
1	Algeria	09-Mar-03	500,000	1,000,000	-	1,000,000	-	-	-	-	-	-	-	-	-	-	2,500,000	
2	Angola	08-Jul-04	-	-	-	400,000	-	-	-	500,000	-	-	-	-	-	-	900,000	
3	Benin	31-Mar-04	-	-	-	-	190,000	-	-	-	-	-	-	-	-	-	640,000	
4	Burkina Faso	09-Mar-04	100,000	-	-	-	400,000	200,000	100,000	100,000	-	200,000	-	203,244	-	-	1,303,244	
5	Cameroon	03-Apr-03	-	-	-	-	500,000	-	120,000	0	-	280,035	-	278,019	-	-	1,178,054	
6	Chad	01-Jan-13	-	-	-	-	-	-	-	-	-	-	300,000	-	-	-	300,000	
7	Congo	09-Mar-03	-	-	-	-	-	100,000	-	106,471	-	-	344,520	-	-	-	550,991	
8	Cote d'Ivoire	29-Jan-15	-	-	-	-	-	-	-	-	-	-	85,251	223,350	-	-	308,601	
9	Djibouti	01-Jul-07	-	-	-	-	-	-	200,000	-	-	-	199,985	500,000	-	-	899,985	
10	Egypt	09-Mar-04	1,100,000	-	-	100,000	100,000	-	-	-	-	-	-	-	-	199,984	1,499,984	
11	Equatorial Guinea	25-Jan-14	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
12	Ethiopia	09-Mar-03	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	199,965	-	1,499,965	
13	Gabon	14-Apr-03	-	200,000	-	-	-	-	625,000	-	-	-	-	-	-	-	825,000	
14	Ghana	09-Mar-03	-	100,000	-	400,000	-	200,000	-	200,000	200,000	-	-	591,629	-	-	1,491,629	
15	Kenya	09-Mar-03	100,000	200,000	100,000	-	100,000	100,000	100,000	100,000	83,318	116,682	148,985	600,000	474,503	-	2,323,488	
16	Lesotho	08-Jul-04	-	100,000	-	100,000	100,000	300,000	100,000	100,000	-	-	59,317	440,668	-	-	1,299,985	
17	Liberia	01-Jan-11	-	-	-	-	-	-	-	-	-	-	500,000	-	199,935	-	699,935	
18	Malawi	08-Jul-04	-	-	100,000	200,000	-	-	-	-	-	-	-	1,003,171	-	-	300,000	
19	Mali	28-May-04	100,000	-	-	-	700,000	-	-	-	-	-	-	-	-	-	1,803,171	
20	Mauritania	30-Jan-08	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
21	Mauritius	09-Mar-03	-	-	-	-	-	100,000	-	-	-	-	-	-	199,965	-	299,965	
22	Mozambique	09-Mar-04	100,000	100,000	-	100,000	100,000	200,000	100,000	100,000	-	300,000	100,000	-	199,985	-	1,499,985	
23	Namibia	28-Jan-17	-	-	-	-	-	-	-	-	-	-	-	-	199,795	-	199,795	
24	Niger	01-Jul-12	-	-	-	-	-	-	-	-	-	-	-	48,612	-	-	48,612	
25	Nigeria	09-Mar-03	250,000	1,000,000	-	1,100,000	-	1,000,000	-	-	-	-	639,579	100,000	-	-	5,089,579	
26	Rwanda	09-Mar-03	100,000	100,000	100,000	-	-	100,000	-	-	100,000	500,000	100,000	200,000	200,000	199,935	1,699,935	
27	Sao Tome and Principe	28-Jan-07	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
28	Senegal	09-Mar-04	100,000	100,000	-	-	-	-	-	735,346	-	-	161,838	198,929	-	-	1,296,114	
29	Sierra Leone	08-Jul-04	-	-	-	-	-	-	-	-	-	-	90,461	110,954	-	-	301,415	
30	South Africa	09-Mar-03	813,815	1,578,097	755,002	1,500,000	1,300,000	340,000	340,000	1,460,000	1,302,637	374,120	248,826	217,570	209,942	-	10,540,009	
31	Sudan	22-Jan-06	-	-	-	-	-	-	100,000	-	-	245,000	-	495,506	-	-	844,506	
32	Tanzania	08-Jul-04	-	-	-	100,000	-	-	-	-	803,968	-	-	495,782	-	-	1,399,750	
33	Togo	29-Jun-08	-	-	-	-	-	202,000	-	-	-	47,121	40,121	100,000	-	-	389,242	
34	Tunisia	01-Jan-13	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
35	Uganda	09-Mar-03	-	-	-	-	300,000	-	-	80,000	-	515,064	-	-	96,194	-	991,258	
36	Zambia	22-Jan-06	-	-	-	-	200,000	300,000	100,000	100,000	46,098	-	82,199	-	-	-	828,297	
TOTAL			3,363,815	4,578,097	1,155,002	5,100,000	3,650,000	3,230,000	1,662,000	4,085,000	2,589,108	2,722,885	2,272,693	3,169,825	4,206,946	3,567,202	399,921	45,752,494

XIV. STATEMENT OF CONTRIBUTIONS TO THE APRM AND OUTSTANDING BALANCES

APRM Financial Year January 2018 - December 2018

Date: 17-Jan-18

MEMBER COUNTRIES	PERIOD OF ACCESSION	CONTRIBUTIONS						Total Outstanding Contributions as of January 2018
		Expected Contributions between 2004-2018	CONTRIBUTIONS RECEIVED					
			2004 - 2016	2017		2018		
			Contributions Received	Annual Contributions	Special Contributions	Annual Contributions	Special Contributions	
USD	USD	USD	USD	USD	USD	USD		
Algeria	09-Mar-03	1,700,000	2,500,000	-	-	-	-	-
Angola	08-Jul-04	1,700,000	900,000	-	-	-	-	(800,000)
Benin	31-Mar-04	1,700,000	640,000	-	-	-	-	(1,060,000)
Burkina Faso	09-Mar-03	1,700,000	1,303,244	-	-	-	-	(396,756)
Cameroon	03-Apr-03	1,700,000	1,178,054	-	-	-	-	(521,946)
Chad	01-Jan-13	800,000	300,000	-	-	-	-	(500,000)
Congo	09-Mar-03	1,700,000	550,991	-	-	-	-	(1,149,009)
Cote d' Ivoire	29-Jan-15	600,000	308,601	-	-	-	-	(291,399)
Djibouti	01-Jul-07	1,400,000	899,985	-	-	-	-	(500,015)
Egypt	09-Mar-04	1,700,000	1,300,000	-	-	199,986	-	(200,014)
Equatorial Guinea	01-Jan-14	700,000	-	-	-	-	-	(700,000)
Ethiopia	09-Mar-03	1,700,000	1,300,000	199,965	-	-	-	(200,000)
Gabon	14-Apr-03	1,700,000	825,000	-	-	-	-	(875,000)
Ghana	09-Mar-03	1,700,000	900,000	591,629	-	-	-	(208,371)
Kenya	09-Mar-03	1,700,000	1,848,985	200,000	274,503	-	-	-
Lesotho	08-Jul-04	1,700,000	1,299,985	-	-	-	-	(400,000)
Liberia	25-Jan-11	1,000,000	500,000	199,935	-	-	-	(300,065)
Malawi	08-Jul-04	1,700,000	300,000	-	-	-	-	(1,400,000)
Mali	28-May-03	1,700,000	1,803,171	-	-	-	-	-
Mauritania	30-Jan-08	1,300,000	-	-	-	-	-	(1,300,000)
Mauritius	09-Mar-03	1,700,000	100,000	199,965	-	-	-	(1,400,035)
Mozambique	09-Mar-04	1,700,000	1,300,000	199,985	-	-	-	(200,000)
Namibia	28-Jan-17	400,000	-	199,795	-	-	-	(200,000)
Niger	01-Jul-12	900,000	48,612	-	-	-	-	(851,388)
Nigeria	09-Mar-03	1,700,000	5,089,579	-	-	-	-	-
Rwanda	09-Mar-03	1,700,000	1,300,000	200,000	-	199,935	-	-
Sao Tome & Principe	28-Jan-07	1,400,000	-	-	-	-	-	(1,400,000)
Senegal	09-Mar-04	1,700,000	1,296,114	-	-	-	-	(403,886)
Sierra Leone	08-Jul-04	1,700,000	301,415	-	-	-	-	(1,398,585)
South Africa	09-Mar-03	1,700,000	10,330,067	209,942	-	-	-	-
Sudan	22-Jan-06	1,500,000	345,000	499,506	-	-	-	(655,494)
Tanzania	08-Jul-04	1,700,000	903,968	495,782	-	-	-	(300,250)
Togo	29-Jun-08	1,300,000	389,242	-	-	-	-	(910,758)
Tunisia	01-Jan-13	800,000	-	-	-	-	-	(800,000)
Uganda	09-Mar-03	1,700,000	895,064	96,194	-	-	-	(708,742)
Zambia	22-Jan-06	1,500,000	828,297	-	-	-	-	(671,7030)
TOTAL		52,700,000	41,785,371	3,292,699	274,503	399,921	-	(20,703,418)





XV. THE NEXT STEP FOR THE APRM

XVI. APRM EXPANDED MANDATE

Authors: Dr Melaku Desta and Dalmar Jama, Office of the Chief Executive Officer, APRM Secretariat



INTRODUCTION

At present, there are multiple efforts underway to reform African institutions. The African Union (AU) is working on consolidating the African Peace and Security Architecture (APSA) and the African Governance Architecture (AGA) through synergies between different bodies with similar goals. Frameworks to promote development – based on good governance – such as the AU’s 50-year vision Agenda 2063 and the United Nations’ Sustainable Development Goals (SDGs), also known as Agenda 2030, are being implemented and have monitoring and reporting requirements. The African Peer Review Mechanism (APRM) itself has developed a Strategic Plan for 2016-2020, in which it has prioritised the Restoration, Reinvigoration and Renewal of the Mechanism.

His Excellency Paul Kagame, President of the Republic of Rwanda, is spearheading a process to reshape and refocus the AU and its constituent organs. His January 2017 Report entitled “The Imperative to Strengthen our Union: Report on the Proposed Recommendations for the Institutional Reform of the African Union” (known as the “Kagame Report”), notes the complexity of the AU’s institutional landscape, and how this can adversely affect decision-making and implementation. His Report puts forward the need for further discussion on the future role and structure of several Pan-African institutions, and recommends, among others, that “the African Peer Review Mechanism could be strengthened to track the implementation and oversee the monitoring and evaluation process in key governance areas on the continent.” The January 2017 AU Assembly, when adopting the Kagame Report, was expected to welcome this recommendation, and endorse it further by replacing the word “could” with “should”.

Accordingly, with **Assembly/AU/Dec.631(XXVIII)** on the Revitalisation of the APRM, the 28th Ordinary Session of the Assembly of the Union, held on 30 - 31 January 2017, in Addis Ababa, Ethiopia, resolved as follows:

- Welcomes and Supports the recommendation contained in the Report on the Institutional Reform of the African Union by H.E. Paul Kagame, President of the Republic of Rwanda, that the African Peer Review Mechanism should be strengthened to track implementation and

oversee monitoring and evaluation in key governance areas on the continent and requests the APRM to take necessary steps towards the attainment of this Goal

- Repositioning of the APRM to play a monitoring and evaluation role for the African Union Agenda 2063 and the United Nations Sustainable Development Goals Agenda 2030.

With this Decision, the Heads of State and Government emphasized the prominence of the mandate of the APRM as a Continental Governance Tracking Mechanism and called on the Mechanism to play a leading role in monitoring Agenda 2063 and the 2030 SDGs.

In addition, the same Assembly Decision directed the APRM to provide support to AU Member States in the field of Rating Agencies.

This Decision raised many key questions, among them, that:

- Considering this perspective, the APRM organs need to carefully consider the issues and recommendations in the Expanded Mandate;
- APRM needs to develop a clear strategy on how it intends carrying out the Expanded Mandate conferred on the Mechanism by African leaders, within the context of a reformed AU system; and that
- The Mechanism also needs to convincingly articulate the case for the APRM, its achievements, and what must happen in terms of staffing, programming and budget, to enable it to meet these additional responsibilities and expectations effectively.

This Report seeks to answer these questions by clarifying and unpacking the implications of the Assembly Decision in question – known as the “Expanded Mandate” of the APRM.

UNPACKING THE EXPANDED MANDATE

The Expanded Mandate was discussed at an experts’ brainstorming workshop in Johannesburg, South Africa, on 10 August 2017, jointly convened by the APRM Secretariat and the South African Institute of International Affairs (SAIIA).

Key elements of the Expanded Mandate explored included: the AU Heads of State and Government support for the APRM and their confidence in the institution's capacity to expand its operations; a role for APRM in building on and coordinating the work of several other bodies tracking governance implementation in Africa (through the two Agendas but beyond as well); and extending the APRM's coverage geographically beyond its current 36 voluntary member states to all 55 African countries.

The Expanded Mandate will therefore have staffing, programming and resource implications that APRM should consider carefully. APRM has to present to its policy bodies and the entire AU family a coherent strategy on how it would fulfil the Expanded Mandate.

The Workshop stressed the need to clarify the scope and scale of the expectations of the Expanded Mandate

– whether it was only the governance aspects of the Agendas or their entirety (which is often being tracked by other bodies). APRM also needs to promote good governance in its own operations and find ways to be more inclusive of civil society.

Several obstacles to the effective monitoring and evaluation by APRM as it is currently constituted have to be addressed as its mandate is expanded. These include: the large scope of the APRM and the slowness of the process; poor budgeting, implementation and reporting on APRM National Programmes of Action (NPOAs); problematic governance monitoring indicators; political factors undermining the integrity of the APRM process; indifferent and waning commitment to APRM on the part of African leaders; financial strain; and administrative weaknesses at the Secretariat.

The Workshop also emphasised the need to re-examine the Mechanism's indicators, as part of a project to reform its Self-Assessment Questionnaire (last revised in 2011). A key intervention came in a presentation about the work being done on governance, peace and security indicators by SHaSA, the Strategy for the Harmonisation of Statistics in Africa. There are many potential synergies that will enable APRM to work more closely with this body, and a Memorandum of Understanding has been proposed to that effect.

Some of the main strengths of APRM were also discussed, in an attempt to crystallise the added value of the Mechanism. These included: the uniqueness of the APRM as a South-

South Cooperation mechanism; its ability to support and spur meaningful governance reforms at national level; its value as an early warning and diagnostic tool; its contribution to the promotion of policy dialogue between governments and society; creation of multiple peer groups to share knowledge, insights, challenges and best practices; and the use of APRM as a tool for improving a country's image.

The Workshop raised many issues that have to be considered as the Kagame Reforms are implemented. APRM needs to foster a culture of compliance, and could learn from other multi-stakeholder initiatives such as the Open Government Partnership and the Extractive Industries Transparency Initiative, which have more provisions for sanctions for non-compliance. APRM should stay true to its founding ideals and guiding documents as it takes on additional responsibilities. There was a discussion on how APRM could work more closely with Mo Ibrahim Foundation, one of its new Strategic Partners, to explore the ranking of states, although this would go against one of the Mechanism's founding philosophies. Champions are needed, but so are institutionalising processes, so that they are not too closely tied to personalities. There was support for a "strategic refresh" by the APRM, to evaluate progress, reprioritise and refocus as it approaches its 15th Anniversary in 2018.

Attention was also given to what "strengthening" the APRM could mean, including enhanced capacity, resources and delivery, as well as how APRM can add value in a more integrated and streamlined AU system.

As funding remains a critical issue, AU has taken important steps to institute a 0.2% levy on eligible imports by its member states to boost the African component of its financing, which is currently over-reliant on external partners. Likewise, APRM has doubled the mandatory minimum annual financial contribution from its member states to USD 200,000. Self-financing is an important aspiration, but it may not be currently feasible. It is important for the Mechanism to start articulating the activities required to fulfil the Expanded Mandate and develop a budget accordingly.

There is considerable congruence between the objectives of APRM and the two Agendas, and that aspect has been recognised in the Mechanism's 2016-2020 Strategic Plan. There are five main areas of intersection: all of them recognise the importance of good governance in fostering development, democracy, inclusiveness and accountability; they have long time horizons for the change they want to inspire; they cover similar themes and aspirations and have a wide scope; they promote the participation of civil society

in policy, governance and development efforts; and all of them promote interdependence and regional integration.

IMPLICATIONS OF THE EXPANDED MANDATE

The Expanded Mandate has Core Mandate, Organisational, Financial, Communication and Strategic Plan/Work Plan implications:

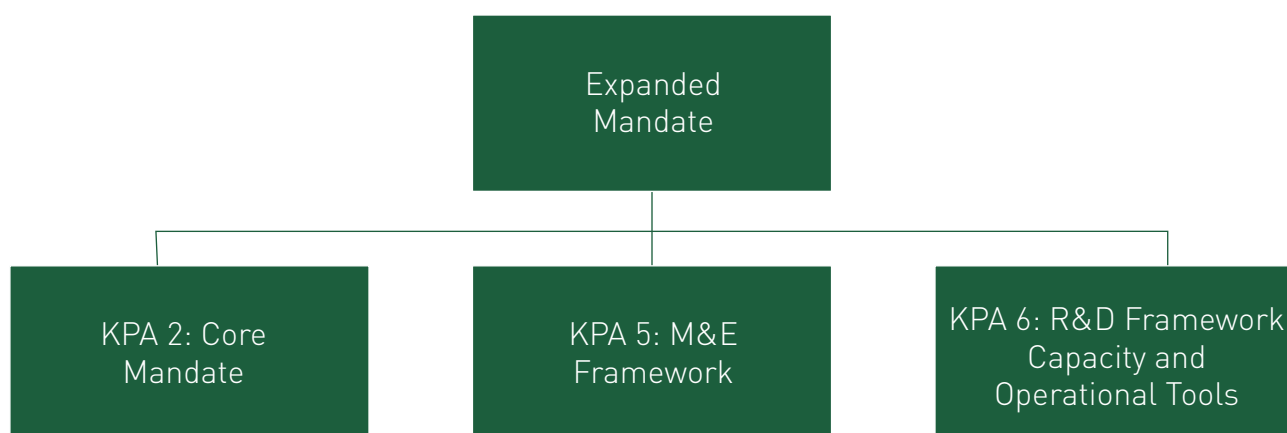
- The Core Mandate of the Continental Mechanism is highlighted in Chapter 3, Article 4, of the APRM Statute, which stipulates that:

1. APRM has the mandate to promote and facilitate self-monitoring by the Participating States, and to ensure that their policies and practices conform to the agreed political, economic, corporate governance and socio-economic values, codes and standards contained in the Declaration on Democracy, Political, Economic and Corporate Governance; and the African Charter on Democracy, Elections and Governance, as well as other relevant treaties, conventions and instruments adopted by Participating States whether through the African Union or through other international platforms.
2. In the implementation of its mandate, APRM has the primary purpose of fostering the adoption of policies, standards and practices that lead to political stability, high economic growth, sustainable and inclusive development, as well as accelerated regional and continental economic integration, through the sharing of experiences and reinforcement of successful and best practices.

The APRM has to amend the APRM Statute with a third mandate, to make provision for the Expanded Mandate. The proposed third mandate (the amendment) can simply stipulate that APRM will undertake any task assigned to it by the APR Forum and/ or the AU Assembly.

- The Organisational Implications include the need (i) to revisit the Organogram of the Continental Secretariat to ensure that there is adequate and specialised capacity to oversee governance, including M&E capacity; (ii) to reconfigure national and district structures of the national governance councils/commissions and secretariats; and (iii) to expand the role of the APR Panel of Eminent Persons.
- The Financial Implications include assessing and optimising the Member States' annual financial contribution, requesting an annual contribution from the AU to cover the costs of the Expanded Mandate; working with Strategic and other Partners on projects to ensure delivery of results on the Expanded Mandate, including projects to enhance the technical and financial capacities of the continental and national structures; and implementing revenue generating campaigns such as an SMS campaign.
- The Communication-related Implications include rebranding the APRM to ensure that the public is aware of the Mechanism's new responsibilities, including repositioning of APRM. In this regard, the 15th APRM Anniversary to be commemorated in 2018 will be a good opportunity to raise public awareness of the work of

FIGURE: WORK PLAN IMPLICATIONS OF THE EXPANDED MANDATE



APRM in this regard.

- As regards the Work Plan implications, the operationalisation of the Expanded Mandate had already been anticipated in the APRM Strategic Plan for 2016-2020, and that will require deepening and mainstreaming the Expanded Mandate in three Key Priority Areas (KPAs) of the Strategic Plan, as illustrated in the Figure below.

Under Key Priority Area 2 on “Reviewing and implementing the APRM Core Mandate”, the Expanded Mandate requires evaluation of the “key governance areas” mandated by AU Heads of State. APRM will commence with monitoring the implementation of Agenda 2063 and the 2030 SDGs as part of its regular governance reviews.

Under Key Priority Area 5 on “Development of Monitoring and Evaluation Frameworks and Systems”, the Expanded Mandate requires APRM to “oversee the monitoring and evaluation of key governance areas on the continent”.

Under Key Priority Area 6 on “Enhancement of Research & Development Capacity and Improvement of Operational Tools”, the Expanded Mandate requires APRM to become a Knowledge Hub on Governance in Africa. For the 2018 Work Plan, this entails capturing indicators and data on key governance areas on the continent, particularly those for all AU Member States.

STEPS TO UNDERTAKE

Several steps are required for the implementation of the Expanded Mandate. They include the following aspects:

- Improve institutional affiliation and reach: The APRM has to propose a way to reconcile the strengths of its voluntary system and the expectation that its remit will cover non-members, beyond its drive to achieve universal voluntary accession. It must focus on its members and develop a methodology to provide coverage to other African states. It should better understand the reasons for countries not willing to accede to the APRM, to address these concerns. A strategy for recalcitrant member states should also be developed and implemented.
- Renew political commitment: The APRM needs support from African leadership, including finances and their investment in its goals and activities.
- Agree on the division of labour: There is a need for a mapping exercise to ascertain which entities are doing what on the SDGs, Agenda 2063 and other governance issues and find the best way to harmonise and maximise these efforts.
- Revise the Questionnaire and harness civic technology: APRM is in the process of revising its Self-Assessment Questionnaire, and consideration should be given to how this tool can be specifically aligned with the two Agendas. There is a growing community using technology to promote transparency and accountability. APRM should consider ICT solutions for gathering data, involving citizens and analysing trends. One way may be converting the APRM Questionnaire into an electronic survey, data gathering and research tool. The current efforts being made by the Mechanism in this regard should be accelerated.
- Get the indicators right: More work should be done with the African statistical community to further develop its indicators and targets. APRM has to do more to learn about SDG monitoring, in terms of governance, peace and security indicators, especially by the African statistical community through SHaSA, as well as Mo Ibrahim Foundation, to realise synergies in this regard. It would be important to establish a reliable baseline, so that progress can be objectively measured.
- Publish reports more rapidly: Country Review Reports (CRRs) must be completed, published and launched more rapidly, in line with the APRM rules. The longer the publication process takes, the reports become stale and less newsworthy.
- Establish the Knowledge Hub: APRM has amassed a great deal of important data on governance and development in Africa, but this is inaccessible to the public. The Website is difficult to navigate and there is no public library for researchers. APRM could consider annual papers on topical themes, and regular accessible summaries of existing longer reports, as well as the use of e-portals and searchable databases.
- Improve M&E capacity at continental and national levels: The NPOA Monitoring and Evaluation component has not been carried out adequately and as the APRM takes on further responsibilities, these weaknesses, including capacity-building in particular, have to be addressed. The APRM Secretariat’s dedicated M&E unit should be significantly strengthened. There is also a need to assess M&E capacity in all countries, promulgate a strategy for addressing shortcomings and sharing best practices and successful tools. It would be important to work closely with country-level institutions, to gather their views and opinions about the challenges they face, and how to implement the mandate.
- Consider the introduction of independent verification of NPOA reporting: Attention should be paid to improving the quality of reporting, which is infrequent, inconsistent and poor. The APRM could consider adapting the Independent Reporting Mechanism pioneered by the

Open Government Partnership to verify a government's claims in its reports. The United Nations' voluntary common reporting guidelines for Voluntary National Reviews for tracking the implementation and domestication of SDGs, is another good example for NPOA follow-up. The lack of NPOA follow-up is indeed a serious deficiency in the Mechanism's current configuration.

- **Articulate the added value of APRM:** The Mechanism must show its value-addition to justify increased capacity. The APRM must be able to make a strong and compelling case for its benefits, achievements and outcomes.
- **Prioritise Resource Mobilisation:** To achieve its objectives, APRM needs substantial and sustained funding, which in turn depends on the Mechanism's ability to deliver on its targets and regain the trust of countries. States must be held to the financial obligations they undertook when acceding to the Mechanism, and funds must be raised from other sources.

In undertaking these steps, the APRM has developed a clear strategy (from the Experts Meeting) on how the Mechanism intends carrying out the Expanded Mandate conferred on it by African leaders, within the context of a reformed AU system. This includes convincingly articulating the case for the Mechanism, its achievements, and what has to be done in terms of staffing, programming and budget, to enable APRM to meet these additional responsibilities and expectations effectively.

GETTING TO WORK: THE JOINT TASK FORCE

The APRM has already begun work on the interpretation and implementation of the Expanded Mandate. From 5 to 8 March 2017, an APRM-AGA Joint Experts Methodology Workshop was convened by the APRM Secretariat in Johannesburg to unpack the implications and practicalities of the Expanded Mandate. The Workshop generated a strategy and framework document on the Expanded Mandate, and also decided to form a multi-stakeholder Joint Task Force to further develop a practical way forward.

The APRM Secretariat coordinates this body comprising several AU organs, including NEPAD, AGA, APSA, Strategic Partners of APRM, as well as "selected think tanks and civil society."

The Draft Concept Note for the "Task Force on Expanded Mandate of APRM on Monitoring and Evaluating African Union Agenda 2063 & Agenda 2030" states that the APRM "Strategic Plan is guided by the values and guiding principles

of APRM while taking into account the new and emerging realities on the Continent, including AU Shared Values and Agenda 2063, as well as the UN Agenda 2030."

The Task Force's two main objectives are listed as "defining the scope of each member/organ in Monitoring and Evaluating the implementation of AU Agenda 2063 and the 2030 SDGs", and "discussing how to develop a common M&E system/framework with agreed indicators."

Its scope of work includes the ambition to "develop a draft methodology guideline document" on the M&E for the two Agendas, "consolidate and harmonise African and global perspectives and indicators and targets", and "develop tools and guidelines to harmonise" M&E of the two Agendas. The objective is to present the results of this work to the APR Forum and AU Assembly by January 2018. The Task Force acknowledges the need to map the work already being done by various actors in this area, and recognises the need to mobilise funding for such work from three sources – Member States, Strategic Partners and Donors.

The first official meeting of the Joint Task Force was convened in Addis Ababa on the margins of the mid-year AU Summit, on 30 June 2017. The Minutes from that meeting highlight some key issues raised in the discussions:

- The scope of the Expanded Mandate – is it just on the governance aspects of the two Agendas, or their entirety?
- The need to share knowledge about and understand the work already being done in this area by many institutions. For instance, the African Capacity Building Foundation has been working on Agenda 2063 targets and indicators with the AU Commission. Work is also being done on this slot and SDG monitoring at the United Nations Economic Commission for Africa, and UNECA and UNDP have done work on the alignment of the two Agendas. NEPAD is also undertaking work in this realm, and AGA is working on monitoring and reporting on the ACDEG through APRM.
- Therefore, where can APRM add value and avoid duplicating efforts?
- The importance of involving existing APRM structures at national level was emphasised.

The Meeting proposed that the work of the JTF be extended to December 2018, and its mandate be more clearly defined. The documents mentioned by stakeholders were expected to have been collected and collated by August 2017.

APRM AS AN EARLY WARNING TOOL

The founding documents of APRM and the APRM framework

envisage a significant role for the Mechanism in conflict prevention, management and resolution. The APRM platform to handle issues pertaining to conflict resolution and crisis management are as stipulated in its own mandate, which states that: "Early signs of impending political or economic crisis in a member country would also be sufficient cause for instituting a review. Such a review can be called for by participating Heads of State and Government in a spirit of helpfulness to the Government concerned."

As stated in the APRM Base Document, this element in the mandate of the Mechanism is aimed at "ensuring stability, peace and security, promoting closer economic integration, ending unconstitutional changes of government, supporting human rights and upholding the rule of law and good governance." Furthermore, the "prevention and reduction of intra and inter-state conflicts" is one of the specific objectives of the democratic and political governance thematic area covered by APRM.

The APRM can further contribute to the prevention of conflicts in Africa because it aims to bolster and promote good governance in Africa through the review process that APRM Member States go through, with the objective of providing advice and recommendations before crises extravasate.

The APRM Country Review Reports also serve as an early warning signal for impending threats to peace and stability in Africa.

THIS ADDITIONAL ROLE OF APRM WILL BE ACHIEVED, INTER ALIA, BY:

- a) Strengthening the institutional capacity of the Mechanism, particularly its Continental Secretariat and National Structures; and
- b) Ensuring the strategic alignment of APRM with the African Peace and Security Architecture (APSA) and the

African Governance Architecture (AGA).

THE FOLLOWING STEPS HAVE BEEN UNDERTAKEN ALREADY:

- Collaboration with the Office of the United Nations Secretary-General.
- Collaboration with UNECA. A concept paper validated at a workshop in December 2017 in Addis Ababa is being developed by a consultant.
- A project on Elections as a Best Practice.

ROAD MAP FOR IMPLEMENTATION

A Road Map developed for implementation includes the following activities for 2018:

1. Amending the APRM Statute;
2. Revising the Organogram of the Continental Secretariat to ensure that there is capacity for the Expanded Mandate;
3. Establishment of a Transition Team of Experts that can start delivering results on the Expanded Mandate in 2018;
4. Validation of a new strategy and implementation plan by APRM organs;
5. Synergy and coordination with AGA and APSA; and
6. Repositioning APRM as an early warning tool for conflict prevention in Africa.

STATUS TABLE

	ACTIVITY	DETAILS	TIMELINE	NOTES	RECOMMENDATIONS
1	Development of Strategy and Framework	Experts Meeting		Done	
2	Securing Funding from AU for the Expanded Mandate		September 2018	Done	
3	Validation by Joint Retreat, Steering Committee, and APR Panel		December 2018	Done	
4	Revision of the Core Mandate	Amend the Statute	January 2018 Summit	<ul style="list-style-type: none"> • Joint Retreat and Steering Committee endorsement; • Letter sent to AUC Legal Counsel 	
5	Revision of the Organogram	Enhanced Capacity for the Expanded Mandate	January Summit	Funding already provided by AU	
6	Establishment of a Transition Team	Preliminary enhanced capacity for the Extended Mandate	December 2017	Steering Committee approved on 3 December 2017	Team to commence work on 1 March 2018
7	Progress Report to 2018 January Summit and APRM Meetings	Progress Report to present the status of implementation	January 2018		
8	2018 Methodology Forum in Kigali, Rwanda	Validation by APRM Member States			
9	2018 Joint Retreat	Evaluation of the implementation	December 2018		
10	Synergy and coordination with AGA and APSA	A Joint Secretariat has been established	Done and ongoing		
11	Repositioning APRM as an early warning Tool	In partnership with UN and APSA	Ongoing		



XVII. RESOURCE MOBILISATION

Authors: Itumeleng Dlamini, Head of Strategic Partnerships, APRM Continental Secretariat



INTRODUCTION

Given the enormous amount of resources required for the execution of its mandate as well as the expanded mandate, the APRM aims to be a more sustainable organisation. Currently, the APRM depends on the member states' annual contribution for its annual programmes and projects. Given the unpredictable nature of income from member states' contributions, a decision has been taken to mobilise for resources from external sources.

In terms of the APRM Statute:

- the APRM shall be funded from APR Member States' contributions, as determined from time to time by the APR Forum. Member States shall also endeavour, where possible, to make special contributions on a voluntary basis to the APRM, beyond their regular annual contributions.
- The APRM may receive financial contributions from the African Union.
- The APRM may also receive donations, including from African and international institutions and the private sector, on criteria to be adopted by the APR Forum, provided that such support shall not compromise the autonomy, independence, integrity and African ownership of the APRM and all its processes.

In line with the provisions of the APRM Statute, several Stakeholder Engagement Missions have been completed to engage a broader network of development partners and other institutions to seek and extend cooperation with other partners.

COMPLETED MISSIONS

1. AU Commission – November 2017 – USD 2.1mil (special contribution)

The Secretariat carried out Resource Mobilisation Mission to the PRC and AUC in November 2017 to support the APRM on delivering on its expanded mandate. The PRC approved annual USD 2.1 Million to support the APRM in this noble cause.

2. African Development Bank – USD 2,8 million confirmed.

A Preparation Mission was undertaken by the AfDB in December 2017. An Appraisal Mission was completed in

January 2018 to plan and budget for the projects to be funded within the 2018 -2021 funding cycle. The AfDB Board confirmed the project.

3. Mo Ibrahim Foundation – USD 60, 000

4. The European Union – USD \$ 5 million.

The EU has indicated its commitment to fund APRM Programmes for between USD 4 mil and USD 5mil. The Secretariat is currently in discussions with the EU

5. Addis Ababa Mission: October 2017

- GIZ – Funding of USD \$100, 000 confirmed for the Elections and Violence project. It was agreed in principle that GIZ is keen to work with the APRM further and that as such a mission to assess APRM for its Financial Management Capacity and Procurement capacities has to be undertaken.
- UNDP – Replenishment of the Trust Fund. Plans are in place to work towards the replenishment of the Trust Fund and to undertake joint Resource Mobilisation roadshows with the UNDP
- Embassies of Norway, Sweden and Switzerland– Interest to cooperate confirmed. Further engagement planned for Q2 2018



PROF. EDDIE MALOKA

CHIEF EXECUTIVE OFFICER OF THE APRM SECRETARIAT

XVIII. APRM AS AN EARLY WARNING TOOL FOR CONFLICT PREVENTION IN AFRICA

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INTRODUCTION

The African Union (AU) and the United Nations (UN) respectively recognize in Agenda 2063 and Agenda 2030 that peace and security constitute a major challenge in Africa. This notion gave birth to the Joint United Nations-African Union Framework for Enhanced Partnership in Peace and Security signed between the African Union and the United Nations. The partnership calls for collaborative efforts between the United Nations and the African Union aimed at preventing conflicts in Africa and addressing issues such as the abuse of human rights, poverty, hunger, sexual violence, marginalization and impunity in Africa. In addition, the partnership covers the following key action areas: preventing and mediating conflicts, promoting peace, responding to conflicts, and addressing the root causes of conflicts.

The UN-African Union initiative will certainly contribute to peace-building, stability and sustainable peace on the continent, in addition to promoting collaboration and regional integration among African countries. Undoubtedly, conflict prevention is a prerequisite for a stable Africa, which can be achieved, inter alia, by:

- creating awareness of potential conflict situations;
- conducting research, examining and analyzing crucial information that may shed light on a potential conflict;
- developing the political will required to implement proactive, rather than reactive actions; and
- giving expression to the role of the AU and its institutions in dealing with the root causes of conflicts at country level and across the continent.

THE AFRICAN PEER REVIEW MECHANISM PROCESSES

The African Peer Review Mechanism (APRM) is a pillar of the AU agenda for democracy and good governance. It is an African-owned self-monitoring mechanism, adopted by African Heads of State and Government in March 2003 as a peer -learning and self-assessment process within the framework of the New Partnership for African Development (NEPAD). The APRM is a people-centered participatory process that creates a platform for citizens to play a direct role in addressing governance deficiencies identified in their country.

The membership of the APRM is voluntary and open to all

member states of the African Union. The APRM country review process is not meant to ostracize or punish participating countries, and no conditionality is attached to the recommendations of the Mechanism. National ownership and leadership of the review process by the country being reviewed are essential features recommended by the APRM. The process is designed to be open and participatory, guided by the principles of transparency, accountability, technical competence and credibility. It is free from political manipulation.

Thirty-seven (37) member states of the African Union - representing about 70% of the continent's population - have voluntarily acceded to the Mechanism since its establishment. Twenty-one (21) member states - representing about 55% of the acceded countries - have completed their peer-review processes and are currently implementing their respective National Programmes of Action (NPOAs).

APRM organizes a holistic review process that distinguishes the Mechanism from other institutions in terms of the peer learning, independent and inclusive policy dialogue, compliance monitoring and outcomes. The Mechanism's holistic approach has the potential of analyzing and exposing the root causes that stunt Africa's economic growth and development. The APRM fosters mutual accountability and transparency among peers in the areas of governance and these features make APRM a unique governance institution not only in Africa but also in the rest of the world. This Mechanism sets Africa apart from the rest of the world as the only continent that has established a sophisticated, comprehensive, systematic and rigorous system of country self-assessment and external peer-review at the highest level.

The APRM process subjects member states to extensive assessment in the areas of Democracy and Political Governance, Economic Governance and Management, Corporate Governance and Socio-Economic Development.

APRM'S CROSS-CUTTING ISSUES

Unlike other review processes, the APRM's analysis of governance in peer-reviewed countries exposes the

existence of common governance challenges. The most recurrent governance bottlenecks identified, commonly referred to as cross-cutting issues, are diversity-related conflicts, election processes, gender inequality, corruption, youth unemployment, to name a few. These structural governance factors are highly contentious and they constitute a potential trigger for political instability and conflicts on the continent.

Considering the above, the APRM has the potential to serve as an early-warning system to anticipate the occurrence of governance-related conflicts and contribute to the prevention of impending national crises/conflicts across the continent. Indeed, there have been cases where APRM reports highlighted peace and security issues during review missions that became reality months or years later.

On issues of conflicts and insecurity, the founding documents of the APRM and the APRM framework envisage a significant role for APRM in conflict prevention, management and resolution as stipulated in the Mechanism's mandate, which states that: 'Early signs of impending political or economic crisis in a member country would also be sufficient cause for instituting a review. Such a review can be called for by participating Heads of State and Government in a spirit of helpfulness to the Government concerned.' This mandate was informed by the AU Agenda aimed at ensuring stability, peace and security, promoting closer economic integration, ending unconstitutional changes of government, supporting human rights and upholding the rule of law and good governance. Evidently prevention, management and resolution of intra- and inter-state conflicts are among the specific objectives of the democracy and political governance thematic area covered by APRM. Indeed, APRM can contribute to the prevention of conflicts in Africa by promoting and bolstering good governance across the continent through the review process, which offers opportunities for advice and recommendations before crises extravagate.

It is worth recalling that in August 2016, as part of the APRM revitalization process, the APRM Heads of State and Government adopted the APRM Strategic Plan (2016-2020) as the key component of the Mechanism's revitalization programme. One of the critical goals of the APRM Strategic Plan is to review and implement the core mandate of the APRM, as defined below:

"To deepen democratic practices against established standards of good governance, identify deficiencies as well as best practices, and develop tools and methods whereby the deficiencies would be rectified and best practices disseminated and replicated across the continent".

THE EXPANDED MANDATE OF THE APRM

As part of the the AU reform process, the AU is working on consolidating the African Peace and Security Architecture (APSA) and the African Governance Architecture (AGA) through synergies between different bodies with similar goals. Frameworks to promote development via good governance – such as the AU's 50-year vision Agenda 2063 and the UN's Sustainable Development Goals (SDGs) 2030 – are being implemented and entail monitoring and reporting functions. As highlighted above, APRM has developed its Strategic Plan for 2016-2020 prioritising the restoration, reinvigoration and renewal of the Mechanism.

His Excellency Paul Kagame, President of Rwanda, is spearheading a process to reshape and refocus the AU and its constituent organs. His January 2017 Report entitled "The Imperative to Strengthen our Union: Report on the Proposed Recommendations for the Institutional Reform of the African Union" notes the complexity of the AU's institutional landscape, and how this can adversely affect decision-making and implementation. The report stresses the need for discussion on the future role and structure of several Pan-African institutions, including APRM. Pursuant to the recommendation of President Paul Kagame's Report, the AU Summit made a key Assembly Decision (Assembly/AU/Dec.631(XXVIII)) on the Expanded Mandate of the APRM during the January 2017 AU Summit that states:

Section 6: Welcomes and Supports the recommendation contained in the Report on the Institutional Reform of the African Union by H.E. Paul Kagame, President of the Republic of Rwanda, that the African Peer Review Mechanism should be strengthened to track implementation and oversee monitoring and evaluation in key governance areas on the continent and requests the APRM to take necessary steps towards the attainment of this Goal.

Section 7.1: Repositioning APRM to play a monitoring and evaluation role for the African Union Agenda 2063 and the United Nations Sustainable Development Goals Agenda 2030.

The Heads of States and Governments emphasized the prominence of the mandate of the APRM as a continental governance tracking mechanism and called on the APRM to play a leading role in monitoring Agenda 2063 and the SDGs 2030. This role entails the following:

- Incorporating various governance reports from the African Governance Architecture platform and other AU Organs in the annual AU Governance Report highlighting the four thematic areas covered by APRM;
- Providing country-specific governance briefings currently being developed to be domiciled at the APRM; and
- Providing access to scientifically credible and politically

legitimate knowledge products on the four thematic areas covered by APRM. A knowledge hub is currently being established and will include a broad variety of electronic policy papers, research and other AU institutional documents.

CHALLENGES FACING APRM

A major challenge, however, is that while the APRM has the potential to serve as a conflict prevention or early-warning tool, the Mechanism has not taken full advantage of what it can do in and for Africa because of several factors, such as:

- The limited institutional capacity of the APRM - its Continental Secretariat and National Structures;
- Budgetary constraints on the Mechanism; and
- Poor follow-up in the implementation of the recommendations of the APRM review process.

APRM AS A TOOL FOR CONFLICT PREVENTION IN AFRICA

In addressing the challenges facing the APRM, the following are recommended:

1. Addressing the root causes of conflicts in Africa. In this regard:
 - i. APRM Country Review reports have been identified as reference tools on the root causes of conflicts in Africa.
 - ii. Countries that have undergone the APRM reviews can be assisted to implement their National Programmes Plan of Action (NPOAs) in order to address the root causes of looming crises.
 - iii. APRM member states can share best practices on conflict prevention in Africa.
2. Early warning and early action:
 - i. Using the mandate of the APRM to identify early signs of impending political or economic crisis in member states, as highlighted above, in handling issues pertaining to conflict management and resolution.
3. Elections as a Best Practice, not a source of conflict: The objective of this project is to examine elections and violence in Africa with a focus on elections as a source of instability and conflict in Africa.
 - i. The APRM is currently working on a project on 'Elections and Violence in Africa: Management of the Democratic Order'. This project is a joint activity

managed by the AGA-APSA-APRM Joint Secretariat, which will feed into the Agenda 2063 Flagship Initiative aimed at Silencing the Guns by 2020.

WAY FORWARD ON APRM AS A TOOL FOR CONFLICT PREVENTION IN AFRICA

1. The root causes of conflicts will be addressed through:
 - a) Capacity development at the level of APRM Country Offices for implementation of the National Programme of Action.
 - b) Five Regional Dialogues (over the three-year period) on the sharing of Best Practices amongst APRM Member States.
 - c) One Annual Continental Dialogue.
 - d) Knowledge Products (Country studies in five APRM Member States, one continental study, and two regional studies).
- 1.1 Early warning and early action
 - a) APRM missions to countries facing looming crises.
- 1.2 Elections as a Best Practice
 - a) Annual High-Level Dialogue at Head of State level.
 - b) Best Practice Network at Head of State level (five pilot countries).
- 1.3 Alignment with AU institutions
 - a) Annual Joint Retreat - APRM Panel, AU Peace and Security Council, and Panel of the Wise.
 - b) Quarterly meetings of the APSA-AGA-APRM Joint Secretariat for harmonization and alignment of work plans.
 - c) Annual Africa-Month High-Level Event with the Africa Group at the UN Headquarters in New York focusing on the broad theme of governance as a tool for conflict prevention in Africa.



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XIX. APRM AS A MONITORING AND EVALUATION TOOL FOR AU AGENDA 2063 AND UN AGENDA 2030



Author: Jean Yves Adou, Head of Knowledge Management, Monitoring and Evaluation Unit, APRM Continental Secretariat

INTRODUCTION

The concept of development was revealed by an awareness of the phenomenon of underdevelopment and the former appears to be a necessary solution to the latter (Freyssinet J., 1966). However, without proper design of development agendas, and an appropriate and a rigorous monitoring and evaluation of their implementation, efforts to overcome underdevelopment and alleviate poverty will remain futile. That is why in Africa, following the establishment of the Organization of African Unity (OAU) in May 1963, several development programmes were drawn up and implemented on the continent with methods of design and approach and monitoring and evaluation that were more or less tailored to the needs at that time. Despite their relevance, the first development agendas were mostly developed and implemented without real involvement of and ownership by Africans themselves. In 2002 however, with the African renaissance philosophy, African leaders decided to chart a course for themselves with regard to development by supplanting the OAU with the African Union and establishing the New Partnership for Africa's Development (NEPAD) both of which were launched in the same year in Durban, South Africa. Thereafter, the African Peer Review Mechanism (APRM) was also set up as an instrument to promote good governance and facilitate NEPAD implementation. The APRM was designed to encourage AU Member States to adopt policies, standards, codes and practices that lead to political stability, robust economic growth and sustainable socio-economic development of the continent as well as an accelerated continental and regional integration. However, there was a paradigm shift as from 2010 with the adoption of the African Union Agenda 2063 in 2013 and the United Nations Agenda 2030 in 2015. To maintain coherence with this paradigm shift, NEPAD was completely overhauled and incorporated into the African Union structures and process. The APRM followed suit and was also restructured in 2015. In 2017, it was given an expanded mandate to monitor and evaluate Agenda 2063 and Agenda 2030. Is the decision of African Union Heads of State and Government to expand APRM's mandate to include monitoring and evaluation of key areas of governance and its repositioning as a key player

in monitoring and evaluating Agenda 2063 and Agenda 2030 appropriate? In what areas does the APRM have a unique comparative advantage over other players in the area of governance? What hurdles need to be cleared to enable APRM to fully and effectively play its role as a tool for the monitoring and evaluation of the two agendas? What partnerships does the APRM need to establish and what synergies must it develop to execute its new mandate? These are the questions to which we will strive to provide answers.

I. APRM, AN IDEAL INSTRUMENT FOR THE MONITORING OF AGENDA 2063 AND THE 2030 AGENDA ON DEVELOPMENT

Several factors show that APRM is the natural monitoring and evaluation instrument of the continent for Agenda 2063 and Agenda 2030. First of all, APRM is, by design, a monitoring mechanism based on the collection, processing, consolidation and regular dissemination/sharing of information on the implementation of National Programmes of Action. Its national self-assessment process and its evaluation missions carried out by APRM Secretariat play the role of monitoring for the mechanism. Hence, the APRM is in itself a monitoring and evaluation system which reports directly to the APR Forum of Heads of State and Government and the Assembly of the African Union. The documents presented to the Forum and the Assembly are a summary of results of information analysis from various national players and systems.

The second factor which acts in the APRM's favour is its long-term vision. APRM was designed as a long-term mechanism with successive five-year phases at the end of which a country has to be reviewed in accordance with the base documents. This is in line with the long-term visions of Agenda 2063 and Agenda 2030 with different timeframes and deadlines: 50 years (subdivided into 10 year phases) for Agenda 2063 and 15 years for Agenda 2030.

APRM's field of competence or scope is another factor that tilts the scale in its favour as a tool for monitoring and

evaluating the two agendas for Africa's development. APRM is cross-cutting in its activities and deals with governance in all the areas covered by the two agendas, namely political and democratic aspects, economic management and governance and socio-economic development. In addition to political, democratic and development components, the APRM also deals with corporate governance.

APRM's methodology is yet another factor that puts it head and shoulders above the rest. Evaluating and monitoring the implementation of actions identified in APRM National Programmes of Action is inclusive and involves all players of the society, namely the executive and the various technical departments, the legislative, the judiciary, the civil society, the private sector and political parties and all national social segments. Since the two agendas advocate the ideology of cutting no one out of the development process, the mechanism, with its all-encompassing strategy, is the ideal instrument for the monitoring and evaluation of their implementation. The APRM is also well structured and institutionalized in Member States and instead of setting up new monitoring and evaluation structures of these two key agendas of the continent, it is useful to build on what already exists and APRM is the ideal instrument which has proven its worth and which is recognized on the continent and by Member States. APRM has a unique comparative advantage over other monitoring and evaluation mechanisms. Through the personal involvement of Heads of State and Government in the process at the country level, the APRM is capable of gathering and analyzing sensitive information in all areas, something the other monitoring and evaluation instruments will find hard to do.

The choice of Heads of State and Government to appoint APRM to ensure implementation and supervise monitoring and evaluation in key areas of governance on the continent was, without a shred of a doubt, motivated by the above-mentioned arguments.

II. CONSTRAINTS AND CHALLENGES TO BE ADDRESSED BY THE APRM FOR AN EFFECTIVE MONITORING AND EVALUATION OF AGENDA 2063 AND AGENDA 2030

Although the APRM is the appropriate instrument for monitoring Agenda 2063 and 2030 on sustainable development, a choice confirmed by the decision of AU Heads of State and Government taken during their 28th Assembly, it still faces up to enormous constraints and challenges to effectively carry out its expanded mandate. These constraints and challenges include the non-participation of some African Union Member States in the mechanism. Indeed, only 36 out of 55 African Union Member States have signed up to the mechanism, which can restrict

APRM's action, especially as regards its expanded mandate, in non-Member States. One of the objectives of the 2016 – 2020 APRM Strategic Plan is to get all AU Member States to sign up to the mechanism. The APRM will have to speed up advocacy for a universal accession of AU Member States to the mechanism.

Capacity building of APRM structures at the country and continental levels is another challenge that needs to be taken up. As regards institutional capacity building, APRM has to institutionalize, sustain and harmonize its structures in all States and revise decrees and other legal instruments establishing these structures in order to incorporate the implementation monitoring and evaluation component of Agenda 2063 and Agenda 2030. APRM also has to set up a small Monitoring and Evaluation Unit in each Secretariat which will conduct activities in this area and coordinate partnership with other structures involved in regular information gathering on the implementation of Agenda 2063 and Agenda 2030. These units will be provided with equipment, staff, training and enough budget to effectively perform their monitoring and evaluation duty.

The financial wherewithal of the mechanism also has to be strengthened. APRM should be granted adequate resources which will enable it to carry out its basic activities and efficiently execute its new expanded mandate. Despite the increase in Member States' annual contribution, which has risen from 100 thousand dollars to 200 thousand dollars per annum, the APRM still faces a funding shortfall of its activities due to the high level of arrears of contributions of Member States. To enable APRM to efficiently carry out its new mandate, new sources of funding need to be explored, especially funding from the general budget of the African Union already provided for in the APRM statute as well as funding from the private sector and Foundations. Advocacy for resource mobilization from strategic and technical partners also needs to be stepped up.

III. PARTNERSHIP AND COORDINATION

For the new mandate entrusted by Heads of State and Government to monitor and evaluate Agenda 2063 and Agenda 2030 to be a success, APRM will have to establish cooperation ties with all stakeholders with a more or less similar mandate in this area.

At the continental level, APRM will have to collaborate with NEPAD, which also has the mandate to coordinate implementation of Agenda 2063 alongside the African Union Commission, strategic partners, notably the United Nations Economic Commission for Africa (UNECA), and all other stakeholders that are members of the governance, peace

and security architecture in Africa. As part of developing the APRM monitoring and evaluation system, a task force has already been set up comprising representatives of the above-mentioned institutions to ensure harmonization of actions carried out by these different institutions for a global integrated monitoring, an evaluation system in implementing Agenda 2063 and Agenda 2030.

At the regional level, APRM will have to work closely with Regional Economic Communities (RECS) which are the pillars of the African Union and some of which, ECOWAS especially, are quite advanced in early warning systems management. APRM could provide RECs with the experience it has acquired at the country and continental levels and use RECs to obtain some information from APRM non-Member states. A collaboration system should be established between APRM Continental Secretariat and RECS with regard to the monitoring and evaluation of Agenda 2063 and Agenda 2030.

At the country level, APRM national structures, notably National Governing Councils should work with national systems already established to monitor and evaluate Agenda 2063 and Agenda 2030. These systems include National Institutes of Statistics, which have the mandate for monitoring the implementation of Agenda 2063 and Agenda 2030, and development planning departments. Without the close collaboration of these systems, it will be difficult for

APRM to fulfil the additional mandate it was entrusted, namely to ensure implementation of governance actions and supervise the monitoring and evaluation of Agenda 2063 and development agenda 2030.

CONCLUSION

APRM is the natural instrument for the monitoring and evaluation of Agenda 2063 and development Agenda 2030. Several arguments underpin the choice of APRM by Heads of State and Government. APRM is in itself a monitoring and evaluation mechanism whose area of competence covers that of the two agendas. APRM already has functional structures established in States which needs to be expanded to all AU States as part of universal accession. APRM has broad experience in collection and evaluation. Similarly, evaluating the implementation of Agenda 2063 and Agenda 2030 is intrinsically tantamount to assessing the governance of these two agendas. It is no fluke, then, that this mandate was entrusted to it by Heads of State. However, to efficiently fulfil this mandate, APRM needs to be strengthened as proposed in the report of President Kagame and should work with all already established institutions and systems to avoid duplication of efforts and wastage of resources made available for the monitoring and evaluation of Agenda 2063 and development Agenda 2030.



XX. RETHINKING THE APRM GOVERNANCE RESEARCH FRAMEWORK

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This Think Piece proposes changes to the APRM conceptual and research framework on governance assessment in order to enhance its alignment with current endogenous African understanding of public governance. In this context, such an understanding is underlined by the APRM's central philosophy

of African states taking responsibility for their own development, and self-monitoring their compliance to agreed governance values, standards and codes.

To undertake this task, the Think Piece analyses the key elements of governance and the distinction in the approach to governance research between academics and practitioners. It makes the case for a shift from academic to practice-based research which puts accent on the politico-administrative dimensions of governance before outcomes and impacts thereof.

Defining research is, traditionally, the task of the academia, but defining governance research has attracted equal attention from both academics and practitioners. Practitioners are of the predominant view that governance research must primarily serve to inform governance for the purpose of influencing its practice. Such thinking is illustrated here by Dr Khabele Matlosa, who argues that research endeavours must have as their aim "concrete outcomes in terms of influencing or changing behaviour and policy perspectives as part of the positive transformation of society". He defines governance as 'the art and the process of governing', and refers to the UNDP definition of governance which states that 'it is the exercise of political, economic and administrative authority necessary to manage a nation's affairs...and as the process by which decisions are made and implemented or not implemented. Within government, therefore, governance is the process by which public institutions conduct public affairs and manage public resources'.

A consolidation of the various definitions of governance, indicates that both academics and practitioners understand governance as referring to the exercise of authority in three dimensions: political, economic and administrative. The UNDP further defines these dimensions, referring to

'political governance' as the process of decision-making to formulate policy (policy setting), and 'administrative governance' as the system of policy implementation. And finally, defining economic governance is defined as the decision-making processes that affect a country's economic activities and its relations with other economies.

At both a conceptual and operational level, the APRM governance assessment conforms to these definitions, which are essential accords it a predominantly 'public governance' orientation. The OECD defines Public governance as "the formal and informal arrangements that determine how public decisions are made and how public actions are carried out, from the perspective of maintaining a country's constitutional values when facing changing problems and environments". It follows then that a focus on public governance, infers a focus on the politico-administrative dimensions in governance.

In order to appreciate APRM governance assessment as a methodologically distinct research framework, with unique epistemological underpinnings, an examination of research typologies is needed. This Think Piece employs a typology based on three criteria: i) What is being assessed: general governance or specific aspects? ii). What are the approaches are taken to assess data and analysis: quantitative, qualitative and/or political economy approaches? iii) What role do countries being assessed play in the assessment process? The proposed framework being advanced in this Think Piece responds to all three criteria of governance research, that which examines 'what' is being assessed, the analytical framework used in the assessment and the agency or role of the assessed country in the APRM process. The use of this typology, involves the application of the three criteria to the politico-administrative elements of governance discussed earlier: authority, system, process and institutions. In more specific terms, such an assessment for the APRM would essentially refer to the purpose of its mandate which is, 'to foster the adoption of policies and practice that lead to political stability, high economic growth, sustainable and inclusive development, as well as accelerated regional and continental economic integration'.

The mandate places emphasis on 'arrangements for public decision-making and action', both of which are politico-administrative elements. Accordingly, it is plausible to propose that the APRM governance research framework, place emphasis on the politico-administrative aspects of governance. The primary objective of APRM governance research, therefore, would be to interrogate how the politico-administrative arrangements in a country affect the conduct of affairs within the economic, corporate, social and political spheres.

The logic of the above proposition is evident in the definition of 'economic governance research' offered by the Royal Swedish Academy of Sciences, which submits that the purpose of economic governance research is to seek to understand the nature of institutions by considering the underlying economic problems they handle. The Academy defines institutions as sets of rules that govern human interaction, with the main purpose of facilitating production and exchange.

In this regard, and in pursuit of a better focused framework for governance research for the APRM, the Think Piece proposes on that the APRM governance assessment/research framework be reviewed to ensure that the politico-administrative aspect of institutions take precedence over the outcome and impact dimensions. The assessments must focus on processes, systems and the way authority is acquired and exercised in determining and implementing public policy. The APRM governance research framework must thus de-emphasise the outcome and impact centered, sectoral performance assessment approach that currently characterises its Country Reviews. Instead, the framework must emphasize a politico-administrative assessment approach, which focuses on institutions: mechanisms, systems, processes and actors that are employed in the exercise of economic, political and administrative authority. It is important to mention, however, that the summary statements of the conceptual focus of the thematic areas in the APRM questionnaire, have sufficient resonance with the politico-administrative institutional Approach emphasis being advanced in this Think Piece. For instance, the Democracy and Political Governance theme conceptual framework focuses on three aspects. The first is determining whether a country has a guaranteed framework of equal citizen rights, the second is evidence of the promotion of institutions of representative and accountable government, and the third provisions safeguarding a vibrant civil society. These areas of focus are assessed to determine their alignment with: constitutional democracy and the rule of

law; the separation of powers; prevention and reduction of intra and inter-state conflicts; promotion and protection of civil and political rights; ensuring accountable, efficient and effective public service delivery at the national and decentralized levels; promotion and protection of the rights of women, children, young persons and vulnerable groups. This focus however, is insufficiently reflected in the questions and indicators.

Similarly, the Economic Governance and Management thematic area focus is characterised as multi-pronged, with a focus on the actions, policies and programmes that the relevant economic authorities (the state, regulatory agencies, and to a lesser extent businesses and business organisations), adopt and implement in managing an economy. This conceptual focus recognises that a dynamic economy is not sufficient in itself, but that it must be complemented by appropriate systems and institutions that ensure the smooth functioning of markets, the combating of corruption, the regulation of capital flows and the equitable distribution of wealth to meet the needs of the people. The full and meaningful involvement of the citizens in the conceptualization, formulation and implementation of policies is also acknowledged as a central principle that promotes shared ownership of the economy. As in the case of Democracy and Political Governance theme, the translation of this conceptual focus into relevant indicators and questions has been insufficient. For example, Objective Two: Design and implement economic policies for sustainable development, Question 1: Describe the economic vision/policy of the country. What are the key challenges in realizing this economic vision? is assessed by a set of economic performance outcome/impact indicators. These are: Average trends in inflation; Real GDP and GNP growth per capita; Fiscal deficit to GDP; Debt servicing ratio to revenue, Share of domestic debt to total debt; Total debt to exports; Total debt to GDP; Share of total budget allocated to social sectors; Average fiscal deficit financed by the Central Bank; average credit to both private and public sectors; and Unemployment. As you will observe, none of the above indicators assess institutional integrity or processes.

The adjustments in the APRM research framework would therefore, be a revision of indicators and questions in the APRM Questionnaire. Such a revision would involve an audit of the questions, indicators, and development of an analytical framework, underlined by a deliberate focus on assessment of institutions and processes obtaining to each thematic area.

XXI. CORPORATE GOVERNANCE REPORT

Author: Itumeleng Dlamini, Head of Strategic Partnerships, APRM Continental Secretariat



INTRODUCTION

APRM has conducted 21 country reviews which have included reviews in respect of one of the pillars: to assess the level of compliance with corporate governance standards and practices in member states. The review findings have indicated: a high level of non-compliance with country corporate governance rules where member states have a Corporate Governance framework in place; or that some member states have not put in place a corporate governance framework.

APRM REVIEW FINDINGS ON THE STATE OF CORPORATE GOVERNANCE IN AFRICA

The review findings have also revealed commonalities in the challenges faced by member states with regard to compliance with corporate governance standards. The APRM findings reveal that:

- The private sector is largely dominated by the informal sector and Small, Medium Enterprises (SMEs)
- Organizations exhibit characteristics of different stages of adoption of good corporate governance depending on the size and industry;
- With regard to the SME sector, there are largely no Corporate Governance standards and practices. The Informal sector and SME businesses face several constraints to doing business including lack of skills and capacity, access and cost of credit challenges.
- A majority of large companies and especially, in the financial sector– adhere to standards.
- Typically, State Owned Enterprises (SOEs) operate in key sectors of the economy. However, governance arrangements remain weak and they face various capacity constraints including human and financial resource constraints. Reforms in the SOE sector are necessary to address governance, capacity and resource constraints. There is need to: adopt best practice standards for SOEs that include transparency of appointments and professionalisation of Boards; codes of ethics and conduct and enforceability of these performance assessments, ensuring compliance with accounting, financial reporting requirements.
- Ordinarily, the corporate governance frameworks that do exist in some member states are by far and large borrowed from Western/global standards principles of

corporate governance, which tend to be applicable to business environments that exist in developed countries.

APRM CORPORATE GOVERNANCE PROJECTS:

1. Development of the African Principles and Guidelines on Corporate Governance

Given the consistent findings by APRM highlighting challenges with regard to corporate governance on the continent, the APRM Secretariat will commence with the development of the AU Guiding Principles on Corporate Governance. Which are intended to guide the countries and to provide minimum guidelines for compliance with corporate governance standards. The development of the African Principles shall:

- identify the main «issues» relevant to the field emerging from corporate governance research on the Continent,
- produce a framework for the AU Guiding Principles on Corporate Governance; and
- produce a framework for the Toolkit on Minimum Requirements for Corporate Governance for member states.

The Development of the AU Principles is being undertaken in recognition of the fact that the existing challenges within member states with regard to corporate governance, require a solution that addresses the unique challenges facing the private sector on the continent

2. Regionalizing the OECD/APRM Network on Corporate Governance on State Owned Enterprises in SADC

In 2005 the Organization for Economic Cooperation and Development issued Guidelines on Corporate Governance of SOE which now serve as a global benchmark for countries introducing governance reforms in the SOE sector.

In 2008, the OECD convened the first meeting of SADC SOE Network in Cape Town which was co-hosted by the South African National Treasury, OECD and Development Bank of Southern Africa – with funding from the Swedish International Development Cooperation Agency.

Subsequent Meetings that took place were:

- 2009, Mozambique
- 2012, Midrand
- 2013, Swakopmund
- 2014, Lusaka

2015, Victoria Falls

CURRENT STATUS OF THE NETWORK

In 2016, funding for the Network by the OECD was terminated and the SADC SOE Network Secretariat has been dormant since the last meeting in 2015. Over the years, the APRM had proposed that the Secretariat of the Network be located within the Continent and that all affairs of the SADC Network must be owned, managed on the Continent. As such the APRM has proposed to assume the role of the Secretariat from the OECD with the OECD remaining a technical partner of the APRM.

ROLE OF APRM AS THE SECRETARIAT OF THE SOE NETWORK ON CORPORATE GOVERNANCE

The APRM has commenced with plans to fulfill the following role with regard to the SOE Network:

- To act as the anchor of the SADC Network of SOEs
 - To coordinate policy dialogue amongst SADC countries on SOE Governance
 - To establish a peer group of practitioners, experts, policy makers that can develop linkages to promote reforms in the region
- To raise awareness among relevant constituencies on benefits and associated with good corporate governance
 - To evaluate SOE corporate governance policy frameworks in participant countries.
 - To influence policy making by providing a forum in which policy makers, practitioners, and experts can share knowledge and experiences amongst themselves and OECD peer to support effective reforms.

The APRM and Mauritius will co-host the 10th Network meeting in Mauritius and the launch of the APRM SOE Network on Corporate Governance in SADC



XXII. APRM TARGETED REVIEW

Author: Dr Koffi Adorgloh, Country Coordination, APRM Continental Secretariat



Targeted Assessment (TA) or Targeted Review (TR) is a new product or service line for Member States within the African Peer Review Mechanism (APRM) product portfolio.

BACKGROUND

The African Peer Review Mechanism is a specialized agency of the African Union. Its mandate is to ensure that the policies and practices of participating Member States conform to agreed values of political, economic and corporate governance and are upheld in the codes and standards of the Declaration on Democratic, Political, Economic and Corporate Governance.

A recent establishment (2004), the APRM is a mutually agreed self-monitoring instrument of governments of Member States to foster the adoption of policies, standards and practices that lead to political stability, robust economic growth, sustainable development and accelerated economic integration through experience sharing and strengthening of good practices that include identification of weaknesses and capacity needs assessment of participating countries. The 24th Special Summit of Heads of State and Government on APRM Revitalization, which took place in Addis Ababa on 29 January 2016, identified six priority revitalization areas. To this end, an agenda was developed and a Chief Executive Officer appointed at the helm of the APRM Secretariat. Given this momentum, the APRM organized an Expert Group meeting on APRM Revitalization under the theme “Strategizing, Planning and Developing Improved Review Methodologies” on 29 and 30 March 2016 in Addis Ababa, Ethiopia. This political resolve of Heads of State and Government enforced by the Restoration – Revitalization – Renewal turnaround strategy implemented by the new APRM Secretariat CEO, translated into a strong confidence boost for the Mechanism among its strategic partners such as the African Union Commission and among Member States. The signs of renewed confidence in the APRM include : a) the gauntlet thrown down by the African Union Commission Chairperson H.E. Nkosazana Dlamini Zuma, during the courtesy visit paid by the APRM Secretariat Chief Executive Officer, Professor Edward Maloka on 29 March 2016, to provide, as part of the organisation’s mandate, with an internal support to Member States in the domain of rating industry; b) the strong resumption in the payment of annual contributions by Member States; c) expansion of APRM’s

mandate by the 28th Summit of the African Union Assembly of January 2017 which made it a continental organ for the monitoring and evaluation of the African Union Agenda 2063 and the United Nations Agenda 2030 regarding the Sustainable Development Goals; and d) membership into the APRM announced by Guinea (November 2016 in Cote d’Ivoire), and Gambia (April 2017 in Banjul) in addition to that of Namibia which became the 36th Member State of the APRM during the 26th Forum of Heads of State and Government in January 2017. These are the many concrete signs of renewed confidence in the revitalized Mechanism which is forging on with institutional strengthening.

RATIONALE FOR THE TARGETED REVIEW

The APRM seeks to achieve the mandate entrusted to it by its founding fathers, namely reviewing the governance process in its Member States. Moreover, the Mechanism is leaving no stone unturned to fully play its new roles under the African Union Agenda 2063 and the United Nations Agenda 2030 regarding the Sustainable Development Goals as well as the internal support expected from it by its Member States concerning the holistic rating industry. An analysis of the portfolio of APRM products shows little diversity which hardly provides any choice for its Member States to choose from. The targeted review is a new product line which helps to diversify the Mechanism’s portfolio as part of the revitalization process. It will be noted that this product provides some flexibility to Member States wishing to deepen governance assessment in one or two of the thematic areas without being obliged to carry out a thorough assessment in all the areas. That is the second rationale for the targeted review which can also be applied in a particular sector of activity.

I. TARGETED REVIEW: APRM MEMBER STATES-DRIVEN REQUEST OR AN APRM SECRETARIAT INITIATIVE?

It is generally agreed in the APRM that targeted review should be requested by an APRM Member State wishing to know the real state or status of a given thematic area or sector in a given period, the good practices carried out in the Member State, the major challenges it faces as well as the necessary actions required to overcome them. Although the request for a targeted review should primarily be driven mostly by APRM Member States, it could also be initiated by the APRM Continental Secretariat. In this case, the initiative

of the Secretariat must be duly substantiated to convince countries about the advantages of its conduct.

II. FUNDING THE TARGETED REVIEW

Once the request for a targeted review is made by an APRM Member State, the rule warrants that the requesting Member State incurs the funding costs. However, since the targeted review is new among the array of APRM products lines, a transition period is required during which APRM Secretariat requests its strategic partners for funding of the first targeted review requests.

III. TARGETED REVIEW AREAS OF APPLICATION

The targeted review's priority areas include the four APRM thematic areas, namely Democracy and Political Governance, Economic Governance, Corporate Governance, and Socio-economic Governance. It may also concern a specific sector of activity such as mines, agriculture, infrastructure, etc.

IV. GUIDELINES TO DRAFT THE TERMS OF REFERENCE FOR THE TARGETED REVIEW

Since it is a specific product amongst the Mechanism's array of products lines, the TORs of any targeted review will be made up of the following items:

1. An introduction

2. Rationale for the targeted review

This section of the review gives an account of the reasons underpinning this request irrespective of whether it is a thematic or sector request.

3. Objectives of the targeted review

As in any evaluation, the requesting party should be able to indicate the objectives it sets for the review. The overall objective should be backed by a relatively limited number of specific objectives thereby avoiding any risk of diluting the study.

4. Systematic review of the thematic area or sector of activity

This type of review focuses the attention and efforts of researchers on one given thematic area or sector. The targeted review is carried out in two phases: development of a background paper on the thematic area chosen in the APRM Secretariat followed by the review on the field.

4.1 Background paper development

This document is developed by the Research and Coordination Division based on the APRM revised

Questionnaire which serves as a methodological guide. Documentary (desk) research will dwell on identifying document sources and on codes and standards which regulate the thematic area, public policies, strategies, programmes and projects as well as implemented action plans. While statistics help to carry out indisputable evidence-based analyses which shed light on some aspects of the area under study, identification of sources, or better still, collection of sources should also be a major concern for researchers. The collection phase will also involve identifying the main players such as the public sector, civil society and private sector institutions as well as groups of persons with any interest in the thematic area under review. This material will help the Review Team to draw up a list of institutions to meet within the framework of consultations at national and decentralised levels (regions and municipalities). It is recommended that much emphasis be put on consultations at decentralised levels provided that most Africans live there. This list of institutions (stakeholders) is sent some ten (10) days in advance to a Focal Point in the country to make appointments. The statistical data collected on the field by the Secretariat should be completed on the field and made more reliable at the end of the review with the national statistical body in partnership, if possible, with the APRM's partner Statistics South Africa or other relevant African institutions in the domain. Developed after a month's research, the background paper should enable the Review Team to have a good understanding of the state of governance of the thematic area, the major challenges (current and emerging) confronting it as well as the good practices carried out in the area. These first findings will lead to draft recommendations and a Thematic Action Plan (PTAP) or Sector Action Plan (PSAP) will be proposed. A list of essential questions, which will guide the review on the field, will also be proposed. These questions are discussed with the Review Team which draws up a document known as "issues paper" before leaving.

4.2 Targeted review team

The targeted review team should be set up to cover the entire area under review. There is no ideal way of going about this but it is good to be pragmatic. The APRM should increasingly focus its energy on the short or medium term when assessing impact. Since the APRM should increasingly channel its energy towards assessing and highlighting the impact of its activities on the lives of Africans in the near or mid-term future, it would not be surprising to mix up available skills with

profiles of experts who have not directly linked with the study of analyzing a given thematic area or sector. To this end, we may consider involving sociologists, anthropologists, environmentalists, labour relationships psychologists, poverty alleviation specialists, security experts, experts on ethics or governance ethics analysts, information systems specialists in food security, etc.

This paper therefore advocates skills combination when setting up targeted review teams with the hope that a pool of various talents would bring in their own perspectives and therefore make these APRM targeted reviews innovative, original in thought, holistic in approach, rich and diversified in content, insightful and inspiring. Africans, national leaders, decision-makers and the community of researchers would love to read them, which explains why it is important, whenever possible, to organize an event or inauguration ceremony before the publication of each APRM targeted review.

4.3 Targeted review team size

Each targeted review report ought to express the distinctive APRM characteristic in terms of approach as well as the particular manner of thinking governance issues in Africa. If possible, efforts should be made to send robust teams to the field. In this regard, the size of a targeted review team could comprise at least four to five different specialists who should complement each other. Once again there is no ideal way to go about this, thus any review request should be treated on a case by case basis and in the most cost-effective manner bearing in mind the awaited end product which should be of excellent quality.

4.4 Targeted reviews in the field

Targeted reviews are organized and coordinated by the Country Review Coordination (CRC) in the country under review regardless of the place where they are organized. The Targeted Review Team takes a deeper look at the key issues within the framework of national and decentralised levels consultations. Consultations take the form of "one-on-one" meetings with institutions, collective meetings in plenary, focus groups or any other recognized survey method that is relevant for this kind of exercise. During these consultations, the Targeted Review Team discusses the reality of the findings in the background paper which it confirms or negates, provides an in-depth look at the issues paper in light of its consultations and reviews, one after the other, actions proposed in the Preliminary Thematic Action Plan (PTAP) that it fine-tunes with thematic experts from Ministries directly concerned with the area under

review.

4.5 Duration of the Targeted Reviews

Seven calendar days are proposed for this type of review. But if need be and according to the importance of the review, the duration could be revised upward.

4.6 Expected outcome

Just like the objectives, the outcome expected from the targeted review must comprise: a) findings; b) set of recommendations to overcome the weaknesses, and c) budgeted thematic plan of action (TPA). The TPA or TSP should be written in a precise and concise manner to facilitate its implementation and ultimately its monitoring and evaluation.

V. CONTENT OF THE TARGETED REVIEW REPORT

The Targeted review draft report comprises the following headings:

- Table of Contents
- Glossary
- Executive Summary
- Introduction
- Rationale of the targeted review
- Objectives of the targeted review
- Background information on the thematic area or sector under review
- Targeted Review itself
- Standards and Codes
- Performance assessment with regard to the objectives of the area or sector under study
- # Review Team findings
- # Recommendations
 - Budgeted Thematic Action Plan (TAP) or Sector Action Plan (SAP)

VI. VALIDATION TARGETED REVIEW REPORT

Before leaving the country, the Team makes a PowerPoint presentation to the national commissioners of the review. This presentation, which is open to stakeholders, comprises the main findings including the strengths and challenges of the area, good practices identified and highlighted, major actions in the TAP. This session enables the Review Team to collect from the participants' comments, contributions and recommendations for the finalization of the Targeted review report. Doing so would be a way of avoiding a heavy validation procedure, which, undoubtedly, is very expensive. But ultimately it is the APRM Secretariat to decide the formula to adopt.



XXIII. THE MAJOR BOTTLENECKS FACING AFRICA



Author: APRM Secretariat

BACKGROUND

This report owes its origin to two presentations made by H. E. Yoweri Kaguta Museveni, President of the Republic of Uganda, at two different meetings of the APR Forum of Heads of State and Government of APRM-Participating Countries – the 23rd APR Forum held in June 2015 in Johannesburg, South Africa, and the 25th APR Forum held in August 2016 in Nairobi, Kenya.

In what he called the —Eleven (11) bottlenecks facing Africa , the President identified issues that needed to be addressed for Africa to launch itself on the path of sustainable transformation. Furthermore, he also proposed that these were —pertinent areas for review that —should be discussed and considered as part of the [APRM] tool. 1

The 11 Bottlenecks in the President’s list are:

- Ideological disorientation;
- Interference with the private sector;
- Under-developed infrastructure;
- Weak states, especially weak institutions such as the Army, Police, etc.;
- Fragmented markets, market access and expansion;
- Lack of industrialisation and low value addition;
- Under-development of human resources;
- Under-development of agriculture;
- Under-development of the services sector;
- Attacks on democracy and governance; and
- A non-responsive civil service.

The President discussed each of these bottlenecks in detail, explained why each one works to choke Africa’s efforts towards socio-economic transformation, and concluded with an APRM-specific recommendation that —when countries are being Peer reviewed, it is important to see how far we have gone in eliminating these bottlenecks.

The President’s presentation was warmly received by his Peers, who expanded on the bottlenecks. One additional issue that emerged from Summit deliberations, first mentioned by H. E. President Macky Sall of Senegal, concerned the poor state of domestic resource mobilisation

in Africa, with particular emphasis on the meagre fiscal revenues generated from the Continent’s abundant natural resources.

The APR Forum welcomed the presentation from H. E. President Museveni and the interventions from other Heads of State and Government and instructed the APRM Secretariat to prepare a report for their next meeting. It was during internal discussions at the APRM Secretariat that a 13th bottleneck was identified, that of structural inequalities in access to opportunities.

Responding to the instruction from the APR Forum, this document was produced by the APRM Secretariat under the overall guidance of Prof. Eddy Maloka, CEO of the APRM Secretariat.

OBJECTIVE OF THE STUDY

The primary objective of this study is to examine the governance-related aspects of these bottlenecks from an APRM perspective, explore whether or to what extent the APRM already deals with them, and propose means by which the APRM can make further contributions in the effort to tackle them over the long term.

METHODOLOGY

The report was prepared primarily based on desk research, relying heavily on the 17 country review reports (CRRs) that had been already published at the time the study was undertaken. Other sources also consulted include relevant institutional reports and the academic literature. Finally, an online survey was also conducted posing questions to an audience of around 1000 stakeholders in the field of African governance, including APRM professionals from many Member States, which elicited some 140 written responses. While this was not meant to be a scientific survey, and impossible to disaggregate, the exercise helped to gather the views of multiple stakeholders around the continent. The report was also informed by a close consideration of APRM governance standards as well as Agenda 2063, which provided the context for the analyses.

Considering its limited objectives, the report does not claim to provide a comprehensive account of the APRM's findings on each bottleneck in every APRM-participating country on the continent. Instead, the report attempts to provide an overview of the most important issues germane to each of the bottlenecks, often providing illustrations with the help of examples, and explores options to address them within the framework of the APRM.

LIMITATIONS

Each of the bottlenecks is highly critical to the development of Africa. In appreciation of that fact, these issues have received plenty of attention in the development policy literature over the past few decades. It is not the purpose of this report to produce yet another voluminous study on these issues. Instead, and as indicated above, the primary objective of this report is to explore the extent to which these bottlenecks have been addressed by the APRM tools and processes and what more can be done to better equip the APRM to deal with them more systematically and comprehensively throughout the peer review chain of activities. In this sense, the scope of the report is consciously restricted to an examination of these otherwise broad issues with an APRM lens.

STRUCTURE OF THE REPORT

The discussion under each bottleneck is structured as follows: first, it attempts to interpret, understand, conceptualise and explain what each bottleneck is about. It is worth noting at this stage that a number of proposals were made to revise the heading of each bottleneck to make them reflect their contents better. However, after a serious consideration, we chose to stick to the original headings for the bottlenecks and to provide commentary under the respective sections to give the clearest possible picture of what each bottleneck is about. Secondly, it asks what, if any, the APRM does today about each bottleneck. And, thirdly, it asks what – or what more – can be done about each bottleneck within the context of the APRM and how we can do it. This three-level structure thus forms our analytical framework for the entire study.

FINDINGS

The study finds that while the APRM offers a sound methodology and framework to achieve its goals, its full actualisation requires a number of small but collectively significant reforms. Particularly on the 13 bottlenecks, while the APRM country review reports touch on virtually all of them, it is also true that they address some bottlenecks

more fully than others. The specifics may be summarised under each bottleneck as follows.

BOTTLENECK 1: IDEOLOGICAL DISORIENTATION

Ideological disorientation is here understood to mean discrimination based essentially on three characteristics of the human person: ethnic or tribal origin, religious belief, or gender. What has been called ideological disorientation here is therefore essentially about societal divisions and chauvinism. Understood in this form, ideological disorientation has been a widespread challenge in Africa since the end of colonialism. The APRM deals with ideological disorientation at length and creates a solid basis for informed societal conversation around it. The APRM record on this bottleneck is a strong one. At the same time, a revamped APRM process can still add value in at least three ways: (i) the analysis and recommendations in reviewed countries can be made more precise and specific; (ii) the APRM could assist in developing quantitative measurement techniques in this area; and (iii) APRM institutions should consciously reflect on the ideological assumptions in operation when they undertake reviews.

BOTTLENECK 2: INTERFERENCE WITH THE PRIVATE SECTOR

Despite the importance of a robust domestic private sector to the continent's future, private sector development has not received the political or public attention it deserves. The APRM can do more in this area in at least three ways: (i) by helping to fill information gaps, such as on harassment of the private sector; (ii) by conducting an in-depth assessment of one or two of the most severe challenges faced by the private sector and drawing a list of recommended actions and best practices for consideration by Member States; and (iii) by serving as a forum for the private sector to voice its concerns to government in a more targeted and focused fashion.

BOTTLENECK 3: UNDER-DEVELOPED INFRASTRUCTURE

That infrastructure is critical for development is beyond cavil. The APRM deals with it in its self-assessment questionnaire and the country review reports also address it extensively. For example, poor infrastructure is listed as a hindrance to business in most of the reports. However, while infrastructure financing remains an important hurdle for Africa, an even more daunting challenge relates to lack of institutional capacity to conduct proper needs assessment, to prepare and evaluate bids, and the widespread curse of corruption in the infrastructure project value chain – for all of which the APRM can make significant further contribution.

The APRM could, for example, (i) start treating infrastructure as a challenge in itself that needs addressing rather than the APRM's tradition of considering infrastructure in terms only of the adverse impacts of lack of infrastructure on social and economic activity; indeed, infrastructure could be treated as a cross-cutting issues that affects all thematic areas; (ii) pay attention both to the financial problems and the non-financial (often governance-based) issues that confront infrastructure programmes; and (iii) include in the country self-assessment questionnaire questions about what is hindering African countries from overcoming their infrastructural deficits.

BOTTLENECK 4: WEAK STATES AND INSTITUTIONS

While this is an area of utmost political sensitivity, particularly when it comes to issues of state security services, the APRM has repeatedly drawn attention to abuses associated with security forces, thereby bringing such issues up for public discussion. The APRM may consider going further in this area, e.g. by collating crime statistics and publishing them regularly and timeously. Considering the cross-border nature of much of contemporary conflict in Africa, the APRM could also serve as a platform for Heads of State and Government, and for government officials, to discuss such issues and explore options for possible collective response.

BOTTLENECK 5: FRAGMENTED MARKETS, MARKET ACCESS AND EXPANSION

Regional integration and trade are of seminal importance to the APRM and there is ample room to treat these issues well in the review process. However, there are few issues on the African governance agenda that seem to be more insulated from the input of ordinary people. The APRM can therefore still help fill an important gap in this area in at least three ways: (i) raise public awareness of the importance of regional integration; (ii) assemble, analyse and disseminate data on the progress of regional integration; and (iii) use the APR Forum to put pressure on countries to meet their regional integration commitments.

BOTTLENECK 6: LACK OF INDUSTRIALISATION AND LOW VALUE ADDITION

The APRM addresses this issue as part of its analysis of the design and implementation of economic policies for sustainable development. A number of instruments, from the Abuja Treaty to Agenda 2063, also emphasise the imperative to build a viable manufacturing sector in Africa. The APRM could enhance its contribution in this area by, for

example, (i) identifying and discussing in detail some of the hindrances to the attainment of industrialisation policy goals in its member states; (ii) disseminating best practices in the field of industrial policy and practice, including through the planned APRM knowledge hub'; and (iii) providing an additional platform for member states to coordinate their positions in international negotiations, including on trade and investment, that may have a direct bearing on their national industrialisation policies and goals.

BOTTLENECK 7: UNDER-DEVELOPMENT OF HUMAN RESOURCES:

The APRM has done a creditable job of identifying the difficulties that African countries are confronting in this area, including on the state of education and health services in reviewed countries. Building on its record, the APRM may (i) seek to explore and explain possible factors for human development deficits in Africa and (ii) consider undertaking research into solutions to these problems appropriate for resource-constrained environments, including in collaboration with African universities and other research institutions.

BOTTLENECK 8: UNDER-DEVELOPMENT OF AGRICULTURE

APRM reports address the issues of agriculture and land policy extensively. The APRM governance standards recognise the importance of farming to Africa and aim to promote a modernised and productive agricultural sector. They also encourage cooperation and harmonisation of efforts in the agricultural sector between African countries. However, the APRM has room to do even more in this area. To mention one example, the APRM has not taken much cognisance of CAADP, which it should do in future, including by recognising the 2003 Maputo Declaration as reaffirmed and further enhanced by the 2014 Malabo Declaration, as a relevant standard of governance against which countries would be assessed.

BOTTLENECK 9: UNDER-DEVELOPMENT OF THE SERVICES SECTOR

Falling under this bottleneck are such financial services as banking and insurance that provide essential support to other elements of the economy and other services such as tourism, entertainment and the transfer technology that are the products of the modern era. A critical aspect of services like these is that they tend to depend more on the skill pool in a country than the natural resource endowments therein. The APRM country review reports consistently identify the

key issues facing countries in these services sectors and much of the remaining challenge is about policy implementation. However, immense opportunities still exist for the APRM to contribute towards addressing the implementation challenges by fostering cross-border collaboration, mutual learning, and harmonisation of policies, regulations and institutional structures and processes among its Member States.

BOTTLENECK 10: NON-RESPONSIVE CIVIL SERVICE

An efficient civil service is a critical – perhaps the critical – component of effective governance. The civil service has the enormous responsibility to ensure the day-to-day implementation of laws, regulations and policies in all areas of public life. The civil service is also the primary interface between the state and society at large. Indeed, the success of such ambitious African and global programmes as Agenda 2063 and SDGs in the Continent depend significantly on the capacity of the civil service in each country to develop implementation modalities and execute them within a set timeframe. The APRM reports have consistently highlighted the major problems confronting the civil service, but the APRM could still add value by, e.g. (i) devoting more attention to identifying success stories and disseminating their example; (ii) The APRM needs to include, in its list of relevant standards and codes, the African Charter on Values and Principles of Public Service and Administration, which was adopted by the 16th Ordinary Session of the AU Assembly on 31 January 2011 in Addis Ababa, Ethiopia; and (iii) Considering that the Charter has just entered into force with 16 ratifications, the APRM may consider launching a campaign to encourage more countries to ratify the Charter as part of its sensitisation efforts to enhance the development of a responsive civil service on the Continent.

BOTTLENECK 11: ATTACKS ON DEMOCRACY AND GOVERNANCE

One of the more profound changes in Africa since the 1990s has been the holding of elections as a means of choosing governments. Encouraging democracy was intrinsic to the NEPAD initiative. Democratisation was seen as vitally important and a critical marker of the continent's determination to deal with its governance problems. Above all, democratisation signified an opportunity for Africa's people to become citizens rather than subjects, to take charge of their own destinies, rather than having them dictated to by those in power. On these issues, the APRM country review reports are detailed and for the most part quite forthright. As democratisation and constitutionalism

touch on the exercise of power, they are sensitive political issues, and it is to the APRM's great credit that it has been willing and able to probe them and point out weaknesses. The APRM should continue to do so without fear or favour. However, the APR Forum needs to perform its oversight function and ensure that agreed recommendations from the review process are carried out.

BOTTLENECK 12: DOMESTIC RESOURCE MOBILISATION

Funding Africa's development has always been a hotly contested point. Its reliance on foreign development partners has raised questions about the extent to which the continent is in control of its development agenda. It has also been argued that a reliance on external funding has broken the chain of accountability that ought to run between citizens and states. Another concern has been whether the continent's public purses are benefiting from the wealth created through its natural resource endowments. This issue finds little direct expression in the APRM, although the question of resource mobilisation is addressed in the EGM thematic area. Considering the limited engagement of the APRM in this area, perhaps the APRM's utility as a research tool could be put to better use in this respect. The body of knowledge on the state of resource contracts and resource governance is incomplete, and the APRM could play a valuable role in collating country level information. This would include the provisions of contracts, how they are operating in reality, and evaluating whether they are developmentally appropriate. Given that managing resources is an issue common to the continent, this is an area where information sharing could be of inestimable benefit. Understanding best practices and mutual alignment of investment codes and incentives (in the context of regional integration) should receive attention.

BOTTLENECK 13: STRUCTURAL INEQUALITIES IN ACCESS TO OPPORTUNITIES

While African societies may be afflicted by particular developmental challenges, those challenges are not evenly distributed within those societies. Particular groups, however these may be defined, will be harder hit by poverty and will have access to fewer opportunities. Ensuring that these differences do not manifest themselves as permanent blockages to mobility for the relatively less wealthy is a dimension of development that needs to be addressed. The focus here is on socio-economic status and the desire to ensure one's birth does not dictate one's destiny in life. But, this aspect of development, often known as social mobility,

is not well covered in the APRM country review reports, at least not directly. Yet plenty of information has been collected in the APRM process that helps to explain the continent's deficiencies in this regard. This is an important issue for Africa and the APRM should make an effort to more systematically and explicitly integrate this issue into its work.

CONCLUSION

This study has presented each bottleneck as a separate, discrete analysis. It is important to note that, in reality, it is very difficult to separate the impact of some from others. For this reason, the same or similar concepts arise in respect of multiple bottlenecks. A corollary of this is that the bottlenecks have a cumulative impact on Africa's development that exceeds the 'sum of their parts'. Dealing with any of the bottlenecks – or for that matter, dealing with a contributor to any of them – would likely have an impact beyond its immediate ambit. The knock-on effects can be

substantial, and this is an excellent rationale for making the removal of these bottlenecks an African objective.

NEXT STEPS

The next steps in taking forward this study and its recommendations include the following: (i) to develop indicators along the lines of APRM tools, and then pilot them in selected countries. The target should be to follow up this study with a report on how the pilot countries are performing in each of the 13 bottlenecks; and (ii) to integrate the lessons learnt under each of the bottlenecks into the ongoing renewal of the APRM tools and processes, including the country self-assessment questionnaire and the review processes.



XXIV. THE ROLE OF YOUTH IN APRM'S QUEST FOR GOOD GOVERNANCE, DEVELOPMENT AND DEMOCRACY



Author: Lennon Monyae, Office of the CEO, APRM Secretariat

The revitalisation of the African Peer Review Mechanism (APRM) is evidence of African governments' renewed commitment to strengthening good governance, development and democracy in Africa. The APRM will be celebrating its 15th Anniversary on 9 March 2018, after a vibrant revival in 2016-2017, marked by Country Review missions in Chad, Djibouti, Kenya, Senegal, Sudan, Liberia, and the recent Uganda Review Mission in 2017.

At this juncture, it is obvious that sustainable good governance, development and democracy cannot materialise at the continental level without the active participation of the Youth, who make the bulk of the African population. According to the African Union (AU), about 60% of the total population of Africa is below the age of 24 years, and more than 35% of them fall within the 15-35 years bracket, thus making Africa the continent with highest youth population in the world. This demographic dividend constitutes an opportunity for the APRM to bring young people into Africa's democratisation prospects.

The 28th Summit of Heads of State and Government of the African Union held on 30 January 2017 in Addis Ababa, Ethiopia, mandated the APRM to track and monitor UN Agenda 2030 and AU Agenda 2063. This extended mandate has come to heighten the young people's interest in the APRM. Indeed, APRM has responded positively to the AU's theme and focus - "Harnessing the Demographic Dividend through Investments in Youth" - by involving a large pool of the youth actively in its daily activities and this trend will further safeguard the Mechanism's continuity and institutional memory.

It is also noteworthy that the African youth innovation in information technology will secure Africa's place in the Fourth Industrial Revolution. The involvement of young people in ICT will place Africa at the forefront of new

technologies such as artificial intelligence, which could play an unprecedented role in moving our societies forward.

More than one-third of the 169 Sustainable Development Goals (SDG) targets highlight the role of young people and the importance of their empowerment, participation, and well-being. On the other hand, AU Agenda 2063: 'The Africa We Want' further emphasises the role of the youth in Aspiration 6, which stipulates "An Africa whose development is people-driven, relying on the potential of African people, especially its women and youth".

The projected lifespan of AU Agenda 2063 automatically makes young people the custodians of this development plan. It is, therefore, against this backdrop that the APRM, as Africa's leading tool for the advancement and promotion of good governance, should consider upscaling its youth engagement.

Leveraging the synergies between Agenda 2063 and the United Nations SDGs could then be the first step to be taken by the APRM in implementing AU's theme of harnessing the demographic dividend through investments in the African youth.

It is worth recalling that, following the recommendation of President Paul Kagame's Report on the SDGs, the AU Summit made a key Assembly Decision to give APRM an Expanded Mandate. This provides a golden opportunity and a platform for young people to participate in the APRM processes.

The young people of Africa no longer have to be docile observers of APRM processes. The Expanded Mandate provides them with an opportunity to get involved in and influence the Mechanism's footprint in civil society and to be part of research organisations and academic institutions.

More importantly, the Strategic Partners of the APRM, such as the African Development Bank (AfDB), United Nations Economic Commission for Africa (UNECA), United Nations Development Programme (UNDP), Mo Ibrahim Foundation and the African Union Commission, can join forces with the APRM to develop flagship programmes aimed at empowering young people and promoting their networks and constructive volunteerism at national and continental levels.

To bring young people on board and ensure that they participate effectively in its processes, APRM should collaborate with organisations such as the Pan-African Youth Union (PYU), AU University institutions and Pan-African Civil Society Organisations working with young people on the ground.

One slot of the APRM Strategy for 2016 – 2020 is aimed at developing new tools and knowledge products to enable the APRM to serve as a think tank on African governance. In this regard, the APRM should consider involving the youth more actively in the post-review outreach activities. In this regard, it is imperative that the APRM adopt the use of digital platforms such as Facebook, Twitter, Snap Chat, etc. This is because the young people of today are very digitally savvy and can use quick and efficient technological innovations. Indeed, such simple ways of engaging and mobilising young people in the governance sphere will encourage them to go beyond protests and riots to express their frustrations and rather contribute more positively to the national, regional and continental development processes.

As the Mechanism is celebrating 15 years since it was established, it is important to encourage Africa's Heads of States and Governments to ratify and fully domesticate the AU Youth Charter. Thus far, forty-two (42) Member States have signed the AU Youth Charter, thirty-eight (38) Member

States have ratified the Charter and three (3) Member States are yet to sign and ratify the instrument. This trend is very encouraging and it proves that the African leaders are committed to developing young people to serve as future custodians of the development of the African continent.

Young people are currently represented in the APRM National Governing Councils (NGCs). However, there is still room for improvement in terms of their engagement. Moreover, as youth issues feature prominently in APRM Country Review Reports, African leaders should prioritise youth-related issues such as access to quality education, health and employment.

African Peer Review Mechanism, the Pan- African tool for promoting good governance, development and democracy, is a vehicle ensuring that the youth constitute an integral component of the processes of constitutionalism, rule of law and democratic governance in Africa. This means that the youth can no longer be excluded from key decisions taken by African leaders, because the young people have a crucial role to play in building and developing the African continent. Frantz Fanon famously wrote, "Each generation must, out of relative obscurity, discover its mission, fulfil it, or betray it". Young people should therefore seize the opportunity to participate in Africa's governance mandate, through the APRM. It is also the responsibility of APRM Member States to nurture young talent and invest in them as the future of the continent lies in their hands.

XXV. PLANNED COUNTRY MISSIONS FOR 2018

TYPES OF MISSIONS	COUNTRIES
COUNTRY REVIEW MISSIONS (7)	Côte D'Ivoire, Egypt, Niger Mozambique (2nd review), South Africa (2nd review), Nigeria (2nd review); Ghana (2nd review)
CRR FOR PEER REVIEW: 3 CRR IN JANUARY 3 CRR IN JUNE	Sudan (Jan 18) Uganda (Jan/ 18) Liberia (Jan or June 18) Mozambique (June 18) Cote d'Ivoire (June 18)
ADVANCED MISSIONS (4)- 1ST REVIEWS	Namibia Angola Equatorial Guinea Angola
ADVANCE MISSIONS – (ENCOURAGE AND PREPARE FOR 2ND CYCLE REVIEW) 2ND REVIEWS	Ghana Rwanda Sierra Leone Burkina Faso
FOLLOW UP MISSIONS (WHERE PROCESS HAS STALLED)	Cameroon; Ethiopia; Gabon; Mali; Mauritius; Mauritania; Congo; Tunisia; Malawi; Togo
SUPPORT MISSIONS	Mozambique (2nd review) South Africa (2nd review) Sierra Leone (2nd review) Ghana (2nd review) Egypt Namibia Equatorial Guinea Niger
PUBLIC LAUNCH OF CRR	Kenya Chad Senegal Djibouti Sudan Uganda Liberia
PROGRESS REPORTS ON NPOA IMPLEMENTATION TO APR FORUM	Tanzania Benin Sierra Leone Mauritius Ethiopia

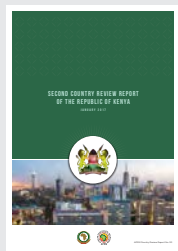
XXVI. OTHER ACTIVITIES IN PARTNERSHIP WITH PARTNERS

PROJECTS	ACTIVITIES	FUNDING
1. ELECTIONS AND VIOLENCE: CONSOLIDATION OF THE DEMOCRATIC ORDER IN AFRICA	Three Regional consultative workshops: Lusaka (Southern Africa), Yaounde (Central and East Africa) and Abidjan (West and North Africa) High level Conference in Abuja Nigeria	GIZ
2. SUPPORT THE NPOA IMPLEMENTATION FOCUSING ON EGM AND CG RECOMMENDATIONS	Conduct in-depth discussion with relevant government ministries on the implementation of EGM and CG recommendations	AfDB
3. WORKSHOPS HARMONIZATION OF NPOA INTO NDP	Organise workshops with national stakeholders on the harmonization of APRM NPOA into existing development frameworks such as NDP, PRSP, SDGs For all the	UNECA
4. WOMEN RIGHTS AND GENDER EQUALITY IN AFRICA	Workshop on sharpening the Monitoring and Evaluation of thematic areas involving women and on gender budgeting Participation in “Commission on Status of Women’s” meeting to be held in March 2018. Women empowerment best practices conference	UN Women
5. AFRICA WEEK 2018	Contribute to the preparations (documents, presentations) of the Africa Week 2018	UNOSAA

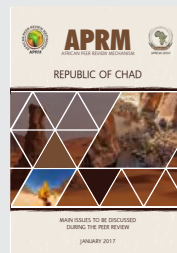
XXVII. 2017 APRM PUBLICATIONS



THE MAJOR BOTTLENECKS FACING AFRICA 2017



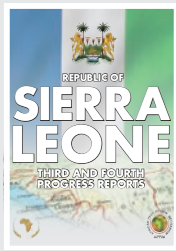
SECOND COUNTRY REVIEW REPORT OF THE REPUBLIC OF KENYA



*CHAD COUNTRY REVIEW REPORT



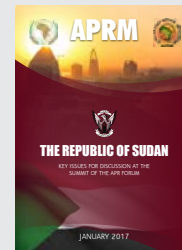
*LIBERIA COUNTRY REVIEW REPORT KEY HIGHLIGHTS



REPUBLIC OF SIERRA LEONE THIRD AND FOURTH PROGRESS REPORTS



*THE REPUBLIC OF SENEGAL REPORT



THE REPUBLIC OF SUDAN REPORT



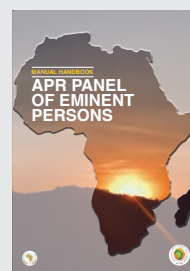
REPUBLIC OF UGANDA KEY HIGHLIGHTS



THE REPUBLIC OF DJIBOUTI REPORT



QUARTELY GOVERNANCE LINK NEWSLETTER



HANDBOOK FOR MEMBERS OF THE APR PANEL

* These reports will be tabled on the 28th APR Forum of Heads of States that will be held in Mauritania

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