



United Nations
Economic Commission for Africa

Training Manual

**Linking African Peer Review Mechanism (APRM)'s
National Plan of Actions (NPoAs) and other existing
National Development Strategies**

(Final Draft)

Capacity Development Division

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Foreword

Africa's chronic underdevelopment prompted its Heads of State and Government to design New Partnership for Africa's Development as a continental development framework that would accelerate social transformation and ensure its full integration into the global arena and stem its marginalization. To that end, its key component of the African Peer Review Mechanism was formulated 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. The approach adopted to achieve this objective is sharing of country experiences and reinforcement of successful best practice methods, which includes the identifying of deficiencies and assessing the needs for capacity building.

The United Nations Economic Commission (ECA) for Africa, as a designated strategic partner institution, along with the African Union, African Development Bank and the United Nations Development Program, has provided extensive technical and advisory services to the participating countries. However, pioneer countries have identified several challenges that are related to preparation and implementation of the National Program of Action and its co-ordination with other existing national development strategies. To this end, the United Nations Economic Commission for Africa has been providing support to countries that have completed the African Peer Review Mechanism process, to investigate programmatic and budgetary links between the National Program of Action and the other existing national development strategies to avoid parallel strategies that may weaken the value added of the process. In this regard, United Nations Economic Commission for Africa, in collaboration with the United Nations Development Program, developed a framework document: *Harmonizing African Peer Review Mechanism National Program of Action and other National Plans into a Common Medium-term Expenditure Framework*.

However, the implementation rates of the National Program of Action is low and, in most cases, inadequately reported. As a result, the Capacity Development Division of the United Nations Economic Commission for Africa has prepared the *Training Manual on Linking the African Peer Review Mechanism National Program of Action and other existing National Development Strategies* is being converted into an e-learning program.

This Manual has been prepared in close consultation with the African Institute for Economic Development and Planning, established to develop capacity across the continent. The Manual has been posted on the website of the United Nations Economic Commission for Africa for worldwide comments from researchers and users. I would like to thank all involved for their invaluable support and collaborative and co-operative spirit.

United Nations Economic Commission for Africa

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Acronyms

ACBF	African Capacity Building Foundation
ADB	African Development Bank
APR	African Peer Review
APRM	African Peer Review Mechanism
AU	African Union
CRM	Country Review Mission
CRR	Country Review Report
CSAR	Country Self-Assessment Report
CSO	Civil Society Organization
ECA	United Nations Economic Commission
GDP	Gross Domestic Product
GSPR	Growth Strategy for Poverty Reduction
LHS	Left Hand Side
MTEF	Medium-term Expenditure Framework
NDP	National Development Plan
NEPAD	New Partnership for Africa's Development
NPoA	National Program of Action
ODA	Overseas Development Assistance
PRSP	Poverty Reduction Strategy Paper
RECs	Regional Economic Commissions
RHS	Right Hand Side
SMART	Specific, Measurable, Attainable, Realistic and Time bound
TRIs	Technical Research Institutes
UNDP	United Nations Development Program
UNECA	United Nations Economic Commission for Africa
US\$	United States Dollars

Chapter I- Introduction

This chapter describes the purpose and rationale of this Training Manual, its scope, the target audience, and the structure, providing flexibility to readers to select sections of particular interest.

1.1-Purpose of the Manual

The purpose of this Training Manual is to assist those who are involved in the African Peer Review Mechanism (APRM) process to link the APRM National Program of Actions (NPoA) and other existing national development strategies.

Examples of the other national development strategies which are being implemented in Africa are the Poverty Reduction Strategy Papers (PRSPs) and the National Development Plans (NDPs).

1.2-Rationale of the Manual

As a designated strategic partner institution to the New Partnership for Africa's Development (NEPAD) and APRM, United Nations Economic Commission for Africa (UNECA) has, since the launch of APRM in 2003, been providing extensive technical support to the APRM-participating countries. The aim of the technical assistance is to enable the recipient countries to adequately prepare and effectively participate in the APRM process.

Thus, this Manual, by its design, is helpful in enhancing capacity of national experts and stakeholders in the APRM process and also boosting on-line training program to complement the UNECA-organized national and regional workshops.

1.3-Scope of the Manual

The Manual covers the contents and the processes of NPoA, notably:

- Designing of NPoA in a manner that is consistent and in harmony with PRSPs/NDPs;
- Costing NPoA within the context of the medium-term expenditure framework (MTEF);
- Funding NPoA within the budgetary provisions;
- Implementing the NPoA activities;
- Adopting effective monitoring and accounting frameworks of NPoAs;
- Adopting the reporting mechanism of NPoAs; and
- Adopting the evaluation modalities of NPoAs.

1.4-Target Audience of the Manual

This Training Manual targets national experts and stakeholders who are involved in preparation and costing, implementation and monitoring as well as reporting on progress of the NPoA. These include, but are not limited to, the following:

- Technical Research Institutions (TRIs)
- APRM-National Commissions, or Governing Councils
- Ministry of Finance, or National Treasury
- Ministry of Economic Planning, or National Planning Commission/Authority
- Central Statistics Office, or National Statistical Office
- Other Central Government Ministries, Departments and Agencies
- Local Government Authorities, including Urban Authorities
- Development Partners
- Civil Society Organizations (CSOs)
- Private Sector institutions which are involved in the APRM process

1.5-Structure of the Manual

The rest of the Manual is structured as follows: in Chapter 2, a quick overview of the APRM process and the challenges of NPoA is presented. Chapter 3 addresses the challenges of linking the contents of NPoA and other existing national development strategies, while Chapter 4 deals with the challenges of costing and financing the NPoA. The penultimate Chapter handles the challenges of monitoring and evaluation as well as accounting and reporting modalities. Thereafter, the key messages are highlighted in the concluding Chapter.

Chapter 2- African Peer Review Mechanism System

The introductory chapter justified this Training Manual in terms of capacity-development needs in linking the African Peer Review Mechanism National Program of Action and other existing national development strategies. This chapter discusses the African Peer Review Mechanism both as a tool as well as a process and highlights the key challenges of the National Program of Action.

2.1-Genesis of African Peer Review Mechanism

NEPAD is Africa's development framework designed to put an end to the continent's chronic under-development and ensure its full integration into the global arena and stem its marginalization. The NEPAD strategic framework document was formally adopted by the 37th Summit of the Heads of State and Government of African Union (AU) in Lusaka, Zambia, in July 2001. In 2002, the AU supplemented NEPAD with a Declaration on Democracy, Political, Economic and Corporate Governance which sets out an action plan and commits participating States and Governments to establish APRM to promote adherence to and fulfillment of the commitment contained in this Declaration.

In recognition of the imperatives of good governance for human security and political stability, high economic growth, sustainable development and accelerated sub-regional and continental economic integration, the 6th Summit of the Heads of State and Government Implementation Committee of NEPAD, held in March 2003 in Abuja, Nigeria, adopted the Memorandum of Understanding on the APRM.

APRM, which is turning out to be the most innovative aspect of NEPAD, is an instrument voluntarily acceded to by AU Member States for self-assessment. The assessment is conducted within the framework of agreed values, codes and standards as contained in the Declaration.

2.2-Principles of African Peer Review Mechanism

A number of essential factors and principles underpin effectiveness of the APRM, including:

- National ownership and leadership by the participating country
- Inclusiveness and broad-based participation
- Accountability
- Technical competence
- Credibility
- Freedom from manipulation.

2.3-Enforcement Mechanism of African Peer Review Mechanism

To ensure that these principles are applied in practice, rules and procedures have been developed to guide all stakeholders in conducting the review process. These include the following:

- APRM Base Documents
- Guidelines for Countries to Prepare for and Participate in the APRM
- Standard Questionnaire for APRM Assessment.

The APRM has at its epicenter the deepening of democratic practices, strengthening of achievements, dissemination of best practices and rectification of underlying deficiencies in governance and socio-economic development processes among AU Member States. The framework is aimed at encouraging and building transformational leadership through a self-assessment process, constructive peer dialogue and the sharing of information and common experiences. Its objective is to reinforce successful and exemplary practices among African countries.

2.4-Process of African Peer Review Mechanism

Accession to the APRM entails a country undertaking to submit to, and facilitate, periodic peer reviews. It also includes committing to the implementation of NPoA arising from the review process which is outlined below, and the operationalization of the agreed parameters for good governance across the four thematic areas. So far, 35 countries have acceded to the process¹.

Stage I: A country establishes structures for managing the peer review process at national level, viz:

- Designation of an APRM National Focal Point
- Establishment of an APRM National Commission, or Governing Council

The country is then required to undertake a comprehensive national self-assessment and submit a Country Self-Assessment Report (CSAR) to the African Peer Review (APR) Panel. On the basis of the findings in the CSAR, the country prepares a draft NPoA, which must reflect input by the broad civil society. The NPoA is then submitted to the APR Panel as an integral part of the CSAR.

As the country prepares its CSAR, including the NPoA, the APRM Secretariat prepares a comprehensive background document on the country. The preparation of the document draws on up-to-date information from sub-national, national, regional as well as international sources. The Background Paper serves to cross-check the information contained in the CSAR.

¹ Countries which have acceded to APRM process: Algeria, Angola, Benin, Burkina Faso, Cameroon, Chad, Côte d'Ivoire, Djibouti, Egypt, Equatorial Guinea, Ethiopia, Gabon, Ghana, Kenya, Lesotho, Liberia, Malawi, Mali, Mauritania, Mauritius, Mozambique, Niger, Nigeria, Republic of Congo, Rwanda, Sao Tome and Principe, Senegal, Sierra Leone, South Africa, Sudan, Tanzania, Togo, Tunisia, Uganda and Zambia.

Based on the CSAR, NPoA and the Background Paper, the APRM Secretariat develops an Issues Paper outlining the key issues on which the review process will focus, taking into account:

- Critical issues that are addressed in the CSAR but need reinforcement
- Issues that have been understated or inadequately addressed
- Issues identified in the past but which continue to experience serious problems with implementation
- Issues missed completely by the CSAR
- Areas of discrepancy or divergence

Stage II: Fielding of the Country Review Mission (CRM) under the leadership of the APR Panel

The CRM is mandated to carry out the widest possible consultations with all stakeholders in the country undergoing peer review. The main objectives of the CRM are to:

- Learn about the different stakeholders' perspectives on governance in the country
- Clarify the issues identified in the Issues Paper and build consensus on how they should be addressed

Stage III: Drafting of the CRM's report

The Country Review Report (CRR) is informed by the CSAR and NPoA, the Background Paper and Issues Paper prepared by the APRM Secretariat, as well as information made available to the CRM during the country consultations. The draft report also:

- Considers the applicable political, economic, corporate governance and socio-economic development commitments made in the preliminary NPoA
- Identifies any remaining weaknesses
- Recommends further actions to be included in the final NPoA

The draft report has to be clear on the specific actions required in instances where unresolved issues are identified. The report is first discussed with the Government concerned to verify the accuracy of the information. The Government is given an opportunity to respond to the findings and put forward its own view on how the short-comings could be rectified. These responses are appended to the draft report. Thereafter, the country finalizes its NPoA, taking into account the conclusions and recommendations of the draft report.

Stage IV: Submission of the final CRR, together with the country's final NPoA, to the APR Panel

On its approval, the CRR is submitted to the APR Forum for presentation and peer review and, subsequently, for implementation according to the APR Forum's mandate. If the country shows a demonstrable will to rectify the identified short-comings, it will be incumbent on participating Governments to provide assistance to the extent they can, and to urge Development Partners and Agencies to come to that country's assistance.

Stage V: Formal publication and presentation of the CRR to various institutions

After the CRR has been considered by the APR Forum, it is disseminated to regional and sub-regional structures, viz:

- Regional Economic Communities (RECs) to which the country belongs
- Pan-African Parliament (PAP)
- African Commission on Human and Peoples' Rights
- AU's Peace and Security Council
- Economic, Social and Cultural Council of the AU.

2.5-National Program of Action of the African Peer Review Mechanism

NPoA is the key input delivered by any APRM-participating country into its peer review process, reflecting upstream governance catalytic actions which, if well addressed, would lead to more effective implementation of the envisaged downstream activities.

2.5.1-What is its primary objective?

The primary objective of NPoA is to guide and mobilize the APRM-participating country's efforts in implementing necessary changes to improve its state of governance and accelerate its socio-economic development. It, therefore, presents and clarifies the country's priorities; the activities undertaken to prepare and participate in the APRM process; the nature of national consultations; and the responsibility of various stakeholders in Government, civil society and the private sector in the implementation of NPoA.

2.5.2-What is its anatomy?

A direct zoom on NPoA reveals its structural division, which falls into 3 major components, with the latter having 2 sub-components, the features of all of which are outlined below.

Component 1: Thematic Areas

The scope of NPoA covers a country's four substantive thematic areas, namely:

- **Democracy and Political Governance**
 - Standards and codes
 - Objectives
- **Economic Governance and Management**
 - Standards and codes
 - Objectives
- **Corporate Governance**
 - Standards and codes

- Objectives
- **Socio-economic Development**
 - Standards and codes
 - Objectives

Component 2: *Cross-cutting Issues*

The coverage of NPoA also recognizes cross-cutting issues which typically include, but are not limited to, the following:

- Ratification and domestication of standards and codes
- High population growth rates
- Policy implementation gaps
- Managing political transition
- Land use and management
- Conflict resolution
- Decentralization
- Managing diversity
- Corruption
- Overdependence on foreign aid

Component 3: *Log frame*

NPoA has an in-built log frame that guides the implementation and facilitates the functions of monitoring, accounting, reporting and, ultimately, evaluation.

Sub-component 3.1: *Cost*

The cost estimates of implementing NPoA are presented in details in NPoA log frame and also summarized by thematic areas in the introductory part of NPoA.

It is noteworthy that the cost of NPoA is often not resource-constrained, but consists of required actions to bolster economic growth. It is expected that partners come in to close the gap between the resources available and what has been identified to fill the critical governance gaps.

Sub-component 3.2: *Institutional Mechanism*

To implement NPoA effectively, the following national institutions, which feature in the log frame, are maintained and further strengthened:

- Head of State and Government is responsible for submission of progress reports to the APR Forum.
- APRM National Focal Point is charged with responsibility of providing political oversight.

- APRM National Secretariat is mandated to provide co-ordination and supporting services.
- APRM National Commission, or Governing Council is tasked to perform technical oversight and monitoring.
- Central Government Ministries, Departments and Agencies as well as Local Governments are primarily responsible for implementation.
- Private sector also plays service delivery role.
- CSOs mainly play advocacy and watchdog roles.

2.5.3-Challenges of the National Program of Action

During the capacity-building workshop on “Harmonizing APRM-NPoAs and other National Plans into a Common Medium-term Expenditure Framework (MTEF)”, which was organized by UNECA and UNDP, participants noted that preparation, implementation and co-ordination of NPoA and other existing national development strategies ignored some salient issues.

Some of the challenges of NPoA which the participants identified in the harmonization process for technical redress are the following:

- Weak content coherence
- Costing discrepancies
- Centralization of designing and costing
- Funding gap
- Low absorptive capacity of funds.

Quiz - S1

Please, read the following statements and check whether they are either True, or False:

- | | |
|--|--|
| S1. NEPAD is to a continent as PRSP is to a country. | <input type="checkbox"/> True <input type="checkbox"/> False |
| S2. Like MTEF, APRM is both a tool and a process. | <input type="checkbox"/> True <input type="checkbox"/> False |
| S3. APRM-NPoA is a subset of PRSP. | <input type="checkbox"/> True <input type="checkbox"/> False |
| S4. The cost of APRM-NPoA is equal to the national budget estimate. | <input type="checkbox"/> True <input type="checkbox"/> False |
| S5. APRM National Governing Council implements the NPoA. | <input type="checkbox"/> True <input type="checkbox"/> False |
| S6. CSOs is one of the implementing bodies of APRM-NPoA. | <input type="checkbox"/> True <input type="checkbox"/> False |
| S7. Peer review is the last stage in the APRM process. | <input type="checkbox"/> True <input type="checkbox"/> False |
| S8. CRR forms the basis of peer review. | <input type="checkbox"/> True <input type="checkbox"/> False |
| S9. Inclusiveness and broad-based participation is one of the APRM principles. | <input type="checkbox"/> True <input type="checkbox"/> False |
| S10. Failure to fully finance implementation of NPoA in a low-income country is a remote risk. | <input type="checkbox"/> True <input type="checkbox"/> False |

Chapter 3- Procedure of Linking Contents

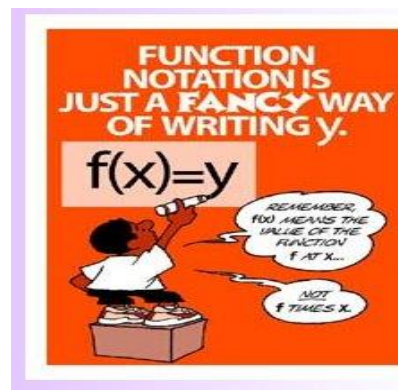
The previous chapter discussed the African Peer Review Mechanism and highlighted emerging challenges of the National Program of Action. This chapter describes the procedure of anchoring the contents of the National Program of Action onto the existing national development strategies, specifically the National Development Plans which countries in Africa are increasingly adopting.

3.1-Context

The ultimate strength of the APRM process depends on the quality of policy-making that goes into the NPoAs. However, experiences from the APRM pioneer countries suggest that the NPoA is the weakest link in the APRM system, neglecting some of the national governance and development challenges.

There are several challenges identified by pioneer countries that are related to the preparation and implementation of the NPoA and its coordination with the national development strategies. To avoid the challenge of duplication or parallel strategies that may weaken the value added by the APRM process, UNECA in collaboration with UNDP developed a framework document: Harmonizing APRM-NPoAs and other National Plans into a Common MTEF.

The availability of a framework document, notwithstanding, the implementation rates of the NPoA is still low and, in most cases, inadequately reported. As a result, linking the NPoA with other existing development strategies is desirable in order to ease the implementation of the NPoA, by taking into account the existing national development strategies in APRM-participating countries.



This additional effort exploits synergies among the existing national development strategies in order to provide strategic framework to implement specific activities outlined in the NPoA. It also assists APRM countries to streamline budgeting and financing processes and ensure more targeted use of scarce human and financial resources in cases where some of APRM priorities are already reflected in the national development strategies.

3.2-Linking Scenarios

APRM-participating countries have NDPs at different stages in the plan cycle. The prevailing situation, therefore, creates two practical scenarios - With NDP Scenario and Without NDP Scenario - in the process of linking NPoAs and NDPs.

- **Scenario 1:** “Without” Scenario; where NDP is non-existent, perhaps under formulation stage. This scenario provides an excellent opportunity for APRM-participating countries to fully integrate the contents of their NPoAs into the emerging NDPs. Much as this is the desirable scenario on account of its cost-effectiveness, the occurrence of such a situation is quite rare.
- **Scenario 2:** “With” Scenario; the gist of this Training Manual, where the focus is on the reigning NDP as an anchor of NPoA. It is where bee-hive activities of mainstreaming NPoA into the existing NDPs actually take place. The scenario, however, calls for deployment of a wide spectrum of resources in terms of expertise, time and funds.

3.3-Methodology

The functional mapping approach in mathematics is adopted in the exercise of mainstreaming NPoA into NDP. In this mathematical operation, the latter is treated as the range, whilst the former the domain. In that sense, NPoA is clinically mapped onto NDP using either one-on-one or many-on-one functions or both at all levels. The procedure begins with linking goals and winds up with costs. This procedure is schematically presented in Table 3.1 below; however, the detailed procedure of linking costs is dealt with separately as a process issue in Chapter 4.

Table 3.1: Mapping Matrix

Levels	National Program of Action	Functions	National Development Plan
Goals		→	
Outcomes		→	
Objectives		→	
Outputs		→	
Inputs		→	
Costs		→	

The mathematical operation follows a step-by-step procedure; and the process is iterative by design as outlined below:

- Step 1: Dissect NDP and preserve its anatomy on the right hand side (RHS).
- Step 2: Similarly, dissect NPoA and preserve its anatomy on the left hand side (LHS).
- Step 3: Consider NDP Goal 1.
- Step 4: Map similar APRM Goal(s) onto NDP Goal 1.
- Step 5: Under NDP Goal 1, consider NDP Outcome 1.
- Step 6: Map APRM Outcome(s) onto NDP Outcome 1.
- Step 7: Under NDP Outcome 1, consider NDP Objective 1.
- Step 8: Map APRM Objective(s) onto NDP Objective 1.
- Step 9: Under NDP Objective 1, consider NDP Output 1.
- Step 10: Map APRM Output(s) onto NDP Output 1.
- Step 11: Under NDP Output 1, consider NDP Activity 1.
- Step 12: Map APRM Activities onto NDP Activity 1.
- Step 13: Under NDP Activity 1, consider NDP Input 1.
- Step 14: Map APRM Inputs onto NDP Input 1.
- Step 15: Under NDP Input 1, consider NDP cost estimate 1.
- Step 16: Map APRM cost estimates onto NDP cost estimate 1.

- Step 17: Consider NDP Goal 2.
- Step 18: Repeat the cycle from Step 3 until **ALL** NDP Goals are covered.
- ...
- Step n-4: Identify APRM Goal(s) which could not be mapped onto any NDP Goals.
- Step n-3: Define parameters of the outlier(s).
- Step n-2: Consolidate all APRM parameters, including NPoA cost estimates.
- Step n-1: Review the results critically for corrections and adjustments, if any, and save the file.
- Step n: Generate NDP, NPoA and APRM misfit, if applicable.

The strength of the methodology is dependent upon the robustness of NDP, on the one hand, and NPoA, on the other. If NDP were formulated in accordance with the technical prescriptions in Box 3.1 below, it would adequately anchor NPoA. Conversely, if NDP were not formulated in accordance with the prescriptions in Box 3.1 below, it would weakly anchor NPoA and create APRM misfit. Therefore, APRM-participating countries must get their NDPs right! Equally important, the experts must maintain elaborate files on this exercise, for ease of reference.

Box 3.1: Development Planning Process

Development planning is both a process and preparation of a document. The development planning process involves the same basic steps for all levels of planning.

Step 1: Defining goals and objectives: what is the Government, Ministry, Project or Organization aiming to achieve which forms the basis of the overall plan?

Step 2: Undertaking an assessment of the issues facing the sector, or organization: this can be undertaken using various tools such as SWOT (strengths, weaknesses, opportunities and threats) analysis, and stakeholder analysis.

Step 3: Defining strategies and activities: based on the opportunities facing a sector, or organization, the strategies and specific activities can be defined, ideally through consultation with all the relevant stakeholders.

Step 4: Costing and prioritizing the strategies and activities: the detailed activities are costed and then compared with the funds available. Usually the cost of the planned activities will exceed the funds available and the activities will need to be prioritized so that lower priority activities can be scaled down or dropped.

Step 5: Defining indicators for measuring performance in implementing the plan: specific and measurable performance indicators need to be developed which are used to measure performance in implementing the plan. These should include output and outcome indicators.

Step 6: Monitoring and evaluation feeding into next planning cycle: systems need to be established to monitor the implementation of the plan ideally as part of an integrated budget monitoring system. The results of the performance monitoring would then feed into the next budget preparation round.

In theory, a good plan should contain the following pieces of information:

- Situation analysis, presenting a detailed analysis of the economy using actual data.
- Goals and objectives, stating the main goals and the objectives.
- Plan strategy, organizing strategies and explaining priorities by sector.
- Major activities, defining the critical path of each strategy.
- Public investment program, listing the development projects over the plan period by sector.
- Mechanism of plan implementation, outlining the required planning machinery.

3.4-Illustrations

3.4.1-A Hypothetical Case of Magoro

Consider a hypothetical case of a newly independent low-income country, the Republic of Magoro, located in Southern Hemisphere, implementing a medium-term NDP, 2016-18 Fiscal Years. It is given that, on June 28, 2015, Magoro acceded to the APRM after the due processes. According to the APRM roadmap, Magoro is scheduled for peer review on January 20, 2017. For peer review of Magoro to take place, the President of Magoro must submit to the APR Panel a CRR, inclusive of NPoA. Currently, it is a bee-hive activity in the country to reach that milestone.

Consistent with Section 3.2, Magoro NDP presents a simple anatomy of a $1 \times 1 \times 1 \times 1 \times 1$ model. In a matrix notation, the mathematical model is preserved on RHS of Table 3.2 below.

Similarly, the clinical procedure outlined in Section 3.2 is applied to determine the architecture of the Magoro NPoA, including its estimated cost, which is preserved on LHS of Table 3.2 below.

Consistent with the methodology described in Section 3.2, the results of the exercise are summarized in Table 3.2 below. There is evidence of harmony between the Magoro NPoA and the Magoro NDP, both in real and financial terms. NPoA turns out to be a subset of NDP, with the cost of implementing NPoA estimated at US\$4.3 billion below that of NDP. Thus, the Government of Magoro will not be constrained in implementing NPoA by the MTEF ceilings.

Table 3.2: Mapping Matrix

Levels	National Program of Action		National Development Plan, 2016-18 FYs
Goals	To improve governance for development.	→	To accelerate socio-economic transformation.
Outcomes	Increased <i>per capita</i> income.	→	Affluent Magoro society.
Objectives	To boost economic growth.	→	To enhance foreign exchange earnings.
Outputs	Sweet petroleum products exported.	→	Natural resources exploited.
Activities	Process petroleum into final products.		Add value to raw materials.
Inputs	<ul style="list-style-type: none">Reservoirs.Modern extractive equipment.Engineering experts.	→	Assortment of hi-tech equipment.
Costs	US\$5.7 Billion	→	US\$10.0 Billion

3.4.2-A Practical Case of Uganda

At the time Uganda was preparing her NPoA in 2007, NDP was non-existent; it was at the formulation stage, given that the Poverty Eradication Action Plan was expiring in June 2008. Thus, the country took advantage of the *Without Scenario* and linked NPoA with NDP cost-effectively.

First, Uganda prepared NPoA. In preparing NPoA, she adopted a comprehensive approach. This entailed carrying out the following research activities:

- Desk research (1 unit).
- Expert panel interviews (200 units).
- Focus group discussions (96 units).
- National sample survey which involved 1,588 households (1 unit).
- Public hearings (5 units).
- Memoranda by various interest groups (5 units).

The approach generated a total of 307 recommendations to address the governance and development gaps identified in the draft CSAR and NPoA.

Subsequently, the APR Panel of Eminent Persons reviewed the draft CSAR and NPoA and generated additional 156 recommendations, leading to a cumulative total of 463 recommendations.

Thereafter, the set of 463 recommendations were re-prioritized to 200 key recommendations, which were adopted in the CRR and NPoA for implementation over a 3-year period.

Finally, the APRM National Commission prepared a Thematic Paper on Governance and submitted it, for consideration, to the Technical Team who were responsible for the formulation of NDP. The team used the paper as a tool for linking NPoA with NDP at all levels (*vide* Box 3.2 below), right from objectives all the way down to costs via activities. Thus, the anatomy of the resultant NDP had NPoA as its integral part.

Box 3.2: Role of NDP Technical Team in APRM Process

The primary responsibility of the NDP Technical Team was to prepare the Uganda's NDP. This entailed integration of the APRM-NPoA into the NDP using a three-step procedure, namely:

Step 1: Mapping the contents of the Governance Paper onto draft NDP.

Step 2: Reviewing the draft NDP to avoid duplication and material errors.

Step 3: Validating the draft NDP with the APRM stakeholders, including the APRM-National Governing Council.

Source: *Terms of Reference of the NDP Technical Team*

3.4.3-A Practical Case of Benin

The APRM process in Benin was the responsibility of the APRM National Commission. The National Commission engaged 4 Technical Research Institutes (TRIs) to carry out the country self-assessment and the resultant draft CSAR and NPoA were submitted to the APRM Continental Secretariat half a year into the implementation of the country's Growth Strategy for Poverty Reduction (GSPR), 2007 - 2009, whose main objectives were similar to those of the APRM, namely:

- Accelerated growth.
- Development of infrastructure.
- Development of human capital.
- Promotion of good governance.
- Balanced and sustainable development of the nation.

In conducting the country assessment, the TRIs liaised closely with the Ministry of Long Term Development Planning and Evaluation, which is responsible for the process of designing national poverty reduction strategies and developing MTEF in Benin. Thus, the initial direction of influence ran from GSPR to NPoA, since the TRIs clearly took much of the GSPR into account in the design of NPoA.

In Benin, the resultant NPoA relied, to a large extent, on projects that were already contained in the pre-existing GSPR, estimated at approximately 81.4%. By design, therefore, NPoA was strongly linked to the country's GSPR, over the 3-year period.

Exercise – E1

- Q1. Discuss the “*With*” and the “*Without*” Scenarios in linking APRM-NPoAs and PRSPs in Sub-Saharan Africa.
- Q2. What do you consider are the pros and cons of the functional mapping approach in linking APRM-NPoAs with PRSPs?

Chapter IV- Procedures of Linking Costing and Financing Processes

In the previous chapter, a clinical procedure of harmonizing the contents of the National Program of Action and other existing national development strategies was described. This chapter addresses the challenges encountered in costing and financing the National Program of Action.

4.1-Context

The APRM pioneer countries have experienced several pertinent costing and financing challenges. The costing challenges, on the one hand, included costing discrepancies such as under-costing and double-costing; whilst financing challenges, on the other, included funding gaps and managing the absorptive capacity constraints.

To overcome the costing and financing challenges, the experts and stakeholders responsible for linking the costing and financing processes, ought to apply theory in their country-specific situations. It is important to note that one size does not fit all: art, rather than science, is key in this exercise.

Like it was the case with linking the contents of the NPoA, it is also important that the experts and stakeholders document and archive the costing and financing processes for ease of reference.

4.2-What are costs?

Costs are expenses of a producer. Producers use inputs, such as raw materials, labor, and electricity, in their production processes, for which they make monetary payments in exchange. Governments, particularly, incur costs in the delivery of public goods and services. They use inputs such as public servants, consultants, vehicles, guns, and water in exchange for monetary payments.



4.2.1-How is costing done?

To avoid the potential costing discrepancy of double-costing, the exercise of costing is premised on the cost theory. In theory, cost is a function of quantity and price of input, represented in a functional form as follows:

$$C = c(q, p), \dots\dots\dots (1)$$

where, C represents cost of inputs; c represents a function; q represents quantity of inputs; and p represents price of inputs.

The cost function, in Equation (1) above, postulates that cost of an input increases with a rise in either quantity of input or price of input, or both. Thus, there exists a positive relationship between the cost of inputs, on the one hand, and the quantity of inputs and the price of inputs, on the other. This relationship can also be represented using a mathematical notation, thus:

$$C = q \times p, \dots\dots\dots (2)$$

Therefore, total expenses a firm, or Government, pays in exchange for factors of production can be derived by summation of costs of all inputs in Equation (2). This operation is represented by Equation (3) below.

$$\sum C_i = \sum (q_i \times p_i), \dots\dots\dots (3)$$

where, RHS of the equation sums the cost of individual inputs and presents the aggregates in LHS as the total cost of producing a particular output, or delivering a particular public good, or service.

For simplicity, Equation (3) can be re-written in a matrix form as follows:

$$TC = QP, \dots\dots\dots (4)$$

where, TC is a matrix of total cost of all inputs; Q is a matrix of quantities of the inputs; and P is a matrix of prices of the inputs.

In sum, Equation (4) shows that total cost of production, or delivery of a public good or service, is the product of inputs and prices. Economic analysis postulates that an inflationary situation pushes up the total expenses of firms and Governments and, to the contrary, deflationary situation drives down the total expenses of firms and Governments, *ceteris paribus*. Similarly, a boom increases the total expenses of firms and Governments and, to the contrary, a slump drives down the total expenses of firms and Governments, *ceteris paribus*.

In practice, cost accounting techniques are applied in costing the inputs. To avoid potential costing discrepancies, the following guidelines should be adhered to:

- NPoA should be specific, measurable, attainable, realistic and time-bound (SMART)
- Costing should be centralized under close supervision of the National Governing Council
- Costing should be undertaken in a participatory manner, involving key stakeholders
- Cost accountants should take lead in the costing exercise
- Costing should be based on the cost theory in order to avoid double-costing
- Cost accountant should depend on the official price lists

- Costing team should re-prioritize outputs and activities
- Costing team should introduce inflation and contingency as adjusters in order to minimize the potential errors of under- and over-costing

4.2.2-Illustrations

4.2.2.1 A Hypothetical Case of Magoro

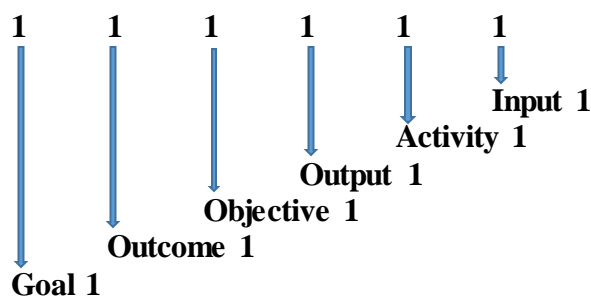
In the hypothetical case of Magoro which was introduced in Section 3.3, Government requires three additional inputs under the NPoA in order to process petroleum into final products, namely:

- Reservoirs
- Modern extractive equipment
- Engineering experts.

In costing the inputs, the costing experts entered the inputs in a Microsoft Excel Spreadsheet file using unique identifiers. The identifiers are codes of six digits, each code representing a specific input. The identifiers are derived from NPoA and described from RHS to LHS as follows:

1st Position: Input
 2nd Position: Activity
 3rd Position: Output
 4th Position: Objective
 5th Position: Outcome
 6th Position: Goal

For instance, the code **111111** in Table 4.1 is interpreted as follows:



In essence, reservoirs are the 1st Inputs under the 1st Activity, under the 1st Output, under the 1st Objective, under the 1st Outcome, under the 1st Goal of NPoA.

In practice, 8 units of reservoirs, coded as 111111, at the unit cost of US\$40,000 are required thrice at a total cost of US\$960,000. The total cost is, however, adjusted for inflation (at 5%) and contingency (at 7.5%). Thus, the total adjusted cost of the reservoirs, therefore, is estimated at US\$1,080,000.

Table 4.1: Cost Estimates (US\$)

Code	Description	Quantity	Rate	Frequency	Total	Inflation	Contingency	Total
						5%	7.5%	Adjusted
111111	Reservoirs	8	40000	3	960,000	48000	72000	1,080,000.0
111112	Modern extractive equipment	12	100000	2	2,400,000	120000	180000	2,700,000.0
111113	Engineering experts	6	96000	3	1,728,000	86400	129600	1,944,000.0
TOTAL								5,724,000.0

Similarly, a procurement of 12 units of modern extractive equipment, coded as 111112, at the unit cost of US\$100,000 twice amounts to a total cost of US\$2,400,000. The total cost is, also, adjusted for inflation (at 5%) and contingency (at 7.5%), leading to the total adjusted cost of the modern extractive equipment at US\$2,700,000.

In a similar vein, hiring 6 engineering experts, coded as 111113, at the unit cost of US\$96,000, for period of 3 years totals to US\$1,728,000. Equally, the total cost is adjusted for inflation (at 5%) and contingency (at 7.5%). Thus, the total adjusted cost of the reservoirs, therefore, is estimated at US\$1,944,000.

In sum, therefore, the total cost of all the inputs required to implement the Magoro NPoA, over the medium-term, is estimated at US\$5.724 million. This falls within the cost estimates of the Magoro NDP.

4.2.2.2 A Practical Case of Uganda

Prior to linking the NPoA with NDP, Uganda estimated the costs of executing the 200 recommendations identified in CRR. In doing so, the APRM National Commission led a Costing Team which comprised:

- Head of Public Service and Secretary to Cabinet.
- Nominees of Central Government Ministries, Departments and Agencies.
- Technical experts from Bank of Uganda.
- Professional cost accountants.

The Costing Team followed the procedure sketched out below.

Step 1: Select 1 thematic area.

Step 2: Under the thematic area in Step 1 above, select 1 specific objective.

Step 3: Under the specific objective in Step 2 above, select 1 required action.

Step 4: Under required action in Step 3 above, analyze the required action and break it down into achievable tasks within the period of three years.

Step 5: Under tasks broken down in Step 4 above, ascertain the required inputs.

Step 6: Under required inputs in Step 5 above, determine the associated costs in local currency.

Box 4.1: Estimation of NPoA Costs in Uganda

In determining the costs, the Costing Team referred to the following authorities:

- Public Procurement and Disposal of Assets Budget Guidelines, 2008/9 Fiscal Year.
- Budget Framework Paper, 2008/09 - 2010/11 Fiscal Years.
- Michael Page International web page in arriving at market remuneration rates for consultancy services from conducted salary surveys.
- In situations where costs would best be ascertained at implementation stage, nominal figures were provided.

Step 7: Repeat Step 2 for another specific objective and continue until all the 4 thematic areas are covered.

.

Step n₄: Generate the total cost estimates.

Step n₃: Adjust the cost estimates by a factor of 10%, to take into account inflation.

Step n₂: Adjust the cost estimates for contingency at a rate of 10%.

Step n₁: Generate the adjusted total estimates.

Step n: Convert the adjusted costs from Uganda Shillings to United States Dollars

The resultant grand total amount required to implement the NPoA, over a 3-year period, was estimated at US\$4,857.1 million, as summarized in Table 3.1 below; adjusted upwards for both inflation and contingency factors.

Table 4.2: Ugandan APRM-NPoA Cost Estimates, Year 1 – Year 3 (US\$; Million)

Thematic Areas	Total (Est.)	Total (Adj.)
1. Democracy and Political Governance	89.9	107.9
2. Economic Management and Governance	324.6	389.5
3. Corporate Governance	270.3	324.4
3. Socio-economic Development	3,362.7	4,035.3
GRAND TOTAL	4,047.5	4,857.1

Thereafter, the cost of NPoA was incorporated in the Thematic Paper on Governance for integration into NDP, as discussed earlier in Section 3.3.2.

4.2.2.3 A Practical Case of Benin

For the purpose of costing the APRM-NPoA, TRIs divided the contents of NPoA into two: GSPR-compliant programs and projects and others. Thus, TRIs did not have to cost programs and projects of NPoA that were drawn directly from GSPR, which is estimated at 81.4%, since they had already been costed by the technocrats.

To cost the new programs and projects contained in NPoA, which is approximately 18.6%, TRIs relied on technical staff from the Department of Strategic Planning in the Ministry of Long Term Development Planning and Evaluation. Thus, the technocrats used their tried and tested methods of estimating costs and arrived at the estimates.

Consequently, the grand total cost of the NPoA is estimated at US\$ 2.3 billion, over the 3-year period.

4.3-What is financing?

Financing is an act of providing, or raising, funds for a project to achieve set objectives. In the APRM context, therefore, financing refers to mobilization of funds from both domestic and external sources to finance the implementation of NPoA.

4.3.1-What are potential sources of funds?

Like the NDP, NPoA also benefits from the same sources of funds, mobilized both domestically and internationally. These include the following:

- Domestic Sources
 - Public Sector
 - Tax collections
 - Non-tax receipts
 - Private Sector
 - Public
 - Civil Society Organizations
- International Sources
 - Bi-lateral Development Partners
 - Multi-lateral Financial Development Agencies
 - Civil Society Organizations
 - Direct Investments
 - Members of the country resident in the diaspora
- Public-Private-Partnerships

However, foreign aid inflows are often volatile and unpredictable. Therefore, domestic sources of funds are more reliable and sustainable, at least over the medium-term.



4.3.2-What are potential uses of funds?

Government Finance Statistics Manual classifies potential uses of public funds according to performance of various functions of Government and economic activities. These classifications are presented in Table 4.1 below:

Table 4.3: Cross-classification of Expenditures

	Compensation of employees	Use of goods and services	Consumption of fixed capital	Interest	Other expenses	Net Investment in non-financial assets
General public services						
Defense						
Public order and safety Economic affairs						
Environmental protection						
Housing and community amenities						
Health						
Recreation, culture, and religion						
Education						
Social protection						

Source: *International Monetary Fund (2014): Government Finance Statistics Manual*

The entries in the columns represent expenditures by economic activities, while those in the rows by functions of Government. It is worth noting that:

Total expenditures by economic activities = Total expenditures by functions of Government

It is good public financial management to disburse funds as allocated and apply the budgetary provisions efficiently. Therefore, to improve absorptive capacity and enhance efficiency in the use of available resources to finance the implementation of NPoA, the following guidelines ought to be adhered to:

- Ring-fencing budgetary allocations made to finance NPoA activities within the MTEF.
- Implementing NPoA activities according to monthly, quarterly and annual workplans.
- Preparing periodic monitoring reports on implementation of NPoA activities.

4.4-Illustrations

4.4.1-A Hypothetical Case of Magoro

The Magoro NPoA is resource-constrained case. Nevertheless, Government is able to mobilize adequate funds to finance implementation of the NPoA. The resource envelop is defined and allocated as summarized in Table 4.4 below.

Table 4.4: Magoro – Summary of Government Operations (US\$)

Sources of Funds	Description	Amount
Domestic	Oil revenue	2,000,000.0
	Non-oil revenue	500,000.0
External	Public-Private Partnerships	4,500,000.0
	Concessional Loans	3,000,000.0
TOTAL RESOURCES		10,000,000.0
Uses of Funds	Description	Amount
Expenses	Non-APRM	5,000,000.0
	APRM	1,944,000.0
Net Investment in non-financial assets	Non-APRM	6,000,000.0
	APRM	3,780,000.0
TOTAL EXPENDITURE		16,724,000.0
BUDGET BALANCE (+/-)		-6,724,000.0
FINANCING		6,724,000.0
Domestic		1,520,000.0
External		5,204,000.0

It is evident from the table above that financing of the NPoA activities is clearly ring-fenced. In this way, the Government is able to ensure that the allocations to NPoA are used to improve the state of governance and accelerate socio-economic development in Magoro.

4.4.2-A Practical Case of Uganda

At the budget approval stage, the Uganda NPoA was not resource-constrained. It was envisaged that Development Partners would close the domestic funding gap. This, however, generated potential risks of failure to bridge the funding gap, as summarized in Table 4.4 below.

Table 4.5: Uganda – APRM Financing (US\$; Million)

	2008/09	2009/10	2010/11	Total
Total Budget Estimates (<i>App.</i>)	3.39	1.73	1.41	6.53
Expenditure from Consolidated Fund (<i>Act.</i>)	1.82	1.11	1.15	4.09

4.4.3-A Practical Case of Benin

The sources of funds for financing the Benin NPoA of US\$ 2.3 billion are spread as follows:

- Government of Benin: 1%.
- Others: 99%.

The initial phase of US\$ 500,000 was financed as follows:

- Government of Benin: US\$ 50,000.
- UNDP: US\$ 150,000.
- ADB: US\$ 200,000.
- ACBF: US\$ 50,000.
- Hans Seidel Fund: US\$ 50,000.

Exercise – E2

Q1. As a costing expert, Government of Uganda has hired you to review the Uganda APRM-National Commission and issue technical advice on the precise amount of APRM-NPoA cost estimate in a prevailing stable macro-economic environment of 5% headline inflation rate p.a. and GDP growth rate of 8.6% p.a., in real terms.

Q2. Discuss the sources of funds for implementation of the APRM-NPoA in your country.

Chapter 5- Procedures of Linking Monitoring and Reporting Processes

The previous chapter focused on the challenges of costing and financing the National Program of Action. This chapter is concerned with the implementation and, in particular, monitoring, accounting, and technical and financial reporting modalities, of the National Program of Action.

5.1-Context

NPoA is ideally implemented within MTEF. Therefore, progress of implementation of NPoA is measurable within the context of NDP. In a similar vein, reporting on progress of implementation of NPoA is essential within NDP context.

5.2-Monitoring

Monitoring progress of implementation of NPoA is the primary responsibility of the National Commission, or Government Council. The APRM National Commission or Council is complemented by the CSO network operating in the country.



The monitoring tool applied is NPoA Progress Monitoring Matrix, which is linked to the NDP log frame. On account of practicability, the scope of monitoring is limited to input, activity and output levels. Beyond this hierarchy, the monitoring team runs the potential risk of attribution. It becomes rather difficult to attribute realization of the development goals, desired outcomes and set objectives to NPoA only. Therefore, it suffices to focus on operational level in order to gauge the contribution of APRM to changes in the state of governance and acceleration of socio-economic development, as well. Box 5.1 below highlights some governance and socio-economic performance indicators by the APRM thematic areas.

Box 5.1: Examples of Performance Indicators

Democracy and Political Governance Performance Indicators

- Outstanding standards and codes ratified (*Number*)
- Net migration registered (*Number*)
- Proportion of seats held by women in national Parliament recorded (%)
- Female legislators, senior officials and managers in office recorded (*% of total*)

Economic Governance and Management Performance Indicators

- Outstanding standards and codes ratified (*Number*)
- Revenue mobilized, excluding grants (*% of GDP*)
- Net ODA received (*% of GDP*)
- Rail lines maintained (*total route-km*)
- Access to electricity recorded (*% of population*)
- Internet users registered (*per 100 people*)

Corporate Governance Performance Indicators

- Outstanding standards and codes ratified (*Number*)
- Automated teller machines installed (*per 100,000 adults*)
- Domestic credit to private sector issued (*% of GDP*)
- Firms using banks to finance working capital recorded (*% of firms*)
- Personal remittances received (*current US\$*)

Socio-economic Development Performance Indicators

- Outstanding standards and codes ratified (*Number*)
- Government expenditure per pupil, primary, incurred (*% of GDP per capita*)
- Government expenditure per student, secondary, incurred (*% of GDP per capita*)
- Government expenditure per student, tertiary, incurred (*% of GDP per capita*)
- Hospital beds used (*per 1,000 people*)
- Immunization, measles, recorded (*% of children ages 12-23 months*)
- Pregnant women receiving prenatal care recorded (%)
- Improved sanitation facilities recorded (*% of population with access*)
- Improved water source recorded (*% of population with access*)

It is important to maintain a record of progress made in achieving the envisaged milestones. This necessitates preparation of a comprehensive log frame that not only provides for performance indicators but corresponding targets, as well. The recorded data and information will be useful in reporting, accounting and evaluation processes.

5.2.1-Illustrations

5.2.1.1-A Hypothetical Case of Magoro

Table 5.1 below presents the hypothetical case of Magoro NPoA Progress Monitoring Matrix. It provides a framework within which progress in implementation of NPoA in the context of Magoro NDP and MTEF is periodically assessed.

Table 5.1: Magoro NPoA Progress Monitoring Matrix

Objective 1: To boost economic growth to at least 7% <i>per annum</i> by 2018 Fiscal Year.						
	Planned Actions	Indicators	Baseline (2015)	Target (2018)	Actual (2018)	Remarks
Outputs	Sweet petroleum products exported.	Barrels of petroleum.	150,000	980,000		
Activities	Process raw petroleum into finished products.	No. of petroleum products.	0	4		
Inputs	<ul style="list-style-type: none"> Reservoirs. Modern extractive equipment. Engineering experts. 	<ul style="list-style-type: none"> No. of reservoirs No. of equipment No. of experts 	2 0 12	10 12 18		
Costs	US\$5.7 Billion	US\$	0	5.7		

It is imperative from the table above that progress is measured from the baseline data of 2015 Fiscal Year. A positive change in the monitorable indicators depicts progress towards improvement in the state of governance and acceleration of socio-economic development in the Magoro economy; and a negative change is the undesired deterioration in governance and socio-economic development in the economy of Magoro. The financial perspective of the change is presented by the level of public expenditure ascertained through elaborate public outlay analysis.

5.2.1.2-A Practical Case of Uganda

In Uganda, the parties responsible for implementing, monitoring, reporting and evaluating the NPoA have been identified under every required action and are indicated in the NPoA log frame.

- Central Government Ministries, Departments and Agencies have the primary responsibility of implementing NPoA, with the Private Sector participating in service delivery too.
- National Governing Council monitors NPoA, together with civil society actors.
- Head of State is responsible for reporting progress of NPoA, with support of APRM National Secretariat.
- Independent institutions are responsible for evaluation of NPoA.

5.3-Accounting

Accounting reveals the financial side of the NPoA. Therefore, it is important to maintain accurate accounts of the funds spent on NPoA activities, in particular, and the NDP, in general. This responsibility is vested on the respective implementing entities.



It is noteworthy that, at national level, the Accountant General is responsible for consolidation of all the accounts in order to, amongst other things, show the financial health of the country. At this point, therefore, it is possible to extract and generate data on the accounts of NPoA activities.

5.4-Reporting

Reporting assists stakeholders to keep abreast with progress made in implementation of the NPoA. The function of reporting is the responsibility of Heads of State and Government, with technical support of the APRM-National Commission, or Governing Council.

The technical team gathers information and data on the achievements and challenges from various sources, including the following:

- Monitoring reports.
- Financial analysis reports.
- Public perceptions.
- Study reports.

The information and data are processed and analyzed to generate results which are captured in the periodic progress reports under the respective thematic areas:

- Democracy and Political Governance.
- Economic Governance and Management.
- Corporate Governance.
- Socio-economic Development.
- Cross-cutting Issues.

The progress is reported at low frequency: semi- annually and annually, and disseminated as such. The tools used for reporting are the following:

- Semi-annual Progress Reports; covering the initial year.
- Annual Progress Reports; covering the rest of the program period.

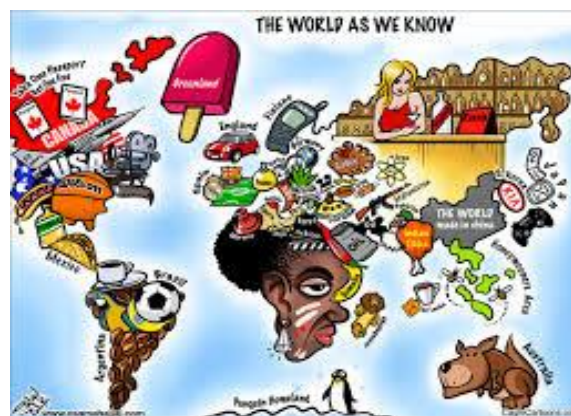


The periodic progress reports, *per se*, are extracts from the milestones achieved during the implementation of the NDPs as a whole. To generate the report, therefore, it is vital to maintain proper documentation at every stage of the linking process as having a solid paper-trail is invaluable to the evaluation stage which subsequently feeds back to the entire activity of linking NPoAs with the NDPs.

5.5-Evaluation

Evaluation of the APRM process may add potential value to the current development strategy of the continent. The value addition may be seen in light of the ability to improve capacity to identify and collect the relevant data and information. It may also add value through the culture of objectively evaluating that data and information, learning the lessons it has to teach, and logically applying them.

The responsibility of evaluating the NPoA rests upon independent bodies which are outside the national, and even local, structure of the APRM system.



The main objective of evaluation is to assess the impact of NPoA on the following parameters, amongst others:

- State of governance.
- Extent of socio-economic transformation.
- Strength of governance institutions.

Specifically, in carrying out the evaluation exercise, the independent evaluators look out for items outlined in the checklist in Box 5.2 below.

Box 5.2: Checklist of Ex-post Evaluation Tasks

In evaluating the NPoA, independent evaluators concern themselves with a detailed and comprehensive assessment as to whether, or not:

- Given its objectives and strategies, the NPoA has been implemented at the cost estimated, to the quality expected, and within the time set.
- In the area of democracy and political governance, in particular, the NPoA increased the breadth and depth of the democratic process.
- In the area of economic governance and management, the NPoA promoted macroeconomic stability, while promoting African integration.
- In the area of corporate governance, the NPoA created an enabling environment for entrepreneurship.
- In the area of socio-economic development, the NPoA improved the development indicators.
- Different programs, strategies or even objectives would have been more appropriate.
- There are lessons to be learnt.
- Any of the lessons can logically be replicated elsewhere.

Ideally, an independent evaluation should be carried out *ex-post* implementation of the NPoA, at least over a long-term period. The exercise may be approached in distinct but mutually exclusive ways, notably:

- Review of the relevant literature.
- Quantitative research techniques.
- Gathering of public perceptions.



The consultation process should be broad-based and all-inclusive. In box 5.3 below, a list of reference materials, for consultation, is presented. The information gathered through literature review should be analyzed together with primary and secondary data in order to generate an evaluation report on the impact of the NPoA on governance and socio-economic development spheres.

Box 5.3: List of Reference Materials for Evaluation Exercise

- Country Review Report
- APRM-National Program of Action
- Estimated cost of APRM-National Program of Action
- APRM-National Program of Action Monitoring and Evaluation Matrix
- Semi-annual and Annual Progress Reports of APRM Process
- Financial Analysis of Implementation of APRM National Program of Action
- National Development Plan/Poverty Reduction Strategy Paper
- National Development Plan/Poverty Reduction Strategy Paper Monitoring and Evaluation Matrix
- Institutional Annual Workplans
- Institutional and National Budgets.
- Semi-annual and Annual Progress Reports on Implementation of the National Development Plan/Poverty Reduction Strategy Paper
- Mid-term Review of Implementation of the National Development Plan/Poverty Reduction Strategy Paper
- Evaluation Report on Implementation of the National Development Plan/Poverty Reduction Strategy Paper
- Plan/Poverty Reduction Strategy Paper
- Semi-annual and Annual Budget Reports
- Periodic Budget Review Reports
- National Governing Council Interview Reports
- Civil Society Reports
- Specific, relevant study reports

Quiz – S2

Which of the following statements is true?

- S1.** It is more prudent to implement NPoA within NDP and MTEF. ☐ **True** ☐ **False**
- S2.** Improvement in a state of governance is attributable to NPoA alone. ☐ **True** ☐ **False**
- S3.** CSOs are not important in monitoring implementation of NPoA. ☐ **True** ☐ **False**
- S4.** Heads of Government and State report progress of NPoA to peers. ☐ **True** ☐ **False**
- S5.** APRM has strong enforcement mechanisms in place. ☐ **True** ☐ **False**
- S6.** Evaluation of NPoA is a matter for Government not Commission. ☐ **True** ☐ **False**

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SCORE: [../6]

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Chapter 6- Conclusion

This chapter summarizes contents of this Manual, highlighting knowledge and skills areas of focus.

It is imperative for all APRM-participating countries to link their NPoAs with other existing national development strategies. In particular, it is important that the following policy measures are adhered to:

- APRM-participating countries should ensure that NPoAs contain programs and projects whose objectives, interventions, and targets are deemed necessary to change the state of governance and accelerate socio-economic development.
- Central Government Ministries, Departments and Agencies as well as Local Government Authorities should own the NPoA programs and projects for either implementation, or implementation oversight.
- APRM National Commissions, together with Central Government Ministries, Departments and Agencies as well as Local Government Authorities, should validate all costs of NPoAs.
- NPoA Costing Teams should centrally undertake the costing exercise in close consultation with technocrats in the Line Ministries and other stakeholders.
- APRM-participating countries should synchronize the national plan cycle with the APRM-NPoA cycle to ensure the most efficient use of available resources.
- APRM-participating countries should integrate NPoA into the national plan through sector strategic plans.
- APRM-participating countries should code NPoA activities in the MTEF to facilitate NPoA expenditure tracking as well as monitoring, reporting, accounting and evaluation of its implementation.
- Governments of APRM-participating countries should ensure that they do not leave projects with large disbursement gaps, which are a source of uncertainty for the projects.
- APRM National Commission should develop SMART governance and socio-economic development performance indicators to facilitate the monitoring of the NPoA implementation.
- APRM National Commission should develop an evaluation framework to assess performance of NPoA by independent bodies.
- APRM National Commission should document and archive in both soft and hard copies all the activities carried out in linking the NPoA and NDP.

In summary, linking APRM-NPoA with other existing national development strategies is a process issue and a material issue, as well. The exercise begins with anchoring the contents of NPoA onto the PRSP, or the NDP, whatever the case may be. If this idea is well executed, NPoA should be treated as a subset of the NDP, otherwise the outliers should be recognized as additional priorities.

The clinical exercise of linking APRM-NPoA with other existing national development strategies should wind up with the processes of costing, financing, implementation, monitoring, reporting,

accounting and evaluation of NPoA. Thus, it is important for the APRM-participating countries to get their NDPs right and maintain record of the activities undertaken during the linking processes.

FAQs

Q1. Oh APRM is another Club of Heads of State and Government in Africa! Isn't it?

- ☐ Yes ☐ No

Q2. Surely, APRM is donor-driven initiative. Isn't it?

- ☐ Yes ☐ No

Q3. APRM is not enforceable. Is it still worth acceding to?

- ☐ Yes ☐ No

Q4. Is APRM-NPoA another distinct Government program?

- ☐ Yes ☐ No

Q5. How similar is APRM-NPoA to National Development Strategies?

- ☐ Long-range perspectives. ☐ Duplicative by design.
☐ Poverty reducing initiatives. ☐ None of the above.

Q6. What makes APRM appealing to African Union member countries?

- ☐ Voluntary spirit. ☐ Peer review aspect.
☐ African own innovation. ☐ All the above.

Q7. Are there any distinguishing features of APRM-NPoA from National Development Strategies?

- ☐ Yes ☐ No

Q8. Is the cost of NPoA the same thing as the budget of NPoA?

- ☐ Yes ☐ No

Q9. Who is financing APRM?

- ☐ Governments of APRM-participating countries. ☐ Private sector.
☐ Development Partners, including CSOs. ☐ All the above.

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