

COMPOSITE OF PRACTICAL TOOLKITS FOR THE IMPLEMENTATION OF THE PRINCIPLES OF EFFECTIVE GOVERNANCE OF SDGS & AGENDA 2063 IN AFRICA

—
Guiding Toolkits on Principles of Competence, Sound Policy Making and Leaving No One behind

First Edition



Strategic Partners



APRM NAMIBIA



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Abbreviations

AAPAM: African Association for Public Administration and Development

APRM: African Peer Review Mechanism

UN CEPA: United Nations- Committee of Experts on Public Administration

AU: African Union

SDGs: Sustainable Development Goals

NIGSD: National Institute for Governance and Sustainable Development

UN DESA: United Nations Department of Economic and Social Affairs

HLPF: High-Level Political Forum

AGA: African Governance Architecture

DPIDG: Division for Public Institutions and Digital Government

LDT : Leadership Development and Training

LDT-PAM: Leadership Development and Training in Public Administration and Management

NDP: National Development Planning Agency

LNOB: Leaving no one behind

MDACs: Ministries, Departments, Agencies, and Counties

MDIs: Management Development Institutions

PAM: Public Administration and Management

KPIs: Key Performance Indicators

MDGs: Millennium Development Goals

CGE: The Computable General Equilibrium Model

Foreword

The African Peer Review Mechanism in partnership with the African Association for Public Administration and Management (AAPAM) have jointly led continental efforts to implement the recommendations of the first baseline study developed by APRM on the implementation of principles of effective governance for sustainable development, globally known as Principles of Committee of Experts of Public Administration (UN CEPA) in Africa. These principles, endorsed by the Economic and Social Council in 2018, provides guidance to countries and civil servants on key principles and associated strategies for strengthening institutional capacities of AU member states for agile and responsive institutions.

The recommendations of the referred study were generated at a critical juncture of humanity's survival to combat COVID-19's negative impact on our societies and economies. National experts and civil society organs confirmed the relevance of the CEPA principles to promote inclusive decision-making processes in Africa. Further, COVID-19, despite its devastating impact, still offers a chance to invest and reform different principles; especially those pertinent to sound policymaking, leaving no one behind and accountability in public service scope.

The discrepancies among AU member states on the level of awareness, knowledge and the implementation of the CEPA principles - as alluded in the APRM baseline study on the CEPA principles - urged APRM and AAPAM to coordinate on preparing this guiding manual/ toolkit (first edition) on specific strategies related to leadership development and training to enhance the principle of competence at public civil service, sound policy making, social equity and inclusive monetary and fiscal policies for leaving no one behind. The toolkits are drafted by African experts in their own fields, under the coordination of APRM Taskforce on the CEPA principles and a consortium of research institutions and APRM national structures representatives (Egypt, Kenya, South Africa, Sierra Leone, Ghana and Namibia). This manual is an effort of all these key experts at different sub-regional and national levels. Hence, their dedication and voluntary contributions to make this manual feasible is highly appreciated and commended.

Allow me to seize this opportunity to thank the continental secretariat led by APRM, CEO of APRM, Prof. Eddy Maloka and Prof. George Scott, Secretary General of AAPAM, for prioritizing the implementation of the CEPA principles and its associated strategies to assist public civil service delivery in Africa and hence improve trust between African citizens and governments. Furthermore, the emphasis on youth and women participation during the preparations and validation of these toolkits during different continental meetings undoubtedly boost their credibility and relevance to institutional realities in Africa. My appreciation equally goes to members of APRM Continental Secretariat who led coordination efforts to consolidate this important manual; Mr. Jean Yves-Adou, Ag. Director of Monitoring and Evaluation and Ms. Sara Hamouda, Agenda 2063 and SDGs Continental Governance program officer.

I highly encourage African countries to utilize these toolkits alongside the general survey of APRM on the CEPA principles to concretize identified gaps in the civil service sectors and necessary reforms. The toolkits should be used as a guiding manual together with [the UN DESA strategy guidance notes](#) on the CEPA principles to apply these principles and strategies on daily tasks.



Dr. Geraldine Fraser-Moleketi

Chairperson of Committee of Experts on Public Administration
UN Department of Economic and Social Affairs



Acknowledgments

The APRM and AAPAM are honored to present this manual of toolkits to enhance awareness and implementation of the CEPA principles and its associated strategies for effective civil service delivery in Africa and support for African countries in the implementation of both Agenda 2030 and 2063 “The Africa We Want”. Throughout the launch of the APRM Baseline study on the implementation of the CEPA principles in Africa, representatives of African countries and development practitioners recommended delving further into the application of the CEPA principles at national level in Africa to enhance awareness on these principles and their execution according to each country’s specific national context. Furthermore, the principles can assist most APRM members to implement the recommendations of governance assessment reviews in alignment with the global and continental development agendas.

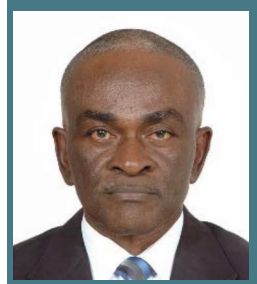
The noted discrepancies in the level of understanding and application of those principles amongst African civil servants, especially those who responded to our continental questionnaire on CEPA, urged APRM and AAPAM to build up on the baseline study recommendations and develop this first ever manual of CEPA associated strategies with specific toolkits. The strategies covered are pertinent to leadership development and training of civil servants (Competence Principle), strategic planning and foresight (Sound Policy Making Principle), social equity and the promotion of equitable fiscal and monetary policy (Leaving no one Behind Principle). All of these principles are crucial to accelerate Aspiration 3 of Agenda 2063 (Africa with good governance, democracy and rule of law) and SDG 16 (strong institutions and peaceful societies) performance in Africa.

Our appreciation goes to the members of the CEPA Task Force in Africa led by Mme. Geraldine Fraser-Moleketi and co-chaired by H.E Amara Kallon; Minister of Public Administration and Political Affairs in Sierra Leone and Chair of APR Focal Points (2021-2024). The taskforce has been meeting regularly since February 2022, and is composed of representatives from national government experts, academia, civil society and youth representatives.

We are gratefully appreciative to the voluntary efforts exerted by the authors of the four toolkits: Ms. Julie Muia Mutunga (AAPAM), Prof. Mohamed El-Karamay; Professor of Public Policy at the American University in Cairo, Prof. Sherifa Sherif , Executive Director of the National Institute of Governance and Sustainable Development (NIGSD), Dr. Hanan Rezk; Head of Training of Management Institutes in Africa/NIGSD, and Prof. Rafiu Aregbeshola R Adewale in International Business/Finance and Development Economics, University of Johannesburg. Your dedication to consolidate these toolkits are commendable.

We would like to express gratitude to the following experts for providing guidance, comments and feedback on the toolkits. Ms. Caroline Makasa; Acting Director of the SDGs Centre for Africa in Kigali (Rwanda), Dr. Enock Twinoburyo, Senior Economist School of Business, School of Public Leadership (Stellenbosch University, South Africa), Ministry of Public Administration and Political Affairs (Sierra Leone), Dr. Kefiloe Masiteng, National Planning Commission (South Africa), Dr. Felix Addo-Yobo; SDGs Advisory Unit at the Presidency (Ghana), Mr. Samuel Kasule and Mr. Allan Mukungu, National Planning Commission (Uganda), National Planning Commission (South Africa), Office of the Special Assistance on SDGs at the Presidency (Nigeria), Amb. Samori and Ms. Munira Mohamed; the APRM National Secretariat (Kenya), Mr. Augustus J. Flomo; Deputy Minister of Finance and Economic Development (Liberia) and Dr. Alfons Witbeen; Head of APRM National Secretariat (Namibia); Ms. Saras Jagwanth and Mr. Patrick Spearing of UN DESA. Special thanks to the NIGSD team; Prof. Alia Aref, Ms. Miran Harfoush, and Ms. Hania El Behairy, for voluntarily editing this report.

We hope you find this manual useful for your knowledge and application of the principles of effective governance for sustainable development and Agenda 2063.



Prof. Dr. George Scott
Secretary General of the African Association for Public Administration and Management (AAPAM)



Prof. Dr. Sherifa Sherif
Executive Director of the National Institute for Governance & Sustainable Development (NIGSD)

Member of UN Committee of Experts on Public Administration (UNCEPA)



Prof. Eddy Maloka
Chief Executive Officer of the African Peer Review Mechanism (APRM)

Introduction

The African Peer Review Mechanism (APRM) has been dedicated to support African Union member states to accelerate the implementation, monitoring and evaluation of the 2030 Agenda for Sustainable Development, together with its Sustainable Development Goals (SDGs), and Agenda 2063 as guided by the APRM Revitalization process in 2019. The APRM has carried out several continental programs guided by the AU-UN Framework for the implementation of effective governance for sustainable development. The United Nations Committee of Experts on Public Administration (CEPA) adopted eleven principles of effective governance at its seventeenth session. The principles, endorsed by the UN Economic and Social Council in its resolution 2018/12, highlight the need for pragmatic and ongoing improvements in national and local governance capabilities, designed to achieve both the 2030 Agenda and Agenda 2063. The principles are designed to give effect to SDG 16 and ensure effective, accountable and inclusive government. CEPA has developed sixty-two (62) commonly used strategies for operationalization of the principles. This training manual should be read together with the [strategy guidance notes](#) developed by UN DESA, which is working with global experts to produce recommendations and suggestions for government officials to implement the principles.

The APRM has been engaged in several efforts to support the 2030 Agenda and Agenda 2063, including the implementation of the CEPA principles in Africa. In particular, the APRM forged continental efforts with other global and regional organizations and institutions to conduct a baseline study for Africa on the awareness, knowledge and implementation of the CEPA [principles of effective governance for sustainable development](#)¹. The baseline study was one of the recommendations of [the APRM/ DESA Africa Regional Workshop on CEPA Principles](#); which was held during 30th of October - 1st of November, 2019 in Pretoria, South Africa. As an outcome of this workshop, the APRM and UN DESA resolved to undertake a baseline study on the status of the implementation of the eleven principles of effective governance for sustainable development in Africa. The CEPA principles of effective governance for sustainable development were developed to facilitate the implementation of the 2030 Agenda in synergy with the aspirations of the African Union (AU), as contained in its Agenda 2063 “The Africa We Want”. Three continental workshops organized by UN DESA and the APRM were held on implementation of the CEPA principles in [2021](#), [2022](#) and [2023](#). The proceedings of the 4 workshops, including the inaugural event in [2019](#), are available on-line.

The APRM-CEPA continental workshops for Africa aimed at raising awareness among officials of African Governments and AU organs on the CEPA principles of effective governance for sustainable development. The principles of competence, sound policy making, and leaving no- one behind are designed to give effect to building effective accountable and inclusive institutions; essential elements of SDG 16 as they relate to peace, justice and strong institutions. Furthermore, the workshops aimed to support countries to assess gaps in the institutional application of the principles. The decision to undertake the baseline study was also informed by the outcomes of the 18th session of CEPA, which took place from 8th-12th April 2019. The 18th session focused on the preparations for the 2019 High-Level Political Forum (HLPF) at the Ministerial and Summit levels, including a review of the implementation of the institutional dimensions of SDG 16.

Essence and Rationale of Developing the CEPA Toolkits for African countries.

The APRM baseline study was undertaken under the auspices of the African Governance Architecture (AGA) and in partnership with the SDGs Centre for Africa in Kigali. The study seeks to develop a framework for assessing the implementation of the 11 UN CEPA principles and 62 commonly developed strategies to assess the captioned principles. Among the imperative outcomes of the APRM/CEPA study is the development of guidelines and a comprehensive instrument to assess the level of understanding, awareness and implementation of the said principles in Africa. The study mapped out challenges and good practices in the implementation of the 11 principles in 17 countries across all five (5) sub-regions of the African Union. The baseline study identified several challenges for implementing the principles including the following:

- There is a clear lack of awareness and knowledge of the principles in many African countries. Ensuring the full success of the principles and strategies to guarantee effective governance for sustainable development, remains a challenge in many countries. Thus, developing more targeted reviews to identify gaps and examine the challenges faced in the implementation of these principles at national level, as well as the development of good practices for peer learning, are needed. Potential countries for this exercise can be (Nigeria, Côte D'ivoire, Botswana, Ethiopia and Namibia).
- By applying the trigger-response modelling, the study noted that African countries have different pressures and triggers to adopt, implement and nurture some of CEPA principles based on their domestic specificities. In a nutshell, social and political repressions, lack of inclusiveness and women's empowerment, besides other structural weaknesses and constitutional reforms, urged African countries to develop strategies pertinent to CEPA principles.
- Amongst the principles which are least applied by many countries are leaving no one behind and intergenerational equity for which UN DESA/DPIDG has developed strategy guidance notes, presented at workshops in March 2022². UN DESA/DPIDG also developed strategy guidance notes on the principle of subsidiarity and are presently developing notes on transparency. As per the findings of our APRM study, those strategies require further attention. These strategy guidance notes apply to countries globally, as all the notes have recent case studies and good practices to advance the CEPA principles with practical and illustrative guides. As stated above, they should be read together with the materials produced here.
- Developing a guiding manual with suggested toolkits to assist African experts on understanding the principles becomes an urgent need, because the strategy guidance notes do not specifically examine the African context. This activity will assess the extent to which the principles are being, or have been adopted in other African countries, highlighting methods of implementation on the continent, opportunities to engage in peer-to-peer learning and research. In short, building on the general information in the strategy guidance notes, this activity aims to further develop a targeted and focused assessment of the situation in Africa.

Methodology and Means of Validation by African Experts.

The presented toolkits have been prepared through a comprehensive participatory approach. A mixture of methods and approaches have been deployed to produce the referred toolkits; including literature reviews, observations, interviews and focus-group consultations with national experts (qualitative methods). Some toolkits including the competence principle show how leadership development and training for civil servants can be developed. The social equity strategy, part of the leaving no one behind principle, used quantitative methods (survey) to collect practical reflections from African countries and relevant experts. The toolkit on fiscal and monetary approaches addressing the leaving no-one behind principle deploys a modelling approach to simulate specific probable outcomes. Two toolkits were validated at continental events including the annual roundtable conference of AAPAM in Cape Town (10-12 December 2022) and the African Women Leadership Program in Cairo (Sept 2022), as well as at the diplomatic consultations in Morocco (August 2022). Means of validation and feedback from member states will be presented in detail in each chapter.

APRM Taskforce on CEPA Principles Implementation in Africa

The toolkits rationale, essence and methodology and deliberations were conducted through an initiative by the African Peer Review Mechanism Continental Secretariat. The APRM Continental Taskforce on CEPA principles were established after the launch of the APRM Baseline Study in 2021. It is composed of representatives from National Planning Commissions in Ghana, South Africa and Uganda, alongside other APRM strategic partners and countries of Sierra Leone, Nigeria, Namibia, Kenya, Egypt and Morocco. A distinguished number of experts have dedicated time and effort to develop the toolkits voluntarily to assist in raising awareness and advocacy of the CEPA principles in the African context.

The CEPA Taskforce members include African Association for Public Administration and Management (AAPAM), National institute of Governance and Sustainable Development / Ministry of Planning and Economic Development(Egypt), SDGs Centre for Africa (Rwanda), Department of Business Management (University of South Africa), School of Public Leadership (Stellenbosch University, South Africa), Ministry of Political and Public Affairs (Sierra Leone), National Planning Commission (Ghana), National Planning Commission (Uganda), National Planning Commission (South Africa), Office of the Special Assistant on SDGs at the Presidency (Nigeria), Planning and Treasury Ministry (Kenya), Ministry of Finance and Economic Development (Liberia).

Toolkits in Focus and Geographical Scope: An Outline

This manual provides - in its first edition -four toolkits on certain strategies pertinent to the CEPA Principles of competence, sound policy-making and leaving no one behind.

- Principle of Competence (related to effectiveness in SDG 16): Leadership Development and Training (LDT) of civil servants toolkit. The toolkit provides a guidance to public civil servants on
 - i. key criteria and aspects for LDT including Policy/ legal/ Institutional framework,
 - ii. financial/budgetary allocation and awareness,
 - iii. design and delivery of LDT-PAM-Curriculum development, Competencies- knowledge, skills, attitudes and behaviors, and
 - iv. impact of LDTT-PAM in four core competency areas; ethics, ethos, equity and efficiency.

- Principle of Sound Policy Making (related to effectiveness in SDG 16): Strategic Planning and Foresight toolkit. The toolkit is driven by the findings and recommendations of the APRM specialized study on NDP and disaster management framework in Africa. It provides technical guidance on aspects of strategic planning and foresight, including institutional, legislative, policy and communication elements.

- Principle of Leaving No One Behind (related to inclusiveness in SDG 16): Social equity toolkit. This toolkit is highly driven by the demands of many African countries to improve LNOB practices. It offers guidance on policy and organizational oriented policies, to implement social equity at national level. The toolkit was generated throughout different seminars and consultations with various national practitioners, government officials and youth representatives.

- Principle of Leaving No One Behind (related to inclusiveness in SDG 16): Fiscal and Monetary Toolkit. This toolkit focuses on how to achieve leaving no one behind using fiscal and monetary policies. Leaving no one behind and inclusiveness is a complex concept that encompasses various aspects of human dignity and the pursuit of social, economic, and political inclusion. There are specific guidelines in order to achieve inclusive growth and development, including equal access to ownership of land and property as factors of production, unrestricted access to gainful employment and safety nets, fundamental human amenities and lastly financial inclusion. Policy coherence is crucial for coordinating fiscal and monetary policies and directing government instruments strategically to address inequality through direct and indirect measures which are the most important measuring tools of leaving no one behind and inclusiveness.

Basic Assumptions in the Contextualization of the Proposed Toolkits

- African countries are at varied development stages on socioeconomic and political dimensions.
- The principles: competency, sound policy making and leaving no one behind are in a continuous state of flux. That is, today's relevant criteria for each principle could possibly be tomorrow's irrelevance.
- Assessing the three principles is not a perfect science; therefore, quantifiable variables are introduced to evaluate the impact of each principle. The toolkits can be cross-sectional or specific.
- The toolkit is influenced by socio-economic and socio-cultural factors.

Toolkit One:

Principle of Competence: Leadership Development and Training of Civil Servants Toolkit (LDT)

Understanding the Context

The African Association for Public Administration and Management (AAPAM) partnered up with the APRM in 2020. AAPAM is a continental organization which promotes best practice, professionalism and excellence in public administration. On its own part, AAPAM programs complement and support the African government's efforts to realize developmental aspirations through the guiding principles of informing policy making, professionalizing service delivery and building the capacity of public administrators. The vision and mandate of AAPAM places it at a strategic position to build the capacity of public administrators, promote awareness on the CEPA principles and to develop a comprehensive toolkit for mainstreaming leadership development and training as a strategy for enhancing competency for effective public administration.

Through the evolving APRM/AAPAM collaboration, AAPAM hereby proposes a toolkit on the Competence principle with a special focus on leadership development and training of public servants. The toolkit is named Leadership Development and Training in Public Administration and Management (LDT) Toolkit.

Purpose of the LDT Toolkit

This toolkit proposes a guide on the implementation and evaluation of leadership development and training in public administration. The toolkit is aligned with the Agenda 2063 and Agenda 2030 and has the aim of strengthening the leadership capacity of public administrators for efficient and effective service delivery, which directly impacts sustainable development. This toolkit is designed for all levels of government including policymakers, practitioners and researchers.

Among other objectives, the toolkit seeks to inform policy making in relation to leadership capacity development at the national and local levels. It is aimed at influencing the executive level of government that is responsible for policy direction, planning and allocation of funds, in all State's Ministries, Departments, Agencies, and Counties/ Local governments (MDAC). Further, this toolkit aims to influence Management Development Institutions (MDIs) and professional organizations at regional, continental and international levels who develop curriculums or conduct training programs.

In the long-term, the objective of the toolkit is to transform and strengthen institutions to achieve their mandate of service delivery to realize the vision of Agenda 2063 and the 2030 Agenda. The (LDT) toolkit; thus, serves as a guide for reporting, monitoring, peer learning and exchanging of best practices.

The structural formation, application and alignment of the toolkit with related instruments are depicted in the figures below.

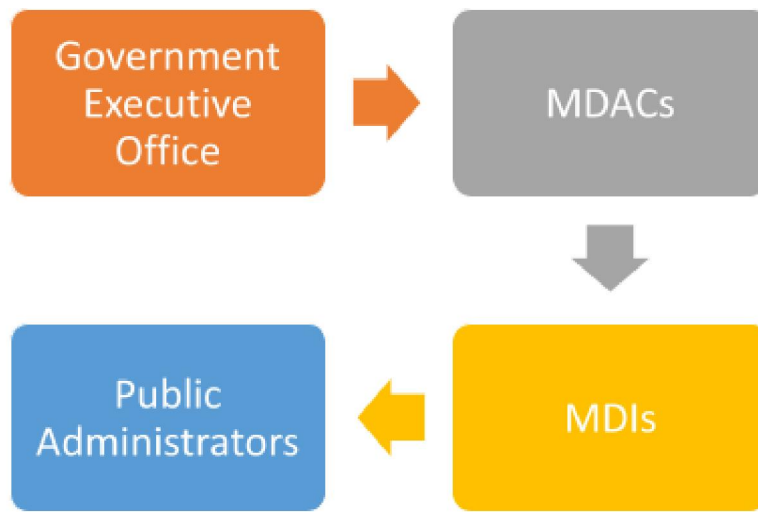


Figure 1: Policy Direction illustrated.



Figure 2: Alignment with SDGs and Agenda 2063

Accordingly, the expected outcomes of the Toolkit - are stated as:

Establish a standardized baseline for LDT toolkit needs, identify necessary gaps and opportunities in the public administration units of government across the African continent.

Mainstream the LDT Toolkit.

Calibrate an advocacy tool for promoting LDT-PAM toolkit at all levels of government as a strategy to promote Agenda 2063 and the SDGs.

Generate actionable recommendations for policy action on LDT toolkit for transformation of public institutions in Africa.

LDT Toolkit for Institutions	LDT Toolkit for Citizens	LDT Toolkit for Public Servants
<ul style="list-style-type: none"> • Strengthen institutions. • Increase productivity/synergy. • Increase public trust. • Ensure organizational sustainability. • Create a conducive environment for innovations. • Reduce working in <ul style="list-style-type: none"> • silos. 	<ul style="list-style-type: none"> • Efficient and effective service delivery. • Enforce public trust. • Strengthen public participation. 	<ul style="list-style-type: none"> • Empower public servants. • Instill ethical and accountable behavior. • Enhance leadership competency. • Encourage public administrative innovation.

Specific Toolkit Assumptions

Competency within the context of this toolkit is defined as a set of knowledge, skills, attitudes and behaviors that an individual utilizes to maximize productivity. From the 11 Principles of CEPA, competency is categorized under effectiveness with the strategies of implementation focusing on:

- Promotion of a professional public sector workforce
- Strategic human resources management
- Leadership development and training of civil servants
- Performance management
- Results-based management
- Financial management and control
- Efficient and fair revenue administration
- Investment in e-governments

As a strategic component of competence, this toolkit is geared towards transforming Africa for the alignment and attainment of Agenda 2063 and the 2030 Agenda. The underlying assumptions are as follows:

- Some of the identified variables are: budgetary allocation/ budget awareness, nature of capacity building programs and performance evaluation/productivity process.
- There is a notable variation in leadership development needs across gender lines among administrators.
- Leadership competencies should be standardized across all levels of government at both the local and national levels.

The Proposed Toolkit

Aspects	Criteria/Indicators	Responsible Actors/ Agencies	Means of Verification	Guiding Notes
<p>A. Policy/ Legal/ Institutional Framework</p> <p>Addresses the availability of an enabling environment for the LDT toolkit, and political commitment at the national/ local levels</p>	<ol style="list-style-type: none"> 1. Enshrined in the Constitution 2. Aligned with national development vision 3. Membership in APRM 4. Has the country signed the ACVPPSA? 5. Has the country ratified and domesticated the ACVPPSA? 6. Currently piloting SPAT program 7. Are there written policies, strategies and programs that support the LDT (National training policy) toolkit? 8. Is there legislation to support the LDT toolkit? 9. Are there institutions and systems in place to support the LDT toolkit? 	<p><u>Government level</u></p> <p>Executive, National and Local governments (President, Governor, Cabinet Secretary, Minister, Secretary to Cabinet, Head of Public Service, Permanent Secretary, Principal Secretary, CAS)</p>	<ol style="list-style-type: none"> 1. Constitution 2. ACVPPSA 3. Existence of National School of Administration/ Government 	<p>Responses should be descriptive; they can also be on a likert scale or discrete (yes or no response)</p>
<p>B. Financial/Budgetary Allocation and Awareness</p>	<ol style="list-style-type: none"> 1. What percentage of the national budget is allocated to the LDT toolkit? 2. Is the budget adequate for training needs? 3. How often is the training budget reviewed? 4. To what extent has austerity measures impacted the LDT toolkit budget? 	<p>-Executive (Policymakers) - Policy implementers</p>	<ol style="list-style-type: none"> 1. National budget 2. Number of government-sponsored programs 3. Development partner sponsored programs 4. Partnerships and collaborations (short-term, 	<p>-Actual % over 5 years -Duration of partnership -Sustainability of partnership (renewal) -Impact and effectiveness of partnership</p>

	<ol style="list-style-type: none"> 5. Are there partnerships in place to support training and capacity building needs? 6. Is budgeting inclusive of women, young professionals and PLWD? 		<p>medi- um-term, long-term)</p>	
<p>C. Design and Delivery of the LDT toolkit</p>	<p>-Curriculum development Indicators</p> <ol style="list-style-type: none"> 1. Academic administrative nexus- Is the curriculum aligned to it? <ul style="list-style-type: none"> ● National development agenda ● Continental Agenda 2063 and SDGs ● Sectoral needs assessment 2. Curriculum standardized at local and national level 3. Standards and quality assurance (accredited, credible, certified programs) 4. Awards CPD points 5. Encourages development of research and new knowledge/ best practice 6. Promotes linkages between industry, research and training institutions. 7. Keeps an updated database of programs and participants- skills inventory. 	<p>MDIs/ Stakeholders in capacity building responsible for design, delivery of LDT toolkit (Management Development Institution, School of Government, School of Leadership, University, Professional organizations- National, continental, international, continental and international organizations (AU, UN, AAPAM, APRM...))</p>	<ol style="list-style-type: none"> 1. Empirical evidence based public administration Accrediting authority 2. MDIs curriculum (curriculum development process, curriculum review, agility of curriculum) 3. Capacities of MDIs (human-education level, competency, skills, experience; ratio of expert to learner) 4. Infrastructure in place (both physical and technology) 5. Membership in professional bodies 	<p>This section analyzes the nature of LDT-PAM toolkit programs and their alignment with development agendas</p>

	<p>8. Offers options for training programs:</p> <ul style="list-style-type: none"> - Online - Physical programs - Hybrid - Blended programs featuring online, multiple-locations - Publishes reports/books/journals - Database of expert trainers - Availability of learning materials, digital library - Leverage ICT for learning, evaluation and continuity 			
<p>D. Competencies-knowledge, Skills, Attitudes and Behaviors</p> <p>Impact of LDT toolkit on 4 core competency areas ethics, ethos, equity and efficiency</p>	<ul style="list-style-type: none"> • Performance contracting (how is LDT toolkit aligned to performance contracting) • Innovation and productivity (ability to find solutions to challenges previously encountered) • Career progression (promotion, more responsibilities, mentorship...) • Resource optimization (time and money) • Job satisfaction (eliminating bottlenecks of bureaucracy and glass ceiling effects) • Membership to a professional body • Skill gaps identified 	<p>Public Administrators</p>	<ol style="list-style-type: none"> 5. Performance evaluation and appraisal (performance contracts, Key Performance Indicators (KPI) 6. Participation in LDT-PAM toolkit program per year 7. New paradigms (skills and tools to operate effectively) 8. Job evaluation 9. Staff turnover 10. Budget 11. Project management (timelines, cost, effectiveness, communication, collaboration and teamwork, conflict management...) 12. Service Delivery (citizen satisfaction) 	<p>This section is geared towards building the capacity of the individual with the ultimate goal of improving service delivery</p>

Toolkit Two:

Principle of Sound Policy Making:

Strategic Planning and Foresight Toolkit

Understanding the Context

COVID-19 exposed structural vulnerabilities within the national social and economic systems across the world, albeit in a disproportionate manner. Owing to the speed, spread, the severity and the contagion of the coronavirus, many countries were caught unawares and response to the beleaguerment was haphazard and somewhat inadequate. While some countries were able to contain the pandemic early on due to their resilient health systems, demography, infrastructure and rapid crisis response, even the robust health systems were unable to shield the countries from overbearing devastations as a result of multiple bed admissions and untimely deaths. The socioeconomic maladies that befell most of the communities overstretched state capacity and resources and resilience to disasters and chaos bore prominently on state institutions and instruments. This explains the situation in some African countries, which, despite being the least affected by the health dimension of the pandemic (in terms of the number of cases and deaths), appeared to have been adversely affected. The lingering effects of the pandemic, coupled with backlogs of resource inadequacies, are strong pointers that both the 2030 Agenda and the Agenda 2063 (with all their aspirations), might be missed. This toolkit draws from the strategy guidance note on [Strategic Planning and Foresight](#) produced by UN DESA in February 2021.

Purpose of the Toolkit

The objective is to help African governments assess the degree to which strategic planning and foresight are incorporated into their national development policies and plans. It outlines the essential and fundamental steps that must be followed to ensure the creation of a sound strategic planning and foresight system. The toolkit consists of a list of questions grouped under different types of elements (institutional, policy, communication and coordination and constitutional and legislative elements). The questions are dichotomous, which means that they can only have a yes or no response. In other words, the questions themselves serve as indicators of whether the action or policy under consideration exists or not.

The toolkit also identifies the primary and key actors or agencies responsible for each of the actions listed under the broad elements. Those are the likely national players in charge, individually or collectively, for implementing the corresponding action. Moreover, means of verification are also presented as an additional indicator for the existence or absence of the relevant action. The toolkit is not sequential in nature, meaning that there is no proper order of

adopting certain measures/actions. Furthermore, the generated questions and actions are not listed by priority and hence no action or measure is more important than the other.

The list is comprehensive and aims to guide government representatives and policymakers in their efforts to adopt strategic planning and foresight. Given the variation among African countries in their political systems, demographics, socioeconomic indicators, geographic challenges, the actualization of every single action in the toolkit is not necessarily feasible, at least in the short run. However, the generated questions are well thought of to be broad in scope while also attempting to be context sensitive. Consequently, the application of the elements of this toolkit should be informed by individual countries' realities and dynamics.

On a final note, any toolkit is not and must not be, a static document. New realities, evolving knowledge and learning, scientific breakthroughs, rapid technological advancements, along with unpredicted natural occurrences necessitate that the toolkit should always be revised, reviewed, and updated.

Specific Toolkit Assumptions

The United Nations Committee of Experts on Public Administration (CEPA) strategy guidance note on Strategic Planning and Foresight issued by UN DESA in February 2021 defined strategic foresight as "an organized, systematic way of looking beyond the expected to engage with uncertainty and complexity"³ The evolving, intertwined and dynamic challenges along with the complexity of policies and the problems they are targeted at solving, necessitate factoring strategic foresight into the formulation of national development planning to anticipate how the external environment might alter the development paths and policy directions. Strategic foresight can also help anticipate the developments that are likely to take place in the future and thereby help governments to allocate the needed financial, human and technological resources to pursue their development agenda.

As part of the efforts to support African countries in adopting and implementing the principles of the (CEPA), the African Peer Review Mechanism (APRM) has developed a set of toolkits to address the inadequate capacity of some African countries in applying the CEPA principles to accelerate implementation of the SDGs. This toolkit focuses on strategic planning and foresight, which is a crucial component of sound policymaking principle. Other commonly used strategies for sound policymaking include [regulatory impact assessment](#), [the promotion of coherent policymaking](#), [strengthening national statistical systems](#), [monitoring and evaluation](#), [the science-policy interface](#), [risk management frameworks](#) and [data sharing](#). Strategy guidance notes are available on-line.

The Proposed Toolkit

Aspects	Criteria/ Indicators	Responsible Actors/ Agencies	Means of Verification
A. Institutional Elements	1. Is there a national planning agency responsible for developing the country's national development plan?	National Development Planning Agency	A national planning agency formally exists within the government system
	2. Is the national planning agency independent?		The national planning agency is not subordinated to any other government body
	3. Does the national planning agency enjoy political power?	Presidential Office Prime Minister's Office	1-The national planning agency possesses constitutional and legal powers.
		3- National Assembly	2-The national planning agency is affiliated/ report to the president/ prime minister/national assembly
	4. Does the country have a national development plan/framework?		A periodic formal national development plan/framework is issued
	5. Is the national plan/framework developed through a collaborative process using a participatory approach?	National Development Planning Agency	Multiple stakeholders participate in the development of the national development plan
	6. Is there a strategic foresight or similar unit within the national development planning agency?	National Development Planning Agency Strategic Foresight Unit 3- Ministry of Economy/Finance 4- Planning and Budgeting Committee in the National Assembly 5- Prime Minister Office	A dedicated unit mandated with analyzing and advising on uncertainties and plausible future scenarios is established in the national development agency
	7. Is there a formal mechanism (process) for participatory planning and involving multiple stakeholders in the development of the national plan?	National Development Planning Agency	A set of official/formal rules and procedures (in the form of law, regulation, or executive order) organizing the participatory planning system
	8. Is the national development plan reviewed and updated periodically?	National Development Planning Agency Prime Minister Office	A formal procedure for review is in place
9. Does the national plan include budgetary provisions?	National Development Planning Agency Ministry of Finance/Economy	Programs and projects listed in the national development plan have corresponding budgets/ financial allocations	

	10. Does the national plan define in a clear manner the roles and responsibilities of relevant stakeholders?		The national development plan identifies and assigns roles and responsibilities of all stakeholders that will take part in the implementation of respective programs/projects/ policies
	11. Is the process of formulating the national development plan decentralized, in which local governments participate?	National Development Planning Agency Ministry of Local Administration Local Administration Units	Local units of government have a formal role in national development plan preparation and adoption
B. Policy Elements	1. Does the country have an early warning system?	1- Ministry of Environment (climate change and environmental hazards) Ministry of Health (epidemics and pandemics) National Development Planning Agency. Presidential Office Prime Minister Office	The presence of a formal program/measures consisting of organized rules, procedures, responsible agencies, plans, budgets, etc.
	2. Does the country have a risk avoidance and mitigation strategy?	National Disaster Risk Reduction and Management Agency. National Development Agency.	The existence of a national formal strategy dedicated solely to risk avoidance and mitigation including the definition of risk, types of risk, sources of risk, preventive actions, stakeholders involved in executing the strategy, etc.
	3. Is the national development plan evidence-based (using accurate and reliable data)?	National Development Planning Agency	The assumptions, programs, policies and projects included in the national development plan are based on actual data. The costs and budgets are estimated based on accurate calculations, financial and economic forecasts
	4. Does the development plan/framework take into account local, national, regional and international developments and changes (external environment)?	National Development Planning Agency Strategic Foresight Unit	The national development plan develops different scenarios based on local, regional and global developments, risks and opportunities
	5. Does the national development plan connect policy areas?	National Development Planning Agency	Policies and programs listed in the national development plan cross reference each other Programs and projects are grouped under the most relevant policy area
	6. Is the performance of the national development plan evaluated?	National Development Planning Agency National Agency for Program Evaluation Prime Minister Office Presidential Office Monitoring and Evaluation Committee in the National Assembly	The national development plan includes a monitoring and evaluation framework A national agency for program evaluation exists

	7. Does the national development plan include a clear set of objectives?	National Development Planning Agency	The national development plan identifies medium- to long-term objectives to be achieved through the plan. For example, reducing unemployment or poverty by a certain percentage
	8. Does the national development plan include clear and measurable indicators to assess progress towards achieving the objectives?	National Development Planning Agency	The national development plan identifies a set of indicators for each objective through which the progress towards realizing the objectives can be assessed The indicators are objective in nature and can be measured accurately
	9. Is strategic foresight integrated within different policies?	National Development Planning Agency Strategic Foresight Unit	Alternative pathways are included in policies and programs depending on different anticipated scenarios. Policies and programs consider potential internal and external risks
C. Communication and Coordination Elements	1. Is there a formal mechanism for coordination and consultation among stakeholders regarding setting the national development priorities?	National Development Planning Agency	There are formal procedures in place that define the responsibilities of each stakeholder
	2. Do channels of communication exist between stakeholders involved in the national planning?	National Development Planning Agency	The presence of standard operating procedures pertaining to how stakeholders communicate with each other
	3. Is there a national taskforce that meets periodically to review and update the national development plan?	National Development Planning Agency	A national taskforce is formally established with its mandate, composition, roles and responsibilities are set forth officially
	4. Are the rules and responsibilities of involved stakeholders clear?	National Development Planning Agency	The roles and responsibilities of each stakeholder is precisely defined
D. Legislative and Constitutional Elements	1. Is there a constitutional provision mandating national planning?	National Development Planning Agency National Assembly	The constitution explicitly refers to national development plan or the national agency responsible for development planning
	2. Are there relevant laws and regulations organizing how the national development plan is being formulated?	National Development Planning Agency National Assembly	The process of formulating the national development plan is stipulated in laws, regulations, presidential decrees and administrative orders
	3. Are laws and regulations harmonized to achieve the same national development plans?	The Planning Committee of the National Assembly	Cross references between laws and regulations addressing the same policy issue No contradictory provisions in laws and regulations dealing with the same policy issue Laws and regulations covering one policy issue adopt the same objectives and policy outcomes.

Toolkit Three:

Principle of

Leaving No One Behind:

Social Equity Toolkit

Understanding the Context

Based on the recommendations of the APRM Continental Baseline Study on the “Implementation of CEPA Principles for Effective Governance in Africa,” this toolkit is intended to be a practical guide that can be used by African civil servants to effectively implement and monitor the application of the CEPA principle of Leaving No One Behind (LNOB) across the continent. The APRM baseline study highlighted the need for further capacity building, raising advocacy and awareness for CEPA and more designated toolkits to assist member states in the implementation and monitoring of UN-CEPA principles alongside its associated strategies at national and local levels. This toolkit draws from the strategy guidance note on [The Promotion of Social Equity](#) produced by UN DESA in 2022.

LNOB is a cross-cutting principle of the 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs). It is a commitment by UN member states “to eradicate poverty in all its forms, end discrimination and exclusion and reduce the inequalities and vulnerabilities⁴.” This toolkit provides background and a research summary on LNOB, reviews other resources and toolkits that are available to African civil servants, observes the continent’s challenges with the implementation and monitoring of LNOB and outlines several brief case studies. Finally, the toolkit presents definitions of related terms and a set of questions that African agencies are encouraged to tailor according to their contexts and needs to be able to optimize outcomes while implementing the state-orientated developmental goals and trajectories.

The questions provided in this toolkit are central to evaluating the strategic importance of equity in national planning and the implementation of related policies. The leading guidelines follow two main thematic areas: a) a set of guiding questions on the national level (macro perspective) to be answered by policy makers; by the prime minister’s office, or the ministry in charge of policy formulation. b) a set of questions on the operational and functional level (micro perspective) to be answered by civil servants in different public agencies on national and local levels.

It is worth mentioning that addressing the roles of the other two branches of the government (the legislative and judicial branches) with additional set of questions would be needed to complement this toolkit in order to comprehensively assess the current situation in each country and to provide guidance towards improvement.

Purpose of the Toolkit

Since 2015, 193 countries have committed to collectively achieve the 17 Sustainable Development Goals (SDGs) and 169 targets when they approved the new agenda for sustainable development: “Transforming Our World: The 2030 Agenda for Sustainable Development.” The agenda builds on and continues the work of the Millennium Development Goals from 2000 to 2015 (United Nations, 2016; United Nations, 2017). However, distinguishing themselves from the MDGs, the SDGs have as a core principle “the leave no one behind” mandate, putting forth an equity framework to sustainable development. As stated, “leaving no one behind (LNOB) is the central, transformative promise of the 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs)... grounded in international law, including human rights” (United Nations Sustainable Development Group, 2022, p.10).

Indicators from the 2000-2015 MDGs showed significant improvement, particularly around reducing poverty; however, often the most marginalized and poor did not directly benefit from the efforts. Leaving no one behind (LNOB) “not only entails reaching the poorest of the poor but requires combating discrimination and rising inequalities within and amongst countries and their root causes” (United Nations Sustainable Development Group, 2022, p. 6, UN definition). The 2030 Agenda targets the most vulnerable and disadvantaged groups; children, youth, persons with disabilities, those living in rural areas, people living with HIV/AIDs, older persons, indigenous people, refugees and internally displaced persons and migrants, among others (United Nations Sustainable Development Group, 2022). Thus, LNOB seeks to reduce inequalities, build inclusive societies and protect human rights (United Nations, 2018; Kharas, McArthur & Rasmussen, 2018).

As such, LNOB cuts across the SDG Agenda underlining that no SDG will be met unless it is met for everyone, across and within countries (Leave No One Behind toolkit, n.d.; Hathie, 2020). It includes policy areas that aim to decrease vulnerability and build resilience, such as universal health care, educational services, social protection and the registration of birth, among others (Leave no one behind toolkit, n.d., p. 20). LNOB follows suit from gender mainstreaming but extends it to not just conducting “gender analysis across all goals, but to also do the same for groups marginalized by income, race, age discrimination, disability and other areas” (Stuart & Woodroffe, 2016, p. 74).

The principle identifies inequity vertically by individuals and households and horizontally through group-based discrimination. LNOB principle is embedded in 13 of the 17 goals (Gupta & Vegelin, 2016)⁵. For example, targeting and reaching those who are furthest behind across the SDGs, seeking to end extreme poverty (SDG #1), reducing inequalities (SDG #10), ending group-based discrimination and advancing good governance practice (SDG #16) (Stuart & Samman, 2017). LNOB, with social equity at its core, includes not only reducing disparities across income and wealth but also increasing access to basic services related to education, health, clean water and social protection programs. For example, (SDG #10) which is: reduce inequality within and among countries, in particular addressing equality and equity issues. The goal covers reducing income disparities within and among countries but also recognizes key attributes such as deprivation and disadvantage which are linked in exclusionary practices and policies in societies. Indeed, “Inequalities often stem from divisions along group lines that are socially constructed and sustained because they establish a basis for unequal access to valued outcomes and scarce resources. Discriminatory laws and practices perpetuate these inequalities and limit the potential for minorities and other excluded groups to realize their full potential” (UN-DESA/DSDG, 2019, p. 2).

5 Among the 17 SDGs, these include no poverty (SDG 1), zero hunger (SDG 2), good health (SDG 3), quality education (SDG 4), gender equality (SDG 5), clean water (SDG 6), affordable and clean energy (SDG 7), decent work and economic growth (SDG 8), industry, innovation and infrastructure (SDG 9), reduced inequalities (SDG 10), sustainable cities and communities (SDG 11), life on land (SDG 15) and peace, justice and strong institutions (SDG 16) (The SDGs Center for Africa, 2021).

At the regional level, the African Union through its 2063 Agenda, aims to address equity issues. The SDGs Center for Africa (2021) finds that there is clear overlap between the SDGs and the 2063 Agenda, citing an 86% linkage. In particular, both the SDGs 2030 and the African Union Agenda 2063 include social inclusion targets (SDGs Center for Africa, 2021,

p. xi). However, in the African context, the leaving no one behind principle is considered as a major challenge to the effective implementation and monitoring of the SDGs (The SDGs Center for Africa and Sustainable Development Solutions Network, 2020, p. 1).

The Sustainable Development Goals Center for Africa and Sustainable Development Solutions Network (2020) present several challenges in its Africa SDGs Index and Dashboards Report that are relevant to this toolkit and should be taken into consideration (Figure 1 and pp. 1-3).

Figure 1 Challenges of Leave No One Behind



Specific Toolkit Assumptions

The questions included in this LNOB toolkit are informed by the material reviewed above, primary data sources through interviews, consultations and surveys and the review of five thematic areas of the APRM: democracy and political governance, economic governance and management, corporate governance, broad social sustained economic development and state resilience to shocks and disasters. Note that the questions in this toolkit are not exhaustive and countries and agencies are encouraged to tailor questions and their approach according to their contexts and needs. The theoretical framework of the toolkit includes the below listed concepts:

Leaving no one behind (LNOB)

is a cross-cutting principle of the 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs). It is a commitment by UN member states “to eradicate poverty in all its forms, end discrimination and exclusion and reduce the inequalities and vulnerabilities⁶.” The LNOB principle requires a social equity framing to the formation, implementation and monitoring of public policies and development goals.

Social equity

is guaranteeing access to rights, services and protections to all people so they can fully participate in the political and cultural life of a community. It includes the fair distribution of public services and promotes fairness and justice in the formation, implementation and monitoring of public policies⁷.

Social equity mainstreaming

broadens the idea of gender mainstreaming, which incorporates a gender equality perspective into the formation, implementation and monitoring of all public policies.⁸ Social equity mainstreaming recognizes additional groups that are facing discrimination, deprivation and disadvantage, including, but not limited to, indigenous people, persons with disability, informal workers, young people, older people, religious and ethnic minorities, refugees and displaced persons, migrants and rural populations.

Social equality

is the guarantee that every individual has the same (equal) opportunities for well-being and access to public goods and social services⁹.

Social inclusion

is a process that allows for equal opportunity to fully take part in society, regardless of background. It involves creating an environment of participation and access to decision making¹⁰.

Social integration

is a process that builds societies which are based on human rights and nondiscrimination and requires the participation of all the society, including vulnerable, disadvantaged and marginalized groups.

Poverty alleviation

is eradicating extreme poverty for all people everywhere by 2030 is a pivotal goal of the 2030 Agenda for Sustainable Development.

6 <https://unsdg.un.org/2030-agenda/universal-values/leave-no-one-behind>.

7 National Academy of Public Administration, 2000; https://archive.unescwa.org/social-equity_.

8 <https://www.coe.int/en/web/genderequality/what-is-%20gender-mainstreaming>.

9 <https://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>.

The Proposed Toolkit

Aspects	Criteria/Indicators	Responsible Actors/Agencies	Means of verification
Category One: Questions for the (National Level)			
A. The Existence and Nature of National Social Equity Strategy	<ol style="list-style-type: none"> 1. Does the government define social equity in public policies? 2. Is social equity integrated into national development objectives? 3. Is there a legal framework that supports social equity mainstreaming? 4. Is mainstreaming social equity an integral part of the budgeting process? 5. Does the government conduct quantitative assessments of financing needs to achieve social equity goals? 6. Is there a financial mechanism (Grants, subsidies, loans, pension schemes, social bonds, social venture capital, social funds, etc.) to support social equity and combat social exclusion? 7. Does the government prioritize social-impact investments? 8. How effective are government interventions to address social inequity? 9. Is mainstreaming social equity an integral part of the design, implementation and evaluation of public policies? 	(Macro level) Prime Minister's Office Ministry of Sustainable Development Agency/Unit	Demographics of political officials, gender representation of government functionaries in all the tiers of government, enabling legislations and policies towards equal opportunities for all. Equitable resource allocation across communities based on specific needs to alleviate inequality and engender social equity.
B. Multi-level Governance for the Implementation of the Strategy	<ol style="list-style-type: none"> 1. Is social equity mainstreamed into fiscal and monetary plans? 2. Has the government identified roles and responsibilities across levels for implementing and monitoring the progress in social equity mainstreaming? 3. Has the government offered guidance on effective coordination of social equity mainstreaming across governmental organizations at different levels? 4. Is there a mechanism to ensure that the social equity strategy is well-coordinated with non-state actors, e.g., non-governmental organizations, private sector, etc.? 	Prime Minister's Office	Supporting Tools: Benchmarking: Budgetary allocation and resource mobilization towards tracking the international endeavors to benchmark relevant leaving no one behind indicators and strategies. Provision of social amenities on equal basis and reduction in the gap between the rich and the poor via relevant inclusive policies; health insurance, banking services, housing...etc.

<p>C. Monitoring and Evaluation of the Strategy</p>	<ol style="list-style-type: none"> 1. Has the government set a timeline and a clear action plan to achieve social equity mainstreaming? 2. Has the government identified and tracked measurable goals and indicators linked to social equity mainstreaming? 3. Does the government use updated primary data to conduct situational analysis to assess policy problems and gaps in knowledge about different populations /groups (women, youth, children, elderly, people with disabilities, etc.)? 4. Disaggregated data (to ensure that everyone is counted)? 5. Does disaggregated data inform budgeting practices and resource allocation? 	<p>(Macro level)</p> <p>Prime Minister's Office</p> <p>Ministry of Sustainable Development Agency/Unit</p>	<p>Concurrent control: to mainstreaming social equity, continuous monitoring, evaluation and revision of regulatory instruments to place social equity at the forefront of government policies towards poverty eradication and reduction of inequality</p>
<p>D. Cross-cutting Participation</p>	<ol style="list-style-type: none"> 1. Has the government widely disseminated and communicated its social equity strategy? 2. Do groups in marginalized situations have equal access to 1. information relating to the social equity strategy of the government? 	<p>(Macro level)</p> <p>Prime Minister's Office</p>	<p>Non-state actors from the international and the national levels in developing social equity related strategies.</p>
	<ol style="list-style-type: none"> 3. Does the government take measures to ensure safe space for participation and the protection of people who participate and express their views? 4. Does the government track who is not participating? 5. What are some obstacles for participation? 	<p>Ministry of Sustainable Development Agency/Unit</p>	<p>Effective participation of non-state actors in ensuring social equity through conducting: seminars and conferences.</p> <p>Providing checks and balances.</p> <p>Acting as the third eye of the government.</p>
<p>Category Two: Questions for the (Organizational Level)</p>			

<p>A.Implementation of the Strategies & Interventions (Key Actors)</p>	<ol style="list-style-type: none"> 1. Does your agency conduct social equity mainstreaming? 2. Is there any ministerial decree (or other legislation) which identifies concrete strategies for mainstreaming social equity in the services your agency offers? 3. 3. Is the “leave no one behind” principle/social equity a part of the design, implementation and evaluation of your agency’s projects? 4. Is the “leave no one behind” principle/social equity a part of your agency’s budget/ resource allocation? 5. Does your agency have adequate capacities and resources to mainstream social equity? 6. What capacities and resources are still needed in your agency to effectively mainstream social equity? 7. Has the government promoted training, peer-to peer learning and awareness to your agency about social equity mainstreaming? 8. Does your agency use data collection tools to implement and monitor social equity mainstreaming and the leaving no one behind principle? 	<p>(Micro Level)</p> <p>Line Ministries & Affiliated Organizations</p>	<p>Training and upskilling:</p> <p>Identification of training needs for the functional and operational level staff members</p> <p>Procedural steps: Professional public/civil service that is transparent, accountable and rewarding. Professional private sector that is rewarding and progressive irrespective gender or other discriminatory considerations. Adherence to equal reward systems across board, equal career progression and remuneration etc.</p> <p>Identification of left-behinds: Unrestricted access to necessities of life, such as nutritious food, clothing, decent housing, water and sanitation, a decent source of livelihood.</p> <p>Unrestricted access to basic social amenities and welfare, such as quality education, standardized healthcare system, energy, road network, communication, access to useful information, civil and political participation, free affiliation to religious groups and societies, etc.</p> <p>Concurrent control:</p> <ul style="list-style-type: none"> - Objective regular assessment of progress and identification of challenges and opportunities -Regular reporting on gains and challenges of leaving no one behind to inform regulatory reforms and policy redirection. - Training and upskilling: Regular evaluation job specification for public officials, redefinition of social mandates, renewal of social compact and effective responsiveness of social needs of the people – on an equal basis.
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<p>B. Monitoring & Evaluation of the Strategy (KPIs)</p>	<ol style="list-style-type: none"> 1. Does your agency consider the principle of leaving no one behind? 2. Does your agency identify the “left behind” population(s) in its work? 3. 3. Is there a legal framework in your country that supports social equity mainstreaming and the leaving no one behind principle? 4. 4. Does the government require the collection of disaggregated data and statistics in your agency’s work? 5. 5. Does the government offer capacity building for the collection of disaggregated data and statistics in your agency’s work? 6. 6. What are some of the challenges to the operationalization of the leave no one behind principle in your work? 	<p>(Micro Level)</p> <p>Line Ministries & Affiliated Organizations</p>	<p>Concurrent control:</p> <ul style="list-style-type: none"> - Objective regular assessment of progress and identification of challenges and opportunities - Regular reporting on gains and challenges of leaving no one behind to inform regulatory reforms and policy redirection. - Training and upskilling: Regular evaluation job specification for public officials, redefinition of social mandates, renewal of social compact and effective responsiveness of social needs of the people – on an equal basis.
<p>C. Cross-cutting Partnerships</p>	<p>1. Does your agency engage in consultations (participatory approach) about social equity mainstreaming? e.g., including state and non-state actors and community members.</p>	<p>(Micro Level)</p> <p>Line Ministries & Affiliated Organizations</p>	<p>Non-state actors at the international and the national levels, through:</p> <p>Monitoring and reporting events and activities on policy implementations.</p> <p>Addressing deviations from regulatory provisions and every form of prejudice. Seeking regress on behalf of the less privileged victims of discrimination and maltreatment.</p> <p>Providing funding and social support to the needy and less privileged communities/people.</p>

Toolkit Four:

Leaving No One Behind:

Fiscal and Monetary Interventions Toolkit



Understanding the Context

According to the 2020 Africa SDG Index and Dashboards Report, leaving no one behind (LNOB) was a crystal representation of inclusiveness, essentially in relation to tracking the achievements of African countries towards the attainment of the critical elements of 2030 Agenda and its redefinition in the African context, through the adoption of tailor-made African Union Agenda 2063 and all its appendage Aspirations. The leave no one behind embraces the critical distributional aspects of the 2030 Agenda, calling for an end to extreme poverty, promoting shared prosperity, curbing inequalities in opportunities and outcomes, confronting discrimination and fast-tracking inclusive progress for the ones who are furthest behind.

Specifically, SDG 10.2 indicates that by 2030, countries are expected to empower and promote the social, economic and political inclusion of all-irrespective of age- sex, disability, race, ethnicity, origin, religion or economic or other status. The recently adopted leave no one behind index takes into consideration extreme poverty and material deprivation, gender inequality, income inequality, as well as access to quality of services.

Taking a critical look at all the 17 goals of the 2030 Agenda, it could justifiably be argued that every bit of the oil-drop speaks to inclusiveness and its first cousin, equitable distribution of resources. For instance, from poverty and hunger eradication, through convergence in socioeconomic emancipation, optimal/sustainable resource allocation and institutional

adequacy of justice – all points to availability and equitable access to necessities of life by every African. From the African Union perspective, the 20 goals of Agenda 2063, all its seven Aspirations and the thirty-nine (39) priority areas point to a quintessential redefinition of disequilibrium in access and utilization of various opportunities and resources that define quality of life across the continent.

The robustness of the Agenda 2063 lies in its emphasis of social cohesion, capacity building and strengthening of peaceful coexistence among Africans. It could, however, be easily concluded that both strategic visions, that is, AU's Agenda 2063 and its first cousin, SDG 2030, converged on undisputed aspiration to reduce inequality in every sphere of human daily existence. From an egalitarian perspective, all the agendas and their aspirations are contagiously systemic in nature, and they are endogenously correlated with chequered entanglement. There is no way we can scientifically separate or draw a demarcation line between availability and access to equal institutional, political, socioeconomic and cultural opportunities. In practice, the strength of the rule of law is tested through its applicability to both the privileged elites and commoners alike and so also institutional efficiency of social compact is tested through equal job opportunities, access to unbridled education opportunity, healthcare, water and sanitation, safety nets, safety and security and every indicator of hope, aspiration and accomplishment.

Purpose of the Toolkit

Achieving Inclusive Growth and Development - At Large- through:

1. **Equal access to and ownership of land and property as factors of production**

– land is a strong measure of human dignity in the African context. Given the agrarian nature of traditional African communities, land ownership was central to subsistence, self-actualization and pride. Denial of a community member's land ownership was synonymous to denying them the opportunity to earn a decent living, or even to survive. This may explain why most of inter-tribal uprisings in Africa have been attributed to communal border disputes and land grabbing (Urmilla, 2010). Moreso, shelter is a basic human right. Every family needs a decent shelter that they can call an abode. Thus, housing security is the most basic form of security that is aspired by every human being. The fundamentals of traditional African communities were entrenched in communal settings that comprised a number of houses/shelters through which intergenerational bonding was created and nurtured and through which the security of every community member was guaranteed (Odgaard, 2006). This was how villages and small towns began their formations, from where big cities originated. It could thus be suggested that Africans pride themselves on their ability to provide decent shelter for their families. This aspiration is primed solidly on unbridled access to and ownership of land.

2. **Unrestricted access to gainful employment and safety nets**

– unemployment is quickly becoming an undesirable binnacle in policy-making circles. Depending on the source of data and the worldview of the discussants, cumulative unemployment ranges between 35 and 60 percent across African countries. It must be admitted that a huge population of Africans are self-employed, and they operate in informal sectors of the economy (a sector that is

flagrantly excluded from data gathering and representation). As such, the focus on formal employment as an indicator of economic productivity may be a miscalculation of the real employment figures on the continent. Put differently, cumulative unemployment in Africa may safely be captured in the region of 20 to 35 percent, while youth unemployment may be as high as 70 percent¹¹. Whichever metric is used in this process, the fact remains that unemployment is a rapidly ticking time bomb across the continent, especially among the youths. There is no gainsaying that unemployment remains the major source of inequality in African societies. However, the role of income disparity¹², economic leakages (such as heavy dependence and unprogressive income taxes, etc.), gender bias, age differentials and systemic financial subjugation have eroded the realism of possible financial convergence, even amongst those that are formally employed with career progression. Meanwhile, various documented evidence suggests that unemployment is the major source of inequality in Africa (Chetue, & Ndeffo, 2021; Aregbeshola, 2018). However, it is equally important to note that weak social support.

3. **Fundamental human amenities** – As a derivative from fundamental human rights, availability and equal access to quality healthcare, basic quality education and technical training, sanitation, uninterrupted power and energy supplies, access to motorable roads, safety and security, fundamental human and civil rights and well-resourced symmetry justice system are enabling instruments towards human development and survival. In fact, they are in no way weak metrics to measure equality in any society (especially in African societies). In many African societies, civil unrest, violence and chequered social disorder have furthered inequality. For instance, the few privileged are able to “buy” security architecture, quality healthcare and quality education for their entire households while the fragile social system that supports the majority of people has degenerated into palpable doldrums through which daily

11 Youths generally lack the requisite tenacity for entrepreneurship and high correlation between suitable skills and employment may also aggravate these calculations.

12 Income disparities are largely arrogated to race, ethnicity, political clout, geographical locations, generational advantage and a host of other subjective and discriminatory criteria).

existence of the most vulnerable members of the society has been relegated into unbridled gamble. Evidence suggests that Africa has recorded more violence-related fatalities than from all the natural disasters (and pandemics) put together (Xu, Wang, Shen, Ouyang & Tu, 2016).

The recent COVID-19 pandemic further exposed the vulnerability of many African societies and institutional inadequacies as regards poor healthcare systems, absence of social compact, infrastructural decadents and policy incoherence (APRM, 2020). To this extent, regulatory interventions towards strengthening social support systems, bolstering social contract between the electorates and the elected, as well as institutional redefinition of inclusiveness would go a long way to reduce inequality across the continent.

4. Financial inclusion – financial inclusiveness has continued to gain traction not only among African elites that utilizes the platform for portfolio diversification but also more prominently by the unbanked and excluded members of the society (Aregbeshola, 2018). With the baseline aspiration of inclusive growth and development that is sustainable and robust to lopsidedness, financial inclusion emphasizes the need to ensure equitable access to financial assets by devolving financial power and asset concentration. The three-pronged components of financial inclusion, namely availability, accessibility and usage (Kebede, Naranpanawa and Selvanathan, 2021) provide a robust index to gauge the adequacies of the financial institutional environment as regards to supervision, the depth of financial literacy and market efficiency.

These measures reflect the strength of consumer confidence in the financial market, consumer ability and willingness to consume financial products (such as asset-backed securities and unsecured loans, bonds, currency denominated instruments, etc.), effectiveness of government regulatory/supervisory interventions and the extent to which the

financial market ensures equitable access and usage of available financial products to every member of the society – irrespective of creed, clan or socioeconomic status. In the African context, financial inclusion provides the central platform to catapult several less-privileged members of the society out of abject poverty and it could also be utilized to alleviate social maladies. To this extent, it could be safely suggested that aberration from financial exclusion would provide the necessary impetus to galvanize LNOB initiative of the African Union, with the support of other unbiased and conscientious stakeholders.

From the ongoing, it is evident that the term inclusiveness is equivocally intricate. Although, the complexities that pervade the concept may encumber its full understanding, appreciation and diagnostics without adequate domestication. To that extent, our ability to diagnose this ailment would require a scientific dissection of the nucleus of the problems.

To start with and given the hydra-headed complexity of this concept, attempting to redress every form of inequality that pervades its calculus would require robust and multifaceted policy initiatives. Thus, the question that arises is: can inclusiveness be achieved through budgetary initiatives and economic planning? Put differently, can we ride on the aisle of fiscal and monetary policies to address inequality in a sustainably progressive manner? The answer to the rhetorical question would be in the affirmative. Growing evidence calls for inclusive oriented policies and budgets. SDG 10.4 calls for Adoption of policies, especially fiscal, wage and social protection policies and progressively achieving greater equality. For instance and given the specific dynamics of African societies, an integrated and robust fiscal and monetary intervention that is tailored towards unabridged access to basic necessities of life, promotion of human development and capacity building, entrenching civil liberty, restoration of human dignity, establishment of socioeconomic and political resilience and upholding communal justice would drive societies towards the attainment of equality.

Achieving Inclusive Growth and Development- Through Fiscal Policy

Fiscal policies are government instruments used to either contract or expand the economic trajectory. These tools are applied to stimulate the economy and to inject guided direction into the growth and developmental projections of the government. Fiscal policies are normally composed of government spending, tax regimes and inflation management (Sabir & Qamar, 2019). Government spending is a critical component of fiscal policy. The strategic plan of every government is reflected in how much and where the government plans to spend certain portions of the national budget. For instance, a government that strives to eradicate hunger would allocate a substantial percentage of annual budget to agriculture subsidy in order to reduce the prices of staple food items, expand spending on primary healthcare, provide potable water and sanitation, enhance access to quality education, initiate and sustain social protection and safety nets and reduce social stress. These spendings could be augmented with expanded household disposable income through income tax reduction, reduction of economic leakages and low-to-moderate inflation levels. It may equally be important to subsidize major household cost drivers, such as costs of utility, rates and rents. All else held constant, robust consumer confidence in the market and expanded consumption would galvanize economic growth and this growth should be translated into development to address inequality and ultimately leave no one behind.

Achieving Inclusive Growth and Development- Through Monetary Policy

The main objective of monetary policy is to stabilize consumer prices through price transmission in a way that creates sustainable economic growth and development, that caters for every stakeholder in an equitable and inclusive manner. That is, the twin aisles of monetary policies, namely contractionary and expansionary,

should be tailored towards inclusive financial market operations, favorable interest rates regimes and regulated consumer price fluctuations. In a nutshell, monetary policies are found to prominently influence the cyclical economic structure:

1. **Economic output** - economic output reflects the optimal utilization of resources available to a country in order to maximize production and delivery of quality goods and services. That is, monetary policies exert crucial deterministic pressure on what is produced, how it is produced, by who and at what cost. More simply, the price stability of input resources, such as capital, materials and labor would go a long way to determine the fluidity of the production process, the effectiveness of the price mechanism and response of consumer markets (household consumption patterns) through market prices.
2. **Employment creation** - as indicated in the preceding paragraphs, the correlation between employment and LNOB through inclusive poverty alleviation efforts remains strong. Employment is a strong indicator of poverty level and, by extension, inclusive economic development. In the African context, an improvement in employment level would reduce poverty depending on the purchasing power of income generated through employment and the strength of such an income in meeting the basic needs of the employees and their households. It must be admitted that some forms of employment may not necessarily translate into notable purchasing power, especially if the employment is seasonal in nature or if they fall in the category of low-paying jobs. In that case, there is a possibility of an increase in poverty level rather than a decrease
– even in the face of growth in employment.
3. **Consumer prices** - as indicated earlier, the output costs, i.e., the marginal costs of products or services would determine the consumer price through price mechanism in an efficient market. As such, monetary policies would have direct effects on the overall cost of production (of goods and services) and, by extension, the prices that consumers pay for those goods and services. To that extent, monetary policies could be used effectively to moderate input costs in such a way that consumer prices are tamed to average affordability. This is essential to reduce not only social

stress but also to ensure that no one is left behind in being able to afford basic necessities of life, such as food, shelter, sanitation, healthcare and education. There is also an increasing need to ensure availability and affordability of basic technological tools, equipment and peripherals to promote access to creation and adoption of cutting-edge complex technological innovations, products and services.

Before proceeding to the technical aspects of the toolkit, it is important to note that policy coherence is important to ensure harmonization of fiscal and monetary policies and also to ensure that all government instruments are directed appropriately to tackle inequality in a strategic manner. However, it must be admitted that Africa is unique and the challenges facing African countries are unique.

While the West and other advanced economies prioritize policies on climate change, labor market reforms, personal choices relating to woman fertility and a host of other opulent issues, many Africans contend with basic challenges of life, such as destitution, hunger, poor sanitation, poor healthcare systems, weak educational and institutional systems, poor social protection and a host of other issues that threatens human existence (Stiglitz, 2002). Although issues of choices on fertility and labor market reforms, including climate change, are important to emerging economies. They in no way take precedence over factors that inhibit decent living standards. This toolkit, especially this aspect that deals with leaving no one behind through fiscal and monetary policies, would approach this developmental issue from African peculiarity.



Specific Toolkit Assumptions

1- The most important indicators of the principle of leaving no one behind are:

Unabridged access to and affordability of shelter, basic food items, quality healthcare system, quality education, potable water, sanitation, energy and power supply, safety and security and social protection. These indices are now cascaded into specifics under direct and indirect measures.

2- Proposed fiscal and monetary measures/ indicators:

A. Direct measures

Disaggregated employment statistics and trend as a percentage of the population; average cost of living as a percentage of average national per capita income; annualized consumer price index. trend of exchange

rates, power supply/energy per every 1000 people in the population; cost of power to households as a percentage of total household expenditure; potable water supply per 1000 people in the population and cost; trend of budgetary allocations to education, healthcare, sanitation, policing, social grants (and other forms of financial supports for the vulnerable groups); desegregated throughput rates at various school levels, crime statistics and statistics on different types of shelter and density.

B. Indirect measures

Infant mortality rate, location of different levels of hospitals and distance from most densely populated areas, operating hours of hospitals and accessibility, healthcare staff as a percentage of population, cost of basic drugs and hospitalization, number of schools as a percentage of school-age children, location of schools and distance travel by average child to attend school, teachers' percentage to total enrolment, trend in the cost of stationeries and basic educational materials.

3. Mathematical model to track leaving no one behind

The derivatives of the mathematical models that give rise to the simulation presented in the table below is presented in the technical note to this toolkit. The Computable General Equilibrium Model (CGE) is proposed. This mathematical approach is favored because the simulation is robust to contemporaneous shocks, volatilities and uncertainties. It is robust in comparing the socioeconomic, political and structural effects of various fiscal and monetary policy instruments, interventions and their economy-wide implications. The reverse loop of the model can be manipulated to simulate potential revenue (direct and indirect) from various alternative trajectories/ policy directions (especially for government parastatals and self-sustaining enterprises). The proposed models are flexible for manipulation to achieve specific

government objectives and goals. However, the practical application of the models require specialized skills in various aspects of the imputation, ranging from government policy formulation, budgetary and financial analysis, governance architecture and statistics. The results presented in the toolkit/ Table are simulated from generic aggregate continental dataset and are in no way derived for any specific country. It is important to note that results will vary widely based on the quality and type of dataset deployed, specific government targets/macroeconomic trajectories, time horizon and quality of expertise involved in the entire simulation process.

The Proposed Toolkit

Aspects	Criteria/ Indicators	Responsible actors/ Agencies	Means of verification	Guiding notes
<p>A. Employment</p> <p>Technically competent employees to drive the knowledge economy. Policy targets to embark on the production of high-tech items and tools to revolutionize industrialization Exchange rates stabilization to infuse market confidence among investors (domestic and foreign).</p>	<ol style="list-style-type: none"> 1. Increase employment tax incentives by 50 basis points for unskilled youth and create an atmosphere for ultimate self-reliance through robust skills development and entrepreneurship. 2. Through fiscal intervention, increase entrepreneurial development and skills transfer by 2% to 5% within the short/medium term. 	<p>Central Banks Ministries of Finance Ministries of Planning & other related ministries</p>	<p>Creation of a robust middle-income class and bridging the technical gap between employment brackets. Creation of technically mobile employees suitable for various lateral tasks across industry. Create a robust economy with a diversified industrial base, which reduces unemployment by absorbing both highly technical and lower-skilled workforce. Reduction in dependency rates and promotion of savings, while augmenting household purchasing power.</p>	<p>The multiplier effects of job creation initiatives through fiscal and monetary policies may reduce unemployment by between 100 and 350 basis points in the short/medium term. This may tower over 5% reduction within 5 to 6 financial years.</p>
<p>B. Bridge Income Gap</p> <p>Policy intervention to remove every vestige of socioeconomic and political discrimination (race, gender, age, creed, political affiliation, etc).</p> <p>The reduction in income tax and an increase in corporate tax.</p>	<p>Progressive review of household disposable incomes through:</p> <ol style="list-style-type: none"> 1. reduction in income tax levels by 50 to 150 basis points within short/medium terms. Tax is a general leakage in the economic productivity cycle. 2. Increase basic/minimum income/wage on a staggered 25 to 30 basis points within the short/medium terms. 		<p>The reduction in income gap. The improvement in household purchasing power. The reduction in the need for social protection, especially for low-income earners. The reduction in economic leakage and promotion of savings while augmenting household purchasing power.</p>	<p>The reduction in household poverty level by 15% to 35% within the medium/long term.</p>

<p>C. Price Stabilization</p> <p>Supply-side price stabilization through input costs moderation - moderation of energy costs, exchange rates stabilization and other supply-side costs that may have a bearing on the cost of production/operation.</p>	<p>Moderate supply-side costs by 150 basis points within the short/medium terms, to:</p> <ol style="list-style-type: none"> 1. Stabilize production costs in the short/medium term. 2. Reduce production costs by 3% to 7% in the medium to long term. 		<p>Consumer price stability. The reduction in the cost of living. Lesser need for household subsidy. Enhanced purchasing power and currency stabilization.</p>	<p>Enhance cumulative household consumption by 50 basis points in the short run, between 120 and 250 basis points in the medium term and more than 6% in the long run.</p>
<p>D. Education</p> <p>Budget allocation to ensure adequate staffing, equipment and tools for practical subjects, technological adoption and innovative curriculum.</p> <p>Easy access to schools and efforts towards creating a generally conducive education environment.</p>	<p>Increase fiscal support for basic education by 250 to 300 basis points within the short and medium terms.</p>		<p>Empowerment and development of a highly skilled workforce that is capable of driving a knowledge-based economy.</p> <p>Innovations and development of high-tech products and services that would drive sustainably competitive growth and development and, ultimately, individual and collective national prosperity.</p>	<p>Reduce unemployment through skills shortages by between 150 and 200 basis points in the medium term.</p> <p>Improve standard of education by between 250 and 400 basis points in the long term.</p> <p>Improve the quality of skilled workforce by between 250 and 450 basis points in the medium term.</p>
<p>E. Social Amenities</p> <p>Budgetary allocation to improve service delivery, especially services that directly impact household livelihood - such as potable water, sanitation, good road network, uninterrupted and affordable power/energy supply, affordable information and communication technology, safety and security, good and affordable healthcare services, sports and recreation etc.</p>	<p>Increase fiscal support for the provision of basic necessities of life by between 2% and 8% on a continuum in the short/medium term.</p>		<p>Reduction in social stress. Improvement in quality of life.</p> <p>Reduction in cost of living as households would not have to spend on provision of such amenities privately.</p> <p>Social cohesion by staying in regular contact with family and friends and other social support systems.</p>	<p>Reduce violence protests, civil unrest and crime rate by almost 8% in the medium term and by more than 80% in the long run.</p> <p>Improve trust and social compact between 3% and more than 90% in the long run.</p>

<p>F. Healthcare</p> <p>Improvement in the quantity and quality of medical practitioners and support workforce.</p> <p>Adequate supply of requisite equipment and tools to deliver world-class healthcare. Standardized consequence management and care guideline to augment dedication to care-giving.</p> <p>Professional management and administration of the healthcare system, procedures and processes.</p>	<p>Increase budgetary allocation to:</p> <ol style="list-style-type: none"> 1. Upgrade and improve available medical facilities and operational efficiency by between 250 and 500 basis points in the short/medium terms. 2. Increase budgetary allocation for innovative medical praxis and processes by 5% in the short run. 		<p>High-quality healthcare delivery and affordable costs.</p> <p>Competitive healthcare system that may attract medical tourism.</p> <p>Reduction/ elimination of various inefficiencies within the medical system.</p> <p>Highly competitive, sustainable and efficient healthcare system that works for all - and LNOB.</p>	<p>Half the prevalence and outbreak of communicable diseases within the medium term.</p> <p>Reduce infant mortality and other avoidable deaths by almost half in the long term.</p> <p>Improve human longevity by between 2% and 20% over the medium and long term.</p>
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African Peer Review Mechanism (APRM)
230 15th Road, Randjespark
Midrand, South Africa
Tel: +27 (0) 11 256 3401

   
www.aprm-au.org