APRM
African Peer Review
Mechanism

APRM STRATEGIC PLAN
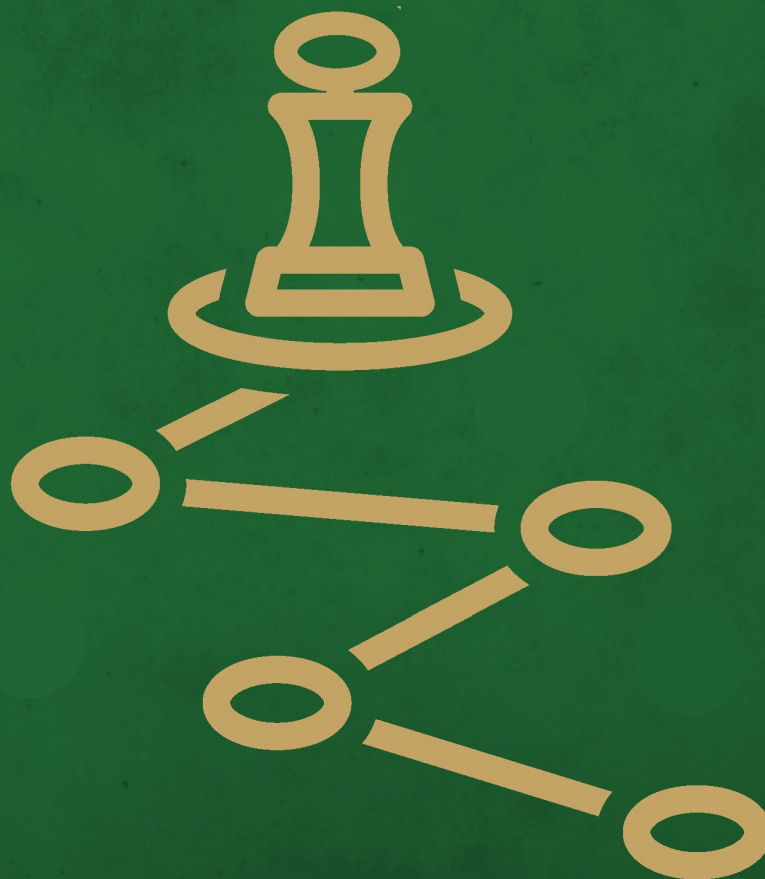
2025-2028

An Institution of the
African Union

Contents

Acronyms

3P Values	Professionalism, Performance and Probity
ACDEG	African Charter on Democracy, Elections and Governance
ACHPR	African Commission on Human and Peoples' Rights
ACBF	African Capacity Building Foundation
AfCHPR	African Court for Human and People's Rights
AfDB	African Development Bank
AGA	African Governance Architecture
AGR	African Governance Report
AI	Artificial Intelligence
AMERT	African Monitoring, Evaluation and Reporting Tool
APRM	African Peer Review Mechanism
APR	African Peer Review
APSA	African Peace and Security Architecture
AU	African Union
AUABC	African Union Advisory Board on Corruption
AUC	African Union Commission
AUDA-NEPAD	African Union Development Agency-New Partnership for Africa's Development
BRICS	Intergovernmental agency originally with Brazil, Russia, India, China, South Africa
CRRs	Country Review Reports
CSAR	Country Self-Assessment Report
CSVRA	Country Structural Vulnerability and Resilience Assessment (CSVRA) Process
ECOSOCC	AU Economic, Social & Cultural Council
EU	European Union
KPI	Key Performance Indicator
MER	Monitoring, Evaluation and Reporting
MTP	Medium Term Plan
NGCs	National Governing Councils/National Governance Commissions
NGC-CCC	National Governing Council and Country Coordinating Committee
NGR	National Governance Report
NPoA	National Programme of Action
NSCC	National Secretariats Coordinating Committee

PAP	Pan African Parliament
PEP	Panel of Eminent Persons
PESTEL	Political, Economic, Social, Technological, Environmental and Legal
PRC	Permanent Representatives Committee
PSC	The AU Peace and Security Council
RECs	Regional Economic Communities
SDGs	Sustainable Development Goals
SMART	Specific, Measurable, Achievable, Realistic, Timebound
SWOT	Strengths, Weaknesses, Opportunities, Threats
SOE	State-Owned Enterprises
STYIP	Second 10-Year Implementation Plan
ToC	Theory of Change
UCG	Unconstitutional Change of Government
UNDESA	UN Department of Economic and Social Affairs
UNECA	United Nations Economic Commission for Africa
UN	United Nations
UNDP	United Nations Development Programme
UNDP RBA	UNDP Regional Bureau for Africa

Foreword

Ambassador Marie-Antoinette Rose Quatre
CEO, APRM Continental Secretariat

I am delighted to welcome the APRM community and key stakeholders to the APRM Strategic Plan 2025-2028.The Plan will position the APRM to deliver on its mandate with impact.

As a key pillar of the African Union's African Governance Architecture, the APRM promotes good governance on the continent, with the key objective of delivering its mandate with impact, tangible results, adding value and contributing towards the AU Agenda 2063, with a focus on delivering Aspiration 3 for "An Africa of Good Governance, Democracy, Respect for Human Rights, Justice and the Rule of Law" and Aspiration 4 for "A Peaceful and Secure Africa."

Amongst the strategic objectives of Agenda 2063's Second 10-Year Implementation Plan for the period 2024-2033 is enhancing the independence, performance, accountability, and responsiveness of public institutions. Amongst the targets and indicators to realise this strategic objective is that at least 50% of Member States conduct governance assessment reviews and bi-annual progress reporting. To achieve this target, it is recommended that Member States adhere to recommendations of APRM governance reviews and of AGA continental consultations.

To achieve these objectives, targets and deliverables of the Second 10-Year Implementation Plan, the APRM will need to provide exemplary leadership in promoting democracy and good governance across the continent. This mission must be underpinned by the theme of this Strategic Plan: The 3P values of Professionalism, Performance and Probity across the APRM. Our focus is to strengthen the APRM Continental Secretariat and the wider APRM continental networks, the APRM National Secretariats and National Governance Commissions/National Governing Councils (NGCs). Through a strong and robust structure, the APRM will be able to coordinate its efforts continentally and deliver not only with impact but also to a much wider reach.

The Strategic Plan for 2025-2028 has four key strategic themes:

1.   Implementation of the APRM Mandate with Impact;
2.   Institutional Strengthening and Enhanced Capacity of APRM Structures;
3.   Resource Mobilisation, Partnerships and Financing; and
4.   Communications, Advocacy and Outreach.

As part of implementation of these strategic themes, first, APRM will accelerate operationalisation of the APRM Governance Support Programme, to ensure that Member States implement and adhere to the recommendations of the APRM governance reviews and AGA continental consultations. The Governance Support Programme is an opportunity to ensure that Member States are supported in implementation of APRM National Programmes of Action (NPOAs) in order for the APRM to deliver on goals and achieve all impact It is an efficient way to galvanise partner support and implement reforms through NPoAs, thereby achieving our mandate.

Second, the Second 10-Year Implementation Plan of AU Agenda 2063 also calls on all citizens to access information from national oversight institutions. To achieve this target, Member States are encouraged to adopt e-governance systems. The United Nations General Assembly on 26 February 2024 through Resolution, A/RES/78/263 on Promotion of Durable Peace through Sustainable Development in Africa, requested the Secretary General of the UN to develop an initiative with the APRM on the strengthening of e-governance in Africa through policy innovation and transformative technologies. The United Nations Department of Economic and Social Affairs (UNDESA) is also one of our technical partners in this endeavour. Many Member States have agreed to spearhead this initiative within the APRM. E-governance is thus anchored in this strategic plan as the sixth thematic area for governance reviews.

The third goal is to ensure that the APRM continental organisational structure can respond to this strategic plan, and that the institutional strength of the APRM is bolstered across all national and continental structures. These three components are key for strategic plan delivery, in addition to key initiatives such as Universal Accession and reactivation of dormant countries.

It is also important to note that the 2025 work plan will be implemented as a transition year that bridges the 2020-2024 and 2025-2028 strategic plans, in conformity with the AU budget cycle which required development of the 2025 work pan in early 2024. For 2026-2028, the APRM will develop annual work plans with a breakdown of the Strategic Plan themes in a results-based framework.

In conclusion, through my consultations within the APRM community, I acknowledge that we are resolute in our commitment to work towards APRM mandate implementation. I am confident that implementation will lead to achieving the theme of Strategic Plan 2025-2028 for:

"**Repositioning the APRM to address governance challenges on the Continent with impact."**

Viva APRM, Viva Africa.

Ambassador Marie-Antoinette ROSE QUATRE
Chief Executive Officer, APRM Secretariat

Executive Summary

Background

1. The African Peer Review Mechanism (APRM) is a self-monitoring and voluntary organ of the African Union that is acceded to by Member States of the African Union (AU) whose objective is to foster good governance and the adoption of the codes and standards contained in the African Charter on Democracy, Elections and Governance (ACDEG).

2. The **Vision** of the APRM is to "**Deliver the APRM Good Governance Mandate with Impact**."

3. The **Mission** of the APRM is "*to promote AU shared values of democratic governance, inclusive and sustainable development amongst African Union Member States.*"

4. The **Values** of the APRM are encompassed in the **3P Strategy for Professionalism, Performance and Probity**.

5. The APRM Strategic Plan 2025-2028 seeks to ensure alignment with AU Strategic Plan 2024-2028, Agenda 2063 Second 10-Year Implementation Plan, Agenda 2030, African Development Bank High 5s as well as strategic plans of other AU Organs with a governance mandate[1].

6. At a time when the Continent continues to be seized with governance challenges including human rights, managing diversity, election-related tensions, unemployment, and public sector accountability, it is critical that the APRM addresses good governance and accountability as part of implementation of AU Agenda 2063's Second 10-Year Implementation Plan, with a focus on Moonshot 3 on developing more responsive public institutions.

7. The APRM contributes to two main strategic objectives under Moonshot 3 of AU Strategic Plan 2024-2028 – under the title "***Public Institutions are More Responsive***". The first strategic objective is to "*Enhance the Independence of Public Institutions to Deliver their Mandates*," and the second strategic objective is to "*Promote Good Governance and a Democratic Culture*."

8. Internal and external stakeholders were consulted during the development of Strategic Plan 2025-2028. Stakeholders expressed their satisfaction that APRM was well positioned to contribute to both Moonshot 3's strategic objectives. Stakeholders also evaluated the achievements of Strategic Plan 2020-2024, citing key deliverables such as the production of country and targeted review reports including gap analysis reports, increased accession to the APRM, organization of public sensitization sessions and, conducting peer learning sessions on good governance amongst Member States.

---

[1] African Court of Human and Peoples' Rights, African Commission on Human and Peoples' Rights, Pan African Parliament, African Union Advisory Board Against Corruption, African Committee of Experts on the Rights and Welfare of Children. African Union Committee on International Law

9.   The main enablers for these achievements were strong leadership at all levels of the institution, continuous engagement and communication with stakeholders, political support from AU Policy Organs, consistency and objectivity in country reviews, support from development partners and, the fact that the APRM is an African homegrown institution.

10.   The challenges cited by the stakeholders included limited finances for programmes as well as inadequate human resource capacity attributed to financial constraints. It was also noted that financial constraints are also faced by Member States. This contributed to uncertainty in terms of security of tenure among staff, high staff turnover, work overload and low staff morale.

11.   **Strategic Plan 2025-2028** considers the achievements and challenges of the past Strategic Plan as well as the current global and continental governance context to develop Four APRM Strategic Themes.[2]

12.   The four **APRM Strategic Themes**:
    I.   Implementing the APRM Mandate with Impact;
    II.   Institutional Strengthening and Enhanced Capacity of APRM Structures;
    III.   Partnerships and Resource Mobilization; and
    IV.   Communication, Advocacy and Outreach.

13.   Strategic Plan 2025-2028 will be implemented through annual work plans that are budgeted and approved by the AU PRC Committee and the Executive Council. Monitoring, evaluation, and reporting (MER) of the annual work plans will be on a quarterly basis. The Strategic Plan will be cascaded to APRM directorates, divisions, units and at individual levels.

14.   The APRM Strategic Plan is designed using the Balanced Scorecard approach. The Balanced Scorecard is a recently introduced tool by the African Union Commission Office of Strategic Planning and Delivery. The Scorecard allows the APRM Strategic Plan 2025-2028 to regularly monitor results and impact, with an M&E system that is anchored on understanding and reflecting the changes culminating from e interventions and adjusting strategies accordingly to maximize impact.

15.   The APRM Balanced Scorecard, presented in Annexe 1, is a strategic instrument that ensures the APRM stays on course to realize its ambitious, yet achievable targets. It reflects a commitment to accountability, transparency, learning and continuous improvement, capturing the essence of the governance strategies the APRM intends to implement from 2025 to 2028.

---

[2]The four strategic themes breakdown the vision and mission into more operational terms. They represent the focus areas of the organization and are a high-level strategy. They can be thought of as the organization's 'Pillars of Excellence,' which cut across the business of the organization, each with a corresponding strategic result.

Background and Context To Strategic Plan 2025-2028

1 BACKGROUND AND CONTEXT TO STRATEGIC PLAN 2025-2028

1.1 Introduction

16. The African Peer Review Mechanism (APRM) is an autonomous entity of the African Union established in 2003. It is a self-monitoring and voluntary instrument that is acceded to by Member States of the African Union (AU).

17. The primary purpose of the APRM is to foster the adoption of policies, standards and practices that lead to political stability, high economic growth, sustainable development and accelerated economic integration, in line with the original NEPAD vision, as well as with the codes and standards contained in the African Charter on Democracy, Elections and Governance (ACDEG).

18. Following the revitalisation of the APRM from 2016 to 2020, the APRM embarked on institutional reforms in relation to the improvement of its methodology, policies, and tools. This was done in 2019 through a 'Deepening the Reviews' project action plan and its recommendations. To date, the APRM has implemented most of the recommendations. These include a focus on implementation of APRM National Programmes of Action (NPOAs); initiating plans for the establishment of an APRM Governance Support Programme, to expedite the implementation of review recommendations as well as revising the APRM Questionnaire.

1.1.1 Mandate

<div style="border:1px solid; background:#e8eede; padding:10px;">

APRM Mandate

The APRM has the mandate to ensure that the policies and practices of Member States are in conformity with the agreed political, economic, and corporate governance values, codes, and standards, and to achieve mutually agreed objectives in socio-economic development contained in the Declaration on Democracy, Political, Economic and Corporate Governance.

The APRM shall carry out any other mandate that the Assembly may confer on it as and when the Assembly deems it necessary.

Source: Article 4 of the APRM Statute

</div>

1.1.2 Vision[3]

19. The Vision of the APRM is to "**Deliver the APRM Good Governance Mandate with Impact.**"

1.1.3 Mission Statement[4]

20. The mission statement of the APRM is:

    "***To promote AU shared values of democratic governance, inclusive and sustainable development amongst African Union Member States.***"

1.1.4 Values: The 3P Strategy for Professionalism, Performance, Probity[5]

21. The Values of the APRM are encompassed by the 3P Strategy for ***Professionalism, Performance and Probity.*** These values are fully reflected in Section 4 of the African Union Code of Ethics and Conduct.

1.1.5 APRM Principles and Thematic Focus Areas

22. Article 5 of the APRM Statute outlines the core APRM principles which are: good political, economic, social, and corporate governance, democracy, the rule of law, respect for human rights, state sovereignty, non-interference, and peaceful resolution of conflicts.

23. Article 5 also stipulates that the APRM shall deliver its mandate, including voluntary reviews, in a technically and culturally competent manner, as well as in a credible manner free of political manipulation.

24. The thematic areas[6] covered by APRM reviews in 2024 were:

---

[3] A vivid, emotionally inspiring, time-specific picture of the future to which the organization aspires.

[4] A vivid, emotionally inspiring, time-specific picture of the future to which the organization aspires.

[5] The organization's beliefs and principles that articulate the desired culture of the organization.

[6] The thematic focus areas for the mechanism are different from the four strategic themes in Section 3.2 of this Strategic Plan and refer to the themes covered under APRM's governance reviews.

- Democracy and Political Governance;

- Economic Governance Management;

- Corporate Governance;

- Socio-economic Development; and

- State Resilience to Disasters and Shocks.

25. The implementation of Strategic Plan 2025-2028 will include e-governance as a **sixth thematic area**.

26. The APRM Principles that underpin APRM reviews are (i) national ownership and leadership; (ii) inclusive participation;(iii) technical competence and (iv) freedom from political manipulation.

27. The APRM vision, mission, values, and principles as incorporated in APRM Strategic Plan 2025-2028 will lead to the achievement of the theme of this plan: "**Repositioning the APRM to address governance challenges on the continent with impact**."

1.2   Rationale for the APRM Strategic Plan 2025-2028

28. APRM Strategic Plan for 2020-2024 ended in December 2024, with the new strategy covering the period 2025-2028. In mid-2024, the process of developing a new Strategic Plan commenced. Development of APRM strategic plan 2025-2028 required (i) an evaluation of the achievements and lessons learnt from implementation of APRM Strategic Plan 2020-2024, and (ii) embarking on building the main elements of Strategic Plan 2025-2028.

29. The AU Strategic Plan 2024-2028 notes that most AU Organs' strategic plans have overlapping life spans. This has contributed to misalignment of programs, lack of coordination, wasteful duplications as well as limited opportunities for joint planning, programming, budgeting, implementation, monitoring, evaluation, learning and reporting.

30. Given the five areas of the APRM review, the APRM Strategic Plan 2025-2028 seeks to ensure alignment with AU Strategic Plan 2024-2028, Agenda 2063 Second Term Year Implementation Plan, Agenda 2030, African Development Bank High 5s as well as strategic plans of other AU Organs with a governance mandate. [7]

---

[7] African Court of Human and Peoples' Rights, African Commission on Human and Peoples' Rights, Pan African Parliament, African Union Advisory Board Against Corruption, African Committee of Experts on the Rights and Welfare of Children. African Union Committee on International Law

1.2.1 Addressing Immediate Challenges

Global Trends

31. The Global financial and governance architecture has for long been considered unbalanced and skewed more in favour of certain regions. This architecture has affected the less developed countries, several of which are in the African continent. The gaps and disparities in the Global Financial Architecture have contributed to the slow pace of development in the African continent. These gaps are entrenched in the design of the Global Financial Architecture that includes complex frameworks of institutions, agreements, rules, and practices that guide the International Financial System operations.

32. The less developed countries appear to play less influential roles in global political and economic affairs. This has augmented the solidarity amongst leaders within the global South, leading to the establishment of alternatives such as the BRICs, whose original membership consisted of Brazil, Russia, India, China, and South Africa. BRICS' main objective is to achieve economic cooperation and facilitate the migration from the United State dollar which has dominated the international finance system, toward a multi-currency financial system that is accessible and beneficial to developing economies.

33. It is worth noting that the geopolitical centre of gravity is shifting away from the developed economies. The emergence of BRICs presents emerging economies with an alternative pathway for economic growth and cooperation.

34. The recent incorporation of the African Union as a permanent and full member of the G20[8] provides an opportunity to amplify Africa's voice on key global issues that affect the Continent. The direct involvement of the AU in the G20 decision making processes might benefit the African Union Member States in terms of economic, diplomatic and climate related outcomes.

35. Frontier technologies like AI, big data and social media, along with the digital economy, are revolutionizing global governance by improving transparency, efficiency, and inclusivity in decision-making and economic systems. These advancements enhance voter engagement, policymaking, and innovation but also introduce challenges such as misinformation, cyber interference and security vulnerabilities, necessitating robust regulations, digital literacy, and strengthened cybersecurity to protect democratic systems and economic stability.

36. Furthermore, the political tension arising from the Russia – Ukraine conflict has negatively impacted African economies including food security, given Africa's heavy reliance on the two countries in terms of food and fertilisers. The war aggravated the impact of the COVID 19 pandemic, accelerating Africa's declining macroeconomic and social development progress. As a

---

[8] This group of 20 is an intergovernmental forum comprising 19 sovereign countries, the European Union and the African Union

result, the continent has been forced to build resilience within its strategic measures as a mitigation measure against existential threats.

37. It is critical to note that the developments at the global level impact the work of the African Union including the APRM. This strategic plan is developed to guide the APRM toward crafting an effective pathway to success as informed by the prevailing global governance trends.

Continental Trends

38. The Continent faces contrasting fortunes in its quest to promote democratic and good governance. Whilst the Continent has witnessed significant progress, some regions have recorded a reversal of the gains previously realised.

39. This reversal is mostly attributed to the resurgence of coups, unconstitutional changes of governments, electoral outcome disputes and post-election violence and more recently, youth uprisings.

40. The Continent continues to encounter challenges related to human rights violations as well as managing diversity in terms of racial, ethnic, religious, and regional tensions, which are often exacerbated by the absence of or weak governance structures. These occurrences erode public confidence in state institutions and disrupt the continuity of governance, further complicating efforts to achieve long-term stability.

41. Human rights are part of the foundations of governance trends. However, the Continent still experiences incidents of human rights abuses, including restrictions on freedom of speech and assembly.

42. Economic governance and public sector accountability are critical but progress to achieve them has been minimal. While some countries have made strides in improving economic governance and reducing corruption, others continue to face significant challenges. Inefficiencies and lack of accountability in the public sector have undermined both access to as well as the quality of public services and fiscal discipline, perpetuating cycles of poverty and inequality.

43. Accountability is part of the foundations of governance. Civic power is important in keeping governments focused on citizens. Unfortunately, the civic space is shrinking. However, the digital (social media) space is the new hope for civic power. The Continent's youthful population has access to social media, hence communication and exchange of information is expedited. The youth are now more aware, and their discontent is likely to drive change. This has a direct contribution to the current increase in youth uprisings in the Continent.

44. Frontier technologies and the digital economy are driving Africa's governance and development transformation by enhancing electoral integrity, evidence-based policymaking and service delivery while fostering trade, innovation and

financial inclusion. E-governance platforms empower civic engagement and accountability, aligning with the AU's Agenda 2063 vision. However, rapid digitization heightens cybersecurity threats, including data breaches and election hacking, necessitating robust measures to protect democratic processes, economic assets and trust in digital systems, ensuring sustainable growth and resilience.

45. The Second 10-Year Implementation Plan of Agenda 2063 outlines seven ambitious targets, known as "moonshots," to be achieved by 2033. Moonshot three focuses on developing more responsive public institutions. Its key strategic objectives include the promotion of democratic values, human rights, justice, and the entrenchment of the rule of law. Additionally, this moonshot aims to nurture capable institutions and foster transformative leadership. Amongst the targets and indicative strategies to realise these moonshots is that at least 50 percent of AU Member States conduct APRM governance assessment reviews and bi-annual progress reporting.

Adaptability to Changing Realities

46. The current APRM Strategic Plan covers the period 2020 to 2024. The APRM Strategic Plan 2025-2028 seeks to align with the African Union Agenda 2063 Second 10-Year Implementation Plan and the AU Strategic Plan 2024-2028. Like any other AU Organ, the APRM finds itself operating in a dynamic environment. The AU Strategic Plan's five-year timeframe allows for a more flexible and adaptable approach to addressing emerging Continental challenges (governance included) and opportunities. This will also enable the APRM to recalibrate its strategies and responses, considering the evolving Global and Continental geopolitical, economic, technological and social developments.

Enhancing Stakeholder Engagement

47. This is the APRM's third Strategic Plan. Based on lessons learnt from the implementation of previous strategic plans, there are increased calls for enhanced coordination, collaboration, and partnership with various stakeholders across the APRM governance structures, AU policy Organs, the AUC and other AU Organs with a governance mandate as well as other technical and development partners. This Strategic Plan is an ideal opportunity for engaging these stakeholders, fostering a sense of collective ownership to achieve desired outcomes.

Building Momentum and Continuity

48. This Strategic Plan builds upon the achievements and lessons learnt especially during the revitalization of the APRM i.e. from 2016 to 2019. During the next four years, the APRM will focus on innovation in its strategic orientation, operations, methodologies, tools, and consolidation of its achievements towards continuity in its success trajectory.

Enhancing Country Reviews

49.   The Enhancing Country Reviews Strategy highlights some of the operational and technical challenges of the APRM i as a mechanism. The key technical challenges include: lack of funding for Member States to undertake the complex technical and participatory self-assessments; weak or dysfunctional APRM national structures; low levels of financial contributions from participating Member States; insufficient human resources; lack of APRM visibility at national, regional and continental levels; a lack of coordination and collaboration between the APRM and other AU Organs with a governance mandate; and the weak legal standing of national structures, where in many cases, change of government disrupts continuity in the operations of APRM national structures. Considering these challenges, the APRM aims to pursue the following strategies: (i) Universal accession by 2028; (ii) revitalization of dormant Member States; (iii) strengthening national structures and supporting the development and implementation of Member State National Programmes of Action on governance through the Governance Support Programme. In addition, efforts will be made to ensure that Member States integrate elements of this APRM Strategic Plan into their national development plans.

1.3   Methodology

1.3.1   Overall Strategic Planning Considerations

50.   The development of the APRM Strategic Plan 2025-2028 drew inspiration from the Agenda 2063 Second 10-Year Implementation Plan (2024 – 2033) and the AU Strategic Plan 2024-2028. The APRM mandate, vision and mission statements were also part of the strategic planning consideration. This Strategic Plan aims to contribute to Agenda 2063 Second 10-Year Implementation Plan Moonshot 3. To ensure its completeness, the Plan will address issues related to organizational capacity, internal processes and financial prudence. The ultimate focus will be on delivering value to the beneficiary (African Citizens, Member States and Partners).

1.3.2   The Strategic Planning Process

51.   Drawing inspiration from the AU Strategic Plan (2024 - 2028), the development of this strategic plan followed the Balanced Scorecard approach. The strategic elements that include the vision, mission, strategic themes, strategic results, strategic objectives, KPIs and APRM values provide the anchor and define the overall impact to be realised through the implementation of the Strategic Plan.

1.3.3   Situation Analysis

52.   It is imperative to establish a baseline for change. This can only be done through a situation analysis as expounded in Chapter 2. The situation analysis

includes a summary of the impact assessment study conducted by APRM in 2019; strategy gap matrix; a summary of the findings from the evaluation of the implementation of APRM Strategic Plan 2020-2024, as well as a SWOT and PESTEL analysis.

1.3.4   Stakeholder Consultations

53.   Virtual and physical consultations were held with both internal and external stakeholders. The consulted stakeholders included APRM directorates and units at the APRM Continental Secretariat and APRM policy organs. The external stakeholders included sister bodies from the Africa Governance Architecture (AGA) Platform and the African Union Commission departments.

54.   The consultations sought to seek stakeholder inputs in terms of the evaluation of the implementation of the APRM Strategic Plan 2020-2024 and the development of the new APRM Strategic Plan for 2025-2028. These two parts of the project had to be executed in parallel.

1.3.5   Alignment with AU Agenda 2063

55.   The strategic areas for alignment with Moonshot 3 of Agenda 2063 Second 10-Year Implementation Plan (STYIP) for 2024-2033 and AU Strategic Plan 2024-2028 have been verified and planned for within the APRM to include cascading from the AU Wide Strategic Plan for 2024-2028 as illustrated in Figure 1.1. The APRM Strategic Plan for 2025-2028 is within the "Organ Strategies" as envisaged in the alignment of AU strategic frameworks.

56.   Figure 1.2 presents the APRM's strategic areas of alignment within the AU Wide Strategic Plan 2024-2028. APRM implementation is within Moonshot 3: Public Institutions are More Responsive. APRM reports on two strategic objectives:

  I.   Strategic Objective 3.1: "Enhance the independence, performance, accountability and responsiveness of public institutions to deliver their mandates."

  II.   Strategic Objective 3.2: "Promote Good Governance and Democratic Culture."

Figure 1.1: Alignment of APRM Strategic Plan with the AU Strategic Framework

Alignment of AU Strategic Frameworks

Agenda 2063 Framework
Aspirations - Goals - Priority Areas.

Agenda 2063 Ten Year Implementation Plans
Moonshots - Prosperous, Integrated, Democratic, Peaceful, Cultured, People Driven, Partnerships

AU Wide Strategic Plan
Themes - Strategic Objectives
Economic Transformation and integration, Peace and Security, Governance Transformation, Social Transformation, Cross Cutting Issues

Organs Strategies
Strategic Objectives - Objectives

Departmental
Goals - Objectives

Divisional Goals
Individual Goals

Figure 1.2: The APRM Strategy within the AU Strategy Map (2024—2028)

Visions: An integrated, prosperous and peaceful Africa, driven by its own citizens and representing a dynamic force in the global arena

Missions: The Pan African Organisation that Promotes and protects; Huma & People's rights, Democratic Institutions, respect for culture, good governance & rule of law, inclusive development, continental integration while creating equal opportunities for prosperity and peace for all its Citizens and its people

Moonshots

- Every nation in middle or high income category
- Africa is more integrated connected
- Public institutions are more responsive to citizens needs
- Africa resolves conflicts peacefully
- African culture and values are explicit and promoted
- African citizens are more empowered and resourceful
- Africa is a strong and influential player

Beneficiaries/ African Citizens, MS, Partners

- Enhance inclusive, equitable & sustainable economic growth
- Enhance the implementation of continental integration frameworks
- Enhance independence, performance, accountability and responsiveness of public institutions to deliver their mandates
- Enhance peace, security, and stability
- Beneficiation of African talent, arts crafts, culture, sports, music to diversify economies
- Enhance the empowerment of African Citizens especially Vulnerable groups
- Strengthen Africa's position & competitiveness in global affairs

Optimal, efficient & Effective AU core mandate processes to deliver value to beneficiaries

- Promote industrialization
- Increase food security
- Increase Economic resilience
- Increase investments in blue economy
- Increase energy security
- Promote value addition for African commodities
- Enhance climate change, mitigation & adaptation actions

- Accelerate the implementation of the digital transformation strategy
- Accelerate the implementation of AfCFTA
- Improve transport connectivity
- Integrate Energy Markets
- Accelerate the establishment of the African Common Market
- Accelerate the establishment African Financial Institutions

- Promote good governance and democratic culture
- Strengthen social protection
- Promote Separation of Powers
- Reduce illicit flows (money, persons, drugs, hazardous waste and naturals resources, arms)
- Promote and protect human and people's rights

- Strengthen AU-led and AU-supported conflict management interventions
- Strengthen conflict prevention mechanisms and tools
- Build sustainable security and promote learning

- Promote and protect African identity; languages, culture, values, music, sports….
- Improve respect for diversity

- Promote citizen (vulnerable groups) engagement in policy and decision making
- Promote gender parity and youth inclusivity
- Improve access to quality (inclusive) education and capacity building for all citizens
- Increase access to affordable and quality healthcare

- Enhance the implementation of AU partnerships policy & strategic framework
- Promote participation in global value chains
- Increase investment in Research; development, Knowledge and innovation
- Improve Africa's Brand and Image

Improve Operational Efficiency

Optimal Human and Institutional Capacity

- Improve staffing and retention
- Improve Organisational Capital (Culture, leadership, alignment, teamwork)
- Optimise Human Capital (skills & Competencies)
- Optimise Technology

Sustainable and Predictable funding of the AU

- Optimise Financial Resources (cost management & asset Utilisation)
- Improve and Streamline Revenue Streams

AU Values: Respect for Diversity, Teamwork, Think Africa Above all, Transparency, Accountability, Integrity, impartiality, efficiency, professionalism

57. The outcomes of consultations on the implementation of the APRM Strategic Plan 2020-2024 are summarized in Chapter 2 Section 2.4 of this Strategic Plan. The outcomes of the consultations on the new APRM Strategic Plan 2025-2028 are summarized in Chapter 1 Section 1.3.6 of this document.

1.3.6 Priority Setting

58. In priority setting, consideration was given to provisions of the APRM Mandate, Vision and Mission (Chapter 1); Global and Continental Governance Trends (Section 1.2.1); Outcomes of Stakeholder Consultations (Section 1.3.4); SWOT Analysis (Section 2.1); PESTEL Analysis (Section 2.2); Summary of Findings on the Evaluation of the Implementation of the APRM Strategic Plan 2020-2024 (Section 2.4) and Rethinking the APRM Business Model (Section 3.1), among other considerations.

Stakeholder Consultations on the Development of the APRM Strategic Plan 2025-2028

59. As outlined in Chapter 1 Section 1.3.4, internal and external stakeholders were consulted during the development of this Strategic Plan 2025-2028. At the centre of these consultations was APRM's position in terms of its contribution to the realization of Moonshot 3 of Agenda 2063 Second 10-Year Implementation Plan on making "Public Institutions More Responsive" and its link to the overall Agenda 2063 Aspiration 3 on "An Africa of Good Governance, Democracy, Respect for Human Rights, Justice and the Rule of Law." The operations directorates/offices/units of the APRM were consulted on their contributions to organizational capacity, internal processes and financial prudence.

60. The APRM contributes to two main strategic objectives under Moonshot 3 of AU Strategic Plan 2024-2028 – under the title "Public Institutions are More Responsive". The first strategic objective is to "enhance the independence of public institutions to deliver their mandates," and the second is to "promote good governance and a democratic culture."

Stakeholder Consultations on APRM delivery of Strategic Objective: Enhance the independence of public institutions to deliver their mandates

61. Stakeholders expressed their satisfaction that APRM was well positioned to contribute to this strategic objective. The proposed APRM specific strategic objectives include enhancing the interface between public and private institutions and, strengthening the capacities of public institutions.

62. To achieve the proposed APRM specific objective on enhancing the independence of public institutions to deliver their mandates, stakeholders proposed that the APRM should focus on providing more support to Member States on monitoring and reporting on governance programmes; providing continental capacity building for UN voluntary national reviews in the area of governance; rolling out the APRM Knowledge Hub to Member States; and

supporting Member State sovereign credit ratings through the Credit Ratings Advisory Programme.

Stakeholder Consultations on APRM delivery of Strategic Objective: Promote good governance and democratic culture

63.   Stakeholders also expressed their satisfaction that APRM is well positioned to contribute to this strategic objective and proposed that the APRM have specific strategic objectives that include: (i) undertaking specialized research to monitor the shifts and contribute to the shifts in global governance; (ii) capacitating Member States with APRM M&E Tools; (iii) supporting Member States to implement National Programmes of Action (NPoAs); (iv) supporting Member States to develop, align and integrate the National Programmes of Action (NPoAs) into Member States National Development Programmes.

64.   The priorities proposed by consulted stakeholders included: (i) domestication of APRM Tools; (ii) tracking governance issues using the APRM Governance Index; (iii) implementing APRM capacity development programs for APRM structures, youth, civil society and non-state actors; (iv) advocating for the participation of Member States in the global governance reform agenda; (v) creating a more intelligent governance ecosystem at the national level; and (vi) contributing to the development of e-governance systems and fostering transformative innovation across Africa.

65.   Stakeholder consultations with staff, management and at policy organ meetings revealed the consensus that key initiatives to include in Strategic Plan 2025-2028 are:

- Implementing the APRM Governance Support Programme;

- Linking governance and early warning in the work of the APRM;

- Responding to the root causes of unconstitutional changes of government;

- Supporting countries in political transition;

- Linking governance and socio-economic development;

- Further developing APRM programmes on economic & corporate governance; and

- Developing e-Governance as the sixth thematic area to be reviewed in Member State governance assessments.

The APRM Governance Support Programme

66.   The Strategic Plan is proposing an initiative to support Member States with the implementation of NPoAs emanating from the governance assessments through the Governance Support Programme. This includes providing funding and capacity development for implementation at national level of governance accelerators for common challenges across the continent.

Linking Governance and Early Warning

67. In January 2018, the AU Heads of State and Government welcomed the steps taken to position the African Peer Review Mechanism (APRM) as an early warning tool for conflict prevention on the continent, in the context of harmony and synergy between the APRM, the African Peace and Security Architecture (APSA), and the African Governance Architecture (AGA).

Responding to Unconstitutional Changes of Government and their Root Causes

68. The resurgence of unconstitutional change of government (UCG) is of great concern for the African Union. The UCGs have significantly undermined the gains made in promoting democratic governance. The resurgence of UCGs in Africa can be described as a threat to democracy, good governance, peace, security, and stability.

69. The APRM will address the root causes for UCG through jointly collaborating with Regional Economic Communities using the African Union's Country Structural Vulnerability and Resilience Assessment (CSVRA) process. The assessment framework was agreed upon by the Member States of the African Union with the support of a Regional Economic Communities. The CSVRA process is also an early warning tool that will be implemented through Early Warning Reviews as part of implementation of Strategic Plan 2025-2028.

Support to Countries in Political Transition

70. The APRM has implemented a project to support AU Member States in political transition who might have experienced a UCG event.

APRM envisages taking the following steps in supporting AU Member States in political transition:

- conducting comprehensive assessments of existing governance structures;
- providing technical assistance in drafting and implementing National Programmes of Action (NPoAs) tailored to the transitional context;
- facilitating peer learning and exchange of best practices with other African Union Member States that have undergone similar transitions.

Linking Governance and Socio-Economic Development

71. Section 1.2.1 of this Plan has outlined the governance challenges the Continent is facing and their negative effects on the socio-economic development of the Continent. Unless these governance challenges are addressed, most African citizens will continue to experience growing inequality, poverty, food insecurity, high incidence of disease, low levels of social service delivery, poor health care and education outcomes, high unemployment, and exposure to criminal activities. As part of implementation of Strategic Plan 2025-2028, the APRM will develop closer ties with its sister organ, AUDA-NEPAD, to ensure that

governance is linked with development, and to foster greater synergy between the two organs.

72. To ensure inclusivity in the socio-economic development of Member States, the APRM is working on mainstreaming gender and youth at all levels of the APRM structures and processes including encouraging Member States to adopt and implement the same process. Moreover, the APRM seeks to include non-state-actors into the APRM process. These include women, the youth, the marginalised, people living with disability and private sector actors.

Economic and Corporate Governance

73. Good economic and corporate governance is an essential foundation for promoting economic growth and reducing poverty in Member States. It speaks to issues related to the system of institutions, processes, and practices responsible for the broad national economic policy framework aimed at promoting inclusive economic growth and the general welfare of citizens.

74. There is a notable absence or the slow establishment of effective and efficient state institutions capable of fostering growth and delivering services. Whilst progress has been made on enhancing the inclusiveness and accountability of institutions, the progress remains overshadowed by the weak internal controls, limited transparency, and the thin lines of separation among executive, judiciary, and legislative powers.

75. Member States face continuous negative risk ratings and assessments from the top three credit rating agencies in the world. The negative ratings affect the credit worthiness of a country to access funds. This culminates into the limited ability of Member State to fund development projects that include both infrastructure and social development programmes.

76. The APRM is in the process of establishing the African Credit Rating Agency (AfCRA) to provide a balanced and comprehensive opinion on Member State sovereign ratings and foster more affordable access to capital towards the development of financial markets.

E-Governance as the Sixth Thematic Area

77. Despite over two decades of existence, the APRM continues to face significant challenges due to both external and internal factors. Rapid technological advancements challenge the APRM's capacity to stay relevant and effective. Technologies such as AI, big data, and digital platforms require the APRM to adapt its methodologies and frameworks to leverage these tools effectively. Advance technologies are playing a key role in promoting good governance and in driving sustainable development across Africa.

78. This strategic plan recognises that Africa is on a journey to bridge the digital divide utilizing advanced tools to enhance public service delivery. However, this journey is not without challenges. The digital divide remains one of the most pressing issues, particularly for persons in vulnerable situations, such as women

in informal sectors and our rapidly growing youth population, who face limited access to digital resources and opportunities.

79. Digital technologies have the potential to either bridge or widen existing gaps. As we modernize systems, it is crucial to ensure that the benefits of digital transformation reach all segments of society, leaving no one behind.

80. Technology's geopolitical implications shape how nations develop their digital futures. Just as technology impacts governance and public policy, geopolitics influences the environment in which these technologies are deployed. Recent global tensions have highlighted the growing dependence of critical infrastructure, such as energy grids, financial systems, and healthcare networks, on IT infrastructure.

81. In consequence, as part of the implementation of Strategic Plan 2025-2028, the APRM will include e-governance as the sixth thematic area to be reviewed by Member States.

1.3.7 Adoption and Implementation of Strategic Plan 2025-2028

82. This Strategic Plan is subject to approval and adoption processes within the APRM governance structures and AU policy organs. The rolling out and implementation of the plan will commence upon its adoption by the APR Forum of Heads of State and Government in February 2025, as well as by the AU Assembly of Heads of State and Government later that month.

Situation Analysis

2 SITUATION ANALYSIS

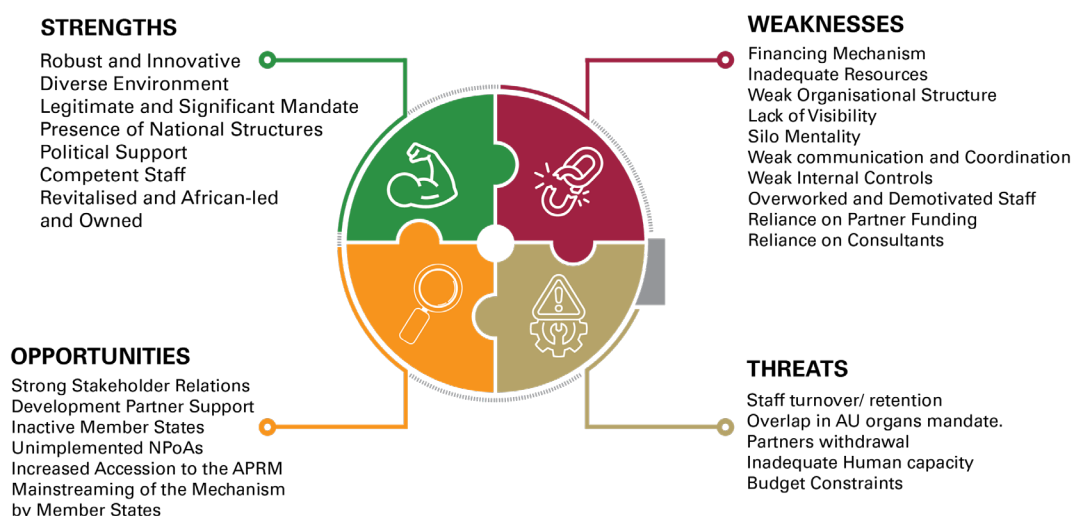### 2.1 Introduction and Context

83. This chapter examines the APRM as an institution in terms of its strengths, weaknesses, opportunities, and threats. Furthermore, the APRM environmental scan is conducted through a PESTEL Analysis.

2.2 SWOT Analysis

84. This section focuses on the internal and external assessment of the APRM as an institution. The strengths and opportunities are the enablers which the APRM can leverage in order to mitigate the effects of weaknesses and threats that confront the mechanism.

85. The SWOT Analysis is summarised in Figure 2.1. APRM strengths include its innovative structure that allows African citizenry bypass bureaucracies to highlight governance challenges and good practices at the annual APRM Forum of Heads of State and Government. A second major strength is the presence at national level of APRM national structures, and in some cases, sub-national structures such as the Kenya APRM which has established a County Peer Review Mechanism. APRM weaknesses include inadequate resources, especially for addressing governance challenges highlighted in National Programmes of Action (NPOAs). Opportunities include APRM's stakeholder relations including non-state actor networks such as the APRM Communicators Network and the African Network on Corporate Governance of State-Owned Enterprises. Potential threats include overlap and duplication of mandates at the AU level, partners' withdrawal, inadequate human capacity and budget constraints.

Figure 2.1: SWOT Analysis of the Internal and External Environment

STRENGTHS
Robust and Innovative
Diverse Environment
Legitimate and Significant Mandate
Presence of National Structures
Political Support
Competent Staff
Revitalised and African-led and Owned

WEAKNESSES
Financing Mechanism
Inadequate Resources
Weak Organisational Structure
Lack of Visibility
Silo Mentality
Weak communication and Coordination
Weak Internal Controls
Overworked and Demotivated Staff
Reliance on Partner Funding
Reliance on Consultants

OPPORTUNITIES
Strong Stakeholder Relations
Development Partner Support
Inactive Member States
Unimplemented NPoAs
Increased Accession to the APRM
Mainstreaming of the Mechanism by Member States

THREATS
Staff turnover/ retention
Overlap in AU organs mandate.
Partners withdrawal
Inadequate Human capacity
Budget Constraints

2.3 PESTEL Analysis

86. In this section, the APRM analyses its external operating environment by analysing Political, Economic, Social, Technological, Environmental and Legal (PESTEL) issues. Chapter 2 of the AU Strategic Plan 2024-2028 provides a detailed PESTEL analysis from a general and continental point of view. Figure 2.2 below provides a summarised version of the APRM specific PESTEL analysis.

Figure 2.2: PESTEL Analysis of the External Environment

P Political	E Economic	S Social	T Technology	L Legal	E Environment
• Unconstitutional Changes of Government • Political Instability at Member State Level • The position of African at Global Level • Electoral process Cycle unmatched with APRM planning • Leadership legitimacy at Member State Level • Difficulty in securing audience with political Leadership at Member State level • Lack of Political Will/ Buy in • Civil war resulting in displacement of people	• Emergence of BRICS presents Member States with an alternative pathway to economic growth and cooperation	• Cultural beliefs system/ customary views affecting country review process in data gathering and stakeholder consultation. • Lack of women representation in Country Review processes • Gender equality/ people with disability	• Need to integrate technology and big data in APRM Country Review Processes	• Host Agreement finalisation • Creation of Legal statutes for national structures that ensure sustainable programmes	• Social Media • Climate Change

87. The resurgence of unconstitutional changes of governments (UCG) is a major concern for the African Union, particularly for its policy-making bodies and entities such as the AU Peace and Security Council (PSC) as well as the African Peer Review Mechanism (APRM). These UCGs have significantly undermined the democratic progress that the AU and APRM have been fostering for the past 20 years, constituting a major political threat to the APRM. Other significant external factors include the need for APRM to integrate emerging technologies in its work processes, including social media and Artificial Intelligence (AI) applications that have the potential to transform the way in which APRM communicates as well as implements its research and programmes.

88. A second consideration is the need to integrate technology and big data in APRM processes including:
    • to strengthen weak cybersecurity, improve access and promote adoption of technology that can support the development of APRM governance assessments;
    • frontier technologies (such as social media, AI) which can positively impact governance assessments as well as the monitoring and implementation of recommendations by enhancing transparency, accountability, and democratic participation as well as improving disaster preparedness and service continuity, but can also negatively impact APRM processes through misinformation and cyber risks;
    • the digital economy which can boost Member State innovation, trade and financial inclusion for the unbanked;
    • advance technologies which can increase energy consumption and environmental sustainability concerns;
    • Investments in digital literacy which can reduce inequality and foster inclusive development; and
    • overcoming technological gaps in agriculture, trade, and education which hinder food security and knowledge sharing.

2.4 Evaluation of the Implementation of Strategic Plan 2020-2024

89. The evaluation of the implementation of APRM Strategic Plan 2020-2024 was part of the wider stakeholder consultations aimed at further informing the formulation of the APRM Strategic Plan 2025-2028. The evaluation centred on soliciting information related to: Strategic Plan execution, key achievements, major challenges, key lessons learnt and limitations of the evaluation.

2.4.1 Methodology

90. The evaluation was conducted through desk reviews as well as virtual and physical consultations. The desk reviews included the review of the Impact Assessment Report, the APRM Strategic Plan 2016-2019 and the Deepening the Reviews Report. Personal discussions were also conducted through guided question and answer sessions.

2.4.2 Summary of Evaluation Findings

Plan Execution

91. This part of the review applied to the APRM internal stakeholders. The central question here was whether all the planned outputs were going to be achieved by December 2024. Most of the APRM directorates and units expressed confidence that the planned outputs had already been achieved, had been overachieved or were on course to be achieved by the end of 2024. Only one planned output under the Human Resources Unit was singled out as unachievable due to non-availability of recruitment funding. This output related to targets set for the filling of regular positions under the approved APRM structure.

Main Achievements

92. The mainly qualitative achievements cited included: Production of country and targeted review reports including gap analysis reports; increased accessions to the APRM by AU Member States; organization of public sensitization sessions; conducting peer learning sessions amongst Member States, notably on cascading the APRM process to sub-national levels as was done at the county level in Kenya; development of the gender toolkit; development of guidelines for gender sensitive governance; formulation of National Programmes of Action (NPoAs); gaining support and commitment of national structures as well as for key activities such as harmonising NPOAs with national development plans; development of specialized and relevant knowledge products for Member States (such as credit ratings publications, the Governance Index and Atlas); creating platforms for enhanced interaction; and influencing the inclusion of governance on the agendas of critical African Union fora.

93. The main enablers for these achievements were strong leadership at all levels of the institution; continuous engagement and communication with stakeholders; political support from AU Policy Organs; consistency and objectivity in completing technical work with, notably, the country review programme; and the fact that the APRM is an African and homegrown institution which enjoys strong support from Member States as well as technical and development partners.

Major Challenges

94. The above-mentioned achievements were not realized without any key challenges. During the course of implementing the 2020 -2024 Strategic Plan, the APRM encountered challenges in (i) financing key programmes such as the country review programme; human capacity constraints including recruitment towards the 2022 approved organisational structure; and (iii)unforeseen disruptions that were often inter-related such as the COVID-19

pandemic, the austerity budget for all AU institutions, and the need to conduct virtual meetings including summits of the APR Forum which led to challenges in participation of Heads of State.

Limited funding for programmes

95.   The limitations in funding availability emanated from budget cuts at the level of the AUC, shifts in partner funding priorities, and failure to comply with audit requirements resulting in some partners withholding release of funds. Although internal reallocation of funds among programmes is a standard practice, this ended up reallocating funds at the expense of other programmes. Further, while the APRM is till overdependent on partner funds, these funds are becoming increasingly unpredictable, as an example, the lack of alternative funding for country reviews, which partners did not fund, impacted the main pillar of the APRM mandate and strategy. The lack of funding is also exacerbated by the fact that Member States also face financial constraints.

96.   Engagement with partners for alternative sources appears to be currently centralized and bureaucratic. This tends to derail the conduct and conclusions of negotiations with prospective partners, leading to loss of potential funding.

Human Resources

97.   Budget constraints experienced following the COVID-19 pandemic and the resulting AU austerity budget led to delays in the implementation of the APRM approved structure. In consequence, the APRM continued to face human resource challenges in terms of talent acquisition. This contributed to uncertainty in terms of security of tenure amongst short term staff, high staff turnover, work overload and low staff morale.

Unforeseen Disruptions

98.   During the period under review the APRM experienced some unforeseen disruptions within its operating domain. These disruptions include reduced participation of Heads of States at peer review meetings, a lack of visibility of the APRM, lack of response from Member States and the COVID 19 outbreak, which interrupted programs where physical presence of Member States was required.

99.   The review attempted to establish if there was any effort made towards mitigating challenges at the mid-term review. The feedback on possible mitigation efforts is still being considered at the highest leadership levels.

Lessons Learnt

100.   The review produced some important lessons learnt that the Strategic Plan 2025-2028 is building upon. Given the limited resources available, there is need to revisit the APRM's criteria for prioritization of programs and funding allocation to programs. This includes possibilities   of focussing on a few high impact programs. Additionally, the overdependence on partner funds is not a

sustainable source of funding towards achieving Member States' goals. . Further, the online tools developed during COVID are cost effective and remain useful in this post COVID era. The APRM can achieve more if internal and external communication and coordination can be improved. Indeed, the existing silos among directorates and offices need to be dismantled.

101.   The existing APRM strategy gaps should be addressed and the APRM strategic Plan 2025-2028 made comprehensive, with a clear results framework and clarity on delineation of responsibilities among directorates/offices/units. In executing the next APRM Strategic Plan, there is need to align strategy to resource allocation. The perennial challenge of data gaps requires the APRM to collaborate with relevant African Union Commission departments and other African and Africa based institutions in order to close these data gaps.

Limitations of the Evaluation

102.   Due to resource and time constraints, the evaluation faced a number of limitations. The information provided by both internal and external respondents was not verified and, in most cases, there was either limited or no data provided to back up the responses. The evaluation could have been extended to more stakeholders including Member States, African citizens and partners.

2.4.3 Impact Assessment

103.   In 2019, the APRM conducted an impact assessment of its reviews to measure their impact in participating Member States. Feedback from Member States and stakeholders reveals that the mechanism has, amongst other considerations enhanced political accountability, opened democratic space for citizen engagement, accelerated progress in the ratification of major international and African Union Standards and codes, and fostered the good governance principle to the grassroots level. The impact study has also highlighted areas of improvement including encouraging the mainstreaming of the APRM through legal instruments at Member State level, strengthening monitoring and post review follow up processes, recognizing the value of APRM as an early warning system, enhancing the effectiveness of the APRM continental and national structures as well as sharing of best practices among Member States.

2.5 Organizational Readiness

104.   In developing Strategic Plan 2025-2028, consultations were held with the CEO, management, policy organs, the African Governance Architecture, the AU commission, and key partners. As a result, the key elements of Strategic Plan were developed including the vision, mission, strategic themes and expected results, as well as key performance measurements and targets.

105. Table 2.1 summarises the main components of the strategy in a strategy gap matrix.

2.5.1 Strategy Gap Matrix

Table 2.1: Strategy Gap Matrix

Component	Reviewed	Revision Required	Comments
Vision	Yes	Yes	Updated to reflect SP 2025-2028 focus on impact
Mission	Yes	Yes	Updated
Values	Yes	Yes	Updated to 3P Strategy
Overarching Strategic Result	Yes	Yes	Agenda 2063 aspiration goals cascaded to APRM Strategic Plan 2025-2028
Strategic Themes and Results	Yes	Yes	Updated
Perspectives	Yes	Yes	Updated
Strategic Objectives	Yes	Yes	Updated
Organizational Strategy Map	Yes	Yes	New - Balanced Scorecard
Performance Measurements and Target	Yes	Yes	Updated
Strategic Initiatives	Yes	Yes	Updated
One page Strategy Graphic Matrix	Yes	Yes	New - Balanced Scorecard
Strategic Plan & Story	Yes	Yes	New for Strategic Plan
Automation Plan	Yes	Yes	New for Strategic Plan
Cascading the Plan	Yes	Yes	New for Strategic Plan
Evaluation Plan	Yes	Yes	Updated

2.6 Stakeholder Analysis

2.6.1 Stakeholder Identification

106. APRM will continue to collaborate with stakeholders through collaboration and partnership during the implementation of Strategic Plan 2025-2028. The success of the Strategic Plan will be reflected in the satisfaction of APRM stakeholders, especially with delivery of the APRM mandate with impact.

107. Table 2.2 below provides a summary of the key stakeholders, their roles, and expectations.

Table 2.2: APRM Stakeholders, their Role and Expectations

Stakeholder	Role	Expectations
APRM Forum	• Exercising constructive peer dialogue and persuasion to effect changes in Member State governance policies and practices as recommended by the review reports.	• Assistance on how to address governance challenges in Member States • A set of agreed-upon standards and codes upon which Member States will be evaluated.
Permanent Representative Committee (PRC)	• The PRC conducts the day-to-day business of the African Union (AU) on behalf of the Assembly and Executive Council.	• **Value for money on all reviews carried out as well as ensuring that APRM follows all financial and administrative rules of the Union, including the Golden Rules.** • **Allocation of sufficient budget for program implementation.**
Committee of Fifteen Ministers of Finance (F15)	• F15 participates in the budget preparation process and has oversight of the budget and finances of organs and AU departments.	• **Guides budget formulation and expects adherence to financial management and accountability principles**
Committee of Focal Points (CFP) and the Steering Committee of the Committee of Focal Points	• Oversight of the APRM Continental Secretariat's administrative and financial matters.	• **Achieving successful and cost-effective reviews .**
Panel of Eminent Persons (PEP)	• Oversee the country review process and provide oversight on reporting to the APR Forum on the direction, governance and performance of the country.Review the process as well as other review processes that need partnerships to safeguard African ownership of the country Review process.	• **Ensure technically competent and relevant country reviews.** • **Competent staff at APRM Secretariat who can work with the Panel to conduct credible and accurate reviews.**

|		
Other AU Organs and Commissions	• Work collaboratively towards achieving the AU governance agenda.	• **A good working relationship through harmonization and coordination of governance roles and responsibilities.**
Strategic Partners (*UNDP RBA, ECA, AfDB, ACBF and Mo Ibrahim Foundation*)	• Provide financial and non-financial support to the APRM to enhance and promote governance in Africa	• **Have strong interests in governance in Africa.**
Other Partners (*Bilateral and Multi- lateral Agencies*)	• Provide financial and non-financial support to the APRM to enhance and promote governance in Africa	• **General interest in governance improvement** • **Improvement of Civil Society participation in governance.**
National Governing Councils/Commissions (NGCs) and Committee of NGCs	• Provide national level guidance on implementation of APRM programmes.	• **Ability to monitor, report and improve governance in their countries.**
APRM Continental Secretariat (CS)	• Provide secretarial, technical, coordination and administrative support services to the APRM community • Facilitate technical assistance to Member States as well as propose performance indicators and track the performance of each participating country • Facilitate technical assistance to Member States, propose performance indicators and track the performance of each participating country	• **Good governance programmes with an expected positive impact on socio-economic development in Africa as part of Agenda 2063 implementation.**
National Secretariats (NS) and National Secretariats Coordinating Committee (NSCC)	• Provide secretarial, technical, coordination and administrative support services to the APRM in Member States and across the Continent • Facilitate technical assistance to APRM national structures as well as proposed performance indicators and track the performance of APRM national programmes	**Good governance programmes with an expected positive impact on socio-economic development in Member States and across Africa as part of Agenda 2063 implementation.**

Staff of the APRM Continental Secretariat and National Secretariats (Staff)	• To deploy skills and expertise at the APRM Continental and National Secretariats, necessary for achievement of APRM mandate at Member State and Continental levels.	• Career advancement • Job security • Fiduciary interests • Exposure to African governance issues • Advancement of Pan-Africanism

2.6.2   Stakeholder Mapping

108.   Figure 2.1 below provides a stakeholder map measuring the level of interest in APRM and the level of influence over the APRM programme of stakeholders.

Figure 2.3: Stakeholder Map
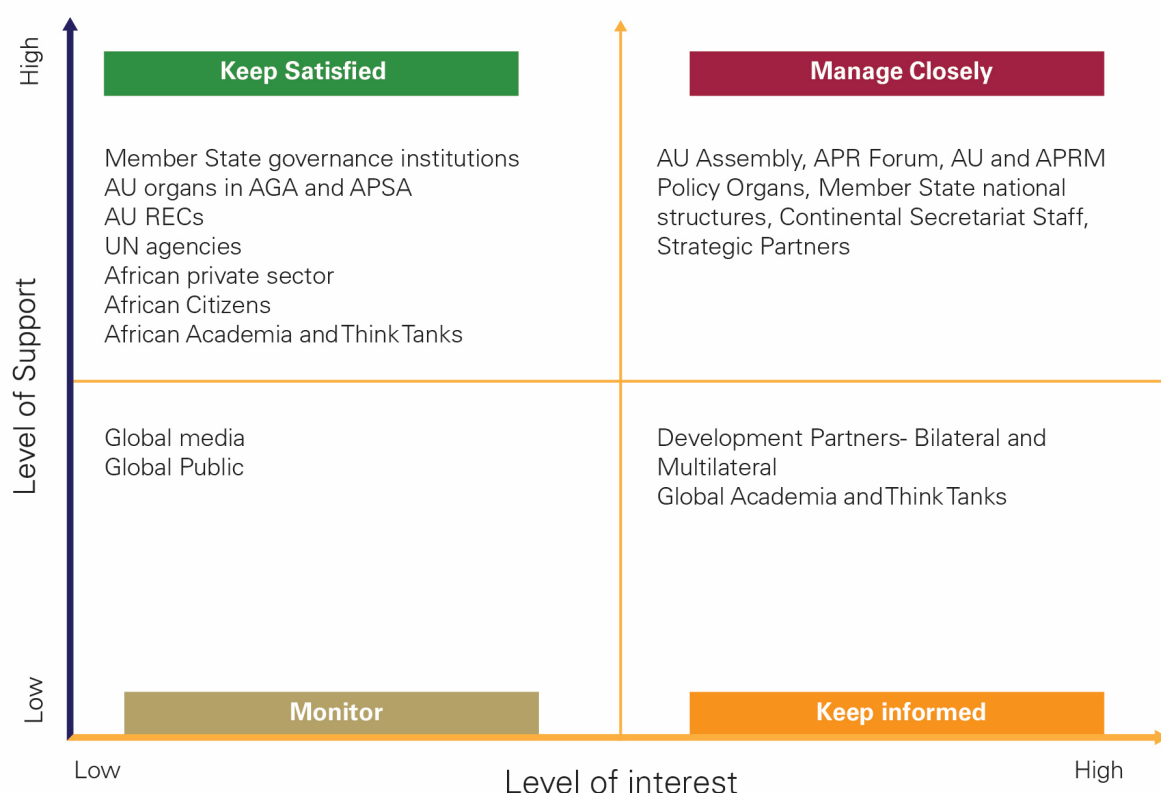
Foundations of the APRM Strategic Plan 2025-2028

3   FOUNDATIONS OF THE APRM STRATEGIC PLAN 2025-2028

3.1   Overview: Rethinking the APRM Business Model

109.   The African Peer Review Mechanism (APRM) was launched in 2003. To date, 44 countries of the African Union are Member States of the Mechanism, and 26 countries have conducted the APRM Base Review, with five completing APRM Second Generation Reviews, and another 12 countries which have completed targeted reviews on specific governance themes.

110.   The APRM "Deepening the Reviews" project initiated in 2019, culminated in an action plan which sought to guide the implementation of recommendations to improve APRM review methodology, tools, and processes. The APRM impact assessment completed in 2024 highlighted areas of improvement including (i) encouraging the mainstreaming of the APRM through legal instruments at Member State level; (ii) strengthening the post review monitoring and evaluation process; (iii) cultivating the value of APRM as an early warning system; (iv) enhancing the effectiveness of the APRM at continental and national structures; and (v) sharing best practices in governance amongst Member States.

111.   The impact assessment also outlined gaps that hindered implementation of APRM programmes including the need to revamp APRM national and continental structures and processes, aligning them to the original APRM ideals and core principles. It is imperative for the APRM to conduct reviews that are technically competent, credible, and free of political manipulation. Equally important is the need for open, inclusive, participatory, and systematic peer reviews amongst APRM Member States.

112.   The APRM cannot succeed without the enhanced commitment of the APR Forum through increased participation of the Heads of State and Government. This Strategic Plan considers the importance of rethinking the APRM business model given continental governance challenges, the dynamic global

and continental operating environment for governance, and the critical issues raised in the "Deepening the Reviews and Impact Assessment" reports. In addition, Strategic Plan 2025-2028 seeks to guide the process of the development of a framework that can enable the APRM to function as envisaged by the founding fathers. Section 1.2.1 covers "Addressing Immediate Challenges".

113. Section 3.2 of Strategic Plan 2025-2028 draws inspiration from, the APRM Statue, APRM Mandate, African Union Agenda 2063 Second Ten Year Implementation Plan, the African Union Strategic Plan 2024-2028, the lessons learnt from the implementation of the APRM Strategic Plan 2020-2024, and the feedback from internal and external stakeholder consultations (Section 1.3.4).

3.2 APRM Strategic Plan 2025-2028

114. The Strategic Plan is guided by the APRM mandate, mission and vision as well as Agenda 2063 Second 10-Year Implementation Plan Moonshot 3 and the AU Strategic Plan 2024-2028.

3.2.1 Theory of Change

115. The Theory of Change[9] (ToC) outlines the processes and methodology that will lead to the desired outcome (result). It is the envisaged pathway to success. The ToC is the pathway to success. In other words, it answers the question "How will the APRM realise its strategic objectives?" The ToC outlines the interventions, actions, conditions, and relationships required to realise the strategy results outline in Section 3.2.2 of this Strategic Plan.

Figure 3.1: Theory of Change

---
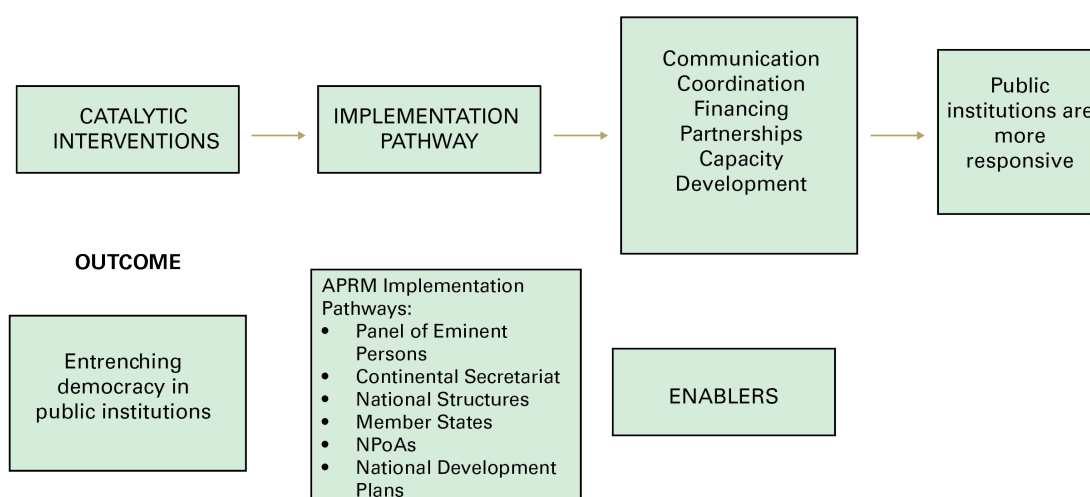
[9] This is a comprehensive description and illustration of how and why a desired change is expected to happen in a particular context

Assumptions and Key Considerations:

1. Capacitated APRM Continental and National Structures; and
2. Financing secured for Strategic Plan implementation.

3.2.2   The APRM Strategy

116.   The APRM Strategic Plan 2025-2028 delivers APRM Implementation for Agenda 2063's Second Ten Year Implementation Plan's "Moonshot 3: Public institutions are more responsive", which has two strategic objectives:

- Moonshot 3 Strategic Objective 3.1: "Enhance the independence, performance, accountability and responsiveness of public institutions to deliver their mandates;" and

- Moonshot 3 Strategic Objective 3.2: "Promote good governance and democratic culture."

117.   Central to this Moonshot is the increased provision of public services including service quality and accessibility. The APRM strategy cascades the two Moonshot strategic objectives and anchors them in four main APRM strategic themes that are further broken down into eleven APRM strategic objectives.

118.   The four APRM Strategic Themes are:

I.   Implementing the APRM Mandate with Impact;

II.   Institutional Strengthening and Enhanced Capacity of APRM Structures;

III.   Partnerships, Resource Mobilization and Financing; and

IV.   Communication, Advocacy and Outreach.

119.   The four strategic themes breakdown the vision and mission into more operational terms. They represent the focus areas of the organization and are a high-level strategy. They can be thought of as the organization's 'Pillars of Excellence,' and cut across the business of the organization, with each one having a corresponding strategic result.

120.   The first and core theme, *Implementing the APRM Mandate with Impact,* will be implemented through strategies and actions within the theme itself, and through implementing the other three strategic themes that are enablers for implementing the APRM mandate. The strategies include:

- *Developing and maintaining a Comprehensive Governance Assessment Framework*: through the country, targeted and early warning governance reviews, the production of the Africa Governance Report every two years, the National Governance Reports that are completed by Member State APRM structures, and support on sovereign credit ratings assessments provided to Member States, amongst others, the APRM evaluates and provides recommendations to improve governance in all six APRM thematic areas including in democracy and political, economic, corporate governance, socio-economic development, stare resilience to shocks and disasters and e-

governance. The assessments incorporate international best practices and adapt the APRM assessments to the diverse contexts of member states;

- *Capacity Enhancement*: which focuses on enhancing the capacity of Member States to conduct self-assessments and implement recommendations. This will be achieved the provision of technical support and assistance by the Continental Secretariat as well as through peer learning and knowledge sharing platforms across Member States, with national APRM structures facilitating the sharing of commendable governance practices, challenges and successes in implementing governance reforms. This fosters a culture of continuous improvement and collaboration;

- *Stakeholder Engagement*: where the APRM fosters active participation and buy-in from a wide range of stakeholders including through its non-state actor's programme which engages CSOs, particularly women's and youth organisations, as well as academia, think tanks, political parties and the private sector to actively participate in the evaluations and review of governance and democratic processes in Member States in order to build consensus and support for governance reforms;

- *Targeted Technical Support*: where the APRM provides tailored technical support to help countries implement specific recommendations from their assessments, addressing unique challenges faced by each member state;

- *Effective Monitoring and Evaluation*: the APRM will establish a clear and actionable monitoring and evaluation mechanism to track progress on the implementation of recommendations, enabling adaptive strategies to take into account individual country context and provide timely interventions. The APRM will also seek funding for implementing critical recommendations through the Governance Support Programme;

- *Policy Advisory and Advocacy*: the APRM continental and national secretariats will offer policy advice and advocate for necessary reforms that align with the findings of the national and continental assessments, supporting Member States in prioritizing and enacting meaningful governance reforms;

- *Incorporation of Technology*: Through the thematic area on e-governance, as well as through capacity building of the continental and national secretariats, the APRM will leverage technology to reduce costs and enhance data collection, reporting, and communication to improve assessments, monitoring and implementation of reforms;

- *Strengthening Networks of Experts*: The APRM will continue to build and develop networks of regional and international experts to provide insights and specialized knowledge that inform the peer review process and subsequent interventions, through research conferences, workshops and programmes such as the African Governance Seminar Series (AGOSS), which brings together academics, researchers and think tanks to present and deliberate on research papers on governance annually; and

- *Resource Mobilisation*: The APRM will continue to implement its partnership and resource mobilisation strategy to secure financial and technical resources from African and international partners to support the implementation of governance reforms.

121. Table 3.1 presents the four APRM strategic themes, along with the desired strategic results[10], strategic objectives[11], perspectives[12], key performance indicators[13], targets[14] and initiatives which are new and existing projects that have significant organization-wide impact. The initiatives listed in Table 3.1 are not exhaustive, and will be subject to change through the annual work plans that are derived from Strategic Plan 2025-2028.

---

[10] Define the desired outcome of the strategic theme. Indicate how we will know success within the strategic theme. Are described in declarative ''end state''

[11] Action statements that describe what must be done to be successful over time

[12] The different lenses through which strategy and performance are viewed

[13] Critical indicators of progress toward a desirable outcome

[14] Desired level of performance

Table 3.1: APRM Strategy: Themes, Objectives and KPIs

AU Strategic Plan 2024-28 KPI	Percentage change in overall governance score on the Continent				
AU 2028 KPI Target	50 % (APRM Governance Index)				
Strategic Theme	1. Implementing the APRM Mandate with Impact		2. Institutional Strengthening and Enhanced Capacity of APRM Structures		
Strategic Result	Implementation of actionable recommendations that contribute to addressing governance challenges in Member States is high		Institutionalisation and capacitation of APRM national structures and strengthened Continental Secretariat		
Strategic Objective	1. Governance assessments and research is enhanced	2. Improvement in support to Member States in the implementation, monitoring, evaluation and reporting of recommendations	3. National Structures are strengthened and institutionalised	4. Strengthen the APRM Continental Secretariat	5. Improve Internal systems and processes
Perspective	Beneficiary (African citizens)	Beneficiary (African citizens)	Organizational capacity	Organizational capacity	Internal processes
Outcome KPI	No. of Member States who have conducted APRM assessments with recommendations	No. of National Programme of Action mainstreamed into Member State National Development Plans	Institutionalised national structures	Increased Capacity of Continental Secretariat	% of Processes Optimized
KPI Target (end 2028)	15	15	22	24	60
Initiatives	1. Country Reviews Assessments 2. Universal Accession 3. Inactive Countries 4. African Governance Reports 5. National Governance Reports 6. Early Warning for Conflict Prevention 7. Governance Index/Atlas 8. Governance Research 9. Statutory bodies harmonisation & coordination structures in APRM, and with	1. Governance Support Programme 2. National Programmes of Action Harmonization and M&E Frameworks 3. Tracking Key Governance Areas of Agenda-2063/SDGs 4. Support on Credit Ratings	1. Capacity building, training and peer learning 2. Developing common national standards, codes and action plans including a Model Law for APRM NGCs	1. Implementation of APRM Continental Secretariat structure 2. Enhancement of staff skills, wellness and engagement	1. Technology optimization (Digitisation)

Table 3.1: APRM Strategy: Themes, Objectives and KPIs

AU Strategic Plan 2024-28 KPI	AGA-APSA, AUC, AU RECs etc.	Percentage change in overall governance score on the Continent		
AU 2028 KPI Target	50 % (APRM Governance Index)			
Strategic Theme:	3.Partnerships, Resource Mobilization and Financing		4.Communication, Advocacy and Outreach	
Strategic Result	Funding for APRM is high		Effective communications and outreach lead to high APRM awareness and engagement	
Strategic Objective	6. Enhance resource mobilization and financing including through expansion of the partnership base	7. Improve financial management	8: Enhance stakeholder awareness and understanding	9: Increase outreach to non-state actors
Perspective	Financial stewardship		Beneficiary (African citizens and Member States)	
Outcome KPI	% Increase in APRM Budget	Compliance with regulatory requirements	% of AU Member States with engaged stakeholders	Number of Governance Related Engagements with Non-State Actors
KPI Target (end 2028)	100	90	80	50
Initiatives	1. Voluntary contributions and Innovative financing projects 2. Technical assistance projects 3. Partnerships development including Friends of APRM and partnerships roundtable	1. Compliance with FRR and SRR	1. Develop and implement communication strategy and systems including rebranding	1. Outreach to Youth, Gender and Civil Society programme, parliaments and Inter-party dialogues etc 2. Corporate and Economic Governance and Network on State-Owned Enterprises (SOEs)

Governance

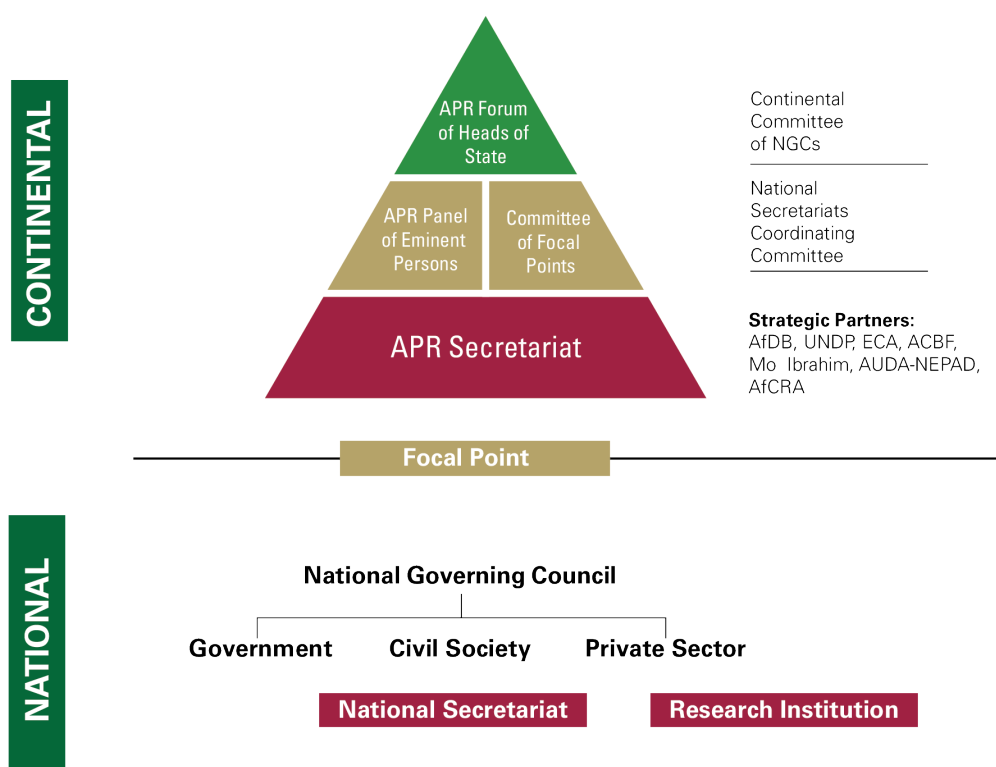## 4 GOVERNANCE

4.1 Policy Oversight and Governance

122. The APRM has the following overall structure, which is illustrated in Figure 4.1[15]:

   I. APRM Continental Structure comprises:

      i. APR Forum of Heads of State and Government;

      ii. APR Focal Points Committee;

      iii. APR Panel of Eminent Persons;

      iv. APRM Continental Secretariat;

      v. Continental Consultative Committee of NGCs;

      vi. National Secretariats Coordinating Committee

   II. APRM National Structures comprises:

      i. The National Focal Point;

      ii. APRM NGC;

      iii. APRM National Secretariat

---

[15] Article 10, APRM Statute

Figure 4.1: APRM Governance Structures

123. The APRM also has close working relations in policy development including AU Organs that form the Africa Governance Architecture Platform (AGA Platform), organs of the Africa Peace and Security Architecture (APSA), the AU Commission, APRM Strategic Partners including the African Development Bank, UNDP Regional Bureau for Africa, the UN Economic Commission for Africa, the African Capacity Building Foundation, and the Mo Ibrahim Foundation.

124. For Strategic Plan 2025-2028, the APR Forum of Heads of State as well as the APR Panel of Eminent Persons, the APR Committee of Focal Persons and other AU and APRM policy organs will provide policy oversight for the APRM Strategic Plan. The Continental Secretariat will support the work of the policy organs.

125. The Chief Executive Officer of the APRM shall be responsible for overall leadership and oversight of the implementation of the APRM Strategic Plan. In this context, the Chief Executive Officer shall provide regular progress reports to the policy organs.

126. The AGA-APSA Platform will provide critical overall strategic guidance and orientation role, interfacing with other AU organs, AUC departments and strategic partners.

4.2   Implementation Oversight

127.   Implementation oversight of the APRM Strategic Plan and its component annual work plans is the responsibility of the Budget Committee which includes representatives from Strategic Planning, APRM budgeting and directorates. The Budget Committee is chaired by the APRM Chief of Staff and reports regularly to the APRM Executive Committee (APRM Exco) and the APRM Chief Executive Officer (CEO).

Strategic Plan Execution and Delivery

5   STRATEGIC PLAN EXECUTION AND DELIVERY

### 5.1   Internal Implementation Arrangements

128.   Internal implementation of the APRM Strategic Plan and its component annual work plans is the responsibility of the Budget Committee which includes representatives from Strategic Planning, APRM budgeting and directorates. The Budget Committee is chaired by the APRM Chief of Staff and reports regularly to the APRM Executive Committee (APRM Exco) and the APRM Chief Executive Officer (CEO).

129.   In between meetings of the Budget Committee, APRM Strategic Planning convenes regular meetings of the APRM Africa Monitoring and Reporting and Evaluation Tool (AMERT) team to report on implementation.

5.2   Key Implementation Players and Roles

130.   Strategic Plan 2025-2028 will be implemented through annual work plans that are budgeted and approved by the AU PRC Committee and the Executive Council. Monitoring, evaluation, and reporting (MER) of the annual work plans will be on a quarterly basis by the AMERT team, with budgeting and strategic considerations for revisions and course correction submitted to the Budget Committee, the APRM Management Committee and the CEO for approval. Figure 5.1 presents the key implementation players and roles.

Figure 5.1: Key Continental Secretariat Implementation Players and Roles
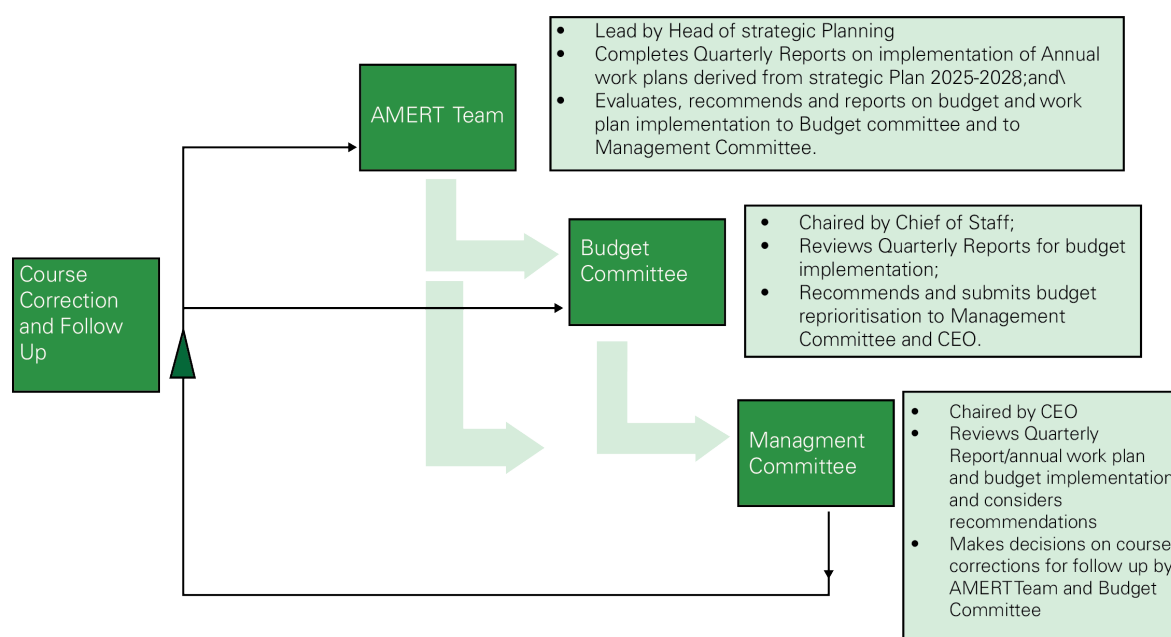
5.3 Organizational Structure and Enablers

131. Organisational Structure: The organizational structure of the APRM for the Strategic Plan 2025-2028 should be both inclusive and agile, ensuring the rapid adaptation to challenges and leveraging opportunities as they arise.

132. Centralized Coordination: An overarching body or committee should be in place to ensure the alignment as well as horizontal and vertical coordination of all the initiatives within the Plan. This body should have representatives from all the APRM directorates/offices/units and be empowered to take decisions related to the plan.

133. Technical Clusters: For specific areas of focus, technical clusters or working groups should be established. These clusters will allow for deep dives into specialized technical areas, ensuring the highest levels of expertise are applied.

134. The Enablers of the Organizational Structure:

   i. Digital Transformation: Leverage technology for communication, monitoring, and execution of the plan.

ii. Capacity Building: Regular training sessions, workshops, and seminars to ensure all personnel are equipped with the latest knowledge and skills.

iii. Resource Mobilization: Ensure that the plan is well-funded, and resources are allocated where they are most needed.

iv. Stakeholder Engagement Platforms: Establish regular consultation and feedback mechanisms with all relevant stakeholders.

5.4   Cascading the APRM Strategic Plan

135.   The Strategic Plan will be cascaded to APRM directorates, divisions, units and at the individual level. The Strategy will require alignment as in Figure 5.2 to:

- individual objectives defined by job descriptions and work assignments;
- unit, divisional and directorate-level scorecards; and
- an APRM-level scorecard as presented in chapter six.

Figure 5.1: Cascading the Strategic Plan
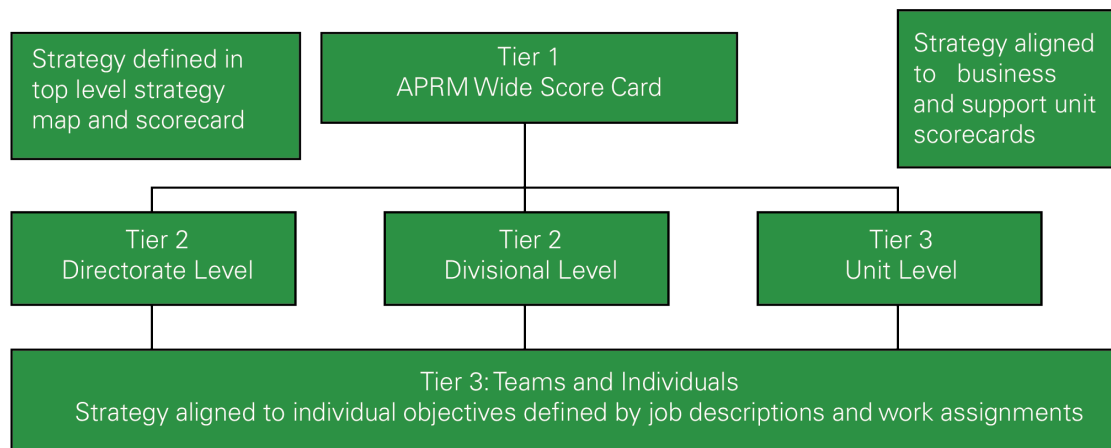
5.5   Accountability and Transparency

136.   The AMERT Committee exercises the first level of oversight and ensures the highest possible level of professionalism, transparency, efficiency, and accountability of the Plan. The Committee is responsible in leading the implementation process of the Plan, ensuring: (i) the integrity, independence, professionalism and credibility of the committee members; (ii) that committee member serve in their personal capacity and not as representatives of their respective directorates/offices/units. They neither seek nor receive instructions from any authority external to the APRM (iii) that committee members observe the utmost discretion and confidentiality, regarding all matters relating to the Plan implementation process while they serve on the Committee and thereafter.

5.6   Implementation Matrix

137.   The Implementation matrix is developed in line with the provisions contained in Enhancing Stakeholder Engagement (Section 1.2.1 paragraph 29), SWOT Analysis (Section 2.1), PESTEL Analysis (Section 2.2), Findings of the Evaluation of the Implementation of Strategic Plan 2020-2024 (Section 2.4.2), Findings of the Impact Assessment (Section 2.4.3), Stakeholder Analysis (Section 2.6) and the Theory of Change (Section 3.2.1).

138.   The table below gives an outline of the key responsibilities and roles.

Table 5.1: Key Implementation Relationships

Key Implementation Relationships		
Internal Secretariat Relationships		
Who	**Frequency**	**Why**
AMERT Team	Monthly with quarterly reporting	Close coordination and M&E of projects. Collaboration on quarterly reports to APRM management, policy organs and the APRM community
Budget Committee	Monthly with quarterly reporting	Quarterly reports to APRM management, policy organs and the APRM community
Management Committee	Quarterly	Considers quarterly report from AMERT and budget committees
CEO	Quarterly	Decision on reprioritizations and course corrections
AU and APRM Policy Organ Level Relationships		
Who	**Frequency**	**Why**
AU Assembly	AU cycle	Highest level oversight on the implementation of AU programmes including the APRM
APR Forum of Heads of State and Government	2 x per yr.	Oversees implementation of the APRM programme, reporting to AU Assembly through the chairperson on an annual basis.
AU Executive Council, PRC and sub-committees	AU cycle	Oversees APRM programme financial and budgetary processes including audits.
APR Committee of Focal Points	2 x per yr.	Oversight of implementation of the APRM programme, reporting to Heads of State at the Annual APR Forum
APRM Steering Committee	2-4x per yr	Oversight of implementation of the APRM programme, in between

Key Implementation Relationships		
		APR Committee of Focal Points meetings.
APR Panel	4 x per yr.	Oversees implementation of the technical reviews reporting to Heads of State at the Annual APR Forum.
NSCC and NGC-CCC committees of national structures and bureaus	2x per year for committees; frequently for Bureau	Support APRM management in the implementation of country programmes as well as reporting on implementation of the APRM Strategic Plan, and annual work plans.

APRM Strategic Plan Scorecard

6   APRM STRATEGIC PLAN SCORECARD

6.1   The Balanced Scorecard

139. The Balanced Scorecard approach is the tool that was recently introduced for use by the African Union Commission Office of Strategic Planning and Delivery. As a result, all AU organs and AUC departments are expected to adopt the Balanced Scorecard approach in strategic planning, monitoring and evaluation as well as reporting. The APRM Strategic Plan 2025-2028's strategic thrust is on results and impact. The APRM Balanced Scorecard is attached as Annex 1.

6.2   Results-Based Monitoring, Evaluation and Reporting

140. Results-based monitoring and evaluation is not just about tracking performance; it is about ensuring that the objectives set out at the start of the Strategic 2025-2028 are achieved. This M&E system is anchored on understanding and reflecting the changes brought about by the interventions and adjusting strategies accordingly to maximize impact.

141. The results-based monitoring and evaluation system for the Strategic Plan 2025-2028 is not just a tracking tool; it is a strategic instrument that ensures the APRM stays on course to realize its ambitious yet achievable targets. It reflects a commitment to accountability, transparency, learning and continuous improvement, capturing the essence of what the Strategic Plan 2025-2028 intends to contribute to.

142. The Scorecard outlines the strategic objectives envisaged under each strategic theme and respective perspective, the KPIs, baselines and results statements. The detailed Scorecard is Annex 1 of the Plan.

6.2.1   Monitoring

143. Monitoring the implementation of the APRM Strategic Plan 2025-2028, enables APRM track progress, measure outcomes, and ensure effective implementation of its strategic initiatives. The monitoring process involves the

systematic collection and analysis of data, allowing the APRM to assess the extent to which the Plan's objectives are being achieved. Results-based monitoring observes the entire change process triggered by a development project. It provides the APRM and its stakeholders with a steady stream of information on whether the chosen path is likely to be successful, whether the set objectives need to be reviewed, or adjustments need to be made in order for the planned targets to be achieved.

Identification of key Strategic Plan results areas, relevant indicators, and metrics:

144. To effectively monitor the progress of the Strategic Plan, the APRM identifies relevant result areas, indicators, and metrics. Key Performance Indicators (KPIs) are carefully selected to measure results-based performance and assess whether objectives are being met. Outcome and impact indicators are also identified to provide insights into the effectiveness of the plan and its contribution to the APRM's vision.

Description of data collection methods and sources:

145. Data collection methods and sources play a crucial role in the monitoring process of the Strategic Plan. The AUC and Organs will utilize a combination of qualitative and quantitative data collection techniques, including surveys, interviews, focus groups, and data from partner organizations. These diverse data sources ensure comprehensive and reliable information for monitoring progress.

146. Roles and responsibilities of stakeholders involved in monitoring:

- APRM Continental Secretariat: Responsible for setting up the monitoring system, including defining benchmarks, indicators, and collecting relevant data.

- Partner Organizations: Sharing relevant data, participating in periodic reviews, and providing insights on ground realities.

- Monitoring Team: They will be responsible for the day-to-day monitoring tasks, data collection, analysis, and reporting.

- Internal/External Auditors: Might be engaged for unbiased third-party reviews of the monitoring results.

6.2.2 Evaluation

147. Types of evaluations to be conducted (e.g., formative, summative):

- Formative Evaluation: Conducted during the program's development or as a process to improve or refine the Strategic Plan.

- Summative Evaluation: Conducted at the end of an intervention or program to determine its overall effectiveness.

- Process Evaluation: Focuses on the process, exploring how the program's services were executed.

148. Evaluation Criteria[16]: The evaluation criteria include Relevance, Effectiveness, Efficiency, Impact, and Sustainability.

149. Evaluation of Annual Work Plans: Assess the progress made annually and any variances or adjustments needed for the subsequent year.

150. Mid-term (2026) and End-Term (2028) Evaluations: Comprehensive reviews will be completed to determine the effectiveness of the Strategic Plan at its halfway mark and upon completion.

6.2.3 Reporting

151. Roles and Responsibilities for Reporting

- APRM Strategic Planning Unit: Responsible for compiling the report, analysing data, and presenting it to relevant stakeholders.

- APRM Directorates/ Divisions/ Units: Contribute data and provide feedback on drafts.

6.2.4 Purpose and Audience of Reports

152. Purpose: To inform stakeholders on progress, challenges, and future strategies.

153. Audience: Internal teams, partner organizations, funding agencies, and the general public.

6.2.5 Types of Reports

154. The AMERT team will report quarterly, semi-annually, and annually. In particular:

- Quarterly: A quarterly report will be prepared by each implementing directorate at the end of each quarter;

- Semi-annual: A semi-annual report covering the months January-June will be prepared by each implementing directorate;

- Annual report: An annual report will be prepared by each implementing directorate, and this will be compiled into a year-end review detailing achievements, challenges, and future strategies by Strategic Planning.

6.2.6 Dissemination and Feedback Mechanisms

155. Online Portal: All reports will be made available online for easy access.

156. Stakeholder Sessions: Sessions reporting on implementation will be held in meetings with the Panel, Focal Points, Steering Committee, Coordinating Committee of NGCs and the National Secretariat Coordinating Committee. The

---

[16] Referenced from the OECD DAC evaluation criteria

sessions will be used to discuss and share the reports, gaining insights and feedback.

157. Feedback Surveys: Surveys will be distributed to stakeholders to garner input on report clarity, content, and usefulness.

6.3 Monitoring and Evaluation Framework

158. The framework for monitoring and evaluating the implementation of the APRM Strategic Plan 2025-2028 will consist of the strategic objectives that are specific to APRM, as outlined in Table 3.2 as well as their associated KPIs, baselines, annual targets, data sources, data collection frequency and initiatives. Responsibilities for implementation will be assigned in each annual work plan for particular KPIs and associated activities. This is what will constitute the Results or Performance framework.

6.3.1 Strategic Objectives

159. Strategic objectives identify continuous improvement activities that are necessary for the successful accomplishment of the vision and achieve the mission of the organization.

160. As part of ensuring alignment with both Agenda 2063 Second 10-Year Implementation Plan and the African Union Strategic Plan 2024-2028, the APRM has developed its own specific strategic objectives that contribute to the two strategic objectives outlined in Moonshot 3 as outlined in Chapter 3. The baselines for the indicators will be as per 2024, and performance targets will be set for years 2025, 2026, 2027 and 2028 on an annual basis in annual work plans.[17] It is expected that data collection frequency for KPIs will be on a quarterly basis, to allow for quarterly reporting.

161. As part of operationalisation of the Strategic Plan in Annual Work Plans, an M&E Framework will be developed after approval of the 2026 work plan budget by mid-year 2025, that will define key performance indicators at the input, outcome and output levels, and the targets for each year covered by the Strategic Plan 2025-2028. Table 6.1 notes the main questions for consideration in the M&E Framework.

Table 6.1: The APRM M&E Framework

INDICATOR	DEFINITION	BASELINE	TARGET	DATA SOURCE	FREQUENCY	RESPONSIBLE	REPORTING
KPI	How is it calculated?	What is the current value?	What is the annual target value?	How will it be measured?	How often will be measured?	Who will measure it?	Where will it be reported?

---

[17] The Annual Work Plan for 2025 was approved by policy organs in 2025 using the previous strategic plan framework for 2020-2024. The Annual Work Plan for 2025 will use Strategic Plan 2025-2028 as the basis for developing output indicators, and will be approved by policy organs by mid-year 2025.

Budget, Resource Mobilization, Partnerships and Risk Management

7 BUDGET, RESOURCE MOBILIZATION, PARTNERSHIPS AND RISK MANAGEMENT

7.1 Budget and Finance

162. The section on Budget and Finance as well as sub-sections on Results Based Budgeting and Resourcing the Plan will be completed after the approval of the 2026 budget by policy organs at mid-year 2025.

7.2 Resource Mobilization and Financing Strategy

163. The APRM will develop a Resource Mobilization and Financing Strategy that will be based on the Strategic Plan.

7.3 Partnerships

7.3.1 Principles and Ethics Governing Partnership Approach

Alignment with Strategic Priorities

164. The Partnerships Management and Resource Mobilization Directorate at the AUC headquarters provides overall partnership management guidance to AU and other AU Organs including APRM. The APRM will only enter into partnership agreements that directly contribute to the delivery of the APRM Strategy as outlined in Chapter 3 Section 3.2.2.

Coherence and complementarity with other AU Organs

165. Partnerships will be complementary to the efforts of other AU Organs with a governance mandate. AU Organs with a governance mandate should be skewed more towards complementarity and collaboration in order to minimize costly overlaps and duplications. In other words, the focus should be on results and mutual accountability.

166. Sustainability and Long-Term Commitment: APRM will focus on consistency, value addition, comparative advantage, and mutual political, social, and economic benefits as its partnership policy.

167. Non-discrimination and Inclusivity: Partnerships should be inclusive and promote diversity, gender equality, and social inclusion. Discrimination on any grounds, such as race, religion, gender, or nationality, should be strictly avoided (Equality and mutual respect).

7.3.2 Strategic Partnerships

168. The APRM approach to strategic partnerships prioritizes relationships that align closely with the strategic objectives and values of the APRM as outlined in this Strategic Plan. These partnerships should be marked by a symbiotic balance, wherein the risks and rewards stemming from the partnership decisions are distributed equitably among the involved parties. These strategic alliances are anticipated to offer distinct advantages that can be harnessed for the benefit of the project, including but not limited to skill sets, resources, political assets, and access to diverse platforms. Furthermore, a Pan-African perspective will be maintained throughout the partnership to ensure that all endeavours resonate with the continent's unique aspirations and moonshots.

APRM Institutions

169. The role of APRM Institutions will be pivotal, primarily focusing on the broad-based implementation of the strategies and initiatives outlined in the Strategic Plan.

International Organizations

170. APRM collaborations with international organizations will centre on pooling technical expertise to address intricate challenges. Besides, mechanisms will be put in place to share financial resources and knowledge, ensuring that the best global practices are accessible for the Strategic Plan's successful execution.

Development Partners

171. Engagement with development partners will involve the identification of specific areas where their contributions can have the most significant impact. Emphasis will also be placed on joint programming initiatives and mobilizing resources in tandem to ensure that the Strategic Plan's targets are realized. The African Union Partnerships Policy and Strategic Framework (AUPPSF) once adopted, will ensure AU partnerships are aligned to the goals of Agenda 2063.

Private Sector Engagement

172. The private sector's involvement will be amplified by actively integrating business associations and chambers of commerce into the Strategic Plan's execution framework. To this end, we will establish platforms for public-private

dialogues and working groups, ensuring that the business community's insights and capabilities are fully utilized.

South-South Cooperation

173. South-South cooperation will play a vital role in the Strategic Plan's strategic framework. Efforts will be concentrated on facilitating exchanges of knowledge and technological expertise between southern nations. Additionally, measures will be taken to boost trade and investment flows, capitalizing on the economic synergies that such collaborations can offer.

7.3.3 Risk Management

174. Risk management is an essential cornerstone of any comprehensive plan, especially for an initiative as significant as the APRM Strategic Plan 2025-2028. The approach and framework described herein offers a robust mechanism for identifying, evaluating, mitigating, and monitoring risks in the realization of the Strategic Plan's objectives.

Risk Identification

175. Regular Risk Assessment: Conduct systematic assessments to identify potential risks at the outset and at regular intervals. The main output of this process is a risk register which will include a list of risk names, causes, effects and possible mitigation strategies.

176. Stakeholder Input: The APRM will engage stakeholders from APRM governance structures and Member States to provide insights into potential regional and sectoral risks.

177. Environmental Scanning: The APRM will monitor external factors, including political, economic, social, technological, legal, and environmental (PESTLE) aspects to predict potential risks.

Risk Analysis

178. This process involves the analysis the risks captured in the pervious process (Risk Identification) which will then be classified as either quantitative risk analysis or qualitative risk analysis.

179. Moreover, at this stage the APRM will calculate the probability of the risk occurring and the potential impact of each risk and calculate the risk score and risk ranking for each risk.

Risk Response Plan

180. The main objective of the risk response plan is to determine what can be done to mitigate the overall risk of the project/program by decreasing the probability and impact of threats and increasing the probability and impact of opportunities.

181. The output of this process will entail plans to reduce the threats and plans to increase the opportunities.

182. Resource Allocation: The APRM will ensure that resources, both human and financial, are available for risk mitigation efforts.

Risk Monitoring

183. The APRM will regularly review and update the risk profile to consider new risks and reassess the likelihood and impact of existing ones.

184. Key Performance Indicators (KPIs): The APRM will define specific metrics to gauge the success of risk management strategies.

185. Feedback Mechanism: The APRM will establish a feedback loop with all relevant stakeholders to gather insights on emerging risks and the effectiveness of mitigation strategies.

Risk Logs

186. Annual Review: At least once a year, the APRM will conduct a comprehensive review of the risk management framework's effectiveness.

187. Feedback-driven Revisions: Based on stakeholder feedback and lessons learned, the APRM will make necessary adjustments to the risk management approach, throughout the Strategic Plan time period.

Risk Reporting and Communication

188. Transparency: The APRM will keep all stakeholders informed about potential risks and the steps taken to mitigate them.

189. Periodic Reporting: The APRM will share regular updates on risk management with the APRM leadership, APRM policy organs and relevant committees.

Communicating the Strategic Plan

8   COMMUNICATING THE STRATEGIC PLAN

8.1   Overview of the APRM Communications Strategy

190.   The African Peer Review Mechanism (APRM) is poised to strengthen its role as the Premier African Union governance authority, leading efforts in fostering good governance, transparency, and accountability across the continent. This Communication Strategy is designed to elevate the APRM's visibility, engage key stakeholders, and build a stronger connection between its mission and Africa's governance transformation. Central to this Strategy is the rebranding of the APRM, which will position the organization as an even more dynamic and authoritative force in governance reform, with its new identity reflecting its central role in advancing the African Union's good governance agenda.

191.   Effective communication is crucial to the APRM's success, as it will foster a broader understanding of its key role in peer reviews, governance reforms, and the exchange of best practices. The strategy aims to ensure widespread participation and support from Member States, civil society, the private sector, and citizens. By 2028, the APRM will be recognized as the continent's foremost authority on governance, with an engaged network of stakeholders committed to the implementation of the APRM review recommendations. The rebranding will serve as a symbol of this transformation, making the APRM's mandate, vision, and mission clearer to all.

192.   The APRM Strategy will be communicated to both internal and external stakeholders through the APRM Communication Strategy.

8.2   Communication Channels

193.   To achieve these goals, the strategy will use a range of communication channels, from traditional media such as radio, television, and print, to digital platforms like social media and websites, ensuring the APRM's messages reach both urban and rural populations. Public forums, outreach campaigns,

workshops, and reports will further amplify its objectives and facilitate dialogue among stakeholders. Through these efforts, the APRM will enhance its reputation and credibility thus positioning itself as the trusted institution at the forefront of governance reform across Africa.

194. By 2028, the Communication Strategy will have ensured that the APRM's mission is clearly understood and widely supported across the continent. Through strategic engagement, active participation, and effective implementation of APRM recommendations, Member States will witness tangible improvements in governance. This will result in a strengthened APRM that plays a central role in shaping Africa's political, economic, and developmental landscape.

ANNEXE 1…. The APRM Balanced Scorecard

Vision:	A well governed Africa for the Africa We Want
Mission:	To promote AU Shared Values of democratic governance and inclusive development among the Member States through voluntary participation in the self- driven peer review and other related governance improvement interventions
Strategic Themes:	Implementation of APRM Mandate with Impact / Institutional Strengthening and enhanced capacity of APRM Structures / Communications, Advocacy and Outreach / Resource Mobilization, Partnerships, Financing
Strategic Results:	Implementation of actionable recommendations is high / Institutionalization and capacitation of APRM Structures is increasing / Communications systems with high APRM awareness are effective / Funding for APRM is high

Strategic Objectives and Strategy Map	Measures (KPIs)	Targets	Initiatives
Beneficiary (Citizens, MS, Partners) Enhance Stakeholder Awareness; Increase outreach to non-state actors; Enhance Governance Assessment & Research; Improve Implementation & MER support to MS	• Percent Change in overall Governance Score on the Continent	• 50	• Country Reviews Assessments • Universal Accession • Inactive Countries • African Governance Reports (AGRs) • National Governance Reports (NGRs) • Early Warning for Conflict Prevention • Governance Index/Atlas • Governance Research • Statutory bodies harmonisation & coordination structures in APRM, and with AGA-APSA, AUC, AU RECs etc • Governance Support Programme • NPoAs Harmonization and M&E Frameworks • Tracking Key Governance Areas of Agenda-2063/SDGs • Support on Credit Ratings
	• No. of Member States who have conducted APRM assessments with recommendations	• 15	
	• No. of NPoAs mainstreamed into Member States National Development Plans	• 15	
	• Percent Increase in No. of Media mentions related to APRM	• 100	
	• Percent of AU Member States engaged	• 80	
	• No. of Governance related engagements with Non- State Actors	• 50	
Financial Stewardship Enhance Resource Mobilization and Financing; Expand partnership base; Improve Financial Management	• Percent Increase in Budget (in 2028 versus original 2024)	• 100	• Voluntary contributions and Innovative financing projects • Technical assistance projects • Partnerships development including Friends of APRM and partnerships roundtable
Internal Processes Improve Internal systems & processes systems	• % of processes optimized and cost savings achieved through process optimization	• 60	• Technology optimization (digitization) • Compliance with Financial Rules and Regulations (FRR) and the Staff Rules and Regulations (SRR)
	• Compliance with regulatory requirements	• 90	
Organizational Capacity Strengthen & Institutionalize National Structures; Strengthen APRM Continental	• Increased Capacity of Continental Secretariat	• 24	• Implementation of APRM Continental Secretariat structure • Enhancement of staff skills, wellness and engagement • Capacity building, training and peer learning • Developing common national standards, codes and action plans including a Model Law for APRM NGCs
	• No. of Institutionalized National Structures	• 22	

APRM

African Peer Review
Mechanism

230 15th Road, Randjespark, Midrand Johanesburg,
South Africa Tel: +27 11 256 3401

aprm.au.int