

A close-up portrait of Cyril Ramaphosa, President of South Africa, wearing a dark blue suit, white shirt, and a patterned purple tie. He is smiling slightly and has his hands clasped in front of him. The background is a dark green with a faint map of Africa and stars.

# LEGACY REPORT

UNDER THE COORDINATION OF HIS EXCELLENCY  
PRESIDENT CYRIL MATAMELA RAMAPHOSA

President of the Republic of South Africa  
and Chairperson of the APR Forum of Heads  
of State and Government

**FEBRUARY 2020 – FEBRUARY 2022**



**APRM**  
African Peer Review  
Mechanism



**APRM**  
African Peer Review  
Mechanism

An Institution of the  
**African  
Union**



**LEGACY REPORT**  
H.E PRESIDENT CYRIL MATAMELA RAMAPHOSA

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## ACRONYMS AND ABBREVIATIONS

AU	African Union
APR	African Peer Review
APRM	African Peer Review Mechanism
AGA	Africa Governance Architecture
AGR	Africa Governance Report
AUDA-NEPAD	African Union Development Agency-NEPAD
CEPA	UN Committee of Experts on Public Administration
CGA	Centre for Global Africa
CG	Corporate Governance

CDC	Centre for disease Control
Covid-19	Coronavirus disease of 2019
DPG	Democracy and Political Governance
DSU	Delaware State University
EGM	Economic Governance and Management
NGC	National Governing Council
NPOA	National Programme of Action
SED	Socio-Economic Development
UN	United Nations
WHO	World Health Organisation

# Foreword

I am delighted to welcome readers to President Ramaphosa's Legacy Report. The objective of the Legacy Report is to highlight the many achievements made by the African Peer Review Mechanism during the Chairship of President Ramaphosa from February 2020 to February 2022, in the spirit of gratitude to him for his leadership, and as an example for Member States who will lead the Mechanism in the future.

The APRM is pleased to note, among the many highlights in this report, that the Mechanism completed its full integration into the AU family during the chairship of President Ramaphosa. It is also noteworthy

that, despite the onset of the COVID-19 pandemic at the beginning of the chairship in February 2020, APRM was able to complete a record number of review missions in 2021, including the Second Review Mission to South Africa. APRM was also able to advance the AU Assembly decision for Universal Accession to the APRM with Zimbabwe and Seychelles acceding in 2020, followed by the Democratic Republic of Congo (DRC) in 2021 and Burundi in 2022.

All of these achievements would not have been possible without the commitment, energy and enthusiasm of President Ramaphosa as Chairperson of the APR Forum.

I am delighted to take this opportunity to thank H.E President Ramaphosa, as well as all the officials in the Government of South Africa who made the chairship such a success.



**Prof Eddy Maloka**  
Chief Executive Officer (CEO)  
APRM Continental Secretariate

# Executive Summary

The Republic of South Africa succeeded the Republic of Chad as Chair of the African Peer Review Mechanism (APRM) in February 2020 at the 29<sup>th</sup> Ordinary Summit of the African Peer Review (APR) Forum of Heads of State and Government in Addis Ababa. H.E Cyril Ramaphosa, at the start of his chairship, declared that he “gladly accept[ed] the honour of leading the APRM for the next two years” and “pledg[ed] to take forward the achievements and gains that have been registered with equal, if not greater vigour.”<sup>1</sup> <sup>2</sup>

<sup>1</sup> Inaugural speech by H.E Cyril Ramaphosa as Chairperson of the APR Forum of Heads of State and Government. Accessed on August 10, 2022. <http://www.dirco.gov.za/docs/speeches/2020/cram0208.htm>



South Africa relished the opportunity to lead the African Peer Review Mechanism (APRM) at a time when it was chairing the African Union (AU). From the very beginning, the country affirmed its ambition to take the Mechanism to greater heights through initiatives and programmes it sought to champion.

However, the first case of the COVID-19 pandemic which broke out in December 2019 in Wuhan, China, surfaced in South Africa in March 2020. To thwart COVID-19, the national Disaster Act was invoked. Shortly thereafter, a stringent lockdown came into force. Only essential workers were allowed, by government decree, to keep going to work. Thus, various industries, mostly consisting of white-collar professions, had to work from home to stop COVID-19's frenetic infection and death march.

Despite COVID-19 related challenges, South Africa's chairship was sterling. To be sure, many metrics can be used to assess the success of any country's chairship. New AU-member states acceding to the APRM, the number of reviews, the creation of new partnerships and the consolidation of existing ones are different criteria against which the performance of a country chairing the APR Forum can be evaluated. On all these metrics, South Africa's chairship can be judged to have been successful.



- From 2020 to 2022, Zimbabwe, the Seychelles, the Democratic Republic of Congo, and Burundi joined the APRM bringing the total number of its member-states to 42.
- From 2020 to 2022, 8 Member States underwent 14 peer reviews including a new type of review, the targeted review. These included:
  - In 2020, the peer review of Egypt on its first Country Review Report as well as a targeted review for Namibia on “Youth Unemployment;”
  - In 2021, the peer review of Liberia on its first Country Review Report, as well as two peer reviews of targeted reports for Zambia on “Mineral Resource Governance” and “Tourism” respectively, as well as the peer review of Sierra Leone on its targeted review on “Health governance and the COVID-19 response.”
  - In February 2022, at the same Forum where

the Chairship was handed from President Ramaphosa to Sierra Leone’s President Maada Bio, the peer review of Namibia on its first Country Review Report as well as the peer reviews of the second Country Review Reports of Nigeria and South Africa were completed. Due to scheduling reasons, a special Summit of the APR Forum was held later in the year for the peer review of the targeted reports for Kenya on the Presidential Big Four Agenda on affordable housing, food security, universal healthcare, and manufacturing as well as a fifth area, referred to as “salient issues” comprising gender equality, diversity management, corruption and youth unemployment, which were the basis for five targeted peer reviews.

.....

*This legacy report seeks to pay tribute to H.E Cyril Ramaphosa, Chairperson of the APR Forum of Heads of State and Government from 2020 to 2022, whose leadership allowed the APRM to achieve these notable results, which are particularly impressive considering their occurrence during the peak of the COVID-19 pandemic.*





# 1 Introduction

The Republic of South Africa assumed the chairship of the African Peer Review Mechanism (APRM) in February 2020 at the same time as that of the African Union (AU). At the APRM, South Africa succeeded the Republic of Chad which chaired the organization from February 2018 to February 2020. Upon assuming the position of Chairperson of the APR Forum of Heads of State and Government, H.E Cyril Ramaphosa, paid tribute to his immediate predecessor, H.E Idriss Deby Itno, as well as H.E Uhuru Kenyatta, former President of Kenya, who had overseen the revitalization of the Mechanism from 2016 to 2018.



In his inaugural speech as Chairperson during the 29th Summit of the APR Forum of Heads of State and Government held in Addis Ababa on February 8, 2020, H.E Cyril Ramaphosa spoke movingly of the APRM in the following terms:

“The APRM is to us what sitting around the fire was to our ancestors - a rendezvous for family and friends; a meeting place of minds; a place where we dialogue and exchange views; and a secure space in which we can turn to each other for support, encouragement and solutions to the challenges we face.<sup>1</sup>”

Following the 29<sup>th</sup> Summit, which was the last time the Forum was held in a physical format prior to the COVID-19 outbreak, the APRM Continental Secretariat prepared a briefing note for South Africa to facilitate the plans for the chairship and with a focus on areas which South Africa would champion.

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1 Ibid.

The briefing note, a detailed document that laid out activities for South Africa to take part in during its chairship from 2020 to 2022, contained a matrix with priority areas, activities, and objectives. The five priority areas identified were as follows: universal accession to the APRM, deepening the review, outreach to dormant countries and countries in transition, South Africa’s second-generation Country Review and state-owned enterprises, a workstream that was recently launched at the APRM Continental Secretariat under the corporate governance thematic area.

In addition to the priority areas outlined above, the APRM Continental Secretariat proposed flagship projects such as peace and security, youth employment, women empowerment, and the Africa Migration Governance Conference as focus areas to be championed by South Africa.

As per the briefing note, the conduct of South Africa’s second-generation Country Review, which was initially planned for 2020, would be informed by a roadmap

developed by the APRM Continental Secretariat and accepted by the country. Moreover, to start South Africa off on its chairship journey, the APRM Continental Secretariat suggested it engage in the following activities:

- a) A joint workshop with the Department of Public Service and Administration (DPSA) and the Department of International Relations and Cooperation (DIRCO) to expound on the briefing note;
- b) Preparing for the APRM day on March 9<sup>th</sup>, 2020;
- c) Finalising the composition of the three countries leading the APRM, the APRM Troika, from 2020 to 2022;
- d) Planning for the next meeting of the Steering Committee on the margins of the Methodology Forum;
- e) Finalising the tabling of the peer review of the Country Review Report of Liberia; and
- f) Finalising the roadmap of the Country Review of South Africa



The CEO of the APRM Continental Secretariat, Professor Eddy Maloka, then met H.E Senzo Mchunu, the Chairperson of the APR Committee of Focal Points (2020-2021), to present the briefing note prepared for South Africa. Having obtained official buy-in, the briefing note became a document whose purpose was to guide South Africa's chairship.



However, in March 2020, the first COVID-19 cases were detected in the country and the national state of disaster, first, then a stringent lockdown, were imposed on the country for a period of three months which was renewed several times after its expiration. This turn of events severely impacted not just South Africa's ability to effectively chair the continental organization but also the APRM Continental Secretariat's operations.



Indeed, from late March to early September 2020 (with June being the only time the office was reopened), the headquarters in Midrand was closed and meetings were organized virtually to halt the potential spread of the pandemic at the APRM Offices. Prior to the COVID-19 pandemic, the APRM had introduced electronic tools in its day-to-day operations, such as virtual meeting platforms, and staff were regularly using them to engage in work with each other but also with various stakeholders in Africa and beyond.

Nonetheless, COVID-19 was a force majeure that disrupted the corporate ecosystem in an unprecedented fashion. Indeed, it was responsible for reducing interactions with member-states and limiting the targeted expertise the APRM Continental Secretariat was known to proffer in its various domains. Throughout the pandemic, the APRM demonstrated resilience in the way in which it made work safe for its staff, communicated with its membership and provided the necessary

support to them and underlined the importance of good governance as a lever to tackle political, economic, social and health issues in Africa.

Two endeavours championed by the APRM Continental Secretariat, during the early months of COVID-19, speak to this resilience. These are the report entitled “Africa's governance response to COVID-19”, developed in conjunction with APRM member-states and partners, as well as the meticulous revision of the APRM questionnaire which had overlooked shocks and disasters as forces shaping governance trajectories in its previous iteration in 2012.



# 2

## Operationalisation of South Africa's Chairship Goals



*On March 9<sup>th</sup>, 2020, the APRM celebrated 17 years of existence. A working lunch was held that day between a delegation from the Department of Public Service and Administration, which houses the office of the National Focal Point in South Africa who is the Minister of Public Service and Administration, and the APRM Continental Secretariat, on the latter's premises.*

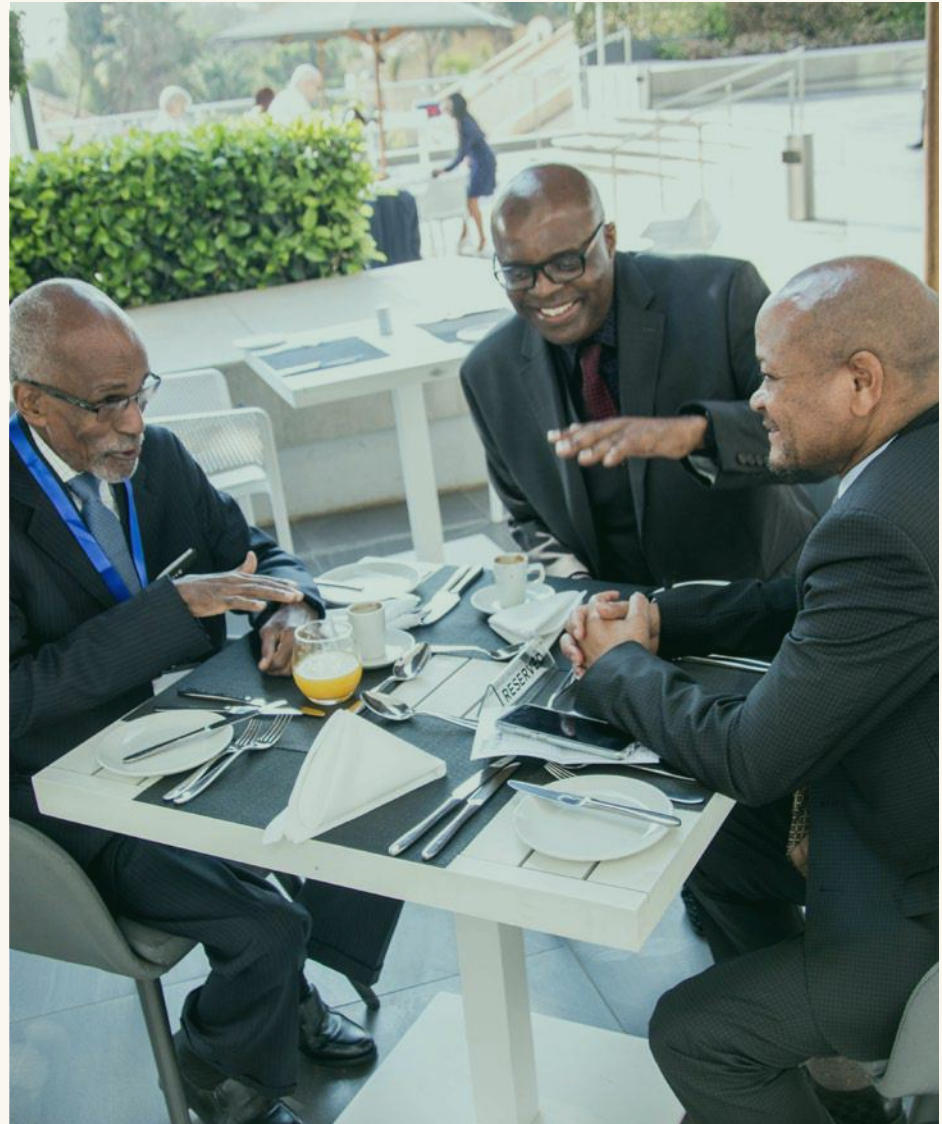


The working lunch afforded South Africa an opportunity to review the briefing note prepared a few weeks before and devise a strategy to pool efforts in pursuit of common goals. The objective of the strategy was to operationalise South Africa's Chairship goals.

The Focal Point, Honourable Minister Senzo Mchunu in his opening remarks, indicated that the Mechanism allowed its stakeholders and observers to keep abreast of developments in the area of governance. He introduced his team comprised of senior public servants and appreciated the weighty responsibility given to South Africa.

Moreover, he reiterated South Africa's eagerness to work closely with the APRM Continental Secretariat and expressed his wish to have regular meetings to develop synergy and pursue engagement with member-states.

Professor Maloka, on his part, assured the Minister of his support and suggested the establishment of a joint secretariat to enable effective communication between the two parties and facilitate regular consultations.



Regular meetings were planned to keep the Minister informed of developments and a programme for South Africa's chairship was also drawn up. Prior to the COVID-19 pandemic outbreak in South Africa, a special Summit of the AU Assembly of Heads of State and Government focusing on "Silencing the Guns" and on the Africa Continental Free Trade Area as well as the APRM's Fourth Methodology Forum were envisaged.

A session to familiarize the Minister with APRM legal instruments such as the rules of procedure of the APR Panel of Eminent Persons, the APRM Continental Secretariat, the APR Forum of Heads of State and Government and the APR Committee of Focal Points was also discussed during the working lunch.

Following the working lunch, the Minister joined APRM staff inside the APRM/NEPAD compound to attend the 17<sup>th</sup> anniversary celebrations of the APRM. The mood was joyful amidst the cake-cutting ceremony and toasts.

Fulfilling a pledge made in January 2020, South Africa

unveiled its new NGC composed of 32 individuals representing different constituencies and covering all 9 provinces of South Africa, in July 2020, in preparation for the second (2<sup>nd</sup>) generation Country Review. Ensuring gender balance, it elected Mr. Thulani Tshefuta as Chairperson, and Ms. Magdalene Moonsamy as Vice-Chairperson and adopted a charter<sup>2</sup>.

<sup>2</sup> Minister Senzo Mchunu: Adoption of Charter of South African Peer Review Mechanism National Governing Council <https://www.gov.za/speeches/>



# 3

## APRM Flagship Projects and Reports



### 3.1 **APRM Report on Response to COVID-19**

On 11 March 2020, after more than 118,000 cases in 114 countries, and 4,291 deaths, the 2019 novel Coronavirus was declared a Pandemic (WHO, 2020). At the apex of the outbreak of the severe acute respiratory syndrome (SARS)-associated coronavirus (SARS-CoV) pandemic of 2019, the APRM undertook a study in fulfilment of its mandate stipulated in the AU Assembly Decision Assembly/AU/Dec.631(XXVIII) on “Revitalisation of APRM, to track implementation and oversee monitoring and evaluation in key governance areas on the Continent”.

The aim of the study was to place governance at the centre of the response to COVID-19. According to the Africa Centres for Disease Control and Prevention (Africa CDC), the scale and magnitude of the COVID-19 pandemic in Africa constitutes a cause for concern. The study was not a final statement on the question of the effective governance response to the pandemic, however, it was to develop a preliminary report to provide content that could be used to enrich the debate on the governance response to COVID-19 on the continent.

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The report sought to support the articulation of evidence-based governance responses in member states and to facilitate sharing of tested approaches on the governance response to COVID-19. Additionally, the report provided a basis for the assertion that an effective governance response would enhance the effectiveness of efforts in the public health, biomedical, economic, and social spheres. Accordingly, therefore, the report explored the implications of immediate measures taken to contain COVID-19, which had placed operational constraints on public and private institutions across Africa.

The report examined the processes whereby measures are imposed and implemented by AU member states at national levels. AU member states either deployed existing legal and institutional mechanisms or established new ones to respond to the pandemic. The mechanisms thus introduced focused on i) legal and institutional measures; ii) disease prevention and containment measures, iii) social and humanitarian measures; and iv) fiscal and monetary measures.

The report examined the effectiveness of measures

taken to mitigate Covid-19 and its impact, in terms of the following: ensuring desirable outcomes, impacting the enjoyment of human rights, ensuring equal treatment of citizens, and facilitating the accountability of government to the public.

*The Report was launched successfully on the 8<sup>th</sup> of June 2020. At the launch, Continental leaders emphasised Africa's commitment to dealing with the pandemic, specifically the efforts by various agencies of the African Union through the leadership of the AU and APRM Chair, President Cyril Ramaphosa of South Africa.*





### 3.2 Africa Governance Report 2021

The Africa Governance Report (AGR) is a collaborative project of the African Governance Architecture (AGA) Platform. Inspired by the Constitutive Act of the African Union (AU) that expresses the AU's determination to 'promote and protect human and people's rights, consolidate democratic institutions and culture and ensure good governance and the rule of law', the African Governance Architecture (AGA) exists as a platform for dialogue between the various stakeholders who are mandated to promote good governance and strengthen democracy in Africa.

The objective of the Africa Governance Report is to provide an assessment of the status of African governance and to provide a basis for tracking of governance developments and analysing trends on the continent. It aims to be relevant to Member States, AU Organs, and other stakeholders. Its other purpose is to inform the public, Member States, the RECs, AU organs

and institutions on trends in governance across the continent. Furthermore, it makes recommendations on improving governance. The AGR is intended to provide a foundation for regular and continuous tracking of governance, and to underline and share best practices amongst AU Member States.

One of President Ramaphosa's shining legacies is the production and submission of Africa Governance Report 2021 (AGR 2021), which focused on African Governance Futures 2063 Scenarios. AGR-2021 was the second African Governance Report produced by the African Peer Review Mechanism (APRM) on behalf of the African Governance Architecture (AGA), after the inaugural report produced in 2019. AGR-2021 utilised futures thinking and scenario-planning to produce an evidence-based research report that presented the baseline, best/worst, and surprise case possibilities for African governance futures from the present time

to 2063. It proposed key governance drivers and critical impact factors that would inform policy focus areas. The methodology for the production of the report included consultative and participatory engagements with multiple stakeholders to ensure that the research was holistic and informative.

*AGR-2021 identified policy implications and recommendations that have been developed from the policy focus areas and examined the key governance drivers and critical impact factors that affect good governance. The report made recommendations for improving governance in Africa.*





### 3.3 Partnership Between APRM and Delaware State University's Centre for Global Africa

The APRM signed a Memorandum of Understanding (MoU) with Delaware State University's (DSU) Centre for Global Africa (CGA) in August 2018 in N'djamena, Chad. The MoU provides for cooperation between the institutions in order to strengthen links between Africa and the Diaspora so as to increase the sixth region's contributions to Africa's development and the development of business initiatives, technology transfers and job opportunities in sectors such as agriculture, medicine, and affordable housing<sup>3</sup>.

From November 12 to 14, 2020, the CGA and APRM organized the Second Annual Conference on "Creating the Africa we want, Creating the Sixth Region we want". The purpose of the conference was to bring together academics and businesspeople to discuss Africa's agricultural potential in the format of panel discussions and enable the continent to achieve self-sufficiency in food production and consumption. Specifically, the conference's goals were to deliberate on:



- Food security innovations to fortify Africa's agro-industry and food value chains;
- Formalizing Diaspora investment and trade relations as tools of joint development; and
- Bridging the Africa-Diaspora divide through youth, media, and Pan-African initiatives

Taking place at a time when Africa was grappling with access to food, especially in rural areas, amid a pandemic for which the world was ill-prepared, the conference aimed to reflect on ways to develop Africa's agricultural potential and make the sector not just productive but also appealing to various segments of society, especially the youth who have not traditionally considered agriculture a viable employment field. An important objective the conference set was to increase productivity and the production of crops to ensure better living conditions for farmers and promote sustainable food production across the continent. The conference resolved to link Diaspora businesspeople with African agricultural workers to diversify value chains and allow the latter to trade on more favourable terms.



# 4 APRM Country Reviews



## 4.1 The record number of APRM reviews

The APRM's core mandate is conducting various types of country reviews of its member-states in the four traditional thematic areas namely: democracy and political governance, economic governance and management, corporate governance, and socio-economic development and since the revision of the questionnaire in 2020, in a fifth thematic area, state resilience.

In 2019, APRM launched a new type of review, targeted reviews. Targeted reviews have helped member-states find solutions to governance challenges in specific domains such as the mining sector or youth unemployment as was the



case in Zambia and Namibia respectively. The conduct of reviews and the peer-review of the reports thereof go a long way towards meeting development blueprints and assessing progress on meeting the goals contained in them and expanding good governance on the continent.

2021 was unlike any other year in the APRM's history. Indeed, the APRM executed an ambitious review plan then. It carried out Niger and Namibia's first country review missions since their accession. South Africa and Nigeria participated in their second-generation country review



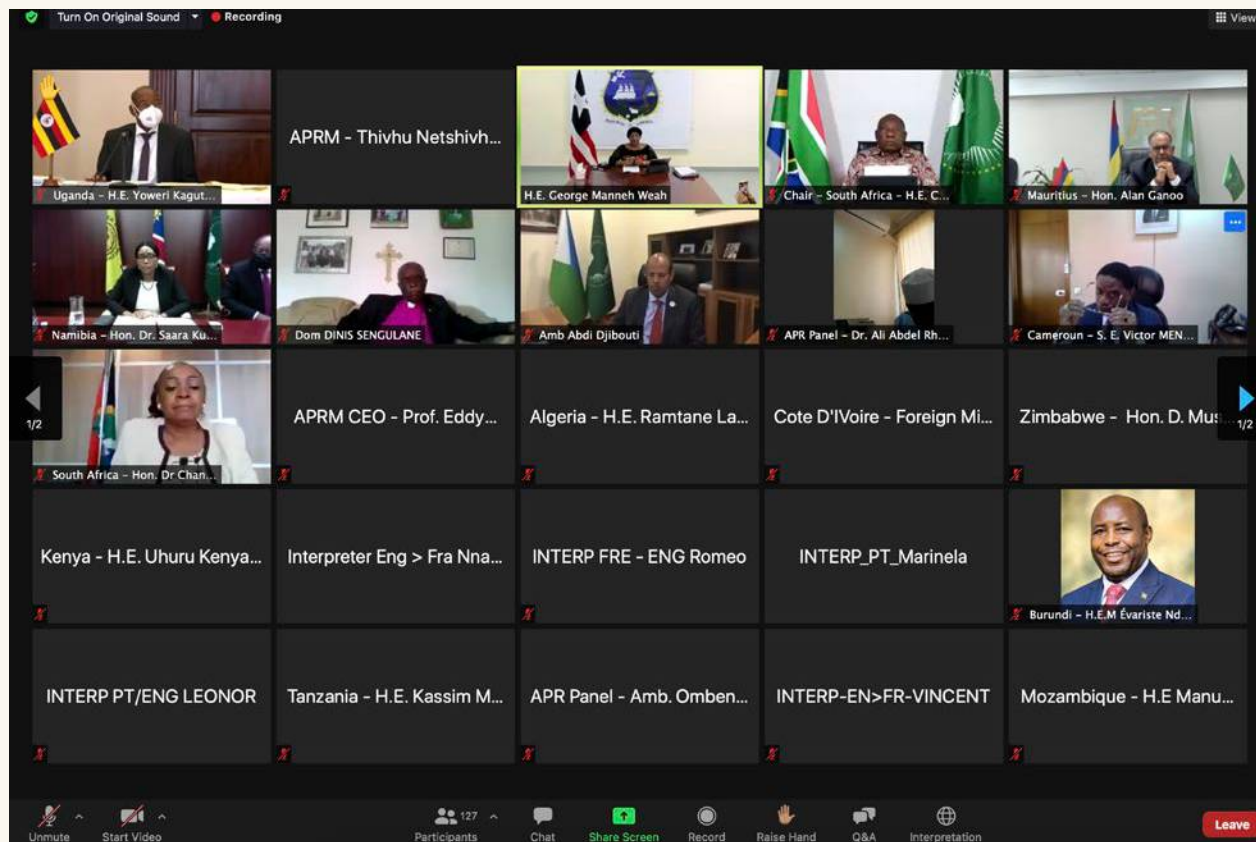


missions. In addition, Kenya hosted five targeted review missions covering the Presidential Big Four agenda -affordable housing, manufacturing, universal healthcare and food security- as well as a fifth targeted review on a set of salient issues, an amalgamated topic that comprised corruption, youth unemployment, diversity management and gender equality.

Uganda also hosted three targeted review missions in 2021, covering the development of infrastructure, the development of agriculture and the responsiveness of the public service, all of which were identified as bottlenecks hindering Africa's development by H.E Yoweri Kaguta Museveni, President of the Republic of Uganda, in a report presented at a Summit of the APR Forum of Heads of State and Government in Nairobi in 2016.

The APRM thus fielded, for the first time since its creation, 12 review missions in 6 countries in a span of just a year. The mix of targeted and country reviews offer a rich understanding of performances in general but also specific governance sectors which allow member-states to focus their time, resources, and energy on addressing challenges which require urgent attention.

Review missions hosted in one year led to peer reviews in the following year. Table 1 and Figure 1 illustrate the enormous progress

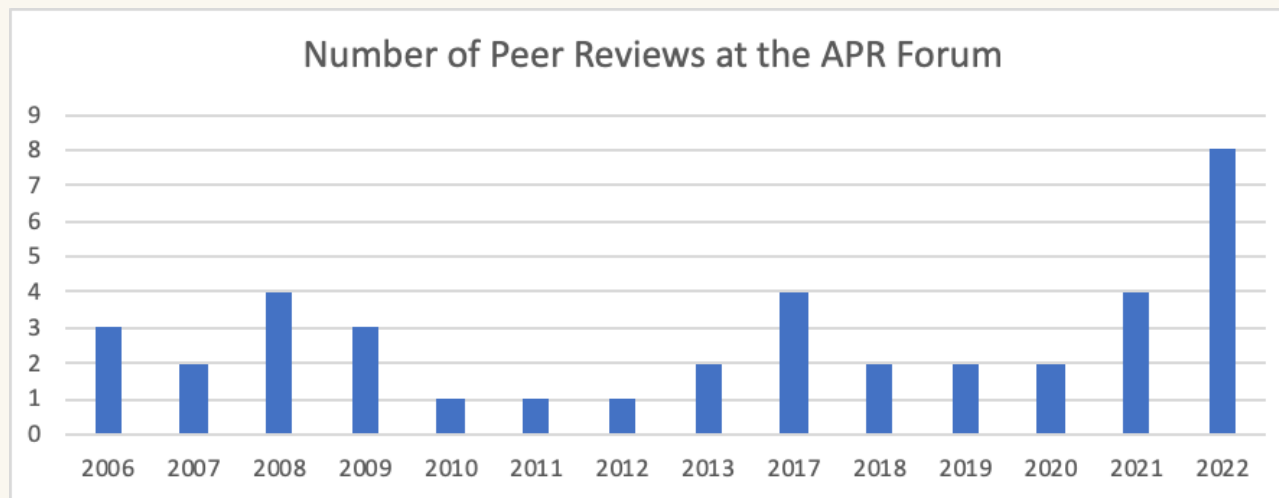


in number of peer reviews at the APR Forum of Heads of State and Government in the years 2020-2022, which were recorded at the height of the Covid-19 pandemic during President Ramaphosa's tenure as chairperson of the APR Forum.

**Table 1: Peer Reviews at the APR Forum**

Year	Peer Review - 1st Generation/Base Reviews	Peer Reviews - 2nd Generation	Peer Review of Targeted Review Reports
2006	Ghana, Rwanda, Kenya		
2007	South Africa, Algeria		
2008	Benin, Uganda, Nigeria, Burkina Faso		
2009	Mali, Mozambique, Lesotho		
2010	Mauritius		
2011	Ethiopia		
2012	Sierra Leone		
2013	Zambia, Tanzania		
2017	Chad, Djibouti, Senegal	Kenya II	
2018	Sudan	Uganda II	
2019	Cote d'Ivoire	Mozambique II	
2020	Egypt		Namibia peer review on Youth Unemployment
2021	Liberia		Zambia: Peer review on two topics - Mineral Resource Governance and Tourism Sierra Leone: Peer Review on Health Governance and the Covid Response
2022	Namibia (February Summit)	Nigeria II, South Africa II (February Summit)	Kenya: Presidential Big 4 Agenda and salient issues – peer review of 5 topics (July Summit, presided over by President Bio)

**Figure 1: Number of Peer Reviews at the APR Forum**



Peer reviews serve not just the APRM community but also parties external to it such as researchers and other inter-governmental organisations whose area of involvement is Africa. The APRM base document provides for the base or country review within eighteen months of the country's accession and periodic reviews every two to four years. However, financing, and internal dynamics at national levels have been major obstacles to the implementation of this programme.

The momentum the APRM has created in recent years, following a lull in 2020 that was precipitated by COVID-19, is encouraging not just for its subsequent endeavours but also for the continued emphasis put on good governance at the continental level. The pandemic, if anything, has thrown accountable, strong and responsive systems into sharp relief in health, political, economic and corporate governance. This means that

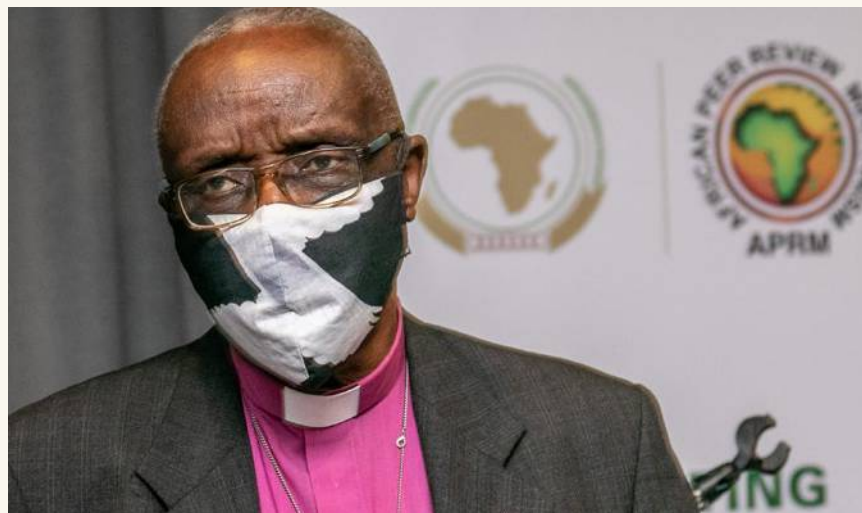


the APRM is, now more than ever, an important partner for continental recovery from the pandemic but also for helping set up prevention, response, and control mechanisms vis-à-vis future outbreaks.

#### 4.2 South Africa's Second-Generation Country Review

The Republic of South Africa acceded to the APRM in March 2003, after playing a leading role as one of the founding nations of the NEPAD vision, which led to the establishment of the APRM programme on good governance in 2003. South Africa submitted its first Country Self-Assessment Report (CSAR) in June 2006 and subsequently held its first Country Review Mission (CRM) that same year. The country remained an active member of the APRM, submitting three (3) progress reports, the last of which was tabled at the APR Forum in 2014. In December 2018, the South African Cabinet renewed the APRM by creating an inter-ministerial committee and in 2020 established a new APRM National Governing Council (NGC) under the leadership of Chairperson Thulani Tshefuta.





South Africa committed to undertake a second (2nd) Generation Country Review after the 2019 General Elections. In July 2020 the new APRM NGC led the development of a Country Self-Assessment report that was then submitted to the continental APRM Panel Secretariat in early December 2021.

The Country Review Mission to South Africa took place from the 7<sup>th</sup> to 21<sup>st</sup> of December 2021. The Lead Panel Member for South Africa, Bishop Dinis Sengulane, led a nineteen-member review team consisting of governance experts from 14 African countries. The review was the first to focus on the five thematic areas of the revised

APRM questionnaire, namely: Democracy and Political Governance (DPG), Economic Governance and Management (EGM), Corporate Governance (CG), Socio-Economic Development (SED), and State Resilience.

The Second Review found that the Republic of South Africa has the necessary policies and capacities to promote good governance, attainment of the national goals set in the National Development Plan as well as the realisation of the aspirations of the AU Agenda 2063. The Second Generation Report was successfully peer reviewed by the APR Forum in February 2022, where President Ramaphosa was commended by his peers for the review.

# 5 Universal Accession to the APRM



## Universal Accession to the APRM

The APRM received a mandate from the AU Assembly of Heads of State and Government in 2017 to promote Universal Accession to the APRM by 2023, and devised a flagship programme to promote accession by all AU member-states. During South Africa's chairship, four countries entered the APRM fold, with Zimbabwe and the Seychelles acceding in 2020, followed by the Democratic Republic of Congo (DRC) in 2021 and Burundi in February 2022.

Currently 42 AU member-states have voluntarily joined the Mechanism since its inception in March 2003. Thus, out of the 55 AU member-states, only 13 are non-APRM member-states. The accession process is slow but steady as it is determined by the readiness of AU member-states to accede. The APRM Continental Secretariat has promoted accession through sustained engagements with non-Member States, with the vital political support of President Ramaphosa during 2020-2022.



The 42 countries that are members of the APRM are listed in Table 2 below, as of February 2022.

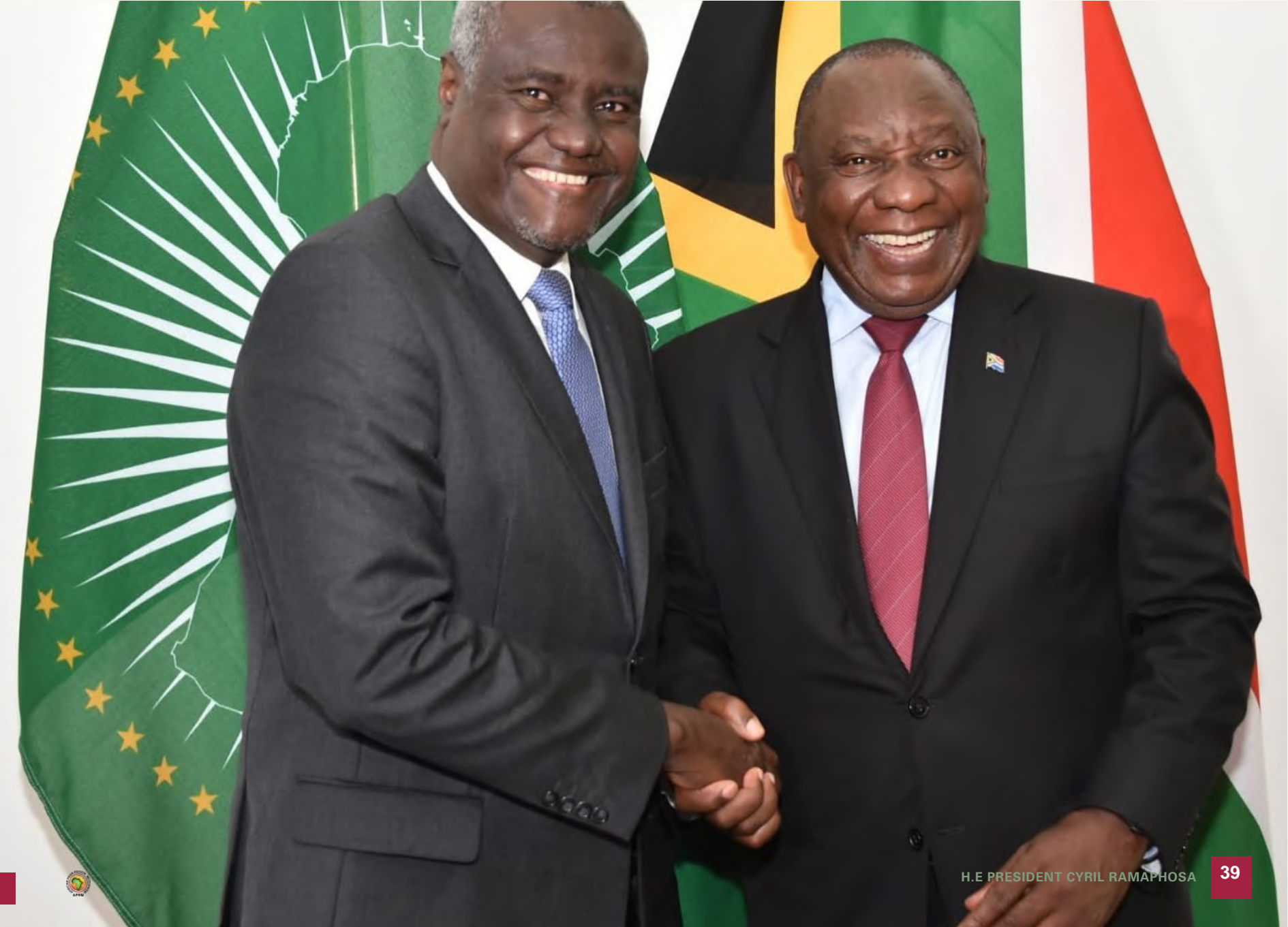
**Table 2: APRM Member States**

								
Angola	Algeria	Benin	Botswana	Burkina Faso	Burundi	Cameroon	Chad	Congo
								
Côte d'Ivoire	Democratic Republic of Congo	Djibouti	Egypt	Cameroon	Equatorial Guinea	Ethiopia	Gabon	The Gambia
								
Ghana	Lesotho	Liberia	Kenya	Malawi	Mauritania	Mali	Mauritius	Mozambique
								
Namibia	Niger	Nigeria	Rwanda	São Tomé e Príncipe	Senegal	Seychelles	Sierra Leone	South Africa
								
Sudan	Tanzania	Nigeria	Rwanda	Togo	Tunisia	Uganda	Zambia	Zimbabwe

# 6 Revision of the APRM questionnaire

As part of the mandate of the APRM to promote and facilitate self-monitoring in Governance and Socio-Economic Development by participating States, the Mechanism must necessarily and periodically re-evaluate its tools and processes. In 2020 the APRM continental secretariat commenced the process of revising the APRM Questionnaire that is used during Country Review Missions, to ensure the inclusion of new and evolving topics in the thematic areas of Democracy and Political Governance (DPG), Economic Governance and Management (EGM), Corporate Governance (CG) as well as Broad-based Sustainable Socio-economic Development (SED).

In 2021, a fifth thematic area was introduced, State Resilience to Shocks and Disasters (SRSD). This thematic area is principally guided by international and regional frameworks such as the Sendai framework for Disaster Risk Reduction (HFA, 2005) which integrates the 2004 African Union Regional strategy for Disaster Risk Reduction (DRR) and Regional Economic Communities' (RECs) Policies and Plans of Action on DRR as well as international frameworks such as the Hyogo Framework for Action on Disaster Risk Reduction (HFA, 2005) and the International Health Regulations (WHO, IHR, 2005). The questionnaire section for SRSD provides a clear indication of the level of preparedness and capacity of Member States to bounce back after economic, health, climate-related and other shocks in member states. The revised questionnaire also includes extensions on element of gender and youth, as toolkits that are anchored within the five thematic areas of the APRM.



# 7 Completion of the integration of the APRM into the AU

The process of integration of the African Peer Review Mechanism into the African Union was initiated during the 11th Ordinary Session of the Assembly of the Union held in Sharm El-Sheikh, Egypt in June 2008 through Decision Assembly/AU/Dec.198(XI) in terms whereof the Assembly decided that APRM Structures, namely the APRM Forum, the APRM Panel and the APRM Secretariat should be part of the processes and structures of the African Union. This decision constituted the legal basis upon which the Commission and the APRM derived the authority and mandate to migrate APRM into the Union.

This decision was reinforced by the 23rd Ordinary Session of the Assembly held in Malabo, Equatorial Guinea in June 2014 wherein the Assembly requested the AUC and the APRM Secretariat to consult on the practical modalities involved in the integration of the APRM into the AU system, taking into account:

- It is a voluntary organization of AU Member States
- It exercises autonomy in its financial and budgetary processes
- Its legal personality, structure, administrative, human resources, and financial management shall be based on the standard procedures of the AU system.



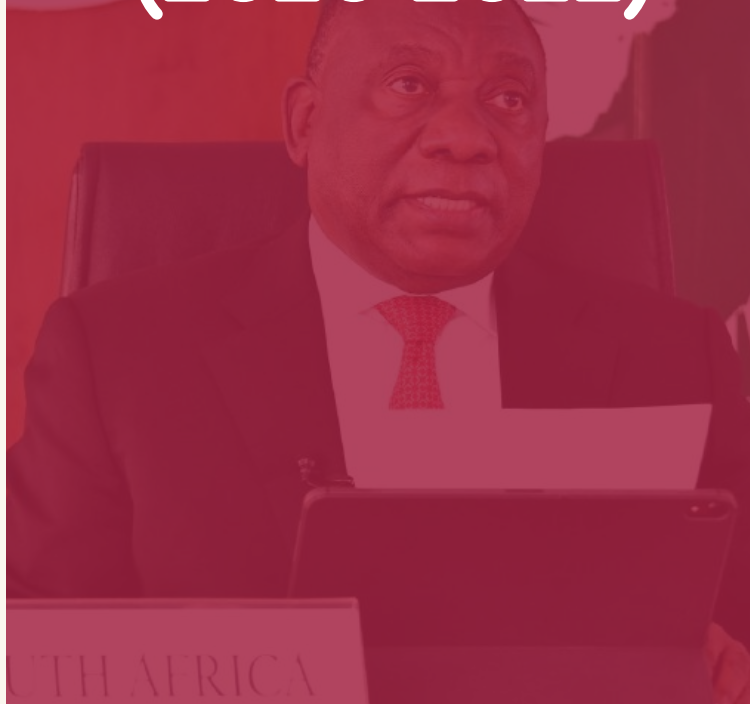
Implementation of the decision only commenced following the appointment of a full time Chief Executive Officer for the APRM at the APR Forum of Heads of State and Government held on 29 January 2016 which was dedicated to the Revitalisation of the APRM. Following the Summit, the CEO formulated a three-pronged revitalisation programme for restoration, reinvigoration, and renewal of the APRM, to address the priority areas, including integration of the APRM into the AU system. A Strategic Plan for 2016-2020 was developed on the basis of this 3R strategy. At the AU Assembly Extraordinary Session of November 2018, the Assembly decided “to integrate the APRM budget in the statutory Union budget funded by Member States”, under Ext/Assembly/AU/Dec.1(XI).

The modalities for budget integration were regulated through an Executive Council Decision in 2019, with implementation taking place from 2019-2022. Thus, successful integration largely took place during President Ramaphosa’s tenure as chair of the APR Forum.





# 8 Commendable Achievements (2020-2022)



As the Chairperson of the APR Forum from 2020 to 2022, H.E Cyril Ramaphosa underlined his commitment to the work of the Mechanism by stating on 13 February 2020 during South Africa’s State of the Nation address that “through the African Peer Review Mechanism, South Africa will work with other countries to advance good governance and democracy”. President Ramaphosa indeed championed a significant number of continental programmes and strategies that advanced the work of the APRM on the Continent during his two years as chair of the APR Forum. In addition to the many accomplishments in the country review and universal accession, and integration of the APRM into the AU highlighted earlier, Box 1 summarises some of the other achievements realised by the APRM between 2020-2022:

## Box 1: Summary of Major Achievements from 2020-2022

Addressing Governance & Covid-19	National Governance Reporting	Advisory Service to Member States on Sovereign Credit Ratings	APRM Tools
<p>In April 2020, the APRM revised its guidelines for the country reviews and targeted reviews programmes, following the COVID-19 pandemic. In June, the Mechanism launched a Preliminary Governance Assessment on AU Member State policy responses implemented to mitigate the COVID-19 Crisis.</p>	<p>In October 2020, the Republic of Kenya and the APRM National Governance Reporting team virtually launched the development phase of the pilot Kenya National Governance Report. In 2021, the APRM developed a user-friendly National Governance Reporting Framework that will guide Member States, allowing them to gauge their performance in key governance indicators. The APRM National Governing Councils (NGC) Committee also held a workshop where the Framework for developing National Governance Reports was presented, and where the APRM “Guidelines to establish national structures” were deliberated on, with the aim of better implementation of the APRM governance programmes at national level.</p>	<p>In 2020, the APRM completed the first African Sovereign Credit Ratings Report and in 2021, APRM published subsequent editions of this Report.</p>	<p>In 2020, the APRM completed 55 country profiles for the Governance Atlas, by utilising the APRM Electronic Questionnaire tool. Subsequently, an in-house subject experts’ team revised the APRM Base Questionnaire in 2020. Major revisions to the Questionnaire completed in 2020-2021 included adding a fifth Thematic Area, State Resilience. On 13 September 2021, the Fourth Annual Methodology Forum was held as a virtual meeting and focused on technical deliberations on the Action Plan for Deepening the Reviews Proposals. The results of the virtual meeting were a detailed Road Map for implementation of the Proposals.</p>

### Assisting Member States with Governance M&E

A virtual capacity building workshop training programme on integration of APRM National Programmes of Action (NPOAs) into national development plans was held with South Africa, Senegal, Mali, Burkina Faso, Benin, Niger, Mauritius, Nigeria, Djibouti, and Egypt in November 2020.

### Addressing Common Governance Challenges

The APRM hosted the 3rd Africa Governance Seminar Series event on 4th December 2020, which brings together academics and practitioners and key experts from all six (6) AU regions to discuss pertinent and emerging governance issues on the continent. The APRM also developed a National Plan of Action (NPOA) Training Toolkit and conducted a related training workshop on the integration of APRM National Programmes of Action into National Development Plans. In March 2021, the APRM conducted a virtual training workshop on the integration of the APRM National Programmes of Action into National Development Plans, which was attended by the following Member States: Benin, Burkina Faso, Republic of Congo, Djibouti, Egypt, Mali, Mauritius, Niger, Nigeria, Senegal, and South Africa.

### Deepening the APRM Process

At the APRM Forum held in March 2021, the APRM Heads of State and Government adopted the Deepening the Review proposals and called for the implementation of the recommendations pertaining to four areas (i) Rethinking the Idea and Original Vision of the APRM; (ii) Reviewing the APRM Institutional Framework both at the Continental and National Levels; (iii) Enhancing the APRM Process; and (iv) Enhancing APRM Tools.

### APRM as an early warning tool for conflict prevention within the Framework for APRM-Peace and Security Council Cooperation

In 2021, the APRM conducted consultation meetings with the AU Department on Political Affairs and Peace and Security on joint initiatives to be undertaken towards jointly developing a Framework on collaboration between the APR Panel of Eminent Persons and CEWS/APSA, including Femwise and the Pan African network of the Wise. In December 2021, the APRM hosted the inaugural retreat between the APRM and the PSC, which strengthened the links between the two AU bodies.

# 9

## Conclusion

This Legacy Report highlights the achievements and progress made by APRM from 2020 to 2022 under the Chairship of H.E President Ramaphosa. This includes the planning and operationalisation of South Africa's Chairship Goals early in 2020, and successfully implemented flagship programmes and projects including the APRM Report on the Response to COVID-19, the Africa Governance Report , the partnership between the APRM and Delaware State University's Centre for Global Africa, the record number of APRM

review missions held in 2021, despite the COVID-19 pandemic, implementation of South Africa's Second-Generation Country Review, progress towards Universal Accession to the APRM, the Revision of the APRM Questionnaire which now includes a fifth thematic area on State Resilience, Completion of the integration of the APRM into the AU as well as a summary of other commendable Achievements recorded from 2020-2022.

These achievements would not have been possible without the political will and keen interest that President Ramaphosa gave to the APRM, continentally, as well as implementation of the APRM within South Africa. In consequence, these achievements are a credit to South Africa and demonstrates President Ramaphosa's dedication and commitment to the APRM and the African Union.





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