United Nations
Economic Commission for Africa

Integrating Agenda 2063 and 2030 Agenda for Sustainable Development into national development plans

Emerging Issues for African Least Developed Countries

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Executive summary

Following the global adoption of the 2030 Agenda for Sustainable Development and Agenda 2063, African Governments, supported by partners, including the Economic Commission for Africa (ECA), have begun the process of designing and implementing national development planning frameworks that are aligned with both initiatives. In addition, 34 African countries are classified as least developed countries and/or landlocked countries, and are thus tasked with the implementation of the Istanbul Programme of Action for the Least Developed Countries for the Decade 2011-2020. These global and regional development agendas are timely, given the high levels of poverty and inequality, in particular in Africa, excluding North Africa. Notwithstanding declines in recent years in the proportion of people living in poverty, the absolute numbers are increasing owing to a combination of high population growth rates and relatively weak growth, which is not inclusive.

Given the capacity and resource constraints in Africa, the implementation of and progress in reporting on the many internationally agreed initiatives pose a challenge. Governments need to coordinate and work with stakeholders, namely, the private sector, labour unions, civil society and development partners, to implement the global and regional development agendas alongside the national development plans and visions. The present paper provides perspectives on how policymakers can implement the global, regional and national agendas in a coherent and coordinated manner. It is informed by ongoing discussions between ECA staff and national authorities responsible for development planning, as well as the ECA concept paper on the alignment of the 2030 Agenda and Agenda 2063 with national development plans.

A number of recommendations emerge, including the need to map out the relationships between the Istanbul Programme of Action, Agenda 2063 and the 2030 Agenda, and integrate them into national development plans for their coherent implementation and reporting on progress. Advocacy and awareness among all stakeholders will help to promote the cross-fertilization of ideas across the various internationally agreed initiatives.

Strengthening partner coordination and the national statistics offices is needed to generate reliable, timely and disaggregated data for accurate reporting on all the development initiatives. Appropriate and accessible toolkits are needed for the localization and integration of the development initiatives into national development plans. Lastly, to optimize resources and minimize policy trade-offs, it is important that policymaking and sequencing be based on evidence and an empirical identification of the ex ante impact of policy interventions. This will, however, require investment in statistical systems and tools for policy simulation and modelling.

I.   Background

1.   Introduction

Following the global adoption of the 2030 Agenda and Agenda 2063 in 2015, African Governments, supported by partners, including ECA, began the process of designing and implementing national development planning frameworks that are aligned with both initiatives. The new global and regional development agendas are timely. Notwithstanding some declines in recent years, poverty and inequality levels remain high in Africa, excluding North Africa. By 2013, poverty rates (using the standard measure of $1.90/day) in sub-Saharan Africa had declined by 15 per cent from its level of 56.9 per cent in 1990 to 41 per cent (World Bank, 2017). The fastest reductions occurred between 2002 and 2012. This progress notwithstanding, the prevalence of poverty remains highest in Africa and the number of people living in poverty is on the rise owing to a combination of high population growth rates and relatively weak growth.

The slow pace of poverty reduction, coupled with the lack of inclusiveness of the growth process, can be attributed to the limited structural change in Africa. Primary commodity dependence has rendered most economies vulnerable to external shocks, thus undermining the sustainability of its growth trajectory (Economic Commission for Africa et al., forthcoming). Income inequality, measured using the Gini coefficient, ranges from 31 per cent in the Niger and Sao Tomé and Principe to 63 per cent in South Africa, and of the 10 countries with the highest inequality globally, 7 are in Africa (Beegle et al., 2016). These averages mask the wide gaps in poverty and inequality, both within and between countries.

The sluggish global recovery and deceleration in economic growth in several African countries raise concerns about the capacity to finance development initiatives, in particular in the poorest countries. Following the global economic recovery from the downturn of 2008-2009, Africa's real gross domestic product (GDP) grew steadily, at close to 4 per cent during the period 2010-2015, well above most other regions (World Bank, 2017), and contributed to reducing poverty and to other socioeconomic improvements. In 2016, however, the growth rate tapered off to 1.7 per cent owing to adverse weather conditions and a downturn in crude oil and other commodity prices. Even though growth is projected to rebound to 3.2 per cent and 3.8 per cent in 2017

and 2018, respectively (Economic Commission for Africa, 2017), these figures are well below the levels required to transform the economies of most African countries.

Against this backdrop, African leaders adopted the continental (i.e., Agenda 2063) and global (i.e., 2030 Agenda) agendas for sustainable development in 2015. The Sustainable Development Goals, a component of the 2030 Agenda, are anchored by the key objective of achieving inclusive growth and development and promoting progress on the three dimensions of sustainable development: economic, social and environmental (United Nations, 2016). Agenda 2063 espouses structural transformation and people-centred development, underpinned by strengthened productive capacities, especially in agriculture, industry and science technology and innovation (African Union Commission, 2014).

Given their endorsement of both the continental and global initiatives, African Governments, unlike other regions, are tasked with a dual transition: from the Millennium Development Goals to the Sustainable Development Goals and from the New Partnership for Africa's Development to Agenda 2063 (Economic Commission for Africa et al., 2016). In addition, for the African countries that are classified as least developed countries and/or landlocked countries, the implementation of the 2030 Agenda and Agenda 2063 must occur in conjunction with the implementation of the Istanbul Programme of Action and the Vienna Declaration and Programme of Action. Meanwhile, small island African States have committed themselves to the implementation of the SIDS Accelerated Modalities of Action (SAMOA) Pathway, an initiative to address their unique needs. These are but only a few of the myriad of internationally agreed initiatives that countries have to implement.

2. Challenge of implementing multiple agendas

This paper provides perspectives on how policymakers can implement the various global, regional and national agendas in a coherent and coordinated manner. It is informed by ongoing discussions between ECA staff and national authorities responsible for development planning, as well as the ECA concept paper on the alignment of the 2030 Agenda and Agenda 2063 with national development plans (Economic Commission for Africa, 2016a; 2016b).

The paper is organized into six sections. Section one is the introduction and section two highlights the importance of advocacy on and awareness-raising of the various development initiatives and their interrelatedness. Section three focuses on the synergies among internationally agreed goals, leading to the observation that the task of integration is not as daunting as it first appears. Nevertheless, a careful mapping exercise is required to identify such synergies. Section four argues that integrating internationally agreed development initiatives into national development plans is vital for implementation. It also introduces the reader to tools that are currently available to facilitate coherent integration of the multiple development initiatives in national planning frameworks. In this context, it provides an overview of the ECA integrated planning and reporting tool for integrating the 2030 Agenda and Agenda 2063 into national development plans. The section also illustrates country experiences of integrating the two agendas into their national plans. Section five underscores the need for prioritizing policy interventions and section six concludes with policy recommendations.

II. Advocacy on and awareness-raising of Agenda 2063 and the 2030 Agenda for Sustainable Development

African Governments alone cannot be expected to implement the global and regional development agendas and their national development plans because they lack the human and financial resources to do so. The effective implementation of national and internationally agreed frameworks therefore requires the cooperation and buy-in of all stakeholders, including the private sector, labour unions, civil society and development partners. A necessary first step and condition for multi-stakeholder buy-in is the consultation with and awareness-raising of stakeholders of the underlying rationale and relevance of the global and regional development initiatives to national development and to their own interests.

Few would argue that the process leading up to the formulation and adoption of the 2030 Agenda was highly participatory and inclusive. Agenda 2063 was also preceded by extensive consultations. Nevertheless, advocacy and awareness-raising must be viewed as a continuous process that does not begin and end with the formulation of the development initiative but continues during the implementation and monitoring and evaluations phases of the initiative.

For the most part, consultations and awareness-raising initiatives tend to be vertical, that is, focused exclusively on specific development initiatives without interrogating the interlinkages across development initiatives. With the proliferation of continental and global initiatives, it is imperative that policymakers broaden the scope of their advocacy, dialogue and awareness-raising to promote the cross-fertilization of ideas and insights throughout the broad range of initiatives.

Furthermore, studies have demonstrated that platforms for dialogue tend to be more effective in promoting multi-stakeholder buy-in when they are institutionalized as opposed to ad hoc platforms (Economic Commission for Africa, 2017).

III. Mapping relationships and synergies across global and regional development frameworks

Implementing multiple internationally agreed development frameworks can be a daunting task, given the limited capacities of African countries. Nevertheless, upon close inspection, what may initially appear to be a myriad of seemingly unrelated development initiatives is not always the case. Mapping the relationships between the key internationally agreed development initiatives is critical to identifying the interlinkages across them. Such an exercise avoids a duplication of effort and ensures coherent implementation of the initiatives. Indeed, on the basis of a mapping exercise conducted by ECA, it was found that the 2030 Agenda shares several similarities with Agenda 2063 and the Istanbul Programme of Action. The task of coherent implementation of the three initiatives is therefore greatly reduced, even for the least developed countries. An overview of Agenda 2030, Agenda 2063 and the Istanbul Programme of Action in section 3.1 illustrates this point.

1.   Agenda 2063

Agenda 2063 encapsulates Africa's development and transformation priorities for the coming five decades. It is a long-term framework (50 years) of intent and a vision of an integrated, prosperous and peaceful Africa, driven by its own citizens and representing a dynamic force in the world. Central to Agenda 2063 is the sustainable transformation of the continent, dependent on primary commodities and basic production methods to industrialized and diversified economies, founded on good governance, with inclusive economic and political institutions.

Agenda 2063 comprises 7 overarching aspirations, 34 priority areas, 20 goals, 174 targets and 200 indicators. This is a slightly different organizational structure, compared with Agenda 2030, which is structured around Sustainable Development Goals, targets and indicators. Agenda 2063 is divided into five 10-year implementation periods. The first 10-year implementation plan covers the period 2013-2023.

2.   2030 Agenda for Sustainable Development

The 2030 Agenda is a plan of action for people, planet and prosperity that is anchored to the principle of sustainable development in its three dimensions. It also encompasses issues of governance and peace and security and is underpinned by measures to ensure effective means of implementation. One such

Table 3.1: Aspirations of Agenda 2063

	Agenda 2063
1	A prosperous Africa based on inclusive growth and sustainable development
2	An integrated continent, politically united, based on the ideals of pan-Africanism and the vision of Africa's Renaissance
3	An Africa of good governance, respect for human rights, justice and the rule of law
4	A peaceful and secure Africa
5	An Africa with a strong cultural identity, common heritage, values and ethics
6	An Africa whose development is people-driven, relying on the potential of African people, especially its women and young people, and caring for children
7	Africa as a strong, united, resilient and influential global player and partner

Source: African Union Commission (2014).

measure is the Addis Ababa Action Agenda of the Third International Conference on Financing for Development, which encapsulates commitments made by the international community to support implementation of the 2030 Agenda.

From Africa's perspective, the Common African Position on the post-2015 Development Agenda is the bridge that links 2030 Agenda with Agenda 2063. The Position was the product of extensive multi-stakeholder consultations organized in all African subregions, culminating in its adoption by African heads of State in February 2014. It represents Africa's priorities for the post-2015 development agenda and constituted the continent's negotiating position during the intergovernmental negotiations on that agenda. Consequently, several of the priorities articulated in the Position found expression in the 2030 Agenda. It is therefore not surprising that both Agendas overlap at the level of goals, targets and indicators.

3.   Comparison of the two Agendas

A comparison of the two Agendas illustrates substantial convergence at the level of goals, targets and indicators (see table 3.2). The comparison takes into account the degree of similarity between the two Agendas by indicating whether the goals, targets and indicators are strongly or weakly matched. The strength of the match depends on the level of disaggregation and on whether the relevant goals, targets or indicators have the same focus. Overall, assessment reveals that convergence is strongest at the level of goals and weakest at the level of indicators: 67 per cent of the Sustainable Development Goal indicators overlap either strongly or weakly with those of Agenda 2063, as opposed to 69 per cent and 100 per cent at the target and goal levels, respectively.

On the basis of table 3.3, it can be noted that convergence between the two Agendas is particularly strong for Sustainable Development Goal 2 (Ending hunger, achieve food security and improved nutrition and promote sustainable agriculture), Goal 5 (Achieve

Table 3.2: Comparison of the 2030 Agenda and Agenda 2063

Sustainable Development Goals	Strongly matched	Weakly matched	Total	No association
Number of Goals	11	6	17	0
Percentage of Goals	64.7	35.29	100	0
Number of targets	62	56	118	51
Percentage of targets	36.7	33.13	69.8	30.2
Number of indicators	96	66	162	79
Percentage of indicators	39.8	27.4	67.21	32.8

Source: Authors' calculations based on African Union Commission (2014); United Nations (2016).

gender equality and empower all women and girls), Goal 7 (Ensure access to affordable, reliable, sustainable and modern energy for all) and Goal 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build).

On the other hand, convergence is relatively weaker with regard to Sustainable Development Goal 10 (Reduce inequality among and within countries), Goal 13 (Take urgent action to combat climate change and its impacts), Goal 14 (Conserve and sustainably use the oceans, seas and marine resources for sustainable development) and Goal 15 (Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss) (see table 3.4).

Table 3.3: Sustainable Development Goals that strongly converge with goals contained in Agenda 2063

Sustainable Development Goal	Matching targets of the Goal (per cent)	Goal description
2: Zero hunger	100	End hunger, achieve food security and improved nutrition and promote sustainable agriculture
5: Gender equality	100	Achieve gender equality and empower all women and girls
7: Affordable and clean energy	100	Ensure access to affordable, reliable, sustainable and modern energy for all
16: Peace, justice and strong institutions	90	Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

Source: African Union Commission (2014); United Nations (2016).

Table 3.4: Sustainable Development Goals that converge weakly with the goals contained in Agenda 2063

Sustainable Development Goal	Matching targets of the Goal (per cent)	Goal description
10: Reduced inequalities	43	Reduce inequality among and within countries
13: Climate action	33	Take urgent action to combat climate change and its impacts
14: Life below water	29	Conserve and sustainably use the oceans, seas and marine resources for sustainable development
15: Life on land	30	Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss

Source: African Union Commission (2014); United Nations (2016).

4.   Links to the Istanbul Programme of Action for the Least Developed Countries for the Decade 2011-2020

The majority of African countries (34 of 54) are categorized as least developed countries. In addition to Agenda 2063 and the 2030 Agenda, most countries are also implementing the Istanbul Programme of Action, which creates additional implementation and reporting responsibilities for the continent.

The Istanbul Programme of Action was adopted during the fourth United Nations Conference on Least Developed Countries, held in Istanbul, Turkey, in May 2011. The initiative is guided by the overarching goal of addressing the structural challenges faced by least developed countries to eradicate poverty, facilitate the achievement of other internationally agreed development goals, such as the Sustainable Development Goals, and expedite graduation from least developed country status. Indeed, a unique feature of the Programme of Action is the explicit objective of ensuring that at least 50 per cent of least developed countries meet the criteria for graduation by 2020.

The Istanbul Programme of Action is anchored by eight priority areas (see table 3.5) for action by least developed countries and development partners. The goals of the Programme of Action are subsumed in the priority areas, while the targets and indicators are reflected in the categories of action by least developed countries and by developed partners. In some cases, the actions are expected to be undertaken jointly.

Coherent implementation of the Istanbul Programme of Action, Agenda 2063 and the 2030 Agenda in the context of national development priorities undoubtedly requires an understanding of the relationship between the Programme of Action on the one hand and the 2030 Agenda and Agenda 2063 on the other. ECA analysis of the interrelationships among the three initiatives suggests substantial areas of convergence across all eight priority areas of the Programme of Action.

Nevertheless, there are areas of weak convergence. For example, four of the following Agenda 2063 goals are not reflected in the Istanbul Programme of Action: goal 9 (Key continental financial and monetary institutions established and functional), goal 13 (A peaceful and secure Africa), goal 14 (A stable and peaceful Africa) and goal 15 (A fully functional and operational African peace and security architecture). In addition, Sustainable Development Goal 14 is not closely matched with any of the eight priority areas of the Programme of Action.

In effect, there are substantial synergies and overlaps among the 2030 Agenda, Agenda 2063 and the Istanbul Programme of Action. There are at least two kinds of synergies: those between the different development agendas (i.e., horizontal synergies) and those within specific development agendas (i.e., vertical synergies) (see table 3.5).

Policymakers who identify and leverage horizontal and vertical synergies can simultaneously implement and track such multiple but interrelated international agendas, thereby optimizing resource use. For example, given the horizontal synergies between the Istanbul Programme of Action priority area on governance (H) with goal 11 (Democratic values, practices, universal principles of human rights, justice and the rule of law entrenched) and 12 (Capable institutions and transformed leadership in place at all levels) of Agenda 2063 and Sustainable Development Goal 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels), a country can make progress on the three international commitments without having to address each commitment separately (see table 3.5).

Similarly, vertical synergies derive from cross-sectoral interlinkages and multiplier effects. For example, improving access to energy and infrastructure (Sustainable Development Goal 7 and priority A of the Istanbul Programme of Action) improves agricultural productivity and food security (Priority B of the Programme of Action), reduces poverty and facilitates economic diversification (Priority D of the Programme of Action).

Table 3.5: Mapping the Istanbul Programme of Action to the 2030 Agenda and Agenda 2063

	Agenda 2063	2030 Agenda for Sustainable Development	Areas of convergence
A. Productive capacity	Goals 1, 4, 6, 7 and 10	Sustainable Development Goals 2, 7, 8, 9 and 17	Productive employment, ICT development, sustainable energy, industrialization
B. Agriculture, food security and rural development	Goals 1, 4, 5 and 7	Sustainable Development Goals 1,2, 6, 9 and 12	Eradicating poverty and hunger, infrastructure development
C. Trade	Goals 4, 5, 8 and 19	Sustainable Development Goals 2 and 17	Improving export competitiveness
D. Commodities	Goals 4 and 8	Sustainable Development Goals 2, 8 and 9	Economic diversification
E. Human and social development			
E1. Education and training	Goals 1, 2 and 17	Sustainable Development Goals 4, 5 and 8	Equitable education
E2. Population and primary health	Goal 3	Sustainable Development Goals 2, 3 and 5	Health services
E3. Development of young people	Goals 5 and 18	Sustainable Development Goals 4, 8 and 10	Employment of young people, training
E4. Shelter and water sanitation	Goal 1	Sustainable Development Goal 11	Liveable habitats
E5. Gender equality and empowerment of women	Goal 17	Sustainable Development Goal 5	Gender equality
E6. Social protection	Goal 1	Sustainable Development Goals 1, 5, 8 and 10	Social protection
F. Multiple crises and other emerging challenges	Goals 5 and 7	Sustainable Development Goals 1, 2, 13 and 15	Climate change adaptation, disaster risk reduction, biodiversity conservation
G. Mobilizing financial resources for development and capacity-building	Goals 12, 16 and 20	Sustainable Development Goals 10, 16 and 17	Resource mobilization and financing for development, reducing corruption
H. Good governance at all levels	Goals 11 and 12	Sustainable Development Goal 16	Governance

The leftmost vertical label reads: Eight priority areas of the Istanbul Programme of Action

Source: African Union Commission (2014); United Nations (2011); United Nations (2016).

IV. Integrating sustainable development into national development frameworks

National planning frameworks constitute the basis for the implementation of internationally agreed commitments. Identifying horizontal and vertical synergies is a prerequisite for ensuring coherence in the integration of multiple development agendas into national planning frameworks. Specifically, by facilitating an understanding the interlinkages among the various internationally agreed initiatives, it avoids duplication in the integration process. Overlapping goals, targets and indicators are treated as single issues and not duplicated within the national plan. As discussed above, undertaking a mapping exercise is an effective tool to identify horizontal and vertical interlinkages or synergies among multiple development agendas. (Economic Commission for Africa et al., 2016).

The integration process is most effective when the national development plan is anchored by a long-term vision and supported by an integrated monitoring and evaluation system. The vision needs to be underpinned by strong leadership and institutions that are capable and responsive to the needs of the citizenry. As of 2016, at least 34 African countries had a long-term development plan, and all but 4 had a medium-term

development plan (Economic Commission for Africa, 2016a). The coverage and level of integration of Agenda 2063 and the 2030 Agenda into national development plans varies by country and depends in part on the availability of capacities to undertake the integration process.

Countries whose planning cycles coincided with the Sustainable Development Goals were in a good position to mainstream the 2030 Agenda and Agenda 2063 into their national and sectoral plans. Nevertheless, countries in the middle of their planning cycles can also retroactively incorporate the two Agendas into their planning frameworks as part of their plan review process.

1. Toolkits for integrating the 2030 Agenda into national development plans

Following the adoption of the 2030 Agenda in 2015, a number of toolkits have been developed to support its localization and integration into national development plans. Notable among the toolkits to support such integration are the mainstreaming,

acceleration and policy support strategy, the rapid integrated assessment tool and the policy coherence for sustainable development toolkit.

Mainstreaming, acceleration and policy support strategy

The mainstreaming, acceleration and policy support strategy is an integrated framework developed by the United Nations Development Group to support implementation of the 2030 Agenda. It provides a common approach to upstream engagement regarding the 2030 Agenda, with the purpose of supporting countries to mainstream the 2030 Agenda into their development plans and raise awareness of and mobilize resources for the mainstreamed priorities. The strategy is also used to strengthen analytical work to inform policy on the drivers and bottlenecks regarding sustainable development and to coordinate development cooperation towards appropriate policies and strategies (Development Operations Coordination Office, 2016).

In practice, the application of the mainstreaming, acceleration and policy support strategy is based on three broad elements to help countries to develop and prioritize catalytic programmes regarding the 2030 Agenda:

(a) Mainstreaming (the extent of the integration of the 2030 Agenda at the national and local levels and aligning United Nations programming approaches);

(b) Acceleration (focus on priority areas through integrated approaches that consider synergies and trade-offs, assess bottlenecks, financing and partnerships, and measurement);

(c) Policy support (relevant support in a coherent, cost-effective and timely manner), (United Nations Development Programme, undated).

Rapid integrated assessment tool

The rapid integration assessment tool was developed by the United Nations Development Programme and is used to undertake a post facto assessment of the extent of mainstreaming the 2030 Agenda into national development frameworks. It is used to undertake quick assessments of the alignment of national development plans, relevant sector plans and strategies with the 2030 Agenda targets within the context of the mainstreaming, acceleration and policy support strategy. In practice, a review of the national development plan priorities and sectoral policies/strategies is undertaken and summary findings plotted on a two-dimension matrix with national priorities on the vertical scale and the Sustainable Development Goals and targets on the horizontal scale (Casazza, undated). The rapid integration assessment tool helps to identify the Goals and targets that are fully or partially addressed in the national development plan and the duplications and gaps in targets captured in multiple sectors or not included at all. It supports policymakers in identifying interlinkages among the targets and defining areas for potential multisectoral coordination. Nevertheless, the rapid integration assessment tool does not provide information on the quality of mainstreaming across the 2030 Agenda dimensions and targets, nor does it facilitate integration with Agenda 2063.

Policy coherence for sustainable development)

The policy coherence for sustainable development tool was developed by the Organization for Economic Cooperation and Development to integrate the

economic, social, environmental and governance dimensions of sustainable development into all stages of national and international policy making. The tool responds to Sustainable Development Goal 17 (Strengthen the means of implementation and revitalize the global partnership for sustainable development) and target 17.14 (Enhance policy coherence for sustainable development). Its aim is to establish specific, measurable, achievable, results-focused and time-bound criteria for Goal 17 as a cross-cutting means of implementation and to ensure that achievements in one Goal create synergies for achieving the others. The tool is aimed at increasing government capacity to foster synergies throughout economic, social and environmental policy areas, identify trade-offs and reconcile national policy objectives with internationally agreed objectives and address the spillover of national policies (Organization for Economic Cooperation and Development, 2015). It underscores the elements for coherent achievement of the Goals, including strong political commitment and leadership, an integrated approach to implementation, awareness of the intergenerational timeframe of the Goals, strong policy and institutional coordination, continuous assessment of potential policy effects, stakeholder participation, local and regional involvement and regular monitoring and evaluation (Organization for Economic Cooperation and Development, 2017). Sustained efforts to develop partnerships that support policy coherence, implementation and reporting is important towards achieving sustainable development, given that lessons from the Millennium Development Goal era underscore that this goal was not achieved (Economic Commission for Africa et al., 2016). As the name suggests, the focus and strength of this toolkit is on policy coherence and not integration. Furthermore, as with the rapid integration assessment, the focus is primarily on the Goals.

Beyond integration, implementation and progress monitoring, toolkits that promote specific elements, such as advocacy for increased awareness of the Sustainable Development Goals or the green economy, are also available, including the following:

(a) The advocacy toolkit for Goal 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels) developed by the Transparency, Accountability and Participation Network[1] is aimed at supporting civil society participation in the design, implementation and monitoring of the 2030 Agenda to ensure that sustainable development is anchored by the principles of openness, inclusiveness, accountability, effective governance and peaceful societies. (Transparency, Accountability and Participation Network, undated);

(b) The integrated green economy implementation programme, spearheaded by United Nations Environment Programme, is designed to help to assess the extent to which growth in income and employment are driven by investment that reduces carbon emissions and pollution, enhances efficiency in the use of energy and other resources and prevents the loss of biodiversity and ecosystems. The programme was developed as a follow-up to the green economy initiative of 2008 to provide analysis and policy support for investment in green sectors (Allen and Clouth, 2012).

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[1] It is a network of civil society organizations that works to ensure that civil society is recognized and mobilized as indispensable partners in the design, implementation of and accountability for sustainable development policies, at all levels.

Most of these toolkits and platforms are largely context-specific and are unable to report on progress in implementation. Hardly any of these toolkits support the simultaneous harmonization and alignment of the 2030 Agenda and Agenda 2063. In discussions with some of the national agencies responsible for development planning, it is clear that a tool that helps to align the two Agendas and track progress in implementation is needed.

## 2.	ECA integrated planning and reporting tool

To this end, ECA is at the forefront of developing an integrated toolkit, namely, the integrated planning and reporting toolkit, to harmonize the incorporation of the 2030 Agenda and Agenda 2063 into national planning frameworks and to reduce the transaction costs of reporting on both Agendas. The tool supports the integration of multiple development frameworks into nation planning frameworks and facilitates tracking and reporting on national and internationally agreed development agendas.

The integrated planning and reporting tool has six key attributes that are major improvements over other existing toolkits (see table 3.1 for summary):

(a)	Comprehensive: the tool has the ability to capture all dimensions of the 2030 Agenda and Agenda 2063. It can therefore be used to assess not only the extent of mainstreaming across the multiple dimensions of sustainable development, but also the quality of mainstreaming at different levels (i.e., goal, target and indicator);

(b)	Specificity: the tool can be used to assess the extent of the mainstreaming of the 2030 Agenda at various levels, including the subnational, national and regional levels;

(c)	Flexibility: the tool can include other agendas, such as Agenda 2063, and specific dimensions;

(d)	Forward orientation: the tool helps to identify gaps in the mainstreaming efforts at various levels and is therefore suitable for designing capacity support programmes at the subnational, national and regional levels;

(e)	Electronic: the tool is a web-based application and capable of functioning both online and offline;

(f)	Progress tracking: the tool tracks progress of Agenda 2063 and the 2030 Agenda, allows for the entry of national data for relevant indicators and can support progress reporting and comparisons between countries.

In addition to evaluating alignment at the goal, target and indicator levels, the integrated planning and reporting tool also assesses the quality of mainstreaming by identifying the extent to which integration is balanced across the economic, social and environmental dimensions. Users are also requested to evaluate the extent to which national goals, targets and indicators are either fully or partially matched to the continental and global initiatives (Federe, 2016a).

The integrated planning and reporting tool has been tested using data from the results framework of Ethiopia's second growth and transformation plan for the period 2015-2019.

Table 4.1: Comparison of the integrated planning and reporting tool with other tools

Other mainstreaming toolkits	Integrated planning and reporting tool
Other toolkits enable only a general assessment at the national level	Modulated to assess the degree of mainstreaming at subnational, national, regional and sectoral levels
Other toolkits lack filtering criteria to differentiate degrees/levels of mainstreaming	Filtering criteria enable differentiation
Other toolkits focus on uni-level mainstreaming	Tracks mainstreaming at goal, target and indicator levels
Other toolkits are for mainstreaming the 2030 Agenda only	Appraises mainstreaming of both Agenda 2063 and the 2030 Agenda with equal rigour
Not suitable for identifying the distribution of integration among the three dimensions of sustainable development	Assesses degree of integration among the three dimensions of sustainable development
No scoring of integration: total and individual dimensions of sustainable development	Scores for total and individual dimensions of sustainable development available
No ranking of countries by integration score	Ranks countries to enable targeted intervention in support of planning

Source: Authors' own summary based on existing toolkits and the integrated planning and reporting tool.

3. Country experiences in mainstreaming Agenda 2063 and the 2030 Agenda into national planning frameworks

3.1 Second growth and transformation plan (2015-2019) of Ethiopia

The main objective of second growth and transformation plan (2015-2019) of Ethiopia is to achieve the national vision of becoming a lower middle-income country by 2025. The plan is aimed at, among others, maintaining real GDP growth at 11 per cent in a stable macroeconomic environment; developing domestic engineering fabrication capacity; improving productivity, quality and competitiveness of the domestic productive sectors; and strengthening and developing existing infrastructure for social

mobilization. The plan has a focus on assuring good governance, improving the lives of the people and strengthening the economy through human resources development, the management of rapid urbanization, promoting equitable and sustained economic growth, improving the quality of and access to infrastructure and enhancing democratic and developmental governance. The plan's priorities are the empowerment of women and young people, manufacturing, the green economy and climate change, as well as achieving the Sustainable Development Goals for sustainable structural transformation in Ethiopia.

ECA used the integrated planning and reporting tool to identify the extent to which the Sustainable Development Goals at the three levels (Goals, targets

and indicators) are mainstreamed into the second growth and transformation plan (2015-2019) of Ethiopia. According to Federe (2016b), the findings show a strong alignment of Ethiopia's five-year development plan with the Goals: all the Goals are included in the plan, except for Goal 14 (Life below water), which is less relevant for the landlocked country. At the target level, 39.1 per cent of the targets of the Goals are fully reflected in the plan and 43.2 per cent are reflected in part. Only 17.8 per cent of targets of the Goals do not have corresponding targets in the plan.

Regarding the quality of integration, at least 41 per cent of the second growth and transformation plan (2015-2019) of Ethiopia targets either strongly or weakly match the targets of the Sustainable Development Goals. At least 7.6 per cent of targets have proxies in the plan and 11.7 per cent of the targets are not a priority for Ethiopia and therefore do not have corresponding targets. Some 31.6 per cent of the targets of the Goals are highlighted in the plan but are not included in the policy matrix.

3.2 Mainstreaming Agenda 2063 and the 2030 Agenda into Rwanda's second economic development and poverty reduction strategy

The Government of Rwanda, supported by its partners, conducted an assessment of the alignment of the indicators of the Sustainable Development Goals with those of the second economic development and poverty reduction strategy. The findings show that, of the 160 indicators of the Goals agreed upon, 38 (23.75 per cent) are fully reflected in the strategy and 51 (31.87 per cent) are reflected in part. However, 71 indicators (44.4 per cent) are not reflected. Of the 71 that are not reflected, 20 (28.16 per cent) are not applicable to Rwanda and therefore will only be globally monitored. In addition, five indicators relating to ethnicity are not relevant to Rwanda. The results of the initial gap analysis set the stage for sectors to integrate the indicators into their strategic plans.

In the context of the ongoing preparations for Vision 2050 and the third economic development and poverty reduction strategy, the Government of Rwanda has requested that the United Nations support the mainstreaming of the 2030 Agenda and Agenda 2063 into the national and sectoral development plans and inform policy choices and actions going forward.

V. Prioritizing policy interventions

Coherent integration of the internationally agreed development initiatives in national planning frameworks is a necessary but insufficient condition for policy sequencing and prioritization, both of which are vital for policy impact. Given limited human and financial resources, policymakers need to know ex ante the likely impact of their policy interventions on various segments of society. While it is true that the medium-term plans identify key priority interventions during a period of, for example, three to five years, it is neither feasible nor financially optimal for a country to undertake all the priority interventions simultaneously. Appropriate policy sequencing can leverage intersectoral and intrasectoral linkages and optimize resources.

Indeed, interventions such as improvements in access to water and sanitation can have multiplier or unintended consequences for other policy objectives, including improvements in health, gender empowerment and poverty reduction. The scale of investment in school feeding programmes, for example, may be reduced if employment opportunities are increased, for example, through critical investment in energy, a key constraint to the viability of most business enterprises.
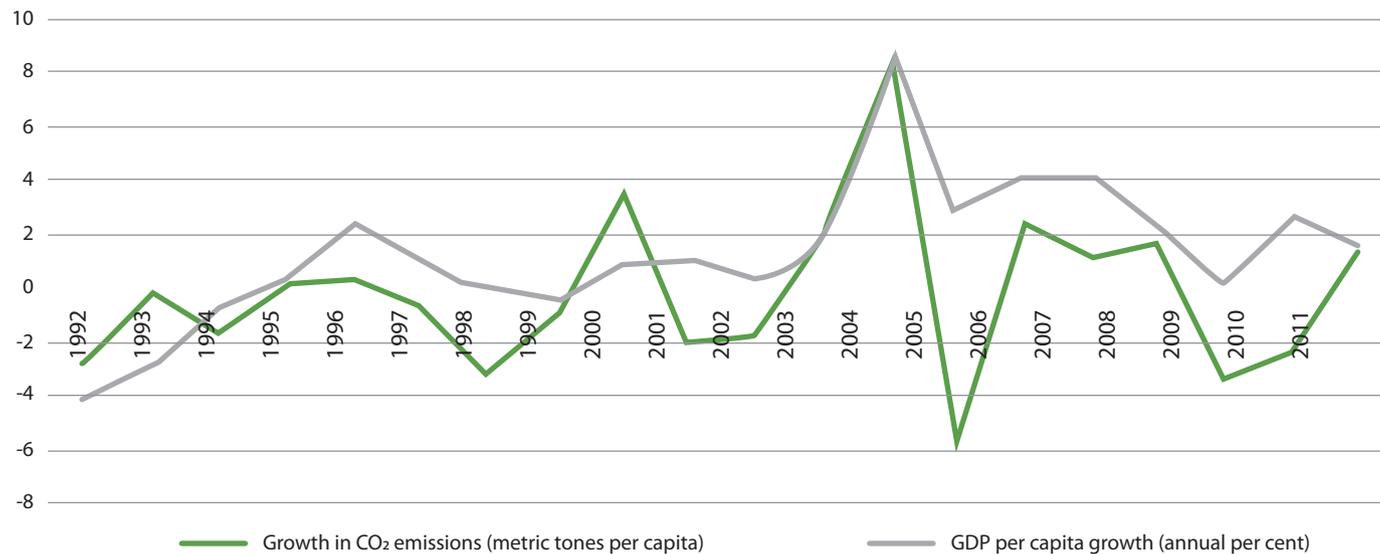
It is therefore critical for policymakers to identify the binding constraints to development and to prioritize and sequence policy interventions to unlock such binding constraints.

The use of policy modelling tools can assist countries in examining the likely impact of their policies on desired developmental outcomes. This promotes more effective use of limited resources and helps countries to identify policy trade-offs and synergies in the three dimensions of sustainable development. For example, policymakers would be interested in understanding the likely impact of interventions aimed at reducing environmental degradation on growth and or social inclusion.

Figure 5.1 illustrates that, both globally and for Africa, current patterns of growth are associated closely with increased greenhouse gas emissions, suggesting a trade-off between growth and environmental degradation.
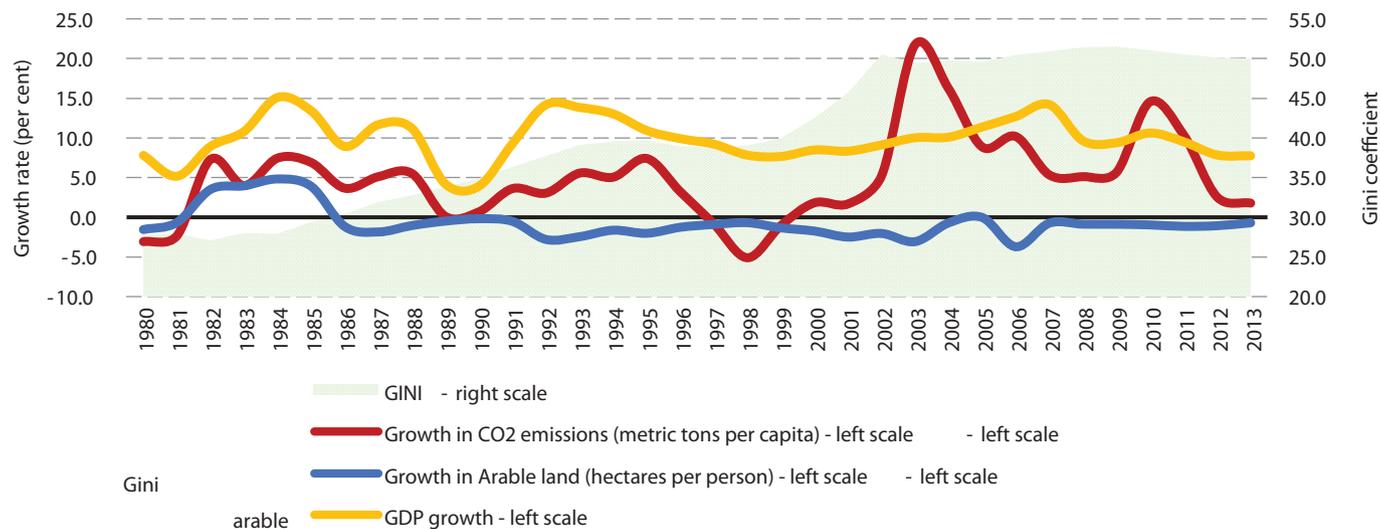
Furthermore, figure 5.2 reveals that the impressive economic performance of some of the so-called Asian tigers has come at the expense of increased inequality

Figure 5.1: Carbon dioxide emissions and per capita GDP growth trends in sub-Saharan Africa

Growth in CO₂ emissions (metric tones per capita)　　GDP per capita growth (annual per cent)

Source: World Bank (2017).

Figure 5.2: Growth, inequality and the environment in China

GINI - right scale

Growth in CO2 emissions (metric tons per capita) - left scale　　- left scale

Growth in Arable land (hectares per person) - left scale　　- left scale

GDP growth - left scale

Source: Author's calculations based on data from World Bank (2017).

and/or environmental degradation. In China, for example, steep reductions in poverty have been associated with increased inequality and dramatic increases in carbon dioxide emissions. In effect, policy trade-offs are a reality. If countries are to minimize such trade-offs, they will need the requisite policy-modelling tools to anticipate and address them.

The good news is that a number of tools currently exist on the market, although their effectiveness hinges on the availability of data to run the models. Unfortunately, the data gaps for the majority of the indicators contained in the 2030 Agenda and Agenda 2063 are large. Table 5.1 presents a summary of the data availability and gaps for reporting on the Sustainable Development Goals among African countries. Overall, only 37.8 per cent of the indicators of the Goals have readily available data to facilitate full reporting, and coverage is uneven throughout the Goals.

Some of the Sustainable Development Goals have data for more than half the indicators, such as Goal 3 (Good health and well-being) (69.2 percent), Goal 7 (Affordable and clean energy) (66.7 per cent), Goal 9 (Infrastructure, innovation and infrastructure) (66.7 per cent), Goal 8 (Decent work and economic growth) (58.8 per cent), Goal 2 (Zero hunger) (57.1 per cent) and Goal 4 (Quality education) (54.5 per cent). On the other hand, there are no data for all the indicators under Goal 13 (Climate action). Some of the reasons for these data deficits include limited technical capacity for data gathering and analysis, weak national statistical systems and the limited prioritization of and financing for statistics (Economic Commission for Africa et al., forthcoming). Measures to support systems and capacity development for data gathering and analysis are therefore urgently required.

Table 5.1: Data availability for the Sustainable Development Goals among African countries

Sustainable Development Goal	Data availability by indicator type			Total number of Indicatorsa	Indicators with data (per cent)
	Sustainable development	Additional	Total		
1	3	3	6	12	25.0
2	8	4	12	14	57.1
3	18	7	25	26	69.2
4	6	3	9	11	54.5
5	3	1	5	14	21.4
6	2	4	6	11	18.2
7	4	0	4	6	66.7
8	10	1	11	17	58.8
9	8	1	9	12	66.7

Sustainable Development Goal	Data availability by indicator type			Total number of Indicatorsa	Indicators with data (per cent)
	Sustainable development	Additional	Total		
10	5	0	5	11	45.5
11	1	1	2	15	6.7
12	2	1	3	14	14.3
13	0	0	0	9	0.0
14	1	0	1	7	14.3
15	6	0	6	14	42.9
16	6	5	11	23	26.1
17	8	3	11	25	32.0
Total	91	33	124	241	37.8

Source: Economic Commission for Africa et al. (forthcoming).

a Eleven indicators are repeated.

The United Nations initiative on global geospatial information management is working closely with the statistical community at the national, regional and global levels to develop the global indicator framework with the Inter-Agency Expert Group on Sustainable Development Goal Indicators. Bearing in mind that the accessibility of fundamental geospatial data is a prerequisite for calculating the indicators, there is need to build consensus on the importance of integrating national spatial data infrastructures into national development plans. Failure to address Africa's data gaps will undermine the effectiveness of policymakers to prioritize policy interventions, maximize synergies and minimize trade-offs.

VI. Conclusion and recommendations

1. Conclusion

Given the capacity and resource constraints on the continent, implementation and progress reporting on the many internationally agreed initiatives poses a challenge for Africa. The authors of this paper argue that ensuring coherent and cost-effective implementation of internationally agreed development frameworks requires awareness-raising of the horizontal and vertical interlinkages within and across the relevant frameworks.

A number of measures can be employed to identify horizontal and vertical synergies and integrate such frameworks into national plans. They include mapping interrelationships across the various international agendas to identify areas of convergence and divergence at the goal, target and indicator levels; using integration tools to integrate multiple agendas into national plans; and the use of policy simulation models to estimate the intersectoral impact of policies. Information gleaned from the latter exercise guides policy sequencing and prioritization. Policy interventions that have the greatest positive intersectoral multiplier effects can be prioritized.

The authors identify a number of specific toolkits and frameworks that can facilitate the integration and reporting process. In this context, they highlight the ECA integrated planning and reporting tool, which is an electronic platform with the flexibility to support integration of both Agenda 2063 and the 2030 Agenda.

Based on the case studies, it is clear that the process of incorporating, implementing and tracking progress on the 2030 Agenda and Agenda 2063 is a daunting task. It requires strengthened capacities for planning, implementation, monitoring and reporting to ensure the integration of multiple agendas into national and subnational development frameworks alongside tracking the progress on both Agendas. Both frameworks have two different monitoring and reporting arrangements, and harmonizing them should therefore be the first task.

Governments alone cannot implement the global and regional development agendas, let alone the national development plans, because they lack the human and financial resources to do so. Effective implementation of national and internationally agreed frameworks requires the cooperation and buy-in of all stakeholders,

including the private sector, labour unions, civil society and development partners. Coordination of and support for coherent strategies and tools to implement these initiatives, within the framework of national visions and priorities, is therefore required.

2.   Recommendations

A number of recommendations emerge from the discussion above and take into account action by all stakeholders, including national Governments, civil society, the private sector and development partners.

1. *Leverage synergies among multiple development initiatives by mapping the relationships between multiple development initiatives:* Coherent implementation of the Istanbul Programme of Action, Agenda 2063 and the 2030 Agenda in the context of national development priorities requires a good understanding of the relationships among them. Mapping such relationships is critical to identifying their interlinkages and synergies. This will help to avoid duplication of effort, ensure coherent implementation and reduce transactions costs, especially with regard to reporting. A mapping exercise conducted by ECA showed that the 2030 Agenda shares several similarities with Agenda 2063 and the Istanbul Programme of Action. The task of coherent implementation of the three initiatives is therefore greatly reduced, even for least developed countries.

2. *Institutionalize platforms for in advocacy and awareness to promote buy-in of all stakeholders:* Policymakers need to broaden the scope of advocacy and awareness-raising of the key development frameworks to promote the cross-fertilization of ideas within and across such frameworks. Platforms for dialogue are more effective in promoting multi-stakeholder buy-in when they are institutionalized. To ensure buy-in and support, all stakeholders need to understand the critical importance of the integrated and balanced approach to sustainable development and socioeconomic and environmental transformation underscored by the 2030 Agenda and Agenda 2063. The role of all stakeholders in supporting implementation of both Agendas cannot be overemphasized. To this end, translation of the key initiatives into the main national and local languages will help to ensure that they are available and broadly understood.

3. *Integrate the different agendas into national development plans:* Following the mapping exercise, it is important to support countries in integrating the agendas into their national planning frameworks. Understanding the interlinkages among these initiatives will ensure coherent integration and avoid duplication of effort. The integration process is most effective when national development plans are anchored by long-term visions and supported by integrated monitoring and evaluation systems. These efforts must be underpinned by strong leadership and institutions that are capable and responsive to the needs of the citizen.

4. *Invest in and strengthen capacities for the use of appropriate planning tools:* There are a number of widely available tools that can assist Governments in all aspects of development planning. Evaluating the relevance of such tools to national circumstances and strengthening capacities for their use can significantly improve the quality of

planning outcomes. The ECA integrated planning and reporting tool is a practical and cost-effective mechanism for the localization and integration of multiple development frameworks into national development plans. It also facilitates the tracking of performance on global and regional development initiatives.

5. ***Strengthen capacities for policy simulation to identify inter-sectoral synergies and trade-offs and shape policy prioritization and sequencing:*** It is important for policymakers to identify the binding constraints to development so that they can prioritize and sequence policy interventions to unlock such constraints. Policy-modelling tools can support countries in policy sequencing and prioritization by identifying interventions with the greatest intersectoral linkages and impacts. For example, improvements in access to water and sanitation can have multiplier effects on other policy objectives, such as improvements in health, gender empowerment and poverty reduction.

6. ***Strengthen national statistics offices and plans:*** Strong national statistical systems and plans provide a good foundation for timely and well disaggregated data in support of policy simulation and accurate and timely reporting on all development initiatives. With the broader reporting requirements occasioned by the global and regional development frameworks, it is critical to have strong national statistical systems capable of generating timely and reliable data. Inclusive data ecosystems involving Governments, the private sector, academia, civil society, local communities and development partners are critical to ensuring that information required for development decision-making is made available in a coordinated way. Existing national strategies for the development of statistics should be reviewed to make them more inclusive of all data communities.

7. ***Partnership and coordination:*** Governments cannot implement and report on the multiple global and regional development agendas and national development priorities without stakeholder support, including development partners. Furthermore, coordination is imperative. Development partners need to harmonize their support for the incorporation of and reporting on the 2030 Agenda in order to reduce transactions costs and improve the effectiveness of available resources.

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