

Best Practices in Operationalising the Demographic Dividend in Eastern and Southern Africa

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Foreword



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Significant progress has been made towards harnessing the demographic dividend in East and Southern Africa, following the African Union's decision to raise the profile of the demographic dividend for sustainable economic transformation. Despite this, governments across the region grapple with implementation of and accountability for policy decisions focused on supporting the realization of the demographic dividend, including in the areas of education, health, social protection, gender equality and the labour market.

Concurrently, countries are experiencing shocks with the potential to complicate or derail efforts, thereby requiring societies and policymakers to adapt to evolving developmental, humanitarian and peace contexts. Of importance is the need for policy interventions to actively include all citizens within sustainable development efforts, including inclusive or shared growth.

The Best Practices Report in Operationalizing the Demographic Dividend in East and Southern Africa, developed in collaboration with member states in the region, is timely and forward looking in its intention to accelerate transformative actions required to harness the demographic dividend and achieve sustainable development.

Through an evidence-based systematic assessment, the best practices play a key role in ensuring resources are directed to sectors where they stand to have the greatest impact on the lives of women, adolescent girls and youth. This report therefore seeks to assist governments in achieving such policy objectives through the efficient and equitable use of financial resources.

The analysis of broader research and policy effectiveness on achieving a demographic dividend is critical as the region advances to address the unfinished business of the International Conference on Population and Development. This report is the first in a series of comparative reports of best practices across and within countries to gather evidence of what works in policies. I am hopeful that new and different perspectives based on research and evidence from countries will emerge in the region and on the continent as a whole, in line with the African Union Roadmap on harnessing the Demographic Dividend and Agenda 2063.

This ambition underpins our drive in the East and Southern Africa region. We call on Member States to sustain actions to document and share lessons learned and best practices, to drive the common agenda forward.

Acknowledgements

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Executive Summary

The population age structure is critical for the socio-economic development of countries. A large working age population provides countries with a window of opportunity to accelerate economic growth through increased productivity, savings and investments. As early as 2007, the African Population Commission highlighted the importance of the demographic dividend and devoted the 2012 State of Africa Population Report to *“Harnessing the demographic dividend for the socioeconomic development of Africa.”*¹ Thereafter, other high-level regional meetings also called for recognition of the demographic dividend in Africa’s development efforts. In 2016, the Africa Union (AU) Assembly made the decision to develop a continental roadmap for harnessing the dividend and countries were urged to domesticate and operationalize the AU Roadmap. This decision led to the development of the AU Roadmap on Harnessing the DD through Investments in Youth in 2017. Many countries in the Eastern and Southern Region (ESAR) have developed demographic dividend (DD) profiles and are implementing policies to harness the DD.

This report assesses the performance and identifies best practices among ESAR countries in operationalising the DD through the translation of demographic intelligence into national development plans, visions and decision making to harness the DD. The assessment employed multiple qualitative approaches including; review of policies and development plans, administration of a survey to UNFPA Population and Development (P&D) advisors and in-depth interviews with various stakeholders in 9 selected ESAR countries.

Our findings show five key areas that countries must focus on in the DD implementation process; advocacy, generation of continuous evidence to inform and guide implementation process, integration of DD into national development plans and strategies, multi-stakeholder collaboration and coordination, and development of a monitoring and accountability framework to assess and course-correct the process.

Where countries developed communication and advocacy plans to engage stakeholders on the importance of the DD, it was easily taken up. More importantly, where countries obtain high-level support for the DD agenda it is easily prioritised and adopted. For instance, Malawi has engaged policy makers as well as other stakeholders at the grassroots such as traditional leaders. In Uganda and Botswana, State Presidents have advocated for the DD in their speeches and called for actions to operationalise the DD.

Continuous generation of evidence by national governments helps identify sectors to invest in and the projected dividend they can harness. Governments should lead the process of generating evidence, but also engage other institutions in different sectors to obtain buy-in outside government. Countries have mainly used USAID’s DemDiv model and National Transfer Accounts (NTA) to generate national DD profiles and have guided the development of DD roadmaps. Once DD strategies are developed, these programmes should then be costed to determine the resources needed to implement them.

Using the evidence generated, DD programmes should be integrated into national

This report

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¹ African Union Roadmap on Harnessing the Demographic Dividend Through Investments in Youth

population policies and development plans. Integrating DD into national development plans also guides countries on the strategic areas for investment. Our assessment found that 12 countries have highlighted the importance of harnessing the DD in their long-term development plans. On the other hand, medium-term plans from 15 countries have discussed the importance of the DD for national development. Areas for investment to harness the DD have been identified as education, skills development and job creation. At sub-national level, local governments should also integrate the DD into their development plans. This gives sub-national units the autonomy to budget for key activities at their level to harness the dividend. In Kenya, the National Population Council (NPC) has developed a tool to guide the integration of the DD into county development plans.

Harnessing the DD requires multi-sectoral involvement throughout the process of implementation. This ensures that the DD is more than just a population or government issue. The findings show that the Ministry of Finance and Development Planning is the most dominant stakeholder in the development of DD strategies. There is also a need for high-level coordination of DD activities. Countries should have coordinating bodies that provide high-level oversight and should be strategically placed for the different institutions to report back on their performance. Having coordination bodies within national planning authorities or Office of the President was identified as key in ensuring coordination among different ministries, departments and sectors.

Continued monitoring of DD programmes is also essential to guide decision making and planning. A good monitoring and evaluation system provides clear indicators, targets and tools for measuring performance indicators. Overall, our study found that with the exception of 3 countries that reported having a monitoring and accountability system for the DD, ESAR countries lack robust M&E capacity. South Africa and Uganda stood out as having robust results-based monitoring and evaluation frameworks for measuring progress of activities.

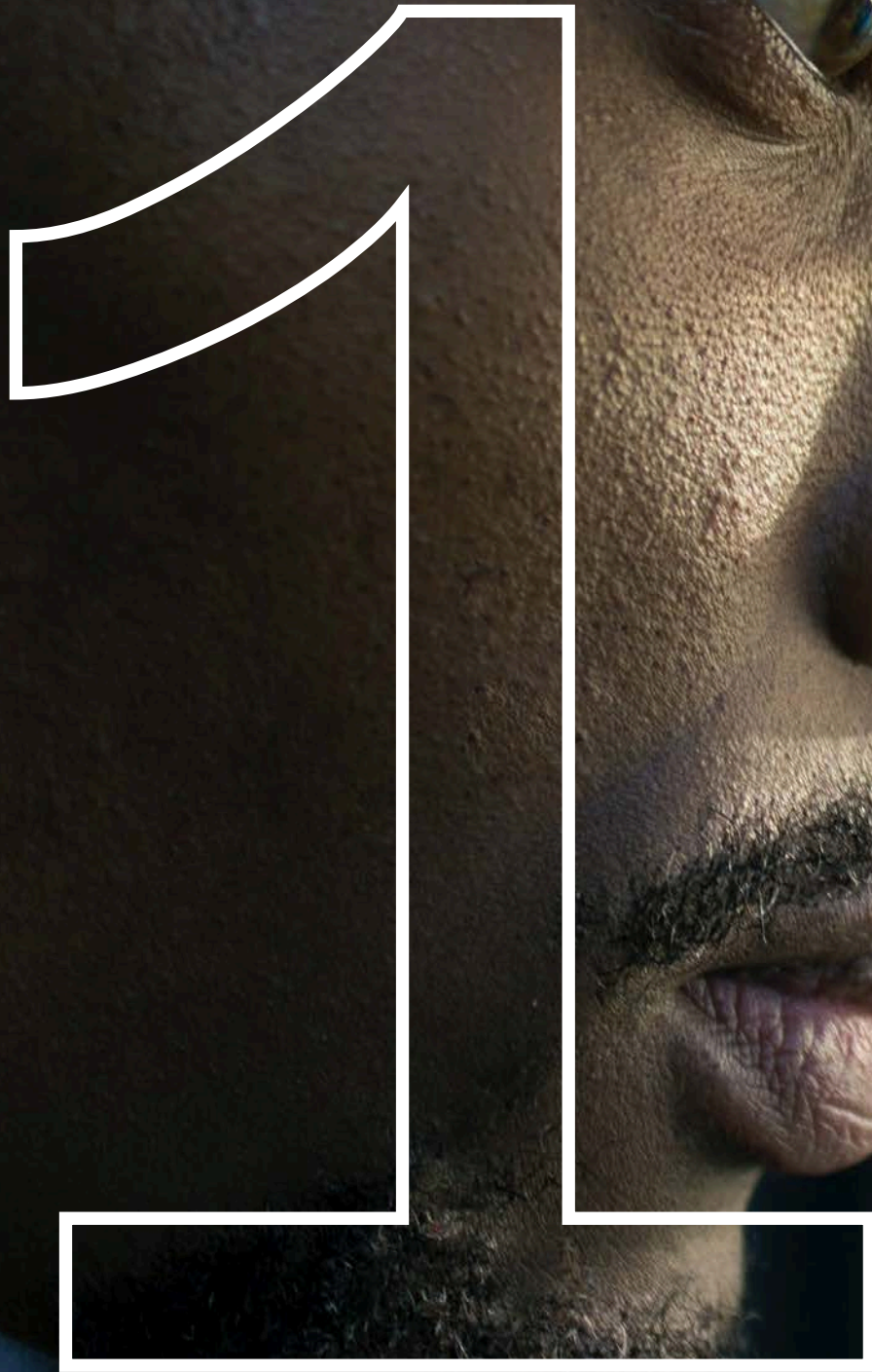
Further, it is important for all countries to make concerted efforts to embed the DD and the integration of population dynamics into existing and upcoming key sustainable development initiatives and frameworks at the local, regional and global levels. In particular, such initiatives as the 2030 Agenda on Sustainable Development Goals (SDGs) and the African Union's Agenda 2063, key development frameworks that target action in a wide range of sectors, would benefit from the synergy created by integrating perspectives on the DD and population dynamics and amplify positive impact on the lives of people. In addition, these platforms bring together actors from across sectors who would benefit from having a greater understanding of how population dynamics interact with their sectoral goals and could become champions for the DD. At national level, the development and implementation of the long-term national development visions/agenda would also benefit greatly if more efforts are made to integrate the DD and population dynamics in these initiatives. We conclude that in fact, embedding the DD in these national, regional and global signature sustainable development initiatives is a key success factor for the DD in the ESAR region going forward as these initiatives already have buy-in from across development sectors.

Whilst many ESAR countries have begun domesticating the DD, there is still limited understanding on how the DD contributes to national development which risks countries missing the opportunities for development. Where policy makers understand the impact of the DD on national development, there is a high probability for the allocation of resources towards DD activities and for these activities to be incorporated into development planning. However, it is important for countries to undertake multi-sectoral collaboration as the attainment of the DD involves multiple ministries and thus should not be implemented in silos. Countries should also use existing tools for development planning and undertake actions to adequately budget for DD activities. To monitor these activities, there is a need for a robust monitoring and evaluation system that tracks all the programmes on the DD. Due to the various sectors and actors involved in implementation of the DD, countries should also establish a coordinating body that oversees and leads the implementation of DD activities.

Acronyms

AFIDEP	African Institute for Development Policy
AIDS	Acquired Immunodeficiency Syndrome
AU	African Union
CSO	Civil Society Organisation
DD	Demographic Dividend
DEMDIV	Demographic Divided Model
DHS	Demographic Health Survey
DSD	Department of Social Development
ESAT	East and Southern Africa Region
HIV	Human Immunodeficiency Virus
LG	Local Government
MAAIF	Ministry of Agriculture Animal Industry and Fisheries
MDA	Ministries, Departments and Agencies
MPED	Ministry of Finance Planning and Economic Development
MGLSD	Ministry of Gender Labour and Social Development
MOH	Ministry of Health
MoLG	Ministry of Local Government
NCD	Non-Communicable Diseases
NCPD	National Council for Population and Development
NDP	National Development Plan
NISR	National Institute of Statistics Rwanda
NPA	National Planning Authority
NPC	National Population Council
NPC	National Planning Commission
NTA	National Transfer Accounts
OPM	Office of the Prime Minister
RMNCAH	Reproductive, Maternal, Newborn, Child and Adolescent Health
SDGs	Sustainable Development Goals
UCT	University of Cape Town
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
ZAMSTAT	Zambia Statistics







BACKGROUND

BACKGROUND

Population dynamics is a critical factor that can shape the socio-economic development trajectories of countries through changes in the population age structure. A significant increase in the working-age population relative to the dependent population (i.e., children and the elderly) provides countries with a window of opportunity to accelerate economic growth through increased productivity, savings and investments. This phenomenon is referred to as the demographic dividend (DD).^{2,3} A growing number of African countries have begun to experience dramatic changes in their population age structures as they undergo demographic transition and therefore have an opportunity to harness the DD. However, the timing and magnitude of the DD that countries can harness will depend on how fast the demographic transition occurs and the extent of investments to ensure that the relatively large working-age population is well educated, healthy, and has decent jobs which are sustainable and ensures that no one is left behind.^{5,6}

Since 2014, a number of countries in the East and Southern Africa Region (ESAR) have generated national DD profiles and roadmaps to enhance awareness of the DD concept and to inform decision-making on the intersection of population and development. Countries are also designing and implementing effective policies to accelerate the demographic transition. This is done through improving quality of education and skills development programmes, providing access to reproductive health services including family planning and expanding the capacity of economies to create adequate jobs for the growing youthful population to harness the DD. Most of the national DD profiles and roadmaps were supported by United Nations Population Fund (UNFPA) East and Southern Africa Region (ESAR) with technical input from the African Institute for Development Policy (AFIDEP) and the Development Policy Research Unit at the University of Cape Town. These efforts are in line with the resolutions by the African Union (AU) member states at the 2013 regional conference on the International Conference on Population and Development (ICPD +20) that acknowledged *"the urgency of actions needed in the areas of health, education, youth development and employment to translate the DD for economic growth and development transformation of Africa, [and taking advantage of Africa's demographic window of opportunity beyond 2014]."* As part of the resolutions to attain this goal, member states committed *"to integrate population dynamics into development planning at the national and sub-national levels in order to comprehensively respond to population and development issues, including population dynamics and its implications for human rights, dignity, quality of life, poverty eradication and sustainable development"*. As a result, AU member states resolved to develop DD profiles and determine interventions for harnessing the DD⁶ and at the 2017 AU Summit, urged countries to domesticate and operationalize the AU Roadmap on Harnessing the DD through Investments in Youth.⁷ The AU theme for 2017 was *"Harnessing the DD Through Investments in Youth"* underscoring commitment and providing impetus for the roadmap implementation at country level. The pillars of the AU roadmap also reflect the goals and priorities of the AU Agenda 2063. *Agenda 2063 – the Africa We Want*— is the long-term development blueprint adopted in 2013 by the African Union and member countries to realize the continent's aspiration over the next 50 years.⁸ It seeks to transform Africa into an *"integrated, prosperous and peaceful Africa, driven by its own citizens and representing a dynamic force in the global arena"*. The agenda recognizes the role of population dynamics in this transformation and specifically seeks to unleash the full potential of the youth and women to boost socioeconomic development. It calls for investments in education and skills development as well as health for prosperity by 2063. It also urges for a people centred economic development strategy that ensures that youth unemployment is eliminated. The agenda also

Demographic transition

A growing number of African countries have begun to experience dramatic changes in their population age structures as they undergo demographic transition and therefore have an opportunity to harness the DD.

² Bloom, D., Canning, D., & Sevilla, J. (2003). The demographic dividend: A new perspective on the economic consequences of population change. Rand Corporation.

³ Eastwood, R., & Lipton, M. (2012). The demographic dividend: retrospect and prospect. *Economic Affairs*, 32(1), 26-30.

⁴ Canning, D., Raja, S., & Yazbeck, A. S. (Eds.). (2015). *Africa's demographic transition: dividend or disaster?*. The World Bank.

⁵ Bloom, D. E., Canning, D., & Fink, G. (2007). *Realizing the demographic dividend: Is Africa any different?*

⁶ United Nations. Economic Commission for Africa (2013-07). *Regional report harnessing the demographic dividend: the future we want for Africa*. Addis Ababa. © UN. ECA.

⁷ African Union. *AU Roadmap on Harnessing the Demographic Dividend through Investments in Youth*. African Union Commission; 2016.

⁸ African Union Commission, 2015. *Agenda 2063: The Africa we want*

highlights the importance of good governance, respect for human rights, justice and the rule of law if Africa is to achieve its long-term development aspirations.

Efforts to harness the DD will also go a long way in helping countries achieve the Sustainable Development Goals (SDGs). DD is a prerequisite for the SDGs as it is for the AU Agenda 2063. This is because demographic changes have the potential to alter the trajectory of achieving SDGs, by decreasing poverty and inequality. DD investment paves way for achieving SDGs through women empowerment, improved education, better child, maternal and reproductive health, and increased life expectancy. Increased economic growth results to reduce poverty and inequality, thus ensuring inclusive development. In addition to the SDGs and Agenda 2063, most countries in the region have also developed long-term development visions that are usually 25 years or longer. These are often operationalised through five-year national development plans. These long-term national development plans would also benefit from acknowledging the central role of population dynamics and the DD towards efforts to achieve development goals.

Harnessing the DD is fundamentally linked to the goals and aspirations of the Agenda 2063, the SDGs and long-term national development agenda. These key development frameworks that target action in a wide range of sectors, would benefit from the synergy created by integrating perspectives on the DD and population dynamics and amplify positive impact on the lives of people. In addition, these platforms bring together actors from across sectors who would benefit from having a greater understanding of how population dynamics interact with their sectoral goals and could become champions for the DD. Given that these initiatives already have broad cross-sectoral buy-in, embedding the DD and population dynamics in them would be critical in many initiatives in the ESAR countries that aim to harness the DD.

Given the aforementioned efforts to implement the DD agenda in various countries within the region, this assessment sought to review performance and identify lessons learned in operationalizing the DD through translation of demographic evidence into national development policy and implementation frameworks.

We assess the 23 ESAR countries based on their advocacy and implementation efforts for DD, the development of context-specific DD guidelines including DD profiles, roadmaps, DD integration in development plans, multi-sectoral DD implementation mechanisms and presence of monitoring and accountability mechanisms. Based on this assessment, we identified countries that are exhibiting best practices in various aspects of DD operationalization with an aim to provide insights and lessons to governments, development partners and stakeholders on what can be done for effective operationalisation of DD agenda in Africa.

Approach to the assignment

This assessment was informed by a desk review of country policies and development strategies, online survey as well as key informant interviews.

Desk reviews: These focused on content analysis of national policies and strategies on population and development. In particular, we wanted to understand how population dynamics and the DD have been addressed (including the gaps, barriers and opportunities) in the national medium-term and long-term development plans, and policies and strategies in key sectors such as health, education and employment. Further, we interrogated population-specific documents and in particular, the national population policies, DD study reports, and DD roadmaps/strategies where they exist.

Online survey: The online survey with UNFPA Population & Development (P&D) advisors and selected senior management based in ESAR UNFPA country offices aimed at providing perspectives into how countries have been developing strategies to embed DD into integrated development planning and implementing DD activities. A range of themes were explored including evidence generation and tools used on the DD efforts, communication and advocacy, cross-sectoral collaboration and coordination of DD initiatives, and monitoring, evaluation and accountability efforts.

Key informant interviews: For the key informant interviews, we purposively selected 9 countries based on DD implementation efforts, strategies to operationalise the DD framework and socio-economic regions of ESAR. The selection was aimed at getting a range of experiences from the ESAR countries implementing DD initiatives that would provide insights to inform identification of success factors to integrate the DD into national development planning and implementation processes. We triangulated these data to depict ESAR countries' progress in implementing the DD. We also developed a criterion—best practices analysis framework—for identifying strongly performing countries using (Table 1) based on emerging common themes in the interviews and desk review. Key informants were identified from the following 9 countries (see annex 1 for list of institutions where interviewees were drawn from):

- Botswana
- DRC
- Kenya
- Madagascar

- Malawi
- Mauritius
- Rwanda
- South Africa
- Uganda
- Zambia
- Zimbabwe

Key informants were identified via referrals from UNFPA country representatives and AFIDEP's networks based on their knowledge or the role they played in advocating for the DD agenda. The interviewees ranged from government staff, academics, researchers and population agency officials (see annex 1). The interviews were conducted virtually in English using various platforms including Microsoft Teams, Zoom or telephone. Verbal consent to conduct and record the interview was sought from the interviewees before beginning the interview, and all the interviews were audio-recorded. Interviews were thematically analysed using a pre-determined best practices analysis framework (Table 1).

The interviews focused on the following parameters:

1. Key drivers that have enabled the process of operationalizing the DD roadmap/strategy in their country
2. Cross-sectoral collaboration on the DD
3. Central coordination mechanisms for the DD agenda
4. Availability of relevant data to inform the DD agenda
5. DD monitoring, evaluation and accountability plans/mechanisms
6. Costed DD strategy
7. DD communication and advocacy plans

Defining Best Practices to Operationalize the Demographic Dividend

The term "best practice" implies that one action surpasses an alternative course of action and that it is a practice designed to achieve some deliberative outcome. For the purposes of this study, we identified three important characteristics that will help us identify a "best practice":

1. A continuous process
2. A scalable action, and
3. A linkage between the action and a desired outcome or goal accelerating or contributing to the DD Agenda.

We identified five enabling pillars for the successful integration of DD into development planning frameworks and for funding and implementation of DD activities (see Table 2). These pillars are informed by a DD operationalisation framework developed by AFIDEP and UNFPA (Figure 1). The framework consists of four non-linear stages that countries go through in their DD implementation process. It is expected that countries would use the DD evidence to conduct advocacy to secure political will for adopting the DD agenda and to mobilize key stakeholders to develop a roadmap or strategy that would define the multi-sectoral game changer interventions that they should pursue. In addition, countries integrate the DD interventions and principles in short, medium, and long-term development planning and budgeting processes at national and sub-national levels; ensure that the interventions are actually implemented; and that there is an effective results-based system for performance monitoring and accountability. Advocacy and awareness campaigns, performance monitoring, coordination and oversight, and advocacy and capacity building, evidence generation and translation are cross-cutting functions that are crucial at all the four stages of operationalisation. Continuous research and knowledge translation provide evidence that is crucial to ensure that advocacy efforts and decisions in interventions, resource allocation and implementation are evidence informed.

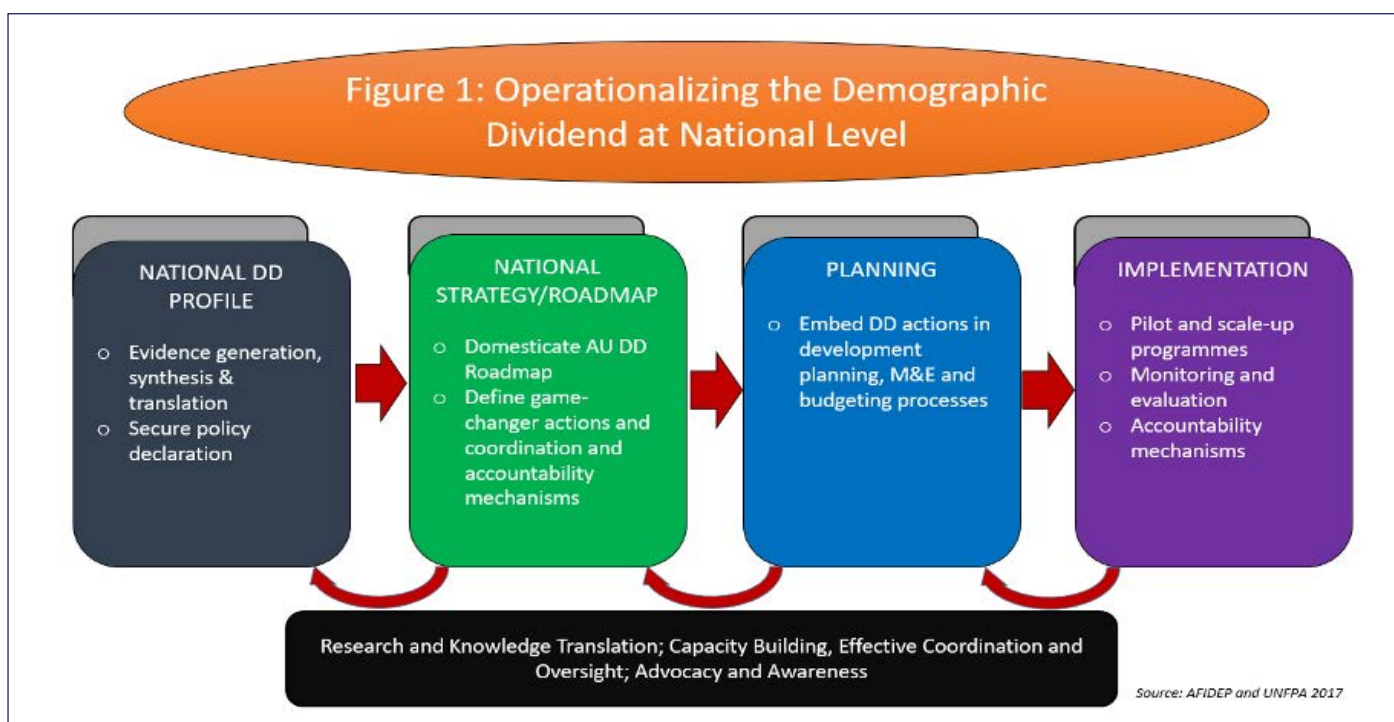
In the report under each pillar we:

- Provide a rationale as to why the pillar and sub-pillar is required to operationalise the DD
- Provide evidence from the in-depth interviews, desk reviews and the survey
- Provide examples of best practices from the nine countries selected for the KI interviews
- Provide lessons learnt and recommended actions

Table 1: Best practices analysis framework

Pillar 1. Sustained strategic communication and policy advocacy	Pillar 2. Development of context specific DD guidance	Pillar 3. Integration of DD guidance into policies, sectoral plans and development plans	Pillar 4. Development of strong multi-sectoral implementation mechanisms	Pillar 5. Monitoring evaluation and accountability framework
a) Sustained DD advocacy at national and sub-national level	a) Organising government-led multi-sectoral generation of DD evidence	a) Integrating DD in population policies	a) Multi-sectoral DD programmes within government and with non-state actors at national and sub-national level	a) Performance, monitoring and accountability frameworks to guide design of interventions and monitoring of result
	b) Developing DD roadmaps and strategies	b) Integrating DD in National Developments Policies	b) Strengthen population and DD co-ordination agencies and mechanism at national and sub-national level	
b) Securing influential actors to promote the DD agenda	c) Costing DD strategies	c) Integrating DD in sub national and sectoral plans		
	d) Continuous generation of actionable DD evidence for implementation			

Figure 1: Framework for Operationalizing the DD



Study Limitations

1. Desk review

We relied heavily on the internet search for the required documentation for all the 23 countries. Where documents were not available online, we requested from UNFPA country offices and other contacts within countries. However, we were still unable to retrieve all the required documents for some countries.

2. Survey

Our convenient sample of survey respondents was limited to UNFPA country representatives from the 23 ESAR countries. The rationale behind approaching UNFPA was two-fold. First, we did not have access to government officials or other DD implementers for all the 23 ESAR countries. Second, we operated under the assumption that UNFPA leads would be a good first point of call as the organisation has been supporting most countries with the process of operationalising the DD.

All 23 countries responded to the survey. Only DRC had multiple respondents, and some responses differed. To address this,

we triangulated their responses against other data sources and also asked our KI to help clarify.

3. Key informant interviews

Since we do not have a French speaker, we were limited to English-speaking respondents and thus were unable to conduct any interviews in Madagascar and only conducted one interview in DRC because both countries are French speaking. A list of 3-4 recommended interviewees was developed using AFIDEP and UNFPA contacts for each of the 11 selected countries. All of the recommended interviewees were invited to an interview, but not all responded. For those who did not respond, we tried to identify alternative KI. Unfortunately, we were unable to successfully identify any KIs for Zimbabwe







FINDINGS

FINDINGS

Sustained communication and advocacy

a) Sustained DD advocacy at national and sub-national level

Policy makers and other key stakeholders are constantly exposed to messaging on various issues aimed at influencing their actions and decisions. The challenge associated with this is that the development field is used to short-term projects and issues often hit the headlines and may influence priorities for a few years, only to be overshadowed by other emerging issues. An academician in Botswana recognized the impact of a multitude of emerging issues overtaking and pushing the DD agenda to the side:

"... the biggest problem is once you ascend that position (President), you become distracted. You become so much under attack from so many directions. For me that is what I am seeing again that we are losing that kind of contact (on DD) that I felt we had with the President"

Furthermore, the fact that the full benefits of the DD are likely to occur decades after investments are made, makes it hard for those seeking quick wins within political cycles to do what is required of them today and invest in the future. Sustained DD advocacy efforts is one way to overcome this. The lack of sustained advocacy leads to the DD agenda getting a push to the side. For instance, DRC has encountered challenges in keeping the DD agenda at the top of national priorities due to the lack of sustained advocacy, with the DD agenda losing its earlier traction within the country. Our key informant in DRC shared the following:

"I can say that in 2015/16 and 2017, the advocacy and communication was a bit strong but since I think 2018, they do not talk too much about demographic dividend. Some people understand but I think some efforts are needed"

There is a need for sustained evidence-based advocacy and communication plans within a country once the DD agenda has been introduced, to ensure continued interest and action among all concerned parties and stakeholders. There are many different ways to achieve sustained engagement with policy makers. Engagement may be in the form of broadcasting DD messages on mainstream and social media, presentation of DD study findings at national and sub-national level meetings or conferences as well as publication of policy briefs and reports. For instance, Uganda has published policy briefs on family planning that have shaped the policy debate and planning actions on the DD.⁹

For the DD agenda to become widely understood and supported, the advocacy and communication approach should aim to reach a broad range of leaders and decision makers at both national and sub-national levels. The DD agenda encompasses many development issues that countries face today. Sustained advocacy efforts can help remind decision makers that many of the siloed development issues, such as COVID 19, that are currently garnering the community's attention can be addressed by operationalising and continuing to invest in harnessing the DD. Efforts to sensitise decision makers should also leverage the media and CSOs. In Malawi, the National Youth Council has engaged various stakeholders in promoting the DD agenda in the country as is opined in the following quote:

"I think there are different levels of advocacy, communications and engagement... From what we are trying to do in this engagement and communications is that we are involving the policy makers and the policy holders, we are also engaging the custodians of culture so the traditional leaders, the youth themselves and other decision makers. So apart from just going out into the media houses bringing out the issues of DD, we are also engaging personally these institutions..."

These organisations should be trained so that they understand the linkages between population dynamics, DD and sustainable development and then engaged to externally relay the message to stakeholders. Moreover, sustained advocacy should go beyond decision makers and also target young people. Engaging the youth so that they are aware of what is at stake and can therefore advocate for themselves is another path to building a sustainable advocacy plan. A large proportion of the population in most ESAR countries is under the age of 35, the votes of young people are significant in determining leadership and subsequently the development trajectories of these countries.

An engaged young population aware of the DD and its potential can provide impetus to elected decision makers to pay particular attention to population dynamics and the need to integrate these into sustainable development processes. For example, in order to galvanise action on adolescent and youth issues in Kenya, youth groups developed a multimedia product on young people and the demographic dividend. The video was part of a strategy to empower youth advocates to engage with policymakers on the importance of investments in youth to achieve a DD in Kenya. It was accompanied by workshops for youth advocates in Kenya on how to communicate with policymakers on this topic. The video available [here](#), was played at key DD meetings and conferences.

⁹ National Population Council and UNFPA Uganda (n.d) Capturing Uganda's Efforts to Harness the Demographic Dividend

Recommendations

- Establishing a sustained DD advocacy plan to create awareness and support on the DD potential and alleviate misconceptions.
- Ensuring that policy makers, decision makers and the public, particularly the youth are engaged and targeted for the dissemination of DD messaging.
- Simplifying DD messaging in order for ordinary citizens to understand what opportunities the realisation of the DD presents to them.
- Using various routes such as public lectures, publication of policy briefs or media outlets that reach the grassroots level to disseminate DD messages to the general public.

b) Securing influential actors to promote the DD agenda

High level political declarations and champions who can push an agenda forward have been shown to play an important role in the operationalisation of DD. Securing advocates within government Ministries, Department and Agencies (MDAs) is critical as it ensures that DD as a development issue is prioritised at key meetings. More importantly, these advocates can continue to champion when external DD proponents are not present.

Respondents in each country identified actors who have been most effective or influential in advancing the DD agenda. The Ministry of Finance and Development Planning was identified as the most common institutional driver of DD in the region. Similarly, population agencies, units and departments were identified as playing a key role in advancing the DD agenda in 10 ESAR countries, while about one in every three countries mentioned that both institutions were instrumental in the DD agenda.

National and political leaders have been very pivotal in advocacy and championing of the DD agenda in the region. Presidential announcements and involvement in DD dialogues has contributed to the DD being easily taken up for implementation and becoming a national priority. For example, in Botswana, the President demonstrated support for the DD agenda in his remarks as he delivered his inaugural speech by stating that the demographic dividend is of utmost importance as the success of the youth is the only guarantee of long-term economic development for Botswana and thus the government would strengthen its efforts to promote youth participation in the economy of Botswana.¹⁰ Respondents in Botswana also supported this:

“The demographic dividend study came at a time when we were transitioning or we were just going to transition between two administrations from the same ruling party... And in the previous [administration] ... there was really very little interest in terms of research... when the new President came... I sat at one of the meetings where he talked about the demographic dividend study and he was not even holding a piece of paper which actually made us hopeful that this guy has actually read the study and he has internalised (it) and he can talk about it as part of his speech.”

“The launch of the DD happened in 2018 in March. He was the Vice President then and it was him who launched it... he is one of the people that once in a while he will ask the supervisors what is happening with the DD so he is really aware of it”

Further, advocacy by high-level political actors promotes the allocation of resources by Ministries of Finance and Development Planning to interventions that can help in attaining the DD agenda. In the budget speech delivered in February 2021, Hon. Thapelo Matsheka recognized that Botswana’s population presented a window of opportunity for the country to harness the DD, and the 2016 DD study provided an impetus to develop a DD roadmap which would assist in identifying projects for Botswana to harness the DD.¹¹ A respondent in Botswana highlighted how the Ministry of Economic Planning and Development budget speech supported the DD agenda:

“... it was really detailed and even committed in the budget speech that we are putting together a roadmap that is going to guide us in the implementation of the study findings from the DD. And our budget speech is widely presented in the national television, on national radios and private radios. So it is a widely known concept...”

Similarly, in Uganda, the support for the DD has also been adopted by the high-level actors due to the wide dissemination of DD messaging at high-level events. Ugandan President, His Excellency Yoweri Museveni, acknowledged at the National Family Planning Conference in 2014 while launching the national DD study, “I am glad views on population are beginning to converge because for a long time, there has been confusion on population and economic transformation. This is the evidence I have been looking for.”¹² Further, after Uganda developed the Action Plan domesticating the Addis Ababa declaration, the Cabinet recommended the immediate formulation of a high-level government committee to be led by the Minister of Finance, Planning and Economic Development to oversee the implementation of the DD. The experience of Uganda demonstrates how easily governments can act on adopting the DD agenda once high-level support has been obtained.

It is also important for actors at the sub-national level to actively advocate for the DD because it guides DD planning at the sub-national level. This ensures that the lower government levels are also engaged. In Kenya, for example, the governor of Kakamega County has become knowledgeable of the DD agenda and has advocated for it in different spaces. A respondent noted this:

“So, in Kakamega County it happens that the governor was our (devolution and development planning) Minister before he became a governor, so when he was our minister, he came to understand population issues quite well.So, he's one person we can call a champion for population issues because he's very positive on it. He talks about it. He's very receptive to a population activity being undertaken by both by government and also by CSO's in that county”

¹⁰ Mmegi Online. :: Masisi Inauguration Speech [Full Text]

¹¹ 2021-Budget-Speech-Final-PRINT-VERSION-280121.pdf (vision2036.org.bw)

¹² National Population Council and UNFPA Uganda (n.d). Capturing Uganda's Efforts to Harness the Demographic Dividend

“So, we have examples of such leaders across the county. Some of them are members of Parliament, for example, and you find because some belonged to the committee that deals with population, they were better able because, like that committee we have taken them through population issues are the main concerns, What we need to do,..... So, they clearly understand these issues and you find a number of them keep talking about these issues wherever they go.”

Recommendations

- Advocating for the DD should target high-level actors as they have the mandate to influence legislation and priority investments.
- Ensuring that high-level actors in government are engaged on the importance of the DD for national development in order to garner interest.
- Actively engaging Ministries of Development Planning and Finance in planning for the DD in order to encourage the incorporation of DD programmes into budget discussions.

Development of context specific DD guidance

a) Organising government-led multi-sectoral generation of DD evidence

In order to strengthen sustained advocacy efforts, countries must undertake a process of generating and translating evidence to produce country specific DD profiles. These profiles help to provide countries with scenarios that break down projected trajectories and the potential dividend that can be reaped under different policy scenarios. National profiles not only identify and quantify gaps in data and infrastructure, but also in policies and advocacy.

As mentioned in the previous sections, advocacy increases awareness of the DD paradigm and its potential to propel countries to achieve their national development goals and visions among political leaders, policy makers, Civil Society Organisations (CSOs), traditional leaders, religious leaders, the private sector, and development partners. Rather than waiting until evidence is generated to engage these different actors, they should be invited to participate in the generation and translation of DD evidence. For example, in Zambia, generation of national DD profile involved representatives from a wide range of institutions involved in DD implementation who constituted the technical DD working group. From the success of this engagement in local buy-in and in generating country specific DD scenarios using national level data, these participatory workshops were adopted in the other countries developing national DD profiles led by AFIDEP.

Moreover, most analyses on population dynamics have traditionally focused on modelling population growth. The DD's focus on age structure changes and the multi-sectoral interventions needed to actualize the DD required a methodological approach that draws upon the knowledge and expertise of many different actors. To date, 12 of the 23 ESAR countries have conducted government-led or supported DD studies, while five DD studies or analyses have been led by academics. Adopting an inclusive approach to co-creating context specific DD guidance will help secure buy in and assist in policy formation as policy makers are already sensitised.

ESAR region has mainly used two DD policy scenario modelling tools – the DemDiv developed by the USAID funded Health Policy Project implemented by the Futures Group (later called Palladium) and the National Transfer Accounts (NTA) methodology. Eight ESAR countries (Angola, Kenya, Malawi, Mozambique, Rwanda, and Tanzania, Uganda, and Zambia,) conducted DD studies between 2015 and 2017 using the DemDiv Methodology.

Between 2017 and 2018 the first set of four government led NTA studies were conducted with UNFPA support in Botswana, Eswatini, Namibia, and Zimbabwe. The DemDiv is an advocacy tool that helps inform policymakers of the potential benefits of the DD and increase their support for multisectoral policies to realize these benefits (advocacy tool). On the other hand, the NTA is a data-intensive technical tool that shows the contribution of each age group to the life-cycle deficit based on the differences in labour income and consumptions, and also the opening date of the window of opportunity to capture the DD, and its expected duration. Although the evidence brought to the table by the two models is somewhat different, they largely reinforce the message that African countries could harness massive demographic dividends if they make smart investments in family planning, education, health, governance, and job creation.

Whilst these profiles are being developed, critical discussions on policy and investment actions that should be adopted to harness the DD should also be taking place. It is therefore important that the actors listed above should be present for these discussions as the desired outcome of this initial stage is to secure a mind-set shift, buy-in and commitment from these stakeholders. For example, the DD study in Mozambique, though was led by the population unit in the Ministry of Planning Development and the results were presented to a wider audience, there was no much traction on DD in the country because of limited advocacy and buy-in when the DD implementation process began. To date, the population policy that incorporates DD study recommendations is yet to be approved by parliament. As such, the process of generating evidence should be all inclusive, bringing together stakeholders from government institutions, research organisations, the private sector, CSOs, development partners and political leaders among others.

Facilitating a multi-stakeholder approach is not only a ground-laying strategy for developing a comprehensive national profile, but also facilitates acceptance and promotion of policy recommendations, budgeting and later DD implementation. In most countries where national DD profiles were conducted, the government-led multi-sectoral and multi-stakeholder technical working groups consisted of between 10 and 30 experts that were involved in hands-on modelling workshops to validate data, model scenarios, and development recommendations and identify responsibilities for different sectors that are key for DD implementation. The experts were drawn from ministries responsible for health, education, development planning/finance, statistics, youth, and gender, parliamentarians, civil society actors, development partners and researchers. All the present

actors played a vital role in generating local ownership of the studies and increasing the number of people who developed in-depth knowledge of the DD and the modelling methodologies and who later served as DD champions in their own sectors. Indeed, the visibility and impact of the DD studies in generating political buy-in was much more limited in countries where the studies were not led by the government. In fact, Tanzania had to redo its DemDiv modelling exercise in 2017, which was led by the Ministry of Development Planning and Finance, after the first study did not generate good traction with policy makers because it was developed by consultants without involvement of relevant stakeholders.

Recommendations

- Identifying relevant stakeholders to contribute to the DD implementation process, and engage them in DD agenda-setting to implementation
- Encouraging relevant stakeholders to work together in the development of a country profile that shows the status and the gaps in policy, practice and implementation infrastructure
- Collectively defining recommendations on what the country needs to do address the identified gaps, and also the assigning responsibilities to implementing organisations

b) Developing DD policies roadmaps and strategies

Once a country has collated context specific data and evidence and has successfully engaged key stakeholders the next step is to draw upon these two sources and develop DD policies, roadmaps and/or strategies. For the purposes of this study we conceptualise a policy as a statement of intent that provides the framework for achieving set outcomes in this case DD, whereas a roadmap or strategy provides countries with a tool that guides them on how they will operationalise the DD and achieve key outcomes over a specific period of time. DD roadmaps and strategies identify the required resources, tools, policies, partnerships, roles and responsibilities, and how these different factors should be combined to harness the DD.

Table 2 summarises the availability of DD roadmaps, strategies and/or policies in the region. While several countries have national DD strategies, only Kenya and Uganda have sub-national strategies, while Uganda, Rwanda and Burundi have sector-specific DD implementation strategies.

Table 2: Availability of DD roadmaps, strategies and/or policies by country

National policy/ roadmap or strategies	Sub-national policy/ roadmap or strategies	Sectoral policy/ roadmap or strategies	No roadmaps, strategies and/or policies
Angola	Kenya	Burundi	Botswana
DRC	Uganda	Rwanda	Comoros
Eswatini		Uganda	Eritrea
Kenya			Ethiopia
Madagascar			Lesotho
Mozambique			Malawi
South Africa			Mauritius
Uganda			Namibia
Zambia			Seychelles
			South Sudan
			Tanzania
			Zimbabwe

Development of DD roadmaps or strategies should also be inclusive, leveraging inclusive government-led evidence generating exercises with actors that should be involved in implementing and advocating for the DD. These actors must be encouraged to play an active role in developing DD implementation plans as their operational knowledge and sector expertise will help ensure that the proposed package of interventions is tailored and can be delivered. This is explicitly highlighted by a respondent in Uganda:

“.....you've got to have the right people with the right mindset [and] with the right skill sets, both soft and hard in place... Uganda has been blessed with the [right] people who have been [in] the driving seat..... people in the right positions”

If the existing infrastructure is not sufficient, then at this early stage of planning alternative solutions can be identified. The desired outcome of this stage is to secure ownership and for key actors to demonstrate commitment to implementing the DD

agenda. Many respondents commented that the process of developing DD specific frameworks and establishing ownership was much easier when DD priorities aligned with current national priorities. For example, one respondent emphasised when developing DD specific frameworks:

“Uganda's approach has been, you don't just put DD in any plans, you've got to begin from above. First of all, the government of Uganda runs a vision 2040, we made sure that within the vision 2040 we have incorporated population issues. Then the operationalization of the vision 2040 was the National Development Plan, which will be now put into five-year plans. We also made sure that under the human development sector, human capital development, the DD is also catered for.”

Countries must ensure that DD frameworks speak to, feed into and link up with other key national development frameworks. This is because DD is cross-cutting, thus we should look for all possible synergies with existing development plans and other sector policies. As illustrated in the quote above, in Uganda respondents informed us that the DD framework was closely aligned to the Uganda Vision 2040. Similarly, in Kenya, the IDIs explicitly emphasised how DD frameworks can contribute to the realisation of Kenya’s Big Four agenda and this link between the two development plans should be highlighted as it will facilitate the operationalisation of DD. This is best summarised by the quote below.

“We were really showing them that these are the issues you need to address and attaining the demographic dividend by operationalizing it will help you achieve your goals.”

Developing a robust DD strategy does not necessarily mean countries have to start from scratch. As illustrated by the quotes above, many development issues that DD seeks to address are often being addressed via existing developmental programmes. DD advocates should leverage these existing programmes, which may already have political buy-in from influential individuals and resources but where the real work of implementing the programmes has not yet commenced, and show how DD will help them achieve their ultimate outcome.

Without a single unified document that clearly articulates what is required from all stakeholders, how best to organise different actors and streamline efforts so that they focus on key DD specific and sensitive issues, it is extremely difficult to begin the process of operationalising the DD. Kenya is one country that has developed a roadmap to guide efforts in the country. As Table 3 below from the Kenyan DD roadmap shows, the document highlights the current status of key areas, interventions and their targets, the implementation time period, and the organizations responsible for the implementation.

Table 3: Availability of DD roadmaps, strategies and/or policies by country

Key Action (AU roadmap)	Kenya’s status	Key actions (Kenya roadmap)	Period	Responsible
Reduce youth unemployment by 25% by 2022	Youth (15-24 years) unemployment in Kenya is 17.4% (ILO, 2014) Youth Sector Working Group on Youth Employment in place	Reduce youth (15-24 years) unemployment to below the world average of 14% by 2022	Medium (4 – 5 years)	Ministry of East African Community, Labour, and Social Services
		Reduce unemployment among youth (18 below 35 years) by 25% by 2022	Medium (4 – 5 years)	Ministry of East African Community, Labour, and Social Services

A roadmap provides guidance but avoids being too prescriptive. Many of these documents developed at national level also have to be cascaded down to sub-national level and tailored to local context. Moreover, the roadmap is also a tool that can be used for monitoring and accountability as discussed later in the report.

Recommendations

- Ensuring that advocacy efforts are ongoing, targeting those who are required to participate in the development of DD policies, strategies and roadmaps
- Where possible building upon and leveraging on existing development frameworks
- Clearly articulating and demonstrating to potential DD workstream owners how the DD will help them in achieving their overarching development goals
- Securing ownership and buy-in
- Where applicable, domesticating the AU roadmap and developing a framework that clearly outlines the time frame and assigns individual institutions responsibility

c) Costing DD strategies

Incorporating DD into national development frameworks is a significant achievement. The next step is ensuring that the necessary programmes are costed. Costing is a complicated exercise, but countries do not have to necessarily start from

scratch. One respondent commented that

“You may find that for some of them [DD pillars] the costing had already been done, but for others which we thought these were new [pillars] were not [costed].”

Typical DD programmes such as family planning can be easily costed, and there are already effective tools for doing so. Determining how much it will cost to deliver other DD programmes such as improving governance, gender equity and job creation, can prove to be more difficult.

When referring to costed DD roadmaps, there are two important distinctions; cost to operationalise i.e., develop, coordinate, monitor and evaluate efforts to ensure that the DD roadmap is implemented, and what it will cost to harness the DD. The latter requires much deeper analysis of the DD interventions and given the multi-sectoral nature of the DD, costing what it will take to harness the DD requires developing a multi-year national budget which spans a decade if not more. The expectation, therefore, is that DD roadmaps should determine the costs for implementing different programmes while the cost of harnessing DD can be determined over several years as various sectors and planning units determine what refinements are necessary in their implementation plans to actualise DD principles and activities.

Although the costing methodology is not clearly articulated, the Kenyan DD roadmap is an example that quantifies how much it will cost to deliver the different programmes that are required to harness the DD. A Kenyan IDI remarked:

“There’s a lot of consultation which has to take place as they do the costing and then they come up with the final figures. They come up with the annual figures for the implementation and also the figures for the 10-year period”

This is reflected in the excerpt below. A section in the DD roadmap is dedicated to estimating the financial resources required to implement the priority DD activities over the 2017-2022 period. The estimates are broken down by pillar, action areas and key activity, with average annual costs and overall cost provided.

Table 4: Excerpt from the Kenyan DD roadmap budget

Pillar	Action area	Key activity	Implementation Period	Average Annual Costs	Overall Costs
Employment and Entrepreneurship	Improve access to credit facilities for youth by establishing youth funds	Strengthen the coordination mechanisms and oversight for the funds	2017-2022	10 million	10 million

Attempting to cost how much funds are required to implement DD activities provides both implementers, policy makers and other actors an understanding of the level of effort required. As there are many moving variables, this budget should be a living budget that can be amended based on a country’s requirements and the latest evidence. Once projects are costed, the next step is ensuring that these costs are incorporated into national and sub-national budgets so that programmes have access to funds and activities are implemented. As a recurring theme identified during our IDIs, costing and incorporation of DD into development plans does not guarantee funding.

“Budget allocation, you find that an activity is put in the development plan, but it has zero budget. So the effect of that is that then there is a high likelihood that that activity might not be implemented” – Ugandan key informant.

“DD activities are included in the national budget in the various sectors where they are actually being implemented. But the question we need to be asking, I think for me it is one thing to have an activity budgeted for. It is another thing to have the resources coming in for that activity and it being implemented. So there are two things. So you can budget for something in the national budget but as to whether those resources are to be released and they have actually been implemented for the activity that they were actually budgeted for, that is another question. So budgeted for, yes they are budgeted for, but in terms of release, how much is released you can follow up with Ministry of Finance because you can budget but it depends on how much the fiscal space that you have in terms of how much will be funded for certain programmes or activities in any given fiscal year.” – Zambia key informant

Our research found that out of the 23 ESAR countries, only 4 countries (Malawi, Namibia, Tanzania and Uganda) have mainstreamed budgeting and resource allocation at the national level.

Recommendations

- Planning to have a costed DD framework
- Determining whether it is possible to utilise existing costing tools for different programmes
- Adopting a consultative approach that involves a wide range of government ministries and other stakeholders
- Ensuring that activities required to harness the DD have been budgeted for in development plans
- Viewing the budget as living document that should be updated and amended based on the latest information/evidence

d) Continuous generation of actionable DD evidence for implementation

Accurate and relevant data is a crucial component that is required to both operationalise and harness the DD. It is essential in ensuring that countries are able to develop evidence informed policies and interventions. To date, many countries rely on large data collection exercises such as population censuses, demographic and health surveys and other surveys to provide them with the statistics they need to develop policies and programmes. Although surveys and censuses can provide rich data that can be used to inform decision making activities, these data collection exercises are expensive, occur periodically, and a significant amount of time can lapse between data collection and the dissemination of results. Effective programmes are able to rely on routine data that provides programme managers and decision makers with an overall understanding of how the program is performing. This data needs to be available at national, but more importantly at sub-national level.

Where data is unavailable, it becomes difficult for countries to plan how they will harness the DD. For instance, DRC has been unable to generate population data for over 20 years which may be a contributing factor to the failure of the country to operationalise on the DD. Our respondent in DRC shared the following remarks:

"... political will, I can say some of those people do not understand the interest in investing in population. Maybe also they are not aware of this interest in investing in population so that you can achieve the demographic dividend. So there is some need for sensitization activities. This is why even the most recent census in DRC was conducted in 1984. You can see the gap."

In many of the ESAR countries, data is only available at the national level and does not extend to the sub-national level. It is normally the case that where data is available at the lower levels, it does not provide enough information that countries can use. Some few countries however are making efforts to address these challenges. South Africa stands out in data collection and availability, and this has been key in rolling out a nation-wide monitoring programme. This is supported by the interview respondents:

"South Africa does really well with data availability...data is collected regularly, and is publicly available and openly accessible.."

Zambia has taken the initiative to generate additional indicators that are key to the DD through the launch of the In-Depth Analysis Report of the 2018 Demographic and Health Survey (ZDHS). This is an ongoing activity that will generate data to support Zambia operationalize the DD. As reported in our interview with a key informant from the Ministry of National Development Planning:

"In 2018, Zambia produced the Demographic and Health Survey in 2018 but you know how those surveys are done... so it was done at that macro level but we still got the dataset, went into detail and did some in-depth analysis on 8 selected areas. Those areas of course are issues to do with sexual activity It was done with the University of Zambia, ZamStats – Zambia Statistical Agency together with the Ministry... some of the thematic areas (are) sexual activity and marriage, issues to do with fertility, family planning, maternal health, [HIV] AIDS, knowledge, attitudes and behaviour, adult and maternal mortality, women empowerment. So we feel as people are coming up with different plans at national level, at provincial level, (and) at district level, these are the documents that they should be considering."

"There is another work that we are doing, the carrying capacity assessments... We would want them [districts] to be informed by their carrying capacities and all... So we have come up with different tools for data collection but also the tool that we are going to use in terms of doing the actual assessment."

Uganda has developed a DD compliance tool for generating actionable evidence on DD. Using the second National Development Plan (NPDII) results and reporting framework, the national Standard Indicator framework and the DD theory of change, Ugandan NPC officers assess on an annual basis the extent to which, workplans and budgets (at the national and local level) are delivering on DD.

"We have access to data that is collected on annual basis by our very own NPC officers that is used to assess how DD in being implemented in Uganda at both the national and local level."

The results do not solely focus on alignment but go on to assess whether the sector specific interventions deliver DD specific targets. The final DD assessment score is weighted at 70% for alignment of the annual budget to the DD and 30% for alignment of sector development plans to DD. In developing the DD compliance tool, an assessment criterion was developed to guide the process for assessment and scores. Below is an excerpt from the tool. Based on the results, implementers can course correct to ensure that workplans and budget are compliant.

A note on methodologies to generate evidence on the DD in ESAR

We separately conducted an analysis of common tools and methodologies that are used to estimate and analyse the demographic dividend, while also reviewing the extent to which some of these methodologies are able to respond to the types of issues confronted by policymakers in ESAR. The DemDiv model and National Transfer Accounts (NTA) have been the two most popular approaches to analysing the DD in the region.

The DemDiv model is a simulation model that is simple to use and extremely useful in creating awareness amongst policymakers of issues related to the demographic dividend. Given its simplicity, the model does not require extensive training for it to be useful for policy purposes. While the model provides much freedom for users to adjust the values of key variables and allows comparisons of different scenarios or policy options, this is confined to the 13 education, family planning, and macroeconomic variables that are included in the model. This means that, while the DemDiv model is adept at answering a specific set of policy questions focussed around these variables, it is not easy to answer other questions. Users are easily able to input updated country-specific data into the DemDiv model, and the data requirements are not particularly onerous.

Table 5: Excerpt from Uganda's DD compliance tool

DD compliance dimension	Description and guiding questions	Key critical issues for DD achievement	Criteria
Does the sector development plans/Local government development plans clearly specify strategies geared towards:	Reducing the child dependency burden <i>Does the sector/MDA/LG have mechanisms through its strategies and interventions that contribute to the reduction of child dependency burden?</i>	Key strategies to reduce child dependency burden include: <ul style="list-style-type: none"> • Increasing access to family planning • Increasing demand for family planning • Reducing all forms of gender inequality • Gender based violence and harmful practices at all levels • Increasing access to quality RMNCAH services • Promoting healthy lifestyles and preventing NCDs; Promoting universal health coverage • Supporting initiatives that prevent early marriages and teenage pregnancies • Keeping girls in school. 	If it met all issues score 1, else if it met half of issues score 0.5 else score 0

However, the nature and strength of the actual economic relationships between different variables are derived from cross-country data and are built into the model, meaning that they are held constant over time and are exactly the same for any country using the model. Unfortunately, the DemDiv model is not designed to produce sub-national or disaggregated results, and is unable to address issues related to sub-groups or inequality.

Unlike the DemDiv model, National Transfer Accounts (NTA) are not designed with the DD in mind as its sole focus. NTAs are constructed from country-specific data sources, including household survey data, administrative data, national accounts data, and population projections. While this makes NTAs data-intensive, there is considerable flexibility in terms of incorporating varied and unique data sources in order to close potential gaps that conventional data are unable to fill. Another important advantage is the fact that NTAs are constructed to be consistent with national accounts aggregates. NTAs do, however, require technical know-how to construct and so do not offer the kind of easy interaction to policymakers that is possible with the DemDiv model. NTAs are not models like the DemDiv model: they are a set of accounts, disaggregated by age. Because of this, policy analysis using NTAs is not a matter of changing a value for a particular variable: instead, policy questions need to be 'translated' into an impact on one or more of the profiles that make up the accounts, or on the population projections themselves. While conventional NTAs were not designed to specifically address or account for inequality, a wide range of studies have begun to adapt the methodology to explore differences between sub-groups defined according to gender, educational attainment, socioeconomic status, and geography. Importantly, NTAs themselves are not prescriptive in terms of policy recommendations around the demographic dividend, because they summarise the prevailing patterns of economic behaviour, which are themselves determined by factors such as societal norms, government interventions and economic conditions.

Economic models and frameworks are simplified representations of complex phenomena, and must trade off complexity and level of detail against accessibility and ability to communicate results to non-technical audiences. The DemDiv model makes a choice for the latter and, while NTAs do not make an explicit choice, they can be more challenging to describe and communicate to a general audience. That said, there is considerably more scope for users of NTAs to bridge the gap between policy questions and the 'model'. Both the DemDiv model and NTAs face the challenge of becoming outdated over time. New NTAs can be constructed as new data becomes available, with many countries have a number of NTAs for different years; users of the DemDiv model would need to wait for an official update of the model to incorporate more recent information on the underlying relationships. Each of these approaches has its strengths and challenges, and neither approach will be able to provide answers to all research questions.

Recommendations

- Undertaking routine data collection and analysis exercises within countries to ensure that evidence required for DD planning is readily available.
- Ensuring data collected is disaggregated to sub-national level.
- Undertaking periodic analysis of infrastructure at lower levels to guide the development of sub-national development plans.

Integration of DD guidance into policies, sectoral plans and development plans

a) Integrating DD in population policies

A population policy should outline the set of measures governments seek to undertake to modify anticipated consequences of current fertility and mortality patterns. The policy may set out to modify the size, age composition and regional distribution of the population in addition to addressing issues related to internal and external migration.¹³ It is therefore a document that must incorporate the DD agenda as the population age structure has important social and economic implications and can influence national policy agendas. Population policies are one of a few documents that policy makers can draw upon when developing national development plans and associated budgets since DD is seen by many as a population issue.

Age structures are often examined through the dependency ratio. Dependency ratio measures the size of the working-age population (frequently defined as ages 15 to 64) relative to the size of the non-working age, or dependent, population. It assumes that the income generated by the working age population supports those who are economically dependent such as children and seniors. Since the aim of the population policy is to have a favourable age structure for the DD, the policy documents should identify other factors that contribute to this goal, including access to education especially among girls, access to sexual and reproductive health services including voluntary family planning services, gender equity and women empowerment and improving child survival among others.

Only 11 countries in the ESAR have explicit population policies, although most predated the promulgation of the DD agenda in the region. As Table 6 below shows, the content slightly varies across the policies, but the majority of key policy areas are addressed. Only 9 policies reference the dependency ratio. Except for the Seychelles, the remaining 8 policies articulate what is the current dependency ratio, how it is currently undermining efforts to socially and economically develop and what combination of interventions can potentially be introduced to modify the ratio. Many of the key components that population policies need to address are incorporated, but only policies that were developed from 2012 onwards explicitly reference the DD. This seems to suggest, and it comes as no surprise, that countries understand the benefits of focusing on the DD.

Table 6: Review of National Population policies against DD pillars

Country	Year	Does the policy mention the need to address the dependency ratio	Does the policy have a clear objective on:						
			Child survival	Family planning	Adolescent health	Girls' education	Gender equity	Job creation & skills	Nutrition
Ethiopia	1993	N	Y	Y	Y	Y	Y	Y	Y
Kenya	2012	Y	Y	Y	Y	Y	Y	Y	Y
Lesotho	2018	Y	Y	Y	Y	N	Y	Y	Y
Malawi	2012	Y	Y	Y	Y	Y	Y	Y	N
Mozambique	Not specified	Y	Y	Y	Y	Y	Y	Y	N
Namibia	1997	Y	Y	Y	Y	Y	Y	Y	Y
Seychelles	2007	Y	Y	Y	Y	N	Y	N	N
Tanzania	2006	N	Y	Y	Y	Y	Y	Y	Y
Uganda	2018	Y	Y	Y	Y	Y	Y	Y	N
Zambia	2019	Y	Y	Y	Y	Y	Y	Y	Y
Zimbabwe	1998	Y	Y	Y	Y	Y	Y	Y	Y

According to Table 6, all of the policies sought to address child survival rates, access to family planning and adolescent's health. Education was also identified in all policies as another area of focus, but countries differed as to whether or not there was an explicit focus on addressing the particular educational needs of girls. Failure to articulate how a country will address gender specific challenges and barriers girls face when accessing education is an oversight that could potentially undermine a country's efforts to harness the DD. Unequitable access to education drives gender inequity and requires particular attention. Population and nutrition are intrinsically linked. Yet 4 countries do not have a clear objective that focuses on nutrition. Investing in adequate nutrition for children especially during the first 1,000 days of life has been linked to better physical, mental and emotional growth and development outcomes for children. These health outcomes lead to better educational outcomes, which in turn leads to a more productive and highly skilled labour force and is a critical component for countries seeking to harness the dividend.

¹³ Population policy - Ined - Institut national d'études démographiques. (n.d.). <https://www.ined.fr/En/Glossary/Population-Policy/>. Retrieved July 14, 2021, from <https://www.ined.fr/en/glossary/population-policy/>

Unfortunately, there has not been a concerted effort to sufficiently address these issues and that more work needs to be done.

Recommendations

- Drafting comprehensive population policies that not only incorporate the dependency ratio but also other key components that drive population age-structure changes.
- Identifying interventions and targets aimed at achieving a favourable dependency ratio for harnessing the DD
- Ensuring the implementation of population policies is vested in the country's planning ministry/institution.

b) Integrating DD in National Developments Policies

National development policies provide countries with a framework to guide investments in strategic areas so as to attain sustained economic growth. These can be either long-term (over 10 years) or medium-term (usually 5 year) development plans. Medium-term development plans provide a breakdown of interventions to be undertaken by the country in order to attain the goals set in the long-term development plans.

Our study revealed that 19 ESAR countries have long-term development plans. Of these countries, 15 have integrated and taken into consideration population dynamics such as fertility, population growth, mortality and migration. With regard to the DD, 12 countries have referenced the DD in their long-term development plans and the majority of them were developed after the advent of the DD agenda in 1994. Long-term development plans describe how the dividend can be attained as well as the importance of harnessing the dividend for national development. For instance, the South Africa's Vision 2030 acknowledges that *"demographic dividend can only stimulate substantial economic growth where there are appropriate economic and labour policies that allow the young to enter the workplace, investments in health and education, and a stable and effective government. The key is to identify economic policies that can harness the benefits of a larger working-age population."*

Table 7: Integration of DD into development plans

Country	Presence of long-term development plan	Integration of population dynamics in long-term development plan	Presence of medium-term development plan	Integration of population dynamics in medium-term development plan
Angola				
Botswana		No data		No data
Burundi				
Comoros				
DRC				
Eritrea		No data		No data
Eswatini				
Ethiopia				
Kenya				
Lesotho		No data		
Madagascar		No data		
Malawi				
Mauritius				
Mozambique				
Namibia				
Rwanda				
Seychelles				
South Africa				
South Sudan				
Tanzania				
Uganda				
Zambia				
Zimbabwe				

Further, the national development plan for South Africa also points out that the failure to harness the DD will result in the large youth population becoming a threat to social, political and economic stability.

21 ESAR countries have developed a medium-term development plan and 18 of these have integrated population dynamics in the plans. Further, 15 of the medium-term national development plans have discussed the DD and its importance for the development of countries. Whilst some of the medium-term development plans have broadly referenced the DD by just describing what it is and the opportunity it presents to the country, others have identified specific areas that require investment to harness the dividend. Particular focus has been given to education and skills development as well as job creation. The countries that have not referenced the DD in their medium-term national development plans are Madagascar, Mauritius, Seychelles, and South Sudan although they were developed after ICP Beyond 2014 Conference.

Zambia's NDP II (2017 – 2021) has clearly articulated what the demographic dividend is and its implications for national development. The development plan draws on the recommendations from Zambia's demographic dividend report which calls for 'equitable and cost-effective interventions that leave no one behind'. Further, it recognizes that there is a need for a supportive environment for innovation and entrepreneurship in order for the youth to prosper. The country identifies interventions to achieve this including diversifying the economy, universal education from early childhood to secondary level, and strengthening governance and anti-corruption systems, accelerating fertility reduction and improving child survival interventions, improving health status of the labour force and keeping girls in school and preventing child marriages and teenage pregnancies.

Among the countries interviewed, some respondents opined that the DD study facilitated the integration of DD into national development plans as they provided insight into the sectors that countries need to focus investments in order to attain a demographic dividend. Besides that, the involvement of multiple sectors in conducting the DD study promoted buy-in for the DD agenda such that it was easily taken up in the development of national development plans.

Recommendations

- Setting clear interventions that countries will focus on to harness the dividend in development plans as well as targets they seek to achieve.
- Articulating the country context and including the dependency ratio to provide a basis for planning for the population in development plans.

c) Integrating DD strategies for sectors and sub-national units

Decentralisation is common in many sub-Saharan African countries, with many administrative functions having been cascaded down to the sub-national or local levels. The potential benefits for decentralisation are well-known and largely build upon the idea that local government's physical proximity provides them with more insight into local preferences, needs and how local systems operate and can therefore design, implement and monitor programmes and resources in a more efficient manner. Moreover, these insights theoretically, should result in the improved quality of service provision since local governments are far more likely to be sensitive to local requirements and open to feedback from programme beneficiaries and service users.

Subnational governments can wield a lot of power. Based on these factors, we have identified development of DD subnational implementation strategies as a key component to operationalising the DD for decentralised countries. Based on our research, only 2 out of the 23 countries have developed sub-national plans (see Table 4). One IDI respondent noted that:

"At subnational level we have the county governments who get their [own] resources and do their [own] budgeting and decide which projects they're going to implement. We need to continue working very closely with these county governments to ensure that they give priority also to demographic dividend related projects"

A Kenyan respondent noted that the National Population Council for Population and Development (NCPD) created a tool to guide sub-national governments on how best to incorporate DD into their integrated county development plans.

"We were able to infuse issues of demographic dividend in the Kenya vision 2030. And then we also got an opportunity to provide a guideline to all the county governments on how they can be able to capture specific issues on demographic dividend."

The tool builds upon the 2015 National Youth and Adolescent Survey which generated county specific data on key health, education, economic and governance issues at county level that adversely affect the youth. The report also identified the challenges that each county needed to address so as to harness the demographic dividend, and also pointed out the existing opportunities as explained below by one of our KIs.

"We decided to undertake a survey known as the National Youth and Adolescence survey, and in this survey [what we] intended to do is find out in the four key sectors of demographic dividend, what are the issues that need to be addressed by each of the 47 counties so that Kenya can move towards the attainment of a demographic dividend. We managed to complete that survey and we developed reports for each of the 47 counties and used this to help them understand what they need to do."

Based on the report, the county guidelines show the status of each county, and provides potential interventions the county can implement, as shown in the excerpt on the next page.

Table 8: Excerpt for the Kenya’s guideline for harnessing demographic dividend for sustained economic growth: County guideline

Health and wellbeing pillar: Kilifi County		
Indicator	Current status	Suggested interventions
Average number of children per woman	5.1	<ol style="list-style-type: none"> 1. Strengthen family planning program me to enhance accessibility of family planning methods and choices. 2. Strengthen child survival programmes and enhance public education on benefits of small family sizes

Incorporating DD into sectoral plans is equally important. The silo nature in which many government ministries operate can result in DD programmes that require multi-sectoral collaboration being overlooked if they are not also included in ministry’s annual/multiyear plans. This can be addressed through incorporating DD into sectoral plans in addition to national and sub-national plans. To address this issue, Kenya has leveraged the National DD Technical Committee, which brings together people from all sectors. One Kenyan respondent articulated

“[The committee explained] what demographic dividend is all about and what role each of their sectors has to play in terms of helping the country to attain a demographic dividend. Because of this understanding, you find quite a number of them have been able to pick the issues that they needed to integrate.”

Recommendations

- Working with sub-national governments to integrate DD into their frameworks and workplans once a national framework has been established.
- If possible, providing subnational governments with technical assistance to integrate DD into their frameworks, workplans and budgets
- Ensuring that ongoing advocacy efforts target those who are required to participate in the development of DD policies, strategies and roadmaps at the sub national level
- Clearly articulating and demonstrating to potential DD workstream owners how the DD will help them achieve their overarching development goals at sub-national level
- Integrating DD in sectoral plans via leveraging existing platforms members

Development of strong multi-sectoral implementation mechanisms

a) Multi-sectoral DD programmes within government and with non-state actors at national and sub-national level

Attaining the DD requires the following thematic areas to be addressed:

- Employment and Entrepreneurship
- Education and Skills Development
- Health and Wellbeing
- Rights, Governance and Youth Empowerment

In order to successfully address all four pillars, countries must take a holistic approach. Different countries have adopted different approaches to developing multi sectoral mechanisms which we will explore in more detail in the next section. The precursor is embracing an inclusive approach to determining how and what that mechanism and plans will look like. A recurring theme identified during the IDIs centred around bringing relevant stakeholders together.

When asked about multi-sectoral planning one IDI respondent remarked

“How [DD] filtered horizontally was mainly through a committee which brings together people from all sectorsThe first thing we did is sensitize the members of the committee..... because of this understanding, you find quite a number of them have been able to pick the issues that they needed to integrate”

Building upon ongoing advocacy campaigns which should have already reached these individuals, DD stakeholders should develop an integrated approach to DD planning and implementation that involves multi-sectoral and multi-partner involvement from various sectors to facilitate DD operationalisation. Moreover, countries must adopt an inclusive process that explicitly seeks to mainstream the DD strategy across multiple government functions.

The most dominant stakeholder involved in development of DD roadmaps and strategies was the Ministries of Economy, Finance and Development Planning that largely led the DD agenda in most countries. This reinforces our earlier finding, under pillar 1a, which found that the Ministries of Economy, Finance and Development Planning was the most influential actor and played a significant role in pushing the DD agenda forward in ESAR countries. Other key actors included the Ministries of Health, Education, Youth, and academic researchers. Some expected key actors, such as the media, private sector, civil society groups, religious leaders, parliamentarians, and bilateral/multilateral development partners were mentioned only in a few countries.

We asked our respondents to name up to three actors who have opposed the DD agenda in their country. Religious and traditional leaders were identified by 4 countries as one group that provided the greatest opposition. Their opposition focuses on sexual and reproductive health and rights with respondents noting opposition to comprehensive sexuality education, opposition to youth and adolescents accessing family planning services, pro-natalist ideologies and their support for harmful traditional practices including child marriage and female genital mutilation. Sustained advocacy efforts that directly target and seek to dispel misinformation and highlight the benefits associated with DD must be prioritised by countries that are planning to operationalise the DD.

There is a general consensus that all relevant actors must contribute to implementing DD programmes, but many countries struggle to identify an approach that actively encourages collaboration and discourages a siloed approach to implementation. Uganda is one country that is attempting to address this via modifying how programmes are set up and monitored. Respondents in Ugandan noted that the 3rd NDP (2020/21-2024/25) had shifted from sector specific development targets to programme targets. The plan identifies programmes that require multi sectoral collaboration in order to be achieved. For example, the excerpt below from the plan identifies interventions and responsible actors, but does so in a way that continues to emphasise the need for multi-sectoral collaboration both within and outside government. Ministries are expected to work together to identify how best to implement the package of interventions and are monitored and assessed as a collective.

Table 9: Excerpt for the third Ugandan national development plan

Intervention	Actors
3. Improve child and maternal nutrition a. Promote consumption of fortified foods especially in schools b. Promote dietary diversification c. Develop the national food fortification policy and law	Ministry of Health, Ministry of Education and Sports, Ministry of Gender Labour and Social Development, MTIC Ministry of Finance Planning and Economic Development, Ministry of Local Government, Ministry of Agriculture Animal Industry and Fisheries Private Sector, Development Partners

Recommendations

- Establishing a central co-ordinating body, with convening power, to bring relevant stakeholders together and ensures key deliverables are met.
- Articulating the importance of multi sectoral collaboration both in terms of planning and implementation in ongoing advocacy efforts.
- Designing implementation structures to disincentivise siloed implementation and foster joint DD collaboration. This should be reinforced through developing a shared implementation plan with key performance indicators.

b) Strengthen population and DD coordination agencies and mechanism at national and sub-national level

As mentioned above, DD implementation requires many different actors, stakeholders and needs to be implemented at multiple different levels. A strong coordination mechanism that has autonomy, the power to convene, and provides strategic oversight to actors is an invaluable asset for countries that are operationalising the DD.

Coordination entails bringing together different institutions and/or ministries from all policy sectors of the DD to streamline their activities towards achieving a common goal. Thus, building partnerships and aligning the DD agenda with the national development frameworks is a salient feature of the coordination process. The coordinating body should help set the agenda and develop strategies to guide the relevant institutions on how best to achieve the agenda, with targets and measures of success clearly defined, both at the national and sub-national levels. The coordinating body should also have the mandate for oversight, to ensure that each institution/ministry delivers on its responsibilities, and that set targets are achieved. This mandate should be reinforced by the methodology used to make all partners work in the same direction. There should also be mechanisms in place that empower coordinating bodies to act and support ministries that are not performing, and to address consistent bad performance with punitive action.

Effective implementation of the DD agenda depends largely on the coordinating body, it should therefore be strategically placed to ensure that implementing ministries/institutions can report to it and should have full support from government and the top leadership. This implies that the body should be above ministries for effective coordination. Coordination bodies within national planning authorities, other autonomous institutions, or bodies located within the president's office tend to have a higher clout when it comes to enforcing performance and delivery compared to coordinating bodies that sit within ministries. This is supported by a respondent in South Africa:

"You want an [coordinating] institution with clouta dedicated ministry or within the office of the presidentwho can enforce coordination..."

ESAR countries have varying mechanisms for coordinating population, development and DD activities, including population councils/secretariat, population units/departments within ministries of finance/planning and population units within Ministry of Health or statistical bureaus. We found that population councils/secretariats, which typically fall under Ministries of Finance and Development Planning, tend to be semi-autonomous institutions with mandates including leading development of

population policies, coordinating population programmes and related advocacy, and facilitating mainstreaming of population dynamics in development planning.

In Kenya and Uganda, DD is spearheaded by the National Population Council while the Directorate of Social Development is the coordinating mechanism in South Africa. In Comoros, Lesotho, Malawi, Mauritius, and South Sudan, DD implementation is coordinated by either a population unit in the Ministry of Health or by the Bureau of Statistics. For the remaining ESAR countries, population units or departments within Ministry of Finance or Planning are vested with the DD coordination mandate.

The population councils in Kenya and Uganda bring together different sectors and facilitate planning, monitoring and budgeting of the different DD related activities, and have been instrumental in DD implementation. Respondents in Uganda noted this:

“You have the national coordination office, which ideally houses the demographic dividend of a nation. And the one at the helm of this coordination office, which is the National Population Council is none other than a well-known medical doctor, public health specialist and a researcher at that. So, that is no mean feat. We also have the National Planning Authority, which leads the planning and implementation of the dividend. And this docket is headed by a person who holds a doctorate in demography. And then the National Council has a board and the board is headed by none other than Emeritus Professor of Medicine, so if you look at what you want to achieve the skill set of who is holding which position matters.”

“People in positions of authority, are not just political appointees they also have the necessary skills set. The chairperson, for example, in Parliament, of population affairs is a medical doctor, who has served at the district level and now chairs the committee on population affairs. We need people who are both political and technical. I think for me, this has been a great push for Uganda to appreciate and implement aspects of the dividend.”

“Convening power, they are able to know you raise the population council to where the director or the chairman of the population council is able to be at the same level and have a discussion with minister. So, the elevation of [DD] positions to the level of decision making at the national level is one strategy. So that is the access to the different sectors. I think how this is different from a country like Malawi that I worked in before, I was trying to help mainstream the dividend in Malawi in the growth and development strategy. And I found that the population department is just some small department and therefore, the head of department was a small person, he can't be on the discussion table with people that matter. So today, people who drive the population agenda at both at the National Planning Authority, the National Population Council, sit at a table with people that matter at the national level in Uganda. For me, if you ask me the strategy, that is how we've achieved what we have achieved.”

Beyond strengthening DD coordination agencies and mechanisms, it is important to come up with multi-sectoral mechanisms for sustaining and taking the DD agenda forward. Many countries have used existing multi-sectoral mechanisms such as population and development technical working groups. However, other countries formed new DD steering committees and taskforces to coordinate and chart the future of the DD. For example, Malawi formed the DD Steering Committee that was led by the Ministry of Youth. The Steering Committee started on a strong note, with some of the early meetings chaired by the Secretary to the President and Cabinet. However, the initial enthusiasm and momentum has waned and the meetings are not as regular as they used to be, and references to the DD in the country's development discourses has faded. Kenya also established a multi-sectoral DD task force that started with a lot of vigour, leading to the development and launch of the DD roadmap. The task force also supported efforts to do advocacy activities at the county governance level. However, based on AFIDEP's interactions with DD implementers in Kenya, momentum has also slowed down over the last three years or so when not much has been done to operationalise DD roadmap and one hardly hears any reference to the DD in development discourses in the country.

Recommendations

- Constituting a multi-sectoral multi-stakeholder group consisting of all relevant institutions for implementation of the DD agenda as early as possible to ensure that they are involved in the agenda setting. These should include experts on the various DD thematic areas, academia, religious leaders and media in addition to the sector specific government and private sector
- Defining the responsibility of each organisation involved, identifying where responsibilities are shared across organisations and how the institutions will share information and/or resources

Monitoring evaluation and accountability framework

a) Performance, monitoring and accountability frameworks to guide design of interventions and monitoring of results

Having robust continuous monitoring and accountability mechanisms help track the progress of programmes, make adjustments and assess the outcomes, and are thus key pillars in operationalising the DD agenda. Monitoring and evaluation systems should not only produce reliable data for the purposes of reporting outputs and outcomes, but also ensure continuous improvement by using the data to drive decision making and planning. M&E systems should also help identify problems and feed into course correction.

A robust system consists of several components including clear indicators and targets for programmes, tools for measuring indicators, and adequate staffing to ensure data flow and data management. For an M&E system to be effective, feedback on

performance should be provided to the implementing institutions. In addition, budgeting should be linked to the M&E system for effective use of resources.

The study showed that there is limited M&E capacity within the ESAR countries. Respondents were asked if there is a monitoring and accountability framework/system that has been put in place in their countries to ensure effective implementation of the DD agenda. Four of the ESAR countries (Angola, DRC, South Africa and Uganda), noted that they have a monitoring and accountability framework for the DD.

Key informant interviews in South Africa reported a robust results-based M&E system that has been implemented since 2009 and goes beyond DD to encompass nationwide development planning. The M&E system implementation is guided by the policy Framework for the Government-Wide Monitoring and Evaluation System (2007) and the National Evaluation Policy Framework (2011), and its oversight is vested with the Department of Performance Monitoring and Evaluation under the president's office. The M&E system is used to provide timely information to inform planning, budget allocation implementation and reporting of government strategies and is integrated into existing management and decision-making systems, both at national and provincial level. Routine evaluations of select interventions are also carried out to assess performance and the results are made public.

Data is captured using a set of indicators and the performance checked against set targets to identify departments/units that are performing well (green) those in the middle (amber), and those that are grossly underperforming (red). The reports at the department level are aggregated by the M&E unit in each department, and then sent to the national M&E unit that collates performance by ministry and presents the data to the responsible cabinet minister. These reports are used to review progress by the cabinet ministers. The president conducts performance reviews using these reports. Although this is progressive, to date, there have not been any repercussions for poor performance, and thus the report might not be taken seriously. A respondent in South Africa supported this:

"The M&E framework is very developed.....a lot of thought has gone into getting ministries to account for what they do. Where the system is failing is there seem to be no repercussions for non-performance.....Without reinforcement and consequences, then you don't get the required outcomes, even if the framework is good"

Another respondent added:

"The M&E does virtually monitor everything, but it is not used to elevate issues of statistical concern"

The high political will, adequate resources and staffing have been lauded for the success of the system. The national structure is mirrored at the provincial level, which facilitates the collation and aggregation of data at the national level. However, the provincial level is not as well-resourced as the national level and the performance is dependent upon how provincial principals perceive M&E.

Uganda is another ESAR country that reported having an M&E framework. In Uganda, the framework is currently being used in conjunction with the compliance tool and the theory of change to monitor programmes. The M&E results framework builds upon the DD theory of change and National Development Plan II (NDP II), and feeds into their compliance tool which the country uses to measure progress. The DD roadmap results framework identifies indicators that are DD specific from the overarching National Development Plan II results and reporting framework and the National Standard Indicator framework. As previously mentioned, the indicators fall under programme categories which require multi sectoral collaboration.

The framework follows a similar format to both the NDP II and compliance tool in that multi sectoral programmes are assigned clear goals, a specific indicator that is commonly accepted, utilises existing data collection systems and has clear targets. The framework assigns specific indicators at both the intermediate outcome level so that decision makers are able to better understand their programmes performance and can test their theory of change whilst the programme is being implemented rather than wait until programme completion. Below is an example of how the Ugandan M&E framework is designed.

Recommendations

- Developing an M&E system as early as the DD agenda is being launched, and cascading it to sub-national level. The process of developing the system should be inclusive to ensure that stakeholders agree on measurement of various components.
- Agreeing on activity reporting systems and identifying the repercussions for non-reporting. This also entails feedback reports to institutions on their performance after data analysis.
- Ensuring that the system is robust with indicators, their targets and timelines to help in evaluating the performance of the programme. If a DD roadmap/strategy exists, the M&E system should mirror the structure of the roadmap.
- Deciding on the responsible institution to house the M&E system. Ideally, this should be the DD coordinating institution so as to reinforce compliance from the implementing institutions. For efficiency in delivery of its mandate, the coordinating body should be well-resourced in terms of staffing and funding.
- Because of the cross-cutting nature of DD, the M&E system should incrementally be linked to the implementation of the NDP and the budgeting system to ensure outcomes are linked to the planned and budgeted activities.

Table 10: Ugandan M&E framework

Result	Indicator	Baseline FY2017/18	Target					Responsible actors
			FY2020/21	FY2021/22	FY2022/23	FY2023/24	FY2024/25	
Goal: To guide Government and Non-Government actors to streamline DD priorities and interventions into their respective plans for accelerated harnessing of the Demographic Dividend.								
SO1: To accelerate rapid decline of both fertility and mortality leading to a change in the population age structure that is favourable for economic development								
Reduced dependence ratio	Age related dependence ratio	95.6	94	90	86	84	80	MOH, OPM, NPC, NPA, OPM, MFPED, MAAIF, MoLG
Reduced fertility	Total Fertility Rate	5.4	5.0	4.9	4.8	4.6	4.5	
	Adolescent fertility rate (Birth rate per 1,000 adolescent women aged 10 – 14 years, aged 15-19 years)	132	130	130	130	130	125	
	Prevalence of teenage Pregnancy	25	22	20	18	16	15	
Intermediate outcome 1: Increased demand and access to family planning expanded								
Increased demand and access to family planning expanded	Modern Contraceptive Prevalence Rate for married women and those in union (%)	35	39	42	45	47	50	MoH, MGLSD, NPC
	Unmet need for family planning	28	24	20	16	13	10	
Intermediate outcomes 2: Improved child survival								
Improved child survival	% Of children under one year fully immunized	55	60	63	66	68	70	MoH, MAAIF, MGLSD,

LESSONS LEARNT AND WAY FORWARD



LESSONS LEARNT AND WAY FORWARD

The analysis of the DD process in the ESAR demonstrates that all the countries in the region have generally subscribed to the importance of acknowledging the central role of population dynamics in their development efforts and of the potential of the DD gives impetus to achieving their sustainable development goals. Most of the countries are also making an effort towards developing and operationalising their DD strategies in line with commitments made by AU member states to have country specific roadmaps to make investments to harness the DD.

However, it is clear that the countries in the region are at different stages of operationalising their DD strategies. There are a number of key challenges that have to be addressed going forward in order for the DD and population dynamics to be successfully embedded and within the national development planning and implementation processes. Our analyses by looking at the various drivers of success of various aspects required to effectively embed the DD and population dynamics in the national development planning and implementation processes identified the following:

1. Targeted ongoing and sustainable advocacy

A key best practice that cuts across all 5 pillars is the need for targeted ongoing advocacy that not only introduces key stakeholders at all levels, to the concept of DD but continues to remind them of the need to incorporate DD into their work. Many key stakeholders still do not understand DD or how DD builds upon existing development agenda and this results in missed opportunities as these are the very people who have the ability to operationalise the agenda. National population councils or the equivalents should have a dedicated team who specialise in promoting DD up the political agenda as there is a risk that it could end up as a lost opportunity.

2. DD should build upon existing and link to development frameworks and programme

Successfully articulating the link between DD and national development goals should theoretically be a relatively easy win but understanding why the link is not clear should be a priority. The inclusion of DD into country's development agenda significantly increases the probability that resources will be dedicated to harnessing the dividend.

The fact that all the DD pillars touch upon existing well known development issues presents an opportunity for DD coordinating bodies to leverage these existing resources and provide input into how they can be optimised to achieve DD to by addressing any gaps and avoid duplication.

3. Multi sectoral collaboration

Shifting the dependency ratio will require input from many different ministries. Yet, government infrastructure is not necessarily designed to facilitate collaboration due to siloed approach to implementation. The creation of co-ordinating mechanisms is one solution that must be deployed alongside others. These bodies

*Communication and advocacy
The need for ongoing targeted communication and advocacy appears to be the accelerant that triggers the chain of actions required from countries who are seeking to reap the dividend.*

have significantly contributed to pushing the DD agenda forward, but identifying alternative approaches to facilitate and support the work of these co-ordinating mechanisms is worth exploring. Countries such as Uganda and Kenya have attempted to address this issue, by developing implementation frameworks that encourage collaboration and measures progress against programme targets that require contribution from multiple ministries.

4. Incorporation of DD into national and subnational budgets

The DD paradigm at the moment is topical and many countries have successfully capitalised on the momentum and have undertaken the first steps in operationalising the DD such as development of national profiles, and some have roadmaps or strategies. Others have gone further and integrated DD into national and subnational development frameworks. However, many countries are unable to ensure that these strategies are adequately budgeted for and therefore programmes are not implemented. This requires continued advocacy efforts on the importance of budgeting for planned activities, but also change in budgeting systems to outcome-based approaches.

5. DD Monitoring and evaluation systems

Most countries, despite having made a lot of progress in operationalising the DD did not have a system to help them monitor and assess progress. In addition, many countries rely on data collection exercises that are infrequent and expensive and therefore do not lend themselves to routine monitoring. Countries cannot wait for several years before they find out a programme or intervention is not working. They need data more frequently to assess, course correct and steward the country towards harnessing the dividend. This effort should be led by the national DD co-ordinating body. Ideally there should be no need to develop a new system but rather draw upon existing tools to develop a framework that tracks processes and when necessary incorporate robust indicators to fill in any gaps. For example, programmes that focus on education or family planning all have monitoring and evaluation plans, and this could be adapted for the DD programme.

The need for ongoing targeted communication and advocacy appears to be the accelerant that triggers the chain of actions required from countries who are seeking to reap the dividend. Advocacy alone however is not enough; it must be guided by an empowered co-ordinating body that can draw upon the strengths and skills of other cross-sectoral institutions to ensure that all key pillars of the DD are addressed. Without these two essential components it is very difficult for countries to move forward with the agenda as these two pillars provide the foundation on which the other pillars will build upon.

Further, it is important for all countries to make concerted efforts to embed the DD and the integration of population dynamics into existing and upcoming key sustainable development initiatives and frameworks at the local, regional and global levels. Leveraging initiatives including the 2030 SDGs, the African Union's Agenda 2063, and the long and medium-term national development plans provides an inclusive platform to engage cross-sectoral actors in the process to integrate the DD and population dynamics into national development planning and implementation processes. Since these initiatives have generally broad buy-in across sectors, it will increase the probability of efforts to operationalise the DD in the countries being more effective.







Conclusion

CONCLUSION

The DD paradigm has become an exciting development agenda but there is a risk that it could end up as a lost opportunity and fail to bring about much change in the way development business is done in the region and across the continent. As noted earlier, countries have applied these lessons at varying levels and with varying results and there is considerable scope for cross-country learning. As a region and individually, ESAR countries have achieved some success but there are serious gaps for most countries to take the DD from policy/strategy document to action.

When we look at the totality of the evidence and lessons, Kenya, Uganda and Zambia stand out in the region as among the countries that have progressed the most in their journey to operationalization of their DD framework and that can provide useful lessons that other countries can adopt in their DD implementation processes. Nevertheless, there is still a lot that these countries and others within the region need to do to reinforce their DD programmes, especially in ensuring that there is sustained generation of evidence and advocacy to inform action and interest as well as buy-in among political leaders and policy makers at national, sectoral and sub-national levels. The programmes should not only secure interest, but planning, budgeting, and implementation commitments and achieving this will require strong coordination mechanisms, capacity building in systems thinking and integrated planning, and accountability platforms that should be convened regularly to review performance and agree on new action plans.



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ANNEXES



ANNEXES

Annex 1. Interview respondents

Countries	Number of KI interviews conducted	Organisation(s)
Botswana	3	<ul style="list-style-type: none">• Ministry of Finance and Economic Development• University of Botswana
DRC	1	<ul style="list-style-type: none">• University of Kinshasa
Kenya	3	<ul style="list-style-type: none">• National Council for Population and Development (NCPD)• International Youth Alliance for Family Planning (CSO)
Malawi	3	<ul style="list-style-type: none">• National Planning Commission (NPC)• National Youth Council of Malawi• Ministry of Health
Mauritius	3	<ul style="list-style-type: none">• Ministry of Health and Quality of Life• Office of Statistics• Action Familiale (NGO)
Rwanda	2	<ul style="list-style-type: none">• National Institute of Statistics Rwanda (NISR)
South Africa	3	<ul style="list-style-type: none">• Department of Social Development (DSD)• University of Cape Town (UCT)
Uganda	2	<ul style="list-style-type: none">• National Population Council (NPC)• Makerere University, Department of Population Studies
Zambia	2	<ul style="list-style-type: none">• Ministry of National Development Planning

Annex 2: Interview guide

Questionnaire Guide for In-depth Interviews (IDI) for the Best Practices to Operationalize DD Roadmap

This guide is developed to draw out in-depth information on the extent to which countries have operationalized the Demographic Dividend roadmap and integrated the DD and associated population dynamics into development planning and implementation processes in the East and Southern Africa region. A synthesis of the information from the IDIs will be used to strengthen the evidence base to support recommendations for best practices to operationalize DD in the region.

1. Which are the three to four key drivers that have enabled the process of operationalizing the DD roadmap in your country?
2. Could you please highlight the top three challenges that you have encountered in integrating the DD and related population dynamics into the development planning and implementation processes at
 - I. National level
 - II. Sub-national level
3. How have you addressed these challenges? Has this been successful, and if so, what were the success factors? (Probe for both national and sub-national level).
4. Have communication and advocacy efforts been successful in your country? By this, I mean, do you think the DD agenda is now widely understood in the country?
 - I. If deemed successful, what is the evidence for this?
 - II. How was the success achieved?
(Probe: Who have become champions of DD? What is the level of endorsement received for the DD?; Has the DD messaging reached actors at grassroot/community level? What is the evidence of this? Are the messaging and advocacy efforts an ongoing effort?)
5. Have you integrated DD into:
 - I. National development plans? Is this successful, and how has this success been achieved?
 - II. Sub-national development plans? Is this successful, and how has the success been achieved?
 - III. Sectoral plans? Is this successful, and how has this success been achieved?
6. Availability of relevant data to inform the integration of DD and related population dynamics into development planning and implementation processes is another area I would like to talk to you about.
 - I. In your view, has your country been successful in this area? Please explain?
Probes:
 - II. Who is responsible for the collection of data to inform integration of DD and population dynamics into development planning?
 - III. What are some of the gaps in the data? What has been done in this country to bridge the data and evidence gaps to inform the process?
 - IV. How have you managed to navigate the challenge of availability of data at sub-national level?
 - V. Do you have adequate data to monitor and evaluate the implementation of the DD strategy?
7. Does your country have a functioning monitoring and evaluation plan to operationalize the DD strategy/roadmap? What have you done to make this effective and how has it improved outcomes? (Probes: who is responsible? How does it work at both national and sub-national level?)
8. The challenge of achieving cross-sectoral collaboration on the DD has been identified as a major obstacle in a number of countries.
 - I. How have you managed the process of cross-sectoral collaboration in your country? What are some of the main factors that have facilitated successful cross-sectoral collaboration on the DD in your country?
 - II. Do you have a central coordination mechanism for the DD agenda and mainstreaming related population dynamics into development planning and implementation processes?
 - i. If yes, how has this worked? Why has this succeeded?
 - ii. Has this been cascaded to sub-national units?
(Probes: Who is responsible for the coordination and implementation of DD efforts? What has worked best to facilitate multisectoral collaboration [including with both government and non-governmental actors])
9. Has your country costed the implementation of your DD strategy at the national and/or sub national level?
 - I. If yes, has this been integrated into the national budget? How will DD activities be paid for?
10. Finally, what's your advice to other countries that could help them operationalize the DD roadmap and to successfully integrate DD into development planning and implementation processes.



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