

Consolidating
the foundation
for the creation
of a borderless,
prosperous,
integrated and
peaceful West
Africa



Community Strategic Framework

2016-2020



The Economic Community of West African States



Basic Information About Member States

S/N	Member State	Capital City	Official Language	Independence Day	Total Land Mass (Sq. Km)	¹ 2014 Population (Million)	Currency	² 2014 GDP (Billion USD)
1	Benin	Porto Novo	French	1 st August, 1960	112,620	10.3	CFA Franc	9.237
2	Burkina Faso	Ouagadougou	French	4 th August, 1960	274,200	17.9	CFA Franc	16.304
3	Cabo Verde	Praia	Portuguese	5 th July, 1975	4,033	0.5	Escudo	1.975
4	Cote D'Ivoire	Yamoussoukro	French	7 th August, 1960	322,460	20.8	CFA Franc	33.963
5	The Gambia	Banjul	English	18 th February, 1965	11,300	1.9	Dalasi	0.918
6	Ghana	Accra	English	6 th March, 1957	239,460	27.0	Cedis	35.475
7	Guinea	Conakry	French	2 nd October, 1958	245,857	11.6	Guinean Franc	6.770
8	Guinea Bissau	Bissau	Portuguese	24 th September, 1973	36,120	1.7	CFA Franc	1.040

¹Population as at 2014 - Source: Population Reference Bureau http://www.prb.org/pdf14/2014-world-population-data-sheet_eng.pdf

²Gross Domestic Product (GDP) – Source: IMF World Economic Outlook Database, April 2015

9	Liberia	Monrovia	English	26 th July, 1847	111,370	4.4	Liberian Dollar	2.073
10	Mali	Bamako	French	22 nd September, 1960	1,240,000	15.9	CFA Franc	12.043
11	Niger	Niamey	French	3 rd August, 1960	1,267,000	18.2	CFA Franc	8.290
12	Nigeria	Abuja	English	1 st October, 1960	923,768	177.5	Naira	594.257
13	Senegal	Dakar	French	4 th April, 1960	196,190	13.9	CFA Franc	15.881
14	Sierra Leone	Freetown	English	27 th April, 1961	71,740	6.3	Loene	5.411
15	Togo	Lome	French	27 th April, 1960	56,785	7.0	CFA Franc	4.838

MESSAGE FROM THE PRESIDENT



Picture

Our Community has come a long way during the last forty years. Substantial progress has been made and several major challenges confronted over these years. Gains that were made must now be built upon. We together and purposefully meet the challenges that have emerged. The necessary foundation that has been laid towards the creation of a peaceful, integrated and prosperous West Africa must now be consolidated to adequately support a brighter future for the citizens of our region. All stakeholders must continue to play their respective and collective roles, in the consolidation process. The Community Strategic Framework (CSF) is

presented to you as our collective commitment and response towards the consolidation of the foundation. The CSF is to fast-track regional integration and consolidate peace, security and stability throughout our region. Its orientation, pillars, priorities, components and expected outcomes, over the planned period 2016 – 2020, are rooted within the Community's shared fundamental principles of equality, inter-dependence, solidarity and collective self-reliance. As we embark on the next five (5) years journey, it is assuring to note that ECOWAS is moving in the right direction. We can be rightly proud of belonging to West Africa and consider the future of our region with greater assurance. Establishment of a common external tariff, roadmap for the attainment of a common currency within the region by 2020 are amongst our great achievements. Work is advanced to fast track the finalization of the ECOWAS Customs Code.

It is therefore crucial that the priority areas identified in the CSF be mainstreamed to the extent possible into public and private development agendas and action in Member States. The choices and strategic direction embodied within the framework should be internalized to produce desirable results. This action will not only assist in bridging the knowledge gap that exists between regional and national bodies, but will also promote regional cooperation and integration in a coherent and coordinated way. Internalizing the CSF will not only encourage cost efficiency through joint implementation of activities and programmes, but will also raise national awareness, enhance buy-in, and ownership of the process, protocols and programmes that are adopted at the regional level.

ECOWAS Institutions and Agencies must not only own the CSF and derive implementable programmatic areas from it, but must also be fully engaged in its implementation. As President of the ECOWAS Commission, I call on all Departments, Institutions and Specialized Agencies, each in its area of competence, to design programs and action plans for the planned period in line with the strategic goals set out and the

priority areas as identified in the Community Strategic Framework (CSF), 2016–2020. It is when we, in this time of history, play our roles purposefully, that the citizens of our region today and in the years to come, shall live and move freely in a region that is peaceful, integrated and prosperous. The task may appear to be difficult; but with our collective commitment and positive attitude, the objectives established in the CSF can be achieved.

Let me sincerely thank all those who have been involved in the conception and preparation of the CSF. Yes, the Economic community of West African States has over the last forty years made its mark. We are all called upon to march in the next forty with sustained and purposeful commitment to the integration agenda. Long live a peaceful, integrated and prosperous West Africa.

H.E. Kadre Desire Quedraogo

President
ECOWAS Commission

Acknowledgement



Picture

The *Community Strategic Framework (CSF), 2016 – 2020* was developed through the collaborative effort of stakeholders, with technical supervision provided by the ECOWAS Strategic Planning Coordinating Committee (SPCC). The development of the CSF went through a rigorous process, which was initiated in 2014 following a meeting to prepare a successor plan to the Regional Strategic Plan (RSP) 2011-2015.

This document would not have been possible without the advice and support of the various participants including the ECOWAS Commission and its various departments; the Parliament; and the Community Court of Justice. Stakeholders from all Institutions and Agencies were consulted continuously for inputs and comments. We extend our special thanks to all those who contributed from the Institutions and Agencies for their support and contribution to the process.

We are grateful to Member States and Civil Society Organizations who gave their valuable contributions and support during the development process of the CSF. We thank the various consultants who guided the preparation of the framework and provided the necessary background information that informed the structure and content of the framework document.

Finally, we would like to acknowledge the immense contributions of our development partners with special acknowledgment of the contribution the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ), made through its technical, material, and financial support. These were invaluable to the successful development of this document.

As we commence the implementation of the strategic document in January 2016, we hope to continue to count on the support of all stakeholders involved including our development partners towards ensuring a successful implementation. Our gratitude would become meaning if the CSF objectives and goals are realized.

Dr. Toga Gayewea McIntosh

Vice President and Chair SPCC

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Abbreviations

ACP	African, Caribbean and Pacific
AfDB	African Development Bank
AGOA	African Growth and Opportunity Act
AU	African Union
AUC	African Union Commission
CET	Common External Tariff
CFA	Communautes Financieres d'Afrique
CIDA	Canadian International Development Agency
CPI	Corruption Perception Index
CSF	Community Strategic Framework
DFID	Department of International Development
EBID	ECOWAS Bank for Investment and Development
ECOMOG	ECOWAS Ceasefire Monitoring Group
ECOWAS	Economic Community of West African States
EYSCDC	ECOWAS Youth and Sports Development Centre
EFCC	Economic and Financial Crime Commission
EGDC	ECOWAS Gender Development Centre
EIA	Energy Information Administration
EMCP	ECOWAS Monetary Cooperation Program
EPA	Economic Partnership Agreement
ETLS	ECOWAS Trade Liberalization Scheme
EU	European Union
GDP	Gross Domestic Product
GIABA	Inter-Governmental Action Group Against Money Laundering in West Africa
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HDI	Human Development Index
ICT	Information and Communication Technology
ITC	International Trade Centre
M&E	Monitoring and Evaluation
MDGs	Millennium Developments Goals

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NAC	National Approval Committees
NEPAD	New Partnership for Africa's Development
NORAD	Norwegian Agency for Development
PIDA	Programme for Infrastructure Development in Africa
PoE	Principles of Engagement
RBM	Result Based Management
RMTAA	Regional Medium Term Action Area
RSP	Regional Strategic Plan
SPCC	Strategic Planning Coordinating Committee
SPD	Strategic Planning Directorate
UEMOA	Union Economique et Monetaire Ouest Africaine
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
USAID	United States Agency for International Development
WAHO	West African Health Organisation
WAMA	West African Monetary Agency
WAMI	West African Monetary Institute
WAMZ	West African Monetary Zone
WRCC	Water Resource Coordination Centre

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SECTION 1

Background and Context

1.1 Realising ECOWAS Vision 2020

ECOWAS VISION 2020

“A borderless, peaceful, prosperous and cohesive region, built on good governance, and where people have the capacity to access and harness its enormous resources through the creation of opportunities for sustainable development and environmental preservation.”

1.1.1 The Economic Community of West African States (ECOWAS) was established through the Lagos Treaty of 28th May 1975 in recognition of the common historical, socio-cultural, and political experiences and ties of Member States. The founders sought to translate this heritage into national and regional growth by promoting effective cooperation among Member States and the integration of their development processes.

1.1.2 In June 2007, the ECOWAS Authority of Heads of State and Government reaffirmed its commitment to improve the process of regional integration and enhance the effectiveness of the organisation. A transformational pro-people and results-oriented *ECOWAS Vision 2020* was developed to guide the Community’s activities. This regional vision expresses the understanding of ECOWAS leaders that West Africa’s development can best be achieved by collectively working within an “ECOWAS of People” framework. In this light, the ECOWAS Vision 2020 sets clear directions and goals for ensuring sustainable and inclusive regional development and integration in the long term.

1.1.3 *ECOWAS Vision 2020* envisages a borderless region governed on principles of democracy and the rule of law. It calls for the creation of a conducive regional environment in which West African citizens can move freely to conduct legitimate business. It prioritizes the need for policies to provide ample opportunities for West Africans to engage in productive social, political and economic activities through the sustainable use of the region’s abundant natural and human resources. Community Institutions and Specialised Agencies are oriented towards the accomplishment of *the Vision’s* goals. Each Institution and Specialized Agency is given specific mandates and responsibilities by the decision making Organs of the Community in order to do this. Table 1.1 contains the lists of the organs, institutions and specialized agencies

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Table 1.1: Community Organs, Institutions and Specialized Agencies

Organs
<ol style="list-style-type: none">1. The Authority of Heads of State and Government2. The Council of Ministers3. Specialized Technical Committees4. Sectoral Ministry Fora5. Peace and Security Council
Institutions
<ol style="list-style-type: none">1. The Commission2. The Community Court of Justice3. The Community Parliament4. ECOWAS Bank for Investment and Development (EBID)
Specialized Agencies
<ol style="list-style-type: none">1. ECOWAS Centre for Renewable Energy and Energy Efficiency (ECREEE)2. ECOWAS Gender Development Centre (EGDC)3. ECOWAS Regional Electricity Regulation Authority (ERERA)4. ECOWAS Youth and Sports Development Centre (EYSDC)5. Water Resources Coordination Centre (WRCC)6. Inter-Governmental Action Group Against Money Laundering in West Africa (GIABA)7. West African Health Organisation (WAHO)8. West African Monetary Agency (WAMA)9. West African Monetary Institute (WAMI)10. West African Gas Pipeline Company Limited (WAGPC)11. West African Gas Pipeline Authority (WAGPA)12. West African Power Pool (WAPP)

1.1.4 The Institutions and Specialized Agencies would need to synergise their activities in a comprehensive strategic framework designed for the Community as a whole. The current document provides that programming framework for the period 2016-2020. It articulates programme objectives and expectations and provides guidelines for periodic programme reporting, monitoring and evaluation.

1.2 Regional Programming Efforts

1.2.1 In 2008, the Strategic Planning Directorate (SPD) was established within the

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Commission to coordinate the preparation of short-to long-term strategic documents. This decision instituted a culture of strategic planning and programming within the ECOWAS system and gave rise to the production of *the*

The RSP defined strategies for achieving the tenets of the Vision, and mounted interventions around the expressed desire for a peaceful, stable and secured region

ECOWAS vision 2020. The ECOWAS *Vision 2020* sets out a long-term strategy for regional stability, integration and socio-economic development. It gave rise to the *Regional Strategic Plan (RSP) 2011-2015*, which was designed in June 2010, to aid the realization of the vision. The Plan was intended to serve as the basis and reference point for the programmes and activities of ECOWAS Institutions and Agencies. As such, the RSP defined strategies for

achieving the tenets of the Vision, and built interventions around the aspiration for a peaceful, stable and secure region.

1.2.2 The RSP contained sets of community projects and programmes to be undertaken within the plan period and sought to enable the region have greater outreach and sustained dialogue and cooperation. The RSP encouraged efficient service delivery to ECOWAS citizens; and required ECOWAS Institutions and Agencies to entrench regional principles in the consciousness of Community citizens in order to foster their participation in integration processes. Strategically, the RSP was conceived in response to the absence of institutional cohesion and the proliferation of strategic documents. However, some Community Institutions and Agencies already had strategic plans in place *before* the establishment of the SPD and the finalization of the RSP. This posed a major challenge for the formulation, execution and monitoring of the RSP.

1.2.3 The Strategic Planning Coordinating Committee (SPCC), set up to harmonize the programmes of Institutions and Agencies around a common regional focus, made seven specific recommendations listed in Box 1.1 and, called for institutional synergy in the preparation of future strategic documents. This consensus led to the preparation of the Regional Medium-Term Action Area (RMTAA), which sought to provide synergy in programme execution. Its success was the immediate backdrop to the development of a harmonized programming framework to guide all ECOWAS Institutions and Agencies. Institutions were

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tasked to revise their time lines to enable the conclusion of planned activities by the end of 2015.

Box 1.1: Recommendations for the Development of a Successor Programming Framework for ECOWAS

1. Align projects and programmes more effectively with Member States' needs in order to obtain ownership by all stakeholders;
2. Prioritize activities and establish indicative criteria for measuring achievements, results and impacts;
3. Build appropriate synergies among programmed activities and plan of actions within and across relevant sectors, directorates and institutions;
4. Prioritize funding for implementation of activities that are programmed and identify sources where Development and Technical Partnership can be harnessed to support agreed upon projects and activities;
5. Broaden and intensify consultation with stakeholders so as to improve participation, foster shared commitments, and encourage popular and joint implementation mechanisms;
6. Develop capacities of those responsible for programme implementation in the directorates and institutions to particularly undertake, assess, implement and report on all aspects of the framework and action plans; and
7. Promote peer review and information sharing and networking to provide better insights into implementation constraints, and find viable options for achieving desired results.

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1.3 The Community Strategic Framework

1.3.1 As noted, the CSF is the successor plan to the RSP and RMTAA and is to be implemented over the period 2016-2020. It took two years to formulate the document because of the inherent need for rigour and sustainable ownership. It builds largely on the RSP and retains much of the latter's validity. Its overarching goal is to "*consolidate the foundation for creating a borderless, peaceful, prosperous and cohesive region*", as established by Vision 2020. 1.2.6

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With the recommendations made to changes in the internal and external environments of ECOWAS; second lessons that were learned from implementing the RSP; in addition to the visionary emphasis on an "ECOWAS of the People" it requires that a new strategic direction that was holistic, participatory, inclusive and representative be prepared. In other words, it had become obvious that the successor plan to the RSP (i.e. for the period 2016-2020) had to be formulated as a Community Strategic Framework (CSF). Indeed, seven specific recommendations

were made to consolidate this new thinking (see Box 1.1) and ~~were~~ guided the preparation of the CSF and the strategic plans of ECOWAS Institutions and Agencies s. s.....

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1.3.2 The CSF provides basic direction and guidelines for future ECOWAS policies and programmes. It constitutes the general framework for advancing regional cooperation and integration as well as for guiding the content and process of national development platform. The framework ensures cohesion, coherence, consistency and overall congruence of purpose within the ECOWAS system³. It stresses the need for greater coordination of activities across and within institutions and collaborating partners as an indispensable element of purposeful regional planning and intervention. The framework provides the context for the effective mobilization and utilization of regional resources for achieving the core aims of ECOWAS in promoting regional cooperation, integration and development.

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1.3.3 Accordingly, all ECOWAS Institutions and Agencies are expected to carve out of the CSF their respective Strategic Programmes and Operational Plans, which will indicate key interventions, substantive deliverables, verifiable indicators and lines of responsibilities in accordance with the strategic objectives of the CSF. The preparation of these operational strategic action plans shall likewise be participatory. This is the minimum prerequisite for ensuring the sustainable pursuit and achievement of the objectives of regional economic integration and cooperation and the retention of public trust in the Institutions. In other words, the CSF allows for ECOWAS' systemic and effective engagement in policy dialogue and advocacy at national, regional and international levels. All specialized plans would be guided by the same vision, strategy, assumptions and expected results of ECOWAS within the planned period, while all stakeholders (including development and other strategic partners) are expected to support the programmes and projects emanating from the CSF.

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³"ECOWAS System" refers to the body of Organs, Institutions and Agencies operating in the ECOWAS region and engaged in activities that promote and support regional integration and development, irrespective of the regional structures that set them up.

1.3.4 The CSF reinforces communication among ECOWAS institutions and provides leverage for comparative advantage in achieving more sustainable development. It reaffirms commitment to solidarity, cooperation and collaboration and requires strong community involvement to drive implementation. It assigns responsibilities to different entities and provides guidance for identifying, and mitigating risks that may arise during implementation. It also incorporates mechanisms for assessing and measuring results.

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1.3.5 The CSF is comprised of five sections beginning with the Background and Context of the framework. Section 2 briefly describes the dynamic regional socio-economic and political environments within which the CSF is to be implemented. Section 3 presents an overview and performance assessment of the RSP (2011–2015) drawing lessons and identifying outstanding challenges. Section 4 defines the strategic orientation to be followed during the plan period and identifies the components and expected outcomes of the framework. Section 5 describes the implementation arrangements of the CSF with regard to allocation of responsibilities, accountability, measuring and evaluating results and risk management for performance optimization.

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The CSF promotes programme cohesion, coherence, consistency and overall congruence of purpose within the Institutions/Agencies in the ECOWAS System.

SECTION 2

Changing Regional Context

2.1 Geographic and Demographic Profile

2.1.1 West Africa has experienced major demographic, political, economic, social and environmental changes in the 40 years since the establishment of ECOWAS in 1975. These changes have held both positive and negative implications for regional integration and development within the region, covering a total land area of 5,112,903 square kilometres. It consists broadly of two distinct zones –a Sahelian zone, which is largely landlocked and frequently threatened by drought and desertification, and a forested Coastal zone, which is more humid.

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2.1.2 The region has an annual average population growth rate of 2.8%, which is one of the highest in the world. The population of West Africa was estimated as at least 300 million in 2014, with nearly 60% of young persons. About 40% of the people lack access to potable water. 40% percent of the total population can neither read nor write and more than half (56%) live on less than the equivalent of a dollar per day.

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2.1.3 The industrial base of the economy is underdeveloped. Consequently, job creation is low and does not respond to the youth bulge. Employment is concentrated in agriculture and urban informal sectors, with the formal sector unable to absorb more than 15-20% of the labour force. A relatively small proportion of the population is productively engaged in the labour market. This increases the dependency burden in ECOWAS states and communities and could be a destabilizing factor for regional development. The pace of urbanization is very rapid within the region. Nearly half of the regional population now live in urban areas but this high rate of urbanization has not been accompanied by corresponding levels of *industrialization*, economic diversification or expansions in income-generating opportunities for the majority of West Africa's people.

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2.1.4 The region suffers from a heavy disease burden, including an outbreak of Ebola in 2013, which claimed over 10,000 lives in Guinea, Liberia, Mali, Nigeria and Sierra Leone. The growing unity of the region presents significant epidemiological challenges for the region, especially as infections are linked with migration and social mobility. The high prevalence of malaria, HIV/AIDS, tuberculosis and other communicable diseases is still high along with a resurgence of small pox, river blindness and polio myelitis, which are diseases previously thought to have been eradicated. The impact of these on the demographic pattern

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and the peoples engagement in the development of the region is grave, with consequences for the next five years.

2.2 Economic Production and Growth Dynamics

2.2.1 An aggregate economic growth rate of 6.2% was recorded in 2014, with 6 of the 15 Member States achieving growth rates above 6.3% in 2013. West Africa remains the most dynamic Regional Economic Community (REC) in Africa. The growth in the regional economy was driven by macro-economic and sectoral reforms implemented by some Member States, the resilience of agricultural production and services, and a strong global demand for minerals and hydrocarbons. Despite this impressive rate, average per capita income is low and has been declining in some countries over the last 40 years. Factors accounting for this include distorted and underdeveloped structures of production, poor macro-economic management, population explosion and an unfavorable international economic environment, which is amenable to change through trade dialogue and negotiations.

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2.2.2 The structure of production of member countries is dominance of the primary sector including agriculture and mining. Agriculture remains a key component of the economies of ECOWAS Member States constituting an average 36% of the Gross Domestic Product (GDP). Employment in the sector is estimated at 60% of the citizens, contributing substantially to household incomes, and generating foreign exchange through exports. However, since 2010, the service sector has gained prominence in terms of its contribution to the GDP. Manufacturing contribution to GDP is insignificant, with no Member State registering more than 12% contribution of its manufacturing sectors to GDP. The challenge is the influx of cheaper foreign goods, higher input costs and shortages of foreign exchange. In addition, the range of manufactured goods is not sufficiently diversified. There is a dominance of food, beverage, textiles, apparels, footwear – which are agro-based – and cement.

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2.2.3 The process of production and sustainable economic growth trends are constrained by the poor state of infrastructure in West Africa. Inter-State connectivity by road, rail and air is the poorest on the continent. While the region is endowed with energy resources, its energy use is grossly insufficient and unevenly spread. The region is heavily dependent on hydrocarbons with as much as 65% of its electricity generation being derived from fossil fuels. Across the

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region, average electricity consumption is 142 kWh per capita relative to the African average of 566 kwh per capita and 2,038 kWh per capita for Asia and Oceania (EIA, 2011). Access is severely limited with less than 20% of the population covered, 40% in the urban areas and 6-8% in rural areas. Unmet demand for electricity is as high as 46%. Yet, electricity costs are the highest in the world. The sector holds tremendous opportunities for expansion of supply and for making important contributions to the development and integration of the region. High priority will have to be accorded this sector if the region's growth and development aspirations are to be met.

2.3 Human Development and Environment

2.3.1 The Human Development Index (HDI) varies substantially among ECOWAS [Member](#) States. The majority (70%) fall within the Medium or Low categories, i.e. with an index value of 0.500-0.799 or below 0.500, respectively. In response to this, countries in the region have adopted universal access to education as their key medium-term priority. As a result, primary school enrolment figures improved considerably throughout the region but a corresponding increase in secondary and post-secondary school enrolment has not been achieved. This pattern is predictable and arises from two reasons. The first is that high per-student costs of secondary/post-secondary education have led to its relegation to the background. The second is linked to sociodemographic and cultural factors such that, at older ages, people tend to be engaged in a range of social and economic activities, and this makes it more difficult for them to avail themselves of improved access to secondary /post-secondary education, even when the opportunity for doing so becomes available.

2.3.2 Significantly, the percentage of Gross Domestic Product (GDP) devoted to education spending is still below the levels required to drive sustainable growth. The experience of emerging economies in Asia and Latin America indicate that the level and quality of education needed to boost the quality of the workforce in the productive sectors requires investment of about 6% of GDP as well as a model of education that emphasizes cognitive development and problem solving. In this regard, West Africa's needs are similar. However, even where countries have prioritized social investment, the inadequacy of spending on education has affected its quality and has not done much to increase equality of access and opportunity among different segments of the population.

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2.3.3 With regard to the environment and natural resources, ECOWAS concern about environmental preservation is explicitly stated in *Vision 2020*. The main challenges include loss of biodiversity, erosion, desertification, and degradation of land, rivers, lakes, and coastal maritime ecosystems. The policy response to degradation must target activities of extractive industries, and advocate behavior change to reverse urban and industrial pollution, which include poor management or disposal of toxic waste.

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2.4 Political Environment and Conflict Management

2.4.1 Although ECOWAS was set up primarily as an economic union, underdevelopment has heightened its susceptibility to political instability and insecurity. This has expanded the body's focus to questions of governance, constitutionalism, human rights and the developmental dividends of democracy. ECOWAS Member States have all adopted multi-party systems of government and conduct regular multi-party elections, which signal the institutionalization of democracy. The region has now completed the democratization project with the peaceful conclusion of presidential elections in Guinea Bissau (2014), Nigeria and Togo (2015).

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2.4.2 The suspension of countries from the regional body activities following a military take-over expressed the determination of the Authority of Heads of State and Government to promote a democratically conducive political environment in all Member States. ECOWAS has consequently witnessed a considerable reduction in military governance through military take-overs. Nevertheless, the military's propensity for intervention in politics remains a real threat given continuous outbursts of electoral violence and growing insurgency. The increasing participation of local and international elections observers and monitors is necessary in giving credibility to elections.

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2.4.3 West Africa used to be a zone whose development was compromised by organized crime, drug and arms trafficking, human trafficking, and ineffective judicial systems that were further weakened by the absence of the rule of law. The recent changes are conspicuous. The Judiciary in Member States has become more assertive than ever and there is clear subordination of Executive authority to court pronouncements. Human rights abuses have in consequence declined considerably. The freedom of expression has grown region-wide and is indicated by the increase

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in media houses, their increasing independence and courage, and development of the capacity for investigative journalism.

2.4.4 The Community spirit is strong in West Africa, particularly with respect to the exemplary performance of ECOWAS in responding to regional crises. Armed conflicts that plagued some member states throughout the 1990s were brought under control. Violent and virulent intra-state conflicts, which peaked during this period, have been resolved. The performance record of the ECOWAS body in crisis management is unmatched by other RECs. This has created the sort of regional stability necessary for economic development.

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2.4.5 Changes in one Member State invariably affect the stability in others. For this reason, ECOWAS has developed strong regional capabilities to assess and preempt emerging conflicts in Member States through a robust early warning mechanism that links conflicts with socioeconomic indicators and is a key part of the Community's conflict prevention strategy. This ability to apply regional solutions to regional problems is a unique attribute of the West African region. While it affirms best global practices in conflict resolution and has contributed to the international formulation of the Responsibility to Protect (R2P), it simultaneously inures the region from the conflict escalation and exacerbation issues that often come with the dependence on external intervention.

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2.4.6 Currently, the ECOWAS region has become so integrated that it constitutes a more formidable bloc.

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2.5 Economic and Monetary Integration

2.5.1 The Community is committed to creating a borderless and cohesive region by 2020. By combining markets, Member States of the Community would overcome constraints arising from their small domestic markets and avail them of the benefits of scale economies, stronger competition and increased investment. This will raise productivity and diversify production and exports. Enhanced integration would also make cooperation in international negotiations an effective option as deeper integration increases collective and individual bargaining power.

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~~2.5.2~~—In line with this, regional integration can be viewed from the perspective of physical integration, which in this context refers to regional infrastructure and

services. Physical integration is important for economic and social development because the absence of adequate infrastructure (transport, energy, communication and water) adversely affects trade and competitiveness. By 2020, the Community would have implemented a greater part of the Programme of Infrastructure Development in Africa (PIDA).

2.5.23 Infrastructural development reinforces the economic, trade and political integration and helps achieve greater social equity and symmetrical development among countries. The road network in ECOWAS has to be maintained, rehabilitated, and expanded to link isolated areas. The railway networks need improvement. It is just as important to replace obsolete ports equipment and develop drier ports that serve both landlocked countries and interior areas of coastal countries. This level of infrastructural development must naturally be accompanied by increase air transport connectivity within the region as both a precursor and indicator of regional integration.

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2.5.34 With regard to trade integration, the adoption of a Common External Tariff (CET), the ECOWAS Trade Liberalization Scheme (ETLS) has been largely successful. The EPA with the EU is an important step to trade facilitation in Africa, while the AGOA presents new trade opportunities between Africa and America although product quality requirements and price competitiveness have constrained the volume of trade which West African countries are able to harness through AGOA.

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2.5.45 In spite of the rapid growth and expansions in opportunities, trade integration is still very low. Intra-regional trade accounts for less than 14%, while trade with the rest of the World, particularly Europe, has increased significantly. ECOWAS Member States account for 40% of all trade between the EU and the ACP region. However, this trade is still dominated by export of crude oil, minerals and agro allied commodities, which are vulnerable to high global price volatility and unfavorable trade terms.

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2.5.56 The major constraints to trade faced by ECOWAS include the absence of a common regional trade policy, tariff and non-tariff barriers, and inadequate and inefficient production infrastructure, inefficient air, sea, road and rail transportation systems, shortcomings in our educational systems. Other constraints include the presence of weak market networks and trade support institutions that could serve as platforms for exchange of trade information; the absence of a national and regional competition policy, especially for investment

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guarantees; inadequate market information and ICT capacity, hindering market access; weak negotiation capacity and skills and high cost of locally produced goods and low global price competitiveness of African products.

2.5.7 With regard to monetary and financial integration, ECOWAS adopted the Monetary Cooperation Programme (EMCP) in 1987 as a component of its monetary integration agenda that would ultimately discover a single currency. ECOWAS has severally slipped on the agreed time line for the introduction of a single currency. The political will, observe or and uniformity in the adoption of the requisite macroeconomic framework and lack of macro economy convergence on a sustainable basis has been the major issue. Also, there is no policy coordination among Member States. Recall that the Francophone West African countries (with the exception of Guinea) established an Economic and Monetary Union (Union Economique et Monetaire Ouest Africaine – UEMOA) in 1994, the 22nd Summit of the Authority of Heads of State and Government in Lomé, Togo, in December 1999, this led to the adoption of a Two-Track Approach, to the implementation of the EMCP.

(Accra Declaration) the creation of the West African Monetary Zone (WAMZ). The Authorities of these countries committed themselves to the introduction of a single currency and the establishment of a common **C**entral **B**ank by the year 2003 in anticipation of an eventual merger with the UEMOA Zone by the year 2004 under the aegis of the ECOWAS integration program. WAMZ member countries were required to fulfill four primary and six secondary convergence criteria. They were to undertake structural and policy reforms that would aid the attainment of set targets and facilitate the creation of a common market, including trade, and financial integration that would deepen the integration process.

2.5.7 In spite of these decisions and commitments, the commencement date for the launch of the WAMZ common monetary union and the issuance of a single currency has been postponed three times (2003, 2005, and 2009). The deferment has always been linked to non-compliance of member countries with the stipulated convergence criteria **(see Index)**.

The outstanding issues confronting the Region's single currency project are the divide between the UEMOA and the WAMZ countries regarding the movement towards the actualization of the project. While the UEMOA countries currently share a common currency (CFA) with an external anchor linked to the Euro via the

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French Treasury, the other countries in the Region have seven individual national currencies that are freely floated. A Presidential task force has been setup to fast-track implementation of the agreed roadmap to the region's single currency.

2.6 Institutional Developments

2.6.1 At inception in 1975, ECOWAS set out to achieve cooperation in order to address common challenges and harmonization/coordination to take care of inconsistency in policy content. By the 1993 Revised Treaty, the scope of activities was expanded and a higher degree of lock-in and loss of sovereignty became a necessary intent. A much deeper form of integration was inevitable. This encompassed political, economic, and monetary integration, and the integration of infrastructure-related services such as telecommunication and air-transport.

2.6.2 Several Institutions were created to facilitate cooperation, coordination, harmonization and integration. This was based on the acknowledgment that Institutions were the main drivers of regional cooperation and integration. The 1993 ECOWAS Revised Treaty provided for eight institutions of the Community. These are:

1. The Authority of Heads of State and Government. It is the supreme institution and it determines the general policy and major guidelines of the Community.
2. The Council of Ministers is responsible for the functioning and development of the Community and specifically makes recommendations to the Authority on any action leading to the attainment of the objectives of ECOWAS.
3. The Community Parliament, which comprises Members of Parliament from the 15 Member States serves as an advisory and consultative body.
4. The Court of Justice comprises a Panel of Seven Judges appointed from Member States. The Court carries out the functions assigned to it

Prerequisites for monetary integration

- Integration of capital and money market, including insurance sector.
- Integration of the three functional capital markets (BRVM, Ghana and Nigeria,) in the Region;
- Establishment of College of Bank Supervisors composed of Directors of Banking and Supervision Department of Central Banks to share information and engage in joint supervision of cross-border banks.
- Inauguration of the West African Insurance Supervisory Council to supervise, regulate and harmonize activities in the insurance sector.

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independently of the Member States and the Institutions of the Community. Judgments of the Court shall be binding. The Court has competence to adjudicate on any dispute relating to the interpretation of the Community text. It also adjudicates in disputes between institutions of the Community and their officials. The Court has jurisdiction to determine cases of violation of human rights that occur in any member state.

5. The ECOWAS Commission (previously, the Executive Secretariat prior to the 2006 restructuring of Community Institutions) is headed by a President, assisted by a Vice President and thirteen (13) Commissioners. The Commissioners are in charge of sectoral areas of the regional integration process. The Commission executes programs and policies of the Community under the general direction of the Authority of Heads of State and Government and the Council of Ministers.
6. The Economic and Social Council – this organ is yet to be established.
7. The Fund for Cooperation, Compensation and Development (ECOWAS Fund). This organ was transformed into a regional holding entity called the ECOWAS Bank for Investment and Development (EBID) in 1999.
8. Specialized Technical Commissions – these Commissions are sectoral. They ensure the harmonization and coordination of projects and programs of the Community (see in box).

2.6.3 The Technical Commissions include Food and Agriculture; Industry, Science and Technology and Energy; Environment and Natural Resources; Transport, Communication and Tourism; Trade, Customs, Taxation, Statistics, Money and Payments; Human Resources, Information, Social and Cultural Affairs; and Administration and Finance.

2.6.4 Beyond the 1993 Revised Treaty, the Authority of Heads of State and Government and its Organs have from time to time approved the establishment of additional institutions and agencies (See Table 1.1) to contain the increasing demand for deeper integration. The Community has also undertaken institutional reforms to enable it respond more effectively to a changing regional and global environment. One such reform is the expansion of the number of Statutory Appointees (President, Vice President, Commissioners) from the original nine to 15 persons. This reflected the need for inclusiveness among Member States. The powers of the ECOWAS Parliament have also been enhanced to facilitate its

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evolution from its current advisory role to that of co-decision with the ECOWAS Council of Ministers as well as legislative functions. Member of Parliaments would henceforth be elected from outside the national parliaments of Member States.

2.7 Cross-Cutting Issues

2.7.1 The main cross-cutting issues with regard to socioeconomic development in West Africa include private sector development and gender. The private sector is the engine of growth of any economy. However, it has been neglected in ECOWAS plans for economic cooperation and integration. The public sector has dominated the process to the extent that regional cooperation and integration is seen purely as a government affair. The private sector is important for several reasons.

1. The mobilization and financing of regional projects, which is a basic issue in the integration process should come from private sector initiatives rather than to donors and governments.
2. Infrastructure deficit currently experienced in the region is an opportunity for the private sector investment.
3. The telecommunications sector is especially open to private sector participation and to private ownership and management.
4. The banking and finance sectors should be opened up to enable private sector contribution to development and integration.
5. Market led economies and free enterprise have accounted for most of the growth in the global economy.

2.7.2 For these reasons, the Community would promote private sector participation in the next five years by attracting private sector resources to finance Community projects. On its part, the private sector should:

1. Promote its development and adopt long-term investment strategies. This highlights the need to develop financial systems that provide long-term business finance.
2. Enhance the quality of its products, increase its competitiveness and become more multifaceted by catering to domestic, regional and international markets.

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3. Pursue good corporate governance.

2.7.3 In all circumstances, the private sector must have confidence in the economy. Governments and the private sector are encouraged to work together on skills development and transfer since skills inadequacies in the Community are seen by many businesses as a major obstacle to their growth.

2.7.4 With respect to gender, much progress has been recorded over the years towards the attainment of gender equality and equity as well as women's empowerment in the ECOWAS region. Yet, the region is still characterized by widespread gender disparities and the marginalization of women in the social, political and economic spheres. The main gender challenges facing the ECOWAS region and reducing its developmental competitiveness are:

1. Inadequate commitment to securing women's sexual and reproductive health and rights.
2. Harmful cultural practices such as female genitalalteration, certain widowhood rites, and early marriage practices, which undermine women's rights over their bodies.
3. Gender-based violence and violence against women.
4. Low school enrolment and retention amongst girls.
5. Low participation of women in policy-making and decision-making structures;
6. Feminization of poverty.

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IS THERE A GENDER MONITORING FRAMEWORK OR MECHANISM
IN PLACE, ETC.?

SECTION 3

Overview and Performance Assessment of the Regional Strategic Plan (2011- 2015)

3.1 Overview of the RSP, 2011-2015

3.1.1 The RSP was formulated to define a set of strategies that will enhance regional integration within West Africa during the period 2011 – 2015. It provided the reference point for subsequent plans of ECOWAS Institutions and Agencies. Accordingly, the RSP emphasized the need for a peaceful, stable and secure region ensuring fair competition and equity within and between Member States. The framework emphasized the need for policies to have built-in measures that promote sustainable development and effective cooperation among Member States. It was also designed to create and promote an integration process with a broad global appeal. Policies formulated on the basis of the RSP were to be supported by strong institutional capacities and the observance of good governance practices.

This section assesses the RSP's performance at the levels of ECOWAS Institutions and Agencies and, a comprehensive monitoring and evaluation framework specifically designed for that purpose. A detailed report of this assessment is presented under separate cover for ease of reference.



Figure 3.1: The Six Pillars of the RSP, 2011 - 2015

3.1.2 Six strategic pillars shown in figure 3.1 were derived from *Vision 2020* to guide institutions planning and programming. This meant that, if the RSP is effectively implemented, the region would move close to attaining ECOWAS Vision 2020. The pillars, incorporate strategic goal from where the strategic

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objective and the broad strategies needed to achieve them were derived. They are consistent with the fundamental principles of ECOWAS. To ensure that the programme areas of all Institutions and Agencies were aligned and localized, the Regional Medium Term Action Area (RMTAA), 2011 - 2015 was designed. Its indicators were the basis for the current performance assessment. Many objectives and measures stipulated in the RMTAA 2011-2015 would continue to be relevant for the fulfillment of the Vision 2020 in the implementation phase of the CSF.

3.1.3 Six priority goals were established for the planned period of the RSP (2011-2015). Each was to be pursued around a set of clearly stated objectives, with a focus on selected key areas. Table 3.1 presents the strategic underpinnings of the RSP.

Table 3.1: Priority Goals, Objectives and Area of Focus for Period 2011 – 2015

Objectives ⁴	Area of Focus
Goal 1: Promote Good Governance, Justice and Management and Resolution Mechanism (50.8%)	
1. Establish a viable framework for conflict prevention 2. Support capacity building to better manage multiple tasks efficiently and effectively through collaboration, interaction and training 3. Improve governance, with focus on political governance, and the creation of democratic institutions for the fair conduct of elections, maintenance of rule of law and respect for human rights 4. Improve conflict and post-conflict management	1. Good Governance 2. Justice 3. Conflict Prevention, Management and Resolution 4. Humanitarian Affairs
Goal 2: Promote Infrastructure Development and a Competitive Business Environment (34.6%)	
1. Improve Business Environment for a Competitive Private Sector 2. Develop a Competitive Regional Investment Framework 3. Develop Regulatory Framework for a Competitive Business Environment	1. Financing Infrastructure 2. Transport 3. Energy

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Goal 3: Enhance Sustained Development and Cooperation in the Region (33.8%)	
<ol style="list-style-type: none"> 1. Promote cooperation among member states for the development of a viable regional infrastructure 2. Develop a harmonised policy and strategy for the development of Industries and Mines in the Region 3. Promote trade integration, labour and capital mobility 4. Provide policy direction for the promotion of human development as an instrument of poverty reduction 5. Design strategies and tools to give impetus to regional agricultural development and to ensure the sustainability of the environmental bases of production 	<ol style="list-style-type: none"> 1. Agriculture and Rural Development 2. Environment 3. West African Water Resources Policy 4. Strategic Vulnerability Reduction and Climate Change Adaption Program in West Africa 5. Industrial and Mining Development 6. Education 7. Culture 8. Science and Technology 9. Health and Drug Control
Goal 4: Deepen Socio-Economic and Monetary Integration (40.6%)	
<ol style="list-style-type: none"> 1. Harmonisation of macroeconomic policies and statistical systems 2. Strengthen the multilateral surveillance mechanism for convergence of macroeconomic policies 3. Facilitate the process of attainment of single currency in the region 	<ol style="list-style-type: none"> 1. Free Movement 2. Trade and Customs 3. Monetary and Financial Integration
Goal 5: Reinforce Institutional Capacity (24.2%)	
<ol style="list-style-type: none"> 1. Enhance the technical and analytical skills of staff in all relevant areas in order to create knowledge based ECOWAS Institutions 2. Put in place a result based management system in all areas, particularly procurement, asset management, general administration, human resources, finance, budgeting, conferences, communication and information technology (IT) 3. Ensure collaboration, coordination and synergy between member states, ECOWAS Institutions and other regional bodies 	<ol style="list-style-type: none"> 1. Institutional Reform measures with regards structures, processes and systems. 2. Human capacity building and strengthening.
Goal 6: Strengthen the Mechanism for Integration into the Global Market (0%)	
<ol style="list-style-type: none"> 1. Ensure the implementation of the regional strategic plan and strategic plans of the ECOWAS Institutions derived from ECOWAS Vision 2020 2. Partner with other regional blocs to take advantage of existing global trade and investment arrangements 3. Improve visibility through deeper interaction with development partners to ensure that the plans and programmes of ECOWAS have depth in terms of pragmatic content, coverage and financing 	<ol style="list-style-type: none"> 1. Monitoring and evaluation 2. Resource mobilization and utilization 3. Seeking and building co-operation and partnership with other RECs and Development Partners

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~~3.1.4~~ ~~3.1.4~~—The assessment exercise unveiled a number of findings. ~~They are~~
~~shown in table 3.2.~~—A review suggests that the findings can be grouped
under broad issues.

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The evaluation of the Regional Strategic Plan (RSP), 2011-2015 unveiled a number
of findings, which are summarized hereunder.

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General Findings:

- i. The content of RSP 2011-2015 relates perfectly with the content of ECOWAS Vision 2020, mainly the consolidation of regional peace and security, good governance, poverty eradication and diversification of economies of the region. However, efforts should be in strengthening and improving implementation rates with a view to achieving the laudable goals of the Vision 2020.
- ii. The complexity of the regional integration and development agenda was under-estimated by the RSP. Most of the Regional Institutions and Specialized Agencies of the Community are yet to properly aligned with the RSP and other stakeholders are not even aware of their great responsibilities in the implementation of RSP
- iii. Although the RSP details resources required for its implementation, a documents specifying the resource mobilization and communication mechanisms are not yet available.
- iv. Various ECOWAS Institutions and Specialized Agencies were expected to buy into the RSP by developing institutional/agency specific strategic plan that effectively link with the RSP. Some institutions have developed strategic plans. However, the content of such plans are far away from the RSP. ECOWAS Commission Strategic Plan (ECSP) is an exception to this general finding. Indeed, ECOWAS Commission has developed a full complement of documents and instruments for the implementation, monitoring and evaluation of the RSP.
- v. An examination of other complementary strategic documents reveals a coherent set of documents. Though not obvious, these documents appear to have been prepared sequentially rather than in an integrated fashion. An integrated approach to generating plan documents would promote greater coherent.
- vi. No specific Department was spelt out as the anchor for the implementation of the RSP. The Strategic Planning Directorate took up this role but have no supervisory powers over the other Institutions.

Specific Findings:

- i. The implementation of RSP was hampered by lack of ownership, coordination, capacity, and low level of buy-in by other stakeholders.
- ii. Awareness about the RSP was low, especially among national civil society organizations, non-governmental organizations (NGOs) and even among some national governments' Ministries, Agencies and Departments (MDAs).
- iii. Lack of effective coordination was a major impediment. Coordination challenge permeates all facets of the regional stakeholders. It manifests in different areas even within the regional institutions including ECOWAS Commission. The Strategic Planning Coordinating Committee (SPCC) has attempted to coordinate and harmonise the implementation of RSP but the achievement of this Committee is beclouded by poor response to issues at the Management level. The findings and recommendations from the Committee Reports, which was to serve as crucial inputs into re-focusing the plan, were not considered by the Management of ECOWAS Institutions.
- iv. An assessment of the six priority goals of RSP revealed that all of them were relevant. However, the observed generally low level of program performance is explained by lack of financial and human capacity to implement the Plan.
- v. Based on data supplied by ECOWAS, the financial resources available for the implementation of an ambitious Plan like the RSP was very low.

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3.2 Performance Assessment and Lessons Learnt

3.2.1 The process of integration has led to the development of very crucial regional policy instruments and normative frameworks. These instruments and frameworks deal with nearly every important aspect of sustainable development in the region.

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3.2.2 Three major findings of the assessment have provided appropriate lessons that have guided the preparation of the CSF. These are as follows:

- i. Buy-in and involvement of stakeholders in RSP implementation were possibly due to resource constraints and a poor communication strategy.
- ii. Ownership, commitment, coordination and cooperation of the RSP were not sufficiently demonstrated by ECOWAS Institutions.

- iii. Studies and advocacy on the complexities on regional integration and how important effective policy and programme instruments are to work through these complexities for results were lacking and needed to be intensified.

3.3 Outstanding Challenges_

3.3.1 Several challenges remain for achieving regional integration and people-oriented social and economic development. To define a meaningful strategic orientation and programme components for the next five years, the nature and complexities of those challenges must be clearly understood. Box 3.12 contains a synthesis of the confronting challenges.

Box 3.12: Outstanding Challenges

1. Intra-regional trade, currently below 14% and the region's global share of international trade must be increased respectively;
2. Improved levels of regional GDP growth rate must be translated into massive and sustained employment for the large pool of young ECOWAS citizens;
3. The process of industrialization must be facilitated and strengthened in order to diversify the West African economies away from dependence on primary exports to secondary and tertiary exports;
4. Gains made in the pace of democratization of the electoral processes must be consolidated and brought at par with quality of governance particularly in terms fighting corruption and terrorism and electoral process;
5. The process towards the region's achievement of a common currency must be kept on track and fast-tracked to effectively stimulate and support effective regional integration;
6. Momentum in the process of implementing the protocol on the free movement of goods and persons' rights of residence and establishment must be kept alive, on track;
7. Necessary measures at national levels to ensure that the ECOWAS Trade Liberalisation Scheme (ETLS) is domesticated and implemented must be taken collectively to strengthen the integration process;
8. The growing threats of insurgencies, proliferation of arms and lethal weapons across Member States, and political civil rebellion must be decisively dealt with as a Community to enhance the regional peace and security agenda;
9. Limited institutional and financial management capabilities must be upgraded to strengthen the linkages between policies and outcomes and between intentions and results.

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3.3.2 A review of the challenges suggests four strategic options for the region. First, resources must be targeted at enhancing socio-economic development. Second, the fundamentals of economic and monetary integration policies, systems and processes must all be targeted in a coordinated way. Third, all political systems and institutions must be consolidated (i.e. strengthened or reorganized) to meet the people's welfare and expectations. Fourth, an expansion phase (during which other countries could join or partner with ECOWAS and thus increase the number of Member States) should be anticipated. The structural and policy dimensions of these options must be integrated into the implementation of the CSF.

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3.3.3 Given the lessons learnt, and the challenges that lie ahead, the following recommendations were made to guide the orientation, objectives, goals and programme activities of the CSF and other related strategic programming documents of ECOWAS Institutions and Agencies.

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1. Harmonize strategic objectives of successor plan into six Pillars, 21 Strategic Objectives and 70 Tasks and Actions to avoid repetition and duplications.
2. Enhance synergy in the development of the CSF and related documents.
3. Promote ownership by ensuring all Heads of Departments, Directors (Commissioners) are part of the planning process from the beginning.
4. Coordinate activities of the Strategic Planning and M&E Units to facilitate and enhance implementation of the plan.
5. Utilize recommendations and suggestions from Annual Performance Evaluation Reports effectively to enhance implementation and review the RSP.
6. Ensure AWP and Annual Reports of the Commission are directly related to activities in the Plan.
7. Reposition Service Directorates to facilitate Programme Directorates.
8. Adopt a RBB at the Commission level for efficient plan implementation.
9. Overhaul Human Resource Development to promote efficient service delivery in programmes and projects.
10. Reform the budgetary process to ensure that it is linked to the strategy

SECTION 4

Strategic Orientation

ECOWAS Mission

“To promote cooperation and integration leading to the establishment of an economic union in West Africa in order to raise the living standards of its people and to maintain and enhance economic stability, foster relations among Member States and contribute to the progress and development of the African Continent.”

4.1 ECOWAS Mission Towards Vision 2020

4.1.1 The Revised 1993 Treaty requires ECOWAS to aim at promoting cooperation and integration towards the creation of an Economic Union in West Africa. The end result is to raise the living standards of its peoples and contribute to the progress and development of the African Continent. This Mission is directly derived from the core elements of the ECOWAS Vision 2020 Statement (see Box 4.1). Institutions and Agencies are required to articulate and execute their focus and activities in the context of these core elements.

4.1.2 The mission is to promote cooperation and integration leading to the establishment of an economic union in West Africa in order to raise the living standards of its people and to maintain and enhance economic stability, foster relations among Member States and contribute to the progress and development of the African continent. This mission is in direct response to a set of core values established by the Authority. These values include the following:

- i. Preservation and enhancement of efficiency for global best practice in economic and monetary integration.
- ii. Acknowledgement of, and respect for, ethnic and cultural diversity.
- iii. Utilization of community-based participatory approaches for policy development and decision making at all levels; and ensuring transparent mechanisms for the delivery of Community and national programmes and projects.
- iv. The CSF articulates its strategic choices for meeting its mission and core values as discussed hereunder.

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Box 4.1: Elements of ECOWAS Vision 2020

Borderless West Africa:

The free movement of people, goods, services and capital across present day borders. Individuals will have the right of abode in any member country of their choice and would have all the rights and responsibilities enjoyed by the indigenes of that country. Infrastructure (energy, voice and electronic connectivity) will be seamless and progress made towards interconnecting the major cities by road, rail, air and/or sea.

Peaceful West Africa

Insurgencies would have ended, and trafficking in persons, drugs and arms, money laundering, piracy, etc. would have been contained substantially. In addition, causes of ethnic and religious conflicts including cross-border conflicts would have been more firmly addressed and incidences reduced to the bare minimum. The safety of individuals and their properties would be more strongly guaranteed within the region.

Prosperous West Africa

Increased incomes of the people through the provision of decent jobs coupled with an improved health status; a better educated citizenry with employable skills especially in science, technology, technical and vocational disciplines; smart, modern and environmentally friendly cities; and rural dwellers with expanded access to the basic necessities of life: water, electricity; sanitation and transportation.

Cohesive West Africa

A common vision and a sense of belonging for all community members would have emerged. The diversity of people's different backgrounds and circumstances are appreciated and positively valued; and strong and positive relationships are developed between people from different backgrounds. In the workplace, in schools and within neighborhoods, people will forge partnerships that will promote regional harmony and support. This is also reflected in broad social inclusion imperatives-women empowerment, children care, youth and sports, issues on vulnerable groups, culture and tourism, arts, leadership, citizenship and rules that strengthen cohesion in the community.

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4.2 Strategic Orientation and Choices

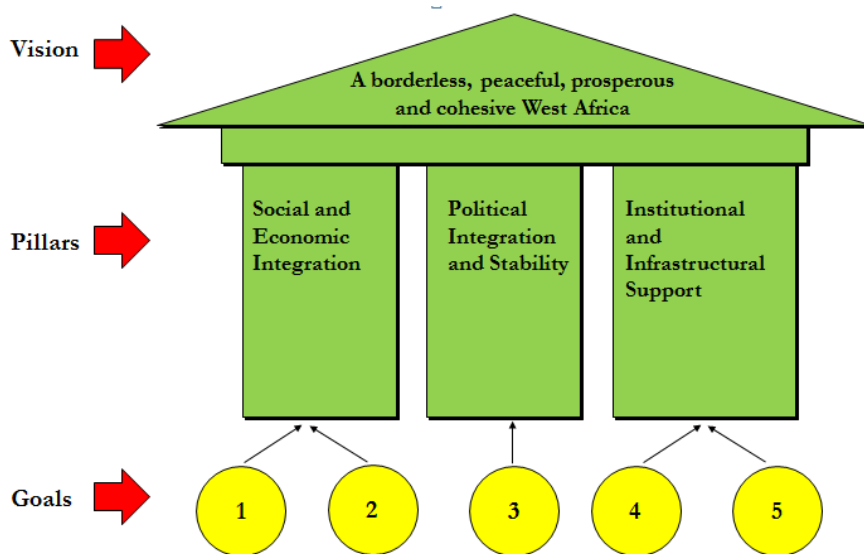
4.2.1 The strategic orientation of the CSF (Figure 4.1) is derived from a critical and inclusive analysis of changes within the internal regional and external global environment. This analysis identified key issues and challenges for which strategies need to be developed if the region is to achieve its goals. The strategic orientation of the CSF 2016 – 2020 provides the systematic direction to ECOWAS Institutions and Agencies in the formulation of their programme and thematic foci. There is a close alignment between this orientation and the Mandate and the Strategic Action Programmes of the Community's Institutions and Agencies. In this sense, the strategic orientation defines the parameters for the goals and objectives that would ultimately result in the expected strategic outcomes of the framework.

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Figure 4.1: Orientation of the CSF, 2016 - 2020



4.2.2 Choices have been made over the years to design and lay the foundation for a borderless, peaceful, prosperous and cohesive West Africa. Aspects of this foundation were constructed over the last 40 years and need to be consolidated in order to create a stronger and sustained basis for the transformation and development of West Africa. Programmes, plans and policies developed within the 2016–2020 period will keep the strategic option of this consolidation in view. In short strategic choices will be made by all stakeholders. These involve allocating resources to priority areas of Institutions and Agencies. The choices must be evidence-based in that they are based on empirical awareness of the challenges of regional cooperation and integration (Section 3). They must be guided also by the changing global economic environment context and how this affects West Africa.

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Figure 4.2: Result Chain



4.2.3 The findings and observations of the Result Chain analysis indicate choices that will consolidate efforts aimed at creating a borderless, prosperous, peaceful and coherent West Africa. Figure 4.3 shows the derivation of the CSF Pillars from this perspective. It shows that the consolidation of pillars would provide strength in supporting and propelling the mission. It prescribes a set of measurable and achievable goals that are strategic enough to support and be supported by each Pillar.

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Figure 4.3: Deriving the Pillars of the CSF, 2016 - 2020

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4.2.4 — Significantly, Member States will have to implement policy reforms and adopt legal instruments to promote macroeconomic stability and achieve higher economic growth rates during the plan period. This means that targeted projects and programmes would need to be designed, developed and executed by key state and non-state actors in Member States, with Community Institutions playing critical coordinating roles in this process.

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4.3 Strategic Objectives and Goals

4.3.1 The strategic orientation of the CSF cascades upwards from five Strategic objectives, the ECOWAS Vision and fundamental principles as outlined in the 1993 Revised Treaty. The strategic objectives respond to the political, social, economic and societal challenges and chart a course or critical paths for the Institutions and Agencies. They capture the Result Chain (Figure 4.2) that establishes linkages between key issues and challenges. Accordingly, the achievement of these objectives would contribute significantly towards

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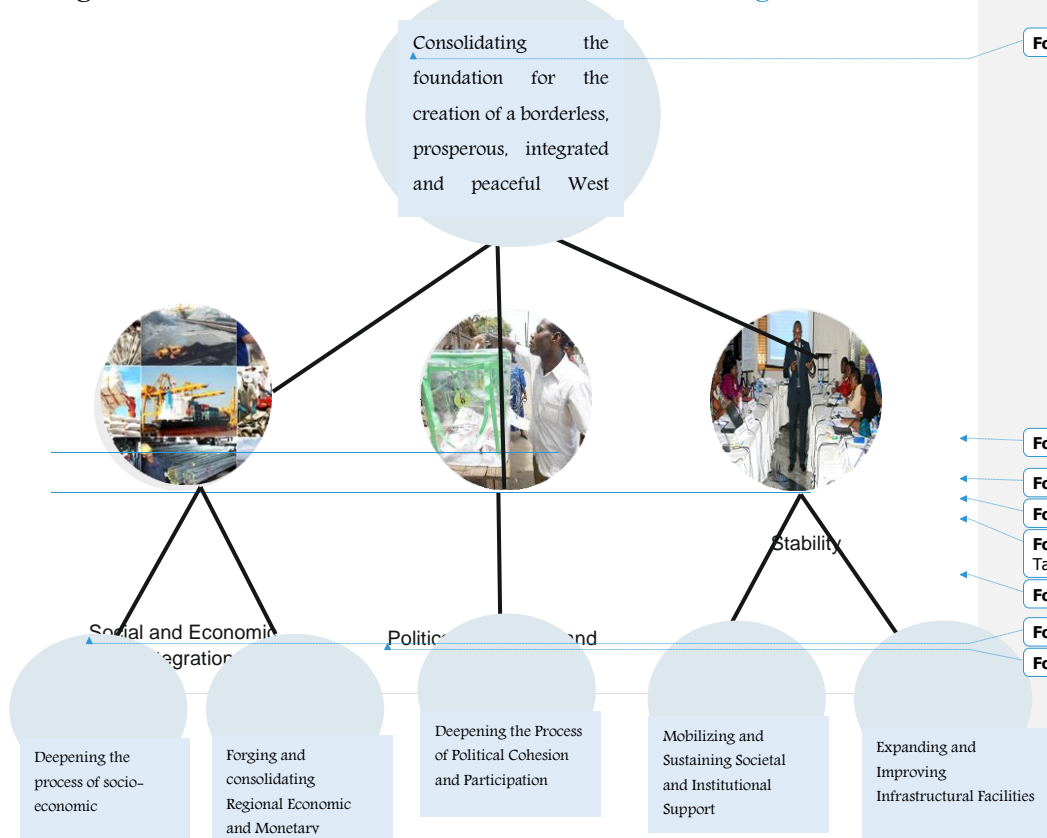
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consolidating the foundation for the creation of a borderless, prosperous, integrated and peaceful West Africa by 2020. All these are to be anchored on good governance, cooperation, competitiveness and capable institutions. Five strategic goals shall therefore be pursued during the plan period to meet the overarching goal. These are:

- Goal 1: Deepening the process of socio-economic development
- Goal 2: Forging and consolidating regional economic and monetary integration.
- Goal 3: Deepening the process of political cohesion and participation
- Goal 4: Mobilizing and sustaining societal and institutional support.
- Goal 5: Expanding and improving infrastructural facilities

4.3.2—Each strategic goal is aimed at achieving a strategic objective within specific themes and priority areas. As such, the Community Strategic Framework addresses each strategic goal and points out its key components, elements and priority areas around which interventions are to be carved. Figure 4.3 presents the overall strategic framework for the period.

Figure 4.4: ECOWAS 2016-2020 Strategic Framework



Deepening the
process of socio-
economic
development

Forging and
consolidating
Regional Economic
and Monetary

Deepening the Process
of Political Cohesion
and Participation

Mobilizing and
Sustaining Societal
and Institutional
Support

Expanding and
Improving
Infrastructural Facilities

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Deepening the Process
of Political Cohesion
and Participation

Mobilizing and
Sustaining Societal
and Institutional
Support

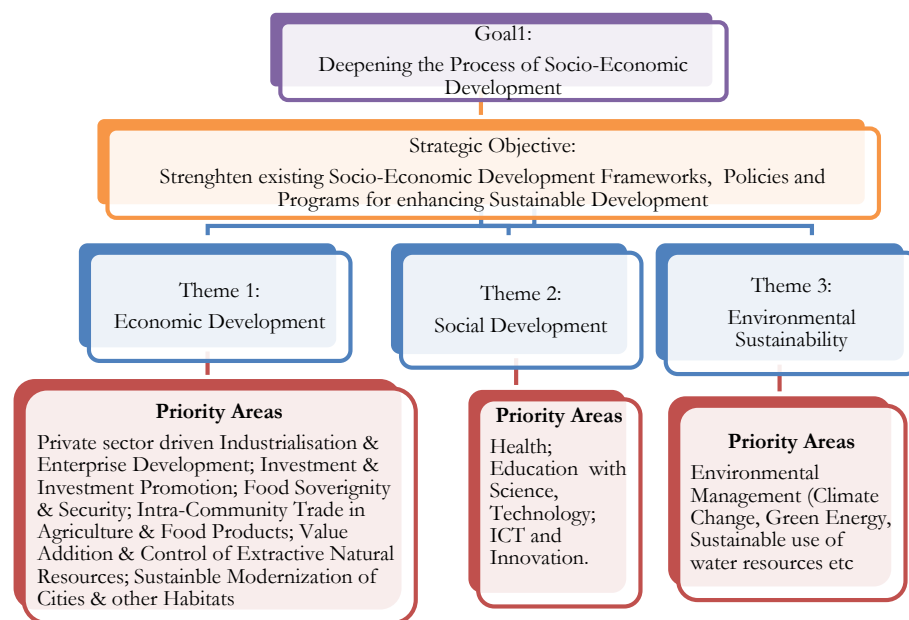
Expanding and
Improving
Infrastructural Facilities

Goal 1: Deepening the Process of Socio-Economic Development

4.3.3—Goal 1 addresses the desire of Community citizens for the eradication of poverty in all its forms across the region, which is consonant with the first Sustainable Development Goal. The prospects for achieving this are good. With an economic growth rate of 6.2% in 2014, up from 6.3 per cent in 2013, resources would be available for equitable distribution and pro-people planning. The Strategic Objective is to strengthen existing socio-economic development frameworks, policies and programmes for enhancing sustainable development.

4.3.4 Appropriate Institutions must be established to implement the CSF while non-functional ones should be streamlined and strengthened. Necessary legal and regulatory frameworks and policies that will deliver a region with improved capacity and economic prosperity will have to emerge. To realize these outcomes, ECOWAS must take action in the priority focus areas shown in Figure 4.5.

Figure 4.5: Socio-Economic Development Goal and Priority Areas

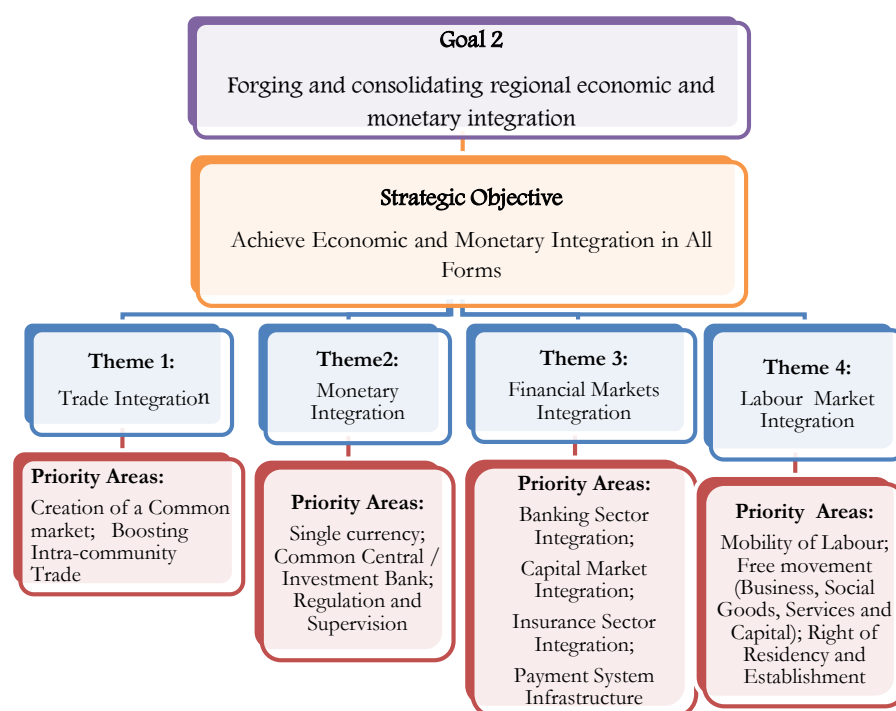


Goal 2: Forging and Consolidating Regional Economic and Monetary Integration within the Community

4.3.5—Goal 2 is to advance and consolidate ongoing efforts to strengthen the economies of Member States and diversify their production baskets. It hinges on the implementation of the Authority's call for measures that will achieve a Monetary Union within the Community by 2020. Specific efforts have been made to deal with the attainment of macroeconomic stability and convergence; establish a common Central Bank; realize capital and money market sector integration including the insurance sector. While these efforts have been made over the last five (5) years to deal with the pre-requisites for attaining this goal, much more decisive and bold ones must be taken.

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Figure 4.6: Economic and Monetary Goal and Priority Areas



More importantly labour and products markets initiatives must be consolidated over the planned period if the process of socio-economic development in the

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region is to be deepened. Attention must be given at all levels to ensuring a functioning integrated money, financial and labour markets.

4.3.6—The achievement of economic and monetary integration has been elusive in the recent past. The strategic objective for meeting this goal therefore is to sustain growth rates and fast track the process of monetary integration. Efforts to ensure that the economies of the region converge as a first step must be mounted to pave the way for attaining a monetary union by 2020. The Common External Tariff (CET) launched in 2015 is expected to deepen and increase intra-regional trade thereby fulfilling the common market objective of the Community. This is a good starting point. The introduction of a single currency coupled with an efficient, enhanced and integrated economic and monetary system would also be derived through the accomplishment of Goal 2. Relevant Institutions are called upon to undertake targeted measures for accomplishing this goal.

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4.3.7—The goal captures the promotion and sustenance of trade integration and all measures towards the creation of a common market. The required policy issues are labour and goods market integration and mobility; harmonization of monetary and fiscal policies with respect to payment systems, central banks operation, tax administration, budget deficits, inflation and interest rates management. Relevant Community institutions action plans should take these into account in the next five years.

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Goal 3: Deepening the Process of Political Cohesion and Participation

4.3.8—While there have been substantial improvements in each of these areas, terrorism and insurgency present new threats to regional peace and security. The rise of global jihadism and mass terrorist violence has had adverse effects on regional development and could affect the integration process. The task for the next five (5) years is to strengthen existing peace and security frameworks and mechanisms and adapt them to these new threats.

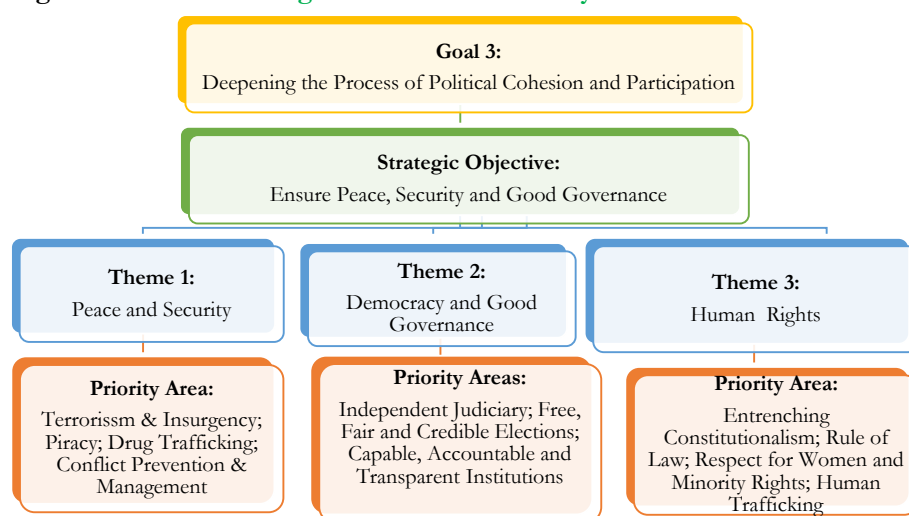
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4.3.9—The Community has developed several instruments during the last decade for peace and security to exist. Protocols on non-aggression, mutual assistance in defense matters, democracy and good governance, as well as international judicial cooperation have been formulated. Framework on mechanism for conflict prevention, management, resolution and security have also been formulated. A

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regional peacekeeping force that had intervened successfully in West Africa's conflict situations was created and deployed when and where needed. These initiatives would need to be built on to consolidate the foundation.

Figure 4.7: Political Integration Goal and Priority Areas



4.3.10 To achieve the region's sustained development agenda will require political stability, peace, security, democracy and good governance within the ECOWAS region. Goal 3 responds to this very critical requirement. The strategic objective of Goal 3 is to re-enforce and consolidate political integration and stability. Accomplishing the goal will ensure peace, security and good governance for sustaining a harmonious, secured and productive region. In working towards achieving this goal, multi-party democracy and accountability would be deepened. Strategic focus shall be placed on peace, security, governance, human and minority rights and constitutionalism. Support to the organization and conduct of free, fair and credible elections and judicial systems would be enhanced further. The expected outcome is an improved political and economic governance and deepened democracy. The necessary institutional capacities would need to be built, without which the expected outcome, could be illusive and more costly than would have otherwise been.

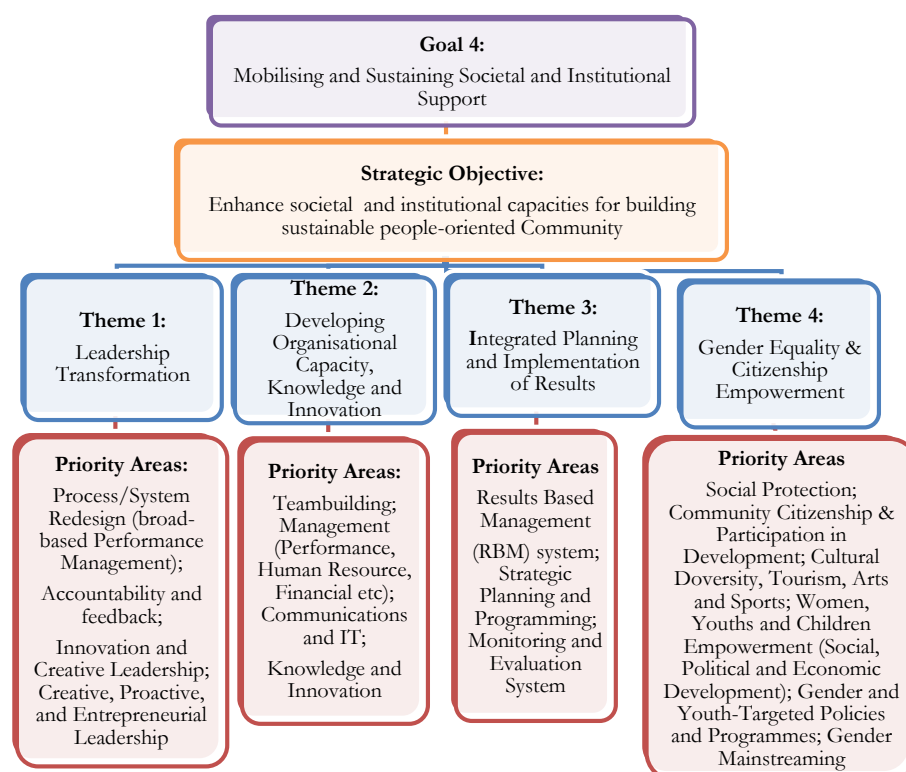
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Goal 4: Mobilizing and Sustaining Societal and Institutional Support

4.3.11-The existence of strong societal and institutional capacities is a cross-cutting ingredient for meeting Goals 1, 2 and 3. Socio-economic development, the functioning of an economic and monetary integrated system and deepening political cohesion and participation, cannot be achieved without strong Institutions and adequate diversified human capital. In other words, regional development and sustainability of communities require the appreciation and recognition of strong and workable processes, systems and procedures. It also requires diverse skill-mix and composition of the people within the sub-region adequately motivated and committed to the transformation agenda and process.

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Figure 4.8: Societal and Institutional Development Goal and Priority Areas



Mobilizing this diversity and turning the actors into engine of growth and development is at the root of this goal. Effective leadership, strengthening of community citizenship as well as mobilizing and benefiting from the cultural diversity of member states as a catalyst in reinforcing regional integration process, would be a critical outcome if the goal is achieved.

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4.3.12-The Strategic Objective of Goal 4 is to enhance societal and institutional capacities to effectively manage the integration and regional development process with the people of West Africa placed at the core of the process. It is very important to create and build on a sense of belonging for all Community Citizens. Through the instrumentality of regional integration and cooperation, strong and positive relationships are being developed between people from different backgrounds in the workplaces, in schools, within countries and beyond boundaries. The need to build capacities to promote cohesion is not restricted to institutions alone but to every segment of the population, this is the only way we can develop sustainable societies and institutions. Such capacities for the society include: leadership transformation and citizens empowerment. On the institutional side, the required capacities include organizational development and innovation.

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4.3.13-During the plan period, 2016 – 2020, the focus of capacity building programmes will be on improving targeted policies, organizational processes, productivity enhancement measures and those required for the effective management of the abundant natural resources within the region. Other empowerment issues emanating from this are those geared towards addressing gender inequality, support for marginalized and disadvantage groups (youths, children, women, elderly, etc.) so that citizens are well able to sustain and contribute to Community development. Harnessing and enhancing youth capabilities for effective involvement in the regional transformation and development process are crucial elements to be pursued under this goal. There is also the need to promote positive relationship that is anchored on mutual recognition and respect amongst nations and peoples in order to forge an integrated community that is peaceful and prosperous. Empowering the disadvantaged and the vulnerable to release their capabilities and use it to support regional development is highly important and must be taken on board during the planned period.

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Goal 5: Expanding and Improving Infrastructural Facilities

4.3.14 Physical infrastructure is at the heart of regional [integration](#) and development. It is the pivot for strong economic growth. Any desire to accomplish significant economic development must be accompanied by investment in the provision and maintenance of basic infrastructural facilities. The lack of basic infrastructural development programmes would affect virtually all sectors of the economy and impedes feasible regional integration and economic development.

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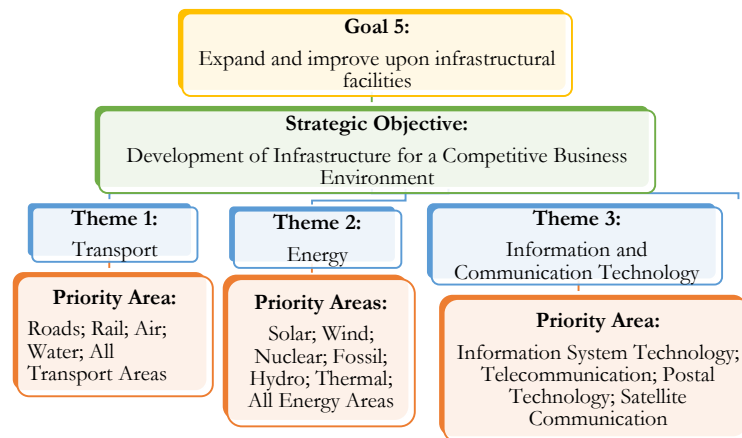
4.3.15 For instance, adequate transport infrastructural development is a platform for increased intra-continental trade and investment. State of the arts communication infrastructure will facilitate financial transactions. Water and sanitation improves the general health of the population and increased power generation enhances the productivity of business and manufacturing, thus productivity. The desire to develop infrastructure in ECOWAS is also motivated by the need to promote a competitive business environment.

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4.3.16 The present level of infrastructure is inadequacy and one of the major setbacks in achieving a radiant economic development in ECOWAS. Efforts in the regional integration process would be geared towards the expanding and improving available key infrastructure while new investment in new infrastructure program would be vigorously pursued. Transport, energy and informational technology and communication infrastructure would be the objects of attention for ECOWAS in the coming years.

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Figure 4.9: Infrastructural Development Goal and Priority Areas



4.4 Expected Outcomes and Basic Assumptions

4.4.1 Five desirable outcomes, respectively responding to the five strategic objectives to be achieved during the period 2016 – 2020, are to be derived at the end of the planned period. The outcomes are predicated on a set of basic assumptions which must hold. The Community policy organs, together with national government must step up to the plate to ensure that they do hold. The strategic goals, expected outcomes together with the associated assumptions are summarised in Table 4.1. The tasks for all concerned is to ensure, at the minimum, that these assumptions hold, if the foundation for creating a peaceful, prosperous and integrated West Africa is to be consolidated by 2020.

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Table 4.1: Basic Assumptions of Strategic Goals

Expected Outcomes	Basic Assumptions
Goal 1: Deepening the Process of Socio-economic Development	
Reduced poverty index and improved social condition	<ul style="list-style-type: none"> Public and private sector actors are fully engaged in the productive sector of national economies Strategic Interactions between regional institutions and their national sectoral counterpart institution are clearly defined, promoted, and sustained within a collaborative framework. Concerted efforts of regional policy makers are galvanized and committed to the formulation and execution of policies aimed at effecting the needed transformation within ECOWAS.
Goal 2: Forging and Consolidating Economic and Monetary Integration	
Deepened economic and monetary integration.	<ul style="list-style-type: none"> Required <u>political decisions and technical convergence actions necessary for the introduction of a single West African currency are taken by Member States in the stipulated deadline of 2020-xxxxxxx</u> Collective political commitment is given to the harmonization of macro economy and sectoral policies and ensuring that the policies are supportive of the protocols on free movement of peoples, goods and services, and the right of residences. Existing Trade barriers including unfavorable transactions at customs borders are eliminated or reduced substantially.
Goal 3: Deepening the process of Political Cohesion and Participation	
Harmonious well secured and peaceful West Africa with entrenched democracy	<ul style="list-style-type: none"> Various protocols and policy frameworks for conflict prevention, mitigation and management are

and good governance practices	domesticated, abide by and implemented ■
Goal 4: Mobilising and Sustaining Societal and Institutional Support	
Increase in the involvement and utilization rates of ECOWAS Citizens and in the volume of the collective contribution to the development process at national and regional levels.	<ul style="list-style-type: none"> Increased awareness and sustained participation of Community citizens at various levels of the society to take actions against underdevelopment Institutions, including community-based institutions, possess the required capacities to make meaningful contribution to societal transformation process
Goal 5: Expanding and Improving Infrastructural Facilities Within the Sub-region	
Increase trade competitiveness and connection to the global supply chain.	<ul style="list-style-type: none"> Natural endowment exploitation capacity Existence of policies that would lower production/distribution cost.

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SECTION 5

Implementation

Arrangements

5.1 Shared Responsibility and Accountability

5.1.1 The effective implementation of the CSF depends on capacity that exists to carry out its activities at national and regional levels. The human and financial resources available for its execution are among the fundamental factors necessary to ensure effective implementation. Other basic factors include the trust and confidence that Member States repose in the integration process; their acceptance of roles assigned; and their levels of commitment to implementing proposed interventions. Similarly, the re-enforcement of long-term partnerships between ECOWAS and Cooperating Partners in addressing critical socio-economic development and poverty reduction is indispensable to this end.→

5.1.2 Coordination of these roles is also important. The roles and responsibilities of different actors must be clarified and intervention areas or programmes specified. This means that performance measuring indicators should be appropriately specified within specific institutional arrangements to guide the effective and efficient implementation of their strategic plans in accordance with the CSF. In this regard, the Policy Organs (the Authority, Council of Ministers, Inter-Governmental Committees and Ad Hoc Technical Committees) must develop appropriate guidelines and play their oversight and leadership roles. Liaison offices in Addis Ababa, Brussels and New York must follow-up on the Community's cooperation initiatives with the African Union, European Union and United Nations respectively. Their contributions are important elements of the CSF institutional framework. Similarly critical roles are to be played by the various institutions and specialized agencies of ECOWAS in the implementation of sectoral programmes. The diversity of roles makes coordination pertinent.

5.1.3 Hence, the implementation of the CSF requires three layers of inter-dependent structures that re-enforce the linkages among various players and their roles and responsibilities. The overall coordination built into the implementation framework will improve accountability, transparency, integrity and efficiency in programme implementation and assessment. Thus, the framework provides an integrated platform that cascades down to the specific work plans of individual ECOWAS Institutions and Agencies as they are linked to the overall vision, objectives and expected outcomes of the CSF. In this way, the CSF implementation framework enhances within each Institution inter-departmental collaboration, and encourages joint planning, monitoring and reporting on implementation.

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5.1.4 The implementation framework defines who has responsibility for what and how to know when responsibilities have been carried out. This approach would make ECOWAS Institutions accountable to their stakeholders. A summary of the hierarchies within the Community and their assigned roles in the monitoring and evaluation of the plan implementation is provided in Table 5.1.

Table 5.1: Level and Assigned Responsibilities in the M&E Framework

<u>Levels</u>	<u>Assigned Responsibilities</u>
<u>Authority of Heads of State and Government and Council of Ministers</u>	<u>Monitoring of the conformity of strategic guidelines with regional policies.</u>
<u>President of the ECOWAS Commission</u>	<u>Coordination of programming and monitoring of strategic guidelines. Programme evaluation and audit.</u> <u>Coordination of operations programming and monitoring and evaluation actions within Departments and specialized Institutions.</u>
<u>Commissioners/Heads of Institution</u>	<u>Coordination and day-to-day management decision-making within their Departments.</u>
<u>Monitoring and Evaluation Unit</u>	<u>Coordination of data management and operations programming. Data collection and centralisation.</u>
<u>Directors and Heads of Division</u>	<u>Control and supervision of programme and project activities within their Directorates.</u> <u>Centralisation of data within the Directorate</u>
<u>Programme Officers</u>	<u>Operational planning and application of tools for collection of data on activities undertaken.</u>
<u>Focal persons from Member States</u>	<u>Monitoring of progress and data collection at the Community level.</u>

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Level	Assigned Responsibilities

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5.2 Institutional Arrangements

5.2.1 The institutional arrangements for the effective implementation of the CSF, as noted, require effective coordination of complex internal and external entities. The institutional arrangements are therefore articulated at political, operational and technical levels complementing ECOWAS Institutions and Specialised Agencies, Programme Steering Committees, the ECOWAS National Offices, and Partners and Implementing Agencies.

Political Level

5.2.2 At the political level, the key institutions that will provide policy direction and oversight are the Council of Ministers supported by the sector Ministerial Committees and the Administration and Finance Committee (AFC). In line with the Treaty (as amended) empowers the Council, *inter alia*, to make recommendations to the Authority on any action aimed at attaining the objectives of the Community as well as issue directives on matters concerning coordination and harmonization of economic integration policies. Arising from this, the Council shall receive regular reports from the AFC on the implementation of the CSF and give final approval to any major change of a policy and strategic nature. On the other hand, the AFC directly monitors the implementation of the CSF and provides policy guidance to the Commission.

The Commission

5.2.3 At the operational level, responsibility for the overall management and coordination of CSF implementation rests primarily with the Commission in accordance with the provisions of the Treaty. The Commission is responsible to the AFC to ensure that a programme delivers on its objectives, taking into account the interests of Member States. It is also responsible to the funding agencies (Cooperating Partners and/or Member States) to ensure that donated funds are

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used to produce the agreed upon required outputs. The Commission, therefore, takes overall responsibility for the programme management (at a strategic level). In this context, the Commission will be responsible for the following:

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- Funding negotiation for approved activities and the signing of financing agreements on behalf of the Community.
- Coordinating the participation and contribution of Member States.
- Reporting implementation progress to the Authority, Council of Ministers and other higher ECOWAS Organs.
- Ensuring that decision made by ECOWAS Organs are reflected in the programme and implementation strategies.

Programme Steering Committees

5.2.4 Technical Committees will be established to take responsibility for each of the outcomes and priority areas of the CSF. Each technical cluster will comprise together all the relevant departments, directorates and units. It shall be chaired by the lead/co-lead department for that cluster. The bulk of the integrated planning, budgeting, reporting will be done at this level. The SPD will support the work of these clusters. The Technical Committees will serve as technical advisory bodies to the Commission on specific issues. The departments/directorates will ensure timely inputs into the work of the Technical Committees in terms of planning, monitoring and reporting.

5.2.5 A Steering Committee composed of Heads of key Departments and Directorates within the Commission shall be constituted to serve as the principal technical body to oversee the implementation of the CSF. The Committee shall provide technical guidance and review cluster work plans and budgets. It shall provide periodic monitoring and progress reports to management. ~~external~~Internal Steering Committees shall be established for corresponding purposes within respective Community Institutions and Agencies.

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Other ECOWAS Institutions and Specialised Agencies

5.2.6 Institutions and Specialised Agencies (Box 1) are to work closely with the Commission in the implementation of the Programmes contained in the respective

Action Plans. To ensure compliance with the CSF and create harmony in cross-institutional programme implementation, an integrated institutional peer-review mechanism shall be put in place. This measure can be achieved through Annual Retreats of Heads of Institutions, an activity that shall be strengthened during the plan period. This will only ensure synergies and complementarities among institutions towards the achievement of *Vision 2020* and shall:

- Provide input reflecting regional priorities into the development of regional programming and development frameworks;
- Translate these regional frameworks into concrete regional programmes in close collaboration with the Commission and Member States;
- Monitor and evaluate implementation of regional programmes;
- Provide technical backstopping service to Member States in the implementation of regional programmes; and
- Provide regular progress reports on the implementation of Community Programmes

5.2.76 — Inter-institutional programme Steering Committees (PSCs) would be created for specific programmes/projects with a representation of a range of stakeholders that may have an interest or be able to add value to that particular programme. It is crucial that the committee is kept small enough to meet on a regular basis and be effective in reaching strategic decisions. This shall serve as the technical sub-committee of the SPCC. The responsibility for convening the PSCs lies with the Commission.

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ECOWAS National Offices

5.2.87 ECOWAS National Offices (ENOs) are the focal points for the implementation of Community programmes. The offices are domiciled in the principal ministries responsible for integration in a particular Member State. Each office serves as the interface between the government and Community Institutions. It is important that the capacities of these National Offices be strengthened to effectively promote the achievement of the CSF programmes. Accordingly, National Offices should drive the CSF implementation process for the public sector. The office should also play a moderated ombudsman role that can easily be converted to a monitoring role or evaluation function that anticipates the peer review of policies. There is expressed need for capacity building and sensitization of the staff of the Nos. This will aid review of rules and standards regulating or

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guiding conduct at/of statutory meetings; integrate regional strategy, policy and legal frameworks into national development plans and laws; and ensure implementation and Monitoring & Evaluation at national level.

5.2.98 ECOWAS National Offices participated actively in ensuring broad and inclusive consultations to prepare for inputs required by the Commission. In addition, ENOs shall be responsible for information gathering and dissemination, as well as for the implementation and monitoring of the CSF programmes and projects at national level. National Offices together with their national Sub-Committees shall work in clusters and will therefore provide important inputs into the works of Institutions and Agencies. In essence, therefore, ECOWAS National Offices will be entry points between ECOWAS Institutions and Member States and shall be directly responsible for coordinating and mobilising national consensus on issues of regional importance, and ensure the appropriate harmony between national and regional policies. Their inputs and advice shall influence regional policy and strategy formulation particularly, as regards the peculiarities and interests of a given Member State. ECOWAS National Offices also have the responsibility to ensure that the CSF priority areas and their associated activities are appropriately streamlined into national development plans and programmes.

Partners and Implementing Agents

5.2.109 Critical and strategic participation in the integration process shall be planned. To promote effective participation, it is essential that relevant non-state stakeholders are involved in the formulation and implementation of Community programmes in accordance with their operational areas of interest. Non-governmental civil society organization can add tremendous value into the processes of programme and projects formulation and implementation. National Chambers of Commerce and other development associations shall be encouraged, through organized platforms to galvanize their participation in the process. The creation of Private Sector/Industry Associations should be encouraged and collaborated with.

5.2.110 Global trends indicate that sustainable state and inter-state programme implementation is most efficient and likely to achieve desired results when the private sector is involved in a strategically rewarding partnership. The ECOWAS directorate responsible for private sector and business development should take the lead in engaging the organized private sector within and beyond

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the region, taking along the relevant institutions and agencies as per the case. Concerted efforts shall be made to extend the engagement from conceptualization, planning, execution, to partnering in the monitoring and evaluation process.

5.2.12 Cooperating Partners will continue to play a vital role in providing resources and advisory support for the implementation of the CSF. Community Institutions shall engage these Partners in regular policy dialogues and consensus building discussions. It is important that Cooperating Partners are assured that agreed upon programmes are being implemented and that resources are used effectively. Existing platforms for engaging DPs include Annual Partners' Meeting and the Capacity Building Thematic Group Meetings. The themes are usually donor-oriented and the purpose for these engagements is sometimes determined by financial need rather than a strategic alliance based on mutually beneficial interests. There is expressed need to replace this type of *ad hoc* engagement in which DPs function more as global patrons than as global partners with a longer-term multifaceted orientation. The current engagement with DPs does not cover important non-financial sectors of intervention.

5.2.12 The relationship between ECOWAS and CSOs shall be deepened to make ECOWAS activities more visible and relevant to the people. These organizations are a key plank of people-orientation and citizen focus and should be encouraged to buy-in to CSF and mobilize funds for their autonomous agenda which intersects that of the CSF. The role of civil society organizations (CSOs) in providing early warning of conflict should be consolidated with actions by the National Offices, the private sector and a community context that grants fuller expression to the notion of an ECOWAS of the people.

5.3 Implementation Strategies

5.3.1 A number of constraints were experienced in the implementation of programmes stipulated in the RSP 2011 – 2015. These are detailed in the Assessment Report. Generally, the constraints manifest themselves in the following four areas:

1. Weak institutional and human capacities at Member States level to execute and oversee the implementation of the agreed upon programmes

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2. Member States National Development Plans and Budgets did not often reflect commitments made by the Policy Organs (the Authority of Heads of State and Government, the Council of Ministers etc.)
3. Budgetary constraints at both national and institutional levels in the light of competing priorities, the global financial crisis and limited funding from Member States.
4. Uncoordinated information flow among stakeholders.

5.3.2 A primary strategy is to overcome challenges experienced with implementing the RSP. Consequently, the CSF is hinged on a Result-Based Management (RBM) framework, which emphasizes the achievement of concrete results and the need to strengthen capacity and institutional support to Member States to make this happen. This strategy will focus on improving the integration of Policies and Decision of ECOWAS Policy Organs into National Development Plans and Budgets. It shall also focus on improving the adoption of home-grown fund mobilization, and effective monitoring of the entire process and progress.

5.3.3 Furthermore, major regional programmes in respective plans must be implemented by Member States and within Member States. At the national level, experience shows that the implementation of integration programmes by Member States has not always reflected the timelines and commitments made by the Community Policy Organs. During the plan period, ways and means shall be found to address the challenges associated with the linkage between regional and national plans. More specifically, stronger partnerships shall be forged among Member States aimed at strengthening their capacities to:

- i. Integrate decisions and directives of Authority and Council into national development policies and plans;
- ii. Monitor and report progress on the implementation of regional programmes at the national level;
- iii. Build and sustain a two-way flow of information between Member States actors and relevant Community Institutions with regards to implementation; and
- iv. Build broad-based ownership of required programmes by all stakeholders in Member States

5.3.4 A major part of the implementation strategy will involve addressing the challenge of responding to trade liberalization effects on national budgets due basically to foregone tariff revenue. In order to mitigate some of the short-term costs of adjustment, the lending capacities of the ECOWAS Bank for Investment

and Development (EBID) will be strengthened through increased contributions by Member States and targeted support from development partners. Greater partnerships shall be encouraged between the Community Institutions, Member States authorities, Civil Society, the Private Sector, other continental regional organisations and Development partners. Efforts will be made to put in place necessary capacities and conditions for implementation of the strategy within the context of the ongoing reform exercises. Continuous improvement will be made of processes and procedures to ensure they are sound and relevant to the demands and expectations of a dynamic organization. In this connection, the ECOWAS Commission and Institutions will adopt best practice principles with regard to aid effectiveness, agenda ownership, alignment, harmonization, managing for results and mutual accountability.

5.3.5 To ensure effective operations, practical and operational conditions for carrying out activities efficiently shall be put in place. The preparation and monitoring of Annual Work Programmes during the planned period will guide operations. Delivery capacities of Institutions and Agencies in terms of staff quality, appropriate and effective processes and systems for procurement, contracts management, financial tracking and audits (financial management), work planning and information and communication system, shall be strategically developed and utilized. Constant review of the staffing processes and systems will be undertaken and appropriate actions taken where and when necessary.

5.4 Resource Mobilization Strategy

5.4.1 ECOWAS relies on both internal and external sources to facilitate implementation of its programmes. These are mainly composed of community level and donor funding. Under the current strategy, member States contributions to ECOWAS, constituting about 80% of the budget, will continue to be an important internal source of funding. In this regard, increasing efforts will be made to engage Members States in timely scheduling of their contributions. Specifically, a review of the protocol provisions shall be made and an appropriate package shall be found to improve workings of the protocol. The key guiding principle of the resource mobilization strategy will be the need for resources to be aligned to identified priorities. This will ensure that funds mobilized contribute to ECOWAS vision.

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5.4.2 External financing strategy will be built around strengthening public-private partnerships. The main funding partners of the institution are the European Union Commission, USAID, DFID, CIDA, AfDB, GIZ, Spain, Demark, Sweden, Norway etc and Norad. Other institutions that provide technical support include the World Bank and UN Agencies like ITC and UNCTAD. Specific attention shall be paid to those activities that enhance resource contribution, and greater accountability in the use of the funds. In addition, programme-targeted requests for support shall be made to ECOWAS traditional and non-traditional multilateral and bilateral partners. The strategic approach shall be guided by effective planning, budgeting, financial systems, public image and value clarity. Strategic processes and operations which include record keeping, skills acquisition and continuous training, dealing with resistance and risks, and monitoring and evaluation shall be formalized.

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5.4.3 As implementation of programmes is at national level, funds mobilized at the regional level will contribute towards national level implementation. Further, it is expected that allocation of national resources that include government financing through public sector and donor funding, private sector and civil society funding, will play a critical role in implementing programmes agreed at the regional level. Resource mobilization efforts will also initially draw on existing resources before identification of new resources. This will contribute to increased efficiency and effectiveness of resource use which avoids duplication of efforts.

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5.4.4 As highlighted, seeking of external financing from development partners will be guided by the need to fund the priorities spelt out in this Strategy, as well as long-term strategic considerations. The packaging of compacts for funding will be done on a comprehensive and multi-sectoral programme basis as well as by specific sectors and projects. The resource mobilization approach will also reflect preference for employing ECOWAS own procedures in implementation of programmes in order to improve and facilitate better alignment of resources to the institutions own priorities. Funding modalities like the contribution agreement currently employed for channeling support from the EU and ECOWAS Fund for support to Member States implementation of regional programmes and mobilization for resources for infrastructure programmes will be encouraged.

5.4.5 With regard to participation by the private sector, a suitable policy environment is to be created with tax incentives to promote consolidation, coordination and cooperation among businesses in the region as well as motivation to scale up entrepreneurial activities through expanded markets. Reaching out to

this sector would be a principal source of resource mobilization and agenda setting for regional action. It would also provide feedback that can be interpreted as early warning since businesses are often the first to be affected by emerging conflict. A strong strategic partnership with the private sector will sensitize it to new alliances and links with new economic actors in the region.

5.5 Monitoring, Evaluation and Reporting

5.5.1 The CSF provides for the formulation of indicators and targets as a sound basis for performance measurement and reporting. These issues are discussed in details in the ECOWAS Monitoring and Evaluation (M&E) Manual. This manual provides a coherent and robust system that allows ECOWAS Institutions and Agencies of ECOWAS to focus on its strategic objectives in the most efficient and effective manner, with clear lines of responsibility and accountability. Furthermore, a consistent programming framework is developed for each institution with set indicators and targets linked to the strategic choices, objectives and outcomes of the CSF. The programming framework describes how the Institutions and Agencies of ECOWAS work together to achieve its objectives. This framework fosters a shared understanding of roles and responsibilities. It is expected that programming will be fully automated to ensure on-site and off-site monitoring and evaluation.

5.5.2 At the core of the CSF is guide post for the preparation of the macro and micro results matrices, prepared by each institution within the context of the expected outcomes. The attainment of the outcomes and the associated outputs have to be monitored, evaluated and reported on periodically. The development of the framework for the monitoring and evaluation of the CSF is underpinned by five key principles: participation, transparency, delivery, accountability and effectiveness. Monitoring and Evaluation will be made more reflective. The extent to which the plan goal/outcomes/outputs have been achieved within the various timelines set in the macro and micro matrices, is to be addressed in the M&E report. This will involve designing and implementing an information gathering and reflective learning process to generate insights that help to improve operations and strategic directions. Extra attention will be given to ensure that more strategic, learning and impact oriented M&E work gets the required focus to enable a tracking of progress towards achievement of intended goals.

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5.5.3 The CSF M&E Framework is designed to provide information on quarterly/semi-annual and annual basis to the Heads and management team within the Institutions and Agencies towards the level of attainment of planned outputs and outcomes. It is to serve as the platform for revisions/updates of the outputs/indicators and the targets and enhance evidenced-based Commission/Operational level decision making. All efforts are to be made for the evaluation of progress to be focused on relevance, effectiveness and efficiency. To the extent possible, evaluation of the activities undertaken and how they respond to the CSF goals and expected outcomes of the CSF. It would be useful to know the extent to which the goals/outcomes have been attained within the stipulated timelines and the levels of achievement of the targets set against assigned indicators.

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5.5.4 Performance management process will stress accountability at three dimensions. First, the process will focus on staff performance and be managed as part of an overall talent management strategy. The objective is to create an environment within which staff are not only expected to meet or exceed agreed organisational standards and performance outcomes, but are in capable able to so. Second, the process will provide periodic tracking and assessment of overall organizational performance in terms of programme execution as judged by progress in achievement of the objectives of its annual and medium term plans. Third, implementation level of agreed integration programmes by Member States will be assessed. Consequently, the Monitoring, Evaluation and Reporting System will have, at the minimum, ability to:

- i. Track implementation progress on a continuum: from decision-point (by Policy Organs), through programming and budgeting, to periodic monitoring, and impact evaluation;
- ii. Provide appropriate and meaningful metrics (both quantitative and qualitative) at every level of expected action and outcome, that would guide the Monitoring and Evaluation process;
- iii. Provide for a way to aggregate and integrate national monitoring, evaluation and reporting systems into the regional MERS framework;
- iv. Utilize the latest e-communication tools and improve the flow of information between the Commission and coordinating ministries; and
- v. Provide a basis for on-going learning and therefore strategy adaptation or repositioning.

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5.5.5 To achieve meaningful results, the CSF implementation arrangements require that the Heads of ECOWAS Institutions take charge of its

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operationalization and that this should be fully supported by national authorities. Interventions must be mainstreamed into National Development Plans and key stakeholder, including ECOWAS Institutions and Agencies must be prepared to faithfully implement the derived action programmes. Figure 5.1 shows the flow of implementation to be adopted at each of these levels.

5.6 Integrated Risk Management

5.6.1 — Risks and other adverse impact mitigation and management shall be handled through a continuous system-wide approach. This approach adopts a positive view of risk – the “upside of risk” – which reconstitutes risk into a driver of strategic decisions rather than a cause of uncertainty and organizational failure or paralysis. The CSF risk assessment and management plan shall identify risk factors that could impede implementation; review current risk management strategies in terms of the identified factors; control enduring and emergent factors; conduct analysis of costs and benefits of available options, and produce a result-evaluation plan.

5.6.2 At each level of programme implementation, Institutions and Agencies would develop a Risk Assessment Scorecard that will (a) assess, promote and develop public-private partnerships; (b) leverage cross-sectoral expertise and strengths within the Community and region; (c) foster collaborative generation, exchange and use of data and information; (d) support collaborative local, national, regional and Institutional risk assessments; and (e) support the development and strengthening of national and local laws, regulations, policies, strategic plans, programs, practices and implementation mechanisms that locate and isolate threats to CSF implementation on a continuous basis outside milestones set by periodic review or terminal evaluation.

5.6.3 A standardized template for measuring results and programme impact shall be used. The template should:

- i. Identify the people, assets, revenues, resources and relationships that could be adversely affected by CSF implementation and that could in turn affect the effective implementation of both the CSF and Institutions’ strategic plans.
- ii. Specify loss risk events and vulnerabilities with respect to risks or threats likely to occur on account of established history of such manifestations

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within a given environmental setting or specific institutional context. This specification would include tendencies that have become the norm or part of the complex of an organizational culture and provide steps for managing or overcoming them. It would pose questions as to what kinds of threats are unique to specific Institutions and which kinds are shared by a block of Institutions.

- iii. Establish the probable frequency of loss risk within the life span of the CSF (2016-2020).
- iv. Determine the frequency of given events and propose collaborative strategies for mitigating their impacts.

~~v.~~ Develop and assign weights to options for mitigating risks.

v.

4. Assess feasibility of implementing options identified in #5 above in terms of a cost-benefit analysis and what further risks their implementation would entail.

vi.

2.vii. Measure the benefits that would accrue to the Community in implementing preferred risk mitigation and identify all direct and indirect consequences of the expenditure on the adopted strategies.

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5.6.4 — These elements should be elaborated in a risk management schema that embodies 13 issues reflecting crosscutting core values and considerations of CSF implementation. These include: (i) the presence of a logical framework with clear indicators; (ii) baseline information for all the indicators; (iii) mitigation strategies; (iv) evidence in support of results or impacts identified by the risk management strategy; (v) leadership capacity and assessment; (vi) nature, scope and classification of risk; (vii) risk evaluation; (viii) loss experience; (ix) risk tolerance and inclination; (x) risk response, treatment and controls; (xi) Potential for risk improvement; (xii) suitable strategy for policy development; and (xiii) an inclusive and participatory strategy for developing Nos. i-xiii. These core attributes of risk management should be reflected in the strategic plans of ECOWAS Institutions and Specialised Agencies. They should adopt a uniform system of measuring and ranking risk and a uniform approach should be developed and adopted by these Community Institutions and Agencies under the guidance of the Steering Committee

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