

Annex – Technical Cooperation Facility – West Africa

1. IDENTIFICATION

Title/Number	Technical Cooperation Facility- N° 2009/021-525		
Total cost	6.000.000 euro : EC contribution		
Aid method / Method of implementation	Project approach – <i>Partially decentralised Management</i>		
DAC-code	15110	Sector	Public Sector and Administrative Management

2. RATIONALE

2.1. Sector context

In various regions of the world, the European Commission uses a facility for the provision of short-term consultancies to assist in identifying, preparing, evaluating, monitoring and auditing projects under the EC Programme of development co-operation. These consultancy projects enable actions to be carried-out which assist in delineating EU and beneficiaries, interventions in various development sectors, assist in the preparation of specific programme proposals and allow the EC to undertake a number of valuable evaluation exercises. A particular emphasis in this proposed programme will be actions aimed at ensuring the effective implementation of development programmes in West Africa. As part of these project- and programme-related activities, it is often necessary to conduct conferences of stakeholders and of officials and non-state actors in the ACP country or region or overseas territory/ies concerned. In addition, seminars, conferences, etc. of more general interest than the focal or non-focal sectors of the indicative programme have always been financed through the indicative programme of the country, region or territory. This facility continues this practice, in keeping with the priorities of Cotonou.

More specifically, the programme aims at facilitating and supporting the implementation of the 10th EDF Regional Indicative Programme in West Africa by providing funding for technical assistance, preparatory missions and assessments, training and capacity building (incl. conferences & seminars) with the ultimate aim of improving regional integration amongst the ECOWAS and WAEMU member states¹. The project purpose is to have a financing facility available for actions that can benefit and promote regional integration and which, however, do not necessarily fall within an existing support programme. Additionally, this programme will facilitate the identification and successful implementation of actions under the 10th EDF RIP.

Thematic areas that could benefit from the TCF include, but are not limited to the customs union, common market and regional sector policies such as energy, environment, transport, agriculture, conflict prevention, good governance as well as capacity building. In addition, this programme will be able to provide preliminary support to areas such as the finalisation of

¹ ECOWAS: Economic Community of West African States, WAEMU: West African Economic and Monetary Union

the ECOWAS Community Development Programme and implementation of the West Africa Regional Poverty Reduction Strategy.

2.2. Lessons learnt

Past experiences show that Technical Cooperation Facilities of 9th RIP; TCF I (2M€) and TCF II (4M€) have proven to be very useful for providing additional sources of funding for actions that facilitate regional integration and the implementation of the RIP in its preparatory stages and also for unforeseen, urgent or complementary actions during the implementation. A particular emphasis in this proposed programme will be consultancies aimed at defining specific actions under the Regional Indicative Program, ensuring the effective implementation of development programmes.

The length of decision-making channels, institutional overlap at regional level (ECOWAS WAEMU, CILSS, OHADA, etc) and the lack of complementarity between regional and national programmes have proved to be greater handicaps, as has the insufficient coordination with other donors in the context of West Africa regional integration. TCF I and TCF II of the 9th EDF-RIP have provided a means to mitigate these constraints. In this regards, previous programming has been highly instrumental in complementing projects/programmes missing links between national and regional activities.

Throughout the implementation of the TCF II it also became apparent that a need exists for bilateral EC Delegations to use regional funding – for actions that have a regional integration dimension; e.g. expert advisory project for the West African Power Pool (Benin), infrastructure study for the Farafenni bridge (Senegal – the Gambia).

2.3. Complementary actions

The implementation of 9th EDF RIP programmes will still be ongoing when this project commences, however, there is little room for duplication of actions as the activities of the 9th EDF programming have been clearly defined and this project is aimed at facilitating the implementation of the 10th EDF.

Other donors (DFID, GTZ, CIDA,...) are providing funds to ECOWAS and WAEMU using a variety of methods and in different themes; conflict prevention, capacity building, economic integration, agriculture, migration etc. All of these are programmed and linked to activities planned by the Regional Organisations.

2.4. Donor coordination

ECOWAS organises an annual Development Partners conference and bi-monthly ECOWAS-Partner meetings during which ECOWAS and partners discuss issues of concern, achievements and future programming.

In addition, there have also been established three thematic working groups amongst donors in Abuja: i) regional integration (EC in the lead), ii) peace and security (Canada in the lead) and iii) capacity building (UK in the lead). These various set-ups allow for a better coordination and fall in line with the Paris Declaration and the Accra Agenda. An ongoing challenge for the EC, however, is that few agencies and embassies have dedicated staff to continually work on regional development and while the level of general interest in ECOWAS is high, few fund regional projects.

In the WAEMU context there is no official coordination amongst donors. The EC and France are by far the most important donors and regular, albeit informal, coordination takes place between them. However, the EC is planning to put in place a more formal coordination forum associating all active donors: African Development Bank, Organisation Internationale de la Francophonie, Islamic Development Bank, World Bank.

3. DESCRIPTION

3.1. Objectives

A. Support the implementation of the 10th EDF Regional Indicative Programme with as main objective increasing the regional integration process in West Africa.

B. Facilitate the implementation of ECOWAS and WAEMU policies and strategies in support of their various strategies in the field of regional integration, poverty reduction, conflict prevention, etc.

C. Increase the linkage between the ECOWAS and WAEMU Commissions and their member states so-as to reach a better understanding and coherence between the regional and national programmes of regional integration.

3.2. Expected results and main activities

- i) Identification and formulation of programmes to be financed from the 10th EDF.
- ii) Assistance in the preparation of international tenders.
- iii) The Regional Authorising Officer's (RAO) office and agencies will be enabled to maintain satisfactory implementation, monitoring – including support to tendering procedures – for ongoing projects – wherever this cannot be provided for in the projects themselves or other projects.
- iv) Audits and evaluations of other projects will be financed through this initiative whenever they cannot be financed out of the project itself or where it is convenient or efficient to combine a number of audits/evaluations of related interventions.
- v) The TCF will help to finance the organization of meetings/seminars crucial to the implementation of the RIP (e.g. programming mid term review, end term review)
- vi) Increased understanding and awareness of issues concerning development, trade and regional integration by key actors.
- vii) Improved coherence between national and regional strategies and policies and improved implementation and ownership of regional measures by ECOWAS/WAEMU Member States.
- viii) ECOWAS and WAEMU have access to additional funds that can be used to implement/facilitate their respective organisations programmes and strategies.

The project would consist of;

a) Technical Assistance Facility (TAF) – a facility for the engagement of short to medium term consultants to assist in the main stages of the project cycle to ensure the effective implementation of the Regional Indicative Programme and other EC programmes in favour of the West Africa development strategy, in keeping with the objectives of the ACP-EU Partnership Agreement. Consultants will be engaged to assist with specific tasks related to:

project identification and formulation, preparation and assistance with tender procedures and with evaluation and monitoring or audit where this has not been provided for in the project itself as well as providing expert support (capacity building, thematic support) where needed. It is proposed that these services be provided by consultants and/or individual experts recruited by or on behalf of the RAOs in accordance with EDF procedures. The cost of this component will be 4,300,000 euro.

b) Conferences and Seminars & Training Support for Projects & Programmes (CSTSPP) – this will finance various educational actions such as seminars or awareness-raising activities prior to or during the formulation/implementation of a project or programme - for example a Project Cycle Management workshop of stakeholders in a sector identified in the RIP - in accordance with EDF procedures. This component will also finance general training activities (a) for ACP officials and/or non-state actors on topics related either to the priorities of the ACP-EU Partnership Agreement (structural adjustment, democracy, environment, trade, etc) or to EDF or other EU administrative and financial procedures and (b) participation by ECOWAS and WAEMU Commissions and Member State officials or non-state actors in international meetings or seminars on development or trade themes organised by the European Commission, EU Member States or international bodies/organisations (including UN bodies) in the field of development, trade, etc in accordance with EDF procedures. The cost of this component will be 1,250,000 euro.

3.3. Risks and assumptions

- The pace of programme implementation slows down due to political instability in some member states.
- The ECOWAS and WAEMU Commissions continue to increase their human resources and programme management capacity enabling a better and faster use of European Community funds.
- The EC, ECOWAS and WAEMU Commissions continue to enjoy a healthy bilateral partnership and remain committed to increasing regional integration in W-Africa.

3.4. Crosscutting Issues

Keeping in mind the social and environmental impact of development programmes forms an integral part of the work carried-out by the ECOWAS and WAEMU Commissions. When possible, gender perspective will be included in actions funded under this project. To this effect, it is important that experts employed are competent and knowledgeable on gender and environmental issues. When relevant, impact assessments will be carried out within the context of a strategic policy analysis.

3.5. Stakeholders

The ECOWAS Commission (based in Abuja, Nigeria) brings together fifteen West African countries and is responsible for implementing a plethora of actions as mandated by its Member States.² The Commission consists of seven departments (Administration & Finance, Agriculture & Environment, Human Development & Gender, Infrastructure, Macro Economic Policy, Trade, Customs & Free Movement and, Political Affairs Peace & Security). Each

² Benin, Burkina Faso, Cap Verde, Cote d'Ivoire, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, the Gambia, Togo,

department is responsible for the further development of policy and implementation of programmes in their respective field of speciality – regional integration being at the forefront of their action.

The WAEMU Commission (based in Ouagadougou, Burkina Faso) brings together the eight francophone countries of the ECOWAS region.

The ECOWAS member states (fifteen) will benefit from an increased ECOWAS-WAEMU effort in the field of regional integration. In addition, as evidenced through the TCF II of the 9th EDF, member states can also benefit directly from support from this programme if proposed actions have an added value for the region as a whole.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

The TCF will be implemented by partially decentralised management through the signature of a financing agreement with two Regional Authorising Officers, ECOWAS and WAEMU Commissions, who may request the Commission to implement technical assistance contracts on his/her behalf. The EC Delegation in Nigeria will be *chef de file*.

The activities will be implemented through service contracts following an international restricted tender, simplified procedure, framework contract procedure or within a programme estimate.

The Commission controls ex ante all the procurement procedures except in cases where programmes estimates are applied, under which the Commission applies ex ante control for procurement contracts > 50.000 EUR and may apply ex post for procurement contracts • 50.000 EUR. The Commission controls ex ante the contracting procedures for all grant contracts.

Payments are executed by the Commission except in cases where programme estimates are applied, under which payments are executed by the beneficiary country for operating costs and contracts up to the ceilings indicated in the table below.

In case of programme estimates, the responsible Authorising Officer ensures that, by using the model of financing agreement for decentralised management, the segregation of duties between the authorising officer and the accounting officer or of the equivalent functions within the delegated entity will be effective, so that the decentralisation of the payments can be carried out for contracts up to the ceilings specified below.

Works	Supplies	Services	Grants
< 300.000 EUR	< 150.000 EUR	< 200.000 EUR	• 100.000 EUR

4.2. Procurement and grant award procedures

1) Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the

implementation of external operations, in force at the time of the launch of the procedure in question. Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the Financial Regulation applicable to the 10th EDF.

2) Specific rules on programme estimates

All programme estimates must respect the procedures and standard documents laid down by the Commission, in force at the time of the adoption of the programme estimates in question.

4.3. Budget and calendar

The use of the Programme Estimate has been retained so-as to allow either Regional Organisation to hold a series of thematically linked seminars and/or workshops benefiting regional integration and in line with the actions described here-above.

Activity	ECOWAS	WAEMU	Cost (Million €)
Technical Assistance (TA) for studies, experts, identification, formulation, audits,...	2,500,000	1,800,000	4,300,000
Conferences and Seminars & Training Support for Projects & Programmes (CSTSP)	625,000	625,000	1,250,000
Audit (of this programme)	50,000	0	50,000
Evaluation (of this programme)	100,000	0	100,000
Contingencies (5 %)	200,000	100,000	300,000
TOTAL	3,475,000	2,525,000	6,000,000

The operational implementation period for this project is set at 36 months from the signature of the Financing Agreement.

4.4. Performance monitoring

Actions financed by this project will be monitored by the Authorising Officer.

Objectively verifiable indicators;

- Commitment of resources under the RIP.
- Identification, formulation, training, execution and evaluation of actions within the programme.
- Improvement of the Paris Declaration indicators of aid harmonisation monitoring.
- Evaluation reports of participants on training.
- Number of participants to conferences and seminars.

- Visibility of the actions funded by this TCF.

4.5. Evaluation and audit

Provision has been made to carry-out audits (where necessary) of the projects funded under this project and a final evaluation can take place at the beginning of the closing phase (to ensure coherence with the TAPs text)

4.6. Communication and visibility

The project will contribute, by its very nature, to a greater visibility of the EC cooperation with the regional organisations. All actions financed under this project will follow the EU guidelines for communication and visibility.