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Mid-Term Evaluation of the West Africa Private Sector Competitiveness Support Programme



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Acronyms

ADB	African Development Bank
AFRAC	African Accreditation Cooperation
APA	Advance Pricing Agreement
APR	Annual Progress Reports
ASN	Senegalese Association for Standardisation
ATAF	African Tax Administration Forum
CAB	Conformity Assessment Body
ECOQUAL	ECOWAS Quality Policy
ECOSTAND	ECOWAS Regional Standard
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EU	European Union
FDI	Foreign Direct Investment
FEWACCI	Federation of West African Chambers of Commerce & Industry
FIRS	Federal Inland Revenue Service (Nigeria)
FSMS	Food Safety Management System
IC	Investment Code
IFC	International Finance Corporation
ILAC	International Laboratory Accreditation Cooperation
IP	Investment Policy
ISO	International Organization for Standardization
LRA	Liberia Revenue Authority
M&E	Monitoring & Evaluation
MTR	Mid Term Review
NAO	National Authorising Officer
NFP	National Focal Point
NINAS	Nigeria National Accreditation Service
NQI	National Quality Infrastructure
NQIP	National Quality Infrastructure Project for Nigeria
NQP	National Quality Policy
NSB	National Standards Bureau
NTCUs	National Technical Coordination Units
OECD	Organisation for Economic Co-operation and Development
OVI	Objectively Verifiable Indicator
PPD	Public-private dialogue
PTB	Physikalish Technische Bundesanstalt
QI	Quality Infrastructure
RIP	Regional Indicative programme
ROs	Regional Organisations
RTCU	Regional Technical Coordination Unit
SEZ	Special Economic Zone
SMART	Specific, Measurable, achievable, relevant and time-bound.
SO	Specific Objective
SOAC	West African Accreditation System
SPS	Sanitary and Phyto-Sanitary
TBT Programme	ACP-EU Technical Barriers to Trade programme
THC	Technical Harmonization Committee

TIWB	Tax Inspectors without Borders
TP	Transfer Pricing
	Trade Related Assistance and Quality Enabling Programme
TRAQUE	(Ghana)
UEMOA/WAEMU	West African Economic and Monetary Union
UNIDO	United Nations Industrial Development Organization
WAIP	West Africa Improved Business and Investment Programme
WAQSP	West Africa Quality System Programme
WATAF	West African Tax Administration Forum
WBG	World Bank Group
WHO	World Health Organisation
WTO	World Trade Organisation

1. INTRODUCTION

1.1 Overall and Specific Objectives of the mid-term evaluation

The purpose of the mid-term evaluation is to assess the overall impact of the West Africa Private Sector Competitiveness Support Programme, with reference to the provisions in the programme's Financing Agreement, log-frame and work plans. The evaluation team has learnt that the global objective of the mid-term evaluation is to provide the relevant external co-operation services of the European Union, the partner governments and, when appropriate, the wider public with:

- An overall independent assessment of the past performance of the West Africa Private Sector Competitiveness Sector Support Programme paying particular attention to the results of the programme against its objectives;
- Key lessons and recommendations in order to improve current and future actions

It is also understood from the ToR that the review will specifically assess:

- *Relevance of the Programme*: the team will determine if the programme has correctly identified the problems and that the means are appropriate and adequate;
- *Programme Design and Implementation*: assess the Programme design and the logic of the link between the specific objectives and the expected results.
- *Validity of Assumptions*: determine if the assumptions are still valid and if/how they are affecting the programmes and determine if other assumptions have emerged.
- *Efficiency of Programme Implementation*: assess the subsequent progress in implementation of the programme and its individual components
- *Effectiveness*: assess the effectiveness of organizational structure in place to reach the programme's objectives. This will include structures, internal implementation procedures, and allocation of staffing, reporting relations, tools, and procedures.
- *Impact*: the evaluator team will also assess the relevance of any existing set of indicators (process, result and impact) and mechanisms that have been defined to measure benefits and impact.
- *Alternatives and recommendations*: the team will provide recommendations for the improvement of the overall implementation of the programme as per criteria listed above. This process will determine if the same effects/impacts could be achieved through different ways, for the same results. The team will examine the viability of alternative activities and implementation approaches, and offer recommendations for future programmes as appropriate.

1.2 Field Mission Set-Up

The field mission began in Abuja with approval of the work plan followed by the inception report. A schedule of meetings with key beneficiaries at ECOWAS regional and country level was confirmed, and followed by meetings with UNIDO and World Bank Implementation representatives. Field missions to Liberia and Senegal were also confirmed and executed a week after the Abuja mission and lasted five days. On return to Abuja the mission was concluded with a debriefing of findings to the EUD and ECOWAS with the implementing partners. The schedule of meetings held is presented in Annex 2.

1.3 Evaluation Questions – Judgement Criteria

The evaluation is designed according to the requirements of the Mid Term Review ToR and uses the DAC¹ criteria for evaluation i.e. relevance, efficiency, effectiveness, impact and sustainability. The evaluation questions² are also geared towards finding answers and information that allow a greater extent of objective judgement on the criteria used. The questions have been applied in both components and they are presented as follows:

PROBLEMS AND NEEDS (RELEVANCE)
<i>Look for the extent to which the objectives of this intervention are consistent with the beneficiaries' requirements, needs, global priorities and partners' and EC's policies.</i>
<ol style="list-style-type: none"> 1. <i>To what extent is the programme consistent with the EU and ECOWAS's short term and long-term visions and plans for its member states, and the regional and national policies on improving business climate and quality infrastructure;</i> 2. <i>What was the analysis of assumptions and risks, are assumptions still valid and if/how they are affecting the programmes and determine if other assumptions have emerged;</i> 3. <i>What lessons have been learnt and applied from past experience and particularly from other past and present projects implemented by the IFC, UNIDO and by the EU, and of sustainability issues;</i> 4. <i>Is the Programme coherent with other EU (and potentially other donor) funded current/ongoing initiatives in the areas of business climate improvement and QI;</i> 5. <i>How was the problem statement to be addressed analysed;</i> 6. <i>What is the logic of the link between the specific objectives and the expected results;</i> 7. <i>Was there a project's intervention logic and logical framework matrix, were the OVIs appropriate and SMART;</i> 8. <i>Do the objectives correctly address the identified problems and social needs, clarity and internal consistency of the stated objectives;</i> 9. <i>How has the nature of the problems originally identified changed;</i> 10. <i>Have the objectives been updated in order to adapt to changes in the context;</i> 11. <i>The degree of flexibility and adaptability to facilitate rapid responses to changes in</i>

¹ Development Assistance Committee of the Economic Cooperation and Development (OECD / DAC)

² The questions have also been included in the Inception Report of the assignment

circumstances;

12. *How were key stakeholders and target groups identified (including gender analysis) groups) and of institutional capacity issues;*
13. *Did stakeholders participate (are stakeholders participating) in the design and in the management/implementation of the project, the level of local ownership, absorption and implementation capacity;*
14. *What was the rationale behind the strategic options, of the justification of the recommended implementation strategy, and of management and coordination arrangements;*
15. *Is the choice and quantity of inputs realistic (financial, human and administrative resources)*
16. *How is the M&E carried out? How was the feedback from monitoring and evaluation on programme management and implementation organized? Was the feedback adequately responded to by the EU and implementing organizations i.e. IFC & UNIDO;*

ACHIEVEMENT OF PURPOSE (EFFECTIVENESS)

Have the project's results been attained, and the project's specific objective(s) achieved, or expected to be achieved.

1. *Is the institutional and management structure appropriate with a proper steering and orientation for maximum effectiveness?*
2. *Have the planned benefits been delivered and received/being delivered or received, as perceived by all key stakeholders;*
3. *Did intended beneficiaries participate in the intervention? Are they still participating what are the issues there;*
4. *How was the flexibility of management to react to unforeseen external factors how flexibly management has adapted to ensure that the results would still achieve the purpose; and how well has it been supported in this by key stakeholders including beneficiaries, members states, commission (HQ and locally), etc.;*
5. *Was the balance of responsibilities between the various stakeholders appropriate, which accompanying measures have been taken by the partner authorities;*
6. *Were there any unintended results and did they affect the benefits received positively or negatively and could have been foreseen and managed;*
7. *Were any shortcomings due to a failure to take account of cross-cutting or over-arching issues such as gender, environment and poverty during implementation;*

SOUND MANAGEMENT AND VALUE FOR MONEY (EFFICIENCY)

How well the various activities transformed the available resources into the intended results in terms of quantity, quality and timeliness. Comparison should be made against what was planned.

1. *How is the quality of day-to-day management, for example in:

 - a. *operational work planning and implementation (input delivery, activity management and delivery of outputs), and management of the budget (including cost control and whether an inadequate budget was a factor);*
 - b. *management of personnel, information, property, etc.,*
 - c. *Is management of risk adequate, i.e. whether flexibility has been demonstrated in response to changes in circumstances;*
 - d. *Quality of relations/coordination with local authorities, institutions, beneficiaries, other donors;*
 - e. *Quality of information management and reporting, and the extent to which key stakeholders have been kept adequately informed of project activities (including beneficiaries/target groups);*
 - f. *Respect for deadlines;**
2. *Are the costs of the project justified by the benefits whether or not expressed in monetary terms in comparison with similar projects or known alternative approaches, taking account of contextual differences and eliminating market distortions;*
3. *Commission HQ/Delegation inputs provided as planned;*
4. *What was the quality of Technical assistance: how well did it help to provide appropriate solutions and develop local capacities to define and produce results?*
5. *What is the quality of monitoring: its existence (or not), accuracy and flexibility, and the use made of it; adequacy of baseline information;*
6. *Did any unplanned outputs arise from the activities so far?*

EARLY SIGNS OF ACHIEVEMENT OF WIDER EFFECTS (IMPACT)

The term impact denotes the relationship between the project's specific and overall objectives.

1. *Will the objectives of the project be achieved as intended in particular the project planned overall objective. What are the early signs of achieving the objectives;*
2. *Is the programme:

 - a. *facilitated/constrained by external factors*
 - b. *Producing any unintended or unexpected impacts and if so how have these affected the overall impact.*
 - c. *facilitated/constrained by project/programme management, by co-ordination**

	<i>arrangements, by the participation of relevant stakeholders</i>
d.	<i>contributing to economic and social development</i>
e.	<i>contribute to poverty reduction</i>
f.	<i>Making a difference in terms of cross-cutting issues like gender equality, environment, good governance, conflict prevention etc.</i>
g.	<i>Effecting spread between economic growth, salaries and wages, foreign exchange, and budget.</i>

LIKELY CONTINUATION OF ACHIEVED RESULTS (SUSTAINABILITY)

Will the positive outcomes of the project and the flow of benefits continue after external funding ends

1. *Were all stakeholders consulted on the objectives from the outset, and did they agree with them and continue to remain in agreement;*
2. *Are donor policy and national policies corresponding,*
3. *Are there any policy changes and what are the effects;*
4. *Are national, sectoral and budgetary policies and priorities affecting the project positively or adversely; and the level of support from governmental, public, business and civil society organizations;*
5. *What is the institutional capacity, e.g. of the Governments (e.g. through policy and budgetary support) and counterpart institutions to carry on the activities and benefits that are underway;*
6. *Is the programme embedded in local institutional structures; if it involved creating a new institution, how far good relations with existing institutions have been established;*
7. *Will ECOWAS be capable of continuing the flow of benefits after the project ends (is it well-led, with adequate and trained staff, sufficient budget and equipment?); whether counterparts have been properly prepared for taking over, technically, financially and managerially;*
8. *How adequate is the project budget for its purpose particularly phasing out prospects;*
9. *Socio-cultural factors, e.g. whether the project is in tune with local perceptions of needs and of ways of producing and sharing benefits; whether it respects local power- structures, status systems and beliefs, and if it sought to change any of those, how well-accepted are the changes both by the target group and by others; how well it is based on an analysis of such factors, including target group/ beneficiary participation in design and implementation; and the quality of relations between the external project staff and local communities.*
10. *Financial sustainability, e.g. whether the products or services being provided are affordable for the intended beneficiaries and are likely to remain so after funding will end; whether enough funds are available to cover all costs (including recurrent costs), and continued to do so after funding will end; and economic sustainability, i.e. how well do the benefits (returns) compare to those on similar undertakings once market distortions are eliminated.*
11. *Technical (technology) issues, e.g. whether (i) the technology, knowledge, process or service introduced or provided fits in with existing needs, culture, traditions, skills or knowledge; (ii)*

LIKELY CONTINUATION OF ACHIEVED RESULTS (SUSTAINABILITY)

Will the positive outcomes of the project and the flow of benefits continue after external funding ends

alternative technologies are being considered, where possible; and (iii) the degree in which the beneficiaries have been able to adapt to and maintain the technology acquired without further assistance.

12. *Wherever relevant, cross-cutting issues such as gender equity, environmental impact and good governance; were appropriately accounted for and managed from the outset of the project.*

VISIBILITY

What was the communication and visibility strategy of the project?

2. *What impact has the programme created for EU, UNIDO, IFC, ECOWAS (and other beneficiaries) in terms of corporate branding and visibility?*
3. *Is there a visibility and publicity strategy with a mission and vision statement and message?*
4. *Is the audience identified, targeted and awareness raised and measured?*
5. *Have EU visibility guidelines been followed and UNIDO/IFC/ECOWAS Communications Offices consulted?*

2. EXECUTIVE SUMMARY

The Overall objective of the **West Africa Private Sector Competitiveness Support Programme** is to support West African countries and Regional Organisations (ROs) in fostering private sector competitiveness and facilitating increased flow of trade and investment and support for the implementation of the ECOWAS quality policy so as to promote sustainable economic development.

The Financing Agreement of the Programme was signed on December 20, 2013 between the EU and the ECOWAS. The total budget is 20.000.000 €, financed by the 10th EDF and the operational implementation phase is 60 months.

The program is structured in two components³, each aiming at achieving one of the following specific objectives:

- Specific objective of component 1 (WAIP): Improve the policy Framework to attract investment, including the establishment of an effective monitoring and Advocacy Mechanism for the ECOWAS Common Investment market, and including improvements to transfer pricing frameworks.
- Specific objective of component 2 (WAQSP): To facilitate trade (regional and international) through the increased access and utilization of regional quality infrastructure, network of accredited competitive conformity assessment services and the entrenchment of quality culture by the private and public sector representatives including consumers.

The West Africa Improved Business and Investment Project (Component 1 - WAIP) is managed by the World Bank (WB / IFC) under a co-financing framework agreement signed on March 19, 2014. The budget for this component is € 7,700,000. (10th EDF) ;

The West Africa Quality System Programme (Component 2 - WAQSP) is managed by UNIDO under a co-financing framework agreement signed on 28 August 2014. The budget for this component is € 12,000,000. (10th EDF).

2.1 Main Findings

2.1.1. West Africa Improved Business and Investment Programme (WAIP)

Relevance: The component effectively targets some of the major bottlenecks for achieving regional development in West Africa. Although ECOWAS has an established investment framework that mandates, inter alia, non-discriminatory treatment amongst intra-regional investors, 4 out of 5 Member States still impose general restrictions on entry, by prohibiting foreign investment below a certain size, by requesting prior approval or licensing from which domestic investors are exempted, or by imposing other discriminatory treatment. Thus, the WAIP contributes to solving some of the most pressing restrictions investors face. It is has been found that it is line with most of the policy directions and strategies of both the donor and the beneficiaries. Additionally, the implementing partner chosen was found highly relevant for the programme and the problems it aimed to address.

Quality of design:

³ The wording "component" and "programme" when a reference is made to WAIP and WASQP have been used in this report as synonymous.

The design of the WAIP suffers from serious inconsistencies between the logical framework of component 1, which is detailed in the description of the action of the West Africa Private Sector Competitiveness Support Programme, and the structure of the WAIP program, which does not have a logical framework as such. The initial design of the program has not sufficiently taken into account the analysis of national priorities and other traditional constraints to the investment climate such as: cost and access to energy, level of taxation, poor quality of infrastructure, as well as access to finance, which are the main cause of stunted intra-regional and FDI activity in the countries in question.

The quality of design has some areas of improvement including a sufficient analysis of assumptions and risks, and of baseline conditions on the ground which resulted in some activities (for instance developing a regional IP Scorecard) being protracted. It was also found that this component gave sufficient attention to involve beneficiaries in implementation of activities which improved a sense of ownership from the side of the beneficiaries (ROs and Member States) and the likely continuation of results.

Efficiency: Most of the activities under this programme were delivered in the first (investment entry barriers and non-discrimination) and the third components (transfer pricing). Delivery of results and efficiency have been negatively influenced by the Ebola virus outbreak in the region and disruptions and uncertainties resulted by national elections.

Effectiveness: There is an almost even balance between the number of activities that have been delivered in the first (Investment Entry Barriers and Non-Discrimination) and the third (Transfer Pricing) components while close to 15% of the activities were executed in the second component (Investment Incentives). Half of those activities that were implemented in the first component were in National-level reform agenda in member states-- Removal/reduction of investment-entry barriers and streamlining of administrative procedures at the individual country level to promote regional integration.

Impact: It's to be noted here that it is too early to draw conclusions about impacts (positive/negative, primary/secondary, etc.) But some indications can be made on the signs that have already been observed. Legal packages in transfer pricing are one of the most considerable signs of impact as they have either been ratified or entered force in at least two countries.

Sustainability: The team was successful in forging and sustaining working relationships which resulted in strong joint collaborations. This indicates there is a high probability of the results of activities being carried on/over by beneficiaries as it instigates a higher sense of ownership. Through the process of ensuring a higher rate of involvement of the beneficiaries, the team cultivated and solidified a fruitful relationship with its ECOWAS Private Sector Directorate counterparts which ultimately resulted in a *positive joint team style*.

Visibility: The project allocated at least 2 percent of the budget for visibility. Technical workshops have been used as platforms to communicate relevant information with stakeholders. The visibility materials comply with EU visibility requirements. However, the programme does not have a dedicated website which is identified as one possible area of improvement.

Cross cutting issues: The programme has done well in terms of promoting good governance while there are still improvements to be made in terms of incorporating environmental concerns. In reporting the activities including training and workshops organized by the project, the team does not present a gender-disaggregated performance.

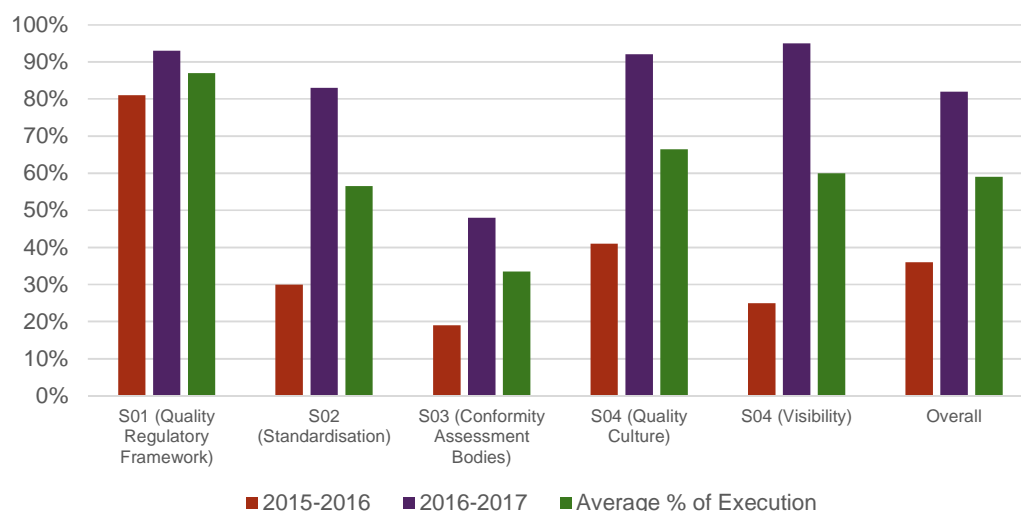
2.1.2. West Africa Quality System Programme (WAQSP)

Relevance and quality of design: The intervention logic of the WAQIP programme is coherent with the objectives of the ECOWAS Quality Policy and ECOWAS Common Industrial Policy. It is part of the EU regional economic integration and trade support strategy. The programme's tendency to leverage synergies with other similar projects implemented both at regional and national levels is also visible. This was evident in the effective relationship and collaborative efforts it had with the PTB, ACP-EU TBT and TRAQUE Programmes.

The design of the programme was found to be of good quality. It has a rather more elaborated log frame in terms of the specific objectives to be achieved, the OVIs and the assumptions and risks. Key activities and the means with which these activities are going to be delivered are discussed under each result area.

Efficiency: Several difficulties were observed with regard to the implementation of the management structure (year 1): inadequate allocation of office space at start-up, high turnover rate of experts in the first year and slowness in designation of structures as "National Focal Point" and officials of National Technical Coordination Units. The reporting system, based on the results and OVIs of the logical framework, is of good quality and the team has set up an effective internal monitoring system that tracks in real time the progress made in relation to the performance indicators.

Effectiveness: Overall activity delivery rate in the past three years has averaged 60%. The following chart shows the percentage of execution in the two consecutive reporting periods after the inception phase and the average execution rate as well. It is evident from the following chart that execution of activities has improved through time. Execution rates of four of the SOs excepting CABs well exceeded 50% for the period 2016-17.



On the legislative and regulatory front, as well as on the structuring of the quality system, the program has already achieved significant results, at both regional and national levels. These results relate in particular to the Regional Standards Harmonisation structure, the Regional Accreditation System, the Regional Certification system, the Regional Metrology system, the adoption of National Quality Policies, the implementation of Technical Harmonisation Committees and the adoption of ECOWAS Standards. These results undoubtedly contribute to the achievement of the four specific objectives of the program. The operationalization of these systems and structures will still require a lot of effort and time.

At the expenditure level, the disbursement rate at the end of July 2017 is 90% of the first allocation and nearly 50% of the total budget.

Impact: Measuring the overall impact of the WAQSP is uneasy for two main reasons: a) Three out of four indicators of achievement of the overall objective of this component are not quantified; b) Baseline information on the status of the West African quality system at the start of the program is not enough detailed, nor quantified and c): 40 % of activities linked to specific objectives 1, 2, 3 and 4 have not yet started and should be implemented during the second phase of the WAQSP.

Early signs of the potential impact of the WAQSP component, in relation to the overall and specific objectives, are:

- Overall objective: The program undoubtedly contributes to the implementation of the ECOWAS quality policy, especially in relation to the first 3 specific objectives;
- Specific objective 1: In the 12 countries having validated / adopted a national quality policy in line with the ECOWAS quality policy, public and private sector actors have access to an harmonized legal framework;
- Specific objective 2: Following to the setting-up of 6 technical harmonisation committees, the private sector has access to an increasing number of new regional harmonised standards;
- Specific objective 3: 40 existing Conformity assessment bodies are being supported by the WAQSP in their accreditation process (or extended scope of accreditation). It is anticipated that public and private clients will benefit from this improved network;
- Specific objective 4: The ECOWAS Quality Award is an early sign of entrenched culture of quality among private sector operators.

Sustainability: The sustainability of the changes and benefits introduced by programme is one of the most critical aspects. At regional level, the materialization of commitments made at the ECOWAS level will especially depend on the ability of the Industry Directorate to strengthen its internal capacity. This will also depend on the willingness of the Member States to pursue the implementation of the reforms undertaken, in particular as regards the financing of structures and activities. At Member State level, the sustainability of the results achieved by the program will heavily depend on the willingness of the national authorities to pursue the implementation of their national quality system and their capacity to ensure the financial autonomy of the structures in charge.

Visibility: In 2016, the program set up an effective communication strategy, based on a series of communication tools such as newsletters, website, press articles, TV broadcasts, photos and videos, social media, popularisation brochures and promotional gadgets. These communication tools are generally of good quality and respect the requirements of the European Commission in terms of visibility.

Cross cutting issues: The WAQSP programme directly impacts on a number of areas relating to consumer health (food, medicines, medical tests, protection of agricultural workers, etc.) and environmental protection (soil and water pollution, waste,). Gender mainstreaming is particularly well considered by the program, both at the level of the logical framework and at the level of implementation of activities such as trainings. On average, more than 30% of program beneficiaries are women.

2.2 Main Recommendations

From a general point of view (WAIP and WAQSP components), the following recommendations are proposed:

- A stronger collaboration between the two components is recommended in activities implemented in order to develop synergies that will strengthen the achievement of results. In this regard, it is recommended to implement the Sector Policy Review Committee to be facilitated by UNIDO, as foreseen by the FA to provide guidance and ensure coordination of the two components.
- The two programs should bear in mind the value chain approach, which has proved so effective, in the programming of the activities to be carried out during the remaining period. These concerns, in particular, better consideration of the market niches already identified by WAIP and WAQSP programmes.
- Since the expenditure levels for both programs are around 50%, at less than one and a half years from the end of the implementation period, it is recommended to consider extending the implementation period, without increasing budgets.
- In terms of sustainability, it is recommended that an exit strategy be further developed for each program to ensure that program outcomes are best maintained.

2.2.1 WAIP Programme

The following are the major recommendations for this component:

- **Better Inclusion of WAEMU and other relevant ROs:** in activity design and delivery
- **Moving from an activity-based approach to a results-oriented approach,** which involves the development of a logical framework and an efficient internal monitoring system that tracks in real time the results achieved in relation to the OVIs.
- **Improved Analysis of Assumptions and Risks:** to improve effectiveness and the efficiency of activity delivery and develop mitigating strategies.
- **A dedicated project website:** to effectively communicate to the relevant stakeholders (audience) about project activities and disseminate lessons and outcomes.
- **Regular Meetings:** of the steering committee to discuss accomplishments and challenges faced and devise mechanism to deal with them on the way forward.
- **Budget by components:** It is recommended to include a budget per activity in future reports.

2.2.2 WAQSP Programme

Areas of improvement under this component include

- **Demand Side Focus:** to tackle challenges on the demand side as much as the supply side integrating more strategically selected private sector QI activities in the second phase of the programme.
- **Strengthening the staff of the ECOWAS Industry General Directorate:** ECOWAS staff, in particular the Directorate of Industry, should strengthen its human capacities (increase in staff) and its level of expertise in the field of quality: to ensure continuity of benefits at the end of the program.
- **Strengthening the national anchor:** to better ensure the involvement of nationals in the design and implementation of future regional programs.
- **Strengthening and popularizing communication:** to further develop the dissemination of “user friendly” information on results to the attention of these target audiences, if a budget reallocation is still possible.
- **Raise awareness actions:** at national level, to raise awareness among the highest state authorities about the risk of competition between the various ministries concerned, in order to avoid potential bottlenecks.

3. PROGRAMME DESCRIPTION

3.1 Background of the Programme

The Financing Agreement of the West Africa Private Sector Competitiveness Support Programme was signed on December 20, 2013 between the European Commission and the Economic Community of West African States (ECOWAS).

The total budget of the Programme is 20.000.000 €, financed by the 10th EDF. The period of execution is 84 months (7 years), the operational implementation phase is 60 months (5 years) and the closure phase is 24 months.

Overall objective: To support West African countries and Regional Organisations (ROs) in fostering private sector competitiveness and facilitating increased flow of trade and investment and support for the implementation of the ECOWAS quality policy so as to promote sustainable economic development.

Specific objectives:

- Improve the policy Framework to attract investment, including the establishment of an effective monitoring and Advocacy Mechanism for the ECOWAS Common Investment market, and including improvements to transfer pricing frameworks.
- To facilitate trade (regional and international) through the increased access and utilization of regional quality infrastructure, network of accredited competitive conformity assessment services and the entrenchment of quality culture by the private and public sector representatives including consumers.

The program is structured in two components, each aiming at achieving one of the two specific objectives mentioned above:

- The West Africa Improved Business and Investment Project (WAIP) is managed by the World Bank (WB / IFC) under a co-financing framework agreement signed on March 19, 2014. The budget for this component is €7,700,000. (10th EDF)
- The West Africa Quality System Programme (WAQSP) is managed by UNIDO under a co-financing framework agreement signed on 28 August 2014. The budget for this component is € 12,000,000. (10th EDF).

The Technical and Administrative Provisions (TAP) for Implementation states that:

- “The overall governance of the programme will be done through a Technical Coordination Mechanism for the implementation of the related activities in each component and other development partner’s activities”
- “The establishment of a Sector Policy Review Mechanism” will be facilitated by UNIDO within the framework of this programme. The mechanism will meet at the appropriate senior management level (representative of ECOWAS and WAEMU, Head of EU Delegation or his representative, IFC representative, UNIDO representative, Representatives of Member states and other national and international stakeholders..., to discuss the policies and regulatory framework, new developments in the sectors, and the contribution of the programme to on-going reforms”.

The description of the action of the WAQSP makes no reference to these mechanisms and there is no evidence that the Technical Coordination and Sector Policy Review Mechanisms have been put in place.

4. WAIP PERFORMANCE CRITERIA

4.1 Assessment of Relevance and Quality of Design

4.1.1 Relevance

FDI in West Africa

Intra-regional flows of foreign direct investment (FDI) are still at comparatively low levels, estimated at roughly 5 percent of total inflows to the continent. Positive tendencies for intraregional investments in West Africa are noted, as there is an emergence of a limited number of African MNEs expanding businesses in the region⁴.

The growth of intra-regional investment depends, inter alia, on enabling investors, once established in a Member State, to easily expand their cross-border investments to the other countries of the region. This entails the reduction of barriers and discriminatory restrictions making it economically feasible for investors to undertake business at a regional level hence taking advantage of the economies of scale. However, evidence suggests that this is not the case in ECOWAS. Available data shows that there remain many instances where investors from one ECOWAS Member State are not being treated as domestic in other Member States and face significant investment policy barriers to expand in the region. In particular:

- Around 80% of ECOWAS countries still impose general restrictions on entry, by prohibiting foreign investment below a certain size, by requesting prior approval or licensing from which domestic investors are exempted, or by imposing other discriminatory treatment.
- Around 70% of West Africa countries impose investment entry restrictions in business services, around 90% in transport, and around 40% in distribution and logistics services.

Such barriers exist despite the fact that ECOWAS has an established investment framework that mandates, inter alia, non-discriminatory treatment amongst intra-regional investors. This indicates a gap in terms of implementation capability and commitment of ECOWAS Member States, and monitoring and enforcement capacity of the ECOWAS Commission, as well as an insufficient voice among private actors to have their investment interests recognized through a regional policy.

The removal of cross-border investment barriers on the ground will make the region more attractive to FDI and the importance of MNEs in the region will continue growing.

The Cotonou Agreement (2000)

Section 3 of the agreement outlines EC's effective assistance to achieve the objectives and priorities which the ACP States have set themselves in the context of *regional and sub-regional cooperation and integration*, including inter-regional and intra-ACP cooperation. In terms of support for regional economic integration, the agreement stipulates in Article 29 that developing and strengthening the capacities of regional integration institutions and

⁴ Source : IFC Storyline document.

organizations set up by the ACP states to promote regional cooperation and integration. The same article mentions that cooperation in regional integration also means support for promoting cross-border investments both foreign and domestic, and other regional and sub-regional economic integration initiatives. The programme overall objective of supporting West African Countries and Regional Organizations (ROs) in fostering private sector competitiveness and facilitating increased flow of trade and investment is in line with the above provisions of the Cotonou Agreement.

Three focal sectors have been selected for 2014-2020, in line with the EU's Agenda for Change and West Africa's '2020 Vision'. The second focal sector of the RIP is regional economic integration, including trade related assistance, support for the private sector and infrastructure development. The general objective of this sector is to contribute to economic development that improve the business climate and supporting and streamlining infrastructure/ quality bodies at regional level. The first two components of the second specific objective [supporting private-sector competitiveness] of priority area 2 [regional economic integration and support for trade] of the indicative programme are *improving the business climate* (Development and application of rules on competition, IP, investment, Support for reform of the financial sector and Support for judicial reforms). The objective of the WAIP Programme is directly related with these components in the RIP.

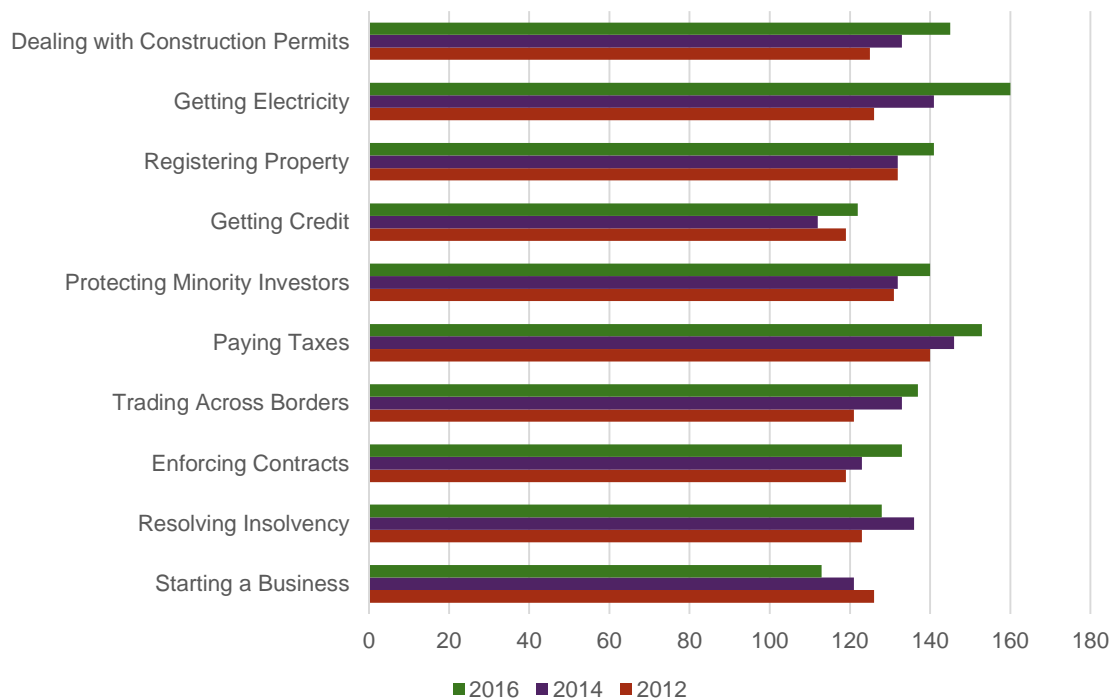
ECOWAS's Vision 2020

Five transformational building blocks of integrative development of West Africa are put forward. Among these the fifth is *private sector growth* in which it is envisioned that by 2020, an ECOWAS of people with a conducive policy environment in which the private sector will be the primary engine of growth and development; an integrated regional production base developed by competitive private sector activities which provide production and distribution..."

Doing Business in the ECOWAS Region

The ECOWAS region has had a deteriorating position in the global ranking of ease of doing business from 2012 through 2016; the regional average ranking fell from 149 in 2012 to 152 in 2014 and 2016. The following chart shows how the region fared in the ten different parameters of the 'ease of doing business'. The horizontal axis represents the average scoring of the ECOWAS region in 2012, 2014 and 2016.

According to the figure below (next page), it became evident that the region's ranking in eight out of the ten parameters has been falling from 2012-2016. The region has one of the most difficult business climates in the world for businesses to flourish. Only four of the ECOWAS region countries have improved their ranking over the past decade while most of them have slipped down.



Corruption Perception

One of the areas in which business and investments in the region face challenge is in the widespread corruption that exists. The Corruption Perception Index has been published by Transparency International since 1996. Annually, it ranks countries by their perceived levels of corruption, as determined by expert assessments and opinion surveys. Accordingly, with the only exception of Cape Verde, all of the ECOWAS member states fall in the more corrupt category of less than 50 score on the index with Guinea Bissau scoring the least. Significant improvements have been observed in Senegal and Ghana. It should be noted here that corruption has not been among the focus areas of the programme. However, there is indeed a relationship between a given state of corruption and the ease with which investors can invest and start a business as higher incidence of corruption would hamper the ease of doing business in most of the parameters used.

Learning From Previous and Ongoing Projects and Exploiting Synergies

Learning from past experience and leveraging the benefits of collaborating with other projects and programmes has been established as one of the mechanisms through which we aim to assess the relevance of the WAIP Programme and how it all fits in the bigger picture of addressing challenges of sustainable development in the region. On some instances, the Annual Progress Reports (APRs) mention the programme has been leveraging benefits from other projects. For instance, the third APR of the Business and Investment Climate programme mentions:

*“The World Bank Group has offices in all of the designated beneficiary countries from which **the project is leveraging the former, current and planned projects related to investment climate activities** for the benefit of the project’s activities and objectives wherever possible.”*

Another example of leveraging experience by the implementing partners is in the transfer pricing in which a scoping work had been commenced in the first reporting period (March

2014-March 2015), to *leverage upon preliminary IFC/WBG work previously undertaken on Transfer Pricing in Liberia* based on which a review of transfer pricing was done and legal and administrative framework and recommendations provided.

4.1.2 Quality of Design

The design of the WAIP suffers from serious inconsistencies between the logical framework of component 1, which is detailed in the description of the action of the West Africa Private Sector Competitiveness Support Programme, and the structure of the WAIP program, which does not have a logical framework as such.

The Annex 1 (description of the action) to the contribution agreement between WB / IFC and EU does not make any reference to the logical framework contained in the description of the action of the global program - component 1. IFC is therefore not legally bound to this Logframe.

The description of the action contained in Annex 1 to the contribution agreement between WB / IFC and EU (page 3 of the document) describes three impact areas, corresponding to the 3 main areas of activities of the programme:

- In the area of investment entry, at least 5 reforms will be undertaken in at least 3 ECOWAS member countries facilitating investment flows through removal of barriers.
- In the area of investment incentives, transparency – expected as a calculation of the public expenditures for incentives – will be increased in at least 3 ECOWAS member countries.
- In the area of transfer pricing, an improved transfer pricing legal framework and/or audit function will be established in at least 3 ECOWAS member countries.

The design of the program did not originally include technical assistance interventions focusing on Special Economic Zones and other traditional constraints to the investment climate such as: cost and access to energy, level of taxation, poor quality of infrastructure, as well as access to finance, which are the main cause of stunted intra-regional and FDI activity in the countries in question. While the World Bank Group was aware of these constraints, the distinct focus and scope of the program was to specifically target the elimination and reduction of cross-border investment entry barriers. Nonetheless, the WAIP is now concretely supporting the implementation strong SEZ initiatives (e.g., Mali, Nigeria).

Some of these traditional investment climate constraints had, however, been identified in the description of the action of the global program: “According to business survey conducted by the World Bank Group (WBG), businesses feel access to finance is the biggest hurdle for business growth (ranked among to 3 problems in 14 out of 15 ECOWAS member countries)”⁵.

It is obvious that a regional project of € 7.7 million can only have a limited scope, but these constraints should, at a minimum, have to be addressed in the assumptions and risks of the logical framework.

It is important to recall that, in September 2011, at the identification stage of the PS competitiveness project, problems drivers were clearly emphasised by the identification study, but at the formulation stage, stakeholders decided to design the project to respond to different problems⁶.

⁵ Technical and implementation provision for implementation of the Financing Agreement (FA) between EC and ECOWAS (Page 4)

⁶ Source, Mr. Pierre Jeanne, Advisor – Regional Development and Coordination – ECOWAS Commission.

WB/IFC itself acknowledged that the initial design of the program did not take these aspects into account:

- “The team’s field missions in several Member States during calendar year 2015 demonstrated that the Project, as initially designed, did not address the key investment constraints that are impeding FDI, including extra-regional and intra-regional investment, in West Africa”⁷
- “Similarly, while the project was not expressly designed to focus on obtaining reforms through special economic zones, the Project Team has identified that the focus countries believe that this is an easier way of piloting investment climate policy reforms that would otherwise be difficult to adopt at a national level”⁸.

Finally with regard to the design of the programme, it is evident from discussion held with FEWACCI and the WBG that the WAIP programme did not enough taken into account proposals raised by the external private sector stakeholders contacted during the design of the Programme.

4.2 Assessment of the Efficiency and Management Team

The projects plans and activities and there by the efficiency with which activities have been delivered have negatively been affected by two major factors: the outbreak of the Ebola virus in the ECOWAS region and disruptions due to elections and political uncertainty. The Ebola crisis affected three to five West African countries and caused activities to be postponed in Liberia and Sierra Leone while the elections that took place in 2015 in four countries including Burkina Faso, Cote d’Ivoire, Nigeria and Togo caused disruptions in activity timeline. Other factors including terrorist attacks, coup d’états limited implementation.

The development of a regional Scorecard has taken more time than anticipated during the inception period and had been mentioned as a challenge in the third planning and reporting period (2016-2017). It has been noted that drafting, finalization and endorsement of the scorecard took a rather long period of three years. One year for drafting another year for preparing ‘advanced draft’ and another one for finalization and endorsement. The process required feedback and buy in from a plethora of stakeholders - the regional bodies (ECOWAS and WAEMU), the donor (EU), the ECOWAS Member States public and private sectors, (as well as from within WBG, based on its global and regional past experiences with regional scorecards, whilst simultaneously taking into account applicability to West Africa). This indicates that the analysis of baseline conditions was not sufficient and as a result, the efficiency of the project is hampered.

As key as it sounds, the process of including the client and the beneficiaries in the overall delivery of activities has taken a considerable time. It has been reported that the project team spent quite some time cultivating an effective working relationship with its ECOWAS Private Sector Directorate counterparts, which ultimately resulted in a positive joint team style.

Financial reporting does not present utilization of resources (including financial and human) per components of the project. This hindered how allocated budget has been utilized under each project component gauge the efficiency of utilization. However, it has been deduced that almost 50 percent of the 7.7m Euro project has been utilized with more than 90 percent of the utilization were direct disbursements by the implementing organisation.

The overall governance structure of WAIP has been done through the following:

⁷ Source : WB/IFC Storyline for the improved Business and Investment Climate in West Africa Programme Page 9

⁸ Same as above

- **The Sector Policy Review Mechanism:** which was supposed to have a consultative role, allowing the Development Partners to engage with Governments in a policy dialogue based on the progress made in the different support programs;
- **Steering Committee:** which monitors and steers the implementation of the related activities. It is chaired by the ECOWAS Commission and co-chaired by the relevant representatives of the IFC. The project steering committee meets every three months and;
- **Technical Assistance / Implementation staff** who will assist the beneficiaries in the implementation of the program. The roles of the TA team are providing long-term and short-term technical assistance on all areas of the planned intervention and administrative, preparatory and ancillary tasks relating to planning, monitoring, and reporting on project components, procurement, and financial management.

Two and three steering committee meetings were held in the first and second reporting periods of the project i.e. (2014-2015 and 2015-2016) respectively while only one meeting was held in the last reporting period (2016-2017). The reasons provided for this are *the difficulty to find common convenient dates for all members* and *the team's increased focus on acceleration of both national and regional activities*. This needs to improve in the future. The reporting of annual performance misses out on how the project has managed to keep an effective communication between the three governance/management components.

However, the implementation team has demonstrated a good level of flexibility in adapting to the various constraints mentioned above and in response to requests from ECOWAS (i.e.: Investment Code) and Member States (i.e.: Special Economic Zones).

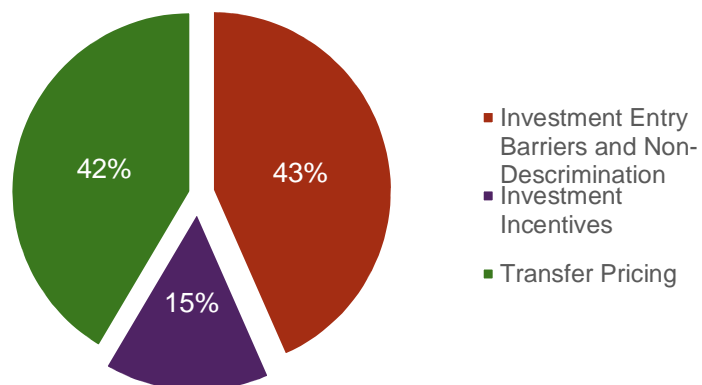
“Despite the fact that the Project scope did not cover provision of technical assistance/advisory services to ECOWAS Commission with respect to its regional Investment Climate Policy framework and Code, based on a demand from the ECOWAS Commission, and due to the Project Team’s observation during mission travels of a lack of dialogue/agreement between ECOWAS Commission and the Member States, the Project team sought the consent of the European Union and WBG internal management to expand the Project scope to address this challenge”⁹.

4.3 Assessment of the Effectiveness

Reporting is not altogether clear as to which of the specific activities undertaken in a given planning period have contributed to progress towards which of the expected results which makes analysis of effectiveness a daunting task. This is evident in the unclear reporting followed in reporting the activities implemented under the heading Investment Incentives in the consecutive periods. The WBG Project team has now clarified that the incentives component has been subject to a shift in methodology. There was therefore a change in direction as to how this component would be implemented.

Most of the activities in the first component have been implemented in the first and last sub-components: seen in general in the following pie chart. This figures represent activities that were implemented both at country and regional levels.

⁹ Source : WB/IFC Storyline for the improved Business and Investment Climate in West Africa Programme Page 10



Activities and results table:

The “activities and results” table below (next page) was developed on the basis of a logical framework reconstituted from the elements in the project description and from a summary table prepared by the implementation team.

Overall Objective: As part of a larger project, the objective is to support West African countries and Regional Organizations (ROs) in fostering private sector competitiveness and facilitating increased flow of trade and investment so as to promote sustainable economic development.

Specific objective: Improve the policy Framework to attract investment, including the establishment of an effective monitoring and Advocacy Mechanism for the ECOWAS Common Investment market, and including improvements to transfer pricing frameworks.

Expected results	Activities	Actions undertaken	Results achieved by end-August 2017
AREA 1: INVESTMENT ENTRY BARRIERS AND NON-DISCRIMINATION			
<p><u>R.1. In the area of investment entry</u>, at least 5 reforms will be undertaken in at least 3 ECOWAS member countries facilitating investment flows through removal of barriers.</p>	1.1 Identification of Priority Focus Areas – analysis on restrictions as well as a first tier of countries		
	<p>Selection of six (6) Focal Countries for national level implementation</p>	<ul style="list-style-type: none"> Discussed and received endorsement for the selection of 6 Focus Countries in the region (Cote d'Ivoire, Ghana, Mali, Nigeria, Senegal, and Sierra Leone at the first Steering Committee in September 2014. Liberia and Burkina Faso were removed from the original list due to the Ebola crisis in Liberia and the social and political instability in Burkina Faso. 	
	<p>Identification of ECOWAS Countries' Strategic Sectors by virtue of the ECOWAS Market Niche Analysis</p>	<ul style="list-style-type: none"> ECOWAS Countries' Strategic Sector Analysis Report - Market-niche analysis that identified priority investment entry barriers and the major competitive investment sectors of each Member State completed 	
	1.2 National-level reform agenda in Member States-Removal/reduction of investment-entry barriers and streamlining of administrative procedures at the individual country level to promote regional integration		
<p>National Level Reform Action Plans prepared and reform advisory on the removal of barriers undertaken</p>	<ul style="list-style-type: none"> Inaugural PPD ECOWAS Regional IP Technical Workshop for the Member States, June 2015 (Dakar, Senegal). Preliminary National Action Plans obtained from 15 ECOWAS Member States Six (6) Focus Countries' Validated Action Plans (Cote d'Ivoire, Senegal, Nigeria, Sierra Leone, Mali and Ghana) - Draft National Proposals prepared for all focus countries to be utilized as engagement tools to solicit reform commitment with focal country governments 		

		<ul style="list-style-type: none"> West Africa Investment Policy & Tax Mission - Reports from mission travel to all focal countries prepared following the confirmation of initial interest in participating in the project by Member countries. (Cote d'Ivoire, Sierra Leone, Togo, Nigeria), June 2–19, 2014 	
		<p>Côte d'Ivoire:</p> <ul style="list-style-type: none"> Revisions submitted to Government to amend Cote d'Ivoire Mediation law - Amended best-practice mediation law Further ICT advances to streamline investment approvals Cote d'Ivoire Free Zone law - Adoption of free zones law 	<ul style="list-style-type: none"> The Ivorian Government adopted the draft law on free trade zones at the Council of Ministers meeting of 26 July 2017
		<p>Mali:</p> <ul style="list-style-type: none"> Mali Draft Mediation Law - Amended best-practice mediation law with drafting support provided by the Project team (pending approval before the Council of Ministers) Further ICT advances to streamline investment approvals Support in drafting of an International Best Practice Special Economic Zone Law 	<ul style="list-style-type: none"> Endorsement at Ministry levels of new best practice special economic zone (SEZ) and mediation law initiatives
		<ul style="list-style-type: none"> Nigeria : Visa on Arrival International Best Practice/Case Studies Note - prepared and submitted to the Nigerian government Support on drafting of International Best Practice/Case Studies Note prepared and submitted to the Nigerian government regarding special economic zones (SEZ) Support in drafting of an International Best Practice Special Economic Zone Law 	
		<p>Ghana :</p> <ul style="list-style-type: none"> Detailed review with investment entry revision recommendations to Ghana's 2013 Act Reform proposals agreed with outgoing government re-introduced to the new government for its endorsement (ongoing) 	

		<p>Sierra Leone :</p> <ul style="list-style-type: none"> • <i>IP/IC Reform Agenda obtained based on the Scorecard benchmark criteria</i> - Technical assistance provided to Government of Sierra Leone 	
		<p>Senegal:</p> <ul style="list-style-type: none"> • Investment Climate Reform Memo – on resuscitation of IFC Investment Transaction (stalled due to an investment climate constraint) worth \$150 million¹⁰. • Signed letter to Senegalese Minister of EFP on SEZ law recommendations - Adoption of the reformed national SEZ law, including recommendation from the Project team to align the law with the WTO requirements of the Agreement on Subsidies and Countervailing Measures • Commercial Court diagnostic to Senegalese Government on the draft Commercial Court law - Recommendation formulated on the draft law establishing the new Commercial Court 	<ul style="list-style-type: none"> • Adoption on January 2017 of the reformed national SEZ law.
<p>1.3. Reform monitoring and peer-to-peer learning -- Removal/reduction of investment-entry barriers and streamlining of administrative procedures in the Member States to promote regional integration</p>			
	<p>Design of a policy mechanism or framework to identify, address, promote, and monitor the elimination of investment-entry barriers and the</p>	<ul style="list-style-type: none"> • <i>Detailed recommendations submitted to the ECOWAS Commission on the ECOWAS Investment Policy Framework – A tool designed to harmonize in the ECOWAS zone international best practices concerning IP/IC reforms; preliminary ECOWAS Commission review already undertaken</i> • <i>Detailed recommendations submitted to the ECOWAS Commission on</i> 	

¹⁰ The Senegalese government, which wanted to install a 200 MW solar power plant, was to mandate IFC to prepare the tender and select bankable and competitive partners. IFC (like most foreign investors) has a standard contract based on English Common Law principles, which did not correspond to the French Civil Law followed by most Francophone ECOWAS countries, including Senegal. Senegalese government lawyers had in particular challenged a clause in the model IFC contract concerning the transfer of legal responsibility and liability to the Senegalese government authorities in the event that a third party might sue the Government of Senegal and IFC due to the implementation of the solar-energy transaction. The diverging administrative practices (based on incompatible French Civil Law and Common Law principles) created an impasse that blocked the execution of the transaction for nearly 8 months. Neither side wished to adhere to the legal approach/practice espoused by the other. The resulting hybrid approach crafted by the Joint ECOWAS and the Senegalese Government Team adopted in a balanced fashion the key features of third-party indemnification principles as originating from both legal traditions. This revision of an administrative practice via a transaction-based approach is one which the Project Team recommends should be followed going forward, and has been approved by the EU and ECOWAS as innovative. The tender will be launched in September 2017 with 12 pre-qualified companies. The investment will be reduced from 300 million USD to 150 million USD for a 100 MW power plant, because the capacity of the power grid is insufficient to absorb the production of a more powerful power plant.

	<p>regional and national endorsement thereof.</p>	<p><i>the draft ECOWAS Investment Policy Code: recommendations provided adhere to (i) international best practice standards, (ii) modern generation of IIAs, and (iii) the French Civil Law and English Common Law systems; preliminary ECOWAS review ongoing</i></p> <ul style="list-style-type: none"> • <i>Completion of ECOWAS Investment Climate Scorecard Tool Design: Hybrid policy tool that combines diagnostic standard/custom benchmark criteria/indicators with a public-private dialogue (PPD) engagement process designed to promote Investment Climate/Investment Policy reforms in the Member States</i> 	
<p>1.4. Public-private dialogue (PPD) aimed at reform implementation -- Removal/reduction of investment-entry barriers and streamlining of administrative procedures in the Member States to promote regional integration.</p>			
	<p>Identification of major public and private sector representatives to support the regional/national PPD process on specific investment policy issues</p>	<ul style="list-style-type: none"> • Met with key stakeholders (government, specialized agencies, private sector) in all focal countries during missions and national/regional events • Conducted a mapping and prepared a database/list of all major public and private sector representatives to support the regional/national PPD (corroborated by the ECOWAS Commission) 	
	<p>Launching the PPD process at regional/national levels through interaction between the ECOWAS Commission and the public/private sectors of the Member States</p>	<ul style="list-style-type: none"> • <i>Report on Inaugural Technical Workshop: following Launch of the PPD process at regional/national levels through interaction between the ECOWAS Commission and the public/private sectors of member states.</i> • <i>Overall “Buy-In” of the ECOWAS IC Scorecard Tool by the 15 Member States: Individual Member States feedback elicited and buy-in received during Scorecard Roadshows held as part of national Public Private Dialogue (PPD) workshops in Mali, Cote d’Ivoire, Senegal, and Nigeria, as well as during the Scorecard Roundtable held with the 15 Member States in June 2017 in Lagos, Nigeria.</i> • <i>Additional reforms pledged by the 6 focal countries: (recorded in “Summary of Deliberations developed during the Scorecard Roundtable held with the 15 Member States in June 2017 in Lagos, Nigeria)</i> 	

		<ul style="list-style-type: none"> • <i>Training materials produced and training delivered by experts at Investment Policy and Promotion training and peer to peer workshop delivered in Lagos Nigeria (June 6-8, 2017) with resulting outputs: “round-the-cycle IPP” action plans prepared by each country delegation. Bilateral discussions were also held for current and follow up work in Nigeria, Ghana, Sierra Leone, Guinea and Mali.</i> 	
AREA 2: INVESTMENT INCENTIVES			
<p>R.2. In the area of investment incentives, transparency – expected as a calculation of the public expenditures for incentives – will be increased in at least 3 ECOWAS member countries</p>	2.1 Increased transparency and sustainability of national investment incentive regimes.		
	<p>The collection of existing information on investment incentives at the national level</p>	<ul style="list-style-type: none"> • <i>Cote d'Ivoire Investment Incentives Study prepared and presented to authorities</i> • <i>Mali draft Investment Incentives Study prepared.</i> 	
	2.2 Alignment of domestic policies to best practice approaches on tax and non-tax incentives will be undertaken for subsets of groups of countries, or at the individual Member-State level (two to five countries).		
	<p>Investment incentives diagnostics, advisory service reform proposals, and the implementation of assistance in selected ECOWAS Member States</p>	<p>One-day incentives peer to peer training delivered by experts at Investment Policy and Promotion training and peer to peer workshop delivered in Lagos Nigeria (June 6-8, 2017)</p>	
AREA 3: TRANSFER PRICING			

<p>R.3. In the area of <u>transfer pricing</u>, an improved transfer pricing legal framework and/or audit function will be established in at least 3 ECOWAS member countries</p>	<p>3.1 Transfer pricing reform agenda</p>		
	<p>A transfer pricing diagnostic, reform advisory and the implementation assistance in select ECOWAS member countries;</p> <p>The development of regional transfer pricing and investment incentives tools, such as legislative guidelines and policy notes for all member countries and regional capacity building/sensitization workshops to teach auditors how to audit transfer pricing cases for improvement of TP enforcement in their respective countries</p>	<p>• Nigeria :</p> <ul style="list-style-type: none"> • One (1) legal and administrative review of Nigeria’s TP framework. Recommendations provided for further reform • One (1) risk assessment tool developed by WBG for FIRS to help select Nigeria’s first TP audits • One (1) Report prepared jointly by WBG and ATAF)-Discussions on proposed changes to Nigeria’s transfer pricing legislation (in light of policy paper) • Five (5) Reports prepared in assistance with drafting of a new legislation on: i) TP (submitted in January 2017); ii) interest deductibility (submitted in February 2017); iii) permanent establishments (submitted in March 2017); (iv.) Tax planning reporting arrangements (submitted in April 2017); v. controlled foreign companies (submitted in May 2017)) • Capacity building: Seven (7) Workshops focused on international tax case studies, and FIRS anonymous cases delivered jointly with ATAF to 25 participants from FIRS/TP/BEPS team • OECD TIWB (Tax Inspectors without Borders) program underway in close coordination with the World Bank Group • 	<ul style="list-style-type: none"> • FIRS reported that the advice given on risk assessment, administrative issues and audits have resulted in an increase in revenue collection from TP (official numbers to be disclosed later this year)
		<p>Senegal (Legal reform):</p> <ul style="list-style-type: none"> • Legal reform: Assistance with setting up a transfer pricing legal framework, including TP legislation, regulations, thin capitalization rules, TP documentation requirements and TP return schedule; Legal package finalized and aligned with international standards (to be presented to the parliament in Q3 2017) • <i>Capacity building: Two workshops focused on principles of TP and international case studies; delivered jointly with OECD to 15 participants from DGID</i> 	<ul style="list-style-type: none"> • Comprehensive transfer pricing legal package to be passed by the Senegalese parliament in the fall (<u>slight delay due to election period</u>).

		<p>Liberia:</p> <ul style="list-style-type: none"> • TP legal and administrative review of Liberia's TP framework conducted. Recommendations provided. • New TP Regulations enacted (June 2016), • TP Return Schedule and TP return schedule for SMEs introduced, • TP Section in Natural Taxation Audit Manual revised. • Consultation meeting with taxpayers on new TP rules (over 35 participants), June 2016 • Media outreach – press release distributed to the public to inform on new TP rules; significant press coverage, June 2016 • One (1) report on policy options for APA program submitted to LRA, • One (1) APA guidance finalized • <i>Ongoing support with development of TP practice note and thin capitalization rules</i> • Administrative reform: TP team established within LRA, May 2016 • Capacity building: Five TP trainings focused on international case studies and LRA anonymous cases, delivered jointly with ATAF. • High-level training for judiciary on the new TP rules, attended by more than 60 participants from the Ministry of Justice, Tax Appeals Bench, Ministry of Finance, LRA and Magistrates, April 2017 • OECD Tax Inspectors without Borders (TIWB) underway in close cooperation with WBG 	<ul style="list-style-type: none"> • Transfer Pricing team established within LRA • Liberia Transfer Pricing Regulations adopted and entered into effect in July 1, 2016
		<p>Regional :</p> <ul style="list-style-type: none"> • Transfer Pricing Diagnostic Study (September 2016): The transfer pricing diagnostic study for ECOWAS member states assesses the importance of transfer pricing for West Africa, reviews the existing legal frameworks and administrative capacity across the region and provides recommendations for both national and regional transfer pricing reform. As part of the report, a detailed review of each ECOWAS country's regulatory provisions relevant to transfer pricing have been prepared and will be shared with each ECOWAS member. The team has also developed (in-cooperation with ATAF) a number of tools to support ECOWAS countries strengthen their transfer pricing regimes. These include models for: transfer pricing primary and secondary legislation; practical guidance of administrators; interest deductibility rules and transfer pricing documentation. The final report was presented at the ECOWAS regional transfer pricing conference 	

		<p>in October 2016.</p> <ul style="list-style-type: none"> • Transfer Pricing Regional Meeting for ECOWAS Member States in Abuja, Nigeria (October 2016) Attended by 60 participants from tax administration and tax policy officials from 12 ECOWAS Member States, ECOWAS Commission, EU, WAEMU, OECD, ATAF, WATAF • Regional meeting on the links between transfer pricing and customs valuation in Ouagadougou, Burkina Faso (March 2017) Event organized jointly with World Customs Organization and OECD. Attended by 25 participants from tax and customs authorities from 8 ECOWAS countries: Benin, Burkina Faso, Gambia, Guinea, Ghana, Mali, Senegal, Togo, and 5 other African States: Congo Brazzaville, DRC, Gabon, Madagascar and Tunisia 	
<p>Visibility</p>		<ul style="list-style-type: none"> • Prepared and presented the project communications plan to ECOWAS and EU. Project visibility documents prepared – presentation, brochures and fact sheets. • Visibility material for the Project and its stakeholders, such as a Project brochure/leaflet, presentation, folders, banners, video footage and other visibility materials were launched at the Dakar workshop. These materials have been disseminated at subsequent stakeholder meetings in various ECOWAS countries. • TP regional event in ECOWAS in Abuja, October 2017¹¹- A press release circulated to the local press ahead of the event. Significant press coverage and many media representatives present at the opening ceremony. Selected press clipping were compiled. Team members interviewed by FIRS' magazine "Tax Matters". A video from the conference available on the World Bank, FIRS, ECOWAS commission, WAEMU, EU and WATAF websites. Link to the video: https://youtu.be/uXNA2ooHNZk • Launch of Liberia new TP regulations, June 2016 – A press release circulated to the local press; consultation meeting with the private sector attended by 35+participants, extensive press coverage of the event. 	

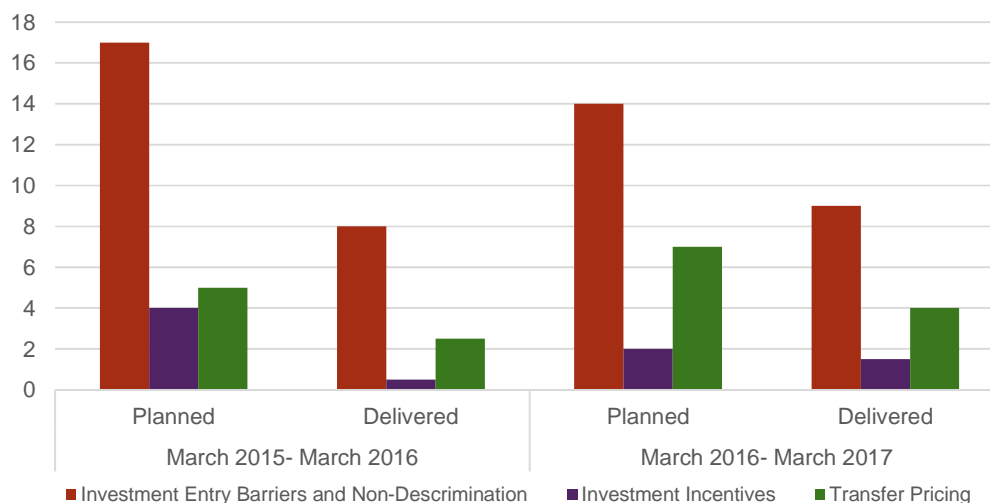
¹¹ Although the event took place after the MTR field visit was performed (August-September 2017, the evaluation team consider this event important to be mentioned due to the importance it had in granting the visibility of the Programme

There is a relatively lower rate of activity implementation in addressing the expected results listed under the second sub-component i.e. Investment Incentives. The incentives component has been subject to a shift in methodology as part of WBG's monitoring and evaluation. There was therefore a change in direction as to how this component would be implemented. Gaps have been observed in terms of planning activities as reporting did not fully address the proper link of planned and achieved milestones thus making measuring/monitoring difficult. In implementing the planned activities, it has been observed by the evaluation team that in cases where not all of the activities are implemented those activities that have either been cancelled or postponed or taken over/to other processes are not explicitly put for the reader to understand. Not only should the status be exposed but the also the factors that caused the cancellation of postponement should also be forwarded by the team. Another issue that has been observed in the planning of activities is redundancy e.g. 2nd annual report 'next steps' planning matrix the process of preparing a 'Scorecard Progress Questionnaire' is redundant.

In the first reporting period, the first component had one key output planned i.e. finalizing the methodology for the regional monitoring scorecard with all reforms identified per country. The milestones were

- The finalized scorecard methodology,
- All reforms identified per country,
- Focal countries' reform commitment (as would be eventually monitored by the regional scorecard) at a regional table.

From the above milestones, the component managed to achieve the first one. It is to be recalled here that the initial work was impacted by the Ebola crisis and political unrest in some focus countries. The following two reporting periods from March 2015- March 2017 were relatively more productive. In the different expected results areas and sub components, the component planned a total of 49 activities (both at the national and regional levels) to implement. It managed to implement a little over half of the planned activities (25.5) or 52% achievement rate. From March 2015- March 2016, the component planned a higher number of activities but with a low rate of implementation (delivery) while from March 2016- March 2017 the number of planned activities reduced and at the same time the rate of delivery was improved. The following chart shows the planning and delivery of activities in the first



component disaggregated by sub component and planning period.

As shown above, indeed, most of the activities went to the first (Investment Entry Barriers and Non-Discrimination) and third (Transfer Pricing) sub components.

Budget utilisation:

The table below shows the evolution of the expenditures of the programme. The difficulties encountered during the first year largely explain the slow disbursement rate of 11 % of first instalment.

Period / Amount	Total Expenditures	Total Budget
Amount		€ 6.930.000
- 19 March 2014 – 28 Feb 2015	€ 769.115	11%
- 19 March 2014 – 31 March 2016	€ 2.093.200	30%
- 19 March 2014 - 31 March 2017	€ 3.801.045	55%

4.4 Assessment of the Overall Impact

It is certainly too early to assess the project's full impact, i.e. its positive and negative, primary and secondary long-term effects, during the mid-term evaluation as some of the activities have just been completed and others are still in the planning and implementation process. It is feasible, however, at this stage to respond to the TOR's requirement and "assess the relevance of any existing set of indicators (process, result and impact) and mechanisms that have been defined to measure benefits and impact". These could be regarded as early signs of the potential impact of the project.

- **Côte d'Ivoire:** adoption of the draft law on free trade zones at the Council of Ministers meeting of 26 July 2017
- **Liberia:**
 - *Transfer pricing legal package* including transfer pricing regulations, transfer pricing return schedule, transfer pricing section in Natural Taxation Audit Manual entered in to force as of July 2016.
 - Transfer pricing team established in Liberia Revenue Authority (LRA).
- **Mali:** Ministry level endorsements of new best practice Special Economic Zones (SEZ) and mediation law initiatives (awaiting approval by the council of ministers)
- **Nigeria:** Increment in collection of revenue from Transfer Pricing (after advice given to the Federal Inland Revenue Service by the project on risk assessment and endorsement by the Nigerian Executive Branch of the draft SEZ legislative proposal prepared by the WBG ECOWAS Project Team)
- **Regional:** Development, finalization and endorsement by the Member States of the draft ECOWAS IC Scorecard.
- **Senegal:**
 - Based on recommendations from the project team, the country has adopted (into law) a competitive zones legislation incorporating best practice provisions [this relates to the first component of the project i.e. investment entry barriers and non-discrimination.
 - Transfer pricing legal framework, including TP legislation, regulations, thin capitalization rules, TP documentation requirements and TP return schedule finalized and aligned with international standards (soon to be presented to the parliament)

4.5 Assessment of Sustainability

Stakeholders of the project including the clients and beneficiaries both at regional and national levels have been consulted and included throughout the implementation of activities although this has taken quite a time initially. The team was successful in forging and sustaining working relationships which resulted in strong joint collaborations. This indicates there is a high probability of the results of activities being carried on/over by beneficiaries as it instigates a higher sense of ownership. Through the process of ensuring a higher rate of involvement of the beneficiaries, the team cultivated and solidified a fruitful relationship with its ECOWAS Private Sector Directorate counterparts which ultimately resulted in a *positive joint team style*. The first-year progress report mentions that a joint working group has been established at the technical level whose purpose is to provide an efficient avenue for the ECOWAS-World Bank Group team members to share updates on the implementation progress and agree on the upcoming work. WAEMU has also been kept involved in the steering committee. However, a significant work is yet to be done in increasing its inclusion in the delivery of activities; a gap that needs to be addressed in the remaining project implementation period.

It has been thoroughly discussed in the relevance criterion above that the policies and strategic directions of the ROs and the donor highly corresponding to one another evidenced by the agreements that had been signed and the visions and goals put forward.

The activities of the project have also resulted in policy changes in the areas of support i.e. investment barriers and non-discrimination, incentives and transfer pricing. Some of them include:

- Adoption (into law) of competitive zones legislation incorporating best practice provisions in Senegal.
- Drafting of transfer pricing legal packages (including TP legislation, regulations, thin capitalization rules, TP documentation requirements and TP return schedule) in Senegal and Liberia.

Additionally, the project managed to support respective national organizations in making administrative reforms. Transfer pricing teams had been established in Liberia Revenues Authority (LRA), Liberia and Senegal's National Revenues Authority. Policy changes and administrative reforms indicate the results of the activities that were jointly implemented had been owned by the beneficiaries and are good indicators that could imply a good score of sustainability. The client and beneficiary, ECOWAS is relatively highly probable to carry on with the benefits of the activities that were implemented by the project. This is so because it is included in their design and implementation. The capacity of beneficiary ROs counterparts is strengthened through their being involved in the process which also improves sustainability. The policy changes and the administrative reforms would not bring any significant impact if the thrust is not kept at a sufficient pace.

One of the key issues with regard to sustainability is regarding the ownership, management and continued preparation of the scorecard and the data collection and analysis. This has a cost which has not been made clear as to who and how it will be managed. Ideally it could be transferred to a private sector agency to compile and manage from an independent objective view point. This again leads towards one of the weaknesses of the programme which is entitled Private sector Competitiveness Support whilst it seems not to be addressed directly.

Also the sustainability and long term benefits cannot be traced as it is with regards to the participants and beneficiaries of trainings and what change has come about. The participants need to be tracked over time against what they intend to gain and then measured against those expectations after a few months or a year.

4.6 Assessment of Visibility

The project allocated 2 percent of the budget for visibility. The launch event in 2014 has had considerable media coverage and was attended by the presidents of both ECOWAS and WAEMU. In the second reporting period, the inaugural technical workshop which was also attended by a large number of participants from the private sector and ministers from all of the 15 member States created a valuable opportunity to inform the relevant stakeholders about the objectives and activities of the project. In the second and third reporting periods, the Private Public Dialogues (PPDs) also presented an opportunity for a large regional and international media coverage.

Visibility material for the Project and its stakeholders, such as a Project brochure/leaflet, presentation, folders, banners, video footage and other visibility materials were used. These materials are disseminated at subsequent stakeholder meetings in various ECOWAS countries. However, during the field mission to Senegal, we observed that the level of communication with public and private stakeholders needs to be improved. Participants at the meetings organized by the team complained about the lack of feedback on the results. Some stakeholders such as the Ministry of trade, and in particular the Ministry of Economy and Finance (EDF National Authorizing Officer), were unaware of the existence of the WAIP until mid-2016. The EUD in Senegal “would appreciate a better information on the activities, outputs and results at national level, especially for the component under management by the WBG”¹².

It is found that the visibility materials comply with EU visibility requirements. The project does not have a website dedicated to it except some of the activities have been featured as a story on the World Bank’s website. The project’s communication strategy has been to closely work with the ECOWAS Communications Department. Surely, this ensures sustainability. However, a knowledge/lessons/documents sharing platform might as well be facilitated by the project in collaboration with the ECOWAS communication team to ensure a wider reach of useful information and resources.

4.7 Cross Cutting Issues

The project has more or less managed to keep with the requirements of good governance. The processes that led to policy reforms and changes have been discussed by the relevant authorities and the stakeholders involved and affected. A good deal of emphasis had been attached to the role played and the participation of the private sector and businesses. The PPD, Public Private Dialogue is a good example here in which specific investment policy issues are discussed by representatives from the private and public sectors and where national policy reform agenda are identified. In this, the project has complied with the transparency, responsiveness and participatory dimensions of good governance. Thus, we can fairly say that the implementation of the project has followed the tenets of good governance and furthered its practice in the region.

In reporting the activities including training and workshops organized by the project, the team does not present a gender-disaggregated performance (for instance how many male and female participants have taken part in workshops, etc....). It should be emphasized that appropriate information regarding the project’s contribution to solving gender related challenges in the region should be presented.

¹² Source : EUD in Senegal

5. WAQSP PERFORMANCE CRITERIA

5.1 Assessment of Relevance and Quality of Design

5.1.1 Relevance

The intervention logic is coherent with the objectives of ECOWAS: the program is part of the ECOWAS quality policy (ECOQUAL), which is itself a component of the ECOWAS common industrial policy. The program is also part of the EU's regional economic integration and trade support strategy (Priority area 2 of the RIP 2014-2020) and works in close collaboration with other programmes at national level¹³, as well as with EU Member states initiatives such as the Physikalish Technische Bundesanstalt (PTB – Germany – metrology activities).

The choice of UNIDO, as the implementing agency for the programme, is legitimized by its long experience in the implementation of quality systems in West Africa:

- From 2001 to 2005, UNIDO implemented the WAEMU Quality Program. This program, funded to the tune of 14.5 million € from the EDF, concerned the 8 member states of WAEMU (Benin, Burkina Faso, Ivory Coast, Guinea Bissau, Mali, Niger, Senegal and Togo).
- From 2007 to 2012, UNIDO also implemented the West Africa Quality Programme, which was also funded from EDF resources. This programme has been structured into two components, corresponding to the state of progress of the quality structure of the beneficiary countries. Component 1 concerned the 8 WAEMU member states which had already benefited from the first programme; Component 2 concerned the other ECOWAS member states plus Mauritania (component 2).

Learning from Previous and Ongoing Projects and Exploiting Synergies

Collaboration with other projects with shared objectives in the region and exploiting synergies that exist was better seen in the second component of the programme. PTB, the German Metrology Institute is one of the bodies the component cooperated with in the area of implementation of activities related to National Metrology Institutes and Metrology Laboratories.

National Quality Infrastructure Project for Nigeria (NQIP)

The WAQSP is also regularly collaborating with the National Quality Infrastructure Project for Nigeria (NQIP) in Nigeria. The main objective of the project is to support the enhancement of the national quality infrastructure. Its purpose is to improve quality, safety, integrity and marketability of Nigerian goods and services and remove technical barriers to trade by having an adequate, effective and sustainable National Quality Infrastructure (NQI) in place, consistent with international and regional principles and practices. WAQSP discussed about the implementation plans of the two Programmes in order to harmonise actions, improve the impact of activities which reduced the likelihood of *duplication of efforts*, particularly regarding Nigeria. The WAQSP also participated in the NQIP Steering Committee Meeting to take note of the progress made so far, consider comments from stakeholders and highlight the importance of the outcomes of the NQIP for the regional Programme.

Trade Related Assistance and Quality Enabling Programme (TRAQUE)

The TRAQUE project was a Ghanaian trade assistance and private sector competitiveness support programme funded by the European Union. The overall objective of the TRAQUE

¹³ Nigeria has a national quality programme (NQIP), also funded by the EU and executed by UNIDO.

programme was to facilitate trade and stimulate trade led pro-poor growth. The Specific objectives were improving trade related capacity and performance of Ministry of Trade and Industry (MoTI) and related agencies and supporting the national quality policy and the related National Quality Infrastructure. The UNIDO implemented second component of the WAPSCSP has attempted to leverage synergies with this project. Areas of cooperation identified include the development of the NQP in Ghana to ensure full compliance with ECOQUAL. TRAQUE also expressed willingness to be involved in the setting up of the Regional Accreditation System as this project is supporting Ghana for the establishment of the Ghanaian Accreditation Body.

The ACP-EU TBT Programme

The ACP-EU Technical Barriers to Trade programme aimed tackling (TBT) issues in ACP countries at two levels. The Quality & Regulatory Infrastructure (Q&RI) level, which has a role to play in the implementation and enforcement of TBT agreements and which needs to be strengthened in order to: (i) ensure stronger ACP presence in all TBT-related standard and conformity assessment matters, (ii) help to overcome TBT on external markets, and (iii) to promote intra- and inter-regional development, harmonization, equivalence and mutual recognition of technical regulations (TR), standards, and conformity assessment procedures (CAP). The second level pertained to compliance issues of productive industries, both those which were already exporting but have difficulties in keeping up with the increasing safety and environmental requirements in export markets and those which are not yet exporting because the compliance threshold is discouraging for any export undertaking. On both levels, the strategy selected to remedy the identified problems was based on two principles: a) increased use of the skills and capabilities of key institutions in Europe to raise technical capabilities in ACP regions and countries, and b) encouragement of ACP countries to assist each other, with the stronger countries and regions supporting the weaker ones.

WAQSP has a number of concurring objectives and efforts with the ACP-EU TBT Programme which was implemented from 2012-2017. This component of the West African Competitiveness Support Program has the overall objective of 'establishing a framework for the development and operation of suitable, relevant, efficient and effective *quality infrastructures to facilitate intra-regional and international trade*, protect the consumer and the environment, and promote sustainable economic development'.

It has been reported in the annual implementation reports that the WAQSP did collaborate with the ACP-EU TBT Programme on a regular basis. The WAQSP helped several times identify specific needs for assistance in countries, which were not foreseen in the work plan of the WAQSP. The TBT Programme was therefore often complementing the WAQSP activities as it was able to trigger quick-action in response to specific quality-related training needs in countries. Also, this co-operation led to conduct joint activities such as training. For instance, the two programmes jointly conducted a regional training in metrology for laboratories technicians, that was held from 17 to 18 October 2016 in Cotonou (Benin). This cost-sharing operation led to an increased number of recipients hence to higher impact.

5.1.1 Quality of Design

The WAQSP programme has a rather more elaborated log frame in terms of the specific objectives to be achieved, the OVIs and the Assumptions and Risks. In addition to the elaboration of the indicators, sources of verification and assumptions key activities and the means with which these activities are going to be delivered are discussed under each result area. Most of the results emphasize improvements which can only be tracked if the starting point is well-understood through a base-line survey and/or gap analysis and/or a policy matrix.

COMPONENT 2: Improved Quality Infrastructure System 16 Expected Results
<i>1. Relevant actors in countries covered by the programme make use of the regional quality infrastructure and harmonised legal framework</i>
1.1 National quality policies are in line with the regional quality policy and implemented
1.2 A model law on consumer protection based on international best practices is promoted and integrated in national legislations
<i>2. Private sector has access to strategically prioritised and harmonized standards for facilitated regional and international trade.</i>
2.1 The regional standardization system is operational and ready to issue standards
2.2 Regional standards are adopted for priority sectors and applied in the region
<i>3. Private and public sectors have access to a network of accredited and competitive conformity assessment services provided in the region</i>
3.1 The regional accreditation system is established and strengthened to serve the needs of accrediting conformity assessment services in the region
3.2 A network of Conformity Assessment Bodies (CABs) is established and strengthened in order to provide the full range of services required in the region
3.3 A regional certification scheme and a regional "ECOWAS Product Certification Mark" products is established, promoted and used.
3.4 The regional metrology/calibration (RMS) is established and operational to provide calibration services to laboratories and companies with traceability to the international system of measurement (SI)
3.5 A repair and maintenance service platform (advisory, information or technical intervention) is established.
<i>4. An entrenched quality culture among the private sector operators</i>
4.1 Structured themes on quality are mainstreamed in the national education system
4.2 Training of trainers on structures themes on quality mainly in coordination with industry trade associations – trainers able to train consultants, auditors, and leaders for corporate management systems.
4.3 Relevant regional and national actors in the quality area are aware of the quality principles and of the business services provided by its infrastructure; they have access to the required knowledge and are motivated for the implementation and improvement of quality objectives.
4.4 An organized and coherent bilingual Internet based regional information system on services delivered by the quality infrastructure is established and used
4.5 Quality excellence centres are identified among the organizations already applying best practices to foster quality and are strengthened to expand to their highest

potential to become key players in the development of the Quality Infrastructure
4.6 A strengthened network of consumer associations in the region with an internet based information system to be used by consumers to be informed about healthy practices and alerted to deceptive products, unreliable services and installations and to send their specific complaints
4.7 The visibility of the programme and its partners is ensured

The initial logical framework of the Quality component, which includes 4 specific objectives, 16 expected results and 64 OVIs, is detailed, which facilitates analysis. Most IVOs are clearly defined, quantifiable and measurable. However, several indicators are not: e.g. "number of regional standards sold by NSBs", or "Increased number of certified or accredited organisations being granted a public procurement contract".

Assumptions and risks have generally been clearly identified. However, aspects relating to the human and financial capacities of the beneficiaries (laboratories, inspection bodies, etc.) are not sufficiently taken into account, as regards sustainability (see below).

The Quality Infrastructure in Member States appeared globally in 2011 as follows¹⁴:

- *“the majority of Member States do not have a National Quality Policy;*
- *the Quality Infrastructure in the region is not well established;*
- *the procedures for the development and implementation of technical standards and regulations are not always consistent with those recognized at international level;*
- *technical regulations are not well developed and implemented to protect the environment, public health and safety and to control the fraudulent business practices;*
- *testing laboratories, inspection bodies and certification bodies do not generally work in compliance with relevant international standards, very few of them are accredited (mostly with the help of previous quality programmes); these Conformity Assessment Bodies are generally not accredited to give credibility to the certificates issued;*
- *the national measurement systems in the region are not well developed to ensure the accuracy and reliability of the measurements made in trade, industry, science and technology; the accreditation of testing laboratories, of inspection and certification bodies remains a great challenge, because there are no functional accreditation bodies in the region. Moreover, the costs of intervention of foreign accreditation bodies that provide accreditation services in the area are prohibitive”.*

Several stakeholders / beneficiaries interviewed deplore the fact that they have had little or no involvement in the design of the programme (top-down approach). However, the experience gained during the two previous phases of the Quality Program by UNIDO was undoubtedly valued for the design of the current program.

In consultation with ECOWAS, UNIDO submitted a revised version of the logical framework to the European Commission. In this new version, which was part of the project inception report submitted in 2015, some indicators that were not measurable were deleted or replaced and gender indicators were added. It should be noted that the Addendum 1 to the Contribution agreement only refers to the revised budget, but not to the revised Logframe.

¹⁴ Source : WAQP3 Description of Action page 16

The gender aspect is taken into account in several OVIs (which was not the case in the version annexed to the original FA). but specific gender balance indicators are in some cases difficult to be achieved given the unequal distribution of male and female staff in laboratories in specific countries.

Sustainability aspects such as maintenance of laboratory and metrology equipment, as well as hardware and software are rarely mentioned in the assumptions and risks. These aspects should have been better taken into account, especially since this concern is clearly mentioned in the financing agreement: *“For the quality component, the main treat to sustainability is linked to the possibility that public entities comprising the quality infrastructure system (standardization bodies, metrology/calibration, accredited laboratories, etc) may not receive the necessary level of funding after project completion”.*

5.2 Assessment of the Efficiency and Management Team

The governance of the program, provided by the following structures, is operational. Steering committees are organised on a regular basis:

- A restricted Steering Committee, consisting of ECOWAS Commission, WAEMU Commission, EUD and UNIDO, meets every three months.
- A Regional Steering Committee meets once a year.
- At national level, the implementation of the programme is performed by National Focal Points, under the direct responsibility of the Minister in charge of quality and by a National Monitoring Committee.

Management team:

- At regional level, the Regional Technical Coordination Unit (RTCU) is managed by a small team of 8 experts based at the ECOWAS Commission in Abuja and in Vienna. It is responsible for the on-site coordination of activities at the regional and national levels; technical assistance to the beneficiaries; representation of the programme to ECOWAS, national counterparts and other stakeholders; monitoring and communication.
- At national level, National Technical Coordination Units (NTCUs) in the beneficiary countries are responsible for the coordination and monitoring of national activities.

Several difficulties were observed with regard to the implementation of the management structure (year 1): inadequate allocation of office space at start-up, high turnover rate of experts in the first year and slowness in designation of structures as "National Focal Point" and officials of National Technical Coordination Units (only finalized in July 2015). Thanks to the strong involvement of the ECOWAS Commissioner Industry & Private sector promotion, most of these issues were solved. These delays in implementation largely explain the low level of financial commitment observed in the first year. The insufficient number of staff at the RTCU was also a main cause of delays.

The reporting system, based on the results and OVIs of the logical framework, is of good quality.

The team has set up effective internal monitoring system that tracks in real time the progress made in relation to the performance indicators.

Given the very large number of activities that are successfully carried out by the team, the evaluators consider that the efficiency of the management team is currently very satisfactory.

In line with a general sense of isolation from the private sector especially in terms of implementation involvement and sustainability

5.3 Assessment of the Effectiveness

5.3.1 Assessment of effectiveness at global / regional level

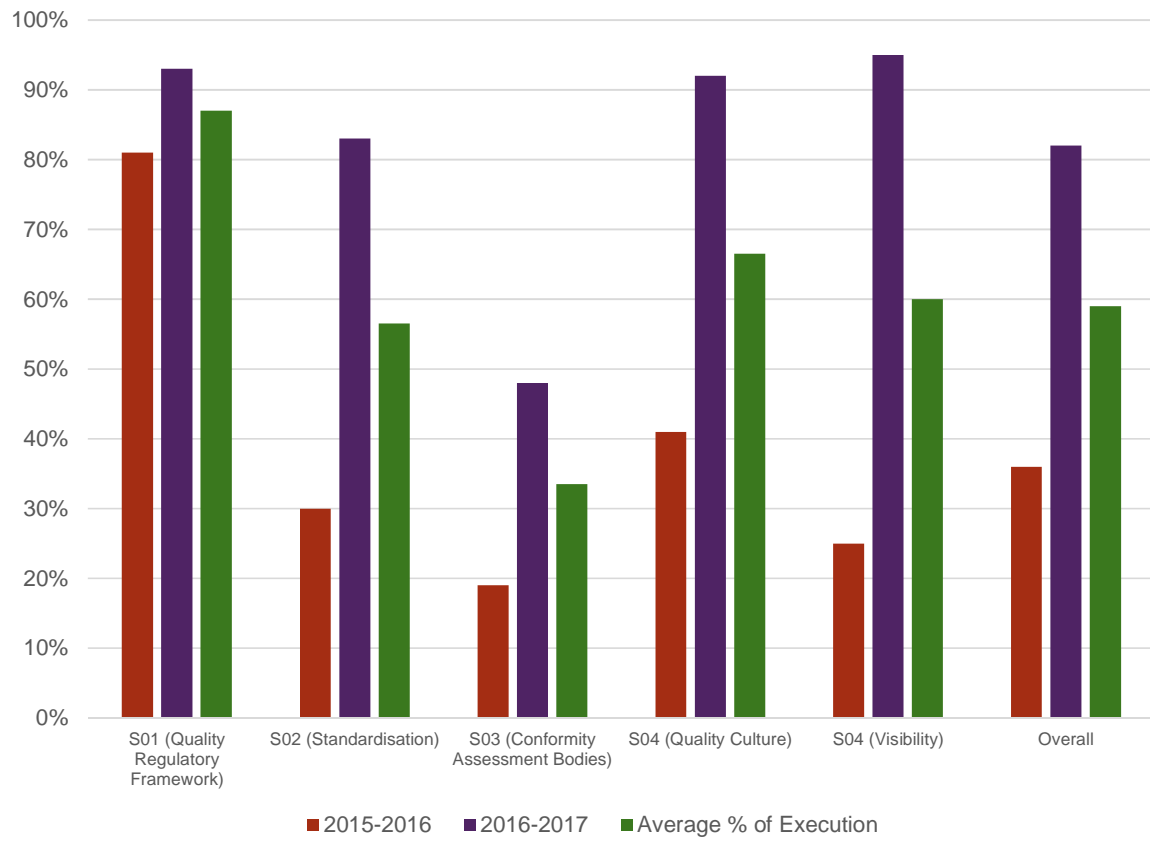
The evaluation of the achievement of results is a delicate one in this short mid-term evaluation mission. Indeed, since the program has been divided into two phases, some activities linked to specific results will only be carried out during phase 2 of the program (September 2017 to December 2018). Another reason is that the geographical coverage of the evaluation mission is limited and therefore does not allow for an overall assessment of the state of progress in all the ECOWAS member states. Indeed, the ability of West African countries to derive maximum benefit from the program is highly dependent on the level of the national quality infrastructure. Some countries, such as Ghana, Nigeria and Senegal, already have a relatively well-structured quality infrastructure, while other countries such as Sierra Leone, Liberia and Guinea-Bissau are far away from that level.

Implementation under this component kept the ECOWAS Quality Policy (ECOQUAL) at heart. The inception phase which lasted from August 2014 - August 2015 achieved the following main points:

- Support to the development or updating of National Quality Policies (NQP) harmonised with the regional policy
- Support to the ECOWAS Commission in the establishment and strengthening of an internal structure for the implementation of the regional quality policy
- Support to the ECOWAS Commission in view of the enactment of appropriate legal texts for the establishment and operation of the regional standardization body
- Organization of national and regional quality awareness seminars

The majority of activity delivery in the second reporting period that immediately followed the inception phase focused on the first Specific Objective: Quality Regulatory Framework (*Relevant actors in countries covered by the programme make use of the regional quality infrastructure and harmonised legal framework*). The following chart shows the percentage of execution in the two consecutive reporting periods after the inception phase and the average execution rate as well. It is evident from the following chart that execution of activities has improved through time. Execution rates of four of the SOs excepting CABs well exceeded 50% for the period 2016-17. The overall percentage of execution under this component is currently standing at 59%.

The table below (*next page*), which was developed on the basis of the logical framework and program monitoring tables, indicates the level of achievement (in %) of the performance indicators related to the specific results.



Overall Objective : To support the implementation of the ECOWAS quality policy aiming at “establishing a framework for the development and operation of suitable, relevant, efficient, effective quality infrastructures to facilitate intra-regional and international trade, protect the consumer and the environment, and promote sustainable economic development”.			
Specific Objective	Indicator of achievement / OVI	Results achieved by mid-August 2017	Level of achievement of corresponding OVI in % (not only phase 1)
SO 1. Relevant actors in countries covered by the programme make use of the regional quality infrastructure and harmonised legal framework.			
R.1.1. National quality policies are in line with the regional quality policy and implemented	A national quality policy is elaborated /updated at least in 10 countries covered by the programme	Proposal of Updated National Quality Policy (NQP), harmonised with ECOQUAL, organised in 14 countries, <u>12 countries have validated their national quality policy</u> (Benin, Burkina Faso, Côte d'Ivoire, Liberia, Guinea, Guinea Bissau, Ghana, Mali, Mauritania, Niger, Sierra Leone, and Senegal). <u>6 countries have officially adopted the new NQP: Burkina Faso, Cape Verde Mali, Mauritania, Niger and Senegal.</u>	80 %
		At least 1 senior manager per country (National Focal Points of the programme) has been trained in the development and implementation of the quality policy.	75%
	Public Procurement rules are updated to integrate quality requirements in at least 8 countries	To be done during phase 2	N.A.
R.1.2 A model law on consumer information and protection based is promoted and integrated in national legislations, allowing consumer associations to exercise their statutory ventures with regard to information and consumer protection	Draft legal texts on information and consumer protection are developed in at least 8 countries and submitted for adoption to the authorities.	To be done during phase 2	N.A.
	Draft legal texts on regulatory framework relating to consumer information and protection are developed at least in 8 countries for the attention of consumer associations (including women consumer associations where they exist).	To be done during phase 2	N.A.

S.O.2: Private sector has access to strategically prioritised and harmonized standards for facilitated regional and international trade			
R.2.1. The regional standardization system is operational	Regional structure in charge of standard harmonization appointed or established by the ECOWAS Commission and staffed in a gender responsible approach.	<u>Legal texts relating to the establishment and operation of the regional structure responsible for standardization have been developed and formally adopted by ECOWAS</u>	100%
		A database on standards has been established with the ECOWAS Statistics Department. Data on adopted standards are available at ECOWAS. The last step will be to put the database online.	75%
	At least 5 regional technical standardization committees involving women economic actors established (priority sectors) and are operational.	<u>The 6 technical harmonization committees (THCs) are identified and set up</u> (Nigeria - THC1, Ghana - THC2, Benin - ECOSHAM - THC3, Burkina Faso - THC4, Ivory Coast - THC5 and THC6). All except THC 1 are equipped with computer equipment. ECOWAS has computer equipment to facilitate the dissemination of standards.	95%
R.2.2. Regional standards are adopted on the regional priority products	At least 80 regional standards are adopted.	Adoption of 30 draft electrical engineering standards (TCH 5), 2 on electrical projects (TCH 5) and 9 on foods (TCH 2). Validation of 2 standards on the energy performance of air conditioners and 45 IEC standards. Preparation of 14 food standards and 3 ECOSTAND standards on agricultural products, 5 on chemicals and 31 on electro-technical products. Recommendations for adoption by the ECOWAS Council of Ministers of 10 tourism standards (including 3 ECOSTAND and 7 ISO), 10 standards on building materials and 8 standards on chemicals.	90%
	At least 20 (initially 10) regional meetings organised for the development/adoption of regional standards.	13 regional meetings on development and adoption of regional standards were held and a standardization expert recruited to support the ECOWAS Industry Directorate in the organization of ECOSHAM technical meetings.	75%
R.2.3. The capacities of the documentation centres of national standards bodies are enhanced	This activity has been abandoned after the first addendum of the Contribution agreement to the benefit of the harmonisation of standards	ISO 9000, ISO 9001, ISO 9004, ISO 19011 ISO 17020, ISO 17065 are available	N.A.

SO 3. Private and public sectors have access to a network of accredited and competitive conformity assessment services provided in the region			
R. 3.1. The regional accreditation system is established and strengthened to serve the needs of accrediting conformity assessment services in the region	The secretariat of the regional accreditation system is operational and has adopted a gender-balanced human resource management	<u>Adoption of the legal texts for the establishment of the regional accreditation system by the ministers of ECOWAS member countries in charge of quality and by the ECOWAS Council of Ministers.</u> The texts cover technical regulation, standardization, cooperation arrangements between the regional quality structure and the ECOWAS Commission.	100%
		A proposal for a business plan covering the entire regional quality structure is developed	100%
		The profiles of the experts to be recruited were drawn up. Travel and accommodation expenses for the interview of 6 pre-selected candidates are covered. Pending the establishment of the structure, an accreditation expert is recruited to lead the Accreditation Committee, on a temporarily basis.	20%
	Needs of the region are 100% covered (geography and language).	To be done during phase 2. Note: NINAS for Nigeria and SOAC for WAEMU (8 countries, 3 languages) are set up.	N.A.
	At least 1 of the AB of the Regional (West Africa) Accreditation System is recognised as an affiliate member of ILAC.	To be done during phase 2 Note: NINAS and SOAC are associated members of AFRAC (Member of ILAC).	N.A.
	The accreditation application files for at least 10 CABs are assessed by accreditation committees of accreditation bodies in the region.	4 Laboratories identified for regional inter-laboratory comparisons in agri-food and building material, including 2 in Benin, 1 in Burkina Faso and 1 in Senegal. Activities to be continued during phase 2. 2 regional training sessions with 15 participants each. Participation of 6 peer assessment candidates in the peer assessment of 2 accreditation bodies in 2 priority areas.	40%
R.3.2. A network of accredited Conformity assessment services is established and strengthened in order to provide the full range of services required in the region	At least 20 CABs are accredited or scope of accreditation extended.	Of the 140 applications received, 90 Conformity Assessment Bodies (CAB) were pre-selected for evaluation and 40 were selected. CABs to support, accredited CABs and their assistance needs are identified. 3 Metrology laboratories will be supported: the National Laboratory of Quality Testing of Metrology and Analysis (LANEMA) of Côte d'Ivoire, Burkina Faso's Standardization, Metrology and Quality Agency (ABNORM) of Burkina Faso and the Pasteur Foundation of Senegal). 7 calibration laboratories supported on 10 accreditation scopes	40%

		(with support from the PWB); 13 accredited testing laboratories out of 17 accreditation scopes, 7 accredited product certification bodies on 7 accreditation scopes 3 accredited inspection bodies for 3 accreditation scopes. Accompanying CSB began with the development of the action plan in 8 countries (Ivory Coast, Ghana, Burkina Faso, Cape Verde, Benin, Senegal, Mauritania and Niger). Activity to be continued during phase 2.	
	A minimum of 100 technical staff of labs are trained in the region, including 50 women.	16 technicians trained on ISO 17021 and 22 on metrology function in laboratories. Activity to be continued during phase 2.	25%
	An average of 2 labs (not yet accredited) in each country have participated in inter-laboratory comparisons (ILCs)	To be done during phase 2	N.A.
	At least 1 Proficiency Testing Organizer is operational at national or regional level to serve the region.	To be done during phase 2	N.A.
R 3.3. A regional certification scheme and a regional “ECOWAS Product Certification Mark” for products is established, promoted and used	A Regional product certification scheme is adopted by ECOWAS.	A support strategy for certification bodies has been developed and certification bodies have been identified. A plan to strengthen the 16 national certification bodies is available. <u>The legal texts for the operation and operationalization of the regional certification system have been adopted by ECOWAS</u>	100%
	ECOWAS product certification Mark is created and protected at WIPO.	Terms of Reference have been developed for the design of the ECOWAS certification mark. To be continued during phase 2	20%
	At least 5 national product certification bodies deliver the “ECOWAS Product Certification Mark”.	7 products Certification bodies with regional scope are identified (Nigeria, Ghana, Senegal, Benin, Cote d’Ivoire (2) and Niger), and 7 accreditation areas are identified. 4 of them are being supported towards accreditation. Training of experts in ISO 17065 has been delivered at regional level. To be done during phase 2.	60%
R.3.4. The regional metrology/calibration	The secretariat of the regional metrology system is operational and	<u>The legal texts for the establishment of the regional metrology system have been adopted by the ministers of ECOWAS</u>	50%

system (RMS) is established and operational to provide calibration services to laboratories and companies with traceability to the international system of measurement (SI)	has adopted a gender-balanced human resource management	<u>member countries in charge of quality and by the ECOWAS Council of Ministers.</u> 7 metrology organizations are identified and their accompanying plan is available. SOAMET, the regional UEMOA metrology body, was already in existence at the beginning of the program. To be done during phase 2	
	Priority needs of the region are covered for Mass, Temperature, Pressure and Volume.	To be done during phase 2	N.A.
	At least one additional metrology laboratory is accredited for each of the following dimensions: mass, volume, temperature and pressure	To be done during phase 2	N.A.
	At least 40 metrologists trained for key metrology quantities in the region, following a gender-balanced selection.	To be done during phase 2	N.A.
R.3.5. A repair and maintenance service platform (advisory, information or technical intervention) is established	An IT platform of the most important maintenance service providers in the region is established.	A concept note for a regional database on quality and industry was developed. Data collection in countries to develop a national quality consultant directory has begun. A restitution workshop was organized and a strategy for setting up the database was proposed. To be continued during phase 2	30%
	At least 75 professionals are registered on the platform.	To be done during phase 2	N.A.
	At least 50% of the professionals registered are satisfied with the assistance obtained from the maintenance platform.	To be done during phase 2	N.A.
	At least 30 quality promotion activities are organized on the initiative of the private sector or of the government in the Member States.	To be done during phase 2	N.A.

S.O.4. A culture of quality is entrenched in private sector operators			
R.4.1. Structured themes on quality are mainstreamed in the national education system	At least 20 teachers, selected on a gender balanced basis, have been trained per country on structured themes regarding quality.	To be done during phase 2	N.A.
	At least one training module in three quality domains are proposed for introduction in training programs to at least 10 education structures	To be done during phase 2	N.A.
R.4.2. Training of trainers on structured themes on quality mainly in coordination with industry and trade associations – trainers able to train consultants, auditors, and leaders for corporate management systems	An average of 20 trainers (male and female) per country trained and qualified in certain quality domains (ISO 22000, ISO 14001, ISO 9001) among the candidates from the private and public sectors and education.	Training in the food safety management system (FSMS) is underway in the countries. They are completed in 15 countries. An average of 7 consultants per country in FSMS, ISO 22000 are qualified (with 40 % of women). An ECOWAS staff trained under the ISO 9001 standard for the implementation of the ECOWAS Quality Award. The other domains (ISO 14001, ISO 9001) will be covered during phase 2.	33%
	At least 1000 consultants / auditors trained by the WAQSP	Pre-selection training in food safety management systems is carried out in the countries. AFNOR was selected to conduct the qualification test of trained candidates (7 per country) in 15 countries: Benin, Burkina Faso, Cape Verde, Côte d'Ivoire, Gambia, Ghana, Guinea Bissau, Liberia, Mali, Niger, Senegal, Sierra Leone, Togo, Mauritania and Guinea). 225 executives and consultants trained in ISO 22000. 105 consultants qualified in ISO 22000. To be continued during phase 2.	33%
R.4.3. Relevant regional and national actors in the quality area are aware of the quality principles and of the business services provided by its infrastructure; They have access to the required knowledge and are motivated for the implementation and improvement of quality	10 Gender neutral texts (leaflets on standards, guidelines, brochures...) related to standardization and quality are available in NSBs and Chambers of Commerce and Industry (CCI) and are being promoted and distributed, including a brochure on the gender impact of standards development.	5 texts on Roll up for national level; 2 texts on roll up for regional level; 6 Newsletters, 15 Fact sheets at national level + 1 at regional level, etc. Total of a minimum of 30 neutral texts. To be continued during phase 2.	100%
	At least 75 corporation managers, including 25 women, sensitized to the implementation of major	FSMS sensitization seminars were conducted in each of the 16 countries. 17 people per country. 272 sensitized persons in total.	100%

objectives	standards (ISO 9001, ISO 14001 - environment, ISO 22000 –food safety, Global gap, ISO 50001 – energy management...).	At least 22 promotional events organized in countries	
	16 national Quality Days organized with the specific focus of reaching women as their target audience.	<u>The launch of national and ECOWAS quality prizes was carried out in the 16 countries.</u> 400 people participated in the ECOWAS Quality Award. Will be continued in 2018	100%
	Participation of companies from all countries in the ECOWAS Quality Award.	The criteria for the ECOWAS Quality Award were adopted. 16 national consultants were trained in the supervision of the Regional Quality Award. 28 companies participated in the ECOWAS Quality Award and 14 were awarded the ECOWAS Quality Award. But Guinea could not present candidates to ECOWAS quality award. Finally 14 countries among 15 Member states participated in the ECOWAS Quality Award.	93%
R.4.4. An organised and coherent bilingual Internet based regional information system on services delivered by the quality infrastructure is established and used	The bilingual Internet based regional information system is deemed to be updated, easy to use, and useful.	A concept note for a regional database on quality and industry was developed. Data collection in countries to develop a national quality consultant directory has begun. A restitution workshop was organized and a strategy for setting up the database was proposed. To be continued during phase 2.	35%
R.4.5. Quality excellence centres are identified among the organisations already applying best practices to foster quality and are strengthened to expand to their highest potential to become key players in the development of the quality infrastructure.		To be done during phase 2.	N.A.
R.4.6. A strengthened network of consumer associations in the region		To be done during phase 2.	N.A.

<p>with an Internet based information system to be used by consumers to be informed about healthy practices and alerted to deceptive products, unreliable services and installations and to send their specific complains</p>			
<p>The visibility of the Programme and its partners is ensured</p>			
	<p>A communication plan taking into consideration female audience is adopted and implemented, in conformity with the communication and visibility criteria of the partners (ECOWAS, EU and UNIDO).</p>	<p>A communication strategy accompanied by a plan of action and a draft budget are finalized. The communication strategy has been validated by the enlarged steering committee. The strategy paper takes into account the visibility requirements of the EU and the ECOWAS Commission. Training of journalists took place in all 16 countries with 225 journalists trained. 19 experts (including 3 women) trained on quality issues in the region</p>	<p>100%</p>
	<p>At least 2 articles issued per country and per year.</p>	<p>All national and regional meetings and trainings are covered by the media.</p>	<p>100%</p>
	<p>At least 2 TV reports broadcasted per country and per year.</p>	<p>All the regional and the most important national meetings and trainings are broadcasted (TV and Radio)</p>	<p>100%</p>
	<p>At least three newsletters disseminated on the program per year.</p>	<p>6 newsletters +1 special bulletin on the ECOWAS quality award published. 400 ECOWAS Quality Awards newsletters, 400 T-shirts, 400 flyers for the promotion of the ECOWAS Quality Awards in the 16 Countries. Printing of calendars, ...</p>	<p>75%</p>
	<p>A website about the program is operational</p>	<p>The website of the Program is online and regularly updated.</p>	<p>100%</p>

From the analysis of the above table, it appears that the achievement of the specific results and objectives varies considerably from one area to another:

The most important results achieved at regional and national level are in part linked to the activities carried out by the program to raise political authorities' awareness, up to the highest level, of the crucial challenges posed by an efficient quality system¹⁵.

On the legislative and regulatory front, as well as on the structuring of the quality system, the program has already achieved significant results, both regionally and nationally:

- National Quality policies officially adopted in 6 countries;
- Legal texts for the establishment of the **Regional Structure in charge of Standard Harmonisation** officially adopted by the ECOWAS Council of Ministers and by Member State Ministers in charge of quality;
- **6 Technical Harmonisation Committees** identified and set up.
- More than 40 **ECOWAS standards adopted**;
- Legal texts for the establishment of the **Regional Accreditation System** adopted by the ministers of ECOWAS member countries in charge of quality and by the ECOWAS Council of Ministers.
- Legal texts for the operation and operationalisation of the **Regional Certification System** adopted by ECOWAS;
- Legal texts for the establishment of the **Regional Metrology System** adopted by the ministers of ECOWAS member countries in charge of quality and by the ECOWAS Council of Ministers.
- First **ECOWAS Quality Award** successfully organised.

These results undoubtedly contribute to the achievement of the four specific objectives of the program. The operationalization of these systems and structures will still require a lot of effort and time.

Budget utilisation: For administrative reasons (D+3 constraint on single-donor actions), the program has been divided into two phases, with two separate contribution agreements.

The table below shows the evolution of the expenditures of the programme. Difficulties encountered during the first year largely explain the slow disbursement rate of 18 % of first instalment.

Period / Amount	Total Expenditures	1st allocation	Total Budget
Amount		€ 6.548.049	€ 12.000.000
- 28 August 2014 - 31 August 2015	€ 1.201.781	18%	10%
- 29 August 2015 - 28 August 2016	€ 3.126.390	48%	26%
- 29 August 2016 - 31 July 2017	€ 5.900.204	90%	49%

¹⁵ This awareness raising concerns all areas of activity (agriculture, livestock, trade, industry, construction, transport, services,) and privacy (health, food, housing security, education).

5.3.2 Assessment of effectiveness at national level:

Liberia

GENERAL STATUS OF THE NATIONAL QUALITY INFRASTRUCTURE IN LIBERIA
NATIONAL QUALITY INFRASTRUCTURE & POLICIES
<ul style="list-style-type: none"> The National quality policy in line with the regional quality policy and the action plan and matrix established and approved by stakeholders The draft National Food and Feed Quality and Safety Act has been validated by national stakeholders and ready for official adoption The draft Act creating the Liberia Standard Authority has been validated by national stakeholders and in ready for official adoption
STANDARDIZATION
<ul style="list-style-type: none"> Four national technical harmonization committees have been officially set-up in four priority areas (food and agriculture, building and engineering materials, cosmetic and chemical engineering materials and eletrotechnic products)
CONFORMITY ASSESSMENT & METROLOGY
<ul style="list-style-type: none"> 1 resource person trained on ISO/IEC 17020 and ISO 9001 requirements 1 resource person trained on ISO/IEC 17065 requirements 2 National laboratory technicians trained on the setting up of a metrology function in testing laboratories
QUALITY PROMOTION
NATIONAL QUALITY AWARD
<ul style="list-style-type: none"> Launching of the first National Quality Awards (27-28 March 2017) National Secretariat manager trained for the management of the National Award Secretariat National auditors trained on harmonized national awards requirements (26-27 April 2017) Organization of the first National Quality Awards (June 2017) Participation in the ECOWAS Quality Award 2017 edition
CAPACITY BUILDING IN QUALITY
<ul style="list-style-type: none"> 21 National consultants trained on ISO 22000 requirements 7 Selected National Consultants qualified as "Food Safety Consultants"
SETTING UP A QUALITY DATA BASE
<ul style="list-style-type: none"> Draft directory on expertise in quality and conformity assessment bodies available

Senegal:

- National quality policy:
 - o An important result is the signing of the decree on the adoption of the national quality policy by the President and the Prime Minister of Senegal. The program's support included extending the contract of the national technical coordinator and support of an international expert for writing text and the action plan.

- Support to evaluation and compliance bodies:
 - o Following a call for expressions of interest, two analysis and testing laboratories (LANAC and CERES LOCUSTOX) were selected and are supported by the program in extending their scope of accreditation. For each of the two laboratories, support for the program includes funding of 10,000 € for the purchase of reagents and consumables and 30% for accreditation costs. The visit of the LANAC Laboratory shows clearly that significant progress has been made during the previous programme (in reference to my 2009 visit during the final evaluation of the PDRCC programme).
 - o Adoption of the Decree on the financial autonomy of the LANAC laboratory, which will enable it to improve its functioning and contribute to its sustainability.
 - o In metrology, the mass calibration laboratory is also supported (extension to temperatures), with the support of the PTB.
- Technical reinforcement of the Senegalese Association of Standardization (ASN), which is supported by the program in order to be accredited as a certification body for products. This accreditation allows the ASN to be mandated to issue the ECOWAS Compliance Mark. The program provided an expert to support the ASN in its blank audit. Audit planned before December 2017. Note: ASN remains subject to insufficient financial and human resources. A solution should be found at Government level.
- Quality Award: the program provided support for the organization of national quality award. Two Senegalese companies were selected and received the award.
- Training: Qualifying training of 15 consultants in food quality management systems. The ultimate objective is to achieve certification.

5.4 Assessment of the Overall Impact

Measuring the overall impact of the WAQSP is uneasy for three main reasons:

- Three out of four indicators of achievement of the overall objective of this component are not quantified:
 - a. At least 75% of the actions related to the regional quality infrastructure contained in the implementation matrix of the ECOWAS quality policy are implemented (Specific objectives Nr. 1 (Standardization),3 (Conformity assessment),4 (Accreditation),5 (Metrology),6 (Quality promotion),8 (Information network).;
 - b. Increase of certificates delivered by accredited Conformity assessment bodies (CABs) in the region;
 - c. Decreased variation in % of the standard deviation of the harmonization score of quality infrastructure entities in MS between project start and closure;
 - d. Increased awareness of consumers on quality issues, including women consumer associations.
- Baseline information on the status of the West African quality system at the start of the program is not enough detailed, nor quantified (ref: WAQP3 Description of Action page 16).
- 40 % of activities linked to specific objectives 1, 2, 3 and 4 have not yet started and should be implemented during the second phase of the WAQSP.

Early signs of the potential impact of the WAQSP component are:

Overall and specific objectives (SO)	Early signs of potential impact
Overall objective: To support the implementation of the ECOWAS quality policy aiming at “establishing a framework for the development and operation of suitable, relevant, efficient, effective quality infrastructures to facilitate intra-regional and international trade, protect the consumer and the environment, and promote sustainable economic development”.	- The program undoubtedly contributes to the implementation of the ECOWAS quality policy, especially in relation to the first 3 specific objectives, as mentioned below:
SO 1: Relevant actors in countries covered by the programme make use of the regional quality infrastructure and harmonised legal framework.	- In the 12 countries having validated / adopted a national quality policy in line with the ECOWAS quality policy, public and private sector actors have access to an harmonized legal framework;
SO 2: Private sector has access to strategically prioritised and harmonized standards for facilitated regional and international trade	- Following to the setting-up of 6 technical harmonisation committees, the private sector has access to an increasing number of new regional harmonised standards.
SO 3: Private and public sectors have access to a network of accredited and competitive conformity assessment services provided in the region	- 40 existing Conformity assessment bodies are being supported by the WAQSP in their accreditation process (or extended scope of accreditation). It is anticipated that public and private clients will benefit from this improved network.
SO4: A culture of quality is entrenched in private sector operators	- Private Sector Participation in the ECOWAS Quality Award is an early sign of entrenched culture of quality among private sector operators.

The full potential impact of the quality support activities will be difficult to ascertain unless improvements in the indicators show the improved competitiveness of the private sector in terms of quality.

5.5 Assessment of Sustainability

The sustainability of the changes and benefits introduced by programme is one of the most critical aspects.

At regional level, the materialization of commitments made at the ECOWAS level will especially depend on the ability of the Industry Directorate to strengthen its internal capacity by recruiting and training quality experts (which has not yet been done despite the proposals made by the team). This will also depend on the willingness of the Member

States to pursue the implementation of the reforms undertaken, in particular as regards the financing of structures and activities.

This concerns in particular:

- The implementation of the regional standardization structure, which will be in charge of compliance and standards. Measures have been taken to ensure a degree of independence.
- The continuation of ECOSHAM regional meetings for the adoption of new regional standards: organization and management of regional meetings.
- The implementation of the regional accreditation system adopted by the Council of Ministers of ECOWAS
- The operationalization of the regional product certification system
- The operationalization of the regional metrology system

At Member State level, the sustainability of the results achieved by the program will depend on several factors, including:

- The willingness of national governments to place their quality system under the umbrella of the highest state authorities, in order to avoid dissension between the various ministries concerned;
- The capacity of the Member States to ensure the financial autonomy of the public entities in charge of quality, and to secure the financing of their investments, as long as their financial equilibrium is not attained. For example, it should be noted that, at the end of the previous quality programs, the EU had required the Senegalese State to take steps to ensure the financial autonomy of the Laboratories. The law was passed, but the decrees of applications were promulgated only 3 years later.
- Ongoing quality improvement of the legal and scientific metrology system, on which depends the reliability of the results recorded by the laboratory equipment (among others).
- The competitiveness of prices and the quality of analyses and certification, so that the private sector demand for these services increases substantially.

The regional program on value chains, financed from the resources of the 11th EDF, is in its formulation phase and expected to start mid-2018. Quality aspects, which are of major importance for the development of value chains, will be taken into account, both at the regional level and at the level of ECOWAS member states.

5.6 Assessment of Visibility

In 2016, the program set up an effective communication strategy, based on a series of communication tools such as newsletters, websites, press articles, TV broadcasts, photos and videos, social media, brochures and promotional gadgets, such as pens and T-shirts.

These various communication tools are generally of good quality and respect the requirements of the European Commission in terms of visibility. In some countries, such as Senegal, the communication plan is effectively relayed to the national media and a press book is kept up to date by the National Technical Coordinator.

The website is well structured and user-friendly, but some sections are still under construction, particularly with regard to the program's areas of intervention. The communication / visibility budget accounts for about 2% of the total budget. Total expenditure as at 31 July 2017 represents 96% of the total budget allocated to visibility.

5.7 Cross Cutting Issues

The quality system directly impacts on a number of areas relating to consumer health (food, medicines, medical tests, protection of agricultural workers, etc.) and environmental protection (soil and water pollution, waste,). Gender mainstreaming is particularly well considered by the program, both at the level of the logical framework and at the level of implementation of activities such as trainings. On average, more than 30% of program beneficiaries are women. This result can be considered very encouraging, given the socio-cultural differences between countries.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

The mid-term review has assessed the West African Private Sector Competitiveness Support Programme with the stated objective of providing the relevant external co-operation services of the European Union, the partner governments and, when appropriate, the wider public with an overall independent assessment of the past performance of the programme paying particular attention to its results against its objectives and provide key lessons and recommendations in order to improve current and future actions.

The programme and the activities that were implemented contributed to the achievement of the short term and long-term visions of the ROs and the donor and its objectives and expected results significantly support the regional and national policies on improving business and investment climate and the regional quality infrastructure. There are considerable signs indicating lessons from previous projects have been taken in to account in the design of programme activities. The selection of the implementing organizations for both components has been found highly relevant as these two institutions (The World Bank Group and UNIDO) have a strong experience and a track record of achievements over the areas they have been working and the evaluation team has found that both institutions have managed to leverage this in implementing activities thereby improving effectiveness. The analysis of assumptions and risks is one of the areas of improvement for the first component while it is a merit in the quality programme. The first component has to work on diagnosing what assumptions are made in the planning process that if true, contribute to the successful implementation of activities and if not (risks) would negatively affect delivery of results.

The programme and its objectives in general are coherent with EU and beneficiary and policies. The evaluation team has noticed that, differently from WAQSP programme, the WBG did not developed a Logframe matrix for the WAIP. While WAQSP programme provided a revised version of the logical framework to the European Commission in which some indicators that were not measurable were deleted and gender indicators were improved, the WBG seems to still have not developed a Logframe or, at least, it was not made available to the evaluator during their mission.

The programme fares well in terms of achieving planned activities although it took a relatively longer period of time to get the necessary traction before activities actually started to be implemented/delivered. This was due to the Ebola crisis in the region and disruptions and uncertainties caused by national elections which delayed the translation of plans in to actions. In terms of performance, on average 60 per cent of the planned activities have actually been executed in the WAQSP. It was also found that it took a longer period of time to get project beneficiaries and clients on board to create a positive joint working group in which needs are properly understood.

The fact that beneficiaries have been involved to a greater extent have resulted in a high probability of results and changes from activity implementation of the programme being sustained as they do address the critical challenges faced by the various stakeholders involved. The early impacts of the programme have also started to manifest in changes in policies and administrative reforms that are likely to continue after the programmed ends.

Both components have clearly understood the necessity of project/activities visibility given the regional nature of the programme and good results have been achieved in terms of reaching relevant audience.

6.2 Recommendations

From a general point of view (WAIP and WAQSP components), the following recommendations are proposed:

- A stronger collaboration between the two components is recommended in activities implemented in order to develop synergies that will strengthen the achievement of results. In this regard, it is recommended to implement the Sector Policy Review Committee to be facilitated by UNIDO, as foreseen by the FA, to provide guidance and ensure coordination of the two components.
- The two programs should bear in mind the value chain approach, which has proved to be effective, in the programming of the activities to be carried out during the remaining period. These concerns, in particular, better consideration of the market niches already identified by the WAIP and WAQSP programmes.
- Since the expenditure levels for both programs are around 50%, at less than one and a half years from the end of the implementation period, it is recommended to consider extending the implementation period, without increasing budgets.
- We recommend that the National Authorizing Officer in each country be informed (every 3-6 months) of the progress of the two Program components, as well as all EU Delegations in the beneficiary countries.
- In terms of sustainability, it is recommended that an exit strategy be further developed for each program to ensure that program outcomes are best maintained.
- Private sector engagement could be increased through the involvement of producer and exporter groups and in some cases the partial delegation of ownership to such groups. They could assume some responsibility for identifying pertinent and outcome- orientated quality support and investment climate actions to the profit of the private sector.
- An additional support for impact and sustainability measurement is for participants to submit a **Motivation for Training form** which ensures the allocation of places to those who deserve them based on assessment not only of their CVs but of their motivation to apply the skills acquired in future identifying the changes they foresee. This can also aid the longer-term monitoring of impacts and outcomes;

6.2.1 WAIP Programme

Better Inclusion of WAEMU and other relevant ROs

It is recommended that stakeholders including WAEMU, WAUTI and FEWACCI should be better consulted and a sufficient time be given to increase working relationships with them. This is crucial in ensuring the sustainability of results of the activities of the project.

Moving to a Result-based approach with stronger monitoring of policy reforms

Moving from an activity-based approach to a results-oriented approach, which involves the **development of a logical framework** and an efficient internal monitoring system that tracks in real time the results achieved in relation to the OVs.

Improved Analysis of Assumptions and Risks

One of the areas of improvement in this component is the weak analysis of assumptions and risks. The log frame of this component failed to address and present the assumptions based on which the expected results have been set to be achieved. A proper identification of risks is also crucial to design ways to mitigate and deal with them and improve the effectiveness and efficiency of delivery of activities.

Better mainstreaming of crosscutting issues

While some crosscutting issues have been improving the business and investment climate of the region, the project should strive to better mainstream cross cutting issues including environmental concerns and gender issues. This will ensure that interventions would not exacerbate and perpetuate the already existing imbalances in the beneficiary countries, region and ROs. In reporting performance, information should be as gender-disaggregated as possible in terms of female and male participants etc...

A dedicated project website

It is recommended that the project further strengthens its collaboration with the ECOWAS Communications Department and make use of the ECOWAS website resources to disseminate useful information regarding the activities and the project in general. This could be used as an effective platform to share knowledge, lessons learnt in the due course of implementing activities. It would serve as a tool for project visibility and would be used to communicate pertinent information concerning the project. Other visibility materials including brochures, fliers, activity implementation reports, best practices and recommendations could also be made available on the ECOWAS website.

Regular Meetings

The steering committee of the project met only once in the 2016-2017 reporting period. This needs to improve in the future with the three month meeting of the steering committee strictly adhered. The meetings are important as they are effective mechanisms to track progress made in the three months and discuss challenges faced to decide on the possible mechanisms to solve them.

Bilingualism:

Particular attention should be paid to strengthening the bilingualism of the implementation team.

6.2.2 WAQSP Programme

Demand Side Focus

Although most of the activities of the ACP-EU TBT Programme were concentrated on the improvement of National QI institutions, it also had a component in which selected sectors of the private sector were supported to help them better comply with standards in foreign markets. The predominant focus of the second QI component of the WAPSCSP is in harmonizing standards, adoption of coherent regional standards synchronized at the national level and in building the capacity of QI operators in the region with a limited effort flowing in to working on the demand side of the problem except in '*entrenched quality culture among the private sector operators*'. It is advisable to tackle challenges on the

demand side as much as the supply side integrating more strategically selected private sector QI activities in the programme.

Tackling QUALITY needs from the demand side is recommended to encourage the private sector to make increased use of the 'strengthened' quality and regulatory institutions. The private sector as the beneficiary of the programme is not sufficiently engaged. All the efforts and resources that were invested in strengthening these institutions will be constrained, unless they can attract more companies to their services and companies can simultaneously be encouraged to take advantage of the wide array of services on offer. In this regard, clear pathways for the use of services for product quality should be laid out.

Validation by the economic operators and end users of the improved services and skills newly acquired by the QI institutions and the regulatory changes is needed, hence building in a process of promoting and testing the effectiveness and utility of the improvements is important.

Strengthening the staff of the ECOWAS Industry Directorate-General

ECOWAS staff, in particular the Directorate of Industry, should strengthen its human capacities (increase in staff) and its level of expertise in the field of quality to ensure continuity of benefits at the end of the programme

Strengthening the national anchor

Regional programs cannot fully achieve their objectives unless there is a strong national anchor. For the future, it is essential to better ensure a strong involvement of nationals in the design and implementation of future regional programs, as it is for the upcoming value chain program (11th EDF). If the budget allows, allocate more resources to national technical coordinators to accelerate the implementation of activities in recipient countries.

The product or sector based approach demanding QI improvements for a specific market could engage the destination importing and regulatory authorities or foreign buyers (if non mandatory voluntary standards) to bring awareness, support and cooperation to avail the new opportunities which thus arise. Such initiatives would be possible through a value chain approach. Indeed the Value Chain approach is being advocated for EDF 11 and its merits should be assessed for inclusion in the current approach. Exports are now managed through global value chains.

Monitoring & Evaluation

The M&E function should also monitor the economic operators' uptake and the use of the QI institutions' services and benefits acquired or forecast from the regulatory changes. This will ensure a final evaluation stage impact is evident.

Strengthening and popularizing communication

The subjects covered by the quality program are very technical and their reading and analysis is not easy for a non-specialized public (public authorities, private sector, consumers and even donors). In case a budget reallocation is possible, it is therefore recommended to further develop the dissemination of "user friendly" information on results to the attention of these target audiences.

The program generated a strong awareness of the importance of quality aspects at the level of public authorities. In order not to lose its benefits at the end of the program, it is recommended that the Commissioner of ECOWAS rapidly carry out communication

activities, such as country missions, on results and issues for parliamentarians and the highest national political authorities.

We recommend that the National Authorizing Officer in each country be informed (every 3-6 months) of the progress of the Program components, as well as all EU Delegations in the beneficiary countries.

Resolving bottlenecks at the national institutional level:

Several ministries and implementing agencies are trying to take ownership of the quality domain. There is a low level of collaboration, but rather competition. This is why this area must be placed under the direct authority of the highest authorities of the beneficiary countries, in order to avoid competition between the state structures concerned.

In Senegal, for example, the quality theme was not included in the 11th EDF programming due to poor communication and competition between the various ministries on this subject. Continuity between the 10th and 11th EDFs has not been ensured. The NAO services were not involved, either during the design or during the implementation. The consequences are significant. In the case of the Quality program, if the information had circulated, the ON and the EUD could have taken better account of Quality issues

Annex 1: List of documents reviewed

Doc N°	List of main documents ¹⁶
EU / ECOWAS	
1	Financing Agreement between EC and ECOWAS
2	Consolidated ROM report November 2015
3	ROM report on WAQSP programme 2015
WB/IFC: WAIP programme	
4	First year progress report : Improved business and investment climate March 2014 – March 2015 IFC_WB
5	Second year progress report : Improved business and investment climate March 2015 – March 2016 IFC_WB
6	Third year progress report : Improved business and investment climate March 2016 – March 2017 IFC_WB
7	Budget of the Action IFC_WB
8	Attachment 2 of the Framework Agreement (WB_EC) General provisions to the administration agreement
9	Description of the Action Improved business and investment climate IFC_WB
10	ECOWAS Investment Policy / Climate (IP/IC) reform Scorecard – January 2016
11	ECOWAS IP_IC Scorecard annexes – Jan 2016
12	ECOWAS IP_IC Scorecard Roadmap – Jan 2016
13	WAIP Action plan for Senegal
14	Attachment 1 of the framework agreement – Trust fund WB_EC
15	Storyline for the WAIP Programme
UNIDO : WAQSP Programme	
16	UNIDO (quality system) Inception phase report August 2014 – June 2015
17	Addendum 1 to the Contribution agreement UNIDO

¹⁶ Implementation teams for both components, as well as national counterparts, provided a huge number of additional documents during the mission and until early September. The list presented below concerns only the main elements of this very abundant documentation.

18	Chronogram of activities Year 3 Sept 2016 – Aug 2017 UNIDO
19	State of implementation of technical activities IFC_UNIDO Nov2016
20	State of implementation of technical activities August 2016 (Quality Infrastructure only ?)
21	Expected results to the Logframe updated – Quality system Programme Submitted by UNIDO
22	Appendix 2 : Detailed revised budget (Quality System)
23	Budget amendment UNIDO
24	C4b : General Conditions applicable to European Union contribution agreements with international organisations
25	Contract FED N° ... Addendum 1 to ECOWAS quality - UNIDO
26	Draft FC : EU Contribution agreement with UNIDO
27	WAQP Annex 1-4 Description of the Action ECOWAS Quality
28	WAQP 3 ECOWAS new detailed budget calendar
29	WAQP 3 Description of action AMC Dec 2013 ECOWAS QUALITY
30	WAQS Annual report 28 August 2014 - 31 August 2015 UNIDO
31	WAQS Supplementary report SEPT – NOV 2015 UNIDO
32	WAQSP Annual implementation report Aug 2015 – Aug 2016 by UNIDO
33	WAQSP Supplementary implementation report Aug 2016 – Nov 2016 by UNIDO
34	WAQSP Annual implementation report Aug 2016 – Aug 2017 by UNIDO
35	WAQSP Communication plan
36	WAQSP Monitoring tables

Annex 2: Schedule of meetings performed

Date	Time		Meeting with		
	Start	End	Abuja	Monrovia	Dakar
Mon 14 Aug					
	900	1100	EUD		
	1130	1300	ECOWAS		
	1430	1800	UNIDO		
Tue 15 Aug					
	900	1200	World Bank - IFC		
	1600	1730	ECOWAS Investment / Promotion service		
Wed 16 Aug					
	900	1030	FEWACCI		
	1100	1300	UNIDO		
	1430	1730	UNIDO		
Thu 17 Aug					
	900	1030	Ministry of Industry, Trade and Investment		
	1500	1600	NINAS		
	1600	1700	UNIDO Comm. Officer		
Fri 18 Aug					
	930	1130	EUD		
	1200	1330	NIPC		
	1530	1730	UNIDO		
Mon 21 Aug				EUD Monrovia	
				EDF NAO	Ministry of Industry
				National Standards Laboratory	EUD Dakar Briefing
				Ministry of Industry	ADPME
				Premier Milling Co.	Ministry of Commerce
Tue 22 Aug				Liberia Medical Health and Regulatory Authority	
					ASCOSEN

				Liberia Pharmacy Board	UNIDO
				Liberia Manufacturers Association	N.A.O.
					A.S.N.
Wed 23 Aug				ECOWAS Commission Liberia	LANAC LABORAORY
				Liberia Revenue Authority	IFC / WB M. Seydou Kane.
					UMOCIR
					BUREAU DE MISE A NIVEAU CIES
					WORLD BANK IFC
					IFC TRANSFER PRICES
					APIX
Fri 25 Aug					Group meeting with 15 representatives of laboratories, certification experts, DPV etc.
				Ministry of Industry	ASN
				National Standards Laboratory	
					EUD Dakar Debriefing
Mon 28 Aug					
Tue 29 Aug					
Wed 30 Aug				UNIDO	
Thu 31 Aug				ECOWAS debriefing	

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