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AFRICA DO OESTE

ECONOMIC COMMUNITY
OF WEST AFRICAN STATES



COMMUNAUTE ECONOMIQUE DES
ETATS DE L'AFRIQUE
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EXTRAORDINARY SESSION OF THE ECOWAS COUNCIL OF MINISTERS ON INSTITUTIONAL REFORM

Movenpick Hotel, Accra, 5th October 2021

FINAL REPORT

ECOWAS Commission

I. INTRODUCTION

1. The Extraordinary Ordinary Session of the ECOWAS Council of Ministers on Institutional Reform was held on 5th October, 2021 in Accra, Republic of Ghana. The session, which was attended by Ministers in-charge of Regional Integration and Finance, was chaired by Hon. Shirley Ayorkor Botchwey, Minister for Foreign Affairs and Regional Integration of the Republic of Ghana and Chairperson of the ECOWAS Council of Ministers.

2. The following Member States were represented:

- Republic of Benin;
- Burkina Faso;
- Republic of Cabo Verde;
- Republic of Côte d'Ivoire;
- Republic of The Gambia;
- Republic of Ghana;
- Republic of Guinea Bissau;
- Republic of Liberia;
- Republic of Niger;
- Federal Republic of Nigeria;
- Republic of Senegal;
- Republic of Sierra Leone;
- Togolese Republic.

3. The Republics of Guinea and Mali did not participate due to their suspension from all ECOWAS governing bodies by the Authority of Heads of State and Government

4. The following Institutions and Specialised Agencies of ECOWAS were also represented:

- ECOWAS Commission;
- ECOWAS Parliament;
- ECOWAS Community Court of Justice;
- Office of the Auditor General
- West African Health Organisation (WAHO);
- Inter-Governmental Action Group against Money Laundering in West Africa (GIABA).

II. OPENING CEREMONY

5. In his statement, the President of the ECOWAS Commission, H.E. Jean-Claude Kassi Brou welcomed the Ministers to the Extra-Ordinary Session of the Council of Ministers devoted to Institutional Reform. He recalled the scope of the institutional reform and the mandate given by



the Authority to H.E. Nana Addo Dankwa Akufo-Addo, President of the Republic of Ghana and Chair of the Authority of ECOWAS Heads of State and Government.

6. He also recalled the achievements so far, especially the adoption by the Authority of a 7-Member Commission as the new size of the Commission beginning March 2022 and underlined the outstanding tasks to be accomplished, including the allocation of statutory positions, the adoption of an organisational chart in line with the seven (7) member Commission and the streamlining of operational costs in ECOWAS Institutions.


7. The President of the Commission concluded his statement by expressing the hope that Council would reach a consensus on these issues to ensure the respect of the reform calendar prior to the assumption of duty of the new leadership of the Commission.

8. The Minister for Foreign Affairs and Regional Integration of the Republic of Ghana and Chairperson of the Adhoc Ministerial Committee on Institutional Reform, Hon. Shirley Ayorkor Botchwey, in her opening statement, conveyed the appreciation of H.E. Nana Addo Dankwa Akufo-Addo, President of the Republic of Ghana and Chair of the Authority of ECOWAS Heads of State and Government to the members of the Council for their participation.

9. The Chairperson highlighted the challenging financial context within which the institutional reform is taking place and thus called on the need to agree on structures and operations that would reduce financial burden on Member States. She commended the Adhoc Ministerial Committee, the ECOWAS Commission and all other stakeholders who have contributed to the work done so far. She stressed the crucial nature of the meeting in deepening the institutional reform process, in line with the determination expressed by the Authority during its extraordinary session held on 2nd February 2021.

10. Hon. Shirley Ayorkor Botchwey further underlined that the Council of Ministers had the responsibility to ensure successful outcome of the meeting towards effective institutional reform. She, therefore, called on Council to reach for consensus on recommendations that would facilitate the final decision of the Authority on the new organisational chart and the streamlining operational costs for ECOWAS Institutions, adding that the outcome of the deliberations would guide the final decision of the Authority.

11. In conclusion, Hon. Shirley Ayorkor Botchwey expressed confidence that the meeting will meet the expectations of the Authority and declared the meeting opened.

12. The full texts of speeches are attached to this report. 

III. ELECTION OF BUREAU

13. The following bureau was elected:

- Chairperson - Republic of Ghana;
- Rapporteurs - Republic of Guinea Bissau;
- Republic of Niger.
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IV. ADOPTION OF AGENDA AND WORK PROGRAMME

14. The following agenda was adopted:

A. OPENING CEREMONY

- i. Statement by the President of the ECOWAS Commission, **H.E. Jean Claude Kassi Brou**;
- ii. Opening Remarks by the Chairperson of Council, **Hon. Shirley Ayorkor Botchwey**, Honourable Minister of Foreign Affairs and Regional Integration of the Republic of Ghana.

B. CLOSE- DOOR SESSION

- iii. Housekeeping Information;
- iv. Election of Bureau;
- v. Adoption of Draft Agenda and Work Programme;

C. ITEMS FOR DECISION

- vi. Presentation and consideration of Report of 2nd Meeting of the Ad Hoc Ministerial Committee on Institutional Reform;
- vii. Any Other Business;
- viii. Adoption of Report;
- ix. Closing Ceremony.

V OUTCOME OF DELIBERATIONS

ITEMS FOR DECISION:

Item 1: Presentation and consideration of Report of 2nd Meeting of the Ad Hoc Ministerial Committee on Institutional Reform

15. The report of the Adhoc Ministerial Committee on Institutional Reform which took place on the 12th August 2021 was presented by Honourable Ken Ofori-Atta, Minister for Finance of the Republic of Ghana. The report highlights the proposals for the allocation of statutory positions



of a 7-member Commission, its organizational chart and the streamlining of operational costs of ECOWAS, made by the Commission to guide the deliberations of the Committee and presented the conclusions of the deliberations of the AdHoc Ministerial Committee.

16. The proposals for the allocation of statutory positions for the 7-member Commission are based on provisions of Community Acts which define the procedure and rules for appointment, the tenure of these positions and as well as the job profiles for the candidates. The texts provide for general conditions as well as specific criteria for the allocation of position tied to each institution or position. On the basis of the above, the Commission proposed the following three (3) options for the allocation of statutory positions:

- a. First option: Allocation based on Community Levy
- b. Second option: Allocation based on Alphabetical Order
- c. Third Option – Allocation based on Geographical Proximity

17. The organizational chart of the 7-member Commission proposed by the Commission takes due consideration of the objectives of the Revised Treaty as reflected in its Article 3. The development of the Chart also takes into consideration the integration pillars as reflected in the Technical Commissions as established by Article 22 of the Revised Treaty, having in mind that the reduced number of Departments requires the merging and regrouping of areas and departments which have affinity with one another.

18. Consequently, the structure proposed by the Commission is as follows for the 7-member Commission:

- a. Office of the President;
- b. Office of the Vice President;
- c. Department of Infrastructure, Energy and Digitalisation;
- d. Department of Economic Affairs and Agriculture;
- e. Department of Internal Services;
- f. Department of Human Development and Social Affairs;
- g. Department of Political Affairs, Peace and Security.

19. This structure provides for twenty-eight (28) Directorates at the Commission, fourteen (14) Resident Representatives, three (3) Liaison Offices, and nine (9) Agencies/Centres outside the Commission.

20. On the streamlining of ECOWAS operating costs, the Commission underlined that streamlining of cost of ECOWAS Institutions remains a key overall priority particularly, in line with the decision of Council to maintain a ratio of 65/35 (program/administrative) costs. This ratio was respected in 2018, 2019 and 2020 and is expected to be the same in 2021.

21. The Commission also highlighted that the adoption of a 7-Member Commission would automatically generate savings resulting from the reduction of number of Commissioners and



the Executive Assistants (EAs) attached to them. These savings are related to the emoluments of Commissioners and the EAs as well as savings for air tickets for Commissioners.

22. Taking cognisance of the desire expressed by Member States to see a reduction of emoluments of Statutory Appointees, the Commission has reviewed some allowances. In addition to the savings being made by implementing a 7-member Commission, this desire could be achieved by eliminating certain allowances for all other Statutory Appointees except the Heads of Institutions, namely: Household Equipment and Furniture, Domestic Staff Allowance and Utilities Allowance. In place of these Allowances, the Installation Allowance shall be paid. Transport allowance should be adjusted downwards to reflect the provisions of Regulation C/REG. 16/17/07 on the Conditions of Service of Statutory Appointees. Statutory Appointees who are allocated a Car and Driver as in the case of the Commission, are to be paid a specific allowance clearly detailed in the Regulation.

23. In relation to Official Missions and Travel related Costs, the Commission proposes to implement the following measures:-

- a. Pursuing the current policy of implementing only essential travels;
- b. reducing the size, frequency and duration of missions outside the Headquarters;
- c. using more **Virtual Meetings**, as was the case in 2020. Indeed in 2021 and 2022, the objective would be to reduce official travel cost by increasing the number of Virtual Meetings;
- d. Improving the Business Processes to achieve more competitive Air Tickets and Hotel Costs remains an area of focus for management;
- e. Reviewing the Per Diem Policy: Payment of Per Diem per Night and not per Day.

24. The Commission has proposed possible non-travel related areas where possible Saving could be made if appropriate measures are taken and implemented. This would be the case for Staff Medical Cost, Renting of Property, Funding of Peacekeeping Missions, Deployment of ECOWAS Election Observation Missions, Pooling of Support Services in Resident Representation Offices.

25. The grand total of minimum savings costed is detailed in the Table below.

Item	Annual Model C		4-Years Model C	
	UA	US\$	UA	US\$
Savings on Emoluments of Commissioners	1,559,931	2,461,259	6,239,724	9,845,036
Savings on Allowances of Commissioners	375,311	592,165	1,501,242	2,368,660
Savings on EAs	628,740	992,025	2,514,960	3,968,104
Savings on Air tickets for	244,493	385,761	977,972	1,543,044

Commissioners				
Savings from 30% of Virtual Meetings	4,727,483	7,459,022	18,909,932	29,836,088
GRAND TOTAL	7,535,958	11,890,232	30,143,830	47,560,932

26. During its deliberations, the Adhoc Ministerial Committee on Institutional Reform reached the following conclusions:

27. **On the allocation of the Statutory Positions**, members of the AdHoc Ministerial Committee expressed some specific positions relating to the criteria to be used for the allocation of statutory positions. In addition, they agreed that the proposal for allocation of positions based on community levy should be used, balancing that criterion with other sub criterion which could support the allocation process. Consequently, Nigeria proposed that a mix of three (3) options/criteria be used in the allocation of statutory positions:

- The Gambia (based on alphabetical order for President);
- Nigeria (Permanent position at the Commission);
- Cote d'Ivoire, Ghana and Senegal (based on community levy ranking by volume);
- Niger and Togo (based on community levy ranking by settlement).

28. **On the organisational chart** for the 7-Member Commission, the Adhoc Ministerial Committee after exhaustive deliberations, agreed to move Information Technology Services to Internal Services while maintaining the Early Warning Directorate in the office of the Vice President due to its cross functionality across all Institutions. In addition, the Committee also agreed to move Private Sector to the Department of Infrastructure, Energy and Digitalisation.

29. On **streamlining operational cost** of ECOWAS Institutions and Specialised Agencies, the Adhoc Ministerial Committee endorsed all the proposals contained in the memorandum.

30. **During deliberations** of the report of the 2nd meeting of the Adhoc Ministerial Committee, members of the Council of Ministers reaffirmed their commitment to the ongoing institutional reform and the need to place the desired success of the ECOWAS institutional reforms far above national sentiments, bearing in mind that an efficient ECOWAS is one that has the tendency to work for the benefit of our cherished citizens with an emphasis on programme and project implementation that would impact directly on the lives of our Community Citizens.

31. Member States also agreed that community levy is a key parameter to be used for the allocation of Statutory Positions balancing that criterion with other sub criteria which could support the allocation process. Consequently, ten (10) out of the thirteen (13) Member States



reached consensus that the allocation of positions at the Commission for the period 2022 to 2026 be based on a hybrid option combining three (3) criteria as follows:

- The Gambia (based on alphabetical order for President);
- Nigeria (Permanent position at the Commission);
- Cote d'Ivoire, Ghana and Senegal (based on community levy ranking by volume);
- Niger and Togo (based on community levy ranking by settlement).

32. The Republic of Sierra Leone indicated that this hybrid formula could create a three (3) tier system of permanent, strong and small states based on ranking by volume of community levy payment.

33. Council insisted on the fact that this hybrid option, especially the use of volume of community levy deposits for the allocation of statutory positions, is valid only for the 2022 to 2026 cycle. It, therefore, recommended that the texts governing the allocation of statutory positions be reviewed before the next rotation to allow for an effective rotation of the Statutory Positions. The outcome of the review of the Texts will guide that allocation of positions from 2026 onwards. The Republic of Benin, however, disassociated itself from the consensus stated in paragraph 31.

34. On the basis of paragraph 31 of this report and after exhaustive deliberations which included the expression of interest of Member States, for various positions, Council agreed to make the following recommendations to the Authority regarding the allocation of Statutory Positions:

Position	Member State	Remarks
President of the Commission	The Gambia	Allocation through rotation based on alphabetical order;
Vice President	Togo	Community Levy settlement;
Economic Affairs & Agriculture	Cote d'Ivoire	Community Levy volume and settlement;
Internal Services	Nigeria	Permanent member as per Authority decision;
Infrastructure, Energy and Digitalisation	Niger	Community Levy settlement;
GIABA	Burkina Faso	Community Levy settlement;
Auditor General	Guinea Bissau	
Political Affairs, Peace and	Ghana	Community Levy volume

Security		and settlement.
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35. However, with regard to the position of Commissioner for Political Affairs, Peace and Security, Senegal expressed reservations on the interpretation of Article 9 of the 2012 Supplementary Act on the allocation of Statutory Positions and maintain its interest for the position, requesting that consultations continue on the issue.

36. No Member State eligible for the 7- member Commission for the period of 2022 to 2026 expressed its interest for the position of Human Development and Social Affairs.

37. Cabo Verde and Liberia expressed interest for the position of Director General of WAHO. Liberia also expressed interest in the position of Auditor General. It should be underlined that Article 7 (2e) of the 2012 Supplementary Protocol on the allocation of statutory positions provides that **“a state aspiring to be allocated the post of the President of the Commission or Head of another Institution of the Community shall automatically lose that right if the State does not apply the texts governing the community levy”**.


38. The positions of Judges at the Community Court of Justice are to be allocated to Member States not holding any Statutory Positions in any of the other ECOWAS Institutions for the period 2022 to 2026.

39. Council recommended that, in appointing candidates to occupy the allocated positions, Member States give due consideration to gender equality

40. Council decided to maintain the Directorate of Private Sector and Industry in the Department of Economic Affairs and Agriculture. Council also agreed on the overall proposed organisational structure of the Commission, although efforts should be made to improve the affinity within the departments and harmonise the nomenclature.

41. On the streamlining of operational costs of ECOWAS Institutions, Council endorsed the proposals made by the Adhoc Ministerial Committee. However, Council insisted on the need for additional efforts to be made in ensuring that resources are focused on Community projects that will benefit the citizens.

Item 2: Any Other Business

42. The Chairperson of Council informed the meeting of the scheduled Turkey-Africa Summit to hold on 17th and 18th December, 2021, thus, clashing with the ECOWAS Summit initially fixed for 18th December, 2021. The President of the Commission stated that further consultations would be held on the matter. 

Item 3: Adoption of the Report

43. The Council of Ministers amended and adopted the draft report.

Item 4: Closing Ceremony

44. The Chairperson of the 3rd Extraordinary Session of Council, Hon. Shirley Ayorkor Botchwey, Minister for Foreign Affairs and Regional Integration of the Republic of Ghana in her closing remarks, thanked Members for their contributions and thereafter declared the session closed.

DONE IN ACCRA, GHANA, THIS 5th DAY OF OCTOBER 2021



**HON. SHIRLEY AYORKOR BOTCHWEY
CHAIRPERSON**