DRAFT FIVE- YEAR STRATEGIC PLAN
[2025-2030]

COOPERATIVE DEVELOPMENT AGENCY (CDA) LIBERIA

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Monrovia, Liberia

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1. Executive Summary

This Five-Year Strategic Plan (2025–2030) provides a comprehensive roadmap for strengthening the institutional capacity, regulatory effectiveness, and developmental impact of the Cooperative Development Agency (CDA). The Plan is grounded in extensive stakeholder consultations with government institutions, cooperative leaders, development partners, and CDA staff, as well as a thorough situational analysis of the Agency's internal environment, legal mandate, and external operating context. It responds to persistent challenges, including weak cooperative governance, limited institutional autonomy, inadequate human and financial resources, low visibility, weak data and technology systems, and constrained access to markets and finance for cooperatives.

The Plan positions CDA as a modern, effective, and credible institution capable of driving inclusive, resilient, and sustainable cooperative development across Liberia. It is explicitly aligned with the Government of Liberia's ARREST Agenda for Inclusive Development, which prioritizes Agriculture/Agribusiness, Roads and other strategic infrastructure, Rule of Law and Governance, Education and Human Capital, Sanitation and Health, and Tourism. Through its focus on cooperative regulation, capacity building, digital transformation, value chain development, partnerships, and inclusion, this Strategic Plan operationalizes several dimensions of the ARREST Agenda particularly in agribusiness, governance, human capital development, and community-level economic empowerment.

The Strategic Plan is structured around six mutually reinforcing Strategic Pillars:

1. Institutional Governance, Autonomy, and Regulatory Effectiveness
2. Human Capital Development and Organizational Effectiveness
3. Digital Transformation, Data Systems, and Innovation
4. Cooperative Sustainability, Market Access, and Value Chain Development
5. Strategic Partnerships, Resource Mobilization, and Visibility
6. Inclusion, Climate Resilience, and Adaptive Development

Each pillar is translated into clear strategic objectives, outcomes, outputs, and key strategies within a comprehensive Strategic Framework. A Results Framework and Logical Framework (Logframe) define the intended impact, outcomes, and outputs, alongside indicators, means of verification, assumptions, and risks. A Costed Implementation Plan estimates a total resource requirement of approximately USD 6,000,000 over five years, to be financed through Government budget allocations, development partners, and strategic partnerships.

A robust Monitoring, Evaluation, Learning, and Accountability (MELA) Framework will guide routine performance monitoring, mid-term review, and final evaluation. Risk management is integrated throughout the Plan, with a dedicated Risk Management and Mitigation section that identifies major institutional, financial, operational, climate, and reputational risks and proposes concrete mitigation measures.

Overall, this Strategic Plan provides a coherent and actionable roadmap for transforming CDA into a results-driven institution that strengthens Liberia's cooperative sector and contributes meaningfully to the implementation of the ARREST Agenda and broader national development objectives.

2. Institutional Background and Introduction

2.1 Institutional Background of the Cooperative Development Agency (CDA)

The Cooperative Development Agency (CDA) is the statutory body mandated by the Government of Liberia to regulate, promote, and support cooperative societies across the country. CDA's core functions include:

- Registration, regulation, and certification of cooperative societies
- Providing training and technical assistance to cooperative members and leaders
- Monitoring cooperative performance and compliance with laws and regulations
- Facilitating cooperative development as a tool for economic empowerment, food security, and rural transformation

Historically, cooperatives have played a critical role in agricultural production, marketing, and rural livelihoods in Liberia. Civil conflict, institutional disruption, and recurring economic and climate shocks have weakened many cooperatives and undermined their contribution to national development. Recent efforts to revitalize agriculture, local enterprises, and inclusive growth place CDA at the center of renewed efforts to rebuild and strengthen cooperative structures as viable vehicles for poverty reduction and local development.

2.2 Purpose of the Strategic Plan

The CDA Five-Year Strategic Plan (2025–2030) aims to:

- Provide a clear strategic direction and prioritized focus for CDA's work
- Align CDA's interventions with national development agendas, including the ARREST Agenda, sectoral strategies, and county development plans
- Strengthen institutional capacity and improve regulatory effectiveness and service delivery
- Enhance the sustainability, accountability, and impact of cooperatives across Liberia
- Serve as a framework for resource mobilization, budgeting, partnership-building, and performance management

2.3 Planning Process and Methodology

The Strategic Plan was developed through a participatory and evidence-based process, which included:

- **Document review:** CDA Act and related legislation; previous CDA plans; national development frameworks; relevant sector strategies and cooperative sector studies.
- **Stakeholder consultations:**
  - Government ministries and agencies (e.g. Agriculture, Finance, Commerce, Gender, Youth, Internal Affairs).
  - Development partners and international organizations involved in cooperative and rural development.
  - Cooperative leaders and members through cluster consultations and structured questionnaires.
  - Internal consultations with CDA leadership, technical staff, and county offices.
- **Analytical work:** consolidation of stakeholder feedback into a Stakeholder Consultation Report; development of a SWOT analysis; stakeholder mapping; risk analysis.
- **Strategy formulation:** definition of vision, mission, core values, strategic pillars, and strategic objectives informed by the analysis and stakeholder priorities.
- **Design of implementation tools:** Strategic Framework, Results Framework and Logframe, Costed Implementation Plan, and MELA Framework.

2.4 Guiding Principles

The Strategic Plan is guided by the following principles:

- **Legality and Mandate** – Grounded in CDA's statutory responsibilities and the cooperative legal framework.
- **Participation and Ownership** – Ensuring meaningful engagement of stakeholders, especially cooperatives, in planning and implementation.
- **Equity and Inclusion** – Mainstreaming gender, youth, and vulnerable groups in cooperative development.
- **Accountability and Transparency** – Clarifying roles, responsibilities, and reporting structures and ensuring openness in processes.
- **Efficiency and Value for Money** – Prioritizing interventions that generate high impact relative to cost.
- **Resilience and Sustainability** – Building adaptive capacity to withstand economic, political, and climate-related shocks.

2.5: Alignment with the Government of Liberia's ARREST Agenda

This Strategic Plan is fully aligned with the Government of Liberia's ARREST Agenda for Inclusive Development, which prioritizes Agriculture/Agribusiness, Roads and other strategic infrastructure, Rule of Law and Governance, Education and Human Capital, Sanitation and Health, and Tourism. CDA contributes directly to these pillars by strengthening governance and accountability in cooperative enterprises, supporting agribusiness-oriented cooperatives and value chains, building human capital through training and capacity development, promoting inclusive and climate-resilient local economic models, and providing data and institutional capacity that can inform infrastructure, market access, and community development investments. Through this Plan, CDA serves as a key implementing and enabling institution for ARREST, particularly in advancing inclusive agribusiness, rural employment, and governance at the grassroots level.

3. Situational Analysis

3.1 Internal Environment

Key internal issues identified include:

- **Manual and fragmented business processes:** Many registration, certification, audit, and reporting processes are paper-based and not standardized, leading to inefficiencies and delays.
- **Limited institutional autonomy and bureaucratic constraints:** Decision-making is often subject to external administrative controls, resulting in slow approvals, constrained flexibility, and limited room for innovation.
- **Inadequate staffing and skills:** CDA faces shortages in critical technical areas such as cooperative auditing, monitoring and evaluation, ICT, and governance, particularly at the county level.
- **Weak data systems:** CDA lacks an integrated, centralized cooperative database and robust Management Information System (MIS), making evidence-based planning and reporting difficult.
- **Limited performance and innovation culture:** Internal performance management systems are weak, and there is limited structured support for innovation and continuous improvement.

3.2 External Environment

Key external issues include:

- **Limited market access and finance:** Many cooperatives struggle to access markets and finance, partly due to weak business practices, poor infrastructure, and risk perceptions among financial institutions and buyers.
- **Dominance of intermediaries in value chains:** Intermediaries often capture a significant share of value, reducing returns to cooperative members and discouraging production and investment.
- **Climate-related risks:** Erratic rainfall, floods, droughts, and environmental degradation directly affect agricultural cooperatives, threatening productivity and incomes.
- **Infrastructure constraints:** Poor road networks, limited storage facilities, and weak rural infrastructure hinder market access and increase transaction costs.
- **Shifting donor priorities:** Development support is subject to changing priorities and modalities, requiring CDA to be proactive, flexible, and able to demonstrate results to secure and retain support.

3.3 Alignment with the Government of Liberia's ARREST Agenda for Inclusive Development (2025–2029)

3.3.1 Overview of the ARREST Agenda

The Government of Liberia's ARREST Agenda for Inclusive Development (AAID), 2025–2029 is the national development framework structured around six key development drivers:

- **A – Agriculture / Agribusiness**
- **R – Roads and other strategic infrastructure**
- **R – Rule of Law and Governance**
- **E – Education and Human Capital Development**
- **S – Sanitation, Health, and Social Protection**
- **T – Tourism and Cultural Economy**

The ARREST Agenda aims to reduce multidimensional poverty, broaden economic opportunities, and promote inclusive, sustainable development across all counties. It also emphasizes cross-cutting filters such as gender equality, youth empowerment, climate resilience, digital transformation, employment creation, business environment improvement, and peace and reconciliation.

As the statutory regulator and promoter of cooperatives, CDA is a critical enabling institution within the ARREST framework particularly under Agriculture/Agribusiness, Rule of Law and Governance, Education and Human Capital, and Sanitation and Health.

3.3.2 Strategic Fit Between CDA's Mandate and the ARREST Agenda

CDA's mandate aligns strongly with the ARREST drivers:

- **Agriculture / Agribusiness:** Most Liberian cooperatives are agriculture-based or rural livelihood-oriented. CDA's work on cooperative governance, value chain development, aggregation, and market access directly supports ARREST's objectives of increased productivity, food security, and rural employment.
- **Roads and Infrastructure:** While CDA does not construct roads, it generates data on cooperative locations and production zones that can inform the prioritization of feeder roads, storage facilities, and related infrastructure investments.
- **Rule of Law and Governance:** CDA's regulatory functions - registration, compliance enforcement, audits, and dispute resolution, strengthen governance and accountability in cooperative enterprises, contributing to ARREST's governance and rule of law pillar.
- **Education and Human Capital Development:** CDA's training and capacity-building programs for cooperative leaders and members support the development of human capital, business skills, and financial literacy, aligning with ARREST's focus on education and skills.
- **Sanitation & Health and Tourism:** By improving incomes and cooperative performance, CDA indirectly supports households and communities to access health and sanitation services and can foster community-based tourism and cultural cooperatives.

3.3.3 Mapping CDA Strategic Pillars to ARREST Drivers

CDA Strategic Pillar	Main ARREST Driver(s) Supported	Nature of Contribution
1. Institutional Governance, Autonomy, and Regulatory Effectiveness	Rule of Law & Governance	Strengthens legal and regulatory frameworks; improve compliance, audits, and dispute resolution; contributes to anti-corruption and institutional trust.
2. Human Capital Development and Organizational Effectiveness	Education & Human Capital	Builds technical and managerial skills for CDA staff and cooperative leaders; supports human capital development in rural and urban areas.
3. Digital Transformation, Data Systems, and Innovation	Governance; Education & Human Capital; Digitization (cross-cutting)	Establishes MIS, e-registration, and digital reporting systems; supports e-governance, data-driven decision-making, and digital skills.

CDA Strategic Pillar	Main ARREST Driver(s) Supported	Nature of Contribution
4. Cooperative Sustainability, Market Access, and Value Chain Development	Agriculture/Agribusiness; Roads & Infrastructure; Tourism	Strengthens cooperative business models, aggregation, processing, and market linkages; provides data that can guide infrastructure investments; supports integration into agribusiness and tourism value chains.
5. Strategic Partnerships, Resource Mobilization, and Visibility	All ARREST Drivers	Mobilizes resources and coordinates programs with line ministries, development partners, private sector, and cooperative apex bodies; ensures cooperative interventions contribute to ARREST targets.
6. Inclusion, Climate Resilience, and Adaptive Development	Agriculture/Agribusiness; Sanitation & Health; Education; Cross-cutting filters (Gender, Youth, Climate)	Promotes women and youth participation and leadership; integrates climate-smart practices and resilience; aligns interventions with ARREST's emphasis on gender, youth, climate change, jobs, and social protection.

3.3.4 Operational Linkages and Coordination Mechanisms

To operationalize alignment with the ARREST Agenda, CDA will:

- Align annual work plans and budgets with ARREST priorities and County Development Plans.
- Participate in national and county-level coordination platforms with MFDP, line ministries, and County Authorities.
- Provide cooperative data to inform ARREST-related decisions on infrastructure, agribusiness, and social programs.
- Apply ARREST cross-cutting filters (gender, youth, climate, employment, digitization) in program design and reporting.
- Harmonize key indicators and reporting as far as possible with national monitoring systems.

3.3.5 Added Value of CDA to the ARREST Agenda

Through this Strategic Plan, CDA contributes to ARREST by:

- Providing a structured platform, cooperatives through which agribusiness, finance, skills development, and climate resilience interventions can be delivered at community level.
- Enhancing governance, transparency, and accountability in local economic organizations.
- Supporting job creation, income generation, and social cohesion in rural and peri-urban communities.
- Supplying data, networks, and operational capacity that Government and partners can leverage to accelerate ARREST results on the ground.

4. SWOT Analysis

4.1 Strengths

- Clear statutory mandate to regulate and promote cooperatives.
- National presence and recognition as the official cooperative authority.
- Re-engagement with international and regional cooperative bodies and platforms.
- Institutional memory and experience in cooperative regulation, training, and support.

4.2 Weaknesses

- Limited institutional autonomy due to government control and bureaucratic procedures.
- Inadequate and unpredictable funding, limiting program implementation.
- Insufficient staffing and capacity in auditing, M&E, ICT, and governance especially at county level.
- Manual processes and weak data management systems.
- Low visibility and insufficient communication with stakeholders and the public.

4.3 Opportunities

- National prioritization of agriculture and local economic development under the ARREST Agenda.
- High potential for digital transformation and modern MIS deployment.
- Increased global interest in cooperatives as inclusive and resilient business models.
- Availability of donor and partner support for institutional strengthening and sector development.
- Opportunities to strengthen value chains and market linkages for cooperatives.

4.4 Threats

- Climate change impacts on agriculture and natural resources.
- Economic shocks, inflation, and infrastructure constraints affecting production and market access.
- Weak governance in some cooperatives leading to mistrust, collapse, or poor performance.
- Competition from NGOs and private actors that may duplicate or overshadow CDA's role.
- Policy or political changes that may affect CDA's resources, mandate, or priorities.

5. Stakeholder Analysis

5.1 Key Stakeholder Groups, Interests, and Influence

Stakeholder Group	Core Interests in CDA / Cooperatives	Level of Influence	CDA Engagement Strategy
Office of the President / Cabinet	Delivery of national priorities (jobs, food security, inclusive growth); visible community-level results.	Very High	High-level policy briefings; periodic reporting; integration of cooperative contributions into national narratives.
Ministry of Agriculture (MoA)	Increased agricultural productivity and value addition through cooperatives; alignment of extension services and programs.	Very High	Joint planning and programming; shared data on cooperatives and value chains; coordinated field activities.
Ministry of Finance & Development Planning (MFDP)	Effective use of public funds; alignment with national development plans and ARREST; budget oversight.	High	Evidence-based budget requests; participation in sector working groups; provision of cooperative data for planning and monitoring.
Other Line Ministries (Commerce, Gender, Youth, Justice, Internal Affairs, etc.)	Business environment improvement; gender and youth empowerment; legal and governance frameworks; local governance.	Medium–High	Thematic MoUs and joint initiatives (e.g., women/youth cooperatives, legal reforms); regular coordination platforms.
Parliament / Legislative Committees	Oversight of CDA's mandate, performance, and use of public	High	Timely reports; participation in hearings; concise policy briefs;

Stakeholder Group	Core Interests in CDA / Cooperatives	Level of Influence	CDA Engagement Strategy
	funds; responsiveness to constituency needs.		advocacy for supportive legislation.
Development Partners & Donor Agencies	Impact, accountability, and sustainability of funded interventions; alignment with country strategies.	High	Joint program design and reviews; transparent reporting; resource mobilization dialogues; long-term cooperative support programs.
Cooperative Societies (Primary, Secondary, Apex)	Fair and predictable regulation; access to training, markets, finance, and timely registration/certification.	Very High (primary beneficiaries)	Regular consultations and feedback forums; capacity-building; transparent service standards and grievance mechanisms.
Cooperative Leaders and Boards	Governance clarity; leadership support; conflict resolution; improved cooperative performance.	High at enterprise level	Governance and leadership training; guidance on internal controls; mediation and advisory services.
Financial Institutions (Banks, MFIs, SACCOs)	Viable and creditworthy cooperative clients; improved loan recovery; portfolio growth.	Medium	Collaboration on cooperative-friendly financial products; risk-sharing arrangements where possible; financial literacy for cooperatives.
Private Sector Actors (Buyers, Processors, Input Suppliers, Off-takers)	Reliable and quality supply; reduced transaction costs; long-term commercial relationships.	Medium	Facilitation of contracts and MoUs; support on quality standards and certification; promotion of win–win value chain partnerships.
NGOs / CSOs / INGOs	Community development, livelihoods, gender and youth programs, climate resilience, WASH, etc.	Medium	Coordination and complementarity in program design; using cooperatives as implementation channels; joint learning events.
Women’s Groups and Women-Led Cooperatives	Economic empowerment; access to assets, markets, leadership, and decision-making.	Medium	Targeted support and training; gender-responsive cooperative policies; promotion of women in leadership and boards.
Youth Groups and Youth-Led Cooperatives	Employment, entrepreneurship, skills development, and	Medium	Youth-focused cooperative models; training in agribusiness, entrepreneurship,

Stakeholder Group	Core Interests in CDA / Cooperatives	Level of Influence	CDA Engagement Strategy
	participation in decision-making.		and ICT; mentorship and incubation.
CDA Leadership, Staff, and County Offices	Clear mandates and expectations; adequate resources; career development; organizational stability.	High (internal)	Internal communication and change management; capacity-building; performance management; participatory planning.
Media and General Public	Access to information on cooperative performance and sector issues; institutional transparency.	Medium	Proactive communication and visibility strategy; use of radio, print, and social media; dissemination of success stories and lessons.

5.2 Stakeholder Engagement Approach

During the implementation of this Strategic Plan, CDA will:

- Organize national and county-level consultative forums to engage cooperatives and partners.
- Maintain regular coordination meetings with line ministries and development partners.
- Use written agreements (MoUs) with key stakeholders to clarify roles, responsibilities, and expected results.
- Establish feedback mechanisms, including hotlines, helpdesks, and outreach missions, to capture cooperative perspectives.
- Conduct periodic stakeholder satisfaction surveys to improve service delivery and partnerships.
- Implement a communication and visibility strategy to keep the public informed and engaged.

6. Strategic Direction

6.1 Vision

A resilient and inclusive cooperative sector driving sustainable economic growth.

6.2 Mission

To regulate, promote, and support cooperatives through effective governance, capacity building, strategic partnerships, innovation, and inclusive development.

6.3 Core Values

- **Integrity** – Acting honestly, ethically, and in the public interest.
- **Service Orientation** – Prioritizing the needs of cooperatives and communities.
- **Professionalism** – Maintaining high standards of technical competence and conduct.
- **Transparency** – Ensuring openness in decisions, systems, and communication.
- **Innovation** – Embracing new ideas, technology, and adaptive approaches.
- **Inclusiveness** – Ensuring that women, youth, and marginalized groups are meaningfully included in cooperative development.

6.4 Strategic Objectives

To realize this vision and mission, CDA will pursue the following overarching strategic objectives:

1. Strengthen CDA's governance, institutional autonomy, and regulatory authority.
2. Build a competent, motivated, and adequately staffed workforce with strong national and county-level presence.
3. Digitize CDA operations and establish robust data systems for evidence-based decision-making.
4. Enhance cooperative sustainability through improved governance, market access, and value chain integration.
5. Mobilize resources and build strategic partnerships while improving CDA's visibility and credibility.
6. Promote gender and youth inclusion and strengthen climate-resilient cooperative models.

7. Strategic Pillars and Key Strategies

7.1 Strategic Pillar 1: Institutional Governance, Autonomy, and Regulatory Effectiveness

Rationale
Stakeholders identified weaknesses in cooperative governance, limited regulatory enforcement, and constraints on CDA's operational autonomy as critical challenges. To effectively regulate and support cooperatives, CDA must have clear authority, appropriate autonomy, and robust systems.

Strategic Objective 1
Strengthen CDA's institutional governance, regulatory authority, and operational autonomy to effectively oversee and support cooperatives nationwide.

Expected Outcomes

- Improved compliance with cooperative laws and regulations.
- Strengthened oversight, audits, and dispute resolution mechanisms.
- Reduced delays and bottlenecks arising from external administrative controls.

Key Strategies

- Review, update, and harmonize cooperative laws, regulations, guidelines, and standard operating procedures (SOPs).
- Establish and implement a risk-based cooperative audit and inspection system at national and county levels.
- Clarify and strengthen CDA's institutional autonomy through administrative instruments and, where necessary, legal reform.
- Develop clear internal governance structures, including decision-making, reporting lines, and performance accountability.
- Enhance dispute resolution and enforcement mechanisms, including sanctions for non-compliance and support for corrective measures.

7.2 Strategic Pillar 2: Human Capital Development and Organizational Effectiveness

Rationale
CDA's ability to implement this Plan depends on the quality, availability, and motivation of its workforce. Gaps in staffing, skills, and internal coordination undermine service delivery and regulatory functions.

Strategic Objective 2
Build a competent, motivated, and adequately resourced workforce to deliver CDA's mandate effectively.

Expected Outcomes

- Increased staff capacity in key technical and managerial areas.
- Strengthened county-level presence and outreach to cooperatives.
- Improved internal coordination, communication, and accountability.

Key Strategies

- Conduct a comprehensive human-resource and capacity needs assessment and develop a phased staffing plan.
- Design and implement structured training programs (e.g., governance, auditing, financial management, M&E, ICT, climate resilience, gender and youth inclusion).

- Recruit and deploy critical technical staff, prioritizing county-level posts for frontline support.
- Strengthen county and regional offices with proper equipment, tools, and operational budgets.
- Introduce or enhance performance management systems with clear targets, regular appraisals, and recognition mechanisms.

7.3 Strategic Pillar 3: Digital Transformation, Data Systems, and Innovation

Rationale
Outdated manual systems and weak data infrastructure limit efficiency, transparency, and evidence-based decision-making. Digital transformation is essential to modernizing CDA's operations.

Strategic Objective 3
Modernize CDA operations through digital systems and innovation to enhance efficiency, transparency, and data-driven decision-making.

Expected Outcomes

- Digitized registration, certification, and monitoring of cooperatives.
- Centralized and reliable data on cooperatives, accessible for planning and reporting.
- Enhanced culture of innovation and use of technology within CDA.

Key Strategies

- Design and deploy an electronic cooperative registration and certification platform.
- Develop and maintain a centralized Cooperative Management Information System (MIS) with geo-referenced data.
- Digitize historical cooperative records and integrate them into the MIS.
- Create digital dashboards for real-time monitoring of key indicators and compliance.
- Train CDA staff and relevant partners on digital tools, data management, and analysis.
- Explore innovative tools (e.g., mobile data collection, online learning for cooperatives) to extend reach and impact.

7.4 Strategic Pillar 4: Cooperative Sustainability, Market Access, and Value Chain Development

Rationale
Many cooperatives face challenges of economic viability due to weak governance, poor business capacity, limited market access, and lack of integration into value chains. CDA must support cooperatives not only to comply with regulations but to succeed commercially.

Strategic Objective 4
Enhance the economic viability and sustainability of cooperatives through improved governance, market access, and value chain integration.

Expected Outcomes

- Increased productivity and profitability of cooperatives.
- Improved access to markets and finance.
- Enhanced participation in structured and inclusive value chains.

Key Strategies

- Provide targeted training on cooperative governance, business planning, financial management, entrepreneurship, and marketing.
- Facilitate relationships between cooperatives and buyers, processors, and service providers through market linkage events and MOUs.
- Support cooperatives in meeting quality standards and certifications required by markets.
- Work with financial institutions to develop cooperative-friendly financial products and services.
- Promote aggregation models, storage solutions, and collective marketing to improve bargaining power and reduce costs.

7.5 Strategic Pillar 5: Strategic Partnerships, Resource Mobilization, and Visibility

Rationale
CDA's limited resources and visibility require strong partnerships and proactive resource mobilization. Effective collaboration will enable larger, more sustainable impact.

Strategic Objective 5
Strengthen partnerships, mobilize resources, and enhance CDA's visibility to sustain cooperative sector development.

Expected Outcomes

- Increased financial and technical support for CDA and cooperative programs.
- Stronger collaboration with government, development partners, private sector, and civil society.
- Enhanced public recognition of CDA's role, achievements, and value.

Key Strategies

- Develop and implement a Resource Mobilization and Partnership Strategy.
- Engage development partners, private sector actors, and cooperative apex organizations through regular coordination and joint programming.
- Participate actively in regional and international cooperative platforms and networks.
- Implement a communication and visibility strategy, including media engagement, publications, and public events highlighting cooperative success stories.
- Strengthen institutional branding, messaging, and stakeholder relations.

7.6 Strategic Pillar 6: Inclusion, Climate Resilience, and Adaptive Development

Rationale
Women, youth, and vulnerable groups are often underrepresented in cooperatives, while climate change threatens cooperative viability, particularly in agriculture. CDA must actively promote inclusive and resilient cooperative models.

Strategic Objective 6
Promote inclusive, climate-resilient, and adaptive cooperative development.

Expected Outcomes

- Increased participation and leadership of women and youth in cooperatives.
- Enhanced resilience of cooperatives to climate and economic shocks.
- Wider adoption of sustainable and inclusive cooperative models.

Key Strategies

- Support the formation and strengthening of women-led and youth-led cooperatives.
- Integrate gender and youth considerations into all CDA policies, programs, and tools.
- Develop and disseminate climate-smart cooperative guidelines and best practices.
- Provide training and support on climate risk management, environmental safeguards, and diversification.
- Encourage cooperatives to explore new sectors and innovations that reduce vulnerability and increase opportunities.

8. Strategic Framework

The Strategic Framework translates the Strategic Pillars into a results-based structure, linking inputs and activities to outputs, outcomes, and impact.

- **Impact:** Improved livelihoods and economic resilience through a vibrant, sustainable cooperative sector.
- **Outcome:** A modern, effective, and credible CDA delivering high-quality regulatory oversight and developmental support to cooperatives.

For each pillar, the framework specifies:

- Strategic objective(s)
- Expected outcomes
- Key outputs (systems, tools, programs, partnerships)
- High-level indicators

An example for Pillar 3 (Digital Transformation) is:

- **Objective:** Modernize CDA operations through digital systems and innovation.
- **Outcomes:** CDA uses MIS and dashboards regularly for planning and reporting; cooperatives are registered and monitored electronically.
- **Outputs:**
    - E-registration system deployed and operational.
    - Central cooperative database/MIS established.
    - Staff trained and using ICT tools.
- **Indicators:**
    - Percentage of cooperatives registered digitally.
    - Number of real-time analytical reports generated annually.

The detailed Strategic Framework can be presented in a matrix in the annexes for ease of reference.

9. Results Framework and Logical Framework (Logframe)

The Results Framework provides a concise overview of:

- **Impact level results and indicators** (e.g., growth in cooperative membership, contribution to local economies).
- **Outcome level results and indicators** (e.g., cooperative compliance rate, stakeholder satisfaction with CDA services).
- **Output level results and indicators** for each strategic pillar.

The Logical Framework (Logframe) builds on this, detailing for each level:

- Indicators (with baselines and targets).
- Means of verification.
- Critical assumptions and risks.

Together, the Results Framework and Logframe provide the backbone for monitoring performance, informing management decisions, and ensuring accountability to Government, partners, and stakeholders.

10. Costed Implementation Plan

The Costed Implementation Plan estimates the total resources required to implement the Strategic Plan over five years at approximately **USD 6,000,000**. Costs are organized by Strategic Pillar and major activity clusters.

Indicatively:

- Pillar 1: Governance & Regulatory Effectiveness – 20%
- Pillar 2: Human Capital & Organizational Effectiveness – 25%
- Pillar 3: Digital Transformation & Innovation – 23%
- Pillar 4: Cooperative Sustainability & Market Access – 18%
- Pillar 5: Partnerships & Visibility – 8%
- Pillar 6: Inclusion & Climate Resilience – 6%

Key cost drivers include:

- Development and maintenance of digital systems (MIS, e-registration).
- Staff training, capacity-building, and recruitment of critical technical positions.
- Field operations and county office strengthening.
- Cooperative training and market linkage initiatives.
- Communication, visibility, and partnership coordination.

Financing Strategy:
The Plan will be financed through a mix of:

- Government budget allocations to CDA.
- Development partner grants and technical assistance.
- Joint programs and basket funding with partners.
- Potential cost-sharing or service-fee arrangements where legally appropriate.

The costed plan will guide annual budgeting and resource mobilization efforts.

11. Risk Management and Mitigation Plan

11.1 Risk Management Objectives and Approach

CDA's risk management approach aims to:

- Identify major risks affecting plan implementation.
- Assess likelihood and potential impact.
- Define mitigation measures and assign responsibility.
- Integrate risk monitoring into annual planning and performance reviews.

CDA will apply a risk-based management approach, prioritizing high and medium-high risks and regularly updating the risk profile.

11.2 Key Risks and Mitigation Matrix

#	Risk Category	Risk Description	Likelihood	Impact	Overall Rating	Mitigation Measures	Responsibility
1	Institutional / Governance	Continued government control and bureaucratic procedures limit CDA's operational autonomy, causing delays in decisions and implementation.	Medium	High	High	Structured policy dialogue with line ministries and MFDP; clarification of mandates and delegated authority; advocacy for administrative or legal reforms; documentation and escalation of systemic bottlenecks.	CDA Director General & SMT, Line Ministry
2	Financial	Insufficient or delayed budget allocations from Government and/or shortfalls in donor funding undermine implementation of key activities.	High	High	High	Develop a Resource Mobilization Strategy; diversify funding sources; phase implementation; prioritize high-impact, low-cost activities; engage donors early with clear proposals and evidence of results.	CDA Management, MFDP, Partners
3	Human Resources	Inability to recruit, deploy, and retain	Medium	High	High	Conduct HR needs assessment;	CDA HR & Admin, SMT

#	Risk Category	Risk Description	Likelihood	Impact	Overall Rating	Mitigation Measures	Responsibility
		qualified staff, especially at county level; low staff motivation.				implement phased recruitment of critical positions; invest in capacity-building and career development; implement performance management and staff recognition mechanisms.	
4	Technology / Digitalization	Delays or failures in the design, deployment, or maintenance of digital systems due to limited ICT capacity or weak infrastructure.	Medium	Medium	Medium	Engage competent ICT providers; implement phased pilot–scale-up rollouts; ensure training and ongoing technical support; budget for maintenance and upgrades; improve basic ICT infrastructure.	CDA ICT/MIS Unit, Procurement, SMT
5	Operational / Implementation	Weak coordination between HQ and county offices leads to inconsistent implementation, data gaps, and limited field presence.	Medium	Medium	Medium	Clarify roles and responsibilities; establish regular coordination meetings; develop SOPs and simple reporting tools; conduct regular supervision and joint planning between HQ and counties.	CDA SMT, Department Heads, County Coordinators
6	Sector / Cooperative Governance	Persistent weak governance and mismanagement	High	High	High	Strengthen legal and regulatory frameworks;	CDA Regulation &

#	Risk Category	Risk Description	Likelihood	Impact	Overall Rating	Mitigation Measures	Responsibility
		within cooperatives undermines trust, sustainability, and the impact of CDA support.				enforce audits and sanctions; deliver governance and leadership training; support adoption of model bylaws and internal control systems; facilitate peer learning between cooperatives.	Training Units, County Offices
7	External / Climate & Environment	Climate shocks (floods, droughts, pests) and environmental degradation negatively impact cooperative productivity and incomes.	High	High	High	Integrate climate-smart agriculture and resilience into training; promote diversification of crops and income sources; link cooperatives to early-warning and climate information systems; promote environmental safeguards.	CDA Technical Units, MoA, Partners
8	External / Economic & Political	Macroeconomic instability, inflation, currency volatility, or policy changes affect resource flows and the enabling environment for cooperatives.	Medium	High	Medium –High	Maintain flexibility in planning and budgeting; design robust, scalable interventions; engage in policy dialogue and advocacy; build broad-based, non-partisan partnerships to reduce vulnerability to political shifts.	CDA Leadership, Line Ministries, Partners

#	Risk Category	Risk Description	Likelihood	Impact	Overall Rating	Mitigation Measures	Responsibility
9	Reputational & Stakeholder Trust	Incidents of fraud, mismanagement, or failure in high-profile cooperatives damage CDA's reputation and public trust in the cooperative model.	Medium	High	Medium –High	Ensure strong oversight and prompt enforcement actions; communicate transparently about corrective measures; highlight positive success stories; strengthen due diligence and risk screening of cooperatives.	CDA SMT, Regulation Unit, Communications Unit
10	Data Quality & M&E	Weak data collection, poor data quality, or limited analytic capacity compromise monitoring, decision-making, and reporting.	Medium	Medium	Medium	Standardize tools and protocols; build M&E and data management capacity; deploy digital data collection tools; conduct data quality assessments; align indicators with national systems.	CDA M&E/Planning Unit, ICT/MIS Unit

11.3 Risk Governance and Review Mechanisms

- **Senior Management Oversight:** The SMT will review key risks quarterly, using updated information from departments and the M&E/Planning Unit.
- **Departmental Responsibility:** Each unit will identify and manage risks linked to its functions and report on mitigation progress at internal review meetings.
- **Annual Planning and Budgeting:** Risk assessments will inform annual priorities, sequencing, and contingency planning.
- **Reporting:** Major risks and mitigation measures will be summarized in annual performance reports to oversight bodies and partners.
- **Learning:** Lessons from risk events (delays, failures, shocks) will be documented and used to improve systems, controls, and program design.

12. Monitoring, Evaluation, Learning, and Accountability (MELA) Framework

12.1 MELA Objectives and Principles

The MELA Framework is designed to:

- Track progress toward strategic objectives and results.
- Support adaptive management and timely decision-making.
- Ensure accountability to Government, partners, and stakeholders.
- Promote institutional learning and continuous improvement.

Principles include results-based management, transparency, participation, data quality, and learning.

12.2 Institutional Arrangements for M&E

- A designated M&E/Planning Unit or focal person will coordinate M&E activities, consolidate data, and produce reports.
- Pillar leads and departments will monitor activity- and output-level indicators and submit routine reports.
- County offices will support field data collection, verification, and feedback from cooperatives.
- Senior Management will use M&E reports for decision-making, performance reviews, and accountability.

12.3 Indicators, Baselines, and Targets (Summary)

- **Impact Indicators:** contribution of cooperatives to local economies, cooperative membership growth, improvements in livelihoods.
- **Outcome Indicators:** cooperative compliance rate; stakeholder satisfaction with CDA services; use of digital systems; number of functioning, financially viable cooperatives.
- **Output Indicators:** number of cooperatives audited; staff trained; digital systems operational and used; partnerships established; women and youth cooperatives supported.

Baselines will be established or confirmed in the first year of implementation, and realistic five-year targets will be set.

12.4 Reporting Schedule and Evaluation Plan

- **Quarterly Monitoring Reports:** covering key activities, outputs, and emerging issues.

- **Annual Performance Reports:** summarizing achievements, challenges, and lessons, shared with Government and partners.
- **Mid-Term Review (Year 3):** assessing relevance, effectiveness, efficiency, and recommending course corrections.
- **Final Evaluation (Year 5):** assessing impact, sustainability, and lessons for the next strategic cycle.

12.5 Learning and Adaptation Mechanisms

- Annual learning and reflection workshops with CDA staff and selected stakeholders.
- Documentation of best practices and lessons learned in the cooperative sector.
- Incorporation of learning into annual work plans and policy recommendations.
- Mechanisms for cooperative and stakeholder feedback to enrich learning and accountability.

13. Implementation and Institutional Arrangements

13.1 Roles and Responsibilities within CDA (HQ and County Offices)

- **CDA Board / Governing Body:** provides strategic oversight, approves the Strategic Plan, and monitors its implementation.
- **Director General and Senior Management Team (SMT):** lead implementation, ensure alignment with national policies, coordinate departments, and champion resource mobilization.
- **HQ Departments/Units (Regulation, Training, ICT/MIS, HR, Finance, M&E/Planning, etc.):** implement pillar-specific interventions, manage budgets, and report on progress.
- **County and Regional Offices:** serve as frontline units supporting cooperatives, conducting field monitoring, collecting data, and providing feedback to HQ.

13.2 Coordination with Line Ministries, Development Partners, and Cooperative Bodies

- CDA will actively participate in sector coordination mechanisms (e.g. agriculture, rural development, cooperatives, private sector forums).
- MoUs and joint work plans will be developed with key line ministries, development partners, and cooperative apex bodies to avoid duplication and ensure synergy.
- CDA will collaborate with county authorities to integrate cooperative development into county and district planning processes.

13.3 Phasing and Sequencing of Key Interventions

Implementation will be phased to align with capacity and resources:

- **Years 1–2 (Foundational Phase):** focus on legal and regulatory review, HR assessment, initial recruitments and training, design and piloting of digital systems, early governance and capacity-building interventions, and resource mobilization.
- **Years 3–4 (Scale-Up Phase):** expansion of digital systems to all counties, strengthening cooperative support programs, scaling market linkage and value chain initiatives, deepening partnerships, and consolidating county-level presence.
- **Year 5 (Consolidation and Transition):** focus on sustainability, institutionalization of systems, assessing impact, consolidating learning, and developing the next strategic plan.

14. Conclusion

This Five-Year Strategic Plan (2025–2030) offers CDA a structured path to transform itself into a high-performing, credible institution that regulates, promotes, and supports a vibrant, resilient, and inclusive cooperative sector across Liberia. The Plan is grounded in stakeholder priorities, aligned with the ARREST Agenda, and built on realistic assessments of CDA's strengths, weaknesses, opportunities, and threats.

Successful implementation will require strong leadership, adequate and timely resources, committed partnerships, and a sustained focus on results, risk management, and learning. With this Plan, CDA is better positioned to support cooperatives in contributing to poverty reduction, food security, job creation, gender and youth empowerment, climate resilience, and inclusive economic growth.

15. Annexes (Indicative)

- **Annex 1:** Stakeholder Consultation Summary
- **Annex 2:** Detailed Results Framework and Logframe Tables
- **Annex 3:** Detailed Costed Implementation Plan
- **Annex 4:** CDA Organizational Structure / Organogram