REPORT ON UNECA-MRAG MISSION TO CONDUCT
A TRAINING COURSE ON REGIONAL ECONOMIC INTEGRATION
AT THE AFRICAN INSTITUTE FOR
ECONOMIC DEVELOPMENT AND PLANNING (IDEP)

By
S.K.B. ASANTE
SENIOR REGIONAL ADVISER
ECONOMIC COOPERATION AND INTEGRATION

ADDIS ABABA
APRIL 1996
UNITED NATIONS
ECONOMIC COMMISSION FOR AFRICA
Multidisciplinary Regional Advisory Group

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ECONOMIC DEVELOPMENT AND PLANNING (IDEP)

DAKAR, SENEGAL
11-22 MARCH 1996

By

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I. PURPOSE OF THE MISSION

1. The purpose of the UNECA-MRAG mission to the African Institute of Economic Development and Planning (IDEP), in Dakar, Senegal, by S.K.B. Asante, Senior Regional Adviser in Economic Cooperation and Integration, from March 11 to 22, 1996, was to provide a special two-week course module on Economic Cooperation and Integration in Africa during the second semester of the 1995/96 academic year. A detailed course time-table for the period 11-22 March 1996 is hereby attached as Annex I.

2. The course was provided specifically to 21 Basic Programme trainees from both French- (Senegal, Niger, Gabon, Benin) and English- (Ghana, Gambia, Kenya, Sierra Leone, Uganda, Nigeria) speaking Africa. The list of participants is attached as Annex II.

3. The mission took advantage of the period to undertake the following additional tasks:

   a) Participating (whenever possible) in the ECA/IDB/IDEP workshop on the Development of Entrepreneurial Capability in Cottage and Small-Scale Industries held at IDEP from 18-22 March 1996;

   b) Chairing one of the monthly IDEP seminar series held on 20 March 1996 on the subject "The Loss of West Africa's Political Geography: Renewed Case for Regional Integration". It was presented by Mr. Clemens Rode, Resident Representative of the Friedrich Ebert Foundation, Dakar, Senegal;

   c) Holding a special meeting at the Ministry of Economic Integration in Africa on Enhancement of the Capability of
Economic Cooperation and Integration institutions and structure at the national level. Consequently, the Ministry decided to make a formal request to the Executive Secretary of ECA for ECA-MRAG advisory service on enhancement of the capacity of the Ministry to enable it to meet the challenges of integration at the national, subregional and regional levels;

d) Meeting with the Director and senior staff of the Council for the Development of Social Science Research in Africa (CODESRIA) on partnership between ECA and this pan-African organization on various research programmes, as aspect of the current ECA renewal exercise; and

(e) Discussing with the Director of IDEP the requirements of the Institute.

II. BACKGROUND

4. Established in March 1962, the Dakar-based United Nations African Institute for Economic Development and Planning (IDEP by its French acronym), which began operations in November 1963, is one of the most dynamic institutions in Africa that has over the years focused attention on a wide range of activities related to economic development and planning in Africa with the sole aim of promoting and defending the economic independence of African countries. The primary objective of IDEP, therefore, is to extend the struggle for political decolonization in Africa into one for economic decolonization. Hence, IDEP's activities are basically oriented towards the aspirations of African leaders and peoples as copiously reflected in such landmark continental blueprints as the Lagos Plan of Action (LPA) (1980); Africa's Priority Programme for Economic Recovery and Development (APPED) 1985); the UN-Programme

5. Centring its programmes around such interdependent activities as (i) training in development and planning; (ii) organization of conferences and workshops in specific subjects related to African development; (iii) research on topics of current interest to member States; (iv) advisory services to African countries in development issues; and (v) the maintenance of information and documentation services on economic development and planning experiences in African countries, IDEP offers an enviably well-structured training course and research which focus on key areas that are currently central to the performance of African economies. The beneficiaries of IDEP’s programmes are mainly public officials involved in macroeconomic planning and in the management of development activities in African countries. Among them are officials in government ministries, parastatal organizations, central banks, development banks and staff of inter-governmental organizations and agencies in Africa. In this regard, IDEP has over the years become an important source of capacity building in Africa.

6. IDEP’s current training activities have been neatly grouped into two main categories: first, the Core Training Programme covering (a) Basic Diploma Programme of nine months’ duration; (b) three-month Optional Specialization Programmes on four priority development sectors; and (c) Masters thesis which is a research programme. There is second, short-term (1-4 weeks) Executive Training Workshops organized in member states upon demand. This is, indeed, a new thrust in IDEP’s training activities focusing on direct services to member States and their intergovernmental organizations in the form of demand-driven short-term training workshops, tailor-made and targeted at senior officials.
Specifically, these training workshops provide the much-needed core-competency skills to participants in key areas of development.

III. COURSE OBJECTIVES

7. Given the range of participants’ background, specializations, levels of experience and degree of familiarity with the subject, as well as the duration of the course, it was necessary, from the outset, to be precise as to the objectives which the course should seek to attain. To this end, it was deemed more realistic to introduce the course by raising some pertinent questions on economic cooperation and integration as an element of development strategy for Africa and other developing countries. The main objective was to provide, especially from practical experience, the challenges and constraints of the process of regionalism in Africa, the neglected factors, the institutional and human deficiencies at the subregional and national levels, the inappropriate approach and the lack of democratic imperative of African regionalism. The aim here was to provide the necessary tools to the participants, who were public officials to enable them to effectively manage economic integration ministries in their respective countries.

IV. COURSE CONTENT

8. The course began with an overview of the study of Economic Cooperation and Integration highlighting its emergence in Europe since World War II, the impact it has had on the developing world and its linkage with the concept of development. The conceptual considerations of the term "economic integration", the relationship between the two competing terms "regional cooperation" and "regional integration", particularly within the African context,
and types of regional cooperation and integration were critically examined. The purpose was to provide participants with a broad background to the study of this important subject.

9. This was followed by a detailed examination of the rationale for economic cooperation and integration, general and specific, with particular reference to the case of Africa; establishment and experience of economic cooperation and integration schemes in Africa, expectations and reality, as well as the challenges and constraints. Case studies to illustrate the performance of the main subregional economic groupings were also provided. Particular attention was focused on the new approaches to economic integration in Africa spearheaded by the World Bank/IMF/European Union and ADB and, very recently, by France in West and Central Africa.

10. In general, the course was divided into the following parts:

(i) An overview of the study of Economic Cooperation & Integration;
(ii) Rationale for Economic Cooperation & Integration;
(iii) An overview of Economic Cooperation and Integration in Africa and other developing countries;
(iv) Economic Cooperation & Integration: Expectations and Reality;
(v) Economic Cooperation & Integration: Challenges & Constraints;
(vi) Economic Cooperation & Integration: The Emergent Challenges;
(vii) Economic Cooperation & Integration: Meeting the challenge of Marginalization - The African Economic Community;
(viii) Economic Cooperation & Integration: Case Studies
(ix) Developmental Regionalism: Towards a New Direction
11. A summary of the course, including select bibliography is attached as Annex III.

V. OBSERVATIONS AND RECOMMENDATIONS

12. The mission briefly reviewed the programmes and the general setting of IDEP and reinforced the following observations and recommendations of the previous reports in 1994 and 1995 respectively.

(a) IDEP Training Programme

13. On the whole, the IDEP training programme is well structured to provide the basic tools necessary to improve upon the capacity of the participants in meeting the complex challenges of African development. The courses have been specifically selected to highlight the crucial and, indeed, priority areas in development. Above all, the orientation of all the courses is practical with emphasis placed on country case studies. To some extent, therefore, the IDEP training programme and the UNECA-MRAG programme of technical advisory service and training workshops would appear to be complementary.

14. It must be stressed, however, that despite the significance of economic cooperation and integration among African States as a *sine qua non* for the achievement of national socio-economic goals, and despite its copious reflection in all the landmark continental blueprints for development, this all-engaging subject is not given sufficient attention in the overall IDEP's training programme. It constitutes just a two-week course module under International
Economic Relations of the Basic Diploma Programme. The mission reaffirmed its previous recommendation that, in view of its continued significance, especially in recent years, as a development strategy in both developed and, especially the developing world, IDEP should seriously consider making Economic Cooperation and Integration in Africa constitute a separate Optional Specialization Programme of the Basic Diploma Programme. It is reassuring to note that the subject of Economic Cooperation and Integration was included in the IDEP Training Programme submitted for consideration at the IDEP Donors' Conference held in Dakar, Senegal in December 1995.

15. Furthermore, it is recommended once again that as a desirable background to the overall training programme, it would be necessary for IDEP to expose its first year trainees to a special two-week intensive course on African Development Strategies. This course should be provided during the first two weeks of the academic year.

(b) Participants in IDEP's Training Programme

16. The mission was once again highly impressed by the seriousness, maturity and the level of experience of the participants in IDEP's training programme. There was a high sense of commitment on the part of the trainees to acquire as much as possible a sound foundation and the necessary tools for meeting the complex development challenges of their respective countries. Aware of the problems of management of development activities, the participants often raised some searching and practical questions reflecting their high level of experience in the public service.

17. However, in terms of continental spread of the participants, it was quite evident that the enrolment continued to be predominantly Francophone. It was evident, therefore, that the
"capacity-building message" of IDEP would seem to be mostly confined to the Francophone countries. While much efforts were being made to improve the situation regarding the linguistic imbalance, IDEP would still appear to be unknown in much of the Eastern and Southern Africa. Yet it is in this subregion where, because of settler colonialism and apartheid, a number of countries have inherited economies with critical shortages in the supply of skilled manpower.

18. Against this background, the mission would wish to reinforce its previous recommendation that a serious and well-organized publicity campaign in Eastern and Southern Africa, especially South Africa, Namibia, Mozambique, Angola and Zimbabwe through (a) systematic and sustained despatch of IDEP's brochure to Government ministries, IGOs, research institutes, development banks, NGOs and agencies; and (b) organization of workshops on IDEP's Training Programme.

(c) **IDEP - UNECA-MRAG Cooperation**

19. The special two-week programme at IDEP provided another unique opportunity for the mission to closely study the training programme of IDEP, the beneficiaries of the programme, as well as the resource requirements of the Institute with a view to reinforcing MRAG-IDEP cooperation.

20. The mission observed that IDEP has a serious and extremely disturbing resource problem which should receive immediate attention by the new UNECA Administration to enable the Institute to effectively deliver to the admiration of member States. While keeping of a small core staff to ensure that short-term experts of different backgrounds can be invited to participate in the delivery
of programmes is commendable, the professional staff appear to be over-taxed. This has made independent, private research to enrich the training programme virtually impossible.

21. Even more serious is the case of the high calibre IDEP interpreters (who have curiously agreed to be translators as well). This crop of dedicated professionals, who have provided a distinctive service to IDEP for more than a decade, have no regular posts. All efforts by the Director to regularize the posts have so far been fruitless.

22. It is once again strongly recommended that to enable IDEP to function and to continue to provide its capacity building services to the member States of the Commission, UNECA should do everything possible towards solution of IDEP’s somewhat perennial acute resource requirements problem. An effective cooperation between IDEP and the relevant substantive divisions of UNECA has become almost sine-qua-non.

23. Although IDEP has over the years maintained close working relationships with UNECA, its parent organization, these have been confined mostly to administrative matters. In recent years, UNECA-MRAG has sought to deepen the relationship through participation in IDEP’s training programmes. The Group is currently responsible for (a) Economic Development and (b) Development Planning Techniques and Country Experiences course modules. Preparations are being made for MRAG’s involvement in the teaching of the 3-month Optional Specialization Programmes in (i) Agriculture and (ii) Energy/Environment and (iii) Industry.

24. The mission recommends a sustained and viable UNECA-MRAG-IDEP cooperation in the following:
(a) IDEP's Optional Specialization Programme;
(b) MA Thesis Research Programme;
(c) Executive Training Workshops;
(d) IDEP's Publicity Campaign; and
(e) IDEP's Preliminary Course on African Development Strategies.

25. As a corollary of this, it is recommended, that UNECA-MRAG should, whenever feasible, involve IDEP in its planned workshops, especially, the senior policy seminars in South Africa aimed at sensitizing all cadres of the civil service to the demands of the new political order, in particular, the demands for transparency, accountability, responsiveness, and affirmative action/equal opportunities.

26. On the whole, IDEP should be considered as a special UNECA institution charged with the responsibility of putting into practical expression the product of UNECA research activities and development strategies.
# ANNEX I

UNited Nations
AFRICAN INSTITUTE FOR ECONOMIC DEVELOPMENT AND PLANNING
DAKAR, SENEGAL

1995/1996 ACADEMIC YEAR
SPECIAL TWO-WEEK COURSE MODULE ON
ECONOMIC COOPERATION AND INTEGRATION IN AFRICA

Time-Table
Week 1: 11-15 March 1996

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<td>I. An overview of Study of Economic Cooperation and Integration</td>
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**UNITED NATIONS**  
AFRICAN INSTITUTE FOR ECONOMIC DEVELOPMENT AND PLANNING  
DAKAR, SENEGAL

**1995/1996 ACADEMIC YEAR**  
SPECIAL TWO-WEEK COURSE MODULE ON  
ECONOMIC COOPERATION AND INTEGRATION IN AFRICA

**Time-Table**  
Week 2: 18-22 March 1996

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1. Background

One of the prominent features of the contemporary international system is the heightened tendency of some state units to gravitate towards some degree of regional integration, particularly regional economic integration. This process towards economic integration, as distinct from political integration, was of relatively little importance before 1945. Although there were unsuccessful attempts in the interwar period to establish some kind of customs union in Europe, the issue of economic integration as a distinct process did not come to the forefront until after World War II, when it became very clear that the relatively small national states created in Western Europe during the past centuries no longer corresponded to the size requirements of a modern industrial economy.

Since World War II, therefore, many countries that are close neighbours or have common problems of economic development have tended to strive to maintain some degree of economic cooperation. Economic integration has become such a world-wide phenomenon that the post-war period has been to some extent described as an "era of regional integration" or as scholars like Haberler would have it, "the age of integration".

2. Regional Integration and Development

So much is the case of regional integration that nowhere in the world today do the policy-makers and economists tackle any problem of economic development without first taking into consideration theories and trends of economic integration both at home and abroad. For economists and social scientists today economic integration is an essential aspect of the dynamics of modern society in its continuous process of transformation. Moreover, it is acknowledged as an important factor of economic development in the developing countries and of more rapid growth on the industrial ones.
Linking the concept of regionalism with development has become so important that some scholars like John Sloan would prefer to substitute the term "developmental regionalism" for that of the "regional economic integration", because the latter, they contend, is imprecise, static, and irrelevant to the development issue. In most recent economic literature, the terms "integration" or "common market" have tended to become nearly synonymous with "rapid economic growth", "acceleration of economic development", or "big push". Regardless of the terminology used, there can be no doubt that the process of regional integration is now inextricably linked to that of economic development.

3. Early Integration Schemes

The European Coal and Steel Community (ECSC), the European Economic Community (EEC) and to a lesser extent, the European Free Trade Association (EFTA) are undoubtedly the best known of the post-World War II regional integration efforts. The post-war progress towards integration in Europe has made a considerable impression on many countries, and the European Payment Union and the EEC are frequently, if uncritically, cited as models of integration in payments and trade, respectively and their roles in the economic recovery and progress of post-war Europe underscored. This has encouraged, in some quarters, the idea of a simple and causal relationship between integration and economic recovery or growth.

4. Economic Integration: Conceptual Considerations

The common usage of the term "integration" is often confusing. Even the dictionary definition - "forming parts into a whole" - leaves open a wide range of ambiguity. In the economic literature, the term "economic integration" is a fashionable slogan, the meaning of which can be stretched quite far. For example, some authors subsume different forms of international cooperation under the heading. The term has thus been used imprecisely in common parlance. So far, no single definition of "integration" has gained widespread acceptance among integration theorists.

By 1950, however, "economic integration" had come to be used more specifically as a term to denote a state of affairs or a process involving the combination of separate economies into larger economic regions. Defined as a process, it includes all measures that aim at abolishing discrimination between economic units from different countries. It can also be considered as a state of affairs characterized by the absence of various forms of discrimination between countries.
Within the African context, however, in view of the peculiarity of the characteristics of the African economies and the evolution of political and other institutions, it would be unrealistic to apply the term in the same sense as used in the developed countries. It is necessary therefore to paint boldly and to fix firmly in our minds the economic and political realities of Africa in any discussion of African economic integration. The term may thus be defined as a process whereby two or more countries in a particular area voluntarily join together to pursue common policies and objectives in matters of general economic development or in a particular economic field of common interest to the mutual advantage of all the participating states.

The essence of this definition is that any scheme of economic integration must be voluntary and that each state must demonstrate its willingness to pursue certain policies in close consultation with the other states. Significantly, too, economic integration in Africa will have to be broadly based and wide in its application, at least in the initial stages, and sufficiently flexible in its practical form to embody social, cultural, political and economic considerations.

5. **The two competing terms: "Regional Cooperation" & "Regional Integration"**

The two terms are used interchangeably. However, the study of regional integration is not the same as the study of regional cooperation. The term "integration" may be treated as the terminal or consequences of regional cooperation activities. On the other hand, regional cooperation may help "describe steps along the way" to regional integration. It is concerned with the process of "getting there". Hence, the study of regional cooperation may be considered as a part of the study of regional integration or as a separate interest. However, the point to emphasize here is that states will either way eventually come to share individual authority with a collective mechanism or entity. In our lectures on this subject, I have been tempted to regard regional integration both as a "process" and a "terminal condition".

6. **Types of Regional Cooperation & Integration**

Generally, regional cooperation may be limited to specific project, or it may encompass the formation of:

i) **A Free Trade Area** (abolition of trade barriers among member countries)
(ii) A Customs Union (establishment of a common tariff policy towards non-member countries)

(iii) A Common Market (free movement of factors of production as well as of commodities within the area) or

(iv) A Complete Economic Union among the member countries.

PART II
RATIONAL FOR ECONOMIC COOPERATION & INTEGRATION

(i) General

Regional economic cooperation among developing countries has generally been advocated as:

(a) an important element of an international development strategy and
(b) an essential contribution towards the economic development of developing countries.

The economic rationale is based on a number of factors:

First, regional cooperation allows the participating countries to overcome the small size of their domestic markets;

Second, regional cooperation enables the cooperating countries to achieve larger economies of scale in production and attain specialization

Third, regional cooperation provides fuller use of under-utilized economic potential in terms of human, technological and natural resources.

Fourth, regional cooperation provides opportunities for expansion of existing industries and establishment of new ones.

Fifth, the increased scope for diversification reduces economic dependence of developing countries and their vulnerability to external shocks.

Sixth, regional cooperation could enhance the developing countries' capacity to meet the merging challenges of the 1990s especially:

(a) in the globalization of production,
(b) in the application of new technologies
(c) world of trading blocs: single European Market, NAFTA, etc.
(ii) **Specific African Case**

Why regionalism in Africa?

- problem of balkanisation
- problem of poverty
- problem of population : economic size

Hence the need of economic cooperation as a *sine-qua-non* for the achievement of national socio-economic goals. To sum up, economic integration is not only desirable in Africa; it is necessary if Africa is to:

- industrialize
- develop intra African trade
- reduce its dependence on vulnerable and fluctuating overseas markets
- mobilize and maximise scarce resources of capital and skills
- strengthen national sovereignty
- forge the way to effective political and economic unity.

**Note:** Economic cooperation and integration as a strategy is reflected in:

- Africa’s Priority Programme for Economic Recovery (APP), 1985
- UN Programme of Action for African Economic Recovery and Development (UN-PAAERD), 1986
- United Nations New Agenda for African Development in the 1990s (UN-NADAF), 1991

**PART III**

**ECONOMIC COOPERATION & INTEGRATION IN AFRICA & OTHER DEVELOPING COUNTRIES:**

AN OVERVIEW

1. The promotion of economic cooperation among developing countries is now a well-accepted part of the international development policy. Almost all issues in the field of international economic relations are currently subordinated to the quest for regional economic associations and grouping among more or less geographically contiguous areas.
2. Latin America

- A brief historical background
- Latin American Free Trade Association (LAFTA), 1960
- Latin American Integration Association (LAIA), 1980
- Central American Common Market (CACM), 1960
- Common Market of Caribbean Countries (CARICO), 1973
- Andean Group, 1969

3. Asia

- A brief background
- Association of South-East Asian Nations (ASEAN), 1967 - 5 of 11 South-East Asian States (Indonesia, Malaysia, the Philippines, Singapore & Thailand)

4. The Case for Africa

- A brief historical background: The Colonial period
- Establishment of economic cooperation schemes since independence:

(a) First Decade of Independence : 1960s

- Southern African Customs Union (SACU), 1969
- East African Community (EAC), 1967
- Central African Customs & Economic Union (Union douanière et économique de l'Afrique centrale (UDEAC), 1966
- West African Customs Union (Union douanière de l'Afrique de l'Ouest (UDAO), 1959

(b) Second Decade of Independence : 1970s

Factors influencing integration

- The world depression
- The oil crisis of 1973
- New International Economic Order Resolution of the General Assembly, 1974
- The Lome Convention of 1975
Regional Groupings Established

- Economic Community of the Great Lake Countries (Communauté économique des Pays des Grands Lacs), CEPGL, 1976;
- West African Economic Community (Communauté économique de l’Afrique de l’Ouest) - CEAO, 1973;
- Mano River Union, MRU, 1973
- Economic Community of West African States (ECOWAS), 1975

c) Third Decade of Independence: 1980s


Regional Groupings Established:

- Southern African Development Coordination Conference, (SADCC), 1980, developed into Southern African Development Community (SADC), 1992
- Preferential Trade Area for Eastern and Southern Africa (PTA), 1981, developed into Common Market for Eastern and Southern Africa (COMESA, 1993
- Economic Community of Central African States (ECCAS) (Communauté économique des Etats de l’Afrique centrale, CEEAC), 1983
- Arab Maghreb Union (UMA), 1989.

(d) Fourth Decade of Independence : 1990s

Major influencing factor:
* The world of trading blocs:
  - Europe
  - Americas
  - Asia
- African Economic Community (1991)

PART IV

ECONOMIC COOPERATION AND INTEGRATION:
EXPECTATIONS AND REALITY

1. What has been achieved so far?
2. A review of the achievements of ECOWAS, PTA, SADC and ECCAS in the following areas:

(a) Institution building  
(b) Trade liberalisation  
(c) Infrastructural development  
(d) Production

PART V
ECONOMIC COOPERATION AND INTEGRATION:  
CHALLENGES AND CONSTRAINTS

1. Problem of Market integration approach  
2. Problem of Institutional capacity  
3. The Challenge of Implementation at the national level  
4. Problem of Overlapping economic groupings or problem of rationalization  
5. Problem of Political instability  
6. The Challenge of the Lomé Convention

PART VI
ECONOMIC COOPERATION AND INTEGRATION:  
THE EMERGENT CHALLENGES

1. The Challenge of New Approaches  
2. The Challenge of Structural Adjustment Programmes (SAPs)  
3. The Challenge of the New World of Trading Blocs ("Fortress" Europe, NAFTA, etc)  
4. The Challenge of Democracy  
5. The Challenge of Business Community or Private Sector

PART VII
ECONOMIC COOPERATION AND INTEGRATION:  
MEETING THE CHALLENGE OF MARGINALISATION

1. Enter Abuja Treaty: Africa’s Response to Marginalization:
   - The Abuja Treaty: significant features  
   - The Main Fundamental Principles  
   - Institutional Approach and Orientation  
   - Democratic Framework
2. Abuja Treaty:
   - Problem of Publicity
   - Problem of Implementation
   - The Challenge of Regional Groupings

PART VIII
ECONOMIC COOPERATION AND INTEGRATION:
CASE STUDIES

1. ECOWAS as a Case Study
2. PTA/COMESA as a Case Study
3. SADC and Post-Apartheid South Africa as a Case Study

PART IX
DEVELOPMENTAL REGIONALISM:
TOWARDS A NEW DIRECTION

1. Wanted: An Alternative approach
2. Multi-sectoral planning
3. Regional approach to adjustment
4. National policies and regionalism
5. Financing Integration Efforts
6. Democracy, Development and Regionalism
7. The Private & Informal Sector and Regionalism

PART X
REGIONALISM IN AFRICA
TIME FOR ACTION

Concluding Remarks
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