



**MISSION REPORT ON
PARTICIPATION IN THE SECOND MEETING
OF EXPERTS ON THE REVITALIZATION OF
IGADD AND ON EXPANDED COOPERATION
AMONG MEMBER STATES**

17-25 JUNE ADDIS ABABA

By:

**Haile Lul Tebicke
Regional Adviser on Energy**

UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA
MULTIDISCIPLINARY REGIONAL ADVISORY GROUP (ECA-MRAG)

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(i)

Executive Summary

At the instruction of the Secretariat, the ECA Regional Adviser on Energy joined from 19 to 23 June, 1995 in Addis Ababa, the ECA Team that assisted the Second Meeting of the Expert Committee set up to follow-up the April, 1995 IGADD Special Summit decision to revitalize the Intergovernmental Authority on Drought and Development in Eastern Africa (IGADD) and expand cooperation beyond the original Charter mandate of combating the adverse effects of recurrent drought hampering development in the member States. By its resolution to "expand cooperation in all areas of endeavour including, economic, social, trade, communications, humanitarian, security and conflict resolution", the Summit clearly intends to virtually transform IGADD into an organisation for sub-regional economic cooperation and integration similar to ECCAS, ECOWAS, SADC etc. Indications are that implementation of the resolution, would receive considerable support and sponsorship of the international community.

Active participation as ECA resource person in the committee's Working Group II made it possible to assist by providing a considerable number of substantive contributions accepted by the Group, in its assigned task of preparing draft Charter amendments for the revitalization of IGADD and expansion of the areas of cooperation.

INTRODUCTION

1. As directed by the ECA Secretariat, Mr. Haile Lul Tebicke, Regional Adviser on Energy filing this report, joined the ECA Team at the IGADD meeting 17 to 25 June, 1995. He provided as a resource person advisory assistance 19 to 23 June, to Working Group II in its assigned task of preparing Amendments to the Agreement establishing the Inter-governmental Authority on Drought and Development (IGADD) in Eastern Africa which had been signed in May, 1985. Members of the ECA team * similarly provided assistance to two other Working Groups concurrently discussing the themes of Restructuring of IGADD, and Interaction with the International Community respectively.

Background

2. The Heads of State of six of the IGADD member States, Djibouti, Eritrea, Ethiopia, Kenya, Sudan, Uganda at the Special Summit held 18 April, 1995 in Addis Ababa resolved to "expand cooperation in all areas of endeavour including, economic, social, trade, communications, humanitarian, security and conflict resolution."

3. The Ministerial Committee constituted to follow-up this Summit decision on the Revitalization of IGADD and on Expanded Cooperation Among Member States, met in Nairobi 15 May, 1995 following a meeting of the Committee of Experts held 11-13 May. The Ministerial Committee considered the three issues of (i) restructuring the IGADD Secretariat, (ii) amendment of the Charter and (iii) modalities to enhance support of the international community for revitalizing IGADD and expanding its mandate.

4. Three expert Working Groups were set up to address these issues in-depth under terms of reference specified for each theme. The schedule of work envisaged that each member State provide a national position paper on each of the three issues by 14 June, 1995. The national papers were to be harmonised during a meeting to be held 15 to 25 June, in which participants were to be 3 experts from each member State as well as consultants and the IGADD Secretariat. A meeting of the Ministerial Committee was to follow 29 June, to prepare for the meeting of IGADD member States with the International Community on 30 June.

* The ECA Team of senior staff assisting mainly Working Groups I and III included Mr. C. Grey-Johnson, Coordinator MRAG, Mr. L. Tandap, Chief, Environment Unit NRD, Mr. D. Tanoe, Economic Affairs Officer, ECO.

Membership of Working Group II

5. Taking part in the deliberations of Working Group II were delegations composed of varying numbers of senior officials from the six member States. These officials were staff delegated by all or some of the following ministries; Foreign Affairs, International Cooperation, Agriculture and Rural Development, Environment and Natural Resources, Finance, etc. as the case may be.

6. The Group was chaired by the Sudan and Ethiopia served as Rapporteur.

7. The invited participants assisting Working Group II as resource persons were:

- two senior Staff of UNHCR, Addis Ababa, and
- the ECA Regional Adviser on Energy.

Rationale for IGADD revitalization and expansion

8. The Special Summit's resolution on revitalization of IGADD and widening of its mandate may be considered to spring from the recognition that wide ranging and deeper cooperation could be a potent instrument for enhancing solutions and resolution of major environmental, developmental, peace and security concerns that are critical pre-occupations common to the countries of the sub-region.

9. The change of its mandate envisaged by the Summit would transform IGADD virtually into a sub-regional economic cooperation and integration organization similar to ECCAS, ECOWAS, SADC etc.

10. Implementation of the resolution it appears, could also receive considerable support and sponsorship in the international community.

11. It is even argued that the above rationale provides eminent justification to extend the Southern boundary of a revitalized IGADD to bring in Tanzania, Burundi and Rwanda which have a similar range of critical pre-occupations hindering development. This would extend the geography of IGADD to cover what is termed the Greater Horn of Africa Sub-region.

12. A short list of the major critical pre-occupations the countries face in common include inter alia the following:

1. Vulnerability to recurrent prolonged droughts which trigger devastating famines resulting in destitution, decimation and displacement of large numbers of people, especially the rural poor. The famines divert scarce national resources and external aid to disaster emergency relief and rehabilitation with little or no spin-offs for sustainable reconstruction and development.

2. High rates of population growth with attendant declines in general per capita access to basic food and services as the growth of needs with population outstrip the rates of supply growth.

3. Fragility of political stability, prolonged conflicts within countries and across borders.

4. Ethnic populations that straddle state boundaries, and long standing seasonal migrations across borders.

5. River basins and sedimentary basins shared by two or more States. The sustainable multi-purpose development and rational utilization of the water and land resources in the river basins and cost effective exploration and development of petroleum and natural gas reserves in such sedimentary basins would require close cooperation among the countries concerned.

6. Complementarity of comparative advantage of two or more states in sectors such as agriculture industry, transportation, commerce, etc.

7. Fragmentary size of national markets for products (e.g. agricultural, energy, industrial, mining, etc.) and services (e.g. transportation, higher education, scientific research and development, etc.) in which economy-of-scale is decisive for competitiveness.

Previous Advisory Services in Energy to IGADD

13. The record shows that ECA Advisory Services have to-date been provided to IGADD at its request in various areas including, statistics and national accounts, energy, national economic development planning, agriculture and environment etc. The advisory services in energy provided to IGADD includes:

1. Review of the outline and initial stage work in the EEC funded consultancy Study of Household Energy in IGADD Member Countries (see ECA/NRD/ME/17/90 Report of the December 1990 Mission to IGADD).

2. Substantive contributions by the two Regional Advisors on Energy and on Environment, at the Workshop held in June 1992 in Kampala, to critically review the Consultant's final draft report of the Household Energy Study (see ECA/MRAG/92/38 Report on participation in the Kampala Review of the Final Draft Report of the IGADD Household Energy Study).

3. Draft IGADD Energy Cooperation Strategies formulated following the mission to IGADD 22-31 March 1994 (see ECA/MRAG/94/84/MR, Mission Report on IGADD Energy Cooperation Strategy). Participation 19-23 June, 1995 in working Group II of the Experts Committee Meeting in Addis Ababa substituted for a follow-up mission to IGADD to finalize the draft energy cooperation strategies which in the MRAG second quarter travel plan, had been programmed to take place 14 to 28 June 1995.

PROCEEDINGS OF WORKING GROUP II

General

14. The national Position Papers had already been presented to the Expert Committee in the meetings held 17 and 18 June, 1995 as per the agenda of the meeting (Annex I). The Group therefore took up on 19 June, its discussions of the Rapporteur's zero draft synthesis of the various amendments to the IGADD Charter proposed in the national papers. Each of the amendments to each Article was considered in turn in order to arrive at consensus on the formulation of each amendment to be forwarded to the plenary of the Experts Committee. The final draft adopted by the Experts Committee would then be put before the Ministerial Committee for its consideration.

15. In compliance with the directives of the April IGADD Summit, the amendments were to aim to revitalize IGADD. The objectives of IGADD were to be extended beyond the goals set at its formation following the disastrous drought in 1983/84 of cooperation to combat drought recurrent in the Horn of Africa by overcoming and if possible pre-empting its effects on development. The new Charter was also to extend membership of IGADD to other countries in the Greater Horn of Africa (Burundi, Rwanda and Tanzania were mentioned). The new mandate would cover cooperation in all spheres of development endeavour, virtually transforming IGADD into an organisation for economic cooperation and integration i.e. an Economic Community of Greater Horn of African States.

Discussions of the Amendments

16. The Group discussed the zero draft synthesis of amendments Article by Article. It readily reached consensus on amendments to the Preamble, and on substantive provisions in the Articles on Principles, Aims and Objectives, Areas of Cooperation, etc. Controversies that could not be resolved arose however over amendments proposed to Article 2 on the IGADD headquarter location and with regard to increasing regional peace keeping capacity under Article 7.

Controversial Amendments

17. Vehement objections were raised by the Djiboutian delegation over an amendment to Article 2 that would give the Assembly leeway to determine the location of the headquarters of IGADD. Another amendment to Article 7 that would provide for increasing capacity to resolve inter and intra-State conflict in the sub-region, also met with vehement objections by other delegations.

18. The controversial amendment proposed to Article 2 read "The headquarters of the Authority shall be located at Djibouti in the Republic of Djibouti or in such other place as may be determined by the Assembly." The Djibouti delegation expressed strong opposition to this addition, and insisted that this objection be placed on record because such an amendment was outside the mandate and terms of reference of all Working Groups.

19. An addition proposed to a new Article 7G already agreed upon by the Group read "Promote peace and stability in the sub-region and create mechanisms within the sub-region for the prevention, management and resolution of inter and intra-State conflict." It was further proposed that this addition be amplified as follows: "Increase the capacity of the countries of the sub-region for the prevention, management and resolution of inter and intra-State conflicts through dialogue in order to foster and maintain an environment of peace and security in the sub-region." Several delegations objected that this amplification went far beyond what would be required to implement the amendment already adopted under Principles in 6A which reads (c) "The peaceful settlement of inter and intra-State conflicts through dialogue". This controversy also remained unresolved.

Major ECA contributions to Draft Amendments of the Charter

20. The ECA representative found encouragement all round in Group II, to participate actively and proposed a number of substantive contributions in the drafting of amendments to the IGADD Charter. The major contributions included two additional amendments and enhanced formulation of several other amendments, as further outlined hereunder.

Additions

21. One of the ECA proposed additional amendments to the Preamble which the Group accepted reads:

"Cognizant of the wide ranging similarities of present and future challenges and inter-dependence of sustainable development in their countries as well as the extensive complementarities of their natural resource endowments"

The ECA proposed additional amendment accepted by the Group under new Article 6A Principles reads:

"Mutual and equitable sharing of benefits accruing from cooperation under this Agreement"

Substantively enhanced reformulations

22. The ECA also contributed substantively enhanced reformulations of several amendments which were accepted in Article 7 ~~Amendment Objectives~~ to read as follows:

- (d) "Achieve regional food self-sufficiency and encourage and assist efforts of member States to collectively combat drought and other natural and man-made disasters and their consequences."
- (e) "Initiate and promote programmes and projects for environmentally sustainable development of natural resources."
- (f) "Develop and improve a coordinated and complementary infrastructure, particularly in the areas of transport, communication and energy."
- (h) "Mobilize resources for the implementation of emergency, short-term, medium and long-term programmes within the framework of sub-regional cooperation."

23. The following substantively enhanced reformulations were mainly contributed from ECA to several sub-Articles of Articles of 7 under Areas of Cooperation that read:

Article 7G Plant and Animal Disease Control

"Member States undertake to coordinate and strengthen effective mechanism for monitoring and control of migrant pests and spread of animal and plant diseases and pests"

Article 7E Environment

Members States undertake to coordinate their efforts to:

- (a) "Preserve, protect and improve the quality of the environment."
- (b) Ensure the prudent and rational utilization of natural resources."
- (c) Develop harmonious environmental management strategies and policies."

Article 7F Natural Resources

"Member States undertake to coordinate their efforts towards the sustainable management and utilization of shared natural resources."

Article 7J Transport and Communications

"Member States undertake to harmonize their transport and communication policies, and development of infrastructure and to remove physical and non-physical barriers to inter-State transport and communications."

Article 7L Energy

"Member States undertake to cooperate in increased sustainable utilization and development of energy resources in the sub-region, and in the gradual harmonization of their national energy policies and energy development plans."

Article 7M Science and Technology

"Member States undertake to cooperate in the harmonization of their national policies in scientific and technological research and development, transfer of technology, and their policies on capacity building in science and technology in the sub-region."

Conclusion and Recommendation

The ECA Programme of Work includes the sub-programme on implementation of the Abuja Treaty through the provision of technical assistance to African sub-regional cooperation and integration groupings, as building blocks towards the emergence of the African Economic Community. The Secretariat may therefore wish to continue to provide at the request of IGADD member States, advisory assistance in further follow-up and implementation of the April 1995 Special Summit resolution on revitalization of IGADD and expanded cooperation among member States.

THE SECOND MEETING OF EXPERTS FROM
THE MEMBER STATES ON THE REVITALISATION OF
IGADD AND ON EXPANDED COOPERATION AMONG MEMBER STATES

DRAFT PROGRAMME OF WORK

17 - 25 JUNE 1995

Saturday 17 June 1995

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|---------------|---|
| 09:00 - 10:30 | 1. Introduction of National Position Papers |
| 10:30 - 11:00 | COFFEE BREAK |
| 11:00 - 13:00 | 2. Item 1. Continued |
| | 3. Discussion on: |
| | a) Amendment of the Charter; |
| | b) Restructuring of IGADD; |
| | c) Interaction with the Inter-national Community. |
| 13:00 - 15:00 | LUNCH BREAK |
| 15:00 - 17:00 | 4. Item 3. Continued |

Sunday 18 - Tuesday 20 June, 1995

5. Formation of 3 working groups and harmonisation of national positions by the 3 groups.

Wednesday 21 June, 1995

6. Presentation and discussion of the report of the working groups.

Thursday 22 - Friday 23 June, 1995

7. Refining of the report of the working groups.

Saturday 24 June, 1995

8. Presentation and discussion of the refined report of the working groups.

Sunday 25 June, 1995

9. Consideration of a draft agenda for the meeting of the Council of Ministers on 29 June 1995.
10. Consideration of a draft agenda and working document for the meeting with the International Community.
11. Time table for June 30 - August 1995.
12. Adoption of the Report of the Experts from the Member States.
13. Any Other Business.
14. Closure of the meeting.