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CONFIDENTIAL

THE SECRETARY-GENERAL'S REPORT ON THE WORKING
OF THE EXECUTIVE SECRETARIAT OF THE CO-ORDINATING
COMMITTEE FOR THE LIBERATION OF AFRICA



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PART I: INTRODUCTION

As a result of the report of the External Board of Auditors on the accounts of the Executive Secretariat of the Co-ordinating Committee for the Liberation of Africa and the report on the same accounts by the Internal Auditor, the Advisory Committee on Financial and Budgetary Matters recommended on 18 December 1972 that the Administrative Secretary-General should send a team from the General Secretariat to investigate and review all matters contained in the Audit reports and prepare another report for consideration of the Committee and the Council of Ministers.

2. Accordingly, the Administrative Secretary-General despatched to Dar-es-Salaam a fact-finding mission from the General Secretariat comprising Mr. B. Monze, Head of Administration Department, Mr. B. Barry, Chief Legal Adviser and Mr. Johnson of the Finance Section. The report of the mission which visited Dar-es-Salaam from 27 December 1972 to 4 January 1973 was submitted to the Advisory Committee on Budgetary and Financial Matters on 11 December 1972 as document no. FBM/8(XIV). This report evoked a great deal of debate at the Committee meeting especially when the Executive Secretariat of the Co-ordinating Committee for the Liberation of Africa submitted its own rejoinder (Document CM/478/Add.2) to the report. The Advisory Committee on Financial and Budgetary Matters, having failed to reach a unanimous decision on the report of the fact-finding mission to Dar-es-Salaam, decided that both this report and the comments of the Executive Secretariat in Dar-es-Salaam be submitted to the Council of Ministers for its consideration.

3. However, at the Council of Ministers meeting which was held in Addis Ababa from 5 - 10 February 1973, the Administrative Secretary-General was asked to conduct further investigations and submit an acceptable report to the next Council of Ministers meeting in May 1973.

4. In compliance with the decision of the Council of Ministers, the Administrative Secretary-General hereby presents this report on the Executive Secretariat of the Co-ordinating Committee for the Liberation of Africa. The Secretary-General used as basic documents the following reports:

- (a) External Auditors' Report No. CM/478
- (b) Internal Auditor's Report of 29/9/72 and 31/10/71
- ~ (c) Report of the Fact-finding Mission of the Secretariat led by Mr. Monze (Document No. FBM/8(XIV))
- (d) Comments of the Executive Secretariat of the Liberation Committee on the Monze Report No. CM/478/Add.4 Annex II.

To ascertain the facts of certain allegations contained in these reports, the Administrative Secretary-General conducted personal investigations. To complete certain aspects of these investigations he despatched a further mission to Dar-es-Salaam and Nairobi led by his Chief of Cabinet and comprising an Accountant from the General Secretariat.

5. The report which, therefore, follows represents the independent findings of the Administrative Secretary-General.

6. The Administrative Secretary-General considered that in the interest of the Organization, it was necessary to distinguish two distinct problems in the Administration of the Executive Secretariat in Dar-es-Salaam. The first was what may be termed as maladministration within the framework of the existing system. In order to ensure urgent orderly administration, the Administrative Secretary-General deemed it necessary not only to depict the shortcomings but to correct them without delay. The results of his findings and the corrective measures taken constitute Part II of this report. The Administrative Secretary-General, however, found that a very important second problem existed and that if this was not tackled, effective implementation of the authority of the General Secretariat over the Executive Secretariat, as well as the proper inculcation of a spirit of discipline within the Executive Secretariat itself, will continue to be illusory. This was the need to harmonise political exigencies in the selection of the Executive Secretary and his Assistants with orthodox administrative procedure that would ensure respect for and compliance with administrative hierarchy and discipline. Proposals in this regard are contained in Part III of this report for the Council of Ministers to consider.

PART II: ADMINISTRATIVE MEASURES

7. The Board of External Auditors, in its remarks on the keeping of records at the Dar-es-Salaam Office, reported that it cannot be said that there had been some improvement in the keeping of accounts as compared with the previous year. The Monze Commission reported in the same vein when it said "we should honestly say that we noted many irregularities in the keeping of accounting books and files and especially in the filing of accounting records."

Records on the same transaction were sometimes filed in several files which were kept by different persons and, in some cases, some documents simply disappeared in the administrative process."

8. The Secretary-General's findings were not markedly different from the reports on the unhealthy system of the keeping of accounts in this office which, to say the least, does not often conform with the Financial Regulations of the Organization of African Unity (CM/40/Rev.1). The unfortunate state of affairs, in this regard, is due largely to the calibre of the officer in charge of accounts in the Dar-es-Salaam Office. In order to ensure that the accounts are properly kept in strict compliance with the Financial Regulations of the Organization, the Secretary-General has decided to replace, without further delay, the Accountant Mr. A. Samara at the Liberation Committee Office with a more capable and experienced Accountant. He has been transferred to Addis Ababa while Mr. Johnson from Addis Ababa has been posted to Dar-es-Salaam. Similarly, in order to ensure a peaceful atmosphere in the Executive Secretariat, the lack of which was largely responsible for a good deal of the indiscipline in the Secretariat, the Administrative Secretary-General has also decided to transfer the Internal Auditor, Mr. Abdallah, to Lagos. A new Internal Auditor has been recruited and will be assuming office in Dar-es-Salaam from 1 June 1973. The changes are more corrective than punitive and are aimed at greater efficiency in the Executive Secretariat.

MISSIONS AND TOURS

9. The considerable disregard of the Organization's Financial Rules and Regulations in respect of missions and tours which featured in all previous reports on the Executive Secretariat was confirmed. The Administrative Secretary-General has taken steps to ensure that, from now on, the Financial Regulations with regard to missions and tours

are strictly observed. For instance, to ensure that the General Secretariat keeps a close watch in order to avoid possible abuse in carrying out missions and tours, the Executive Secretary shall seek the approval of the Administrative Secretary-General for all missions and tours undertaken by himself which are not of an urgent character and shall send to him quarterly for scrutiny, duplicate copies of travel request forms and travel claims submitted by staff members in the Executive Secretariat who have undertaken any tours.

PURCHASE OF DRINKS

10. The report that during the Financial Year 1971/72, the Executive Secretary and his Assistants bought drinks on several occasions out of the Secretariat's funds for their personal consumption was seriously contended by the Executive Secretariat which argued that the drinks were purchased for the entertainment of freedom fighters. The Secretary-General has, however, ordered that with immediate effect, only on occasions of celebrations such as the OAU Day, should the General Fund be used to purchase drinks and that this should be accountable. Senior staff of the Executive Secretariat enjoy diplomatic privileges and as such should order their own drinks if they so wish. It may be necessary to point out that even the privilege of purchasing drinks from the Stores of the General Secretariat was stopped on the advice of the Advisory Committee on Financial and Budgetary Matters in December 1972, because of the many abuses which this practice led to. This decision has now been extended to apply to all Regional and Sub-Regional Offices of the Organization.

GRATUITY

11. The payment of 25 per cent gratuity to the military experts employed by the Liberation Committee instead of the usual 15 per cent approved by the Council of Ministers, which formed part of the adverse report on the Executive Secretariat was found to be true. The Administrative Secretary-General has ensured that the over-payment, which was made on the basis of the old rate to any of the Experts, has been recovered. Furthermore, the manner of recruitment of military experts was subject of criticism in previous reports. To remedy this, the Administrative Secretary-General has instructed that the recruitment of military experts shall be made by the Administrative Secretary-General on the recommendation of the Executive Secretary. The Executive Secretary shall clear all recruitments with the Tanzanian Government, before recommendation to the Administrative Secretary-General.

GENERAL AND SPECIAL FUND

12. The Monze Report stated that it was argued by the Executive Secretariat that the administration of the special fund was not governed by the Financial Rules and Regulations of the General Secretariat and that the Secretariat of the Liberation Committee had no account to render to the General Secretariat on it, as in the case of the General Fund where monthly returns are made to the General Secretariat. Although the Executive Secretariat refuted this in its rejoinder, the Administrative Secretary-General is convinced that a feeling to this effect had existed amongst the personnel of the Executive Secretariat. The basic Rules and Procedures of the Liberation Committee, the decisions contained in CM/Dec/21(IX), CM/Dec.53(XII), CM/Dec.136 (XVI), Resolution CM/Res.175(II) of the Council of Ministers and decisions of the Third Ordinary Session of the Assembly of Heads of State and Government concerning the management of the Special Fund,

however, spell out quite clearly the responsibilities of the Administrative Secretary-General over the administration and auditing of the Special Fund. In order to ensure that he fulfills this task entrusted to him, the Administrative Secretary-General has now instructed that the Executive Secretariat shall henceforth submit monthly returns and vouchers in respect of the Special Fund to the General Secretariat as is already the case with the General Fund, and that the Financial Rules and Regulations of the Organization shall apply to the Executive Secretariat of the Liberation Committee. The Administrative Secretary-General intends to consult with the Standing Committee on Financial Matters in Dar-es-Salaam with a view to drawing up special measures to meet emergency situations in the particular circumstances of the concept of a war office given to the Secretariat. It would be ensured that such measures allow for full posterior accounting and control of expenditure. The Administrative Secretary-General hopes that this would give Member States more confidence in the proper administration of all funds at the disposal of the Executive Secretariat in Dar-es-Salaam. It is necessary that confidence of Member States in the administration of the Special Fund be assured so that contributions from sceptical Member States would start coming in. It is sad to note that out of the budget of £933,360,000 approved in 1971/72 for the Special Fund only £355,342,000 was actually contributed.

CONTRACTS OF NON-MILITARY OR NON-STRATEGIC NATURE

13. The Rules and Regulations of the Organization of African Unity stipulate that all contracts should be submitted to a Tender Board. Although the construction of an annexe to the Office of the Liberation Committee was a necessity and the project was approved by the Liberation

Committee and over-expenditure approved by the Chairman of the Standing Committee on Finance instead of the Committee itself, there was no evidence that this contract was awarded after a properly constituted Tender Board. Besides, the over-expenditure was too huge to have been approved by the Chairman alone. This departure from established Rules and Regulations naturally gave rise to many criticisms and insinuations. The Administrative Secretary-General has ordered that contracts of a non-military or strategic nature, should, henceforth, be submitted to a properly constituted Tender Board within the Executive Secretariat.

CONTRACTS OF A MILITARY OR STRATEGIC NATURE

14. The purchase of ten Fiat trucks, two military ambulances, the construction of the Stores for military equipment - all of these fall under contracts of a military or strategic nature. It is obvious that contracts and purchases of this kind cannot be matters which should be treated by an ordinary Tender Board.

15. The Monze Report stated that the team did not see the ten Fiat trucks supposed to have been purchased as it had not sufficient time to do so. The Secretary-General wishes to affirm that the relevant registration documents for each of the trucks have now been made available and that the trucks were seen and inspected by the recent mission to Dar-es-Salaam. They are at present at the disposal of the liberation movements. Similarly, there is evidence that two military ambulances were effectively bought and that the construction of warehouses for military equipment was carried out. These were seen and inspected by the mission of the Administrative Secretary-General. In this connection, the Administrative Secretary-General wishes to recommend that the Liberation Committee at its next meeting should

study the procedure to be adopted in dealing with contracts and purchases of a military or strategic nature.

16. The lack of appreciation of the delicate nature of purchases which are of a military and strategic nature is one of the factors that led to the criticism of the El Nasr Company. The Liberation Committee cannot reasonably be expected to purchase directly military trucks and other strategic equipment from firms abroad. The purchase of such material very often requires special arrangements handled under a strict security blanket. Within the framework of the procedure to be defined by the Liberation Committee, as recommended above, it will be seen how best to utilize the services of El Nasr Company or similar companies or agencies existing in other Member States.

THE NAIROBI ALL AFRICA-TRADE FAIR

17. The main irregularities in the handling of the All-Africa Trade Fair in Nairobi in 1972 may be summarised as follows:

- (a) More officials of the Co-ordinating Committee for the Liberation of Africa attended the Fair instead of six approved by the Executive Secretary.
- (b) Full per diem allowances were received by officials and representatives of the Liberation Movements in addition to free accommodation, food and transportation borne by the Liberation Committee in violation of the Financial Rules and Regulations of the OAU.
- (c) Special privileges such as hire of cars for the Executive Secretary and his three Assistants and the special accommodation given to the Executive Secretary over and above the entitlements of an officer of his grade in the OAU Secretariat.

- (d) Signing of receipts on plain papers by Liberation Movements. Signatures were such that their authenticity could not be determined.
- (e) Payments made to the Kearsley Agency and other hotels in Nairobi against lodging, food and transportation of members of the Liberation Movements and officials of the Secretariat had no accounting records such as bills and hotel notes signed by the clients.
- (f) Withdrawal of cash instead of the use of travellers cheques by the Assistant Executive Secretary for Administration and Finance.

18. We shall examine these irregularities one by one, in view of the significance of the Nairobi Fair: The Executive Secretary's decision that the board and lodging of the delegates be paid for, and that, in consequence, delegates be paid only half of their per diem allowances in accordance with OAU Regulations was right. But this was not respected as full per diem was paid to all the delegates. The Administrative Secretary-General instructed that all OAU staff who were paid full per diem should be asked to refund 50% of same. This would exempt freedom fighters as it would be equitable to penalise only OAU staff who cannot claim ignorance of the Financial Rules and Regulations of the Organization. Similarly, the Administrative Secretary-General also instructed that only the entitlements of the former Executive Secretary and his Assistants in accordance with Financial Regulations should be borne by the Executive Secretariat and that the amounts over and above their entitlements be refunded. Action is already being taken in these respects.

19. The Executive Secretary decided that only six officials should attend the Fair. On the authority of the former Secretary-General of the Organization, one other official was added to the list making a total of seven. But it has been noted that a total of ten attended, three persons apparently attending without authorization. The Administrative Secretary-General has discovered that of these three there were two drivers from Dar-es-Salaam, and one official from the General Secretariat. The two drivers were necessary to drive official vehicles brought from Dar-es-Salaam while the General Secretariat official attended the Fair on his own personal account, and has to bear any expenditures incurred on his behalf. Action has been taken to this effect.

20. The hire of cars by the Executive Secretary and his Assistants has been proved to be inexact. The Executive Secretary and his Assistants were in effect using the two official vehicles brought from Dar-es-Salaam. They hired two mini-buses which were used for the transportation of members of Liberation Movements, since their pavilion was situated twelve miles away from the hotel in which they were lodged. There is, therefore, no evidence of abuse of power here.

21. The fact that all payments were made on plain paper was not exact. They were made on official receipt books in triplicate as required by our Regulations. But when the receipt books got exhausted, they were made on plain but letter-headed paper of the Liberation Committee. The Administrative Secretary-General has, however, instructed that the Executive Secretary guard against the shortage of receipt books in future and that these should always be covered by relevant vouchers. The real names of the freedom fighters who claim moneys should also be deposited with the Executive Secretary together with their addresses so that there could exist the possibility of cross-checking in case of necessity as it is admitted that they sign receipts or vouchers only with their "fictitious" names for security reasons.

KEARSLEYS, NAIROBI

22. Although it was true that bills were not signed by the clients, in this case, officials of the Liberation Committee, who were accommodated by Kearsleys, the breakdown of the hotel bills provided by Kearsleys was seen and full payment has been made by the Assistant Executive Secretary for Finance and Administration to this Company for all expenses incurred during the Fair, except for the return tickets by air of certain members of the Liberation Movements. But this is presently receiving attention.

23. The withdrawal of the sum of Stg.9,300 in cash by the Assistant Executive Secretary in charge of Administration who was entrusted with the responsibility of ensuring the material organization of the participation of the Liberation Committee, inadvisable though it was, did not result in any loss for the Organization. The amount was exchanged in Kenya in a manner that is not supported by receipts but that did not, however, fall below the then average existing official exchange rates, judging from the sums credited in Kenyan currency. It was noted that the Assistant Executive Secretary (Administration and Finance) withdrew this amount with the approval of the Chairman of the Permanent Committee on Administration and Finance in Dar-es-Salaam. However, the Administrative Secretary-General has instructed that no officer should be allowed in future to withdraw cash from the bank to such an amount for the purpose of settling bills. As much as possible, travellers cheques should be obtained from the banks and payments made in travellers cheques. In addition, he instructed that every delegation of the Executive Secretariat to events such as the Trade Fair should in future have an accounting officer who should preferably be the Accountant of the Executive Secretariat, who knows all about accounting procedures.

24. In response to the invitation to the Liberation Committee for the participation of the Liberation Movements at the First All Africa Trade Fair, the Executive Secretariat obtained the approval of the 19th Session of the Liberation Committee for an allocation of Stg.£10,000.00. The expenses incurred, however, were Stg.£16,754.21. There is no indication that the unforeseen over-expenditure of Stg.£6,754.21 was later taken note of by the Standing Committee for Finance in Dar-es-Salaam. In order to put the records straight, the Administrative Secretary-General instructed that this be done without further delay. The refunds by staff members who had received more than they were entitled to, decided upon by the Administrative Secretary-General, would reduce considerably this over-expenditure.

THE CO-ORDINATING OFFICE

25. The Administrative Secretary-General was informed by the Executive Secretary that an end has been put to the existence of this office and that claims from and payments to it were no longer being made, with effect from 1 January, 1973. The Administrative Secretary-General was satisfied with this development and did not consider it advisable to continue the debate on the legality or illegality of the existence of the former office, with reference to our administrative structures.

GOODS DELIVERED TO THE PAIGC IN CONAKRY

26. The reports which seemed to cast some doubts about the effective delivery of certain goods, including one eight-ton lorry, 3,000 pairs of boots, 5,782 drill camouflage uniforms meant for delivery to Conakry by El Nasr Company, were found to be incorrect. There is evidence that all the goods including the eight-ton vehicle were delivered in Conakry. The Sub-Regional Office in Conakry, which kept the vehicle in question instead of delivering it on time to the PAIGC, on the grounds that it was damaged during its transportation, has been instructed to deliver it without further delay to the PAIGC.

PART III: PROPOSED LEGISLATIVE ADJUSTMENTS

27. For a proper and effective administrative control of the Executive Secretariat by the General Secretariat, the Administrative Secretary-General has the honour to propose the following amendments to the basic Rules and Regulations governing the Co-ordinating Committee for the Liberation of Africa:

(a) Sub-Paragraph 2 of the Preamble
Old Text:

"Members of the Executive Secretariat are international civil servants, answerable only to the Co-ordinating Committee for the Liberation of Africa. In the performance of their duties, they shall strictly observe the provisions of Article XVIII of the Charter of the Organization of African Unity".

New Text:

"Members of the Executive Secretariat are OAU Staff and shall be subject to the Rules and Regulations of that Organization. In the performance of their duties, they shall strictly observe the provisions of Article XVIII of the Charter of the Organization of African Unity. The Executive Secretary shall be the administrative representative of the OAU Secretary-General".

(b) Sub-Paragraph 1 of Article II
Old Text:

"The Executive Secretariat of the Co-ordinating Committee for the Liberation of Africa shall compose of:

- 1(a) An Executive Secretary who shall be appointed by the Committee of Eleven with the approval of the Council of Ministers;

- (b) Three Assistant Executive Secretaries who shall be appointed by the Co-ordinating Committee for the Liberation of Africa;
- (c) Staff recruited in African countries and appointed by the Executive Secretary in accordance with rules made by the Co-ordinating Committee for the Liberation of Africa".

New Text:

"The Executive Secretariat of the Co-ordinating Committee for the Liberation of Africa shall compose of:

- 1(a) An Executive Secretary who shall be recruited and appointed by the Administrative Secretary-General upon the choice of the Head of State of the Host Country;
- (b) Three Assistant Executive Secretaries who shall be recruited and appointed by the Administrative Secretary-General on a regional basis after consultation with the regions concerned;
- (c) Staff members recruited in African countries in accordance with OAU Rules and Regulations.

It is emphasized that, inspite of the above special procedure for recruiting the Executive Secretary and his Assistants, these staff once recruited become fully governed by the Staff Rules and Regulations of the Organization as well as its Code of Discipline".

Last Sentence of Article XVOld Text:

"..... Copies of approved reports shall be sent to the Administrative Secretary-General for his information".

New Text:

"..... Copies of this report shall be submitted in advance to the Administrative Secretary-General for his information".

PART IV: CONCLUSION

The Administrative Secretary-General hopes that the Council of Ministers would approve the measures and recommendations contained in this report, and call on all Member States henceforth to repose confidence in and pay their dues promptly to the Co-ordinating Committee for the Liberation of Africa, in the pursuit of our common struggle for the total decolonization of our Continent.



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The Secretary General's Report on the working of The Executive Secretariat of the Coordinating Committee for the Liberation of Africa

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