
DIKE NWORAH**

INTRODUCTION

At its inception the Organization of African Unity was confronted with structural problems which it attempted to solve through the establishment of specialized commissions. By apparent degrees, however, these commissions and their committees had proliferated to such an extent that the efficiency of the organization was threatened. For instance, its sub-committees, and other ad hoc committees, developed a rather awkward tendency of creating more committees, other sub-committees, and yet other small ad hoc committees which became so enormous that functions overlapped.1

With this background of structural rivalries, the decision by African States to take over the Commission for Technical Co-operation in Africa, an imperial hangover, and integrate it with one of the existing commissions was the right one, and the procedure adopted should serve as a model of thoroughness for future mergers. By analysing the background, the process and problems of this particular integration, it is also possible to highlight other problems of institutional rivalry and complementarity which would enable Africa not merely to discriminate between priorities but to demand concentration in view of the inadequacy of available resources.

HISTORICAL BACKGROUND

The Commission for Technical Co-operation in Africa South of the Sahara (CCTA)2 which was established in January 1950, was legalized by an international agreement signed in London on 18 January 1954 with Belgium, France and the United Kingdom as the principal founding members.3

3 By 1964 the following Governments were members: the Cameroons; Central African Republic; Chad; Congo (Brazzaville); Congo (Leopoldville); Dahomey; Federation of Rhodesia and Nyasaland; Gabon; Ghana; Guinea; Ivory Coast; Liberia; Madagascar; Mali; Mauritania; Niger; Nigeria; Rwanda; Senegal; Sierra Leone; Somalia; Tanganyika; Uganda and Upper Volta.
The general objective of the Commission was to ensure technical co-operation between African countries, and, as part of this general objective, the functions of the CCTA included all matters affecting technical co-operation between member Governments and their colonial territories, the recommendation to member Governments of measures conducive to such co-operation, the convening of technical conferences in order to ensure regular exchanges of information through the organizations under its aegis, the promotion of joint ventures in fields chosen by member Governments, with the assistance of its International Research Fund, and the administration of the Foundation for Mutual Assistance. It was financed by contributions from member budgets to its annual budget which in 1963 stood at Naira 600,000.4

At least once every year, full sessions of the Commission met after which their recommendations and decisions were submitted to member Governments for implementation in the territories concerned. In November 1950, following the Johannesburg Scientific Conference of 1949, the Scientific Council for Africa South of the Sahara (CSA) was established to perform the role of scientific adviser to the CCTA, and to further the application of science to the solution of African economic and social problems. Membership was composed of eminent scientists representing the main scientific disciplines and chosen by the Council itself. Other technical bureaux, committees, permanent secretariats and correspondents dealt with specific aspects of technical co-operation in the continent, while some functioned along regional lines. By 1964, the CCTA/CSA Secretariat had two offices, one in Lagos and another in Nairobi. The Secretariat was headed by a Secretary-General who was assisted by two Assistant Secretaries-General, a Scientific Secretary and an Assistant Scientific Secretary. The publications of the Commission, which in the main dwelt on scientific and technical affairs, were issued from London where an important depository also existed.5

With independence, African States came to assume wider responsibility in technical, as in political, affairs. The CCTA was gradually forced to adapt itself to these new trends which placed greater accent on practical activities of immediate application and increased regionalism of activities due to increased membership. The Commission continued to play a co-ordinating role between African countries, serving also as a contact medium between technical services in Africa and the experts from Europe and other parts of the world. All the same, with the imperative political changes, methods of operation had to be varied, while objectives, which were at times imperial in outlook, had to be modified so as not to conflict with national priorities. No doubt, liaison, co-ordination, pooling of knowledge and training facilities, combination of resources and mutual assistance continued; but it was obvious that new trends had emerged. At times, personality clashes between whites and between whites and blacks, personal friendships, opposing schools of thought and method affected the general direction, and even undermined

5 Ibid.
the general principles of the Commission. But the most spectacular feature was the new tendency which highlighted national priorities, while shortages in many other spheres were scrutinized. African States, by and large, insisted on concrete activities.

Thus by 1960, the recommendations adopted by the Administrative Committee of the Commission had pin-pointed the new tendency. In the first place, the Commission would help appropriate technical services in Africa to establish priorities and define the subjects which should form the object of important joint action. Secondly, it would help to look for possibilities of financial aid for projects from outside CCTA if the Governments concerned in each case were agreeable. Thirdly, it could provide qualified representatives of organizations which could contribute financially and technically in drawing up a detailed programme of action (i.e., budget, staff, and equipment needs). Finally, the CCTA would contribute to the co-ordinated implementation of programmes drawn up by the respective national authorities with the necessary financial aid.

Thus, with several African countries achieving independence by 1961 in the area covered by the Commission, the problems of associating the African populations with the development of their nations, the problem of the system and structures inherited from the colonial relationship which in most cases needed reorganization (in view of shortages of administrative and technical manpower, and lack of adequate correspondence between cost and objectives, and the means and desires of these emergent States) became overwhelming.

Therefore, by 1962, the Secretary-General of the CCTA had announced that “the period of rapid and sometimes dramatic change through which Africa was passing, had come to its close”. He was referring to the decisions of the Abidjan Conference where African States virtually seized control of the CCTA. The new solution, he pointed out, had to make provision for necessary adjustments to structures and programmes. The CCTA had by 1962, therefore, come to the end of a transitional period; its requirements and role had to harmonize with the requirements of the independent African States. However, in the words of the CCTA Secretary-General:

action by countries and organisations outside Africa did not take on definite shape; but a gradual withdrawal by European countries from certain forms of participation was expected; and the manifold and often disparate projects undertaken by the international organisations had not yet made it possible to discern the basic principles of their future policy.

Nevertheless, the recommendation in 1962 by the Secretary-General of the CCTA that the CSA should remain intransigent on the fundamental principle of choosing associate members on its previously established rule

---

6 C.S.A., Tenth Meeting of the Scientific Council, Kampala, 1959, publication, No. 37, under CCTA.
7 C.S.A., 11th Meeting, Cape Town, 1960, publication, No. 57, under CCTA.
8 C.S.A., 12th Meeting, Pointe-Noire, 1961, publication, No. 67, under CCTA.
of personal qualifications and not by reference to their nationality, did not prevent the independent African members from deciding to expel South Africa and Portugal from the Commission. The youthful vigour of African States, nourished by their conviction of the primacy of the political kingdom, could not tolerate the Council’s wish to retain individuals from the two hostile areas.

**Towards Integration**

In May 1963, the Addis Ababa Summit Conference had decided to establish a Scientific, Technical and Research Commission. Resolution VII of the Summit said that CCTA could be adopted to fulfil that role. Earlier on, at the CCTA session held in Dar es Salaam between January and February 1963, the final adoption of the new CCTA Convention had been deferred until the Heads of African States had had an opportunity to consider the role and direction of the CCTA within the overall context of Pan-African co-operation. According to Article 23 of this new Convention:

Pending the signature and ratification of this Convention as provided in Article 16 the Parties having initialised this Convention agree to apply it provisionally as if it had entered into force as from the date of initialising, subject to any decision which may be taken by the Heads of States of African and Malagasy States at the Conference at Addis Ababa or at any subsequent Conference on the role of the CCTA within the overall context of Pan-African co-operation.10

The OAU, therefore, in May 1963 decided to maintain the CCTA and to reconsider its role in order to bring it eventually within the scope of the Organization of African States which had as one of its aims, “an organ for technical, scientific, and cultural co-operation”. A transitional period appeared necessary to some States before full integration of the CCTA into the OAU during which modalities were adopted allowing the founder-members to continue their participation. It was a clear-cut policy of the OAU to maintain the institution of the CCTA; enthusiastic States wanted its budget reapportioned amongst all members of the OAU.11

By August 1963, Mali had brought to the attention of the OAU Council of Ministers meeting in Dakar to the relevant portions of the Report on the CCTA. After discussions on the Report, a Committee of the Council had decided upon integrating the CCTA with the OAU and consequently empowered the then Provisional Secretary-General, Diallo Telli, to negotiate the transfer of the powers held by the non-African States, “to bring about practical integration of the CCTA, and to submit a detailed report on the consequences of the take-over of the CCTA at a date which the Committee left the Conference of Foreign Ministers to decide.” It was true, however, despite the international agreement by which the Commission was established, that in practice no non-African country by that date “held power within the CCTA since the Abidjan meeting of February 1962” when, as the Niger

---

11 Special Brief (Private and Confidential).
delegate reminded the OAU Council, "these countries were unanimously divested of their powers by the African members."

However, the exclusion of foreign elements from control in the CCTA created a vacuum which one or the other or a group of African States wanted to fill. The diplomacy of the integration of the CCTA therefore fell in line with the early manoeuvres of individual African States to secure either the Secretary-Generalship, or the Headquarters, for the OAU or one or the other of its important specialized commissions. At times mere suspicions of the motives behind the haste and urgency demanded by some over integration tended to prolong, even they also helped to clarify, discussions. But below the mainstream was the conspiracy of the Arab bloc (who were new to the CCTA programme) and Malagasy States, with the connivance of Ghana, to move the CCTA headquarters from Lagos to Algiers, and the necessity recognized by most States to prevent the move.

However, by the time the Council of Ministers met in Lagos in February 1964, concrete arrangements seemed to have crystallized from the decisions at Addis Ababa and Dakar. The STRC had held its first meeting at Algiers early in February 1964, and had discussed at some length the application of science for socio-economic development and the need for a sound policy of scientific development. It had also studied the progress report of its Acting Secretary-General on the implementation of the Ministerial Council's decision on the integration of the CCTA with the OAU, and passed a resolution urging "that the effective date for the integration of the functions of the CCTA in the OAU be October 1, 1964." 13

When debate opened on 27 February 1964 in the 2nd Committee of the Council of Ministers in Lagos, for various reasons, some already implied, several countries disagreed with the suggested date for integration. "There are certain problems which arise" said the delegate of Mali who could not see how they would be resolved by the 1st of October of that year. In his view, the problems were basically legal, partly financial and structural, but mainly strategic. A legal problem existed in the Resolution of the OAU Heads of State which stated that the CCTA Secretariat should initiate contact with non-African members of the CCTA on the future of the organization. From a purely procedural point of view, it seemed somewhat unclear why another Resolution should be adopted without a report on the previous one which had demanded a reply from the non-African countries involved. "We do not think," the Malian delegate insisted, "that we should enter into any relationship with the non-African countries concerning funds for the CCTA. It will not be good that, in financing the CCTA we should undertake provisions which are contrary to the provisions of international law."

The real problem was not purely financial. The draft resolution had requested that all member countries should pay their subscriptions before

---

30 June 1964 because the CCTA was in financial difficulties. The finance of the CCTA was no doubt "rather feeble". But Mali felt that payment of subscriptions would not solve the problem which was mainly organizational. It was pointed out that the CCTA had a site in London, a working office in Brazzaville, and another office for health in Nairobi. In the view of Mali, the Nairobi office raised no problem, being "an important office which affects a lot of people". "Its activities were known by the older Commissions, but the Provisional Secretary-General has not told us what is going to happen to the other offices", Lagos, for example. Moreover, the Executive Secretary of the CCTA by 1964 was not an African, and since most of the services and studies undertaken were technical and scientific, how "are we going to replace this non-African staff?" "What action has been taken to keep the non-African staff out of the CCTA?" "As long as these problems are not settled," Mali concluded, "we feel that it is very premature or dangerous to suggest this date of 1st October for integration."

The Dahomean delegate agreed, amplifying the point further. "If we accept integration as from 1st October 1964, I have great doubts whether we will not endanger the whole being of the CCTA." The CCTA "exists" in principle, and "is governed by convention", and that allowed that "when the organisation died, there should be liquidation of the goods of the organisation". Since the OAU had not secured agreement on integration from France, Belgium and Britain, these countries would claim a share of what they had in the CCTA "if it died".

Although Mali had argued that finance was not the most urgent problem, Nigeria still suggested that "the best the Council could do was, primarily, to examine ways and means of finding funds to replace the money provided by the founder members". It was "unsatisfactory" that the CCTA should be "primarily" supported by the former colonialist powers; therefore, the Lagos Council of Ministers should take an urgent decision on how to raise money to sustain the CCTA Secretariat. If the OAU could not take over the Secretariat of the CCTA "until after twelve months' notice", "imperialists and their agents will continue to dominate the affairs of the CCTA meanwhile." And since the financial burdens then fell on only half the members of the OAU, Nigeria felt that it was unfair.

Moreover, the question of when the founder-members would withdraw was, in Nigeria's view, the second important stage. But further discussion on the mere intention to withdraw would merely perpetuate the domination by non-Africans of this organization which rightly belonged to the independent States of Africa. Finally, she proposed the acceptance of the recommendation of the Scientific Committee which met earlier at Algiers, and went further to request the Secretariat to suggest how best to effect the takeover of the CCTA.

The Ivory Coast at once repudiated the imperialist bogey apparently

15 Dahomey, ibid., pp. 304-5.
created by Nigeria. The CCTA had been an African body since February 1962, and since the 17th Session when the previous Secretary-General had opted to resign and the African countries had pressed him to continue until an African was appointed. The founder-members, in the view of the Ivory Coast, had understood and accepted, even if unwillingly, the principle of the CCTA as an African body directed and managed by Africans. The Ivory Coast stressed that the importance of integration with the OAU but doubted whether it was possible to effect change rapidly. Moreover, it was necessary to consider the position of the non-African members whose financial assistance, expert and personnel advice had worked the organization. Finally, the Ivory Coast suggested that the OAU “must indicate here that we must co-operate with the CCTA through our own men” and by “methods which will make it possible to carry out our aims”.17

The Cameroon agreed with the Ivory Coast. Integration must be carried out gradually; and should not be passed to individual agencies of the OAU, that is, the different specialized commissions.18

At the conclusion of the long debate, the OAU Council approved the resolution on the STRC regarding the integration of the CCTA with the OAU, but had modified that part which recommended that integration should be effected by 1 October 1964. Instead, the Council recommended, without fixing a deadline, that the Secretary-General should “take all the necessary practical steps to ensure the integration of the CCTA with OAU and to report this matter to the next Session of the Council of Ministers”.19

After the adoption of the above resolution, the Governments of the United Kingdom, France and Belgium informed the OAU Secretary-General of their intention to withdraw from the CCTA and to stop their financial contributions to its budget. In accordance with Article 6 of the CCTA Convention of January 1954, the three Governments had indicated that their withdrawal would take effect on 15th April 1965, that is one year after the date of their notices of withdrawal were given. But they were willing to continue assistance if it was requested by the succeeding institutions.20

THE MECHANICS OF INTEGRATION

An experts committee had been created with special assignments that included working out the mechanics of integrating the CCTA with the OAU. Mr. P. C. Asiodu, the Nigerian member of the experts committee, was assigned the responsibility of negotiating, on behalf of the Provisional Secretary-General of the OAU, the taking over of the CCTA.

At a meeting between Mr. Asiodu and the CCTA, some decisions had emerged. It appears that most non-African members of the CCTA had indicated their willingness to withdraw from the Commission at a date to be agreed by mutual consent between the founder-members and the OAU.

17 Ivory Coast, ibid., pp. 308-9.
18 Cameroon, ibid., p. 311.
19 Lagos Council of Ministers, STR/39/Res. 5, in ibid.
20 Progress Report of the Provisional Secretary-General, Part II, CM 24 (iii), Part II, p. 25.
But, as we have seen, the date had already been fixed. It was further agreed that no difficulties should be placed in the way of the OAU in taking over the existing institutions of the CCTA and that the OAU was free to change the locations of the institutions and staff of CCTA as it considered desirable. Further details of any decisions on the future structure of the CCTA would be conveyed to the founder-members after the subsequent OAU Summit to enable them decide their future attitude to it. Finally, it was suggested and accepted by many African members of the CCTA that CCTA should in future receive technical and financial assistance within the framework of existing technical assistance programmes.

It was generally recognized by the African members and by Diallo Telli himself that “Mr. Asiodu accomplished this task with tact and diplomacy”. The urgent problems which now had to be resolved were, therefore, those connected with the non-members of the CCTA; the question of finding new institutional modalities for re-channelling the contributions of the non-African members; the question of institutional rearrangement with a view to making the most economical use of existing resources. In short, after the experts committee had reported, Diallo Telli wanted the Council of Ministers “to give guidance on how to utilize the contributions of the non-African members of the CCTA and how to rearrange the institutions”.21

We have already seen that this was overtaken by the decision of the non-members to withdraw, but in consonance with the decision at the Lagos Conference after discussion of the problems, the OAU Provisional Administrative Secretary-General invited the Acting Secretary-General of the CCTA to Addis Ababa to discuss in detail practical ways of effecting the proposed integration.

The OAU proposal was that integration should proceed along definite lines. In the first place, a tentative date should be fixed for finalizing integration. This date need not necessarily be inflexible but every effort should be made to complete arrangements for consolidating the integration by that date. Secondly, assuming that integration would be finalized on a certain date, agreement was necessary as to what programmes and projects were to be continued. An assessment of finances required to continue those activities was necessary, and ways and means of apportioning expenses would have to be devised. Moreover, plans had to be made to extend the activities of the CCTA to all countries of the OAU. Finally, the OAU suggested the possibility of inviting the non-African members of the CCTA to continue their financial and technical assistance to some of the activities to follow those already initiated by the CCTA.

After two days of further discussions (6-7 July 1964) between the OAU and the Acting Secretary-General of the CCTA, there were some definite conclusions. It was agreed that 31 December 1964 should be the deadline

for bringing about complete integration. Second, a firm resolution either by the Council or Assembly of the OAU should be passed declaring that the functions so far exercised by the CCTA should be assumed by STRC of the OAU. Such other functions exercised by the CCTA and not falling directly within the terms of reference of the STRC, as recommended by the latter, and as approved by the OAU Council, should be transferred to the competent and appropriate specialized commission of the OAU. Third, due to the withdrawal of financial support by the European members of the CCTA to the administrative budget of the organization, a special call should be made to all African members of the CCTA to pay in their contributions to the budget in order to ensure continuity of the activities of the CCTA up to 31 December 1964. Moreover, it was agreed that, as from 1 January 1965, the budget of the CCTA would become part of the consolidated budget of the OAU and apportioned among the then 34 members of the OAU in accordance with the scale of assessment approved by the OAU. As the Council of Ministers' budget session was scheduled for February 1965, it was recommended that the Secretary-General of the OAU should be authorized to advance money for financing the continuation of the activities of the CCTA between 1 January 1965 and the approval of the OAU budget. Policy planning should be started immediately by the OAU and the CCTA Secretariats to extend from 1 January 1965 the activities of the CCTA to all OAU countries.

On the CCTA side, the planning was accomplished by the extraordinary session of the Administrative Committee which met in October 1964. On the OAU front, the visit of African scientists to the various bureaux of the CCTA recommended by the STRC and adopted by the Council, assisted the Secretary-General in evaluating the programmes of the CCTA and in planning their extension to all members of the OAU. Moreover, the programmes and activities of the CCTA for 1965 were evaluated by the STRC—within the context of the terms of reference of the Commission as well as its overall programme of activity. The Secretary-General of the OAU had suggested that in the interest of overall economy in the running of the Secretariat of the OAU, and in ensuring effective co-ordination of its activities by the Secretary-General, the Executive Secretary of the CCTA be located in the Headquarters of the OAU, but that the African field bureaux of the CCTA could remain where they were, this being in line with his own view of decentralization in the institutional set-up of the OAU. This implied removing the seat from Lagos, and was not carried out.

It was, nevertheless, agreed that the existing staff of the CCTA should constitute the nucleus of the Secretariat of the STRC, it being understood, however, that such officers as were then in the service of the CCTA should convert individually to the terms of employment of the OAU or complete their contract on existing lines. Finally, integration implied that the OAU would take over the assets and liabilities of the CCTA by 1 January 1965. The Secretary-General of the OAU, with the Secretariat of the CCTA, would recommend to the following session of the STRC a formula by
which existing members of the CCTA would be compensated by the other members of the OAU.  

However, because of technical and administrative problems, the CCTA was finally incorporated in the OAU only on 1 July 1965 after the Heads of Government had taken a decision on the former date. But then, it was not even immediately possible to prepare a report on the Commission’s exact position on integration. It was only in September 1968, three years afterwards, that Diallo Telli reported that the liquidators of the CCTA had finally completed their report, and the Council and the Assembly had to settle the matter definitely at the September session of the OAU at Algiers.

RIVALRY AND COMPLEMENTARITY

After the integration of the CCTA with the STRC, the assistance of international organizations working in Africa (e.g., UNESCO, WHO, FAO, UNICEF) continued to guarantee for the continent a more active participation in the work of these organizations, and ensured the implementation of the joint ventures proposed by the OAU. Such assistance already determined the implementation of the programmes of the STRC, and since the latter was a continuation of the CCTA, its role, with assistance from various international organizations, consisted mainly in extending to the entire continent, programmes most of which were elaborated prior to the establishment of the OAU. As a matter of fact, the operational phases of some activities, as the OAU Secretary-General reported, had by October 1966, already registered encouraging results in certain fields. For example, the common campaign against cattle plague, the campaign against triponosomiasis, research in food and nutrition, the inventory of marine resources in the vicinity of the Gulf of Guinea, agricultural research and improvement of soil conditions, proved reassuring. However, lack of information on experiments proved a negative factor in the numerous attempts made at cooperation. The new Commission thus determined that its publications should be made available to all African Governments in order to advertise the importance of mutual assistance which could lead to the success of vital projects. Proposals were made and approved for specialized committees to meet to consider the various aspects of inter-African co-operation in those fields vital to African welfare.

However, although impetus was infused into the STRC by the merger with the CCTA, and although the co-ordinating and harmonizing role of the OAU enabled technical assistance between African States and between African States and some specialized commissions of the United Nations to make progress, the tempo of the activities of the OAU in the scientific, technical and research fields was slow after the integration, when “compared to our initial hopes and to our programmes for the future”.

---

22 Progress Report of the Provisional Secretary-General, Part II. CM 24 (iii), loc. cit.
The OAU Secretariat, as already mentioned, had ensured the assistance of international organizations working in Africa. Closer relations with these organizations through negotiations of agreements for co-operation was a positive part of the activities of the OAU. For instance, the agreements with UNESCO, WHO, FAO, and UNICEF had guaranteed more active participation by the OAU in the work pursued by these UN organizations in Africa, and therefore ensured for the joint programmes proposed by the OAU studies, financial and technical assistance after clear-cut decisions had been adopted by the political arms of the OAU.24

In spite of determined efforts to succeed, it was not always clear that problems (either of decision or of structure) had been faced with deserving discrimination. For instance, one doubts the wisdom of the OAU in carrying out research in solar energy when Africa was faced with more urgent problems. As the Kenyan Minister told the Ninth Ordinary Session of the Council of Ministers at Kinshasa, in September 1967, Africa’s problems were mainly economic, balance of trade, international exchange and industrial development. While research in grain storage and animal diseases might be permissible, it appeared that studies in ocean and marine biology and the use of solar energy were of low African priority. It would have been a more rewarding role of the OAU in the development of Africa to complement schemes with those of the international organs already engaged in research on these matters, especially, for example, as UNESCO had done considerable work in the field of solar energy and the FAO had published several technical papers on grain storage and seed improvement. In other words, the need existed for Africa to have a more realistic approach to development and research schemes; scant resources should not be depleted in duplicating studies.

Thus, the fact that a research programme was considered useful in itself should not necessarily justify its initiation. In the words of Diallo Telli, a more scientific criteria, that of “marginal utility”, must be employed. In other words, all programmes of the OAU should be evaluated in terms of their relative utility to one another and the concrete returns expected on the investment in view of the limited resources available to Africa. Africa should then establish a general programme of priorities for a given period, and initiate complementary planning connected with the possible expansion of the work of each specialized commission. The role of each commission should be clearly defined since lack of co-ordination between the various structures within the OAU had in the past led to dispersal and duplication of efforts. As the OAU Secretariat clearly foresaw and warned, “it would not be a good thing to assign to our institutions a role the importance of which is greater than they are able to fill, to give them tasks which are beyond their capacity to undertake under present circumstances.”

The OAU had rightly decided to tackle some of the technical problems facing the continent, but the technical aspects of those undertakings should

have been directed more to filling gaps or made to be complementary to those activities already initiated by international institutions, particularly the specialized agencies of the UN. Thus, in the establishment of active programmes the OAU Secretariat made certain that attention was given to the African programmes of the United Nations institutions in order to avoid useless dispersal of efforts. In the view of the OAU, and rightly too, "the prime consideration was the maximum use of the resources which the African governments placed at the disposal of the organisation as well as those means which were channelled through international institutions."

Another problem which had bogged down the OAU, earlier was one which arose from the role played by its specialized commissions: their tendency in the earlier years of the OAU to duplication. The problem arose mainly within the institutional structures of the Commissions which had induced the OAU to handle problems of economic and social development from each commission's point of view. There was no allowance made for co-ordinated strategy, and this had led to fragmentary solutions to problems. For instance, by 1965, the OAU had two specialized commissions, absolutely distinct from each other, one dealing with educational and cultural matters, the other with scientific, technical and research matters. Thus, the OAU appeared more ambitious than even UNESCO. From the practical and immediate point of view the institutional and efficient functioning of the OAU was threatened by this dangerous proliferation of commissions, and an awareness of this was a factor in the integration of some of the commissions in the later years of the OAU.

CONCLUSION

With the committee mania which haunted the OAU at its inception, it was a pleasant surprise that it did not opt to re-establish the CCTA as a distinct commission when it acquired control over it, but rather wisely decided to merge most of it with the STRC. This all the same raised other structural problems which, we have seen, was a feature of the STRC, as well as of the other commissions. The basic fact was that as soon as the STRC was established under the OAU Charter, the problem of integrating the CCTA with the OAU arose. Such integration, raised not merely structural problems, but also legal, financial and political problems, apart from the purely scientific and technical problems which claimed the attention of member States of the OAU.

---


26 OAU Verbatim Records of the Proceedings of the 4th Ordinary Session of the Council of Ministers, Nairobi, 26 February to March 9, 1965. Opening Speech by the Administrative Secretary-General; also, CM/PV. 10 (IV), in ibid., Report of the Rapporteur of Committee B.
There was the question of the revision of the CCTA programme to suit new African principles. Then, there was the problem of extending the CCTA programme to North African countries which although they did not before form part of the former CCTA, had nevertheless wanted to seize the CCTA headquarters from the original sponsors. This question of the headquarters of the organization was the issue that dominated the secret diplomacy of the merger. Nevertheless, the successful integration of the CCTA into the OAU, in spite of the diplomatic undercurrents, the methodical approach adopted, the due processes of international law observed, served as a model for future mergers, and was an undoubted evolution towards the establishment of joint institutions which later served to integrate the infrastructure and efforts of African countries to eliminate rivalry and promote complementarity with other international institutions pursuing similar goals in the continent.