

Report on the African Regional Training Centre for Labour Administration (CRADAT)

Prepared by

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Joint Inspection Unit



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May 1980

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THE AFRICAN REGIONAL TRAINING CENTRE FOR LABOUR
ADMINISTRATION (CRADAT)

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GE.80-1682

Table of Contents

	<u>Paragraphs</u>	<u>Page</u>
I. INTRODUCTION	1-3	1
II. BACKGROUND	4-12	2
A. Origin and Institutional Framework	4-9	2
B. Participation	10	3
C. Objectives	11-12	3
III. MANAGEMENT AND ORGANIZATION	13-36	5
A. The Governing Council	13-15	5
B. The Executive Board	16-18	5
C. Administration	19-20	5
D. Staffing	21-28	6
1. International Staff	21-23	6
2. National Staff	24-28	6
E. Funding	29-36	7
1. External Assistance	29-32	7
2. Governments' Financial Participation	33-36	8
IV. OPERATIONS	37-61	9
A. Training	37-54	9
B. Technical Support	55-61	13
1. Research and Publications	56-57	13
2. Mutual Technical Assistance	58-61	13
V. SUMMARY AND CONCLUSIONS	62-70	14
A. Assessment of TCDC Role	62-68	14
B. New Directions	69-70	15
VI. RECOMMENDATIONS	71	17

AFRICAN REGIONAL TRAINING CENTRE FOR LABOUR
ADMINISTRATION (CRADAT)

I. INTRODUCTION

1. This is one of a series of studies initiated by the JIU on selected regional training institutions set up with the assistance of the United Nations development system. The purpose is to assess the effectiveness and potential of these institutions as instruments of technical co-operation among developing countries (TCDC) at the sub-regional, regional and inter-regional levels.

2. The present study examines the contribution made thus far by the African Regional Centre for Labour Administration to the building of co-operative linkages and collective self-reliance, in the field of labour administration, among the African countries that it serves.

3. The Inspector visited the Centre and four participating countries and had discussions with the Centre's authorities, as well as with senior labour officials, the heads of relevant national training institutions, ILO field representatives and former students of CRADAT of the member states visited. He also had discussions at the ILO Headquarters. He wishes to acknowledge with thanks their views and suggestions.

II. BACKGROUND

A. Origin and Institutional Framework

4. The African Regional Centre for Labour Administration, located in Yaounde, dates back to 1965. It started as "Le Centre de perfectionnement des cadres de l'administration du travail" (Advanced Training Centre for Labour Administrators), established as a result of discussions with Ministers of Labour of the Africa and Malagasy Union (UAM) with the assistance of UNDP and the French and Belgian bilateral co-operation programmes. The ILO was, and still is, the UN co-operating (executing) agency. Prior to its establishment, labour officials from French-speaking African countries were trained at "L'Institut de Hautes Etudes d'Outre Mer" (IHEOM) in Paris.

5. Although the Centre, from the outset, had the status of a national institution administered by the Ministry of Labour and Social Security of Cameroon, its training facilities were open, on an experimental basis, to other French-speaking African states.

6. The Centre's experiment in regional co-operation proved rapidly successful. It was, therefore, decided in 1970 to extend its regional thrust by making it a full-fledged regional project. To this end, a new project document establishing "Le Centre régional africain d'administration du travail" (CRADAT) was signed in December 1970 by the Cameroon government, the UNDP and the ILO.

7. However, while the expanded regional role of CRADAT was discussed and defined in the project document, its legal framework was not spelt out at this stage. The Cameroon (host) government retained management responsibility for the Centre. UNDP assistance to the project continued likewise to be charged to the IPF of the host country.

8. Thus CRADAT, in spite of its newly acquired regional outlook and reach, remained in its early formative stage an arm of the Ministry of Labour of the host government, which continued to provide the bulk of its operating budget.

9. Among the measures progressively taken to give CRADAT an institutional and legal framework reflecting its regional role were the following landmarks:

- (i) An Advisory Council, composed of the Ministers of labour of French-speaking African states, and invested with supervisory responsibility over CRADAT, was formed in 1972.
- (ii) A revised project document spelling out the legal status of CRADAT as a regional institution was signed in 1973 by the Chairman of the Advisory Council, the UNDP and the ILO. CRADAT was placed on the regional IPF for Africa, and the Cameroon government accordingly relinquished jurisdictional responsibility for the Centre.
- (iii) A multilateral agreement (convention) officially conferring on CRADAT the status of a regional inter-governmental institution was signed in Yaounde in 1975 by the representatives

of thirteen French-speaking African states 1/. The Advisory Council was replaced by a Governing Council. The convention entered into force in June 1976 after ratification by nine states. The first meeting of the Governing Council was held in September 1976.

B. Participation

10. Twenty-two 2/ African states at present participate in the activities of CRADAT. Although its member states are all French-speaking, and its only language of instruction is French, membership of CRADAT is open to any state member of the Organization of African Unity (OAU) wishing to adhere to the convention, or to benefit from the Centre's services. The first article of the convention states that CRADAT is a "Common Regional African Institution".

C. Objectives

11. In carrying out its regional mandate, CRADAT aims to achieve the following long-term objectives:

- (a) To train a sufficient number of middle-level and senior officers responsible for the administration of labour and social security funds in the member states.
- (b) To assist the member states in setting up appropriate systems of occupational hygiene and safety, and provide the related training.
- (c) To develop and foster "Mutual Technical Co-operation" among participating countries by providing expertise needed to solve specific problems arising from the ever increasing involvement of labour administrations in the process of economic development.
- (d) To assist the participating countries in such areas as evaluation, planning, human resources development, and implementation of economic development plans.
- (e) To develop into an African Labour Institute.

12. During its first and second phases (July 1973 - June 1975, July 1975 - June 1977), the project was committed to the following immediate objectives:

- (a) To develop research and documentation, including publications, and raise the Centre's efficiency by acquiring new equipment and strengthening its teaching and information dissemination facilities.

1/ The following states were signatories: Benin, Cameroon, Central African Republic, Chad, Gabon, Guinea, Ivory Coast, Mali, Mauritania, Niger, Senegal, Togo and Upper Volta.

2/ In addition to the states listed in the preceding footnote, Burundi, Cape Verde, Comoros, Congo, Djibouti, Madagascar, Mauritius, Rwanda and Zaire also participate in the project.

- (b) To increase and diversify "Mutual Technical Co-operation" by enlisting the services of an increasing number of experts and ensuring the direct participation of African specialists.
- (c) To train African staff in order to enable them to take over project functions from international experts before the end of UNDP assistance.

III. MANAGEMENT AND ORGANIZATION

A. The Governing Council

13. CRADAT is managed and supervised in all matters of policy by a Governing Council which meets once a year. The Governing Council is composed of the Ministers of Labour of the sixteen member states which have ratified or adhered to the convention of CRADAT, a representative of UNDP and a representative of ILO. The UN system is represented until such time that UNDP assistance is phased out and ILO is no longer formally associated with the project.

14. The convention further provides that states participating in the activities of the Centre but which are not signatories of the convention may be represented on the Council as observers.

15. The Council's over-all responsibility for policy and management matters includes the appointment of the Director and the national professional and senior managerial staff; the approval of the training programme, the programme budget, the audit statements and the Centre's administrative instructions. It enters into agreements with international institutions on behalf of CRADAT.

B. The Executive Board

16. The Executive Board is composed of the Chairman and the three Vice-Chairmen of the Governing Council, and representatives of UNDP and ILO.

17. In between sessions, the Executive Board acts on behalf of the Governing Council in the exercise of purely supervisory functions. The Director of CRADAT is the secretary of the Governing Council as well as of the Executive Board.

18. The Inspector notes with satisfaction that the undivided policy control exercised over CRADAT by its member governments through the Governing Council and the Executive Board is in line with the principle of government management recommended by the Joint Inspection Unit in its report on the Role of Experts in Development Co-operation 3/. This inter-governmental control not only demonstrates the member states' political commitment to CRADAT as an instrument of co-operation among them but also ensures that CRADAT's programme activities will respond to their expressed needs and evolving priorities.

C. Administration

19. During UNDP assistance under project RAF/73/010 (1973-1977) the Centre was organized into five divisions headed by UNDP experts as follows:

1. Training Division
2. Documentation and Research Division
3. Social Security Division
4. Occupational Hygiene and Safety Division
5. Mutual Technical Assistance Division

The Centre was headed by a Director assisted by an Administrative Officer and a Chief Technical Adviser.

20. The termination in 1977 of UNDP assistance under RAF/73/010 and the consequent departure of most of the project staff resulted in a significant reduction of the Centre's organizational structure and activities. The Centre at present comprises two divisions: an Administrative and Financial Division and a Technical Division, and is administered by a regular national staff of three, viz, the Director of the Centre and the two Chiefs of Division, assisted by a Chief Technical Adviser assigned by the ILO.

D. Staffing

1. International Staff

21. Under project RAF/73/010 the international staff financed by UNDP consisted of a Chief Technical Adviser, three resident experts and an unspecified number of short-term experts. In addition two French experts and two Belgian associate experts were assigned to the Centre respectively under French and Belgian bilateral co-operation arrangements.

22. As of January 1980, there were only two international staff members, viz., the Chief Technical Adviser who is paid from the ILO regular budget, and a Belgian expert assigned by the ILO but paid by his government. These two international experts are at present CRADAT's only regular teaching staff who, in addition to their training functions, also carry out other activities in CRADAT's programme, such as research and documentation, publications, including the Centre's periodic Bulletin, and "Mutual Technical Assistance".

23. The Centre continues to secure occasional short-term expert services from abroad for some of its specialist courses, thanks to a modest ad hoc UNDP contribution under project RAF/78/003 (1978-1981).

2. National Staff

24. The permanent African professional staff of the Centre consisted of three nationals of the host country up to mid 1978, as follows: the Director of the Centre, an Administrative Officer and a "Counterpart" to the expert assigned to the Division of Research and Documentation. At least two nationals of other participating countries had, prior to 1978, served at CRADAT in the capacity of international experts paid from UNDP funds, and not as appointees of CRADAT's Governing Council.

25. The project document for Phase II of RAF/73/010 provided, under the heading of governments' counterpart staff, for seven professional posts (a Director, an Administrator and five Chiefs of Division) that were to be filled at various dates in the course of the project by qualified African staff appointed to succeed the international personnel. This plan did not materialize for, with the end of UNDP support in 1977 under project RAF/73/010, CRADAT lacked the means to finance all the posts. The termination of project RAF/73/010 left the Centre, according to its authorities, in a precarious financial situation.

26. The permanent national professional staff appointed in 1978 by CRADAT's Governing Council, following the departure of UNDP financed experts and the consequent re-organization of the Centre's divisional structure, consisted of the Director (Cameroon), the Chief of the Administrative and Financial Division (Benin), and the Chief of the Technical Division (Chad). They are paid from CRADAT's operating budget.

27. The functions of the above-mentioned national staff are predominantly administrative, with the result that the regular full-time conduct of the Centre's substantive operations at present devolves upon two resident international experts. These two experts apart, the rest of CRADAT's teaching staff consists of part-time instructors, hired as consultants to perform specific training assignments. According to the Centre's authorities, more than 80 per cent of these part-time instructors are Africans, including four Directors of Labour and other senior officials of the Labour Departments of some of the member states.

28. While acknowledging the advantages of this pragmatic arrangement especially when viewed in the light of the Centre's severely limited core budget, the Inspector feels that it should not overshadow the need for a long-term approach to the Centre's staffing requirements. It would be desirable to have, on a permanent basis, at least two specialist national staff for a start to assist and eventually replace the present two experts in the continuing task of planning, developing and organizing the full range of the Centre's programme activities, particularly as envisaged under paras. 11(c) and (d), and 12 (a).

E. Funding

1. External Assistance

29. The UNDP contribution to project RAF/73/010 (1973-1977) amounted to US \$ 939,830 and covered the cost of most of the Centre's training activities, the salaries of four international experts and short-term consultants, and the provision of equipment. Since 1977 the ILO has provided generous and continuing programme support to weather the effects of the sudden termination of UNDP assistance under RAF/73/010. ILO support has covered the salary of the Chief Technical Adviser and the travel and living expenses of the participants in the regular "labour supervisors'" Course (except in 1978). It also bears the cost of participation of one or two short-term consultants each year. In its 1980-81 regular budget, the ILO has earmarked US\$ 284,000 for CRADAT.

30. Since the end of UNDP support in 1977, the Governing Council has had to seek other external assistance for financing the travel expenses and fellowships of trainees for the various courses. Assistance has come from the French and Belgian bilateral co-operation and development programmes. The European Development Fund financed the inspectors' course in 1977 and the "supervisors'" course in 1978. An agreement between the Governing Council of CRADAT on the one hand, and the Belgian government (through the General Administration for Co-operation and Development (AGCD)) and ILO on the other, provides for an assistance of US\$ 689,000 spread over a four-year period (up to December 1982) towards the cost of the four-month course for labour inspectors, and the services of a full-time Belgian expert. The Belgian government also financed a seminar in 1978 on "The Role of Employment Departments in French-speaking Africa".

31. UNDP for its part has, since January 1978, undertaken a new project of assistance (RAF/78/003), originally costing US\$ 130,000, but revised in 1979 to US\$ 254,200, and extending to December 1981. The new project covers the further training of national staff, the provision of consultants, the promotion of "Mutual Technical Assistance" through within-region missions of experts, and the publication of specialized manuals. The revision provides in addition for two six-week courses in 1980 and 1981 for officials of Employment Departments.

32. CRADAT is currently striving to diversify the sources of its external assistance. However, the fact that its substantive activities which constitute about one-third of its overall budget, are financed almost entirely through external voluntary funds which cannot be guaranteed on a regular and continuous basis might well impede the full realization of its objectives, and its ultimate evolution into a financially and technically self-sustaining regional institution.

2. Governments' Financial Participation

33. The Centre's operational costs which represent roughly two-thirds of its overall budget are defrayed entirely through the in-cash contributions of the participating governments, and include notably the salaries of the Director, the two chiefs of Division, a local support staff of twenty-four, as well as students' board and medical expenses.

34. The host government has provided crucial support to the project. From the Centre's inception in 1965 up to the adoption of the inter-state convention in 1975, the Cameroon government's contribution for the ten-year period totalled approximately 300 million francs CFA (US\$ 1,500,000). This amount covered a substantial portion of the Centre's operating expenses as well as the cost of its modern premises which comprise a students' hostel, lecture rooms, staff offices, and recreation and catering facilities.

35. At its third session held in Yaoundé in 1978, CRADAT's Governing Council adopted a budget of 100 million francs CFA (US\$ 500,000) for the period 1978/79, but about 50 per cent of this was required to meet arrears of contributions from some member states. It would appear that CRADAT is faced with the perennial problem of untimely and unpaid contributions to its budget. According to estimates, roughly 40 per cent of governments' contributions are actually paid during each budget period. In order to keep the Centre's activities on rail, the host government has quite often provided funds pending the payment of pledged contributions.

36. However, a significant feature of the funding of the Centre from member states' contributions is the gradual lessening of the burden on the host country. In 1973/74, the Cameroon government shouldered 80 per cent of the budget. This was reduced to 60 per cent in 1974/75 and to 40 per cent in 1975/76. This effort by member governments to share in the Centre's operating costs certainly testifies to their strong political will to co-operate in a project of collective self-reliance, notwithstanding the fact that most of the participating countries have lean resources and immense development problems. In this regard, it might be worth mentioning that all but six of CRADAT's member states belong to the group of countries classified by the United Nations as the poorest in the world and therefore those most in need of support from aid donors and international organizations. This fact, if anything else, argues the case for increased and continued external assistance to CRADAT.

IV. OPERATIONS

A. Training

37. The Centre was set up with the primary objective of training and upgrading the labour cadre of the participating countries. In the course of its institutional evolution, it has consistently directed its efforts towards the attainment of this objective, with regard to the quantity and quality of its trainees.

38. Prior to 1974, the Centre's training programme consisted mainly of a regular eight-month course for middle level labour officials ("contrôleurs du travail"), and short courses or seminars of between two to eight weeks, designed as advanced training or refresher courses for senior officials (labour inspectors) the majority of whom had received their initial training in Europe (France and Belgium).

39. From the 1974/75 academic year, the inspectors' course was established as a regular four-month course, and a number of specialized courses were introduced for Social Security Fund personnel, labour officers concerned with occupational safety and hygiene and officers in Employment Departments. The specialized courses were planned and organized on request and were subject to the availability of funds.

40. The Centre stopped running the specialized courses in 1977, but, as pointed out above, UNDP has agreed to fund in 1980 and 1981, two courses for officials of Employment Departments.

41. The "supervisors'" course is for middle level labour officers; but it can also be attended by personnel officers who have passed their baccalaureate, or the school leaving certificate (DEPC), and are proposed by their governments for training as "contrôleurs du travail". It is a basic course leading to a Diploma, and aims at providing general education and technical training with both theoretical and practical content. The curriculum is very comprehensive and even takes in the specialized fields of social security, employment and manpower problems, occupational safety and hygiene and labour and manpower statistics.

42. The inspectors' course is an in-service training course for labour Inspectors. The majority of the participants are graduates of either a National School of Administration or of a University. It is meant to be an advanced training which is based on practical experience, and is aimed at developing the ability to handle novel situations through case studies. It also deals with the specialized fields mentioned in the preceding paragraph. The curriculum of the Centre is closely supervised by the Governing Council, and every effort is made to make the content and presentation as relevant as possible.

43. The table below gives the total numbers trained up to July 1979 by course and by country:

Country	Course						
	Inspection	"Contrôleurs"	Social Security	Occupational Safety, Hygiene	Employment and Statistics	Seminars	Total
Benin	5	17	5	1	2	7	37
Burundi	3	15	-	-	1	9	28
Cameroon	13	50	12	4	5	19	103
Cape Verde	-	1	-	-	-	-	1
Central African Republic	6	20	6	2	2	8	44
Chad	4	17	-	-	-	5	26
Comoros	-	5	-	-	1	2	8
Congo	3	11	8	1	4	6	33
Djibouti	1	3	-	-	-	-	4
Gabon	5	30	2	1	4	8	50
Guinea	5	14	-	-	-	1	20
Ivory Coast	4	3	3	2	4	7	23
Madagascar	-	3	1	-	-	4	8
Mali	2	14	4	3	4	10	37
Mauritania	5	20	3	2	1	7	38
Mauritius	-	-	-	-	1	1	2
Niger	1	8	2	1	-	5	17
Rwanda	5	22	1	2	4	5	39
Senegal	16	16	4	2	2	8	48
Togo	5	19	6	3	2	7	42
Upper Volta	4	14	3	2	2	5	30
Zaire	4	17	7	6	3	11	48
Total	91	319	67	32	42	135	686

44. The project document for Phase II of RAF/73/010 (1975-77) had envisioned the training of an estimated total of 360 fellows under a diversified programme that featured new and specialized courses, including the training of trade union leaders and personnel chiefs of business firms and sought to adapt existing courses to the different training needs of the member states.

45. The implementation of this programme fell below target. The projected number of trainees was not attained and the expected degree of diversification was not achieved. One of the reasons for this shortfall would seem to be the UNDP financial crisis of the mid-70's, which prompted a significant reduction in 1976, and the phasing out in 1977 of UNDP assistance. But perhaps the most important reason was the uncertainty of some member states' contributions, and the heavy reliance on external voluntary funds.

46. The Centre's weak and unstable financial base has had other effects. It has significantly narrowed CRADAT's scope for flexibility and adaptiveness with respect to its training functions. It has also checked the recruitment of a regular national staff to devote full time to the Centre's substantive operations. Thus the formulation of a comprehensive medium or long-term approach to the Centre's regional training task in labour administration has remained impossible.

47. The remedy would seem to lie in a more resolute commitment on the part of governments to pay in contributions in full and on time. Additionally, UNDP and ILO may wish to suggest to CRADAT's Governing Council:

- (i) an increased use of the Centre's core budget for programme purposes; i.e. by increasing the involvement of the regular national administrative staff in training, research and other technical activities, or by redeploying some of the staff posts to full-time programme activities;
- (ii) the use of their respective IPFs as one of the methods of financing the travel and training expenses of their nationals.

Participation in Training Courses

48. While participation in the inspectors' course does not seem to pose any special problem, the middle-level course for "contrôleurs du travail" was criticised by some former students of CRADAT interviewed by the Inspector on two main counts: (1) lack of homogeneity in the educational background of participants in the course, and (2) too much emphasis on elementary notions and theory, and inadequate provision for practicals.

49. The first criticism stands confirmed by the Director's 1977/78 activities report which classified participants in the "labour supervisors'" course held within that period into seven different educational levels, ranging from mid-secondary school leavers to University graduates. Such heterogeneity surely places a drag on the training process. The Inspector believes that this problem could be mitigated through in-country training schemes. This idea is developed further below (para. 53).

50. To the second criticism, namely the repetition of elementary notions and inadequate practical content, CRADAT's authorities replied that some trainees often "don't know what they think they know". They admitted, however, that because of differences in the background of participants, what might appear repetitive and elementary to University graduates and "contrôleurs du travail" already on the job was certainly not so for new recruits with no prior experience in labour supervision. They also pointed out that the cost of visits to factories and firms for practical training purposes was quite high.

51. The final project report on RAF/73/010 reveals that 9.2 per cent of the "contrôleurs du travail" who trained at CRADAT had resigned, in most cases (7.7 per cent) to join the private sector. In view of this, it is suggested

that when selecting candidates for training at CRADAT, governments should encourage and make it possible for the private sector to sponsor their own candidates at their own cost.

Proposals for Improving CRADAT's Training Operations

52. Several persons interviewed by the Inspector made suggestions for improving the training programme at CRADAT so that it can be more responsive to the needs of member states. These suggestions are summarised below:

- (a) More intensive practical training. It was felt that CRADAT should not use its scarce resources to provide basic and theoretical education in labour administration to participants since this was the function of the National Schools of Administration of the member countries. In this connection it was further suggested that to avoid overlap, CRADAT should establish a working relationship, and co-ordinate its training activities, with the above-mentioned schools.
- (b) More short-term specialized courses, especially in occupational hygiene and safety, and social security fund administration.
- (c) More follow-up contacts with former students by providing them with technical information through correspondence and making it possible for them to meet periodically to share ideas and experiences. Such encounters would provide useful feedback to the Centre. It was also observed that follow-up tours by the Director would be useful.

53. Finally, the idea of organizing national courses with the help of CRADAT's experts for "contrôleurs du travail" and other junior labour cadres instead of sending them to CRADAT was generally warmly received in the countries the Inspector visited. The advantages of running in-country courses are several. Firstly, CRADAT receives each year from member states more requests for places on this course than it can satisfy because of its limited in-take capacity, which averages 30 trainees per year. National courses would be more relevant and permit the training of more people and thereby rapidly satisfy the need of member countries for this category of trained personnel. Secondly, the organization of such courses would be less expensive to the Centre and should not pose many problems since some member states already have training institutions, for example National Schools of Administration. Thirdly, CRADAT would concentrate its programme funds on more specialized and technical courses, and on the training of instructors. Fourthly, a start towards solving the problem of heterogeneity in the background of participants in the "labour supervisors'" course would thus be made conveniently at the country-level. Finally, the interaction between the staffs of the National Schools of Administration and CRADAT should prove mutually stimulating and advantageous.

54. CRADAT has already had experience in running such national courses, (in Benin and Gabon for example) and should be able to determine when and where they are feasible. Owing to the limited need of some national labour administrations, sub-regional, instead of national courses may eventually prove the more appropriate arrangement.

B. Technical Support

55. As a complement to its training activities, CRADAT provides technical support to the labour administrations of the participating states, as well as to the Division of Social Affairs of the OAU Secretariat. It does this through research and publications, and through "Mutual Technical Assistance". These two functions are examined below:

1. Research and Publications

56. This is a major function of CRADAT. All its member states need up-to-date technical information in the labour sector, including labour legislation and conventions. CRADAT responds to that need by developing research, documentation and publication services for the benefit of the participating countries. A salient feature of this activity is the Centre's quarterly "Bulletin". This is distributed periodically to the labour ministries and academic institutions of member states. Sometimes the Bulletin includes material distilled from courses delivered at the Centre, and sometimes "software" information, such as the latest developments in the labour field in French-speaking Africa and elsewhere. On the whole, however, it attempts to cover in each issue the full spectrum of labour related topics and problems. In addition, the Centre has published two manuals entitled "Notice de présentation du CRADAT" and "Les Salaires en Afrique Francophone au Sud du Sahara", and has announced two more on occupational safety and hygiene, and social security.

57. The Centre's role as a clearing-house for technical documentation in labour matters does not appear to be very effective. It has not been able to obtain regularly from member countries labour-related data and information, perhaps because of the lack of liaison units or officials in these countries.

2. Mutual Technical Assistance

58. CRADAT's experts are permanently on call to provide a "fire-brigade" type of assistance to member states in the solution of specific problems, or to carry out assignments requiring expertise not available within the requesting country. This form of assistance is known at the Centre as "Mutual Technical Assistance".

59. Such assistance has been provided to the Chad government to enable it to re-organize its Manpower Bureau, and to Benin, Gabon, Senegal and Zaire to help them solve various labour problems. It was envisaged that national local experts would also be involved in such assignments, but so far no local experts seem to have been used.

60. CRADAT's assistance to the Division of Social Affairs of the OAU Secretariat involved the preparation of documents in connection with the harmonization of African occupational hygiene and safety regulations.

61. Although at present severely restricted by personnel and financial constraints, the technical assistance provided by CRADAT is certainly of great practical value. It would be desirable to strengthen this role by enhancing the executing capability of the Centre, with a view to developing it into a fully-equipped regional institution which, in addition to its other functions, would be capable of providing consultancy services within the region.

V. SUMMARY AND CONCLUSIONS

A. Assessment of TCDC Role

62. From a modest beginning in 1965 as a country project, CRADAT has rapidly evolved into a full-fledged regional institution supervised by an inter-governmental body, and serving twenty-two French-speaking African countries. This evolution was made possible by the strong political backing of the African governments who identified the institution with the movement towards African Unity, and by the contribution of UNDP, ILO and some bilateral co-operation and development agencies. This external technical and financial support was instrumental in translating the political will of the governments to co-operate among themselves into concrete action.

63. CRADAT's foremost achievement, therefore, may be said to lie in the co-operative links and channels it has created among the participating countries of the Africa region. The Centre has enabled these countries to pool their experiences, their human and financial resources for the benefit of a common development cause in the field of labour administration. It is a significant effort in technical co-operation.

64. The Centre's operations demonstrate its capacity to respond to the desire for co-operation among the member countries. It has so far provided training of various kinds to 686 nationals of participating countries. This is a most valuable contribution to the development of manpower in these countries. Its effort in research and publications, though modest, complement its training activities. The practical results it has achieved thus far by providing "Mutual Technical Assistance" to member states and the OAU Secretariat underline the usefulness and advantages of collective self-reliance in the development process.

65. These achievements are commendable. But they fall short of CRADAT's TCDC potential which, from several indications, could have been used to greater catalytic effect had the Centre's activities not been severely restricted by the shortage of funds.

66. The problems facing CRADAT all seem to stem from that of finance. Governments' contributions are irregular and short of expectation, with the result that the Centre operates during each budget period on less than half of its actual budget. The host government has often had to prop up the Centre financially. But such assistance can only be a stop-gap measure. The solution lies in a strong determination on the part of participating countries to match their demonstrated political will to co-operate with a corresponding resolve to set the Centre on a sound financial footing. As things are the Centre's substantive activities suffer from lack of regular and sufficient funding. External voluntary assistance, which is uncertain, has been the backbone of the Centre's operations especially in the training field.

67. CRADAT's budgetary deficiencies have meant limited options and few initiatives. Diversification of its training programme still has a long way to go. The recruitment of a regular national technical staff to

administer courses and perform other functions has also been held in check. Furthermore, the Centre has been unable to formulate a comprehensive long-term approach to its regional task. Research has been limited, and the travel of Centre staff has been curtailed.

68. These problems have prevented the Centre from fully playing the catalytic role of a dynamic regional institution speedily and effectively responsive to development problems. Perhaps the development challenge of the 1980's will highlight the need to place CRADAT on a permanently sound financial base so that it can venture into new directions, and towards maximum fulfillment.

B. New Directions

69. The following three new initiatives, likely to be beneficial to CRADAT's operations, are suggested to the Governing Council for serious consideration in the 1980's:

- (a) The first concerns the establishment of co-operative links with National Schools of Administration in the member states, as well as with the Economic Commission for Africa (ECA), the Institute of Development and Economic Planning (IDEP) in Dakar, and the UN Public Administration Programme. The ILO could assist in establishing such links, and should make it possible for CRADAT to benefit from the experience of the Latin American Centre for Labour Administration (CIAT), in Peru.
- (b) The second concerns the need to decentralize CRADAT's training activities. The present centralized nature of the Centre's activities has restricted its influence and impact within the participating countries. A more profitable approach, already discussed in paragraph 53 above, would appear to be the network concept. CRADAT should assist the development of local or in-country courses for middle-level labour officers, with the specific need of each country in view. The training of "contrôleurs du travail" at CRADAT would eventually be decentralized to the country or sub-regional level. CRADAT would retain the specialized and highly technical courses, in addition to its other functions, and would also cater to the training of instructors to run the local courses. In this way CRADAT would gain a better grasp of the local feel while its functional links with each member state would be reinforced. Lastly, CRADAT's pool of expertise would enable it to serve effectively as the source from which the local training programmes and the whole institutional network can draw technical support.
- (c) The third concerns rural development. Increasing attention is now being focused on rural development issues in its member states. CRADAT in co-operation with the organizations of the UN system, should reach out to the rural sector to determine what contributions it can make to rural development efforts.

70. CRADAT has become a viable institution well accepted in its region. It would be in the interest of CRADAT, its participating countries and the UN system if additional methods of co-operation could be found to strengthen links between CRADAT and the UN system organizations while providing some badly needed additional funds for CRADAT. For example CRADAT could be asked to carry out work on behalf of UN organizations under contract. Such work could include assistance in development co-operation projects (sub-contracting), research activities, providing statistical and other information on labour activities in the region, etc. Such contracts would have the advantage of providing for UN organizations competent and authoritative inputs to their work while at the same time providing resources and experience for CRADAT.

VI. RECOMMENDATIONS

71. The Inspector, during discussions on his visits, gained the distinct impression that not only has uncertainty about funds placed a strain on CRADAT's limited operations but that it has also circumscribed its development planning. Although this fact has been sufficiently stressed in the preceding paragraphs it is worth mentioning again. Almost all the recommendations which follow have financial implications for the participating countries; even some of them relate to practices which have been discontinued essentially because of lack of funds. It is therefore hoped that a determined effort will be made to give the Centre a sound financial backing. UNDP and ILO might wish to bring these recommendations to the attention of the Governing Council as part of their continuing co-operation with CRADAT.

Recommendation 1. CRADAT should seriously consider the need to designate regular national technical/teaching staff to the Centre. (paras. 28, 46, 47, 61 and 67).

Recommendation 2. The budget of the Centre should make provision for follow-up/study tours of member states by the Director and staff of the Centre. (paras. 52c, and 67).

Recommendation 3. Consideration should be given to decentralizing and restructuring some of the training now being offered at the Centre so that:

- (a) middle-level courses could be tailored to the needs and standards of each country, and run at the country or sub-regional level, with or without the assistance of staff from the Centre;
- (b) the "supervisors'" course could be gradually transferred to the country or sub-regional level;
- (c) the Centre could concentrate on the inspectors' and other specialized courses, seminars for top-level personnel, publication, research and consultancy services. (paras. 49, 53, 67 and 69).

Recommendation 4. CRADAT should establish functional links with the various National Schools of Administration and with other relevant regional institutions. (paras. 52, 53, and 69).

Recommendation 5. UNDP and ILO should consider further forms of assistance to and co-operation with the Centre after 1981 especially to enable it to:

- (i) train its national teaching staff;
- (ii) reappraise the training courses;
- (iii) develop its research, advisory, documentation and publication services, and
- (iv) establish through travel and other means, appropriate functional links. (paras. 31, 32, 36, 66, 69 and 70).

