

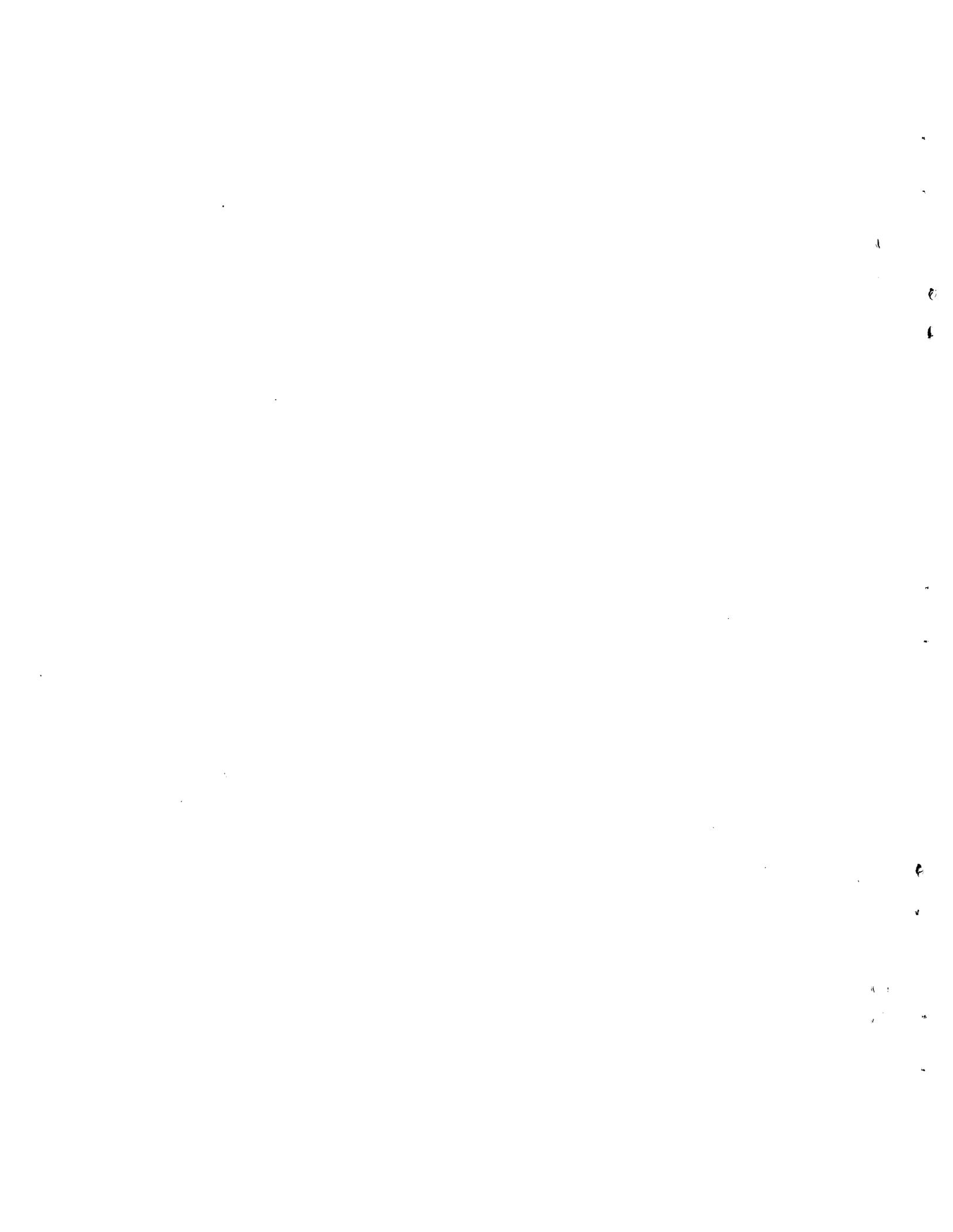
INT-2472

POS/INT 73/9  
(POS/INT 71/1 Revised)  
17 December 1973

ECONOMIC COMMISSION FOR LATIN AMERICA  
Office for the Caribbean



R E P O R T  
OF  
ADMINISTRATIVE MANAGEMENT SURVEY  
ON  
OFFICE FOR THE CARIBBEAN



SECTION 11

OFFICE FOR THE CARIBBEAN

- A. Functions and Work Programme
- B. Organization, Staffing and Manpower Deployment
- C. Relations with Other Bodies and Units
- D. Management Practices and Manpower Utilization
- E. Conclusions
- F. Recommendations



SECTION 11: OFFICE FOR THE CARIBBEAN

Summary of Staffing Situation

	<u>Professional and above</u>					<u>Sub- Total</u>	<u>General Service</u>	<u>Total</u>
	<u>D-1</u>	<u>P-5</u>	<u>P-4</u>	<u>P-3</u>	<u>P-2/1</u>			
a) 1970 Authorization								
Established		1		3		4		4
Provisional				2		2	1	3
		1		5		6	1	7
b) 1970 Actual Post Utilization		2		2	1	5	1	6
c) Recommended by AMS for 1971		2	1	2	1	6	6	12
d) Change c-b			1			1	5	6
e) Recommended by AMS for 1972	1	1	1	2	1	6	6	12
f) Change e-c	1	(1)						

A. FUNCTIONS AND WORK PROGRAMME

462. The ECLA Office for the Caribbean has three main functions:

- (a) Collection of information and preparation of basic studies, as a part of the projects carried out by ECLA headquarters in Santiago for the whole region.
- (b) Advisory services to individual Governments to solve specific projects, including in particular the strengthening of national planning machinery.
- (c) Assistance to regional (non-UN) organizations and institutions with a view to promoting economic integration.

463. In practice, the Office appears to give priority attention to its third function. This is due to the relative importance given in the work programme to projects requested by (and implemented in co-operation with) CARIFTA and the East Caribbean Common Market (ECCM). In fact, the Professional staff in the Office devote more than two thirds of their time to "integration" projects.

464. The planning of the work programme is to a large extent conditioned by the great number of requests received from Governments, particularly for assistance directed to economic integration. In practice, this means that, other than provision of manpower resources required to fulfil the minimum needs resulting from functions (a) and (b) above, priorities appear to be largely established on the basis of the manpower resources available to carry them out as opposed to some overall objective that ECLA would like to achieve. Provision is made in the work programme for ad hoc requests expected from Governments, e.g. project number 03-7 "Consultations and Advisory Services to CARIFTA, WISA, ECCM, RDA and Member Governments". There are, however, cases of specific projects not in the work programme being initiated on short notice because savings became available in the OTC allocation. For example, a Regional Adviser in Tax Laws was recruited (on a 6-month contract) to assist Governments in the preparation of legislation regarding fiscal and budgetary reforms, fiscal incentives to industries, banking and insurance.

465. The above-mentioned lack of clarity in what the objectives or role of the Office should be results in approval being given to an ambitious work programme by ECLA headquarters. This programme is not revised in accordance with a recognized set of priorities when it is finally determined that necessary manpower resources will not be available or ad hoc requests from countries exceed the manpower provision made for this purpose. For example, the 1970 work programme formulated in early 1969 was not revised or reviewed by ECLA headquarters from the standpoint of reallocation of resources when the approved manpower resources were finally established. Consequently, the pragmatic selection of projects by the Office, as indicated earlier, resulted in specific approved projects being cancelled in a de facto fashion, such as projects 06-6 (Co-ordinated Agricultural Development); 01-1 (Social Aspects of Development) and 05-0 (Industrial Economics and Small Scale Industry). In addition, the fact that two of these projects, namely 05-0 and 06-6, which were rated "A" (or of high priority) were not acted upon and other projects rated "B" (or of medium priority) were acted upon, further illustrates that priorities are not always related to some overall objective or role for the Office for the Caribbean.

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B. ORGANIZATION, STAFFING AND MANPOWER DEPLOYMENT

466. While the Office for the Caribbean in practice is operated as a single unit (i.e., the lines of authority and responsibility have not been clearly established below the level of the Chief), the staff is deployed into functional areas of work as reflected in Chart 18 below (Organization and Staffing as at October 1970). An examination of this chart will show that in addition to the 1970 Actual Post Utilization of the regular establishment contained in the Staffing Table above (5 Professional and 1 General Service posts), the Office has 15 posts financed from extra-budgetary resources. These include:

- (a) Five OTC regional advisers,
- (b) Nine General Service posts financed from a contribution by the Trinidad-Tobago Government, and
- (c) One General Service post financed from the IDB Trust Fund.

In addition, three full-time General Service posts are provided against temporary assistance funds. This means that the Office for the Caribbean had a total of 24 staff on board at the time of the AMS survey.

467. While, normally, the relatively small size of a subregional office would not justify its fragmentation into units or sections, an office containing 24 staff members does require some grouping of activities to allow for a greater delegation of authority and responsibility as well as closer supervision of staff. This can be done by delineating more clearly the substantive activities and those of a supporting nature. In addition to the Office of the Chief, three separate reporting units could be established:

- (a) A Programme Section, which would contain all the Economic Affairs Officers and their needed research and programme assistants.
- (b) An Administrative Section, which would contain all General Service staff performing administrative or clerical activities, including accounts, library, telephone exchange, documents reproduction, etc. This would also include establishment of a secretarial pool containing all

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secretaries and typists except for the one assigned to the Office of the Chief.

- (c) Regional Advisory Missions which would contain all the regional advisers each of whom would report directly to the Chief.

468. The above suggestion is shown in chart form on the proposed organization chart below (Chart 19). The staff deployment and utilization are discussed under D. below.

#### C. RELATIONS WITH OTHER BODIES AND UNITS

469. The senior officers of Office for the Caribbean are of the opinion that the Office should have a fourth role, that of co-ordinating all technical assistance activities carried out in the subregion by the UN and specialized agencies irrespective of the source of financing of the projects (UN regular budget, UNDP, etc.) However, in addition to the various institutional problems concerning relations with other agencies that would require resolution, the lack of clarity in the objectives or role of the Office, coupled with the substantial increase in Professional manpower which would be required, makes it doubtful if the Office could play this role for some time in the future. Furthermore, as indicated in Section 3 of this report, the role of subregional offices needs to be better rationalized with the overall role and goals of the Commission.

#### D. MANAGEMENT PRACTICES AND MANPOWER UTILIZATION

470. As shown in the Staffing Table above, the 1970 Authorized Establishment contained four established Professional posts and two provisional posts at the P-3 level. The latter two posts had not been filled pending completion of the AMS survey. However, a P-5 post of Senior Economic Affairs Officer was transferred in from the Mexico Office so that the actual post utilization for 1970 amounted to five Professional posts and 1 General Service post for a total of six regular posts.

471. AMS, after a careful review of the approved work programme and functions of the Office, considers that the 1970 Authorized Establishment

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of six Professional posts, including the two provisional posts, is required, and that the 1970 Actual Post utilization should be increased by one Professional post for this purpose. However, the anomaly, as can be seen in Chart 18 below, of a P-3 Economic Affairs Officer acting as the Deputy Chief when there is an established, and encumbered, post of P-5 Senior Economic Affairs Officer, needs to be corrected.

472. The work programme for 1971 suggests the eventual need for a Social Affairs Officer and, for this reason, the P-5 post (Senior Economic Affairs Officer) could be transferred to another office in exchange for a P-3 post (Social Affairs Officer) to not only meet this need but also correct the anomaly pointed out in the preceding paragraph. It is also suggested that the additional professional post suggested above be established at the P-4 level to provide for a Deputy Chief to give recognition to the added responsibilities this entails over the P-3 posts.

473. It is recognized, however, that it may take some time to arrange for the appropriate exchange of the P-5 post for one at the P-3 level. For this reason, the AMS recommended establishment for 1971 in the Professional category, as shown in the Staffing Table above and deployed as shown in the proposed organization chart below, still includes provision for the P-5 post (Senior Economic Affairs Officer).

474. It should also be pointed out that, while the draft programme of work and priorities 1969/1971 approved by the Commission at its 13th Session represents a requirement of 84 man-months of professional services for 1971, i.e. approximately seven Professional staff instead of the six suggested above, some of the projects fall mainly within the spheres of other organizations of the UN family. Until such time as a specific agreement between ECLA and the organizations concerned (FAO and UNIDO) has been reached concerning the initiation of joint programmes in the subregion, a seventh Professional post does not appear to be needed. Furthermore, the decision of UN Headquarters to assign to the Caribbean subregion one of the four multidisciplinary teams to be organized is another factor to be considered before the establishment is increased beyond the six Professional posts suggested above.

475. Insofar as the General Service posts are concerned, AMS suggests that the 1970 Actual Post Utilization (see Staffing Table above) be increased from one to six to form the basis of the 1971 Authorised Establishment. Three of the five additional posts, however, are intended to regularize the conditions of service of two research assistants and one stenographer, currently paid out of temporary assistance funds. AMS is satisfied that the workload of the Office requires this action and that the morale of the three staff members concerned will be improved immeasurably as a consequence. In fact, the research assistance needs of the Office are such that AMS believes that an additional research assistant is required over and above the two presently employed under temporary assistance. This would allow the internationally recruited officers to concentrate on duties of a professional nature and would reduce the excessive amounts of overtime (average of 57-1/2 hours per month for the 75% of the staff involved) which they must work under present circumstances. The remaining General Service post, i.e. the fifth, suggested as an additional need is a programme assistant.

476. A workload involving programme co-ordination, technical assistance and some administrative matters occupies the full time of one Professional officer and engages the attention of other Professional officers as well. The full-time services of an additional post are required for this purpose if the substantive programme is to be carried out.

477. Insofar as 1972 is concerned, the establishment of the multinational interdisciplinary development advisory team (MIDAT) will increase the responsibilities of the Chief of the Office for the Caribbean. While the exact composition of the team could not be determined by AMS during the survey, it is estimated that it will consist of approximately five to six members, some of whom could be at the P-5 to D-1 level.

478. Furthermore, the increasingly onerous duties and responsibilities of the Chief of the subregional Office for the Caribbean, in comparison with the ECLIA field offices of Montevideo and Washington, which are headed by P-5's, or the ECA field offices of Tangiers and Kinshasa, which are headed by D-1's, coupled with the proposed establishment of MIDAT, suggest that the post of Chief should be upgraded from P-5 to D-1.

479. The deployment of the suggested 1972 authorised establishment, along with posts financed from extrabudgetary sources but not including MIDAT, is shown on the proposed organization chart below (Chart 19).

E. CONCLUSIONS

480. The basic aims and objectives of the Office for the Caribbean, including the role it is expected to play in ECLA, need clarification. Clearer priorities related to the development of work programmes and allocation of scarce manpower resources should be established. This can be done with the co-operation and leadership of the proposed new Programme Office recommended earlier in this report.

481. The Office for the Caribbean should be reorganized into three separate reporting units to permit a greater delegation of authority and responsibility. In addition to the Chief's Office, the three Units proposed are:

- (a) A Programme Section - which would contain all economic affairs officers and their needed research and programme assistants.
- (b) An Administration Section - which would contain all General Service staff, except the secretary to the Chief, performing administrative and clerical support functions including establishment of a secretarial typing pool.
- (c) Regional Advisory Missions - which would contain all regional advisers, each of whom would report directly to the Chief.

482. It can also be concluded that the work programme of the Office for 1971 requires an increase of one Professional post at the P-4 level (i.e. over the 1970 Actual Post Utilization) to provide for a Deputy Chief. Furthermore, five additional General Service posts are required - three of which would regularize conditions of service for three employees paid out of temporary assistance funds and two of which are needed to reduce overtime and free Professional staff for more productive work. Insofar as 1972 is concerned, the post of Chief of the Office needs to be upgraded from P-5 to D-1.

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F. RECOMMENDATIONS

Recommendation Ninety-one

483. The basic aims and objectives of the Office for the Caribbean, including the role it is expected to play in ECLA, should be clarified in co-operation with the new Programme Office at ECLA headquarters, and a series of priorities relating thereto developed for the determination of work programmes and allocation of resources.

Recommendation Ninety-two

484. The Office should be reorganized along the lines suggested earlier and as shown in Chart 19 below.

Recommendation Ninety-three

485. The 1970 Actual Post Utilization should be increased by six posts, i.e. one P-4 (Deputy Chief) and five General Service posts to provide the basis for the 1971 Establishment as shown in the Staffing Summary above.

Recommendation Ninety-four

486. The 1972 Establishment should remain at the level recommended for 1971 as shown in the Staffing Summary above and Chart 19 below.

Recommendation Ninety-five

487. The post of Chief of Office should be upgraded from P-5 to D-1.

Recommendation Ninety-six

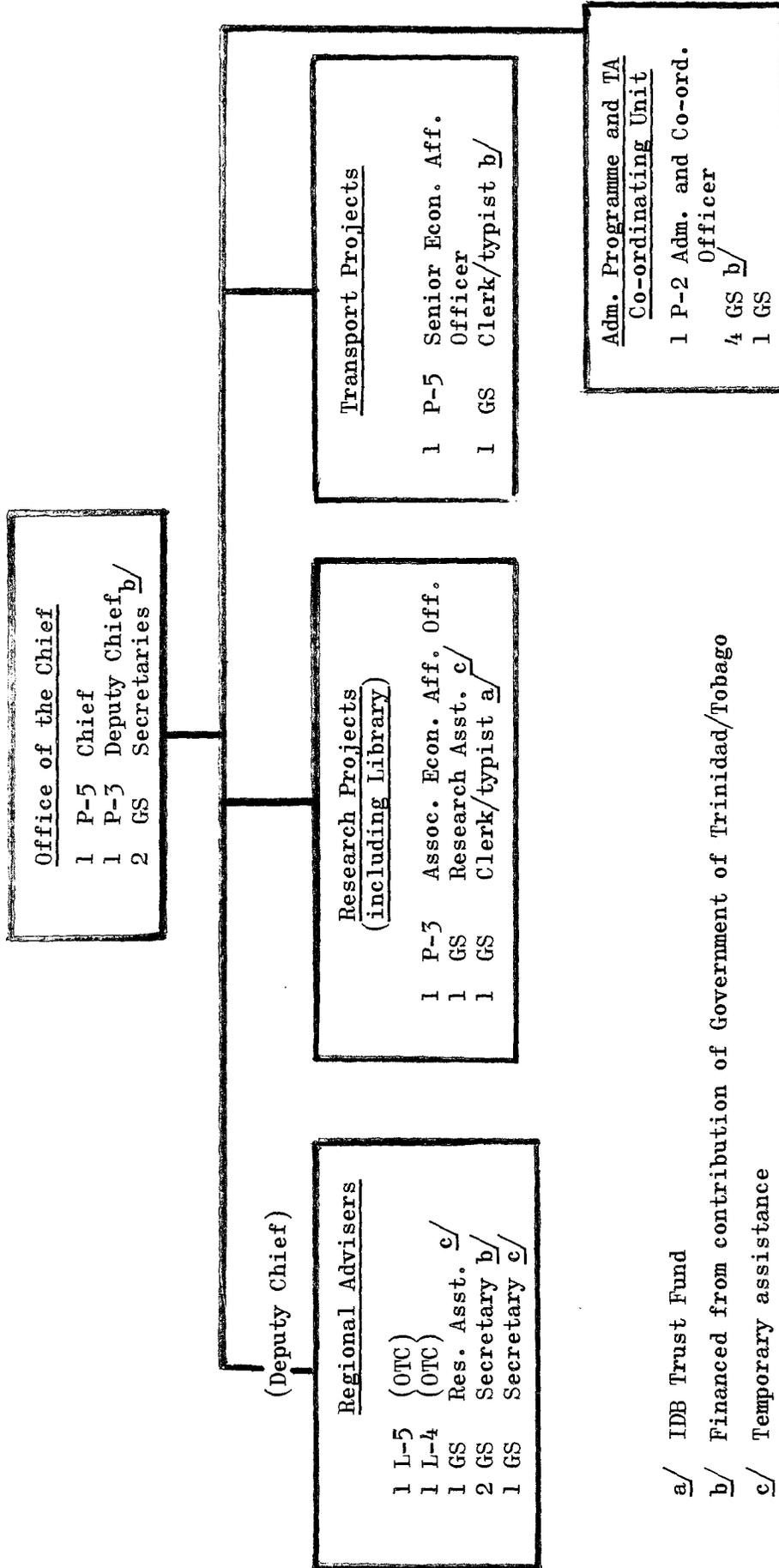
488. The staff of the Office, including posts financed from extra-budgetary sources, should be deployed as shown on the proposed organization chart below (Chart 19).

Recommendation Ninety-seven

489. The P-5 post (Senior Economic Affairs Officer) should be exchanged for a P-3 post (Social Affairs Officer) in another office of ECLA as soon as practicable.

OFFICE FOR THE CARIBBEAN

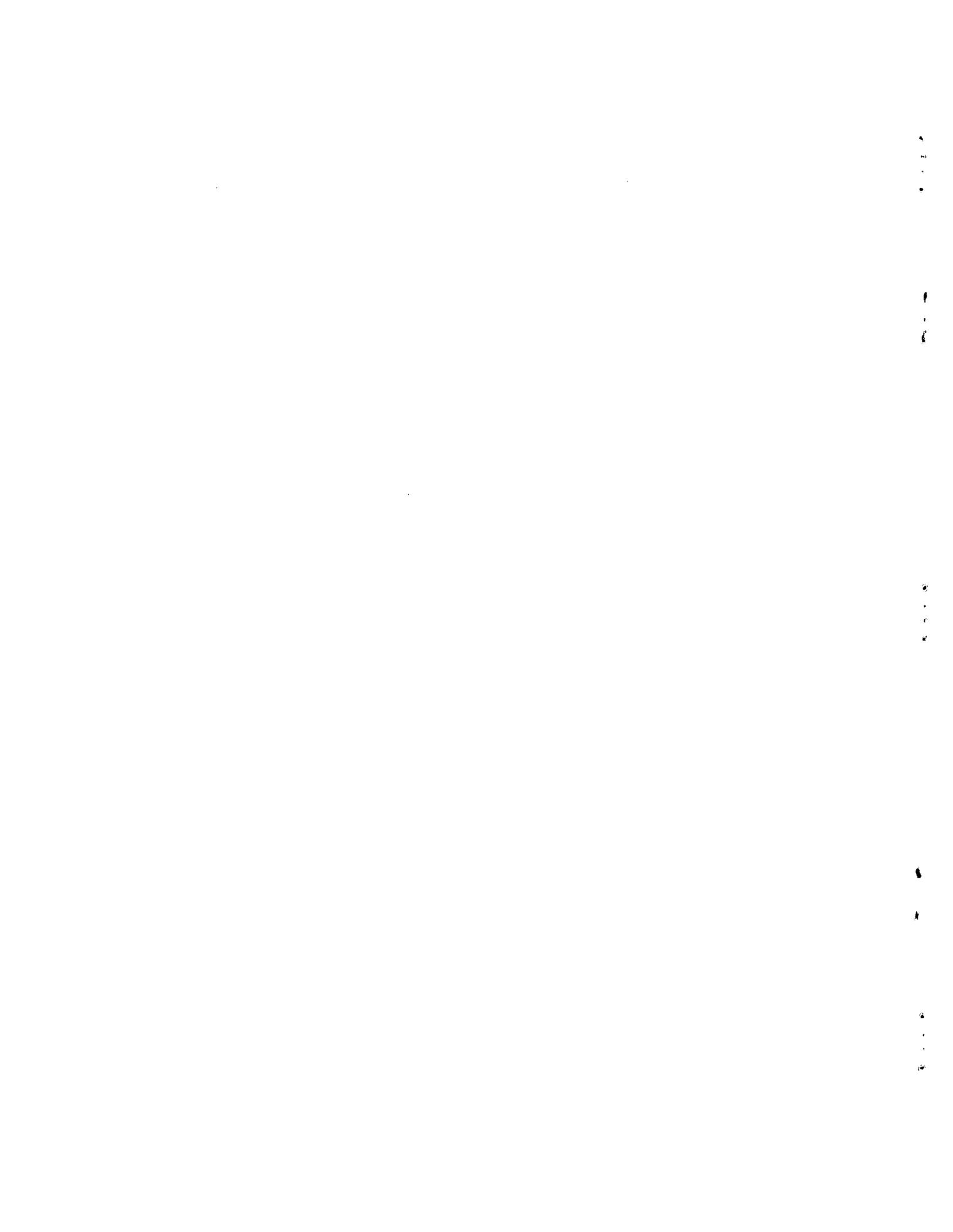
Organization and Staffing as at October 1970



a/ IDB Trust Fund

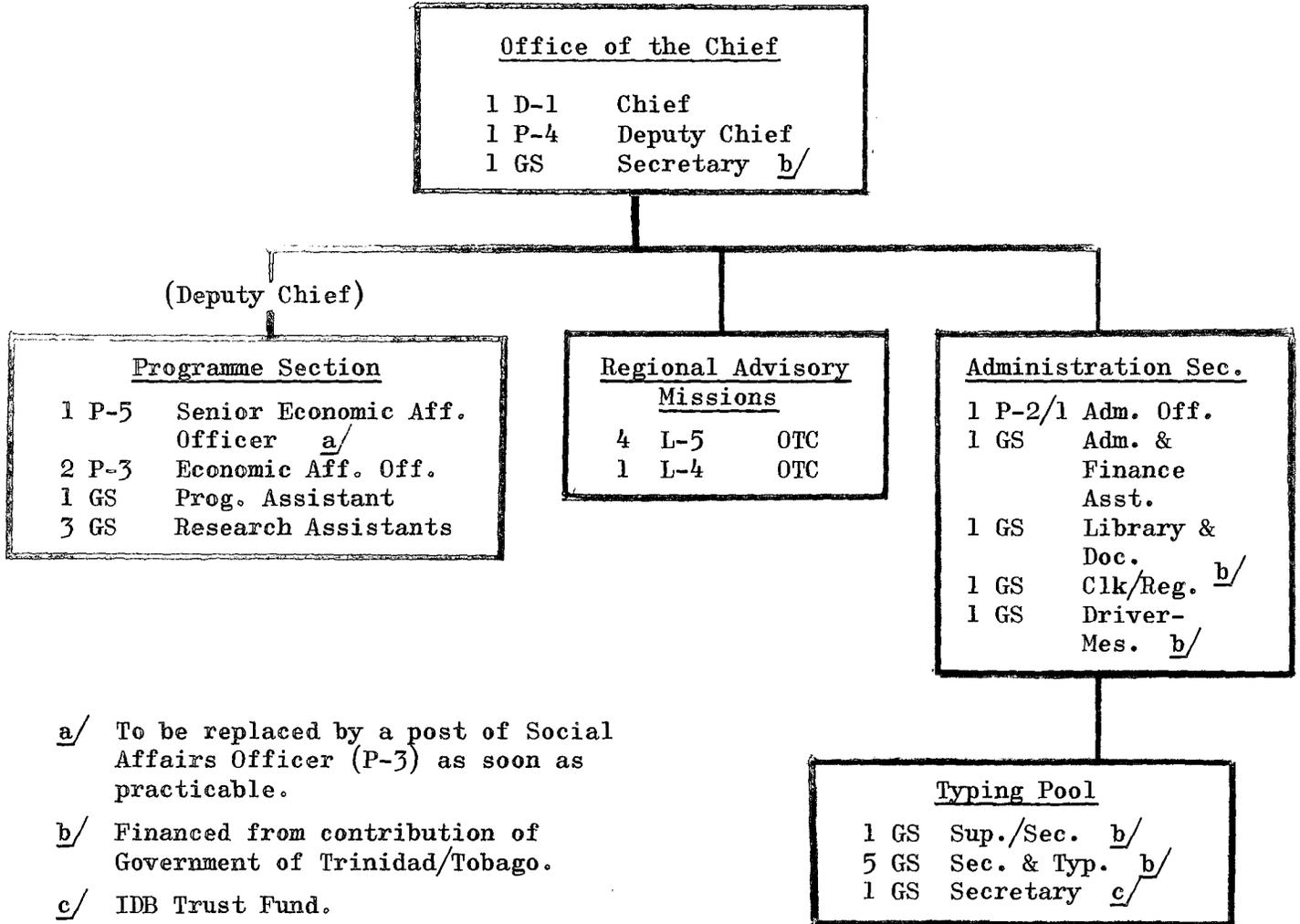
b/ Financed from contribution of Government of Trinidad/Tobago

c/ Temporary assistance



OFFICE FOR THE CARIBBEAN

Proposed Organization and Staffing (AMS-1972)



Total Staffing Summary

	<u>Professional and above</u>					<u>Sub Total</u>	<u>General Service</u>	<u>Total Reg.</u>	<u>XBO &amp; TA</u>	<u>Grand Total</u>
	<u>D-1</u>	<u>P-5</u>	<u>P-4</u>	<u>P-3</u>	<u>P-2/1</u>					
1970 Actual Post Utilization		2	-	2	1	5	1	6	18	24
AMS Recommendations for 1971		2	1	2	1	6	6	12	15	27
AMS Recommendations for 1972	1	1	1	2	1	6	6	12	15	27

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