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ECONOMIC COMMISSION FOR LATIN AMERICA
Office for the Caribbean



NOTE ON
INTERNAL REORGANIZATION

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OFFICE FOR THE CARIBBEAN

Note on
Internal Reorganization

The prime objective of reorganization of the Office for the Caribbean is to enable it to function as secretariat to the Caribbean Development and Co-operation Committee (CDCC). Its internal structure and capacity should therefore enable it to provide the range of services that accord with the scope of activities of the CDCC. In this respect particular note need to be taken of the wide ranging functions defined in Chapter II of the Rules of Procedure.^{1/}

Where formerly, for a variety of reasons, attention of the Office for the Caribbean was focused mainly on the English-speaking Caribbean

^{1/} Document E/CEPAL/CDCC/8/Rev.1, Report on the First Session of the Caribbean Development and Co-operation Committee, Annex 2, Chapter II:

"The functions of the Committee shall be as follows: To act as a co-ordinating body for whatever activities relating to development and co-operation may be agreed upon and to serve as an advisory and consultative body to the Executive Secretary of ECLA in respect of Caribbean issues and circumstances.

To this end the Committee will:

(a) determine the carrying out of research and studies in connexion with the objectives of advancing towards Caribbean economic integration and co-operation and dealing with social and economic development needs, especially in the relatively less developed countries;

(b) propose to the participating governments concrete measures directed towards the development of the Caribbean area and greater integration of and co-operation among the economies of the Caribbean;

(c) indicate to the secretariat initiatives which should be pursued with a view to strengthening co-operation between the Caribbean countries and the other countries members of ECLA and integration groupings of countries of the Latin American region;

(d) discuss and propose sub-regional and multinational technical co-operation programmes and projects to be carried out in the area."

countries, establishment of the CDCC has imposed a wider range of functions on a continuing basis. In terms of its overall role the Office now has to explore and promote the possibilities for actions by the Governments that will reverse the extreme fragmentation and "balkanization" that has been the history of the Caribbean.

This places great emphasis on the bridging of cultural differences, overcoming language problems, and finding the common denominators among the range of styles of development and institutional organizations. One implication for example, is that the Office must have the facility to work in all of the three stipulated languages of the CDCC (English, French, Spanish).

A second consideration is that the Office has been given a range of functions consistent with continuing the support to the integration process in CARICOM, combined with specific responsibility for finding means for promoting better co-operation between the CARICOM and non-CARICOM Caribbean countries.

A third aspect of importance is that the CDCC, by way of being a mechanism for crystallizing the collective viewpoint of Caribbean countries on matters where they share a unique interest, places the scope of activities of the Office for the Caribbean as the link between CARICOM and SELA, if one conceives of a hierarchy of interests. It is important, for example, to note that the CDCC stipulated that the regional co-operation "activities and work programme of the Committee will correspond to the will expressed in the constitutive document of SELA."

ARTICULATION OF THE WORK PROGRAMME

The basic premise is that the organization is to serve the needs of the programme of substantive work. This point is made because in the past it has been the pattern that the range of substantive work has been in large part dictated by the resources available in the Office.

The Work Programme authorized by the Caribbean Development and Co-operation Committee for the Office for the Caribbean prescribes 13

substantive headings, within each of which there are a variety of projects and sub-projects. These 13 headings are reduced to four broad groups to correspond to work allocations between professional staff of different specializations. The headings within each group are seen to be inter-related in terms of subject matter and functional linkages.

The first such group would comprise (using the sub-classifications of the Work Programme):

- D - The Social Sector
- E - Public Health
- F - Education and Culture

and embrace the following range of studies:

- (i) comparative study of social situations within CDCC countries, and between them;
- (ii) problems relating to population densities, internal migration, urbanization and external migration;
- (iii) migration of qualified personnel;
- (iv) growth and occupational mobility of the labour force;
- (v) employment, unemployment and "mal-distribution" of income;
- (vi) demand of labour force in different economic organizations (e.g. peasant economy, plantations);

and the following range of projects:

- (a) collective CDCC action in health, nutrition and development of human resources;
- (b) setting up of a sub-regional institution to monitor and assist in the prevention of epidemics, and the spread of communicable diseases;
- (c) facilitating collaboration of Caribbean academic centres for strengthening and preservation of Caribbean cultures;
- (d) developing public information media and cultural extension as components for implementation of education and cultural policies;
- (e) collective CDCC action in organization of leisure particularly sport development.

The second group would be:

- K - Regional Co-operation
- L - International Trade
- G - Tourism
- H - Transport, communications and related services

which include studies for

- (i) complementing the integration efforts of the ECCM and CARICOM;
- (ii) facilitating establishment of forms of association between CARICOM countries and other Caribbean countries;
- (iii) expanding intra-Caribbean trade including organization of markets and import substitution at the Caribbean level;
- (iv) comparative analyses of the three integration schemes (Andean, Central American, Caribbean);
- (v) analysing the external trade of CDCC countries, determining the trade obligations and commitments to third countries;
- (vi) considering mechanisms to restrict or eliminate the adverse influences of trans-national enterprises;
- (vii) co-ordinating and simplifying tariffs and customs procedures;
- (viii) preserving favourable treatment abroad for traditional export commodities;
- (ix) identifying the problems faced by CDCC countries in international trade;
- (x) analysing the real economic and social contribution of tourism;
- (xi) formulating multi-country strategies and projects for tourism development;
- (xii) instituting preventative measures against social problems exported from metropolitan centres;
- (xiii) devising a scheme for adequately equipped coastal-shipping to complement WISCO and large cargo liners and provide transshipment services;

- (xiv) harmonizing shipping legislation;
- (xv) establishing transport users' Councils in the Caribbean;
- (xvi) establishing machinery for consultation with shipping conferences;
- (xvii) co-ordinating port improvement policies;
- (xviii) establishing navigation schools and other maritime institutions for training seamen;
- (xix) co-ordinating intra-Caribbean air transport;
- (xx) improving transport inter-communications systems;
- (xxi) improving telephonic, telegraphic and postal communications.

Particular project activities already proposed include:

- (a) Meeting of Experts on international trade relating particularly to items (v), (vii), (viii) and (ix) above;
- (b) Meeting of Experts to analyse, among other things, the extent to which tourism really favours Caribbean countries, and to work out means to ensure retention of greatest benefits from tourism;
- (c) Promotion of improvements in communications among the CDECC countries.

The third grouping would consist of:

- B - The Agricultural Sector
- C - The Industrial Sector
- J - Coastal Area Development
- I - Marine Resources

requiring research into:

- (i) problems restricting domestic food production;
- (ii) tropical agriculture including genetics, technology and equipment;
- (iii) problems of food storage and processing peculiar to Caribbean conditions;

- (iv) measures to combat soil erosion;
- (v) possible new areas of co-operation among CDCC countries in agricultural production;
- (vi) direct linkages between agriculture and industry particularly agro-industries, forest-based industries;
- (vii) the differing degrees of industrialization in CDCC countries to identify areas of complementarity and mutual co-operation;
- (viii) development of present and alternative energy sources including pooling at technical level;
- (ix) application of the programme of coastal area development proposed by the Group of Experts (including beach erosion, sedimentation, exploitation of off-shore oil, pollution, utilization of swamps and wetlands);
- (x) development of fisheries;
- (xi) environmental protection;
- (xii) protection of rights and essential economic interests in marine resources.

Specific projects already identified include:

- (a) instituting reciprocal means of disseminating the favourable results of research among CDCC countries;
- (b) bringing together associations of producers-exporters for reciprocal co-operation in the marketing of agricultural products;
- (c) formulation of a sub-regional energy programme;
- (d) preparation of feasibility studies for setting up multi-country Caribbean enterprises;
- (e) harmonization of views (specialist meeting) regarding global conventions on Law of the Sea.

The fourth group would comprise:

A - Technical Co-operation

M - Natural Disasters

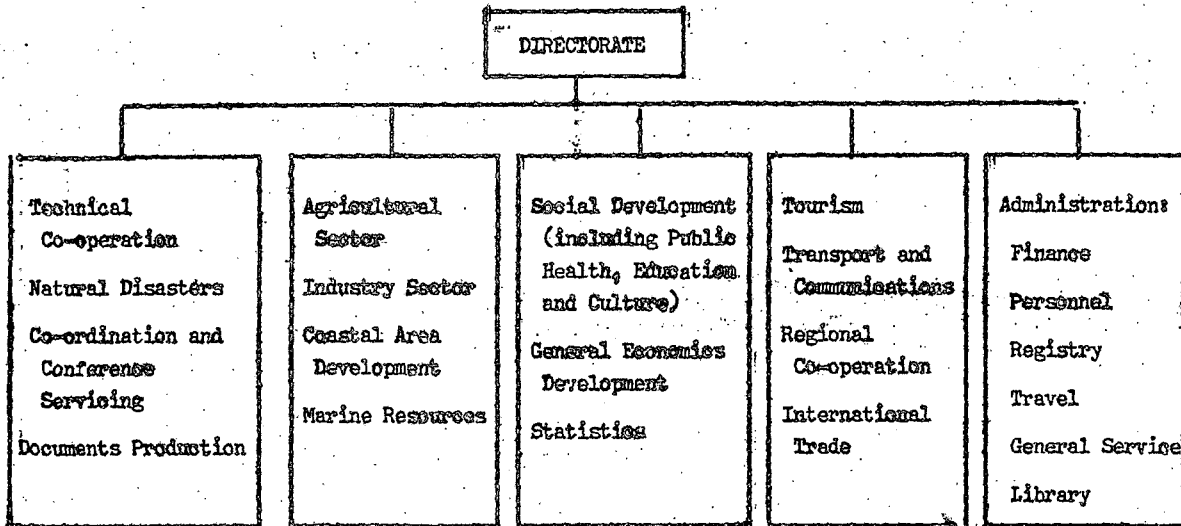
- and the range of functions necessary for co-ordinating CDCC activities, its sessions, specialist meetings and projects.

Project activities already identified by the CDCC include:

- (a) institution of special programmes to overcome language barriers (practical instruction in English, French, Spanish);
- (b) measures to eliminate deficiencies in communication, data gathering and distribution;
- (c) establishment of a Caribbean data bank (embracing technological, socio-economic and methodological data);
- (d) establishment of machinery for exchange of information on low-cost housing;
- (e) introduction of co-operation facilities in the development of construction methods;
- (f) machinery for co-operation in the transfer and adaptation of imported technology and the development of indigenous technologies;
- (g) collaboration among Caribbean Universities and Research Institutions (Specialist meeting of Rectors) on science and technology, production and processing of foodstuffs, rural health and education in its relationship to development;
- (h) exchange of technical co-operation among CDCC countries (training facilities, expert services, consultant enterprises, etc.);
- (i) establishment of a Caribbean network of early warning systems for natural disasters.

The four broad groups of activity: Productive Sectors, Social and Economic Development, Trade and Invisibles, Technical Co-operation and Co-ordination, form the substantive nucleus. Within each group there is the interdependence that stipulates inter-disciplinary work, in addition to which there is the facility for joint groups approach to cover subjects that require such treatment.

Addition of the essential executive and service elements provides the frame for work distribution and internal integration of the substantive programmes.



ALLOCATION OF STAFF RESOURCES

The staff on board comprise 5 Professionals^{2/} and 16 General Service category:

- 4 Research Assistants
- 1 Senior Clerk
- 1 Clerk
- 1 Senior Secretary
- 1 Secretary
- 4 Stenographers
- 1 Clerk/Typist
- 1 Driver/Messenger
- 1 Custodial/Messenger
- 1 Maid/Cleaner

Except for Research Assistants, the formal titles for General Service Staff do not necessarily indicate the tasks performed. The "Secretary" is in fact in charge of the Registry; one stenographer has responsibility for the library on part-time basis; the Clerk/Typist doubles as Telephone Operator; the Senior Secretary as Receptionist; documents reproduction is being done by the Messengers; and collation of documents by the Messengers and Maid/Cleaner plus anyone else available to help.

^{2/} Chief, Economic Affairs Officer (Agriculture), Economic Affairs Officer (General Development), Social Affairs Officer, Administrative Officer.

In addition to the foregoing, there are two vacant posts at professional level, corresponding to Deputy Chief and Economic Affairs Officer (Transport) and one of Regional Adviser. In addition, one Stenographer who resigned for health reasons has not yet been replaced.

Additional staff recently approved by the General Assembly, to better equip the Office to undertake the approved CDCC work programme were: 4 Professionals^{3/} and 5 General Service category. Taken altogether this gives a staff complement of twelve professionals and twenty-one General Service category.

Before considering allocation of this total staff complement to substantive, executive and administrative functions, certain crucial considerations need to be taken into account. These derive directly from meeting the research and project needs of the CDCC.

First, the Office has had no internal facility for working on a multilingual basis; and it now has to work in any two or all three of English, Spanish and French according to the particular requirements of any given situation. Also, the regular propagation of information, servicing of meetings, and response to Governmental requests, make this a continuing need. It is therefore necessary to establish in the Office, a Unit to deal with translation and documents production and distribution. The minimum requirement is one translator for each of the three languages.^{4/}

Secondly, there needs to be established some nucleus for the servicing of conferences and meetings. Third, the reference library facilities must be raised to a level that will serve the wider and continuing internal need of research staff, and enable the Office to respond to requests of the Governments for information.

^{3/} Co-ordination and Training Officer, Statistician, Economic Affairs Officer (Industry), Economic Affairs Officer (Trade and Integration).

^{4/} These persons would need to have stenographic skills and be equipped with suitable typewriters.

Putting these various elements together results in the staff allocation (the asterisks identify the new General Service category posts approved by the UN General Assembly at its last Session):

Directorate

- P5 - Chief
- P4 - Deputy Chief
- G6 - Assistant to Chief
- G5 - Senior Secretary
- G4 - Secretary 5/

Technical Co-operation and Co-ordination

- P3 - Co-ordinator and Training Officer
- * G6 - Assistant to Co-ordinator (Projects programming)
- * G7 - Conference Officer/Editor/Documents production
- * G6 - Research Assistant
- 3G - Translators/Stenographers 6/

Productive Sectors Programmes

- P4 - Economic Affairs Officer (Agriculture) } Agricultural
- G5 - Research Assistant } Economics Unit

- P4 - Economics Affairs Officer (Industry) } Industry
- * G6 - Research Assistant } Affairs Unit

- Marine Resources Specialist 7/
- Coastal Area Development Specialist 8/
- G3 - Stenographer

5/ Secretary resigned, not yet replaced.

6/ No specific budgetary provisions have been yet made although there has been the proposal, for example, that the ECLA facilities for translations of Spanish to French, and English to French, be located in the Caribbean Office.

7/ There has been correspondence regarding the use of the Regional Adviser post.

8/ Provision of this support has been the subject of communication between the Executive Secretary and UN Headquarters.

Economic Development, Social and Statistics Programmes

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|--------------------------------------|------------------------------|
| <u>P3</u> - Social Affairs Officer | } <u>Social Affairs Unit</u> |
| G5 - Research Assistant | |
| - [Associate Expert] ^{9/} | |
| <u>P3</u> - Economic Affairs Officer | |
| <u>P2</u> - Statistician | |
| <u>G6</u> - Research Assistant | |
| <u>G6</u> - Research Assistant | |
| G2 - Stenographer | |
| G3 - Stenographer | |

Trade, Invisibles and Integration Programmes

- P4 - Economic Affairs Officer (Transport)
- P4 - Economic Affairs Officer (Trade and Integration)
- * G7 - Research Assistant (Tourism)

Administrative Section

- P2 - Administrative Officer
- G4 - Senior Clerk
- G3 - Clerk
- G4 - Registry Clerk/Secretary
- [Librarian] ^{10/}
- G3 - Telephone Operator/Receptionist/Stenographer
- G2 - Driver/Messenger
- G1B - Custodial/Messenger
- G1A - Maid/Cleaner

It would be noted that various staff are presented in square brackets, for which explanatory references are provided in footnotes. These involve particular budgetary consideration, which in the majority of cases have been the subject of separate communications. It should

^{9/} Assignment of an Associate Expert with training in Social Affairs, from extra-budgetary sources, has been a subject of communication with ECLA Division of Operations.

^{10/} The view has emerged that it is feasible to combine Caribbean Office participation in the CLADES project with the duties of full-time librarian in the Office.

also be noted that three special Units corresponding to high priority sectors, will operate within the framework of the main Sections of the Office. It might be mentioned too, that the alternative arrangements were considered of grouping the secretarial staff and the research assistants to operate as pools; however, these arrangements present additional problems which more than offset the advantages they may offer.

The Directorate of the Caribbean Office has always operated in the dual capacity of performing the full range of executive duties that devolve on the leadership of any United Nations body (including guidance and integration of the work of the professional staff), in addition to the Chief and the Deputy each having personal responsibility for a substantive subject. The amount of original research they can do varies according to the demands of the rest of ECLA, the Governments, other UN bodies, and ad hoc assignments most of which are usually performed by various kinds of supporting staff.

The sheer range and volume of subjects make it necessary to assign some of these tasks to a Special Assistant. The keeping of a continuing overall check on the progress of authorized programmes, and ensuring that follow-up action is taken on correspondence, constitute important aspects in this range of tasks. Many of these actions can be dealt with at the level of the Assistant, and need not take up the time of the Chief or the Deputy, who are frequently absent from Office on official missions. The Deputy of course has among other tasks the most important function as prime co-ordinator of inter-disciplinary work on substantive subjects.

A very significant part of the work programme, rated highest priority, will devolve on the Technical Co-operation and Co-ordination Section. The functions include not only implementing the assigned projects in the work programme, but also the programming aspects of co-ordinating the inputs of the Specialized Agencies into the CDCC activities. As many projects involve meetings and training activities, the related translation facilities, conference servicing and documents production functions are placed in this Section.

There is the difficulty with the Productive Sectors Section, that the budgeted resources do not adequately allow for special attention to maritime resources. The best possibility is the utilization of the UN Regional Adviser post which is not subject to geographical distribution, permits appointment of a candidate at higher level, and suffers (relatively) less restriction on travel. The nature of these duties will involve travel throughout the whole CDCC area to deal with subjects like establishment of a Special Caribbean Régime under the Law of the Sea, and the exploitation of off-shore mineral and other resources, which are very delicate political areas and cannot be handled "at a distance".

No specific explanatory remarks seem to be required for the Trade, Invisibles and Integration Section, and the Administrative Section.

SOME OBSERVATIONS AND PROPOSALS

It is immediately obvious from comparison of the identified items of research and projects with the staff allocation presented, that even after taking in various personnel whose provision are not yet finalised, the Caribbean Office will still not be able to cope with the workload.^{11/} There will be the necessity to assign priorities and time frames within each of the broad groups of activities. Such decisions need to be taken in collaboration with the substantive officers and in consultation with the governments. But even then means will need to be found to augment the level of resources, if the prime requirement of the CDCC for "action in the short and medium term" is to be met.

One approach already being given consideration, is the combining of the related efforts of the Specialised Agencies with what is being undertaken under the CDCC. The joint conduct of projects offer distinct possibilities for achieving economies in the use of scarce

^{11/} There is the further consideration that the programmes identified at pages 3 to 8 do not exhaust the CDCC work programme.

expertise. It also has the advantage of improving the efficiency of projects by reducing the extent of incompatibility of objectives often achieved through various bodies acting without adequate collaboration. The Caribbean area has witnessed many good projects become dysfunctional because of inter-Agency compartmentalization. The specific modalities for joint-agencies approach may be affected by nature of the project and the degree of "independence" that an Agency may be anxious to preserve. The simplest approach is to attach project staff to ECLA, which would minimize the amount of resources absorbed by "co-ordination".

Within the ECLA system itself there are two possibilities:

(a) extending the scope of ILPES, CELADE and similar activities by their undertaking implementation of some CDCC studies and projects;^{12/} and (b) releasing to the Caribbean Office ECLA staff members who have become less burdened with projects for countries now aligned in the CDCC group. These two possibilities do not of course rule out any actions that may be taken regarding decentralization of staff.

Finally, while some financial provision was made for the contracting of Consultants, the level is modest and needs to be augmented. The granting of approval in principle that Consultants cost can be made chargeable against funds provided for posts in the Caribbean Office which are temporarily vacant, would go a long way to meet this need.

The foregoing does not take into account any experts who may be attached on loan to the Office by Governments at their own expense. The view is taken that such actions demonstrating the goodwill of Governments, should not be programmed as permanent resources commitments for continuing United Nations activity.

^{12/} There is only restricted scope for conducting meaningful substantive studies about the Caribbean from the distance of Santiago. Aside from the difficulty of registering an acute appreciation of the Caribbean environment, this approach further increases the workload of staff based in the Caribbean Office since it inevitably involves requests to obtain, compile and supply data and analyses. Successful support by ILPES and CELADE requires sending personnel to the Caribbean.

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