

AFRICAN UNION



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PERMANENT REPRESENTATIVES COMMITTEE

Twentieth Ordinary Session

5 July 2010

Addis Ababa, Ethiopia

PRC/3(XX)

REPORT OF THE SUB-COMMITTEE ON STRUCTURES

2010
MAKE PEACE HAPPEN

REPORT OF THE SUB-COMMITTEE ON STRUCTURES

A. INTRODUCTION

1. The Sub-Committee on structures held two meetings on 9th and 17th June 2010 at the Commission's Headquarters to consider "Proposals for Adjustments to the Organizational Structure of the African Union Commission" (Documents PRC/SCTTEE/Structure/2(Rev)).

2. The Sub-Committee meetings were chaired by H.E. Ambassador Ali Awidan, Ambassador of the Libyan Arab Jamahiriya and Permanent Representative to the African Union.

Members of the Bureau

3. The following are the members of the Bureau of the Sub – Committee Bureau:

1.	Libyan Arab Jamahiriya	...	Chairperson
2.	Congo	...	1 st Vice Chairperson
3.	Senegal	...	2 nd Vice Chairperson
4.	Madagascar	...	3 rd Vice Chairperson
5.	Mozambique	...	Reporter

4. Attendance: The following members of the Sub-Committee attended the meeting of the Sub-Committee on 9th June 2010.

1. Angola
2. Benin
3. Burkina Faso
4. Congo
5. Cameroon
6. Ethiopia
7. Kenya
8. Libya,
9. Mozambique
10. Nigeria
11. Senegal
12. Swaziland and
13. Tunisia

5. The Commission was represented by the Deputy Chairperson, H.E. Mr. E. Mwencha, the Director of Administration and Human Resources Development Department, other Directors and staff members.

B. OPENING OF THE MEETING

6. The Chairperson of the Sub-Committee thanked Member States for their presence acknowledged the presence of the Deputy Chairperson of the Commission and thanked him for his attendance. He then requested members of the Sub-Committee to express their views on how to proceed to consider the proposals for review of the Post Maputo Structure submitted by the commission.

C. DISCUSSIONS

7. A debate on procedures ensued during which members of the Sub-Committee stated that they did not have the time to study the document. Some members stated that the proposals represent a paradigm shift and large financial implications that will need to be carefully studied by experts in their respective capitals.

8. At the end of the debate, the Sub-Committee decided to invite the Commission to present the proposals after which they would adjourn to allow Member States time to study the document for later discussions.

9. Presenting the proposals contained in Document PRC/SCttee/2, the Commission recalled the submission made to the Sub-Committee in January 2010 and the decision of the PRC that the Commission undertakes a more comprehensive review of the Organizational Structure of the Commission as well as other organs of the Union.

10. Explaining the rationale, approach, outcome and financial implications of the proposals, the Commission stated among other things that:

- (i) In implementation of the January 2010 PRC decision on structures, the Commission prepared the document before the Sub-Committee it also carried out consultations with the organs of the Union, namely PAP, NEPAD, the APRM, AFREC and the African Court on Human and People's Rights. The proposals for these Organs would shortly be submitted to the Sub-Committee.
- (ii) Seven years after the adoption of the MAPUTO Structure, the Commission had witnessed a significant expansion in its mandate as a result of decisions of the Assembly, the Executive Council, Sectoral Ministerial conferences and the emergence of new areas and issues of interest to Africa.
- (iii) The Commission had developed two Strategic Plans 2004-2007 and 2009-2012 which articulated its vision mission and programs. These plans were endorsed by Member States and provided the frame work for the activities of the commission. Furthermore the development of relations with NEPAD, the RECs and the full operationalization of many of the Union Organs have added additional responsibilities on the Commission.

- (iv) All these developments together with the growth of the Commission's budget, human resources and support provided by Partners call for increased efficiency, effectiveness, productivity and accountability on the part of the Commission. The review proposals were aimed at addressing these challenges.
- (v) To prepare the submission before the Sub-Committee, the Commission established a Task Force under his Chairmanship comprising Senior Officials supported by a secretariat, to conduct wide consultations with all portfolios and offices. The Task Force met with all Departments and Units and carried out detailed consultations and interrogation of the submissions presented by the Departments and Units. As a result of these consultations it was possible to reduce the initial requests of more than 700 new positions to what is contained in the current document.
- (vi) In preparing the submission before the Sub-Committee, the commission was guided by the principles of comparative advantage, subsidiarity and complementarity with the RECs, NEPAD and other offices of the Commission.
- (vii) The submission before the Sub-Committee proposed the creation of the posts of Deputy Director in all large and diverse portfolios based on the principle of allocating on average, a Deputy Director to be in charge of every Cluster of 3 divisions. A total of 253 new positions of which 156 were professional positions 76 GSA position and 21 GSB positions are contained in the document. The financial implications of the new proposals were estimated at US\$21 million to be spread over a five years.
- (viii) A viable strategy for absorbing the financial implications and provide the Commission with the critical minimum staff needed, it is proposed to explore with Member States and Partners options for mobilizing resources to support the human resources of the Commission. This would lead to the rationalization and streamlining of all recruitments within the Commission programs.
- (ix) Finally, the proposals before the Sub-Committee were the critical minimum required by the commission to discharge its expanding mandate. The Commission appealed to the Sub-Committee to consider and approve them.

11. Further the Commission indicated that the proposal sought the creation of 16 P6 Positions, 25 P5 positions, 10 P4 positions, 56 P3 positions, 46 P2 positions, 4 P1 positions and 97 GS positions.

12. Following the presentations by the Commission, some members of the Sub-Committee raised questions on the timeframe for the implementations of the proposals, the issue of staff evaluations, the assumptions informing the proposals, the interaction between the Commission and the partners on issues of project staff as well as the principle of establishing the Pool Fund for support to the structure.

13. In response to these questions, the Commission informed the Sub-Committee of the establishment of a new performance management system for the staff of the commission, the introduction of annual performance contracts and the establishment of a result based budgeting system as well as the ongoing reforms programme which aim to improve the commission's performance in Human Resource Management, Finance, Accounting and Program Management and delivery.

14. At the end of the meeting, the Chairperson ruled that the Sub-Committee reconvenes on 17th June to resume discussions on the proposals.

15. The Sub-committee resumed its meeting on 17 June 2010. Opening the meeting, the Chairperson of the Sub-Committee H.E. Ambassador Ali Awidan proposed that the sub-committee engage in a general debate before addressing the proposals submitted by the Commission.

16. During the general debate, members of the sub-committee raised the following issues.

- i) The time given to the Sub-Committee was too short and consequently Members were not in a position to carefully study and analyze the Commission's proposals particularly taking into account other preparatory meetings for the forthcoming Kampala Summit.
- ii) The Proposals have substantial financial implications which have to be carefully studied taking into account the debate of the Executive Council on the budget during its last session as well as the ability of Member States to bear any further additional appropriation. The current discussion on the revision of the scale of assessment would also need to be taken into consideration.
- iii) Restructuring should not necessarily mean additional staff. In this respect, the Commission should include among its options the redeployment of existing staff as a strategy for reorganization of the structures.
- iv) There is need to receive the submission from all the Organs of the Union which asked for adjustments to their structure so that the Sub-Committee would have a comprehensive picture of all new proposals.

- v) For these reasons, consideration of the proposals should be postponed to start early in August or September, 2010 that is immediately after the forthcoming Kampala summit scheduled for late July 2010.

17. Responding to the debate, the Commission provided the following clarifications.

- i) Since the last summit in January/February 2010, the Commission had been diligently pursuing the review of the Structure as requested. The documents before the Sub-Committee could not have been ready any earlier. He reminded the Sub-Committee of the proposal to recruit a consultancy firm to do the exercise which would have involved the lengthy process of complying with the procurement process. This was why the commission opted for an in-house approach to launch a participatory process to critically study and analyze submissions and rationalize them to arrive at the proposals on the table, which it considers an absolute minimum. Time was needed to finalize, translate and process the proposals in all four languages. He stressed the fact all is not well with all departments of the Commission in terms of human resource capacity and that there was an urgent need to address the problems before they took on a more serious dimension. In this respect, he appealed to the Sub-Committee to consider the proposals in time to include at least some of the very critical needs in the 2011 budget.
- ii) On the issue of “restructuring not necessarily meaning additional staff”, he drew the attention of the Sub-Committee to the human resources provided by the Maputo Structure and the inadequacy of these resources. For example the Department of Agriculture and Rural Economy, which was provided with 17 staff only in the Maputo structure to address issues in such diverse areas as: Agriculture, Food Security, Climate Change, Water, Rural Economy, Environment, Desertification as well as the specialized offices in these areas. The same was also the case with other portfolios. In this respect, Commissioners and Directors will appear before the Sub-Committee to provide it with details and respond to its questions. The Commission referred to some of the problems resulting from critical staff shortages and cited examples in the areas of Finance and Human Resources Management where the staff provided by Maputo was to manage budgets of about US\$30 million only at the time and a much smaller staff compliment. The African Union Commission budget today is well over US\$200 million and the staff strength has more than doubled. He stressed the fact that all requests made were the minimum and that there was no room for much redeployments within the Post Maputo structures.
- iii) On the issue of financing the new proposals, the Commission concurred with the Members of the Sub-Committee that this was a most daunting task. Raising an additional US\$21 million from assessed contributions would not be possible. The Commission therefore proposed spreading the

cost over a period of five years as well as options for short and medium term financing. He urged the Sub-Committee to objectively assess the submission on the basis of their objectivity.

- iv) Referring to the submission from the Organs of the Union, the Commission informed the Sub-Committee that its directives were passed on to all the Organs together with guidelines prepared by the Task Force. All proposals from Organs were being compiled and would be circulated to the Sub-Committee.
- v) On the issue of the possible implications of the Review proposals with regards to the anticipated establishment of the Authority, he indicated that the proposals were not in contradiction with the establishment of the Authority, as the Authority would be guided by the same mandate and strategic plan orientation. The proposals constituted the basic minimum Human Resources capacity the Authority would need to build on in the new areas to be added on the mandate.
- vi) He briefed the Sub-Committee on the efforts of the Commission to improve total efficiency and productivity especially within the framework of the new performance management system. The aim is to recruit staff with clear job descriptions and provide them with an objective to pursue within a timeframe, as well as adequate supervision and guidance. At the beginning of each year, staff members discuss and agree with their supervisors on objectives to be pursued during the year against which they are assessed at the end of the performance year. To support and strengthen this program, there was need to endow the Commission with the right mix of staff competencies and skills, provide adequate number of senior management staff with required specializations and orient all staff and managers on the new Result Based Budgeting and Human Resources Management System. He drew attention to the fact that most Directors were called upon to supervise issues over a very wide span which had resulted in weak supervision which the new proposals sought to address.

18. The Commission explained that the new proposals were in addition to the 280 vacant posts in the Post Maputo Structure and that many of the 280 vacant posts were in actual fact filled with short term staff and/or consultants following the usual recruitment procedures of the Commission.

19. At the end of the debate, the Chairperson made the following conclusions.

- i) There was no need to approach the proposals in a selective manner; the Sub-Committee shall consider them comprehensively and would choose any part to start with now.
- ii) The Sub-Committee agreed to meet immediately after the Kampala Summit, that is in August/September 2010, to consider all proposals by the

Commission and the Organs in time to include at least the critical minimum in the 2011 budget.

20. Finally, the Chairperson appealed to all members to support and work with the commission for the common benefit of the Union.

21. The Sub-Committee adopted its report on 28th June 2010 and transmitted it to the PRC for consideration.

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