

**ORGANIZATION OF
AFRICAN UNITY**

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ADDIS ABABA

**ORGANISATION DE L'UNITE
AFRICAIN**

SECRETARIAT
B. P. 3243

COUNCIL OF MINISTERS

Fourteenth Ordinary Session

Addis Ababa - February/March 1970

CM/298/Rev.1

REPORT ON THE STRUCTURE AND SALARY LEVELS OF O.A.U.



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Corrigendum

In the Document CM/298/Rev.1, entitled "REPORT ON THE STRUCTURE AND SALARY LEVELS OF O.A.U.", please insert sub-paragraph (xiv) immediately after sub-paragraph (xiii) of paragraph 22 at page 22.

(xiv) The Secretariat recommends for the acceptance of the Council the suggestion of the Advisory Committee that the following job descriptions be applicable in the General Secretariat and in the Regional Offices:-

- | | | | |
|-----|---|-------|----|
| (a) | Director of Department
or Executive Secretary | | P5 |
| (b) | Head of Division,
or Assistant Executive Secretary | | P4 |
| (c) | Chief of Section | | P3 |
| (d) | Supervisor of Bureau | | P2 |
| (e) | Officer of a desk | | P1 |

P A R T IREPORT ON THE STRUCTURE AND SALARY LEVELS OF O.A.U.

At the end of the discussion on "the Structure and Salary Levels" during the 13th Ordinary Session of the Council of Ministers held in Addis Ababa from 27 August to 6 September 1969, Committee B decided:

(i) "That the whole question of the proposed review on the structure of the OAU General Secretariat should be deferred until the Fourteenth Ordinary Session of the Council of Ministers." and

(ii) "That the proposed review on the salary levels of the OAU General Secretariat should be deferred until the Fourteenth Ordinary Session of the Council of Ministers."

2. The Committee also decided that the General Secretariat should submit to Member States, not later than 31 December 1969, a revised version of the Report on Structure and Salary Levels, based on both the Experts and Advisory Committee's Reports and also taking into account all salient points raised during the Committee's debate.

3. All these decisions are contained in paragraphs 13, 14 and 15 of the Rapporteur's Report, Document CM/Cttee.B/Rpt.(XIII) of Committee 'B'.

4. In a plenary meeting at its 13th Session, the Council of Ministers approved the Rapporteur's Report and the Assembly of Heads of State and Government at its 6th Ordinary Session, held in Addis Ababa from 6 to 10 September 1969, endorsed the Report.

5. The Secretariat has given deep thought to the instructions given to it by the Assembly of Heads of State and Government on the recommendation of the Council of Ministers to prepare and submit to Member States, not later than the 31 December 1969, a revised version of the Report on Structure and Salary levels,

based on both the Experts and Advisory Committee's Reports and also taking into account all salient points raised during the Committee's debate. The Secretariat has not found this assignment easy because, on the one hand, it strongly believes that the Council of Ministers, at its 13th Ordinary Session, had all the necessary information to enable it to take a decision on these vital matters, that is Structure and Salary, affecting the life of the Organization; and on the other hand, the Secretariat is not very sure what kind of report the Council wants. But the Secretariat, conscious of its duty has nevertheless proceeded to comply with the instructions and has devoted maximum attention, time and effort to this matter.

6. The Secretariat believes that the kind of report which would meet with the request of the Council of Ministers would be one containing the essentials of the recommendations of the Sub-Committee of Experts, the Advisory Committee on Budgetary and Financial Matters at its 8th Session held in Addis Ababa from 15 to 21 August 1969 and the salient points of the discussion on the matter, though inconclusive, by Committee 'B' at the 13th Ordinary Session of the Council of Ministers. It is also obvious that the Council of Ministers would like to have the comments, suggestions and recommendations of the Secretariat on all these matters because of their effect on the staff's morale, hence on the very efficiency of the OAU administrative machinery.

7. The report is in three parts. The first contains the essentials of the recommendations of the Sub-Committee of Experts. The second comprises the recommendations of the Advisory Committee on the report of the Experts and the salient points of the deliberations of the Council of Ministers and the Assembly of Heads of State and Government on the subject of the Structure and Salary Levels of OAU. The third part contains the comments and recommendations of the Secretariat. At the end of this report, copies of the previous reports and records of the discussions on this matter are attached for information purposes. When the Council studies this report and the annexes, the Secretariat believes that it will have all the information it needs on the question of the Structure and Salary Levels of the OAU for it to take a decision one way or another.

8. It would be useful to recall very briefly how the whole exercise of the problem of the Structure and Salary Levels of the OAU started. Not long after the establishment of the Organization and the fixing of salaries for various grades of staff, it became clear to the Secretary-General that the scales of salaries were not good enough to attract and retain in the Organization, officers of high calibre from African States. The Secretary-General made this view known to the Assembly of Heads of State and Government at the 4th OAU Summit in Kinshasa in September 1967. The Council may wish to know that between 1965 and 1969 about thirty professional staff members left the Organization, some of them, because they were not satisfied with the conditions of service. Quite a number of these officers are now either Ministers or Ambassadors of their countries or high officials in International Organizations. It should be emphasized here that the Secretary-General was more concerned about the salary than the Structure of the Secretariat. He has found, and still finds, the present Structure adequate to meet the needs of the Organization. Perhaps it is worth remembering that the present Structure of OAU was drawn up by a panel of experts working for months and the Structure they established was flexible enough to face all eventualities. The best proof of the value and efficiency of this structure is that since 1964 it has enabled the Secretariat to face all situations including the most difficult ones in the life of the Organization.

9. So in September 1967, the Council of Ministers directed the Advisory Committee on Budgetary and Financial Matters to review the salary levels and Structure of the OAU Secretariat as a whole. The review was to take into account, on comparative basis, the levels of the salaries of other International Organizations and African Diplomatic Missions, and at the same time effect economies.

10. In order to help the Advisory Committee in its task, the Secretariat prepared document CM/242/CORR.I and submitted it to the Committee. In this document the Secretariat argues that for the efficient running of the OAU, its salary levels

should not fall far below those of other International Organizations in Addis Ababa. The Secretariat has also pointed out that the salaries of OAU staff have remained static since they were fixed in 1965 in Nairobi at a relatively low level, though U.N. whose 1962 salaries were used as the basis (minus two steps in salary) in deciding OAU salaries has twice raised its salary levels. The Secretariat was, therefore, compelled to recommend that the staff emoluments should be increased, and it made concrete suggestions to that effect.

11. When this report was submitted through the Advisory Committee on Budgetary and Financial Matters to the Council of Ministers at its 12th Session last February 1969, the Council refused to act on it on the grounds that it dwelt almost entirely on the question of increase of salaries of the staff without devoting as much attention to the question of Structure. The Council took a decision to appoint a sub-committee of Experts, out of the Advisory Committee on Budgetary and Financial Matters, to study the Structure and Levels of Salaries of the OAU and to submit its report to a Special Meeting of the Advisory Committee.

12. The Sub-Committee of Experts submitted its report in document FBM/3(VIII) making recommendations on the Structure and salary levels of the General Secretariat. These recommendations are briefly as follows:-

I. STRUCTURE

(a) General Secretariat

The number of Assistant Secretaries-General should be reduced from 4 to 2. These two Assistants should, with the Secretary-General, make up the policy-making cabinet of which the latter is the Chairman and the Chief of Cabinet the Secretary.

(b) Executive Secretariat of the Liberation Committee in Dar-es-Salaam

The number of Assistant Executive-Secretaries should be reduced from three to two, one of whom should be a military man.

(c) S.T.R.C. Office in Lagos

All the Sub-Regional offices of the STRC Office in Lagos, that is the Publication Office in Niamey, the IAPSC Office in Yaounde, the BIS office in Bangui and the IBAH in Muguga (Kenya) should be integrated with the mother Office in Lagos in order to effect economies.

- (d) The Sections of Education and Health of the Scientific and Cultural Department at the General Secretariat in Addis Ababa should be transferred to the STRC Office in Lagos.

II. Creation, Upgrading, Downgrading and Suppression of Posts

13. The Sub-Committee of Experts recommended as follows:-

Cabinet

- (i) The Chief of Cabinet should be upgraded from P4 to P5 in view of increased responsibilities assigned to him by the Experts.
- (ii) The Deputy Chief of Cabinet, a new post suggested by the Experts, should be graded on P4.
- (iii) A new post of an Expert in Organization and Methods (O & M) be established for the constant observation of all procedural and organizational aspects of work in the Secretariat. He will be on Scale P4.

Protocol

- (iv) The Assistant Chief of Protocol should be upgraded from P1 to P2.

Legal Section

- (v) The post of the second Legal Officer (P2) should be suppressed.

Directors of Departments

- (vi) All Directors of Departments should be up-graded from P4 to P5.

Finance Division

- (vii) The post of Finance Officer for the Commission of Mediation, Conciliation and Arbitration which is vacant should be filled and transferred to the Finance Division of the General Secretariat.

Conference Division

- (viii) The post of Revisor (P3) and two Translators (P3) should be suppressed if it is agreed that the General Secretariat should prepare summary records only for the Assembly of Heads of State and Council of Ministers and not for all OAU meetings as hithertofore.

Executive Secretariat of the Liberation Committee

- (ix) The executive Secretary, like his colleagues of the same title and his Assistants, should be on P5 and P4 respectively. But the present holders of the posts should keep their grades of P6 and P5 respectively as personal to them.
- (x) A new post of Information Officer on P2 be created.

Executive Secretariat - NEW YORK

- (xi) The Executive Secretary be upgraded from P4 to P5. The post of Co-ordinator be upgraded from P2 to P3.

Executive Secretariat - STRC Office, Lagos

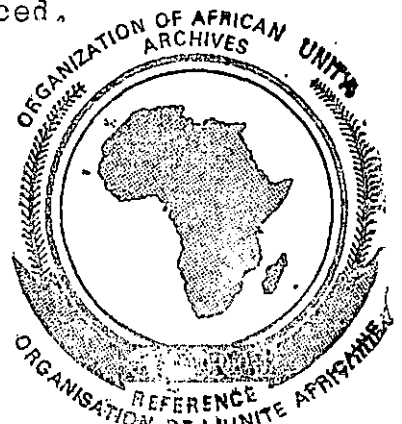
- (xii) The Executive Secretary should be down-graded to P5 but the present incumbent should hold his grade of P6 as personal to him.
- (xiii) The posts of Deputy Secretaries for BIS Bangui, IBAH, Muguga, and IAPSC, Yaounde, should be upgraded from P2 to P3.
- (xiv) An expert to establish a proper pension scheme be appointed.

14. Salaries and other staff emoluments

The Experts recommended as follows:-

- (i) Housing allowance should be merged with basic salaries for all professional grades.
- (ii) Housing allowance should be redesignated non-residents allowance in respect of GS officers and should be increased from the present US.\$900 per annum to US.\$1,200 per annum.
- (iii) The present levels of salaries should be raised by 5% for all ranks. In respect of professional posts, this will be 5% of both the present basic salary and the housing allowance combined.
- (iv) Post adjustment allowance be introduced according to a well-defined formula. This will be spelt out in Part II.
- (v) The salary paid to the Secretary-General and the cost of housing him should be merged and fixed at US.\$33,000.00
- (vi) The salary of each of the Assistant Secretaries-General should be consolidated at US.\$20,000.00 to include:-

(a) Basic salary (reduced)	US.\$15,500.00
(b) Housing Allowance	US.\$ 3,600.00
(c) Car Allowance	US.\$ 900.00
		US.\$20,000.00
		=====
- (vii) Education allowance be introduced.
- (viii) Language allowance be introduced.



PART II

15. REPORT OF THE EIGHTH ORDINARY SESSION OF THE ADVISORY COMMITTEE ON BUDGETARY AND FINANCIAL MATTERS HELD IN ADDIS ABABA FROM 15 TO 21 AUGUST 1969.

The Advisory Committee, during its Eighth Session, considered at length the report of the Sub-Committee of Experts on salary and structure of the General Secretariat. The Advisory Committee, after long discussion and careful consideration, made the following recommendations to the Council of Ministers:-

(a) The Structure of the Secretariat

The Committee agreed with the panel of experts that the number of Assistant Secretaries-General be reduced from 4 to 2. The Committee also agreed that the Assembly of Heads of State and Government should decide whether this reduction should take effect now or when the terms of office of the present Assistant Secretaries-General come to an end in 1972. The Committee also wished that the idea of rotation be borne in mind during subsequent elections of the Assistant Secretaries-General.

(b) Executive Secretariat of the Liberation Committee Dar-es-Salaam

The number of Assistant Executive-Secretaries should remain three, as at present, for political balance which is particularly important to ensure the normal running of the Secretariat of the Liberation Committee.

(c) STRC Office in Lagos

On the question of integrating all the Sub-Regional Offices with the STRC Office in Lagos, the Advisory Committee does not accept the recommendation of the panel of Experts that all the 4 Sub-Regional Offices should be merged with the main office in Lagos. Instead, the Committee recommends the following changes arguing that only the Sub-Offices that find it difficult to operate in their present locations be transferred to Lagos:-

- (i) The Niamey and Bangui Sub-Offices be transferred to Lagos.
- (ii) The Yaounde Sub-Office should remain where it is.
- (iii) Immediate appeal be made to the Kenya Government to provide facilities for the transfer of the Muguga Sub-Office to Nairobi. Should this fail, then consideration should be given to establishing the Sub-Office elsewhere.
- (d) The Education and Health Sections of the Scientific and Cultural Department which are now situated at the General Secretariat in Addis Ababa should remain where they are for efficiency as well as for political and institutional reasons.

16. Creation, Upgrading, Downgrading and Suppression of Posts.

The Advisory Committee considered the recommendations of the Experts on the above subjects and, in turn, recommended as follows:-

(i) Cabinet

The Committee endorsed the recommendation of the Experts that the post of the Chief of Cabinet be upgraded from P4 to P5 but it did not agree with the Experts that the Chief of Cabinet should be given additional responsibilities.

- (ii) The Committee agreed to the recommendation of the Experts that an expert on Organization and Methods (O&M) be appointed to advise on procedural and organizational aspects of work in the Secretariat but recommended that the officer, who should be graded on P4, be seconded to the Secretariat from one of the Member States for a period of one year on a trial basis before taking any further decisions.

(iii) Protocol

The Committee supported the Experts that Deputy Chief of Protocol be upgraded from P1 to P2.

(iv) Legal Section

The Advisory Committee reversed the recommendation of the Experts about the post of the second legal officer and recommended its retention.

(v) Directors of Departments

The Advisory Committee upheld the recommendation of the Experts that all Directors of Departments should be on P5.

(vi) Finance Section

The Advisory Committee endorsed the recommendation of the Experts for filling the vacant post of a Finance Officer in the Commission of Mediation, Conciliation and Arbitration and transferring it to the Finance Division of the General Secretariat.

(vii) Conference Division

The Advisory Committee recommended that the posts of Translators, Interpreters, Revisers, etc. in the Conference Division should be brought to full strength to meet the requirement of the Secretariat. It also recommended that, as economy measure, summary records should be kept only for meetings of the Council of Ministers and the Assembly of Heads of State and Government. For other meetings the Rapporteur's reports and the tape recordings of the speeches would suffice.

(viii) Executive Secretariat of the Liberation Committee

The Advisory Committee recommended that the Executive Secretary of the Liberation Committee, like his counterpart in Lagos, should be graded at P5 at an appropriate step so that the incumbent does not suffer any loss of pay. Similarly, the Assistant Executive Secretaries should be graded at P4 at an appropriate step.

(ix) Executive Secretariat - New York

The Advisory Committee did not agree with the Sub-Committee of Experts that the Executive Secretary in New York should be upgraded from P4 to P5. It therefore recommended that he remain at P4. Similarly, it recommended that the post of Co-ordinator remain at P2.

(x) Executive Secretariat - STRC Office Lagos

The Advisory Committee recommended that the Post of Executive Secretary in Lagos, like that of his counterpart in Dar-es-Salaam, be graded at P5 at an appropriate step so that he does not suffer any loss in pay.

- (xi) The Advisory Committee endorsed the recommendation of the Sub-Committee that the posts of Deputy Directors of the Sub-Regional Offices be upgraded from P2 to P3.

17. Salaries and Other Staff Emoluments

The Advisory Committee accepted, in general, the recommendations of the Sub-Committee of Experts on salaries and other emoluments to be paid to OAU Staff. The details of the Committee's recommendations are as follows:-

(i) The Secretary-General

- (a) The salary paid to the Secretary-General and his housing allowance should be merged and fixed at US.\$33,000.00 per annum. The housing allowance should be reduced from US.\$ 9,600 to US.\$ 5,000 per annum. This should be consolidated as follows:-

(i) Basic salary (unchanged) ..	US.\$ 28,000
(iii) Housing allowance ..	US.\$ 5,000
	US.\$ 33,000

He would, therefore, no longer be entitled to free housing.

- (b) The Secretary-General should continue to enjoy the privilege of free car and chauffeur, together with free fuel for the running of the official car.

(ii) The Assistant Secretaries-General

- (a) The salaries of Assistant Secretaries-General should be consolidated at US.\$ 25,000 to include:-

(i) Basic salary ..	US.\$ 20,500
(ii) Housing allowance ..	3,600
(iii) Allowance for using their own motor vehicles ..	900
	US.\$ 25,000

- (b) The above recommendation should take effect simultaneously with the reduction of the number of the Assistant Secretaries-General from the present number of four to two.

(iii) Other Members of Staff

- (a) The present levels of salaries should be raised by 5% for all ranks. In respect of professional scales, this would be 5% of both the present basic salary and housing allowance combined.
- (b) The salary scale once adopted should be subject to review every four years.
- (c) In case of certain posts which require upgrading and/or additional incremental credits the General Secretariat should prepare a list for consideration by the fourteenth Ordinary Session of the Council of Ministers in February/March 1970.
- (d) Housing allowance should be redesignated non-residents allowance in respect of G.S. officers and should be increased from the present US.\$ 900 per annum to US.\$ 1,200 per annum.
- (e) Post Adjustment Allowance should be introduced according to the following formula based on indices established by the U.N.O.

(1) Nairobi	1 point
(2) Dar-es-Salaam	1 point
(3) Lagos	2 points
(4) Addis Ababa	3 points
(5) New York	5 points
(6) Bangui	5 points
(7) Niamey	6 points
(8) Yaounde	6 points

For this purpose, Dar-es-Salaam should be regarded as the basic station and would attract no post adjustment allowance. For each point above the basic unit, 2% of basic salary will be payable as post adjustment. On this basis, the schedule of post adjustment will be as follows:-

- (1) Dar-es-Salaam - 1 point - No post adjustment
- (2) Lagos - 2 points - 2% post adjustment
- (3) Addis Ababa - 3 points - 4% post adjustment
- (4) New York - 5 points - 8% post adjustment

- (5) Bangui - office transferred to Lagos
- (6) Niamey - office transferred to Lagos
- (7) Yaounde - 6 points - 10% post adjustment
- (8) Nairobi - 1 point - No post adjustment.

Since New York now receives 35% Cost of Living Allowance, it is considered that it will be inequitable if this advantage is suddenly and drastically reduced. It is therefore recommended that the total emoluments (salary and cost of living allowance) payable in that office should remain generally as it is. In order however to ensure that the rates of basic salaries are uniform in all OAU offices, it is recommended that the salaries in New York Office be also increased by 5% but that Cost of Living Allowance (to be renamed post adjustment) be reduced to 30%. A slight advantage in pay will accrue to the staff of the New York Office by this arrangement.

(iv) Education Allowance

On the question of Education Allowance, the Committee recommended that an Education Allowance should be established at the rate of 50% of the total cost of school fees under the following rules:-

- (a) The allowance will be payable only to non-resident officers in the scale of General Services and above;
- (b) The maximum total amount payable per family will be US.\$500 per annum excepting officers in the Executive Secretariat in New York who will be entitled to a total of US.\$1,000 per annum;
- (c) No allowance will be payable in respect of those of the children:-
 - (i) who are married
 - (ii) who are over 18 years of age
 - (iii) who are resident in the home country of the officer;
 - (iv) whose absence from the home country of the officer was not caused by the employment of the officer by the OAU;
 - (v) who are in kindergarten, or in infant schools.
- (d) The allowance will cover only school fees and will exclude board and lodging and other school expenses;

- (e) A female officer will be entitled to the allowance only if she is a widow.

(v) Language Allowance

The Advisory Committee recommended the establishment of language allowance to be paid to officers who fulfil the requirements.

(vi) Pension Scheme

The Advisory Committee made the following recommendations on the subject of pension scheme:-

- (a) That the contract gratuity should be reduced from 25% to 15%;
- (b) That the Secretary-General and his Assistants be entitled to gratuity, the details of which should be worked out by the General Secretariat;
- (c) That a full study should be undertaken by an Expert on the subject for submission to the 1970 Summit meeting.

III. COMMENTS MADE BY THE COUNCIL OF MINISTERS ON THE SUBJECT OF THE REVIEW OF STRUCTURE AND SALARY LEVELS OF OAU.

18. At the 13th Session of the OAU Council of Ministers which was held in Addis Ababa from 27 August to 6 September 1969, Committee B discussed, among other things, the report of the Advisory Committee on the Structure and Salary Levels of the OAU. From the outset, the Committee agreed to discuss the Structure of the Organization as a whole before tackling the question of salaries:

(i) Structure

There was a long but inconclusive debate on whether the number of Assistant Secretaries-General should be reduced from 4 to 2. Most countries seemed to favour the status quo while a few others agreed to the recommendation of the Advisory Committee that the number be reduced. Finally the Committee agreed that consideration of the whole question of the structure of the OAU should be left till the 14th session of the Council of Ministers to be held in February/March 1970.

(ii) Salary Levels

The Committee listened to the appeal made by the Secretary-General for the Committee to accept the recommendation of the Advisory

Committee on Budgetary and Financial Matters that the salaries of all the staff of the OAU be raised by 5%. The Secretary-General argued that since the salaries of the staff were fixed in 1965 they had not been revised although the cost of living had increased considerably. The Secretary-General pointed out that the increases were essential in order to boost the sagging morale of the staff and to attract other officers of high calibre, and experience in the interest of the Organization.

The Committee discussed this matter at length and finally decided that it too, like the question of structure, should be deferred to the 14th session of the Council of Ministers in February/March 1970.

IV. THE DECISION OF THE ASSEMBLY OF HEADS OF STATE AND GOVERNMENT AT ITS 6TH ORDINARY SESSION THE EXECUTIVE SECRETARY OF THE OAU OFFICE IN NEW YORK:

19. On the recommendation of the Council of Ministers, the Heads of State and Government decided that the post of Executive Secretary of the OAU Office in New York be brought up to the same level as those of his counterparts, the Executive Secretaries in Lagos and Dar-es-Salaam. The Heads of State and Government also decided that the Executive Secretary in New York be given all the material means to enable him to carry out his duties effectively under the best possible conditions.

20. The Assembly of Heads of State and Government at its 6th Ordinary Session took note of the strong appeal made by the Secretary-General that whatever increases of salaries subsequently envisaged by the Council of Ministers should take effect from 1 June 1970.

PART IIICOMMENTS AND PROPOSALS OF THE GENERAL SECRETARIAT CONCERNING THE RECOMMENDATIONS OF THE ADVISORY COMMITTEE ON BUDGETARY AND FINANCIAL MATTERS

In this part of the report, the General Secretariat makes its comments and views known on all the matters on which the Advisory Committee made recommendations and submits its own proposals taking into account all the studies carried out on this question from 1967 to 1969, the deliberations of the Eighth Session of the Advisory Committee on Budgetary and Financial Matters and the Ninth Session of this Committee which met in Addis Ababa in December 1969.

In its comments as in its proposals, the General Secretariat was mainly concerned with attracting and retaining the most experienced, the most devoted and the most efficient African cadres for the OAU. In the long run, this policy will certainly prove to be the most economical and the most profitable for OAU.

21. The Structure of the Secretariat

(a) The number of Assistant Secretaries-General

When the Advisory Committee discussed the subject of the OAU Structure, with particular reference to the number of Assistant Secretaries-General, it endorsed the recommendation of the Experts that the number should be reduced from 4 to 2. When the Council of Ministers discussed this matter later, a comfortable majority seemed to favour the retention of the present number of Assistant Secretaries-General whereas the others appeared to agree to the recommendation of the Advisory Committee that the number be reduced to two. The Administrative Secretary-General spoke at length on behalf of the Secretariat arguing that the present structure with 4 Assistant Secretaries-General had been found to be suitable for the smooth running of the Organization. The Secretariat therefore proposes that the number of Assistant Secretaries-General remain at 4 to ensure the representation of all trends within OAU.

(b) Executive Secretariat of the Liberation Committee
in Dar-es-Salaam

The Secretariat agrees with the Advisory Committee that the number of Assistant Executive-Secretaries remain three as at present "for political balance which is of particular importance in the liberation struggle." Because of their very nature, these reasons require the maintenance of the status quo as long as the Liberation Committee continues to function in its present form. However, the question is linked with the final decision that the Assembly of Heads of State and Government will take on the reports of the Committee of Seven which is to examine the terms of reference, composition and the functioning of the Co-ordinating Committee for the Liberation of Africa.

(c) STRC Office in Lagos

The Advisory Committee did not agree to the recommendation of the Experts that all the 4 STRC Sub-Regional Offices be merged with the parent office in Lagos. Instead the Committee recommended that only the Sub-Offices in Niamey and Bangui, which, due to numerous difficulties, are not properly functioning should be so merged. The Secretariat has made soundings on this and on the basis of its findings, it would appear that an arrangement which will provoke least controversy would be the merging of the Sub-Offices in Niamey and Bangui to Yaounde and leaving the others where they are. For political reasons, OAU needs to have an Office in a French-speaking Central African country since the other offices are located in English-speaking East and West African countries; the fact that the Advisory Committee suggested that the Phytosanitary office in Yaounde be maintained and the great advantage of having a bilingual University and suitable technical and technological facilities in Yaounde, have led the General Secretariat to this conclusion which is submitted to the Policy-making Bodies of OAU for approval.

(d) Bureaux of Education and Health of the Scientific and Cultural Department

The Secretariat shares the views of the Advisory Committee that these offices should remain in Addis Ababa for reasons of principle and efficiency. The transfer of these sections would mean transferring the entire Scientific and Cultural Department thus upsetting the structure of the Secretariat. Furthermore, because of the additional and useless expenditure involved and the ensuing complications without any apparent advantage, the Secretariat feels that it would be better to renounce the suggestion, for it could easily lead to a hazardous and chaotic situation which would paralyse the Organisation.

22. Creation, Upgrading, Downgrading and Suppression of Posts

(i) Cabinet

The Secretariat supports the recommendation of the Advisory Committee that the post of Chief of Cabinet be upgraded from P4 to P5. The Secretariat further recommends that:-

- (a) The upgraded Chief of Cabinet be redesignated Director of Cabinet, this will bring the Director of Cabinet on the same line as Directors of Departments and will, therefore, conform with the standard nomenclature for all the Departments and Sub-Regional Offices.
- (b) The present post of Attaché of Cabinet on P2 Step I be upgraded to P3 and be designated Chief of Cabinet. This nomenclature, just as in (a) above, is to conform with the standard practice in all the Departments of OAU. However should recommendation would be rejected for one reason or another the General Secretariat whose main concern is to ensure uniformity in the structure, nomenclatures and titles would propose that the Cabinet Attaché become Assistant Chief of Cabinet,

It will be recalled that the Sub-Committee of Experts recommended the creation of the post of Deputy Chief of Cabinet on P4 to assist the Chief of Cabinet. Therefore this recommendation of Director of Cabinet on P5 assisted

by Chief of Cabinet on P4, in place of the present Chief of Cabinet on P4 and Attaché of Cabinet on P2 Step I agrees with the suggestion of the Sub-Committee of Experts. It would be emphasized that the recommendation of the Secretariat is dictated by the increase of the volume of work and responsibilities in the Cabinet.

(ii) Organization and Method (O & M) Officer

The Secretariat has no objection to appoint an O & M Officer on P4 to "advise on procedural and organizational aspects of work in the Secretariat" for a trial period of one year and to make comments and recommendations in order to improve the structure of OAU and the general conditions of service, so as to increase the efficiency of each and every officer of the Organization.

(iii) Protocol

The Secretariat wholeheartedly welcomes the recommendation of the Advisory Committee that the Deputy Chief of Protocol be upgraded from P1 to P2. The post should be upgraded because the two previous incumbents left the Organization as the salary was too low, and the present one accepted the post on the condition that it would be adjusted not later than June 1970.

(iv) Legal Section

The Secretariat agrees with the Advisory Committee that, contrary to the report of the Experts, the post of a legal officer, who will be Deputy to the Head of the Legal Department, be retained. The Secretariat is of the opinion that no section of OAU should have less than two officers so that a minimum balance of representation could be ensured should one officer be away on official mission, be sick, resign or die.

(v) Directors of Departments

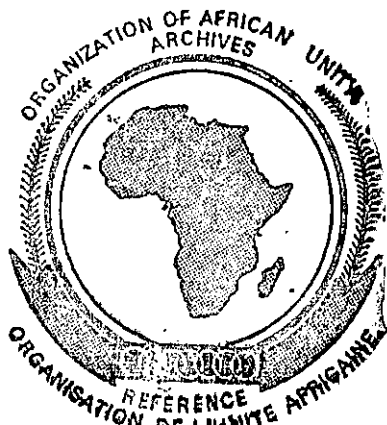
The Secretariat is in complete agreement with the Advisory Committee that the Directors of Departments should be on P5. The Secretariat recommends that the Directors should be placed at appropriate steps so that:-

- (a) they do not suffer loss of pay; and
- (b) due account be taken of the existing differences in their salaries on the basis of their qualifications and experience.

(vi) Directors of Bureaux

The Secretariat has for some time been receiving petitions from the Scientists and Doctors who are in charge of the Technical Bureaux that not much account had been taken of their long periods of training and, in many cases, their long experience in the service when their scale of salary was fixed at P4.

Indeed, some of these cases today are very ludicrous. Veterinary surgeons, agricultural experts, doctors in phyto-sanitary science and medical doctors of the Health Bureau are at P2 while doctors in social sciences are at P3. This situation could not continue without jeopardizing all possibilities of recruitment or retention in the service of OAU of those who have accepted to make sacrifices with the hope of a rapid improvement of the conditions of service in the Organization. The posts of these officers should be upgraded. However, the Secretariat feels that the recommendation to upgrade the Directors of the Regional Offices to P5 is not justified, for this would put them on the same level as the Directors of Department. Of course, the long training, the type of qualifications required and the experience of these officers would require that the Directors of the Offices be put on P5 and the others on P4, having due regard for their responsibilities in the economic and social development of the African continent. The Secretariat is happy to recommend strongly that the officers of these posts at P3 and P4 be given additional incremental steps according to their experience and professional qualifications. These officers are Directors and Assistant Directors IAPSC Office in Yaounde, BIS in Bangui, IBAH in Muguga, Kenya and the Health Bureau in Addis Ababa. The Secretariat proposes that the Directors start at P4 Step 5, and the Assistants at P3 Step 5 at least, the salary level being fixed on the consideration of each file by the OAU Promotions and Recruitment Board.



(vii) Finance Section

The Secretariat agrees with the Advisory Committee that the vacant post of a Finance officer in the Commission of Mediation, Conciliation and Arbitration be filled and transferred to the Finance Section of the General Secretariat. Indeed not only has the Finance Section of the Commission been transferred to the General Secretariat of OAU but also the Board of Auditors is unanimous in deploring the inadequate number of the officers in the Finance Section. It is therefore imperative to strengthen the number so as to enable them to adequately carry out their duties of keeping and auditing the accounts of OAU General Secretariat and the Regional and Sub-regional Offices. Financial control has almost been non-existent because of lack of staff.

(viii) Conference Division

The Secretariat welcomes the recommendation of the Advisory Committee that the post of Translators, Interpreters, Revisors, etc. in the Conference Division should be brought to full strength to meet the requirement of the Secretariat. Great effort have already been made in this respect and the results are very encouraging. It also recommends that, as economy measure, summary records should be kept only for meetings of the Council of Ministers and the Assembly of Heads of State and Government. For other meetings the Rapporteur's reports and the tape recordings of the speeches will suffice.

(ix) Executive Secretariat of the Liberation Committee

The Secretariat supports the recommendation of the Advisory Committee that the Executive Secretary of the Liberation Committee, like his counterpart in Lagos, should be graded at P5 at an appropriate step so that the incumbent does not suffer any loss of pay. Similarly the Assistant Executive secretaries should be graded at P4 at an appropriate step.

(x) Executive Secretariat - New York

The Assembly of Heads of State and Government decided in September 1969 that the Executive Secretary be aligned with his counterparts in Lagos and Dar-es-Salaam. The Secretariat only has to implement this decision.

(xi) Executive Secretariat - STRC Office Lagos

The Secretariat supports the recommendation of the Advisory Committee that the Executive Secretary in Lagos, like his counterpart in Dar-es-Salaam, be adjusted to P5 at an appropriate step so that he does not suffer any loss in pay.

(xii) Deputy Directors of the Sub-Regional Offices

The Secretariat is in full agreement with the Advisory Committee that the posts of Deputy Directors of the Sub-Regional Offices be upgraded from P2 to P3 above step 5 commensurate with their qualifications. The Secretariat would further recommend that the Deputy Directors and the Medical Doctors in the Health Bureau in Addis Ababa be put at appropriate step commensurate with their qualifications and experience, and in any case at P3 step 5 at least.

(xiii) Change of Nomenclature

The Secretariat recommends that in the spirit of uniformity and as an attempt to remove any discrepancy within Departments the three bureaux now composing the Political Department should be called Sections and that the Chief of Cabinet should be designated "Director of Cabinet" and the Cabinet Attaché be "Chief of Cabinet."

23. Salaries and Other Staff Emoluments(i) The Secretary-General and the Assistant Secretaries-General

The Secretariat does not feel able to comment on the recommendations of the Advisory Committee on the salaries of the Secretary-General and the Assistant Secretaries-General. The Secretariat wishes to recall that these salaries were fixed by the highest Policy-making bodies of OAU, without consulting the beneficiaries, and the Secretariat thinks that these same bodies have the absolute discretion to take a decision on this matter in the way they see fit.

(ii) The Salaries of Other Members of Staff

The Secretariat explained to the Advisory Committee on Budgetary and Financial Matters, that the subject of increase of salaries and allowances and improved conditions of service is something

which affects the morale of staff and therefore the possibility of attracting and retaining the best African cadres in the interest of efficiency and the action undertaken by OAU. The Secretariat proposes that the increase should at least be 10% in view of the admission of the Experts themselves that cost of living for the past five years has increased by 25% since the first scales of salaries were fixed. It should be pointed out however that the Bureau of Statistics of the Imperial Government of Ethiopia showed in November 1969 in a document annex to the present report that the average cost of living has increased by about 40%. Although these figures speak for themselves, the Advisory Committee agreed with the Committee of Experts and proposed a 5% increase of the basic salary for all grades. Frankly speaking the Secretariat does not feel that the 5% increase is sufficient to compensate the OAU staff. It hopes that the Council will give sufficient attention to this matter and approve an adequate increase that will meet the expectations of the OAU staff. The Secretariat on the other hand welcomes the recommendation of the Advisory Committee for a review of salaries of staff every four years. The Secretariat believes that this arrangement will permit the Policy-making bodies of OAU to re-adjust the salary levels taking into account the considerable rise in the cost of living thus enabling the OAU staff to maintain their living standards.

(iii) Education Allowance

The Secretariat recommends that the maximum total amount payable should be US.\$ 300 per child per year up to a maximum of 6 children between the ages of 7 and 21 for those staff members working outside their normal places of residence. For the statutory staff of the OAU Executive Secretariat in New York, the maximum amount payable should be US.\$ 500 per child per annum. For the sake of fairness, in order to make parents pay their full share in the education of their children, OAU, within the limits fixed (US.\$ 300 and 500) can only pay up to 75% for those officers working for OAU outside their normal places of residence and for those children whose absence from the normal places of residence of their parents' is entirely due to the latter working for OAU.

(iv) Children in Respect of Whom the Allowance is Payable

The General Secretariat proposes that OAU continue to defray the cost of Education in accordance with the provisions in the previous paragraph up to the age of 21, which is the legal ^{of} age maturity, and therefore legally dispenses the parents from educating their children. The limit of 18 years is not justifiable because between the ages of 18 and 21, the child is usually receiving general education or vocational training and therefore dependent on his parents. It goes without saying that OAU would not pay this allowance except it is duly established that the child is in school at his parents' expense.

(v) Pension and Gratuity

The views of the Secretariat on this matter are stated below:-

- (a) The Secretariat has no objection that the contract gratuity now payable should be reduced from 25% to 15%.
- (b) The Advisory Committee agrees that the Secretary-General and his Assistants are entitled to gratuity and requests the Secretariat to work out the details. In line with this request, the Secretariat is of the view that the Secretary-General and his Assistants should be treated, in matter of gratuity/pension, in either of the two ways:-

Either (i) as contract officers and in this case they should be entitled to 15% gratuity for every completed year of service or part thereof as other contract officers in the Organization.

Or (ii) As statutory and permanent staff and in this case they should be entitled to 14% gratuity for every completed year of service or part thereof as other statutory and Permanent staff members of the Organization.

Just as the Secretariat argues on the question of the salaries of the Secretary-General and his Assistants, it is not in a position to make any definite recommendation on the gratuity/pension of these political nominees of the OAU. It leaves the whole matter to the discretion of the OAU Policy-making bodies.

(c) The Advisory Committee recommends that an Expert make a full study of the OAU pension/gratuity scheme and submit to the 1970 Summit meeting. The Secretariat sees nothing wrong with the present pension/gratuity scheme which is not unlike that of the U.N. Therefore the Secretariat does not see the justification that money be spent again on another 'Expert' who will study the OAU pension scheme. However, should some Member States offer the free services of their Experts on the subject to OAU, the General Secretariat cannot but welcome such an initiative which would save the funds of the Organization. The conclusions of a report prepared under these conditions would be submitted by the Secretariat for the approval of the Policy-making bodies of OAU without delay.

24. The Secretariat, in its concern to make available to Member States all the necessary information that would enable them to consider this matter in detail and give their delegations to the 14th Session of the Council of Ministers the necessary instructions, attaches to this report the following documents:
- (i) A report of the Sub-Committee of Experts, Document No. FBM/3(VIII) as Appendix I.
 - (ii) Comments of the General Secretariat, Document No. FBM/3(VIII), Annex I, as Appendix II.
 - (iii) A copy of the Summary Records of the Advisory Committee on Budgetary and Financial Matters at its 8th Ordinary Session when it discussed the subject of Structure and Salary levels of the OAU, Document No. FBM/SR.6 (VIII), as Appendix III.
 - (iv) The Rapporteur's report of the Advisory Committee on Budgetary and Financial Matters, Document No. CM/271/Rev.1, as Appendix IV.
 - (v) Report of Committee 'B' of the Council of Ministers at its 13th Session, Document No. CM/Cttee.B/Rpt. (XIII), as Appendix V.
 - (vi) List of officials who have left OAU between 1965 and 1969, Appendix VI.
 - (vii) Price indices in Addis Ababa from 1966 to 1969. Document of the Bureau of Statistics of the Imperial Government of Ethiopia, Appendix VII.
 - (viii) Comparative table of conditions of service of OAU staff with those of International Organizations in Addis Ababa. Appendix VIII.

V. GENERAL CONCLUSION

After being the subject of so many studies and so many meetings, the review of the structure of the Secretariat and especially that of the salary scale and the general conditions of service has been left in abeyance for practically three years without any apparently objective reason, as far as the OAU staff is concerned. Several cadres of the Organization among whom are the most qualified, have read into this excessive delay a pretext for avoiding all effective improvement in the conditions of service of the OAU staff. This negative conviction has already led tens of highly qualified cadres to leave the services of the Organization for more promising horizons.

It is obvious that a further postponement of this question will lead to a massive exodus of the best officers who are still holding their posts, out of sheer idealism rather than self-interest, but who nonetheless expect that in February 1970, the Council of Ministers, in possession of all relevant information, will take a definite decision which will enable them to opt finally for or against continuing their career in the service of O.A.U.

If the Council of Ministers does not take measures to reverse the trend, only mediocre cadres will, in the long run, remain in the service of O.A.U. - mediocre cadres without any real possibility of being distinguished either in the national service or in International Organizations where the demand for African cadres at much more advantageous conditions is ever increasing.

In this respect, whether we like it or not, OAU officers in Addis Ababa cannot but compare their position and their general conditions of service with those of their African counterparts in International Organizations, in particular, E.C.A., and the African Embassies in Addis Ababa. Now, it is obvious that OAU, which cannot call for non-African technical assistance, demands but far greater efforts and sacrifices from its staff than all the other International Organizations in Addis Ababa.

In view of the foregoing, it is imperative for the Council of Ministers to reconsider very carefully the present situation and take decisions which would, at one and the same time be firm and speedy. For OAU this is an absolute necessity on which depends entirely the future of the General Secretariat and, consequently, all practical efficiency of O.A.U.

A mediocre administration is so expensive and superfluous a luxury that no African leader could wish it for OAU. Now, it is evident that though it be easy, and sometimes too easy, to take decisions, it is by far more difficult and complex to execute the decisions taken. The experience of all International Organizations can, if need be, prove this beyond doubt; the quality, efficiency and consequently the development of every Organization are better assessed from the practical results of the work of its executive organ. O.A.U. cannot make itself an exception to this fundamental rule. This is to indicate to what extent the policy-making authorities should consider the conditions of service of OAU staff with care, the aim being to attract and retain in the service of the Organization the best cadres of whom our continent can be proud. Our Organization needs cadres who are technically qualified, professionally competent, morally conscientious and with a sense of obligation capable of constituting the worthy elements of an elite administration which the Council of Ministers has the duty of helping OAU to establish.

For all the reasons briefly enumerated above the Secretary-General made an urgent appeal to the 13th Session of the Council of Ministers and the 6th Session of the Assembly of Heads of State and Government in September 1969 so that whatever the decisions on the salaries and other conditions of service, they may take effect from the next financial year beginning 1 June 1970. This appeal was heard by the two high policy-making bodies who took note of it thus giving a slight ray of hope to the staff whose morale has been seriously affected by the apparent indifference with which the improvement of its situation has been examined hitherto.

In the supreme and exclusive interest of OAU, the General Secretariat reiterates this appeal for the 14th Session of the Council of Ministers to transform this ray of hope of the staff into concrete reality and thus make it possible for our young Organization to realize its ultimate objective which is to attract and retain in the service of OAU the best technical and administrative cadres on the African continent.

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