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AFRICAN UNITY

Secretariat
P. O. Box 3243

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CM/499

PROGRESS REPORT ON THE JOB EVALUATION SCHEME



CMO 499

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PROGRESS REPORT ON THE JOB EVALUATION SCHEME

The Council of Ministers adopted a resolution at its 19th Ordinary Session to appoint an expert in job evaluation to provide job descriptions and standards of qualification requirements for all jobs of the Professional and General Services staff.

2. The estimated period for this assignment by the Advisory Committee is six months.

3. The expert arrived in Addis Ababa on 2nd February 1973 and started his work on the 14th because all staff members were involved in the Council of Ministers duties in Africa Hall.

4. The job evaluation plan covers the following five stages:

- (a) Data collecting about the Organisation, structure and about job contents.
- (b) Job descriptions
- (c) Job analysis
- (d) Job evaluation
- (e) Report drafting

A simple system analysis was carried out, and a schematic flow diagram was drawn indicating stages and steps and showing the input output relationships between the different stages.

5. The two first stages of the plan are the most time consuming ones, since they imply interviewing the staff members, explaining the plan to them, convincing them, distributing questionnaires, reviewing their responses to ensure that they are providing relevant data. Description of job contents takes time also because it involves a considerable volume of paper work.

6. To save time, the expert started the second stage of job description while continuing collecting data about the remaining jobs which it was impossible to complete due to the absence of their occupants on assignment abroad.
7. He estimates that the whole assignment will be completed within the prescribed period determined by the Advisory Committee, and that the report would be ready for consideration in February 1974.
8. In the course of his work the expert discovered that some major structural adjustments needed consideration in the interest of a national organization of the service. The overlapping existing between certain services at headquarters and between certain field offices and their central departments did not facilitate his task of job description. He reported this situation to the Administrative Secretary-General who requested him by his letter dated 13 April 1973 to make an interim report of his findings on the three main structural adjustment which required political sanction for consideration at the 21st session of the Council of Ministers.
9. These were the division of responsibilities between the STRC and the Scientific, Educational and Cultural Department as well as the volume of work and level of responsibility of the Heads of the Cabinet and the Conference Division. Structural reforms in respect of these three areas were also recommended by expert Adu, but their consideration has been delayed because the views of the job evaluation expert and the comments of the Administrative Secretary-General were awaited. These are now attached herewith respectively as Annex A and Annex B.
10. As all the elements are now available it is hoped that the Council will take the appropriate decisions, and thus not only facilitate the completion of the work of Job Evaluation but also resolve a long standing administrative problem that has seriously hampered efficiency and productivity in the past.

JOB DATA QUESTIONNAIRE

The First Part:

1. Job Title:.....
2. Section: 3. Division or Department:.....
4. Name of Occupant :
5. Date of Nomination:Actual Grade
6. Qualifications in terms of Schooling, Training, period and field of experience:
.....
.....
.....
7. - Please state clearly in the following table, all tasks you perform in a way to be understood by an outsider.
- Explain in terms of time the relative importance of each task.
- State clearly what periodical or seasonal tasks you perform, and their periodicity. Tasks should be arranged in an importance order.

T A S K S		T I M E IN %
<u>Permanent Tasks:</u>		
1.		
2.		
3.		
4.		
5.		
6.		
7.		
8.		
9.		
10.		
11.		
12.		

T A S K S

T I M E
IN %Periodical and Seasonal Tasks:

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.

8. Work Conditions :.....
9. Subordinate Positions (title & actual grade)

The Second Part

10. Comments of the supervisor on what the occupant had put in (7) of the first part:

11. What are the qualifications required for adequate performance in terms of :-

Scholastic or University Education:.....

Type and period of training :.....

Period and field of experience:.....

Any other requirements:.....

Signature:.....

TASK ANALYSIS SHEET

Department of
Regional Office

No.	T A S K S	T I M E
	<u>Division or Section</u>	
1.		
2.		
3.		
4.		
5.		
6.		
7.		

	<u>Division or Section</u>	
8.		
9.		
10.		
11.		
12.		
13.		
14.		
15.		

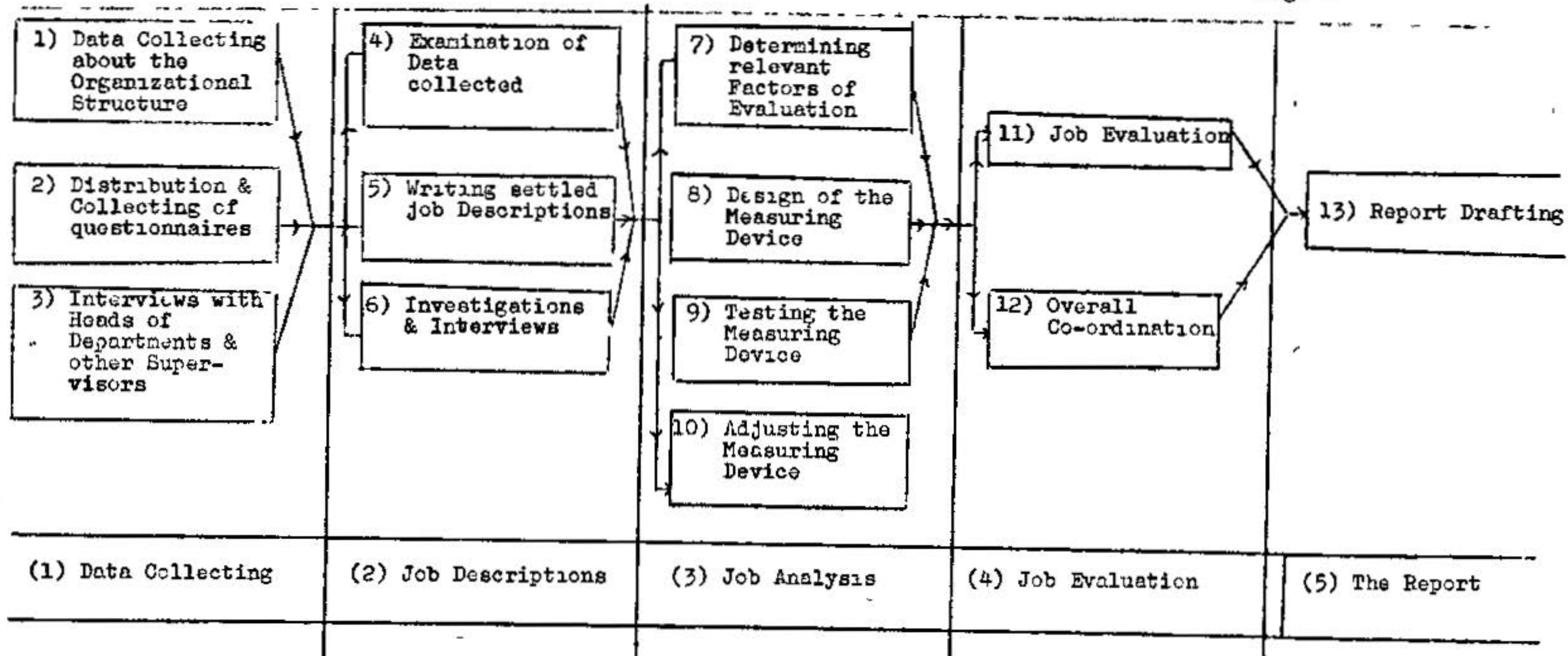
Please put the tasks as detailed,
complete and factual as possible

Signed:.....

SCHEMATIC FLOW DIAGRAM

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Page 6



Annex A: INTERIM REPORT OF THE JOB EVALUATION EXPERT

INTRODUCTION

The structural organization is concerned mainly with three elements:-

- (a) the departmentalization problem in the sense of division of labour or distribution and grouping of tasks on the basis of their nature, harmony, inter-relationships or according to any other relevant criterion.
- (b) the determination of lines of hierarchy (referred to usually as lines of authority) and lines of communication.
- (c) the implications inherent in the exercise of managerial functions; planning, organising, directing, staffing and control.

2. However, since this interim report is concerned only with the three points mentioned in the letter of the General Secretariat dated April 13th, 1973, items (b) and (c) will not be considered. As to (a), the departmentalization problem will be only tackled in respect of three points, since they relate to the basic structure which will be submitted to the Council of Ministers in May 1973 session. Details of organizational reforms will be the subject of the final report to be submitted next February 1974.

3. The author has concrete ideas about finance procedures and administration; their relationship with the internal audit and overall control, and the reflections thereof on basic structure of the General Secretariat and within the Administration Department itself. He would, however, prefer to discuss his ideas with the financial expert who is due to arrive shortly. The outcome of the financial expert's research may have implications on the organizational structure and on the job evaluation scheme.

4. The report will deal with three points successively in the following order :-

- (i) the distribution of tasks between the STRC Executive Secretariat and the line departments in the Headquarters at Addis Ababa.
- (ii) the situation of the Cabinet.
- (iii) the situation of the Conference activities.

DISTRIBUTION OF TASKS BETWEEN THE STRC EXECUTIVE SECRETARIAT AND THE
HEADQUARTER'S DEPARTMENTS AT ADDIS ABABA

The tasks entrusted to the STRC Executive Secretariat are by their very nature almost identical to those entrusted to the Scientific, Technical and Cultural Department at Headquarters. They differ only in the fields of activities, but there is no clear criterion of distribution of tasks. There are common fields such as the trypanosomiasis activity since it has its human aspect which belongs to the Health Bureau in Addis Ababa while it has its animal aspect which belongs to the IBAR (Inter-African Bureau for Animal Resources) under the STRC Executive Secretariat. Medicinal Plants Research also is a field of a mixed nature. Building material; a field of activity attached to the STRC without any justification. The author listened to a criterion said to be responsible, agricultural activities vis a vis non-agricultural, but he found that there are some activities which are common. The present arbitrary distribution of tasks which is the cause of friction and conflict is the following:

<u>LAGOS STRC</u>	<u>ADDIS ABABA DEPARTMENT</u>
1. Cartography	1. Minerals
2. Oceanography	2. Forestry
3. Fisheries	3. Science and Technology
4. Building Materials	4. Water Resources
5. Medicinal Plants	5. Energy
6. Trypanosomiasis	6. Climatology
7. Animal Resources	7. Environmental Aspects of
8. Soils	Natural Resources

2. Since 1968 friction has continued to occur. Four or five years have now elapsed without any solution being found to the problems of duplication or overlapping between the STRC Executive Secretariat and the Scientific, Cultural, Health and Nutrition Department at Addis Ababa. This situation has continued inspite of two expertise reports on the matter. This could be attributed only to the failure to create an objective criterion. Criteria presented are either historical or based on effectivity considerations. Since effectivity depends on the calibre

and seal of personnel, it obviously cannot be taken as an objective criterion. It goes without saying, that the historical evolution of activities cannot be defended. To maintain the status-quo, only because it is inherited from the former CCTA, is the epitome of underdevelopment itself. Development is change which, in turn, is an evolution and movement of the status-quo.

"The present organisational set up of the Educational, Scientific, Health and Cultural Department is acknowledged to be unsatisfactory and several proposals have been under consideration from time to time to secure a more effective structure."(+)

This was reported in February 1972, and it is no less valid now. Thus an objective criterion to define the activities of each Executive Secretariat, Department, Division is vitally needed.

3. The problem of departmentalization becomes serious in the case of overlapping between the STRC Executive Secretariat in Lagos and the Scientific, Cultural, Health and Nutrition Department. Overlapping and duplication have serious effects on the international level; they may cause lack of confidence and confusion. If a member state receives contradictory information or requests from Lagos and Addis Ababa, this may cause that member state to cut its contacts in such a matter with both Lagos and Addis. If this situation re-occurs, it will engender a loss of confidence in all activities of the OAU. Being a member state, it may try to enquire into the matter from the Headquarters of the OAU. However, the real risk lies in the relations with foreign countries or organizations. Thus there is a vital need to remedy the existing situation.

(+) A.L. ADU, Review of the Structure of the General Secretariat of the Organization of African Unity, Report CM/423 (Addis Ababa, General Secretariat, 1972) Page 41, paragraph 8.11.

4. The core of the problem resides in the lack of definition of tasks of either the Executive Secretariat of STRC or the Addis Ababa Department. Officers in the Addis Ababa Department failed to give a scientific criterion, they gave only a statement of a number of activities. The same thing happened in Lagos. Discussing this matter with both sides, it was not possible to arrive at a convincing answer. The Executive Secretary of the STRC said that the criterion is a historical one in the sense that an activity already carried out by the STRC should continue to be carried out by Lagos (example, the Medicinal Plant and the Building Materials research). He added that results should be the second criterion; fields where Lagos achieved good results, and built up a sound African reputation, should be retained by the Executive Secretariat. This criterion renders the organization static. A static situation is by definition an underdeveloped one. The organizational structure should be dynamic to envisage new changes and developments which are extra-ordinarily frequent in our modern world particularly in the fields of science and technology.

5. The behavioral approach of both the Executive Secretariat and the Department cannot lead to the elimination of future conflict.

6. Shifting the Lagos activities to Addis Ababa or the reverse is no solution since it does not give the objective criteria and it does not avoid the eventual conflict with the Economic and Social Department. For solution, the author suggests establishing two main units, one to service and co-ordinate natural science activities and research, the second to service and co-ordinate social science and humanities activities and research. The existing Department of Economic and Social Science and the Scientific Cultural and Health Department should merge in one overall unit and their sub-branches will be classified under either social or natural science. Similarity or rather identity of assignments in the Executive Secretariat of the STRC, in the Scientific, Cultural and Health Department and in the Economic and Social Department and the Economic and Social Department supports the proposed criterion. This is a universal classification in most scientific institutions of education or co-ordination of research.

7. Every facet of scientific development has its economic and social implications. This implies that an alert co-ordinating executive should supervise, scientific, economic and social activities to guarantee that all who should follow-up an introduced change are involved and all activities concerned in the General Secretariat are participating. Past experience has revealed that co-ordination of scientific activities is the most effective and economising aspect in modern "science management."

II. THE SITUATION OF THE CABINET

"Subject to the need to re-appraise the scope and functions of the Information and Legal Services within a wider context, it is recommended in principle that the office of the Administrative Secretary-General should be constituted into a Department aligned with other Departments with a head redesignated Director on Scale P.5.

Since however, the term of the present Administrative Secretary General expires in June 1972, it is further recommended that the re-organization proposed should be deferred until after his re-appointment, or the appointment of a new Administrative Secretary-General at the meeting of the Assembly of Heads of State and Government". (1)

The author partly agrees with Mr. Adu as regards this point. The new Secretary General has been appointed and he has re-organized the Cabinet including all its previous activities, namely, the Legal Division, the Information Division, the Protocol Section, the Registry and the Internal Auditor. Two other activities have been added to the span of control of the actual Chief of Cabinet, the Office of Santa Isabel and the newly created Geneva Office.

(1) A.L. ADU, Review of the Structure op.cit. paragraphs 4.5 and 4.6, pages 13 and 14.

8. These newly added activities and the original ones (with the exception of the Internal Audit Section) are harmonious activities and constitute a whole entity which is no less than most of the organizational units in the General Secretariat. The Chief of Cabinet has the role of co-ordinating and controlling these activities, as well as his major assignment as "Assistant to"⁽²⁾ the Secretary-General.

9. The evaluation of jobs of the Cabinet Office, as well as all jobs of the General Secretariat will take place later-on and will be subject to the evaluation process on which a separate report will be submitted to the Council of Ministers. The evaluation process will take into account other factors rather than those involved in the structural departmentalisation and division of labour. In general, nine factors are judged to be relevant to the OAU job evaluation scheme.

SKILLS

Education
Experience
Training
Accuracy

RESPONSIBILITIES

For others
For contacts
For finance

EFFORTS

Mental
Physical

(2) The concept "Assistant to" the top Executive in any Organization is created to enable those at the top to widen their span of control. All staff members of the Organisation or even the Heads of Departments cannot be directly answerable to the man at the top, but he needs to co-ordinate and control their activities. He decided on all the policy aspects of their work, besides, he exercises administrative authorities conferred to him. He needs somebody to facilitate his multivariate job.

III. THE CONFERENCE ACTIVITY

10. The author recommends the separation of conference activity from the Administration Department,⁽¹⁾ and its direct answerability to the political authority in charge for the following reasons:

(a) Wide span of control

The Conference activities are the following:-

- 3 Sections of languages (Arabic, English and French)
- 1 Records Section
- 1 Documents Section
- 1 Unit for the typing pools

(b) Importance of type of work

Exceptional degree of accuracy is a constant requisite; errors have their harmful impact on political bodies dealing with documents produced. This requires a high calibre of translators and revisers who are a scarce commodity on the labour market.

(c) Volume of work

The volume of work in the Conference activities far exceeds any other activity in the OAU. Evidence of this fact can be found in the strength of the Conference (42 staff members, of whom 11 are professional and 31 General Services).

(1) This result was recommended by the previous expert who reviewed the structure of the OAU General Secretariat. See. A.L. ADU Report op, cit. paragraph 5. . . , page 27.

Evidence ⁽¹⁾ for that is found also in the budgetary appropriations, it totals approximately one fourth of the whole budget for the fiscal year 1972/73 (US \$707,192 out of US \$2,849,783). It is servicing about 30 conferences annually.

- d. Division of labour and grouping of activities are based on the harmony element. Lack of harmony also is another factor that justifies separation. Activities of the Conference unit are of a technical nature which is different than that of the other activities classified under Administration.

9. This analysis shows that the importance and volume of work in this activity is no less than most of the organizational units in the General Secretariat. The evaluation of the jobs of the Conference activity, as well as other jobs in the whole General Secretariat will take place later-on.

CONCLUSIONS

To conclude the author recommends the distribution of tasks as figured in the attached organigramme. It indicates suggested changes taking into consideration:

- (1) The span of functions and control of the Assistant Secretaries-General will be determined by special decrees from the Secretary General according to the resolution that will be taken by the Council of Ministers on the basic structure.
- (2) Views on job levels or grades will be subject of the job evaluation scheme.

(1) See comparative study pages 10 and 11.

A COMPARATIVE STUDY OF THE MAIN UNITS IN THE GENERAL
SECRETARIAT INDICATING RELATIVE IMPORTANCE

Main Units	Number of included activities	Amount of funds appropriated in budget in US.\$.	Strength Prof.	G.S.& LR.S	Actual level of Departmentalisa- tion
6					
STRC Executive	4 Bureaux 2 Divisions (3) 1 Unit <u>7</u>	829,075	20	80	Executive Secretariat
Liberation Committee Executive Secretariat	2 Bureaux 3 Departments	410,460 ⁽⁵⁾	9	17	Executive Secretariat
Economic and Social Department	4 Sections	201,438	11	3	Department
Scientific, Cultural, Health & Nutrition Dept.	1 Division 4 Sections <u>4</u>	257,379 ⁽⁶⁾	10	14	Department
CAU Office New York	(1)	132,008	3	3	Executive Secretariat
CAU Office Geneva	-	136,936	-	-(10)	Department granted the status of an Executive Secretariat
Political Dept.	4 Sections	192,067	7	3	Department
Bureau of Placement and Education of African Refugees	-	170,324 ⁽⁷⁾	2	1	Section
Administration Department	1 Division ⁽²⁾ 3 Sections <u>4</u>	328,905	9	95	Department
Conference	3 Divisions ⁽³⁾ 3 Sections <u>6</u>	629,049	11	31	Department
Cabinet	2 Bureaux ⁽⁴⁾ 2 Divisions 2 Sections 1 Unit <u>7</u>	308,359 ⁽⁹⁾	13	20	Division

Notes: See explanatory notes on page 11

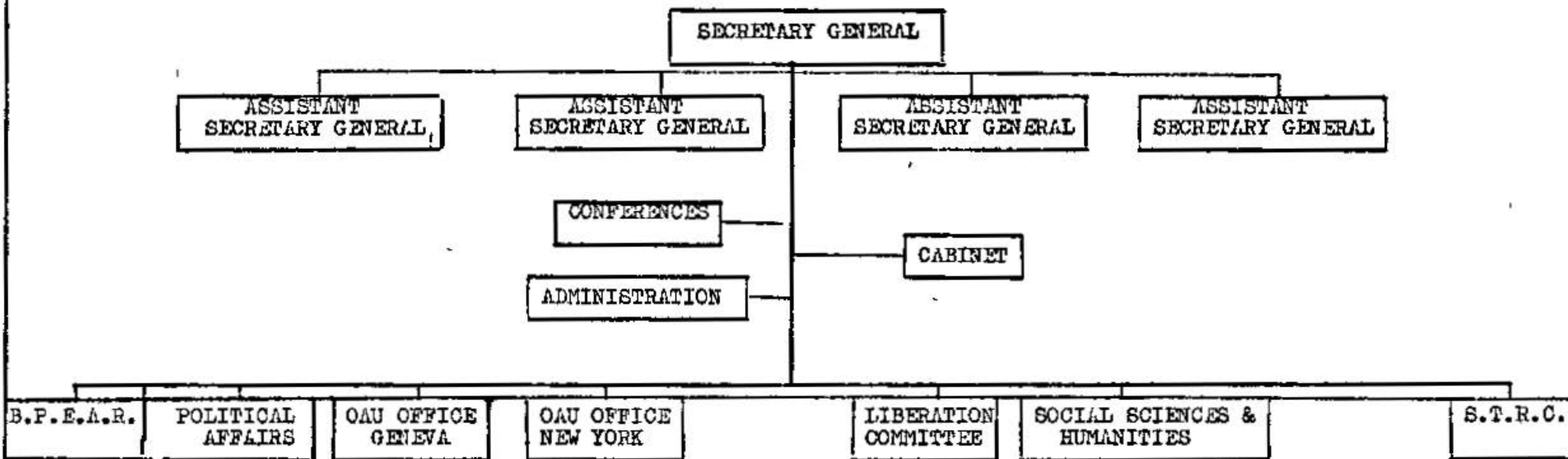
EXPLANATORY NOTES

- (1) No information could be acquired from New York Office.
- (2) According to actual structure Conference is a Division in the Administration Department.
- (3) According to the present evaluation Revisers are on P.4 Grade which is equivalent to a Chief of Division.
- (4) The two Bureaux are Santa Isabel and Geneva Offices.
- (5) The figure includes the amount appropriated to Conakry and Lusaka Offices; it does not include the Special Funds.
- (6) The figure includes the amount appropriated for the Bureau of Linguistics in Kampala.
- (7) This figure includes the Special Fund.
- (8) The main units are determined on the basis of importance, volume of work and granted autonomy.
- (9) This figure includes the amount appropriated for Santa Isabel Office. Geneva Office was not included because it has its special figures on the table.
- (10) For Geneva Office a lump sum has been appropriated in the budget; number and level of positions are not yet decided upon.

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OAU
MASTER CHART
APRIL 1973



N.B.

1. Tasks to be assigned to the Assistants of the Secretary General by special decisions.
2. This Chart does not indicate levels of positions, it only indicates departmentalization, the lines of authority and the identification of staff and line units.

The Administrative Secretary-General
Organization of African Unity
Addis Ababa

Excellency,

Reference is made to the letter of the General Secretariat dated 13th April, 1973 (copy attached) asking for an interim report on three specific problems relating to the basic structure of the General Secretariat, I would like to inform you that I have visited all the important Regional Offices, and have interviewed nearly all the staff members of the OAU General Secretariat over a period of approximately two months. I have come to certain conclusions or concepts as regards the structure which I like to convey to you. However, in view of your aforementioned letter I will defer reporting on all other ideas pertaining to the structure until the final report, which will be submitted to the Council of Ministers the next February session. I consider that the concepts are of paramount importance for the sound functioning of the OAU General Secretariat. At the same time they will avoid any duplication or overlapping which have to be eliminated because of their harmful effects on any job evaluation process.

Since the Council of Ministers, as you have informed me, will not have time to go through my detailed report, I hereto attach my views on the three points referred to in your letter as well as a progress report on my main assignment, job evaluation.

Sincerely,

Signed

SAAD YOUNIS

COPY

Mr. Saad Younis
Job Evaluator
OAU General Secretariat
Addis Ababa

When you assumed duty in February, 1973, it was expected that you should be able to submit your report for consideration by the Council of Ministers in May this year. It now appears that you may not be able to do so.

2. However, it is deemed necessary that you should prepare an interim report for consideration in the next Council of Ministers meeting. Your interim report should deal specifically with three main structural problems of the Administration, namely, the relationship between the STRC, Lagos and the Scientific Department, the establishments of two Departments, namely, the Cabinet and the Conference Department.

3. You will recall that these problems were touched upon in Adu's Report and it is hoped that if you dispose of them in your interim report, you would have had a clear structural picture of the Administration upon which to base your main assignment.

Peter U. O.
Assistant Secretary General
(Administration and Finance)



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OAU General Secretariat
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