REPORT
OF THE
INTERNATIONAL CIVIL SERVICE
COMMISSION
for the year 1983

GENERAL ASSEMBLY
OFFICIAL RECORDS: THIRTY-EIGHTH SESSION
SUPPLEMENT No. 30 (A/38/30)

UNITED NATIONS
New York, 1983
NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.
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<td>ACC</td>
<td>Advisory Committee on Co-ordination</td>
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<td>ACPAQ</td>
<td>Advisory Committee on Committee on Post Adjustment Questions</td>
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<td>BLS</td>
<td>United States Bureau of Labor Statistics</td>
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<tr>
<td>CCAQ</td>
<td>Consultative Committee on Administrative Questions</td>
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<td>CCISUA</td>
<td>Co-ordinating Committee for Independent Staff Unions and Associations of the United Nations System</td>
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<tr>
<td>CPI</td>
<td>Consumer price index</td>
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<td>CSRS</td>
<td>United States civil service retirement system</td>
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<td>ECPA</td>
<td>Expert Committee on Post Adjustments</td>
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<td>FAFICS</td>
<td>Federation of Associations of Former International Civil Servants</td>
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<td>FAO</td>
<td>Food and Agriculture Organization of the United Nations</td>
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<td>FICSA</td>
<td>Federation of International Civil Servants Associations</td>
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<td>GAO</td>
<td>United States General Accounting Office</td>
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<td>IAEA</td>
<td>International Atomic Energy Agency</td>
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<td>ICSC</td>
<td>International Civil Service Commission</td>
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<td>IFAD</td>
<td>International Fund for Agricultural Development</td>
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<td>ILO</td>
<td>International Labour Organisation</td>
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<td>ITU</td>
<td>International Telecommunication Union</td>
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<td>OPM</td>
<td>United States Office of Personnel Management</td>
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<td>SES</td>
<td>United States Senior Executive Service</td>
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<td>UNICEF</td>
<td>United Nations Children's Fund</td>
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<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
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<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
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<tr>
<td>UNIDO</td>
<td>United Nations Industrial Development Organization</td>
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<td>UNJSPB</td>
<td>United Nations Joint Staff Pension Board</td>
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<tr>
<td>UNJSPF</td>
<td>United Nations Joint Staff Pension Fund</td>
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<td>UNRWA</td>
<td>United Nations Relief and Works Agency for Palestine Refugees in the Near East</td>
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<td>WAPA</td>
<td>Weighted average of post adjustments index</td>
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<td>WHO</td>
<td>World Health Organization</td>
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<td>WMO</td>
<td>World Meteorological Organization</td>
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LETTER OF TRANSMITTAL

22 August 1983

Sir,

I have the honour to transmit herewith the ninth annual report of the International Civil Service Commission, prepared in accordance with article 17 of its statute. It includes information on the implementation of its recommendations and decisions by organizations of the United Nations common system.

I should be grateful if you would submit this report to the General Assembly and, as provided in article 17 of the statute, also transmit it to the governing organs of the other organizations participating in the work of the Commission, through their executive heads, and to staff representatives.

I avail myself of this opportunity to renew to you, Sir, the assurances of my highest consideration.

(Signed)    Richard M. AKWEI
Chairman of the
International Civil Service Commission

His Excellency
Mr. Javier Pérez de Cuéllar
Secretary-General of the United Nations
New York
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<td>Margin between the remuneration of the United States federal civil service and that of the United Nations system. The Commission invites the General Assembly to take note of the margin figures provided for the period 1 October 1982 to 30 September 1983. The average ratio of net remuneration of United States officials compared with United Nations officials at matching grades, adjusted for cost-of-living differential, for this period is 116.5.</td>
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<td>Special session of the International Civil Service Commission. The Commission decided that a special session of the Commission would be held following the resumed eighth session of the Advisory Committee on Post Adjustment Questions (ACPAQ), at which time the Commission would consider the recommendations of ACPAQ concerning cost-of-living surveys at six headquarters locations and Washington, D.C., and thereafter report to the General Assembly at its thirty-eighth session. (A separate proposal is being submitted to the Assembly that the special session of the Commission be held at United Nations Headquarters from 21 to 23 November 1983.)</td>
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<td>Language incentive. The Commission, by a majority, felt that the language incentive as currently applied should not continue, that a harmonization of practices among organizations for dealing with the encouragement and recognition of language knowledge would be desirable, and an appropriate solution should be found as soon as possible. The Commission therefore considered that those views should be drawn to the attention of the legislative bodies of the common system and instructed its secretariat to examine alternative approaches to the question, such as enhanced training facilities as indicated by the Commission, and report back again with recommendations.</td>
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<td>Educational grant. The majority of members having expressed support, the Commission decided to recommend to the General Assembly that: (a) The education grant should be set at a level of 75 per cent of the cost of attendance at an educational institution not to exceed $6,000 up to a maximum grant of $4,500; (b) The flat amount reimbursement for boarding costs should be raised to a maximum of $1,500 within the overall maximum of the grant as established;</td>
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(c) The currency floor provision should be changed to use exchange rates in effect as of 1 March 1983;

(d) The effective date of implementation of these measures should be 1 January 1984;

(e) The grant for disabled children should be set at the level of $6,000 of the cost of attendance with the 1 March 1983 currency floor, but that the reimbursement rate should be 80 per cent for this group of children, giving a maximum grant of $4,800.

Health insurance

The Commission decided that an average of staff contributions to health insurance expressed as a proportion of net remuneration and weighted by the number of staff members at the seven headquarters locations should be calculated by its secretariat, and requested its Chairman to provide that information to the executive heads of all organizations. It also requested the secretariat to provide it with that information at its nineteenth session. At duty stations where the ratio of staff contributions to net remuneration was higher than the average ratio for the seven headquarters duty stations, the executive heads might wish to propose to their legislative bodies appropriate cost-sharing formulae that would bring down the ratio of staff contributions to net remuneration at those duty stations to a level in line with the average applicable at the seven headquarters locations. The Commission proposed that its recommendations with regard to the alternative cost-sharing formula should be implemented with effect from 1 January 1984.

Death grant benefits

The Commission decided to recommend to the General Assembly that the present non-contributory scheme should be continued inasmuch as it provides benefits in the most cost-effective manner.

Retirement policy

The Commission by a majority decided not to recommend to the organizations any change at this stage in the existing mandatory age of separation. The Commission, furthermore, taking into account the views of the organizations and the staff, as well as the relevant recommendations of the World Assembly on Aging, decided to recommend to the organizations of the common system that they:

(a) Regard preparation for retirement as an ongoing process and facilitate the transition from active work to retirement for their staff by consideration of appropriate measures;

(b) Ensure that all staff receive full information on provisions for retirement well in advance of their departure from the work force;
(c) Provide pre-retirement training programmes, which should address, inter alia, material problems, health issues and the future use of time, particularly leisure time.

SUMMARY OF FINANCIAL IMPLICATIONS OF THE COMMISSION’S RECOMMENDATIONS AND DECISIONS FOR THE UNITED NATIONS AND PARTICIPATING ORGANIZATIONS

Special index for pensioners

In its consideration of the two alternatives outlined in paragraph 15, the Commission recalled that the General Assembly had requested it to develop a special index for pensioners that would not result in additional costs. The Commission noted that the number of countries where retirees would be eligible to receive pension supplements would be greater under alternative (b) in comparison to those under alternative (a), i.e., the current procedure. Consequently, a greater number of retirees would become eligible to receive pension supplements under alternative (b) than under alternative (a). Since the application of a special index for pensioners should not result in additional costs to the organizations, the application of alternative (b) would further reduce benefits granted to retirees under the Washington formula. The Commission therefore agreed to maintain the current procedure, which would not involve additional costs, whereby comparison of the rates of national taxation with those applicable at the base of the system would be undertaken only in instances where the application of a special index for pensioners, arrived at by comparison of all elements of expenditure with the exception of taxes, resulted in upward adjustments to pensions. In those cases, the impact of zero or lower rates of taxation would be taken into account by making appropriate downward adjustments to cost-of-living differential factors applied under the Washington formula.

Extension of the rental subsidy scheme

The Commission noted that the extension of the rental subsidy scheme to headquarters and other duty stations not previously covered by the scheme, which it approved at its seventeenth session, would not result in additional financial implications for the common system in view of its impact upon the post adjustment system and could actually result in savings.

Non-resident's allowance

The Commission noted that its decisions concerning the non-resident's allowance did not implications for the common system as a whole and that the new methodology for the non-resident's allowance should result in long-term savings for the common system.
Pensionable remuneration and pension entitlements

83-84 Following the summary of its decisions in paragraph 83, the Commission noted that the cost of the proposed increase would total $1.7 million per annum for the common system. The Commission agreed to a further review of the level of the education grant in 1986, and requested the Consultative Committee on Administrative Questions (CCAQ) to submit appropriate data concerning use of the grant in that year.

Health insurance

107 A preliminary estimate has been made by the United Nations Secretariat of the financial implications of the alternative cost-sharing formula for health insurance for the United Nations, which is in the order of $2.5 million per annum. Full cost information based on the requirements of all organizations of the United Nations system will be provided by the Commission's secretariat to the Commission at its nineteenth session in March 1984 after further consultations with the other organizations.

Conditions of service in the field

123-124 The Commission decided to approve reimbursement by the organizations of the costs of basic medical examinations for accompanying family members of staff assigned to countries where the majority of duty stations are classified as having adverse health conditions, up to a limit of $150 per staff member within a two-year period (with financial implications of $150,000 per annum for the United Nations system as a whole).

The Commission also agreed to the reimbursement of pre-departure expenses for staff departing from non-headquarters duty stations subject to the following conditions:

(a) Reimbursement shall be effected against proven use of hotel accommodation;
(b) Reimbursement shall be limited to a maximum of 60 per cent of the daily subsistence allowance rate for the duty station concerned for a maximum of 10 days. Up to one half of that rate may be paid in respect of dependants;
(c) No payments shall be made in respect of initial appointment of the staff member.

The Commission noted that the cost of reimbursement of such pre-departure expenses would amount to $200,000 per annum for the United Nations common system. The Commission decided to introduce such reimbursement with effect from 1 September 1983.
Summary

The total financial implications of decisions and recommendations for the common system as a whole, pending receipt of data on health insurance costs from organizations other than the United Nations, would therefore be approximately $4,550,000 as indicated above.
CHAPTER I
ORGANIZATIONAL MATTERS

A. Acceptance of the statute

1. There has been no change in the situation as regards formal acceptance of the statute since the submission of the Commission's eighth annual report. 1/

B. Membership

2. The General Assembly, at its thirty-seventh session, elected five persons to fill the vacancies that would arise on 1 January 1983 (decision 37/325 of 21 December 1982).

3. Consequently, the membership of the Commission for 1983 is as follows:

   Mr. Richard M. Akwei (Ghana), Chairman ***
   Mr. Amjad Ali (Pakistan)*
   Chief Michael O. Ani O.F.R., C.F.R. (Nigeria)*
   Mr. Anatoly Semënovich Chistyakov (Union of Soviet Socialist Republics)*
   Mr. Gaston de Prat Gay (Argentina), Vice-Chairman***
   Mr. Moulaye El Hassen (Mauritania)***
   Mr. Ralph Enckell (Finland)**
   Mr. Dayton W. Hull (United States of America)***
   Mr. Masao Kanazawa (Japan)**
   Mr. Helmut Kitschenberg (Federal Republic of Germany)**
   Mr. Jiri Nosek (Czechooslovakia)***
   Mr. Antonio Fonseca Pimentel (Brazil)**
   Mr. M. A. Vellodi (India)*
   Mrs. Halima Warzazi (Morocco)*

C. Sessions held by the Commission and questions examined

4. The Commission held two sessions in 1983: the seventeenth and eighteenth, which were held at the International Atomic Energy Agency (IAEA) at Vienna from

* Term of office expires on 31 December 1984.
** Term of office expires on 31 December 1985.
*** Term of office expires on 31 December 1986.
The Commission, at these sessions, examined issues deriving from decisions and resolutions of the General Assembly as well as from its own statute.

D. Action in relation to resolutions and decisions of the General Assembly at its thirty-seventh session (arising from the eighth annual report of the Commission)

5. The Commission took action in relation to resolutions and decisions of the General Assembly at its thirty-seventh session, as reported below, in respect of the following matters:

Resolution 37/126 of 17 December 1982

(a) Special index for pensioners (see paras. 7-16 below) (this matter was also referred to in resolution 37/131);

(b) Comparison of total compensation (see paras. 23-30 below);

(c) Conditions of service in the field (see paras. 117-125 below);

(d) Education grant (see paras. 78-84 below);

(e) Extension of the rental subsidy scheme (see paras. 38-46 below);

(f) Health insurance (see paras. 99-107 below);

(g) Career development (see paras. 126-150 below) (this matter was also referred to in resolution 37/235);

Resolution 37/131 of 17 December 1982

(h) Retirement policy and the mandatory age of separation (see paras. 151-169 below).

The Commission also took note of other action by the General Assembly in respect of: the Commission's programme budget (resolution 37/243 A); other personnel questions, including amendments to the Staff Rules of the United Nations (resolution 37/235 and decision 37/447); privileges and immunities (resolution 37/236); and the programme budget of the United Nations Secretariat (resolution 37/237).

E. Subsidiary body

6. The Advisory Committee on Post Adjustment Questions (ACPAQ), established by the Commission in 1976, held its eighth session from 30 May to 10 June 1983 at the headquarters of the Food and Agriculture Organization of the United Nations (FAO) in Rome. It consisted of the following members: Mr. JM Nosek, member of the Commission and Chairman of the Committee; Mr. H. Picard (France); Mr. Janes A. De Souza (Brazil); Mr. G. K. Nair (Malaysia); Mr. A. F. Revenko (Union of Soviet Socialist Republics); and Mr. Werenko Ampen II (Ghana).
CHAPTER II
PENSIONABLE REMUNERATION AND PENSION ENTITLEMENTS
AS ELEMENTS OF TOTAL REMUNERATION

Special index for pensioners

7. The General Assembly by its decision 35/447 of 17 December 1980 requested "the International Civil Service Commission, in co-operation with the United Nations Joint Staff Pension Board, to give high priority to the elaboration of a special index for pensioners, including the impact of national taxation, and to report thereon to the Assembly at its thirty-sixth session". In its seventh annual report, the Commission reported to the Assembly that it had decided to undertake the development of a special index for pensioners in two phases. In its eighth annual report, the Commission made specific recommendations relating to the first phase of the study, that is, that relating to adjustments to be made to cost-of-living differential factors to take into account the effects of zero or lower rates of national taxation in countries where such factors were applied, in accordance with the measures approved by the Assembly at its thirty-fifth session. The Commission also reported to the Assembly that the second phase of its study, that is, that relating to the development of a comprehensive special index for pensioners reflecting expenditure patterns of retirees would be completed following further studies by ACPAQ.

8. At its eighth session (30 May-8 June 1983), ACPAQ undertook a detailed examination of case studies prepared by the ICSC secretariat involving four countries (Austria, Japan, the Syrian Arab Republic and Venezuela) with relatively high post adjustments in comparison to that for New York. ACPAQ, while noting the preliminary findings of the study that the indices constructed for pensioners were, in general, very close to the post adjustment indices applicable at the same location, expressed the view that since those findings were based on only four case studies it was not in a position to draw any definitive conclusions concerning the trend at the current stage. It was, therefore, of the view that more case studies should be conducted by the ICSC secretariat.

9. The Commission considered the views of ACPAQ at its eighteenth session, together with the approaches proposed by its secretariat, which might be taken in the application of a special index for pensioners for making adjustments to pensions of retirees from the United Nations system.

Views of the organizations and staff representatives

10. The Chairman of CCAQ informed the Commission that the organizations considered that a comparison of the rates of national taxation with those applicable at the base of the system (New York) should be undertaken only for those countries where the application of the special index resulted in an increase in the pensions of retirees under the Washington formula.

11. The President of the Federation of International Civil Servants' Associations (FICSA) reiterated the Federation's view that a piecemeal approach to the development of a special index for pensioners would lead to serious inequities among pensioners. He invited the Commission to note that the findings of ACPAQ, which showed a close relationship between the special indices and the post
adjustment indices were based on only four duty stations and that no hasty conclusions should therefore be drawn from those studies. The Federation, therefore, urged that more case studies should be carried out before final conclusions were drawn.

12. The Convenor of the Co-ordinating Committee for Independent Staff Unions and Associations of the United Nations System (CCISUA) informed the Commission that the tax element was the single most important element of expenditure, and that it should therefore be taken into account in arriving at a comprehensive special index for pensioners.

13. The representative of the Federation of Associations of Former International Civil Servants (FAFICS) expressed the view that the current system, where comparison of rates of national taxation with those applicable at the base of the system were undertaken only in those countries where cost-of-living differential factors were applied in accordance with the Washington formula, should be continued.

Discussion and decisions of the Commission

14. The Commission noted the preliminary findings of ACPAQ concerning the close relationship between the special indices for pensioners and the post adjustment indices at the same duty stations, and agreed that studies should be continued in accordance with the request made by ACPAQ to confirm those preliminary findings. It was, nevertheless, of the view that the use of post adjustment indices for the determination of the level of adjustments to pensions should be continued inasmuch as it did not appear to introduce any serious anomalies in the system. It agreed that, following the completion of further studies by ACPAQ at its ninth session, in countries where sizeable differences between the special indices for pensioners and the post adjustment indices were noted, appropriate adjustments to cost-of-living differential factors, calculated using the post adjustment indices, should be made.

15. The Commission considered two alternative approaches to the use of a special index for pensioners. These are outlined below:

(a) A special index for pensioners, excluding in the first instance the impact of national taxation, could be developed and used in place of the post adjustment index currently being utilized for the determination of cost-of-living differential factors under the scheme approved by the General Assembly at its thirty-fifth session. A comparison of the rates of national taxation with those applicable at the base of the system (New York) would be undertaken only for countries where the application of the special index resulted in an increase in the pensions of retirees in those countries under the currently applicable scheme. In instances where pensions of retirees from the United Nations system were not taxed or were taxed at rates substantially lower than those applicable at the base of the system, downward adjustments to the cost-of-living differential factors would be made. That procedure would be precisely the same as that which was being currently applied, with the exception that special indices for pensioners rather than post adjustment indices would be used for the determination of cost-of-living differential factors.

(b) Alternatively, a special index for pensioners based on a comparison of all items of expenditure, including taxes applicable on pensions, might be constructed and used for the determination of cost-of-living differential factors. This would be a single-phase approach where differences in costs relating to
consumables, housing, medical costs, taxes and so on would be compared and taken into account together.

16. In its consideration of the two alternatives outlined above, the Commission recalled that the General Assembly had requested it to develop a special index for pensioners that would not result in additional costs. The Commission noted that the number of countries where retirees would be eligible to receive pension supplements would be greater under alternative (b) in comparison to those under alternative (a), that is, the current procedure. Consequently, a greater number of retirees would become eligible to receive pension supplements under alternative (b) than under alternative (a). Since the application of a special index for pensioners should not result in additional costs to the organizations, the application of alternative (b) would further reduce benefits granted to retirees under the Washington formula. The Commission therefore agreed to maintain the current procedure, which would not involve additional costs, whereby comparison of the rates of national taxation with those applicable at the base of the system would be undertaken only in instances where the application of a special index for pensioners, arrived at by comparison of all elements of expenditure with the exception of taxes, resulted in upward adjustments to pensions. In those cases the impact of zero or lower rates of taxation would be taken into account by making appropriate downward adjustments to cost-of-living differential factors applied under the Washington formula.
CHAPTER III

CONDITIONS OF SERVICE OF THE PROFESSIONAL AND HIGHER CATEGORIES

A. Comparison to be made in application of the Noblemaire principle

1. Evolution of the margin between the remuneration of the United States federal civil service and that of the United Nations system

17. In accordance with the mandate given by the General Assembly, the Commission continues to keep under review the relationship between the levels of remuneration of the United Nations and the United States federal civil service, the present comparator. Following past practice, the comparisons continue to be made on the basis of the net remuneration of the officials of the two civil services having a dependent spouse but no children, and between the headquarters of the two systems, that is, New York for the United Nations common system and Washington, D.C., for the United States federal civil service. Differences in cost of living between the two cities are also taken into account in the margin calculations. Net base salary plus post adjustment applicable in New York are taken into account on the United Nations side and net base salary alone is included on the United States side. Using the grade equivalencies approved by the General Assembly in its resolution 34/165, United Nations grades P-1 to D-2 and the General Schedule grades GS-9 through GS-17 and the Senior Executive Service (SES) of the United States federal civil service are used for the purposes of margin calculations. The calculations are averaged over the 12-month period 1 October 1982 to 30 September 1983.

18. Since the last report of the Commission to the General Assembly and to legislative organs of the organizations, the following developments in the United States federal civil service salary structure have been noted:

(a) An increase in the base salary;
(b) Changes in the United States rates of federal taxation;
(c) Bonuses and performance awards received by those in SES;
(d) Availability of more detailed and recent statistics that can be used for the conversion of the United States federal civil service salaries from gross to net.

The only development relating to the United Nations remuneration system concerned the application to the base, New York, of post adjustment class 9 (multiplier 55) with effect from 1 May 1983.

19. The results of the margin calculations for the period 1 October 1982 to 30 September 1983 are provided below. For comparison purposes the corresponding figures for the previous margin period, that is, 11 October 1981 to 30 September 1982, are also shown.
Average ratio of net remuneration at matching grades
Cost-of-living ratio New York/Washington, D.C.
Average ratio, adjusted for cost-of-living differential

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<thead>
<tr>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Average ratio of net remuneration at matching grades</td>
<td>126.1</td>
<td>125.0</td>
</tr>
<tr>
<td>Cost-of-living ratio New York/Washington, D.C.</td>
<td>106.7</td>
<td>107.3</td>
</tr>
<tr>
<td>Average ratio, adjusted for cost-of-living differential</td>
<td>118.2</td>
<td>116.5</td>
</tr>
</tbody>
</table>

The details of calculations relating to the current margin period are shown in annex I to the present report.

Views of the organizations and staff representatives

20. The Chairman of CCAQ expressed the view that, in converting United States salaries from gross to net, a weighted average of taxes based on standard and itemized deductions should be taken into account. The President of FICSA was of the view that the margin calculations should be based on total compensation comparisons and that national salaries, as they would have evolved had the provisions of the Pay Comparability Act been applied to the United States Government salaries, should be used.

Discussion and decisions of the Commission

21. The Commission noted that, as a result of a 4 per cent across-the-board increase in gross salaries of employees of the United States federal civil service, effective 1 October 1982, and the reduced rates of federal income taxes, the overall average increase in net remuneration for United States federal civil service employees amounted to 7.7 per cent for the current margin period over the previous margin period. The increase in net remuneration of United Nations employees in New York was 5.9 per cent on an average over the level that existed during the previous margin period. The Commission invites the General Assembly to take note of the margin figures provided above for the period 1 October 1982 to 30 September 1983.

2. Study of the equivalency between the higher grade levels in the United Nations system and those in the Senior Executive Service (SES) of the United States federal civil service

22. At its eighteenth session, the Commission received a progress report on the status of this study. It considered that the sample of SES positions identified in consultations between the United States Government officials and the ICSC secretariat would represent the total SES population with a statistical degree of confidence of 85 per cent and that the methods used to identify that sample were objective and systematic. It therefore endorsed the sample, while noting that progress in the collection of job information had been slower than expected. The Commission approved a new timetable for the study, which allowed its completion in time for a review at the nineteenth session.
3. **Comparison of total compensation.**

23. In its eighth annual report, the Commission had informed the General Assembly of the progress made concerning the development of a methodology for comparison of total compensation based on non-expatriate benefits applicable to United Nations officials in the Professional and higher categories with those applicable to the United States federal civil service employees in comparable grades. 3/

24. At its seventeenth and eighteenth sessions, the Commission continued to address the last outstanding issue relating to the comparison of total compensation, that is, that concerning the differences in the length of service applicable on both sides arising from the fact that a mandatory age of separation of 60 was applied to the United Nations staff members while no such restriction was placed on the federal civil service employees of the United States. In a document prepared for the Commission at its eighteenth session, its secretariat submitted statistics provided by the United States Government which highlighted the fact that, under the eligibility provisions applicable to the federal civil service employees of the United States as part of their pension scheme, an employee at age 60 with 20 years of service could retire without any reduction in benefits if he/she chose to do so. However, as there was no mandatory age of separation applicable in the United States federal civil service, approximately 73 per cent of staff members falling within that category continued to remain in the system for an average of 3.25 years. The Commission was also informed that the average extra length of service affected the pension annuities paid to the retirees from the United States federal civil service and that those annuity values were taken into account as part of the pension value applicable on the side of the United States federal civil service. The secretariat of ICSC was therefore of the view that, as this factor had been taken into account as an advantage on the side of the United States federal civil service, its effects on the United Nations side must also be taken into account by making appropriate adjustments for the differences in the average length of career.

**Views of CCAQ and FICSA**

25. The Chairman of CCAQ endorsed the analysis made by the ICSC secretariat concerning the differences in the average length of career and expressed the organizations satisfaction with the manner in which this last remaining issue had been addressed. The organizations, however, were of the view that the matter should be kept under review and that further comparisons of total compensation should be made from time to time, based on the latest data available.

26. The President of FICSA, while expressing the satisfaction of the staff regarding the manner in which the comparison of total compensation based on non-expatriate benefits had been completed by the Commission, was of the view that expatriate benefits applicable on both sides should also be taken into account before total compensation comparison methodology could be considered as complete.

**Discussion and decisions of the Commission**

27. A majority of the members of the Commission expressed satisfaction with the manner in which the issue of the difference in length of service between United Nations and United States officials relating to the methodology for total compensation based on non-expatriate benefits was proposed to be resolved by its
secretariat. Those members expressed the view that, inasmuch as the absence of a mandatory age of separation had affected the value of pension annuities to federal civil servants of the United States, and since this modified value was taken into account in the comparison of total compensation submitted to the Commission to date, a corresponding adjustment to account for the fact that United Nations employees were forced to leave the service at the age of 60 must be made. Those members of the Commission therefore endorsed the methodology proposed by the secretariat to account for the differences in length of career.

28. Some members considered that the applicability of a mandatory age of separation of 60 was an advantage to United Nations employees and the differences in average length of career should, therefore, be accounted for in the comparisons of total compensation by an appropriate deduction.

29. One member of the Commission was of the view that the total compensation methodology was not complete, as it had not taken into account expatriate benefits. Another member expressed reservations concerning the methodology developed by the secretariat to account for the differences in length of career.

30. The majority of the Commission agreed that, until further notice, two sets of margin calculations, one based on base salaries alone and the other based on the comparison of all non-expatriate benefits, should be submitted to the Commission in the future.

B. Matters relating to post adjustment

1. Operation of the Post adjustment system

31. As stated in paragraph 6 above, the eighth session of ACPAQ was held at the headquarters of FAO in Rome from 30 May to 8 June 1983. Inter alia, ACPAQ had made recommendations concerning: specific technical and operational aspects of the post adjustment system; the methodology to be used for making adjustments to account for the differences in cost of living and currencies in comparator country studies; the development of a special index for pensioners; the inclusion in the agenda of the resumed eighth session of ACPAQ of cost-of-living surveys at five headquarters locations (Montreal, New York, Paris, Rome and Vienna) and Washington, D.C., as well as the place-to-place survey in London, which is soon to be completed by the ICSC secretariat; and a modification to the Expert Committee on Post Adjustments (ECPA) formula for the treatment of non-response so that in cases when the response rate in housing surveys was 80 per cent or higher no adjustment to the rent index for non-response be made, but that in instances where the response rate was less than 80 per cent an adjustment for non-response in excess of 20 per cent should be made. Further information from the reports of ACPAQ to the Commission is summarized in paragraphs 34 to 43 of its eighteenth sessional report.

32. The Chairman of CCAQ expressed concern that if non-response was to be treated in the way proposed by ACPAQ, that might become a disincentive to staff to respond to housing surveys. The organizations expressed their satisfaction that ACPAQ had agreed that consideration of the recently completed surveys by the ICSC secretariat be postponed in order to allow staff and the administrations the opportunity to review them with the assistance of expert statisticians. The organizations were also satisfied with the recommendations of ACPAQ that the fullest access to data be granted to the experts appointed by the administrations and staff. CCAQ was of the
view that the resumed eighth session should be postponed until the end of 1983 or the beginning of 1984.

33. The President of FICSA, while expressing broad support for the recommendations of ACPAQ, recalled that the Federation had submitted a detailed provisional list of proposals to ACPAQ at its eighth session with regard to access to additional data relating to cost-of-living surveys. He stressed that as the question of access was inextricably linked to the timing of the resumed ACPAQ session, it seemed appropriate to the Federation that the resumed eighth session be planned for the beginning of 1984.

34. The Convenor of CCISUA was of the view that the Commission should request ACPAQ to study the methodology used to determine the remuneration of United Nations officials in New York. He added that, since the methodology of the New York survey was seriously questioned, CCISUA would urge that the survey at Geneva be suspended until ACPAQ had reviewed the problems posed by the methodology.

Discussion and decisions of the Commission

35. Following consideration of the report of ACPAQ, the Commission approved the recommendations of ACPAQ with regard to the following issues:

(a) Comparison of domestic service costs in place-to-place surveys;

(b) Time-to-time adjustments to post adjustment indices for New York and Washington, D.C.1

(c) Methodology for adjusting for differences in cost of living and currencies in the comparator country studies.

36. The Commission also considered ACPAQ recommendations concerning adjustments to be made for non-response in the housing surveys conducted at headquarters duty stations. It was, however, of the view that ACPAQ should undertake further studies before final decisions could be reached with regard to the procedure to be followed for adjusting for non-response.

37. With regard to cost-of-living surveys conducted at six duty stations (Montreal, New York, Paris, Rome, Vienna and Washington, D.C.), the Commission noted that its secretariat's findings showed that the current post adjustment classifications at the duty stations in question had been found to be higher than those which the results of the new cost-of-living survey would justify. It was, however, of the view that, inasmuch as ACPAQ had not undertaken a substantive discussion of the survey reports for the reasons outlined in paragraph 32 above, the Commission could not take any action with regard to the survey results at the current stage. It agreed with the recommendation made by ACPAQ that the item dealing with the above six cost-of-living surveys as well as the cost-of-living survey in London be placed on the agenda of the resumed eighth session of ACPAQ to be held in November 1983.

38. Following careful consideration of the views of the organizations and staff representatives as to timing, the Commission also decided that a special session of the Commission would be held following the ACPAQ meeting, at which time the Commission would consider the recommendations of ACPAQ concerning cost-of-living surveys at the six headquarters locations.
and Washington, D.C., and thereafter report to the General Assembly at its thirty-eighth session. The Commission also agreed to the recommendations of ACPAQ, on an exceptional basis, regarding access to additional information in the current round of surveys (Geneva, London, Montreal, New York, Paris, Rome, Vienna, and Washington, D.C.) to be granted to expert consultants appointed by the administration and staff representatives.

2. Extension of the rental subsidy scheme

39. The General Assembly in section III, paragraph 7, of its resolution 37/126, had requested "the Commission to complete on an urgent basis its study of the need for a rental subsidy arrangement in headquarters duty stations of organizations of the United Nations system, particularly with regard to newcomers and staff transfers, and report on action taken to the General Assembly at its thirty-eighth session".

40. At its seventeenth session, the Commission, on the basis of a report submitted by a Working Group of the Commission, considered the extension of the rental subsidy scheme to duty stations currently excluded from its applications the Working Group, inter alia, had examined the effects of a proposed scheme on the post adjustment indices at various duty stations. The cost benefits of the extension of the rental subsidy scheme were also considered.

Views of the organizations and staff representatives

41. The representative of CCAQ was of the view that the scheme to be adopted should be as similar as possible to that already in operation in field duty stations, and that the provisions of the existing field scheme should be applied. In particular, utility costs should be excluded from the subsidy. The extension of the scheme should come into effect on 1 April 1983.

42. The President of FICSA observed that the scheme proposed was a modified version of that currently applied in the field. The proposed scheme would have a potentially adverse effect on the post adjustment in certain duty stations. For those reasons FICSA urged that the scheme, if approved, should be for an experimental period of two years and should be applied on a selective basis. The introduction of a parallel scheme for internationally recruited General Service staff should be a top priority issue.

43. The Convenor of CCISUA supported the document presented by the secretariat, but stated that the scheme as proposed was unacceptable, since it was both unfair and cumbersome in its application; he therefore considered that, at the least, the current field scheme should be fully extended to all headquarters staff.

Decisions of the Commission

44. Following a discussion on the report of the Working Group, which is recorded in paragraphs 71 to 79 of the report of the Commission on the work of its seventeenth session, 5/ the Commission agreed to the introduction of a rental subsidy scheme for duty stations not currently covered along the lines recommended by the Working Group in its report and, in particular, that:

(a) The scheme should be applicable to newcomers and force majeure cases only, newcomers being defined as newly appointed staff members with the exception of those holding short-term appointments,
as well as staff members transferred from other duty stations. Staff members who have arrived at one of these duty stations within a period of five years prior to the introduction of the rental subsidy scheme would be considered to be eligible;

(b) Situations of force majeure must be determined solely on the basis of whether the staff member is obliged to seek new lodgings in the rental market for reasons and circumstances beyond his or her control. The situations that would qualify as force majeure must be limited to the followings

(i) Demolition of the building;

(ii) Forced eviction/repossession by the landlord;

(iii) Conversion of the dwelling from rental to co-operative or condominium.

Cases of relocation that result from normal rental increases by the landlord and negligence or abuse of the premises by the staff member will not qualify for rental subsidy. Organizations must require appropriate documentation attesting to the circumstances listed in subparagraphs (i) to (iii) above in order to determine force majeure, eligibility;

(c) The subsidy representing the difference between the actual rent and the threshold rent should be paid according to the following formulas

<table>
<thead>
<tr>
<th>Newcomers</th>
<th>Force majeure</th>
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<tbody>
<tr>
<td>Year 1: 80 per cent</td>
<td>Year 1: 80 per cent</td>
</tr>
<tr>
<td>Year 2: 80 per cent</td>
<td>Year 2s 40 per cent</td>
</tr>
<tr>
<td>Year 3: 60 per cent</td>
<td>Year 3s 20 per cent</td>
</tr>
<tr>
<td>Year 4: 40 per cent</td>
<td>Year 4+ No subsidy</td>
</tr>
<tr>
<td>Year 5: 20 per cent</td>
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</tbody>
</table>

(d) Other definitions and modalities to be used in the administration of the subsidy scheme should be those used for the current field subsidy scheme;

(e) The date of implementation of the scheme would be 1 April 1983.

45. The Commission noted that the scheme would not result in additional financial implications for the common system in view of its impact upon the post adjustment system and could actually result in savings.

46. The Commission requested organizations to send to its secretariat all relevant information relating to rental subsidies at the group of duty stations in question. The data provided would form the basis of a report analysing the operation of the scheme to be submitted to ACPAQ at its tenth session. The question raised by CCAQ of which scheme to apply to certain European duty stations was considered a matter for the normal operation of the scheme as delegated to the Chairman.
C. **Language incentive**

47. At its eighteenth session the Commission considered a document prepared by its secretariat outlining the origin and reasons for the language incentive scheme for Professional staff in posts of the United Nations Secretariat subject to geographical distribution. Details are contained in paragraphs 44 to 49 of the report of the Commission on the work of the session. 4/

**Views of the organizations and staff representatives**

48. The Chairman of CCAQ stated that the organizations believed that the way to ensure language ability was not through the introduction of language incentives but via consideration at the time of recruitment and by offering all staff the opportunity to enhance linguistic knowledge through training.

49. The President of FICSA supported the extension of the language incentive scheme, but felt that it should not be limited to posts subject to geographical distribution.

50. The Convenor of CCISUA considered that the current language incentive scheme was discriminatory; he therefore advocated a single, pensionable, lump sum to be granted to all categories. He observed that currently the only common feature was that the allowance or incentive was pensionable for those to whom it was applicable.

**Discussion and decisions of the Commission**

51. The Commission considered the problems addressed by the General Assembly in the introduction of the language incentive, primarily the need to redress the poor linguistic balance that existed at that time. The Commission noted that this was part of a package of improvements and incentives that included, *inter alia*, the requirement of language knowledge as a condition for promotion and improved training facilities. The Commission further noted that both its own predecessor body, the international Civil Service Advisory Board, and the Secretary-General had considered that improved training facilities were preferable to the creation of the language incentive.

52. It was noted that the conditions under which the language incentive was felt to be necessary had changed over time, and that even at the level of the United Nations Secretariat there was a need for specialists, who did not necessarily possess the appropriate language qualifications upon recruitment. At the same time, throughout the common system, knowledge of more than one language was a commonly desirable qualification upon recruitment.

53. The majority of members noted that the language incentive as applied by the United Nations was an anomaly, was not achieving its objective, and was also applied restrictively even within that Organization. A few members, however, considered that the language incentive introduced by the General Assembly was achieving its objectives as evidenced by the percentage of eligible staff receiving the incentive; they were therefore in favour of some form of incentive, whilst believing that the real solution lay in linguistic standards being met at the time of recruitment.

54. Nevertheless, the Commission by a majority felt that the incentive as currently applied should not continue, that a harmonization of practices among
organizations for dealing with the encouragement and recognition of language knowledge would be desirable, and that an appropriate solution should be found as soon as possible. The Commission therefore considered that these views should be drawn to the attention of the legislative bodies of the common system and instructed its secretariat to examine alternative approaches to the question, such as enhanced training facilities as indicated by the Commission, and report back again with recommendations.
CHAPTER IV
CONDITIONS OF SERVICE IN THE GENERAL SERVICE AND RELATED CATEGORIES

A. Non-resident's allowance

55. At its eighteenth session, and further to its deliberations last year, the Commission, on the basis of a document prepared by its secretariat, considered the methodology for establishing and maintaining the non-resident's allowance. The secretariat had proposed that the non-resident's allowance be established by comparison with the assignment allowance granted to staff in the Professional and higher categories and that it should be of fixed duration, non-pensionable and regional in concept.

Views of the organizations and staff representatives

56. The detailed views of the organizations and staff are recorded in paragraphs 71 to 75 of the report of the Commission on the work of its eighteenth session. The Chairman of CCAQ welcomed the proposals put forward by the ICSC secretariat but proposed an extension of the comparison with the assignment allowance in that the level of the non-resident's allowance should be a global amount equal to the level of the assignment allowance for grades P-1 to P-4. CCAQ also supported the need for an extension of the rental subsidy scheme to non-locally-recruited General Service staff in some duty stations. In this latter respect, the representative of the United Nations stressed the difficulty being experienced in New York with recruitment of certain language staff.

57. The President of FICSA stated that the Federation was in almost total disagreement with the position taken by CCAQ. FICSA proposed an allowance based on the mid-point of the salary scale, with levels determined by measurement of the problems at the duty station. FICSA also proposed that the allowance be of a continuing nature and pensionable. The Federation supported the application of the rental subsidy scheme for internationally recruited General Service staff.

58. The Convenor of CCISUA considered that the non-resident's allowance should be granted to all staff who were non-resident at the time of their recruitment. He proposed a system that would be adjusted to cost-of-living differences at the duty station. CCISUA was of the opinion that the allowance should be of a continuing nature and pensionable. It also favoured an extension of the rental subsidy scheme to non-locally-recruited General Service staff.

Decisions of the Commission

59. The Commission recalled its decisions concerning the non-resident's allowance reported in its eighth annual report, and in particular that staff recruited to positions in the General Service category should be locally recruited. Only in exceptional circumstances should General Service staff be recruited non-locally. Following consideration of the various proposals concerning the non-resident's allowance, which are reported on in paragraphs 69 to 78 of the report of the Commission on the work of its eighteenth session, the Commission decided that:
(a) The level of the non-resident's allowance should be set by comparison with the assignment allowance for staff in the Professional category serving in locations outside Europe and North America;

(b) The allowance should be differentiated by dependency status and should be $2,400 per annum for a single staff member and $3,000 per annum for a staff member with dependants;

(c) The allowance should be granted for a fixed duration of five years, from the time of arrival at a designated duty station;

(d) The allowance should be non-pensionable.

60. In determining the application of the methodology the Commission decided that the non-resident's allowance should be established at those duty stations in Africa, Asia and the Near East indicated at the end of the present section. The level of the allowance in duty stations in Europe, North and South America should be set at zero in respect of new recruits. The list of duty stations should be reviewed annually and changes made based on proven recruitment difficulties as well as difficulties in inducing staff to work at a given location. The Commission delegated to its Chairman the responsibility for promulgating and approving such changes.

61. The Commission further decided that there was an urgent need to consider the problem of high rentals faced by some non-locally-recruited staff members in those duty stations where a non-resident's allowance would not be granted. It instructed its secretariat to prepare a full study and final proposals on such problems for its nineteenth session. Pending receipt of such proposals, the Commission agreed, on a trial basis only, to grant a rental subsidy to such staff members provided that:

(a) Such a subsidy be granted only at duty stations where the non-resident's allowance will be set at zero level;

(b) The subsidy be granted only to those General Service staff who have been recruited internationally;

(c) All the rental subsidy modalities applying to headquarters' Professional staff be used to establish such a scheme, including the eligibility criteria;

(d) The subsidy to be paid not exceed the amount of the non-resident's allowance as proposed, that is, $2,400 per annum for a single staff member and $3,000 per annum for a staff member with dependants.

62. The Commission decided that the effective date of implementation of the above decisions would be 1 September 1983.

63. The Commission considered that an acquired right existed in respect of staff members already receiving the non-resident's allowance and that no staff member currently in receipt of a pensionable non-resident's allowance should receive a lesser amount in local currency. They could, however, be given the option of accepting the new allowance, if it were at a higher level, providing all other conditions of duration and non-pensionability were also accepted.
64. The Commission also requested the organizations to report to it at its twenty-second session on the implementation of the new methodology for applying the non-resident's allowance. The Commission noted that its decisions in respect of these matters did not have financial implications for the common system as a whole and that the new methodology for the non-resident's allowance should result in long-term savings for the common system.

INITIAL LIST OF DUTY STATIONS WHERE THE NON-RESIDENT'S ALLOWANCE WOULD BE GRANTED

<table>
<thead>
<tr>
<th>Accra</th>
<th>Cotonou</th>
<th>Lusaka</th>
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<tbody>
<tr>
<td>Addis Ababa</td>
<td>Dhaka</td>
<td>Manila</td>
</tr>
<tr>
<td>Alexandria</td>
<td>Kabul</td>
<td>Maseru</td>
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<tr>
<td>Baghdad</td>
<td>Kathmandu</td>
<td>Mogadiscio</td>
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<tr>
<td>Bamako</td>
<td>Kinshasa</td>
<td>Nairobi</td>
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<tr>
<td>Brazzaville</td>
<td>Lagos</td>
<td>Ouagadougou</td>
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<td>Yaounde</td>
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B. Staff assessment

1. General principles, including the relationship between staff assessment and the tax equalization fund

65. At its seventeenth session the Commission considered the general principles of staff assessment and the historical evolution of the staff assessment plan in the light of the operation of the tax equalization fund, the relationship of the funds to staff assessment and the issues involved in the consolidation of a part of post adjustment into net salary for staff in the Professional and higher categories.

Views of the organizations and staff representatives

66. The Chairman of CCAQ stated that, as the issue of the basis and level of remuneration of the Professional and higher categories was on the Commission's work programme for 1984, the organizations would urge that the question of consolidating a part of post adjustment into base salary be looked at in conjunction with the salary review in 1984. He added that the organizations were of the view that the consolidation of post adjustment should be the occasion for a review of the level of separation payments. In addition, the view was expressed that at the time of each consolidation the level of pensionable remuneration and the link between it and net gross salaries should be examined by the Commission.

67. The President of FICSA stated that the consolidation of post adjustment should be accompanied by an adjustment of net base salaries in order to make up the losses due to regressivity of the post adjustment system. The technical matters relating to aspects of post adjustment should be referred to ACPAQ.

68. The Convenor of CCISUA observed that consolidation of post adjustment into base salary was no answer to the continuing erosion of purchasing power, nor could the Commission afford to postpone its final review of salaries. He indicated that
salaries of separation payments and the level of base salaries must be reviewed concurrently. CCISUA called for an examination of the methodology for calculation of staff assessment rates, particularly in view of the recent changes in the tax rates in one comparator country.

Discussion and decisions of the Commission

69. The Commission took note of the document presented by its secretariat concerning procedures to be used at the time of future consolidations of post adjustment into base salary. It also noted in the same document the results of the comparison of the United Nations staff assessment rates for the Professional and higher categories of staff with the average of tax rates applicable at seven headquarters' locations and with United States' taxes. It agreed that, no action was required in that regard on the part of the Commission at the current stage.

2. Staff assessment scale

70. Also at its seventeenth session, the Commission considered possible improvements in the level of staff assessment in response to General Assembly resolution 36/233, section III, paragraph 2 (e), by which the Commission was requested to undertake "a general review of staff assessment for the equitable treatment of all duty stations".

71. The Chairman of CCAQ recalled the long and extensive consultations between all parties concerned that had taken place prior to the implementation of the, 1981 scales of staff assessment. The proposed scale of staff assessment was based on a mathematical approach which departed from the methodology adopted by the Commission for establishing the rates of staff assessment for the General Service category. It did not respond to the concerns of the staff, and would require the introduction of transitional measures at a moment when the organizations were at last able to dispense with those which had been necessitated by the introduction of the current scale in 1981. CCAQ hoped that a revision of the scale would involve a re-examination of some more fundamental issues. For those reasons, it did not currently support a change in the scale of staff assessment.

72. The representative of FICSA stated that the Federation continued to press for a unified scale of staff assessment for all categories of staff and that it was not, prepared to accept an interim solution that would improve the situation of only one group of staff at the expense of another, as in the case of the proposed scale. FICSA appreciated the Secretariat's initiative but unfortunately did not see its proposal as "comprehensive", as requested by the Commission at its sixteenth session, and considered questionable the methodology used for constructing the scale. The Federation requested a comprehensive study of the matter as called for by the General Assembly but, realizing that this would take some time, called for an interim solution to be developed in consultation with FICSA.

73. The Convenor of CCISUA welcomed the intent to assist the General Service at the lower levels but expressed the view that the secretariat's proposals were not comprehensive enough in scope. He called for a unified scale for all categories, to be developed following appropriate consultation. While recognizing the inequities in the current system, CCISUA felt a partial adjustment was insufficient.
Discussion and decision of the Commission

74. In view of the adverse comments and reservations of all parties, the Commission decided that there was no further need to develop any interim solution prior to a full consideration of the levels of General Service staff assessment rates, for example in 1985. The current levels of staff assessment should remain in force until that time.

75. At its eighteenth session, the Commission considered a request from FICSA to establish a Working Group on this question, which would make recommendations for consideration by the Commission in 1984. While the Commission did not agree to the establishment of a Working Group and reaffirmed its earlier decision as stated in the preceding paragraph, FICSA was informed that any specific proposals it wished to make on this question should be submitted to the Commission.

C. Survey of best prevailing conditions of employment in Paris

76. As part of its responsibilities under article 12 of its statute, the Commission conducted a survey of the best prevailing conditions of employment for UNESCO staff in the General Service and other locally recruited categories in Paris. The details regarding the survey and the Commission's recommendations to the Director-General of UNESCO will be found in the report of the 1982 survey of best prevailing conditions of employment in Paris. 7/ The resulting salary scales are reproduced as annex II to the present report.

D. Survey of best prevailing conditions of employment in Montreal

77. As part of its responsibilities under article 12 of its statute the Commission also conducted a survey of best prevailing conditions of employment for ICAO staff in the General Service and other locally recruited categories in Montreal. The details regarding the survey and the Commission's recommendations to the Secretary-General of ICAO will be found in the report of the 1983 survey of best prevailing conditions of employment in Montreal. The resulting salary scales are reproduced as annex III to the present report.
CHAPTER V

CONDITIONS OF SERVICE APPLICABLE TO, BOTH CATEGORIES

A. Education grant

78. At its seventeenth session, in the framework of its periodic review of entitlements, the Commission considered the level of the education grant on the basis of data for the school year 1980/$1.

Views of the organizations and staff representatives

79. The Chairman of CCAQ, in introducing a document prepared by the organizations, stated that it set out to answer three main questions: the overall level of the grant and the reimbursement rate, the possible extension of the grant to non-expatriate staff, and how best to monitor the-grant. CCAQ had concluded that a grant set at $6,000 based on a flat 75 per cent rate of reimbursement would be appropriate. It was not in favour of extending the grant to non-expatriate staff. As regards the monitoring of the grant, CCAQ considered that that should be the responsibility of the Commission using the indicators currently available.

80. FICSA provided detailed data relating to schooling costs at six selected duty stations and made a recommendation that the grant should be increased to $7,000, to be reimbursed at a flat rate of at least 75 per cent. The flat rate for the reimbursement of boarding costs should be increased to $2,000 and boarding costs in excess of that figure should be included within the maximum education grant. FICSA also drew the attention of the Commission to a number of other desirable improvements to the system, including the aggregation of the grant in respect of all eligible children in the family as well as special relief in the case of hardship. The maximum reimbursable costs for the education of disabled children should be increased to at least $8,800 and there should be an early review of the grant with the aim of instituting full reimbursement of all costs. FICSA proposed that the current currency floor be maintained.

81. The Convenor of CCISUA stated that the education grant was the subject of much debate, and was perceived as helping a selected few at the expense of the majority. He supported efforts to meet the real needs of staff as, for example, in the case of disabled children, but requested ICSC to examine the social purpose of the grant. He recalled the declaration of the United Nations Children's Fund (UNICEF) on the rights of the child in that respect. CCISUA called for changes in the level of the grant to meet the needs of specific duty stations.

Decisions of the Commission

82. The Commission in its discussion examined in detail the proposals made by CCAQ, FICSA and CCISUA as regards the level and modalities of the grant and it expressed interest in those particular areas of hardship experienced by staff receiving the grant. These discussions are recorded in paragraphs 122 to 132 of the report of the Commission on the work of its seventeenth session. 5/

83. The majority of members having expressed support, the Commission decided to recommend to the General Assembly that:
(a) The education grant should be set at a level of 75 per cent of the cost of attendance at an educational institution not to exceed $6,000 up to a maximum grant of $4,500

(b) The flat amount reimbursement for boarding costs should be raised to a maximum of $1,500 within the overall maximum of the grant as established;

(c) The currency floor provision should be changed to use exchange rates in effect as of 1 March 1983;

(d) The effective date of implementation of these measures should be 1 January 1984.

(e) The grant for disabled children should be set at the level of $6,000 of the cost of attendance with the 1 March 1983 currency floor, but that the reimbursement rate should be 80 per cent for this group of children, giving a maximum grant of $4,800.

84. The Commission further noted that the cost of the proposed increase would total $US 1.7 million per annum for the common system. The Commission agreed to a further review of the level of the education grant in 1986, and requested CCAQ to submit appropriate data concerning use of the grant in that year.

85. In its-resolution 36/233, the General Assembly requested a review of dependency, allowances for all categories of staff. In its eighth annual report the Commission made specific recommendations with regard to children's allowances for staff in the Professional and higher categories. The Commission also informed the General Assembly of its decisions with regard to the children's allowance for staff in the General Service and related categories, and the spouse allowance for both categories of staff. At that time the Commission postponed consideration of the matter of the secondary dependant's allowance.

86. At its eighteenth session, the Commission examined documentation submitted by its secretariat summarizing the history of the secondary dependant's allowance as applied to both categories of staff as well as the details of current practices of the organizations. Details concerning the eligibility criteria applied by the organizations were also provided to the Commission.

87. The Chairman of CCAQ informed the Commission that the organizations felt the, current eligibility criteria should continue to be applied universally to both categories of staff. In the case of the Professional and higher categories, the amount of, the allowance should continue to be established by reference to the tax abatement applicable in the comparator country. As regards the General Service and related categories most organizations considered that the amount of the allowance should continue to be determined on the basis of local practice and that the allowance should be paid only at duty stations where prevailing local practice called for its payment. Some organizations, however, were of the view that the secondary dependant's allowance should be considered as a social benefit to be paid at all duty stations. At least one organization thought that further study was
required so as to determine whether the administration of the system properly reflected the diversity of
cultural traditions found in Member States. The organizations also requested the Commission to
consider the principle that a staff member might have a secondary dependant recognized under the
eligibility provisions, even where local practice did not provide for an allowance and none was aid, so
that the secondary dependant might be considered eligible for other benefits such as health insurance
coverage.

88. The President of FICSAs reaffirmed that the allowance should be a social benefit. He added that
FICSAs considered the current eligibility criteria as too restrictive. It should therefore be reviewed, to
take into account the more comprehensive interpretation of dependency in many cultures and national
laws. FICSAs also proposed that the relationship between the amounts of children's allowance and
secondary dependant's allowance existing in the past should be maintained.

89. The Convenor of CCISUA felt that the allowance should be a social benefit; the amount of the
allowance should be the same for all categories of staff. He noted that it was difficult to explain the
differences in the amount payable. He also invited the Commission to review the eligibility criteria.

Discussion and decisions of the Commission

90. The Commission examined closely the proposals of FICSAs and CCISUA that the secondary dependant's
allowance should be considered as a social benefit applicable to General Service staff at all duty stations
irrespective of local practice. The Commission noted, however, that local practice called for the payment
of the allowance in only a small number of countries (approximately 15), and the practice, therefore,
could not be considered as universally applicable. Consequently, it did not find any justification to
consider the allowance as a social benefit applicable at all duty stations irrespective of local practice.

91. The Commission also considered the possibility of establishing the eligibility for the secondary
dependant's allowance of staff from the General Service and related categories by reference to local
practice. It was, however, of the view that, for the establishment of the eligibility of secondary
dependants, it did not have sufficient information on hand as regards the local laws applied to enable it to
undertake a thorough examination of the matter at that time. It noted further that under the existing
criteria, payment of the allowance was restricted in respect of only one eligible secondary dependant and
that a secondary dependant's allowance was not paid to a staff member who was in receipt of a spouse
allowance. Since eligibility by reference to local practice would remove some of those restrictions, the
Commission was of the view that any decision in that regard could result in financial implications for the
organizations. Before it undertook an examination of the possibility of establishing eligibility criteria by
reference to local practice, the Commission felt it must have additional information with regard to local
laws for countries where there were large concentrations of United Nations staff members who were in
receipt of a secondary dependant's allowance by reference to local practice and also as regards the
financial implications resulting from a change in the method used for establishing eligibility. It therefore
requested CCAQ to collect such data, including information on the financial implications of any changes
in practice, and submit them to the Commission at its twentieth session.
92. Pending its examination of the matter at its twentieth session, the Commission agreed that the universal eligibility criteria currently used by the organizations should continue to be applied in the case of both categories of staff at all duty stations.

93. As regards the determination of the amount of the allowance, the Commission agreed that in the case of staff from the Professional and higher categories, the amount of the allowance should continue to be calculated by reference to tax abatement applicable in the comparator country. As to staff in the General Service and related categories, the current practice should be maintained of determining the amount of the allowance by reference to local practice using data collected at the time of General Service salary surveys.

94. The Commission noted that adherence to its decision with regard to the payment of the allowance at only those duty stations where the local practice called for such payment would require that the allowance not be paid at some duty stations where it was currently being paid although no local practice existed. It also noted that adherence to universal criteria would require that certain secondary dependants not be considered as eligible, although they were currently being considered as eligible by some organizations at certain duty stations. In both cases the Commission expressed the view that, while those in receipt of the allowance might continue to receive it in future, all staff members joining the organizations with effect from 1 September 1983 should be considered as eligible for the purposes of the payment of secondary dependant's allowance within the framework of local practice and the criteria decided upon by the Commission.

C. Social security aspects of conditions of service

95. At its seventeenth session, the Commission considered two aspects of social security: the quantification of social security benefits in the General Service salary methodology and the sharing of costs for health insurance. These aspects were considered separately and are reported upon in sections 1 and 2 below.

1. Quantification and comparison of social security benefits

96. The Commission had decided at its thirteenth session to take a phased approach to the review of conditions of service of the General Service and related categories of staff. The secretariat, in a document submitted to the Commission at its seventeenth session posed some basic questions for which guidance was requested, following which the secretariat proposed the development of a comprehensive methodology for quantification and comparison of various social security benefits. Among the items that the Commission was requested to consider were the elements comprising the social security package, the basis for comparison, the methodology to be used and the role of internal policies vis-a-vis outside comparability.

Views of the organizations and staff representatives

97. The Chairman of CCAQ and the staff representatives severally expressed the view that there was no compelling reason to undertake this review at the current stage.
Decisions of the Commission

98. Several members of the Commission noted that the issue of health care benefit costs referred to it by the General Assembly in resolution 37/126, section III, paragraph 8, required urgent consideration by the Commission. However, the members were of the view that a comprehensive study on all social security benefits as proposed by the secretariat did not constitute a high priority issue within the Commission's work programme. It therefore considered that, while the issue must be considered at some future date, it did not call for urgent consideration by the Commission at the current stage.

2. Health insurance

99. The General Assembly, by its resolution 37/126 requested the Commission "to examine the need for raising the ratio of contributions by organizations of the United Nations common system for health insurance of staff members and the question of applying appropriate retroactivity". The Commission was also apprised of the contents of a letter sent by the Secretary-General of the United Nations to the Chairman. In response to those requests, the Commission considered the matter of health insurance subsidies at its seventeenth and eighteenth sessions. In a document submitted to the Commission at its seventeenth session, CCAQ outlined the details of the cost-sharing formula applied by the organizations of the common system at various duty stations. In the document submitted to the Commission by the United Nations Secretariat at its eighteenth session, the historical background relating to the matter of health insurance and summaries of the consideration of the issue by the Assembly at various times was provided. The Secretary-General, in the light of preliminary decisions reached by the Commission at its seventeenth session, informed it at its eighteenth session of his intention to make specific proposals to the Assembly on the question of the level of contributions paid by the United Nations towards the cost of health insurance for its staff, namely a two-thirds/one-third contribution by the organization and staff, respectively.

Views of the organizations and staff representatives

100. The Chairman of CCAQ noted that costs of health insurance schemes were shared on a fifty-fifty basis between the organizations and staff in practically all locations and although several organizations proposed a two-thirds/one-third formula, others had no problems with the existing arrangements. Accordingly, the organizations considered that the question of health insurance and, specifically, the ratio of contributions to such schemes, were not common system matters and should not therefore, be pursued on an inter-agency basis.

101. The President of FICSA supported the proposal to change the cost-sharing formula as long as such a change, was not disadvantageous to other staff members and as long as it would be without prejudice to staff representation on health insurance management bodies. He proposed that studies should be initiated by the Commission to review premium levels, benefit coverage, the ceiling on employee contributions and after-service coverage and contributions.

102. The Convenor of CCISUA noted the world-wide trend in increased health insurance costs and welcomed the proposal to change the cost-sharing formula as a step in keeping with external practice. He suggested, however, that a cost-sharing formula of 75 per cent for the organizations and 25 per cent for the staff should be applied.
103. The representative of FAFICS stated that the issue of the appropriate health insurance cost-sharing ratio was largely an internal organization matter but that two points should be noted with regard to retired staff. First, the level of contributions of serving staff members is set higher than that for retired staff members on the understanding that the level would be higher during active service in order that former staff members would be able to enjoy the payment of lower contributions when retired with reduced income. Secondly, he noted that many pensioners are covered by national health insurance schemes, such as the United States medicare scheme, for which retired staff members make contributions and receive benefits thereby reducing the claims that would otherwise be made against the organizations' health insurance schemes.

Discussion and decisions of the Commission

104. As a first step, the Commission considered whether this was a common system issue or one of local importance, which should be resolved by organizations at a given duty station without referring the matter to the Commission. After extensive discussion of various aspects relating to the issue, the Commission agreed that it was a common system issue and, therefore, any decision taken in that regard should be considered from the point of view of all staff of the United Nations common system at all duty stations. The Commission noted that:

(a) The fifty-fifty cost-sharing formula applied, in general, by the organizations had produced satisfactory results in most instances;

(b) There were organizations that experienced serious difficulties at one or more duty stations as a result of high costs of health-care benefits;

(c) The weight carried by health-care benefits as an element of total compensation was relatively small for all categories of staff.

105. The Commission examined staff contributions to health insurance as a proportion of net remuneration at the seven headquarters duty stations and it noted that while the fifty-fifty cost-sharing formula had kept the average staff contributions expressed as a proportion of total net remuneration at reasonably low levels, in some instances those percentages appeared to be too high. In particular, the Commission noted that staff contributions to health insurance expressed as a proportion of net salary for staff with dependants amounted to approximately 3 per cent in the case of Geneva and Vienna, while in the case of New York the similar ratio was higher than 6 per cent. The Commission was of the view that that indicated apparent difficulties with the present fifty-fifty cost-sharing formula in the case of New York. One member suggested that the organizations might wish to consider either a 60/40 cost-sharing formula or alternative benefit plans from among which employees could choose the one most appropriate to their needs.

106. The Commission decided that an average of staff contributions to health insurance expressed as a proportion of net remuneration and weighted by the number of staff members at the seven headquarters locations should be calculated by its secretariat, and requested its Chairman to provide that information to the executive heads of all organizations. It also requested the secretariat to provide it with that information at its nineteenth session. At duty stations where the ratio of staff contributions to net remuneration was higher than the average ratio for the seven headquarters duty stations, the executive heads might wish to propose
to their legislative bodies appropriate cost-sharing formulae that would bring down the ratio of staff contributions to net remuneration at those duty stations to a level in line with the average applicable at the seven headquarters locations.

107. The Commission proposed that its recommendations with regard to the alternative cost-sharing formula referred to in paragraph 106 above should be implemented with effect from 1 January 1984.

D. Death grant benefits

108. The General Assembly, in resolution 35/214 A, requested the Commission "to keep under review the possibility of establishing a cost-effective contributory system of death grant benefits ...". In response to that request, the Commission undertook, at its eighteenth session, an examination of the matter on which it consulted the organizations and staff representatives.

109. The Commission noted that, for the period 1980-1982, the average annual expenditure on death grants incurred by all organizations amounted to $897,188. 10/

110. As regards a contributory scheme of death grant benefits, the Commission considered the following three options:

(a) Continuation of the present non-contributory scheme;

(b) A scheme under which organizations and staff would share all costs on a fifty-fifty basis;

(c) Arranging with a commercial insurance carrier to provide a similar benefit on the basis of sharing the costs of premiums.

Following an in-depth analysis of the three options, the Commission decided to recommend to the General Assembly that the present non-contributory scheme should be continued inasmuch as it provides benefits in the most cost-effective manner. Further details regarding the Commission's consideration of this matter may be found in paragraphs 89 to 95 of the report on the work of the Commission's eighteenth session. 4/
CHAPTER VI

CONDITIONS OF SERVICE IN THE FIELD

A. National professionals

111. At its seventeenth session, the Commission considered data provided at its request by CCAQ, concerning the number and kinds of employment of national professionals.

Views of the organizations and staff representatives

112. The Chairman of CCAQ noted that, at the end of 1982, three organizations employed national professionals: UNDP, UNICEF and FAO. The United Nations had reported that it expected to employ such staff in 1983.

113. The representatives of UNDP and UNICEF stressed the useful role of national professionals; UNDP reported that it was elaborating clear policy guidelines for this group of staff members, based on human resources planning. The representative of FAO observed that his organization was in the process of rationalizing its use of senior locally recruited staff. FAO intended to continue to use the senior General Service and Extended General Service levels and did not envisage a new national officer category.

114. FICSA recalled that it had objections in principle to the creation of a separate national Professional category and reiterated its belief that if staff members were doing work of a professional nature they should be remunerated accordingly. Notwithstanding that issue of principle, FICSA supported the employment of national personnel as an important asset to the programming exercise in view of their greater sensitivity to the national political, economic, social and cultural context. As their numbers were growing, it had now become imperative to complete the methodology for salary determination and to establish salary structures, job descriptions and recruitment criteria.

115. The Convenor of CCISUA stressed that the employment of national professionals had the Committee's full support in principle; this practice, however, should not become an additional obstacle to the creation of a unified staff structure.

Decisions of the Commission

116. The Commission decided to take note of the paper presented by CCAQ including projections for the employment of such staff for 1983. It requested CCAQ to provide further information at the nineteenth session in order to enable the Commission to take a definitive decision at that time on the status of this group of staff members.

B. Comprehensive review of conditions of service in the field

117. The Commission, at its eighteenth session, considered documentation presented by its secretariat and by FICSA, which contained a detailed review of conditions of service in the field, both within the United Nations system and in governmental and international organizations involved in field programmes. A number of suggestions were made as to possible improvements that would enhance the mobility of field staff. An analysis of these possible improvements is contained in the report of the Commission on the work of the session.
Views of the organizations and staff representatives

118. The Chairman of CCAQ identified a number of priority items for consideration by the Commission. These included, inter alia, matters relating to health, the storage of personal effects, employment of spouses, security, training and mobility. CCAQ supported the need for a reimbursement of certain expenses upon departure from a duty station, but called for a review of the incentive scheme for difficult duty stations in conjunction with the Commission's triennial review of duty station classification. On behalf of the organizations he informed the Commission of the recent decisions, taken at the inter-organizational level, to improve the security of staff serving in the field. CCAQ was in favour of a review of certain allowances with a view to enhancing the mobility of staff as called for by ACC, but proposed deferral of the consideration of an increase in the financial incentive for staff at difficult duty stations until it had been further reviewed by the tripartite Working Group on the Classification of Duty Stations according to Conditions of Life and Work, which was scheduled to hold a comprehensive review of conditions in difficult duty stations later in the current year.

119. The representative of FICSA addressed the need to develop a clear methodology for the comparison of field-service conditions. He also stressed the need to properly consider the problems of the General Service staff at field duty stations and in that respect particularly referred to the need to review provisions for medical insurance and career development. FICSA called for the reimbursement of pre-departure expenses and for an increase in the financial incentive for difficult duty stations. Specific recommendations were made in the areas of health conditions, employment of spouses and in the use of the pouch service. The representative of FICSA advocated the establishment of a field allowance to recognize the distinct nature of field service.

120. The Convenor of CCISUA considered that the subject of security of staff in the field merited priority attention. He also identified the Field Service category as being a group of staff members whose terms of service should be reviewed, and suggested that a hazardous pay allowance be considered. CCISUA was interested in encouraging a degree of decentralization of administrative decision-making to the field level. He identified a number of problem areas requiring attention including, inter alia, security of tenure, housing conditions and improvements in insurance coverage. CCISUA endorsed the suggested improvements in terms of service contained in the secretariat's document and, in particular, referred to the need for reimbursement of pre-departure expenses and improvements in storage and shipment of personal effects as well as in the financial incentive for difficult duty stations.

Decisions of the Commission

121. The Commission's discussion of field-service conditions is recorded in paragraphs 132 to 145 of its report on the work of its eighteenth session. The Commission identified the areas of security and health as meriting priority consideration. It also decided:
(a) To expand the terms of reference of the 1983 tripartite Working Group on the Classification of Duty Stations according toConditions of Life and Work to include a comprehensive review of duty stations and of the allowances and benefits currently received by staff, based, inter alia, on documentation to be provided by the organizations and FICSA;

(b) To request its secretariat, in consultation with CCAQ and staff representatives, to study further the concept of mobility, including a review of the need to introduce or restructure appropriate allowances;

(c) To request CCAQ to present proposals to the Commission at its twentieth session or report, as appropriate, on action resulting from consideration of storage and shipment of personal effects, employment of spouses, pre-arrival orientation of staff and their families, communications, including pouch services, and access to improved loan facilities for staff in field duty stations, all of which items the Commission considered to fall within the broad purview of inter-agency co-ordination;

(d) To request the United Nations Secretariat to provide the Commission at its twentieth session with a study on the conditions of service of the Field Service category, to include both salary and career-related aspects;

(e) To instruct its secretariat to develop further the work on conditions of service in the field and in particular to:

(i) To consider a possible rationale for selection of "comparators" for future studies, as well as a possible methodology for comparison on a periodic basis;

(ii) To pay more attention to General Service problems, in particular career elements of service, including possible pilot schemes for circulation of vacancy notices;

(iii) To examine problems relating to the housing difficulties of field staff;

(iv) To report on progress made in the overall study resulting from the present initiatives.

122. In respect of conditions relating to the security of staff in the field, the Commission noted the progress reported by CCAQ and stressed its continued interest in ensuring the security of the staff. The Commission requested CCAQ to make arrangements for appropriate participation of its secretariat at the inter-agency level in order that it might continue to be kept closely informed of developments.

123. In relation to problems relating to health the Commission:

(a) Noted the continued progress made by the medical directors and supported their initiatives, requesting the representatives of executive heads to report at the Commission's nineteenth session on the arrangements made to ensure efficient financing of dispensaries where needed and on appropriate inter-agency co-operation to assist staff members evacuated on medical grounds and requiring urgent hospitalization or treatment with salary advances or guarantees to hospitals or doctors that their fees would be met in full;
(b) Requested its secretariat to submit to it at its twentieth session information on the differences in medical schemes affecting General Service staff in the field;

(c) Decided to approve reimbursement by the organizations of the costs of basic medical examinations for accompanying family members of staff assigned to countries where the majority of duty stations are classified as having adverse health conditions, up to a limit of $150 per staff member within a two-year period (with financial implications of $150,000 per annum for the United Nations system as a whole).

124. The Commission also agreed to the reimbursement of pre-departure expenses for staff departing from non-headquarters duty stations subject to the following conditions:

(a) Reimbursement shall be effected against proven use of hotel accommodation;

(b) Reimbursement shall be limited to a maximum of 60 per cent of the daily subsistence allowance rate for the duty station concerned for a maximum of 10 days. Up to one half of that rate may be paid in respect of dependants;

(c) No payments shall be made in respect of initial appointment of the staff member.

The Commission noted that the cost of reimbursement of such pre-departure expenses would amount to $200,000 per annum for the United Nations common system. The Commission decided to introduce such reimbursement with effect from 1 September 1983.

125. The Commission also requested its secretariat to provide it at its nineteenth session with up-to-date information on the different groups of duty stations away from headquarters duty stations and on the respective allowances and benefits applying to staff members and their families at those duty stations.
CHAPTER VII

ACTION BY THE COMMISSION UNDER ARTICLE 13 OF ITS STATUTE

A. Review of the Common Classification of Occupational Groups

126. The Commission had decided, at its tenth session, that its secretariat should effect future changes to the Common Classification of Occupational Groups (CCOG), after consulting representatives of the organizations and the staff, and report them to the Commission as required. The secretariat reported a series of proposals for revisions for professional, managerial and technical occupations to the Commission at its seventeenth session.

Views of the organizations and staff representatives

127. The Chairman of CCAQ noted that this issue had been the subject of full consultation through its Job Classification Sub-Committee.

128. The representative of CCISUA drew attention to the problem that might arise in attempting to resolve the application of CCOG to non-professional categories, since jobs in some organizations were classified as Professional and in others as General Service. She stressed that CCOG should not be applied rigidly and she remarked that the revisions to CCOG should be seen as a dynamic process.

Discussion and decision of the Commission

129. The Commission took note of the action taken to revise the Common Classification of Occupational Groups for professional, managerial and technical work.

B. Development of standards for common fields of work (Tier II)

1. Civil engineers

130. At its seventeenth session, the Commission considered draft Tier II job classification standards for civil engineering, developed in accordance with the consultative process previously approved. Both the Chairman of CCAQ and the President of FICSA agreed that the views of the organizations and staff representatives had been fully taken into account. The Commission decided to establish and promulgate for use within the organizations of the common system, with immediate effect, the Tier II standards for civil engineers in conjunction with the Master Standard (Tier I).

2. Purchasing and contracting specialists

131. At its eighteenth session, the Commission decided to establish and promulgate for immediate application by organizations of the common system the Tier II standard for purchasing and contracting specialists. The Commission also noted the current status of the draft Tier II standards for auditors, accountants and financial analysts and requested its secretariat to submit draft standards for these fields of work to it at its nineteenth session.
C. Development of classification standards for the General Service and related categories in New York

132. When the Commission promulgated in 1982 the standards developed by the United Nations/UNDP/UNICEF Co-ordination Committee for the 3,200 General Service positions in New York, it requested the Committee to pursue its task by developing standards for the remaining 600 positions in related non-Professional categories. At its seventeenth session, the Commission considered a report of the Co-ordination Committee, which proposed separate classification standards for the trades and crafts associated with buildings maintenance, for those occupations involving shipping, transportation and receiving, for the printing occupations, for security services, and for the conduct of guided tours.

133. After considerable discussion, which is reflected in paragraphs 165 to 174 of its report on the work of its seventeenth session, the Commission:

(a) Noted the job classification standards covering guides and security officers;

(b) Agreed that the job classification standards developed separately for the three common categories of work (one for printers and two for manual workers) had been developed in such a way that each was internally consistent and suitable for the identification of the relative order of jobs that each standard covered; and that, as such, they were appropriate for immediate application;

(c) Requested the United Nations/UNDP/UNICEF Co-ordination Committee to continue its mandate and to undertake the combination of the standard for printers and two standards for manual workers into one job classification standard, with the help of technical advice from the Commission's secretariat;

(d) Authorized its secretariat, in the event that the Co-ordination Committee were to fail in its efforts, to request any additional information required and effect a merger of the three standards on the basis of technical considerations;

(e) Authorized its Chairman to promulgate the resulting combined standard for immediate application by the three organizations concerned.

134. At its eighteenth session, the Commission considered joint job classification

135. The Commission noted that the integrated standard was fully acceptable to the organizations and the staff representatives involved, and that it had already been promulgated by the Chairman under the authority delegated to him at the seventeenth session. The Commission further expressed its gratitude to the Co-ordinating Committee and its Chairman for the competent manner in which it had fulfilled its mandate, and welcomed the promulgation of the standard.

136. As now promulgated, the standard consists of 81 classification benchmark jobs, which characterize each of the grade levels II through VIII and which include jobs marking the threshold of each level, and a list of the benchmark jobs, supplemented by a narrative generic description of each grade level. Level I is not
characterized by benchmark jobs but has been described generically. It has been kept in reserve to accommodate jobs that, for the most part, involve physical labour performed under close supervision and require less skill than apprentice jobs.

D. Development of classification standards for the General Service and related categories in Addis Ababa

137. At its seventeenth session, the Commission considered a request from the United Nations, following consultations with other established offices in Addis Ababa, that it advise on efforts to establish common classification standards for the General Service and related categories in that duty station.

Views of the organizations and staff representatives

138. The Chairman of CCAQ stated that the organizations recognized the importance of ensuring that the classification standards being applied to General Service and related categories in duty stations where there were more than one organization should be the same or at least compatible with each other. CCAQ was therefore concerned to ensure that account was taken of the attempt at the CCAQ level to develop a global classification standard. The organizations wished to ensure that whatever was developed in Addis Ababa did not foreclose the development of a global standard. FICSA pointed out that arrangements made for the current survey would set precedents for future job classification of posts in the General Service and related categories in field duty stations and therefore welcomed the inter-agency approach.

139. The Chairman of the Staff Council of the Economic Commission for Africa (ECA) requested assurances that the standards developed would be applicable to all staff members in the General Service and related categories serving at the duty station. He stressed that there was a lack of planning to help staff members to advance in their careers and that there was no link between job-classification plans and promotion policy. He also pointed out some of the difficulties involved in distinguishing between Professional and non-Professional work, and indicated that there was a lack of suitable comparator employers in Addis Ababa from whom to develop an adequate salary scale.

Decision of the Commission

140. The Commission took note of the timetable developed for the work of the Joint Committee on Job Classification for the General Service and related categories in Addis Ababa. In addition, the Commission:

(a) Welcomed the initiative taken by those organizations with established offices in Addis Ababa to develop jointly common classification standards for the General Service and related categories;

(b) Noted the composition and mandate of the Joint Committee on Job Classification for the General Service and related categories in Addis Ababa;

(c) Requested the Joint Committee to take into consideration the guidelines and criteria already developed by the Commission in the context of promulgating classification standards for the General Service and related categories in New York;
(d) Designated the United Nations secretariat to act as the lead agency in providing appropriate first-line technical support, in close consultation with the Commission's secretariat, and requested it to provide regular progress reports to the secretariats of both the Commission and CCAQ;

(e) Instructed the Commission's secretariat to maintain liaison with all parties involved, to provide technical advice to the extent feasible and to participate in the testing phases of the proposed work programme;

(f) Requested CCAQ to comment, at the eighteenth session of the Commission, on the implications of any proposals deriving from the Joint Committee in the context of the CCAQ efforts to develop common classification standards for General Service and related categories in field offices;

(g) Requested the Joint Committee to submit an interim report to the Commission at its eighteenth session and to submit a final report, together with the proposed standards, at the nineteenth session for review and possible promulgation.
CHAPTER VIII

ACTION TAKEN BY THE COMMISSION UNDER ARTICLE 14 OF ITS STATUTE

A. Human resources planning

141. At its seventeenth session, the Commission resumed its consideration of human resources planning, which it had commenced at its sixteenth session. Details, including views of the organizations and staff representatives, may be found in the report of the Commission on the work of its seventeenth session. 5/ After some discussion, the Commission:

(a) Welcomed the initiatives taken by the organizations to develop an integrated approach to the management of their human resources, noted the progress made, recognized that planning requirements vary according to the nature and structure of the organizations' work programme, and stressed that human resources planning need not be overly complex to be effective;

(b) Reiterated the recommendations it had made to the organizations in annex I to its eighth annual report to the General Assembly; 1

(c) Recalled General Assembly resolution 37/126 in which the Assembly, inter alia, stated that it considered that "the overall concept of integrated personnel management based on human resources planning as envisaged by the Commission will assist organizations in achieving their programme objectives in an efficient manner, while providing improved conditions for career development to all categories of staff in the common system, whether they serve in career or fixed-term appointments";

(d) Noted the general agreement of the organizations and staff representatives in respect of the development of a common approach to skills inventories on an inter-agency basis to foster both the initial career development and the interorganizational exchange of staff, and requested its secretariat to take further steps in full consultation with all concerned to develop such an approach;

(e) Instructed its secretariat to further explore with CCAQ and representatives of the staff the possibility of a seminar for personnel management specialists on human resources planning for General Service and related categories in both field and headquarters locations;

(f) Requested its secretariat to serve as a focal point for the exchange of information on human resources matters within the common system.

B. Career development: types of appointment

142. At its seventeenth session, the Commission considered recent developments regarding types of appointment and recalled the general agreement of the organizations and the Commission to try to eliminate discrepancies in the designation and conditions of types of appointment.
Views of the organizations and staff representatives

143. The Chairman of CCAQ stated that the organizations looked forward to the guidance of the Commission for a policy framework in this area, keeping in mind that there were certain legal aspects and considerations of acquired rights to be taken into account. The Commission was also asked to note certain constraints emanating from legislative bodies.

144. The President of FICSA stated that the Federation fully supported the suggestion by the Commission's secretariat for three possible types of appointments and the setting-up of a tripartite working group. FICSA also supported the idea of harmonizing the terminology for the granting of career appointments and their criteria, particularly following section IV of General Assembly resolution 37/126 on career appointments, with the five-year period as a maximum prerequisite for career appointments. Staff members already serving on fixed-term contracts should not be required to undergo further probationary periods.

145. The Convenor of CCISUA considered that types of appointment should be seen in a twofold context: the need for a core of career staff, and the desire of staff members for security of tenure with an awareness of career opportunities. The attempt to create a more uniform system of appointments was welcomed in order to facilitate inter-organizational exchanges and prevent the growing abuse of an excessive reliance on successive fixed-term contracts.

Decisions of the Commission

146. After some discussion, it was agreed that the work on types of appointment should take into account the need for continuing use of fixed-term appointments on secondment and of specialized experience. It was also important to stress that the highest standards of competence, integrity and efficiency were as applicable to staff members on short-term and fixed-term contracts as to those on career appointments.

147. The Commission decided to:

(a) To instruct its secretariat to continue consultations with the organizations and staff representatives, if possible through a working party, with the goal of reporting back to the Commission in 1984 with proposals on types of appointment;

(b) To commend to the organizations that they consider proposals tending to establish three basic types of appointment along the following lines: short-term, fixed-term and career;

(c) To request its secretariat to propose criteria to harmonize the granting of career appointments, including the relevant modalities, but allowing for the reappointment on a fixed-term basis of, for example, staff members on secondment or where renewal of expertise was required;

(d) To recommend that organizations normally dispense with the requirement for a probationary appointment following a period of satisfactory service on fixed-term contracts. 12/
C. Training

148. At its eighteenth session the Commission considered training policy as a function of integrated personnel management, details of which are provided in its report on the work of the session. After discussion of the recommendations, which emphasized elaboration of methodologies for needs assessment and evaluation as well as increased inter-agency co-operation, the Commission adopted a proposed work programme and asked its secretariat to report on its progress at a later date.

D. Recruitment Policy

149. At its sixteenth session, the Commission approved a general work programme in the area of recruitment in the context of its report to the General Assembly on the concepts of career, types of appointment, career development and related questions. At the eighteenth session, further considerations submitted by the secretariat were taken into account and, on that basis, the Commission decided to establish the following priorities and timetable:

(a) The selection interview (nineteenth session);

(b) Review of educational credentials, language skills, and practical experience; the use of reference checks (nineteenth session);

(c) The use of tests, including the validity of competitive examinations as a screening mechanism (twentieth session);

(d) Selection processes and mechanisms (twentieth session);

(e) The development of recruitment sources, including national recruitment services (twenty-first session);

(f) Proper recruitment measures for nationals from unrepresented or under-represented member States (twenty-first session);

(g) Proper recruitment measures for women, young people and the disabled (twenty-second session);

(h) The establishment and maintenance of rosters, and the possibilities of collaboration between organizations in the exchange of information (twenty-second session);

(i) The extension of common prospection procedures (twenty-second session);

(j) Specific policies for project personnel and for locally recruited staff (twenty-third session).

E. Promotion policy

150. At its eighteenth session, the Commission considered a document from its secretariat under article 14 of its statute. While welcoming this first step towards harmonizing promotion policy, the Commission, taking into account a request from CCAQ for more time as well as the numerous and detailed points raised by the staff representatives, decided:
(a) To postpone substantive discussion on the topic until the nineteenth session;

(b) To request CCAQ and the staff representatives to submit at the nineteenth session documents addressing the issues raised in the secretariat's study as well as any others they deemed relevant;

(c) To request CCAQ to include in its study certain statistical data as well as specific information concerning the policies and practices governing special post allowances, including statistical data on their use.

F. Retirement policy and the mandatory age of separation

151. In its eighth annual report, the Commission recommended to the General Assembly not to take any decision on the deferment of the mandatory age of separation from 60 to 62 until it had received the Commission's views on the matter, since the Commission wished to undertake an examination of the issue in the broader context of an overall retirement policy. 14/

152. At the eighteenth session, the Commission reviewed a document prepared by its secretariat, which provided an overview of the existing retirement benefits in the United Nations common system, including insurance and health provisions, and which also presented a summary of the main recommendations related to retirement made by the World Assembly on Aging held in 1982 at Vienna. The document furthermore recalled some of the conclusions reached by the ILO on the humanitarian aspects of aging, and made specific recommendations concerning pre-retirement programmes. Finally, the document addressed the mandatory age of separation in the light of its impact on career development and geographical distribution.

153. On the basis of statistical material made available by the United Nations Joint Staff Pension Board (UNJSPB) and the organizations, the secretariat concluded that for the 40 per cent of the Professional staff serving as project personnel, the question of career development based on succeeding retiring staff hardly arose, and the issue of geographical distribution did not have primary importance. Nor was the latter consideration of any direct relevance to the 30,000 staff members in the General Service and related categories.

154. The statistical analysis prepared by the secretariat furthermore showed that the staff most likely to opt for maximum accrual of benefits beyond age 60 would be those who had between 15 and 25 years of service as well as those who joined the organization at or after age 40. Data provided by the organizations further showed that the present mandatory age of separation was not generally applied to project personnel, and that broad use was being made by executive heads of their prerogative to extend staff beyond the age of 60. Assuming that the consulting actuary of UNJSPB was correct in stating that a deferment of the mandatory age of separation to 62 would only increase the average age of separation by six months, the data provided concerning recruitment and internal promotions within the organizations led the secretariat to the conclusion that the relative balance between internal and external filling of posts had a much larger impact on career development and geographical distribution than a deferment of the mandatory age of separation. That conclusion was reinforced by statistical data concerning the composition of United Nations staff subject to geographical distribution by region.
and age group, since it appeared that, with one exception, staff over 55 from all regions were represented in approximately the same proportions as those under 55.

Views of the organizations and staff representatives

155. The Chairman of CCAQ noted that originally the Commission had urged that the question of the age of mandatory separation should not be finally dealt with in the General Assembly pending the full review by the Commission of retirement policy. The secretariat's document did not, however, seem to contain the personnel policy considerations that might lead to the conclusion that the age of mandatory separation should be raised from 60 to 62, as it recommended. The justification for such a raise from the point of view of its impact on the pension situation was well known, but the organizations were hoping that the Commission's secretariat would analyse the problem from the point of view of its impact on personnel management. With regard to the recommendations concerning preparation for retirement, the organizations considered that the secretariat's proposals for a gradual phasing-in of retirement were too restrictive and in many ways impractical. The impact on the resource situation of organizations of taking the special measures advocated therein did not appear to have been given adequate consideration. There were many other ways of enhancing a staff member's preparedness for retirement, as the secretariat's recommendations for pre-retirement training pointed out. To a large extent, the organizations had the sort of pre-retirement programmes advocated in the document, and there had been a considerable amount of inter-agency consultation about them. They could, therefore, endorse those recommendations.

156. With regard to raising the age of mandatory separation to 62, opinion in CCAQ was divided. Some organizations favoured the proposal; others, while not fully endorsing the proposal, had expressed an interest in arriving at an arrangement which led to maximum flexibility. Still others were opposed to any increase in the age of mandatory separation because of the effect such an increase would have on their efforts to attain other personnel policy objectives, such as an improvement in the geographical distribution through replacement of retiring staff by candidates from unrepresented or under-represented countries. The conclusion of the Committee was that while it had no objection to the proposals made for reviewing the mandatory age of separation, the conclusion was subject to important reservations expressed by a number of organizations. Those organizations would not be in a position to accept the proposals as set out. If and when, however, the age of mandatory separation were raised to 62, it would be important to ensure that the executive heads retained the authority to terminate a staff member's service at 60 should that be in the interests of the organization concerned. That would be the counterpart to the choice that the staff member would have of leaving at 60 (or earlier under early retirement provisions) or staying on to 62. The manner in which that authority should be provided for would have to be the subject of further discussion.

157. The Assistant Secretary-General for Personnel Services of the United Nations stated that the Secretary-General was not opposed in principle to establishing 62 as the mandatory age of separation. However, he did wish to take into account the reservations expressed by some Member States of the United Nations, since the issue of geographical distribution remained a major concern as long as 15 countries were still not represented in the secretariat and 27 were under-represented. Any change in the mandatory age of separation at the current stage would be in direct contradiction to the United Nations recruitment plan, even if the secretariat's
proposal for a phased introduction was accepted. In any case, even if staff members opted to serve until age 62, it remained desirable that the Secretary-General retain the right to separate from service at age 60 those staff members whose continued employment would not be in the interest of the Organization.

158. The representative of WHO spoke out strongly in favour of raising the mandatory age of separation and stated that his organization had taken the position during the World Assembly on Aging that the considerable improvements in health and life expectancy of the recent past required a flexible approach to retirement. WHO felt that the choice whether staff members should serve until age 62 should not rest with the executive head, since he would wish to avoid any semblance of patronage or arbitrariness. Retirement decisions, in the view of WHO, were very personal and staff members should have the opportunity to make choices. The experience in FAO, which already had 62 as the mandatory age of separation, demonstrated that this had no negative effect whatsoever on career development or geographic distribution.

159. The President of FICSA observed that the matter under discussion could have repercussions on staff and organizations for many decades to come and therefore merited very careful consideration. The Federation considered that in view of those far-reaching implications, it would be premature to take a final decision at the current session. The question of mandatory age of separation was purely a matter of personnel policy and should not be discussed in the context of the actuarial deficit of the Pension Fund. The possible effects on career development of an increase in the mandatory age of separation had not been dealt with very satisfactorily in the document. There were differing philosophies throughout the world concerning not only the age of retirement but also the concept of retirement itself.

160. If there were a change in the mandatory age of separation, the decision to continue in service beyond the age of 60 or to separate from service at age 60 should be at the discretion of the staff member and not of the executive head. FICSA fully supported the recommendations dealing with phasing-in of retirement and pre-retirement preparations, and considered that the organizations could do a lot more in that regard. In conclusion, all staff members attached the greatest importance to their right to retire with full pension rights at 60, irrespective of the mandatory age of separation.

161. The Convenor of CCISUA noted that the document presented dealt with two separate issues; the Committee fully supported the secretariat's recommendations related to preparations for retirement, and it had itself prepared a more detailed proposal for the introduction of a system of optional phased retirement for staff members which was available to the Commission. As to the proposal to defer the mandatory age of separation, the Committee regretted the lack of statistical data in the document concerning General Service staff. While the Committee favoured flexibility and believed that staff members should have the option of working for an additional two years, that should not affect any acquired rights or affect the age at which full benefits were available. It should also be taken into account that any extensions of staff should not be realized at the expense of career development; the arguments presented by the secretariat were not conclusive in that respect.

162. The representative of FAFICS supported the recommendations made by the secretariat concerning pre-retirement preparations and particularly stressed the possibility of bringing in retired staff to assist in pre-retirement programmes.
Views of the secretariat of UNJSPB

163. The Secretary of UNJSPB stressed that the secretariat had co-operated closely with that of ICSC in the preparation of the study under review. Of all the measures proposed to the General Assembly to improve the actuarial balance of the Pension Fund, raising the mandatory age of separation to 62 was the only one that could be implemented without added cost to either the organizations or the staff. Moreover, as the Fund had rather liberal early retirement provisions, which were costly, the proposed extension of the mandatory age of separation would help to defray the cost of early retirement. The Board therefore, at its thirty-first session, held in July 1983, renewed its recommendation for age 62 to be the mandatory age of separation from service, the rights currently existing on retirement before that age being maintained unchanged.

Discussion of the Commission

164. While the Commission was in broad general agreement on the personnel policy issues raised, the positions on the mandatory age of separation were divided.

165. The Commission noted a variety of views on whether to raise the mandatory age of separation from 60 to 62. Some members favoured such a change; others preferred the status quo; others favoured an increase in the normal age of separation to 62 but did not wish to make it mandatory; still others preferred that agency heads be invited to make greater use of their authority to extend appointments beyond age 60 in cases where an employee's services warranted such consideration and the employee wished to continue beyond age 60.

166. The majority of the members felt that there were no compelling arguments from the viewpoint of personnel policy to raise the existing mandatory age of separation. In arriving at that conclusion they stressed, in particular, the question of the compatibility of such a measure with the efforts made by many organizations to achieve an equitable geographical distribution of staff. In addition, they expressed concern that such a measure would in many cases come in the way of career development of the staff. In that context, they took into account the position of the United Nations, as indicated by the Assistant Secretary-General for Personnel Services during the discussion of the item in the Commission, that any change in the mandatory age of separation at the current stage would be in direct contradiction to the United Nations recruitment plan.

167. Some members, however, felt that raising the mandatory age of separation from 60 to 62 would not impede equitable geographic distribution or career development as proven by the experience in FAO and therefore considered that, where necessary, the Staff Rules and Regulations should be amended to bring the mandatory age of separation to 62 in all organizations, subject to the following provisions:

(a) Implementation for non-project staff should be introduced gradually over a three-year period in those organizations where existing recruitment programmes or human resources development plans demanded a measured approach. In such organizations, the mandatory age of separation might be deferred to 60.5, effective 1 January 1984, and be increased by an additional six months at the beginning of each consecutive year until the age limit of 62 was reached, effective 1 January 1987;

(b) Implementation for non-project staff should be effective as of 1 January 1984 in all other organizations;
(c) Implementation should be effective as of 1 January 1984 for project personnel in all organizations.

**Decisions by the Commission**

168. The Commission by a majority decided not to recommend to the organizations any change at this stage in the existing mandatory age of separation.

169. The Commission furthermore, taking into account the views of the organizations and the staff, as well as the relevant recommendations of the World Assembly on Aging, decided to recommend to the organizations of the common system that they:

(a) Regard preparation for retirement as an ongoing process and facilitate the transition from active work to retirement for their staff by consideration of appropriate measures;

(b) Ensure that all staff receive full information on provisions for retirement well in advance of their departure from the work force;

(c) Provide pre-retirement training programmes, which should address, *inter alia*, material problems, health issues and the future use of time, particularly leisure time.
CHAPTER IX
ACTION TAKEN BY THE COMMISSION UNDER ARTICLE 17 OF ITS STATUTE

Implementation/consideration by organizations of ICSC recommendations and decisions

170. The Commission received from its secretariat a report containing an analysis of replies by the organizations to a 39-point questionnaire, in accordance with article 17 of the Commission's statute, which states that the "Commission shall submit an annual report to the General Assembly, including information on the implementation of its decisions and recommendations. The report shall be transmitted to the governing organs of the other organizations, through their executive heads, and to staff representatives".

171. The first group of questions (numbered 1 to 10), dealt with compensation' aspects in accordance with articles 10 to 12 of the Commission's statute. The analysis of the replies from 14 organizations showed a high degree of application of the recommendations and decisions of the Commission in respect, inter alia, of such matters as education grant provisions, children's allowance, separation payments, staff assessment, end-of-service grant, repatriation grant, and death grant. It will be recalled that the Commission has also previously reported in its annual reports on, for example, the application of salary scales of staff in the General Service and other locally recruited categories (article 12 of its statute), 15/ and on other matters such as staff assessment rates 16 and the rental subsidy scheme for field staff. 17/

172. The second group of questions (numbered 11 to 38) concerned career development and personnel policy matters, generally dealt with under articles 13 and 14 of the Commission's statute. An analysis of the various replies to the questions on, inter alia, CCOG, classification aspects, proportions of career and fixed-term staff, selection criteria, interviews, prospection procedures, exchange of personnel, training, tenure, and merit awards showed that, in areas where the Commission has recommendatory powers, there is a lesser but still commendable adherence generally to the positions taken by the Commission. No doubt this is partly because the Commission exercises judicious restraint in areas in which the organizations have historical or other operationally-related reasons for the practices they follow.

173. Finally, part (c) of the questionnaire (question No. 39) dealt with the scheme for classification of duty stations according to their conditions of life and work. The analysis of the replies showed that all organizations were applying the scheme as promulgated by the Commission, except those organizations that do not have staff members in the field.

174. The Commission also received from CCAQ a note relating to the manner in which the resolutions and decisions of legislative bodies on matters arising from the ICSC annual report were reported to the Commission and on the manner in which the work of the Commission was reported to the legislative bodies.

175. The Commission decided to note with appreciation all of the information received and commended the organizations in respect of the degree to which they have applied, implemented, or considered the recommendations and decisions of the
Commission. With a few exceptions, mainly in the areas of personnel policies found under article 14 of the statute, the considerations of the Commission have been adhered to in considerable degree.

176. A list of the questions and an annotated tabular summary of all replies from the organizations is found in annex IV to the present report.
CHAPTER X
OTHER BUSINESS

A. Participation of the staff in the work and-meetings of the Commission

177. After considerable discussion at its seventeenth and eighteenth sessions, the Commission decided that for a global staff body to be invited to attend meetings and address the Commission on any matter on its agenda under rule 37, paragraph 2, it should meet the following criteria:

(a) Its constituent organizations should meet the criteria of recognition set out in the ICSC rules of procedure under rule 1 (f);

(b) It should represent staff preferably in more than one organization and definitely at more than one duty station;

(c) It should represent at least 25 per cent of the staff of the common system.

One member expressed reservations on this question.

178. At the request of CCISUA and on the basis of the above considerations, the Commission decided to issue an invitation to CCISUA as long as it continues to meet the above criteria. It did not, however, extend an invitation to the Federation of Associations and Unions of the International Civil Service (FAUICS) as it did not meet those criteria.

179. These criteria are applicable also to ACPAQ and other committees and subsidiary bodies as may be established by the Commission under rule 12 of its rules of procedure.

B. Surveys of local conditions relevant to the employment of area staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

180. The Commission, under article 12 (1) of its statute, undertook a survey of salaries and other conditions of employment for the area staff in Jordan, of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). A panel of the Commission met at Amman and made specific recommendations relating to this matter to the Commissioner-General of UNRWA. Further details concerning this issue may be found in paragraphs 147 to 150 of the report on the work of the Commission at its eighteenth session. 4/

C. The proposed ILO complementary pension scheme

181. Following consideration of that subject by the Commission at its seventeenth session, 18/ the Chairman, at the eighteenth session, summarized subsequent events, including exchanges of correspondence among the Secretary-General of the United Nations in his capacity as Chairman of ACC, the Director-General of ILO and
himself; copies of the correspondence had been circulated to all members of the Commission.

182. The representative of ILO summarized the proposed scheme which had been primarily motivated by the premise that the existing retirement benefits for ILO pensioners of the Professional category failed to achieve an adequate rate of income replacement, particularly for the 70 per cent of ILO officials who retired in high-cost countries. He indicated that the Director-General of ILO would propose to the next meeting of the ILO Governing Body in November 1983 a scheme consisting of a complementary pension payable in all cases on retirement, death or disability, and a compensatory pension payable selectively if the pension paid by the United Nations Joint Staff Pension Fund (UNJSPF) in the country of a pensioner's residence resulted in an income replacement value significantly lower than that achieved for a comparable official retiring in the United States. The overall cost of the scheme was estimated at 7 per cent of pensionable remuneration to be shared by the organization (4 per cent) and participants (3 per cent).

183. The secretary of UNJSPB made an oral report on the discussions of the Board at its thirty-first session in July 1983. He indicated that there had been concern expressed about conflicting claims on the resources of Member States in view of the actuarial imbalance of UNJSPF. Furthermore, mobility from one organization to another might be hampered. While the Washington formula had been a specific attempt to come to a compromise on some of those problems at a time when the United States dollar had been weak, the situation had since improved as a result of the strengthening of the dollar. The Board could not support the proposed ILO complementary pension scheme for several reasons, primarily because nothing should be done that might jeopardize the efforts to improve the actuarial situation of UNJSPF.

184. The President of FICSA stated that within each organization, administration and staff representatives had the right to negotiate conditions of service. The ILO scheme represented an effort to solve a problem of a particular organization that was not being resolved in a satisfactory manner at the common system level.

Discussion and decisions of the Commission

185. The Commission noted that according to the ILO estimate the total cost of its 4 per cent contribution would be in the order of $2 million per annum.

186. The Commission agreed that:

(a) The ILO action would be contrary to the principle of equal pay for work of equal value which was inherent in the Noblemaire principle as used for the determination of remuneration of staff in the Professional and higher categories;

(b) The value of pension benefits in the current United Nations/United States comparison of total compensation would be affected, in so far as one organization was concerned, with possible implications for others.

One member of the Commission, however, did not share these views, and felt that these measures, in his opinion, did not constitute a diminution of the fundamental principles of the common system nor of the Noblemaire principle.
187. The Commission, except for one member, was of the view that the proposed action by ILO would be inconsistent with the goals set by the Commission in the execution of the mandate contained in its statute. At its seventeenth session, therefore, the Commission had authorized its Chairman to write to the Secretary-General of the United Nations in his capacity as Chairman of ACC to whom the General Assembly, in resolution 36/233, had entrusted the responsibility of ensuring that adequate measures were taken to support the efforts of the Commission in promoting uniform and co-ordinated action in the common system, requesting him to place the views of the Commission before ACC when the matter of the ILO pension scheme came up for discussion.

188. Subsequently, when, at its eighteenth session the Commission was informed that ACC had not officially discussed this matter, members of the Commission noted with regret that ACC, as an instrument of co-ordination in the common system, had not so far expressed itself on the matter. The Commission decided that its views should be communicated to the ILO Governing Body.

Notes


2/ Appointed in 1983.


4/ ICSC/18/R.33.*

5/ ICSC/17/R.28.*


7/ ICSC/18/R.34.*

8/ ICSC/18/R.35.*


10/ These figures exclude WHO staff members at all locations and United Nations staff members outside New York.

11/ ICSC/18/R.33, paras. 132-142.*


* Documents in the ICSC/R series are available for consultation through the ICSC secretariat. Issued in English, French, Russian and Spanish.

14/ Ibid., Supplement No. 30 (A/37/30), para. 56.


16/ Ibid., Thirty-sixth Session, Supplement No. 30 (A/36/30), paras. 139-143.


18/ ICSC/17/R.28, paras. 236-247.*
ANNEX I


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a/ Includes post adjustment of 7 months at class 8 (multiplier 48); 5 months at class 9 (multiplier 55).
b/ Based on published salary rates effective 1 October 1982 (including bonuses and special awards where applicable.
c/ These weights correspond to the United Nations common system staff in grades P-1 to D-2, inclusive, serving at established offices as at 31 December 1981.
ANNEX II

General service salary scales recommended by the International Civil Service Commission for Paris

(effective 1 November 1982)

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Note: Staff assessment is calculated on the basis of the 36-month average exchange of 5.26 French francs to the United States dollar.
ANNEX III
General Service salary scales recommended by the International Civil Service Commission for Montreal

(effective 1 April 1983)

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Note. Staff assessment is calculated on the basis of the 36-month average exchange rate of $Can 1.20 to $US 1.00.
ANNEX IV

Questionnaire sent to the organizations of the common system concerning the implementation/consideration by organizations of ICSC recommendations and decisions

(For ease of reference, after each question, the number of the Commission's annual report and paragraph reference is given.)

(a) Compensation

1. Does your organization apply the provisions of the education grant as recommended by the Commission? (A/37/30, paras. 197-198)

2. In respect to the children's allowance for Professional staff, does your organization apply the revised amounts as well as, where applicable, then local floor rate? (A/37/30, para. 212)

3. Does your organization base separation payments on gross salary, adjusted by movements of WAPA? (A/36/30, para. 119)

4. Does your organization apply the revised rates of staff assessment for staff in the General Service and related categories which were recommended by the Commission for introduction with effect from 1 January 1981 and thereafter? If yes, do these rates apply to all staff? If no, would you kindly provide details of your organization's plans for introduction of the revised rates. (A/35/30, paras. 83-85)

5. Has your organization applied the regressive rates of approved costs reimbursable under the provisions of the education grant? (A/35/30, para. 156)

6. In respect of the education grant, does your organization apply the currency floor? (A/35/30, para. 156)

7. Does your organization apply the special provisions for education of disabled children? (A/35/30, para. 156)

8. Does your organization apply an end-of-service grant? (A/33/30, para. 174)

9. Does your organization pay the repatriation grant only on the provision by the former staff member of evidence of relocation away from the country of the last duty station? (A/34/30, para. 25)

10. Does your organization apply the standard conditions for the death grant? (A/33/30, para. 194)
(b) Career development. - (The last annual report, A/37/30, para. 311 and annex I, summarized virtually all of the work of the Commission in this area. The references hereafter, therefore, were to the pages (in English) of the Commission's eighth annual report in order to facilitate the replies of the organizations.)

11. Is your organization applying the revised Common Classification of Occupational Groups (CCOG) as from 1 January 1983 to:

(A) All new jobs as graded (p. 96)

(B) Existing jobs which have not yet been classified? (p. 96)

12. Is your organization applying the Tier II standards as and when they are promulgated? (p. 96)

13. (i) Has your organization considered determining the proportion of career and fixed-term staff desirable to its operational needs? (p. 96)

(ii) If so, what are (were) the results?

14. (i) Does your organization provide both career and non-career staff equal access to development programmes? (pp. 96-97)

(ii) If there are any restrictions, e.g., time-in-grade requirements, minimum years of service to apply for certain competitions, etc., please specify.

15. Does your organization circulate announcements of all vacancies for all categories of staff? (p. 97)

16. Does your organization review qualification requirements stated in vacancy announcements beforehand to ensure that they are job-related, necessary and non-discriminatory and to ensure that education, training, health and years of experience requirements are related to requirements of the job on the basis of job analysis? (p. 97)

17. Are your organization's announcements published in all working languages of the organization? (p. 98)

18. Does your organization adhere to the following criteria: that selection should not be based on sex, age, nationality, physical appearance or any consideration not relating to merit; seniority with the organization should not in itself be a factor of consideration for advancement except in those specific cases in which it is not possible to distinguish between two or more applicants on the basis of qualification requirements and merit; in such cases the applicant with greater years of service should be given consideration? (p. 98)
19. If examinations are used as a basis for internal placement decisions are they constructed in such a way that they do not have the effect of discriminating on the basis of sex, age, nationality, culture, etc.? How is this done? (p. 98)

20. Are interviews used in the selection process structured? Are they all conducted in a like manner so as to maximize objectivity and to prevent overall personality-related assessments which can be open to prejudice? Are checklists of questions used and training in interviewing techniques given to the personnel officers and managers who conduct interviews? (p. 98)

21. Is cross-cultural training given to managers and others occupying positions of career-related decision-making? Please provide statistics if available. (p. 98)

22. Has your executive head appealed to the Member States of his or her organization to refrain from exerting pressure to show favouritism in the development of careers of its citizens? (p. 98)

23. Are common prospection procedures used which seek qualified candidates first from within, then from other organizations of the common system, and finally from outside sources? (p. 98)

24. Does your organization use the standardized notice-of-vacancy form suggested by the International Civil Service Commission (ICSC)? (p. 98)

25. (A) Does your organization contribute as a matter of policy to the ICSC central Vacancy Announcement Bulletin (VAB)? (p. 99)
   
   (B) Upon receiving the VAB, what is done with the copies?

26. (a) Does your organization utilize a career-planning exercise as recommended by ICSC? (p. 99)
   
   (b) Has your organization utilized the performance appraisal form recommended by ICSC? On the full or amended format? Please provide details. (p. 99)

27. Has your organization undertaken any specific efforts to increase inter-organizational exchange? (p. 100)
   Does your organization have a mobility policy? (p. 100) Does your organization encourage lateral transfers? Please provide details. (p. 100)

28. Does your organization utilize the elements recommended for the model management training programme? (p. 100)

29. Has your organization implemented the 13 specific measures recommended by ICSC to ensure that adverse discrimination does not play a role in the careers of staff members? (p. 100 and A/35/30, paras. 291-292)
30. Does your organization utilize human resources planning? Please provide details. (p. 89)

31. Has your governing body been requested or will it be requested to ensure that the necessary flexibility is available to implement classification decisions, both upward and downward, within the duration of a given budgetary period? (p. 90)

32. Has your legislative body been requested for additional resources necessary for the implementation and maintenance of common job classification standards? (A/35/30, paras. 251-253)

33. Does your organization maintain links between its job classification activities and budgetary processes, recruitment programmes, training, human resources planning, career planning and promotion machinery? How is this done? (p. 90)

34. What consideration has your organization given to the ICSC recommendations on linked grades? (p. 90)

35. Does your organization contemplate informing staff, at the time of recruitment, of the most likely period of employment for them? How is this done (or to be done)? (p. 91)

36. Has your organization placed before its governing body the ICSC recommendation to grant employees, upon completion of five years of satisfactory service, every reasonable consideration for a career appointment? (p. 92)

37. Has your organization studied means for providing appropriate awards within the current steps and range of the salary scale? (p. 94)

38. Has your organization undertaken an assessment of training needs? (p. 95)

(c) Other aspects

# TABULATED SUMMARY OF REPLIES TO THE QUESTIONNAIRE

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<td>Yes</td>
<td></td>
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<td>13. Proportion of career and PT Staff</td>
<td>No</td>
<td>Yes, under way</td>
<td>No</td>
<td>Yes, no decision</td>
<td>Not yet</td>
<td>Under review in 1984</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>Yes $/</td>
<td>To be reviewed</td>
<td></td>
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<td>14. (i) Equal access to career dev.</td>
<td>N/A</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>N/A</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
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<td>N/A</td>
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<td>(ii) Restrictions</td>
<td>N/A</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>Yes $/</td>
<td>2 yr. service for internal comp.</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
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<td>15. Vacancies circulated</td>
<td>Most</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
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<td>16. Qualification requirements reviewed</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
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<td>Yes</td>
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<table>
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<tr>
<th>Number and précis of question</th>
<th>IFAD</th>
<th>IADB</th>
<th>UNEP</th>
<th>ITU</th>
<th>IMO</th>
<th>FAO</th>
<th>WHO</th>
<th>UN</th>
<th>ILO</th>
<th>UNESCO</th>
<th>WIPO</th>
<th>ICAO</th>
<th>UNRCS</th>
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<tr>
<td>17. Vacancies in all working languages</td>
<td>No</td>
<td>As needed</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>No, active lang. required</td>
<td>No - Eng., Fr.</td>
<td>Yes</td>
<td>Yes</td>
<td>P Yes</td>
<td>GS No</td>
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<td>18. Selection criteria</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes, preference to women</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
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<td>19. Examinations</td>
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<td>20. Interview</td>
<td>No</td>
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<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
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<td>No</td>
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<td>(i) Structured</td>
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<td>No</td>
<td>Yes</td>
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<td>(ii) Similar</td>
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<td>(iii) Check-lists</td>
<td>No</td>
<td>Under review</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>N/A</td>
<td>No</td>
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<td>under</td>
<td>review</td>
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<td>(iv) Training</td>
<td>No</td>
<td>Under review</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>N/A</td>
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<td>No</td>
<td>review</td>
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<td>21. Cross-cultural training</td>
<td>No</td>
<td>Yes, 60 participants</td>
<td>No</td>
<td>No</td>
<td>N/A</td>
<td>Some</td>
<td>Yes</td>
<td>Yes</td>
<td>Not systematically</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
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<td>22. Exec. lead appeal</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
<td>No, pressure resisted</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>N/A</td>
<td>Not necessary</td>
<td>No</td>
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<td>23. Common prospection procedure</td>
<td>No</td>
<td>Yes, simultaneous</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
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<td>No</td>
<td>Yes</td>
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<td>24. ICHC vacancy notice</td>
<td>Yes</td>
<td>Yes, with modifications</td>
<td>Yes</td>
<td>No</td>
<td>Yes, broadly</td>
<td>Yes</td>
<td>No</td>
<td>Yes, minor changes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
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<td>25. VAS contributions</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
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<td>Yes</td>
<td>Yes</td>
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<td>26. (i) Career-planning exercise</td>
<td>No</td>
<td>Under review</td>
<td>Not yet</td>
<td>No</td>
<td>Not yet</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>Yes, to some extent</td>
<td>No</td>
<td>Under study</td>
<td>No</td>
<td>No</td>
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<td>(ii) ICCH performance appraisal</td>
<td>Yes, in 3 divisions (amended)</td>
<td>No</td>
<td>Yes, amended</td>
<td>Not yet</td>
<td>Some elements</td>
<td>Not yet</td>
<td>No</td>
<td>Some elements</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>Some elements</td>
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<td>27. (i) Exchange</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>N/A</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
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<td>(ii) Mobility</td>
<td>No</td>
<td>N/A</td>
<td>Yes</td>
<td>No</td>
<td>N/A</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
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<td>(iii) Laterals</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Some</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
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<td>Yes</td>
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<td>28. Medical management training</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>N/A</td>
<td>As possible</td>
<td>Yes, in process</td>
<td>Some</td>
<td>Yes</td>
<td>Not yet, soon</td>
<td>No</td>
<td>No</td>
<td>No</td>
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<td>29. 13 Anti-discrimination measures</td>
<td>P</td>
<td>Yes, under review</td>
<td>Yes, some</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes, when feasible</td>
<td>Yes</td>
<td>Yes, most</td>
<td>Yes</td>
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<td>30. BHF utilised</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>Not yet</td>
<td>Yes</td>
<td>No</td>
<td>Not yet</td>
<td>Yes</td>
<td>No</td>
<td>Under study</td>
<td>Yes</td>
<td>Yes, limited</td>
</tr>
</tbody>
</table>

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Notes

a/ In respect of the first 10 questions, UNHCR has stated that a global reply is possible: for the items mentioned, UNHCR follows - with minimal exceptions/ variations - the practices of the United Nations Office at Geneva in the application of ICSC recommendations/decisions.

b/ The revised rates were adopted by the ICAO Council and incorporated in ICAO Staff Regulations. They are applied to all staff who joined on or after 1 January 1982. The Council also decided that for staff in service on or before 31 December 1981, the previous staff assessment rates will continue to be applied as a transitional measure until the Council decides on the recommendations submitted to it following the 1983 ICSC survey of General Service salaries and conditions of service at Montreal. The Council will consider the ICSC survey report at its 110th session, 14 November to 12 December 1983. Decisions of the Council will have retroactive effect to 1 April 1983.

c/ An end-of-service grant provision for all organizations was recommended twice by the Commission but on both occasions the proposal was rejected by the General Assembly of the United Nations.

d/ This situation will change following implementation of the Master Standard, scheduled to commence in September 1983 in UNHCR.

e/ Although Tier II has not yet been applied, plans have been made to apply it to civil engineers.

f/ An attempt was made in 1970. It appeared that it was impractical to relate the needs for staff holding career and fixed-term appointments to operational requirements.

g/ Twenty-five per cent of all staff, distributed among the different grades and organizational units, are to be on fixed-term appointments.

h/ Participation in the competitive examinations for the movement of staff from the General Service to the Professional category is limited to General Service staff with at least five years continuous service with the Organization and post-secondary educational qualifications (see General Assembly resolution 33/143, sect. I, para. 1 (g)). However, competitive examinations for language posts, such as translators and interpreters, are open to staff members in all categories who fulfill the required conditions, regardless of length of appointment. In general., time-in-grade is not a requirement for training activities.

i/ Some restrictions apply e.g., for applications for sabbatical leave or study; certain years of previous and prospective service are required.

j/ Budgetary limits: 0.2 per cent of total staff costs. In-service training provided primarily in the interest of the organization and not early in the staff member's career or near retirement.

k/ The UNHCR External Studies Programme is directed towards regular staff holding contracts under the 100 series of the Staff Rules with a minimum of three years of service. See also note h/.
1/ Professional posts: yes - except where the post is for less than one year vacancies for, posts at Director level and above are not advertised. Announcement of vacancies for General Service posts are circulated internally.

m/ (i) Posts subject to geographical distribution: As a rule, job descriptions are circulated for all such posts at levels P-1 to D-2 that are to be filled for one year or longer, except for those earmarked for competitive examinations, those reserved for candidates from Member States that are underrepresented and whose nationals serve primarily on fixed-term contracts, as referred to in section 1, paragraph 4, of General Assembly resolution 35/210 and those of special assistants to Assistant Secretaries-General and Under-Secretaries-General.

(ii) Posts not subject to geographical distribution: Advertisement campaigns are undertaken, when necessary, for posts with special language requirements and for posts in the General Service and related categories. Ad hoc arrangements are made in a number of other cases, e.g., staff members specifically appointed for service with UNEP, staff members specifically appointed after inter-agency consultation to posts financed on an inter-agency basis, etc.

n/ Examinations are job-oriented, measuring language, mathematical, editorial and secretarial skills. They are not of a nature to measure general abilities, culture or level of education, which are the types of examinations most open to the introduction of discrimination. ICAO examinations are carefully prepared, and their results are reviewed to ensure that patterns of discrimination do not exist.

o/ Interviews are not all structured. ICAO feels there seems to be some advantage in non-structured interviews which, when taken together, can yield a broader and more complete assessment of an applicant than can be obtained from a series of structured interviews, all covering the same points. In some cases, checklists of questions are provided to interviewers, especially when the interviewer is in a regional office and is not experienced in interviewing. At present, little formal training in interviewing techniques is given.

p/ Pursuant to General Assembly resolution 35/210, recruitment at the P-1 and P-2 level is made as a rule through competitive examinations. Accordingly, 30 per cent of the total number of posts available for appointment at these levels are set aside for the movement of staff from the General Service category to the Professional category and a number of the remaining posts (also at these levels) are earmarked for competitive examinations on a national basis. For all the other posts for which vacancy announcements are circulated or advertisement campaigns undertaken, internal as well as outside candidatures are invited. In filling such vacancies, preference is normally given to staff members with the requisite qualifications and experience and then to candidates from other organizations of the common system.

q/ The UNHCR Career Development and Training Unit has developed a computerized skills information system which pin-points not only specific professional, educational and current language skills but also registers career preferences by function and geographical region, as well as indicating training undertaken or required. This information system is complemented by career counselling as well as training programmes for all levels, headquarters and field,
including management training. These activities, taken together with the Office's rotation policy, constitute the basis of the UNHCR career planning programme.

r/ Question not applicable as such since UNRWA does not have a governing body other than the General Assembly. The Commissioner-General has flexibility.

g/ See document ICSC/18/R.32, para. 5 (xxxiv), for details.

jącym the proportion of staff members in the Professional category to be considered for career appointments, UNESCO has stated that this was determined by the General Conference in 1974. The situation in this respect was to be examined by the Executive Board at its most recent session. UNESCO stated that the ICSC recommendation corresponds to the practice of the organization. "In fact, the criteria for the granting of indeterminate appointments adopted by the Director-General provide for the examination of all cases of staff members who have completed five years of continuing service, with a view to the possibility of converting their fixed-term appointments into indeterminate appointments within the limits approved by the General Conference and the Executive Board." In the light of what has been said above, the Director-General considered that the ICSC study on concepts of career, types of appointments, career development, and related questions called for no particular action by the Executive Board at the present stage.

y/ It is not necessary to place the matter before the ICAO Council, as this is long-standing ICAO policy.