

**INTERNATIONAL CIVIL SERVICE COMMISSION
AN EVALUATION OF ITS ROLE**

*Dissertation submitted to the Jawaharlal Nehru University
in partial fulfilment of the requirements for the
award of the Degree of*
MASTER OF PHILOSOPHY

PADMA NAND THAKUR

**CENTRE FOR INTERNATIONAL POLITICS, ORGANISATION
AND DISARMAMENT
SCHOOL OF INTERNATIONAL STUDIES
JAWAHARLAL NEHRU UNIVERSITY
NEW DELHI - 110067, INDIA**

1991

CONTENTS

	Page
ACKNOWLEDGEMENTS	I
INTRODUCTORY NOTE	II - VI
CHAPTERS	
I. INTERNATIONAL CIVIL SERVICE: DEVELOPMENT AND CHARACTERISTICS	1 - 20
II. PERSONNEL POLICIES AT THE UNITED NATIONS	21 - 35
III. INTERNATIONAL CIVIL SERVICE COMMISSION: ORIGIN AND MANDATE	36 - 41
IV. INTERNATIONAL CIVIL SERVICE COMMISSION AT WORK, 1974-1989.	42 - 100
V. CONCLUDING OBSERVATIONS	101 - 113
SELECT BIBLIOGRAPHY	114 - 122
APPENDIX	

ACKNOWLEDGEMENTS

I am highly indebted for this work to my supervisor, Dr. K.P. Saksena, Professor of Internatinal Organisation of the School of International Studies, whose valuable guidance at various stages of the work was highly stimulating.

I am also thankful to Prof. (Mrs.) Sumitra Chisti and Dr. C.S.R. Murthey for their constant encouragement.

The staff members at the United Nations Information Centre, New Delhi and the JNU Library Family deserve special thanks for extending every possible help.

I owe special gratitude to my friends Shashi Bhushan, Mants, Sri Gajendra, Ajay Kumar Singh, Deepak Mohan and others who took the pain of going through the drafts.

Last but not the least, I am thankful to Mr. Muralidharan and family for typing this dissertation neatly.

Padma Nand Thakur
PADMA NAND THAKUR

21.7.
New Delhi
July 1991.

INTRODUCTION

International Organization, which has its beginning in 19th century, has become the most characteristic phenomenon of our times. The League of Nations with its Permanent Secretariat was the first international organization in the true sense of the terms. Since then there have been a proliferation and the post War period has led to the establishment of International organization, covering every aspect of human life.

The diversity of personnel-patterns which characterises the evolution of the employees of International organization over the last hundred years makes a precise definition of officials serving the Secretariat of International organizations, difficult. Moreover, the character and responsibilities of the International Civil Servants have changed over the years and, even today, there are several variations of International Civil Service.

Before the establishment of the League of Nations. International Secretariats were created to perform limited functions such as arranging meetings, keeping records and providing those operational and technical activities for which the organization concerned was set up. These Secretariats consisted of few personnel which were generally provided either by the host state or loaned on deputation by member governments.

The establishments of the League of Nations, with wide ranging power covering almost every aspect of International

life, and wide ranging responsibilities relating to Peace, Security, Disarmament, Economic and social issues, the question of minority, the mandate system, legal matters etc. - demanded a large Secretariat and personnel having necessary background, in the field of activities which they were supposed to serve.

The compulsions of new responsibilities and the necessary sources to meet them called for an international character for such services. Sir Eric Drummond the first Secretary General, apply recognised the need and while building up the permanent Secretariat for the League of Nations he laid emphasis on the international dimensions to the civil service. He stressed that officials of the League Secretariat be drawn from all over the world and owe allegiance to the League.

This principle though widely accepted by its members could be adhered to in practice more in its breach than observance. However the validity of the principle has never been questioned.

The same principle has been reiterated in the United Nation's Charter. The original signatories of the Charter explicitly reorganized that supra-national loyalty, impartiality and independence for international civil servants were essential for the services of the United Nations. The staff regulation and the staff rules of the United Nations clearly provide that members of the Secretariat are international civil servants. Their responsibilities are not national but exclusively international.

While the UN Secretaria was being organised, it was felt that take the League of Nations, most of its officials are drawn only from Europe and North America. Thus the question of geographical representation and the criterion of merit in the selection of the officials surfaced and other related issues such as the recruitment policy, conditions of service, privileges and immunities, carrer and promotion prospects and policies etc., also came up. It was also experienced that while certain regions are over represented others are under represented.

Since 1945, various attempts have been made by the UN to evolve a uniform personnel policy, through its various Committees and Boards viz., Advisory Committee on Administrative and Budgetary questions (ACABQ), Administrator's Committee on Coordination (ACC), consultative committee of Administrative question, International Civil Service Advisory Board.

But it is only after the setting up of the International Civil Service Commission in 1974 that the personnel managment at the UN has got top priority.

International Civil Service Commission was brought into existence by the General Assembly Resolution 3357 (XXIX) in 1974 to make recommendations to the General Assembly on a) the broad principles for the determination of service of the staff b) the scales of salaries and post adjustment c) allowances and benefits of staff d) staff assessment and the establishment of job classification standards. In the exercise of its function

the Commission is being guided by the principles enshrined in the agreements between the United Nations and the other organizations, which aims at the development of a single unified international civil service through the application of common personnel standards.

How the International Civil Service Commission came into being, its mandate and functions, various problems of International Civil Service and the Commission's recommendations regarding those problems, to what extent ICSC's recommendations have been adopted by the UN bodies, to what extent the Commission has helped promote the international character of the Secretariat reconciling the dual criteria of geographical representation and merit and to what extent it has succeeded in its objectives, these and related questions form the subject of the study.

The first chapter titled "International Civil Service - Development and Characteristics" deals with the concept of International Civil Service. Herein an effort has been made to trace the historical roots of the notion and its subsequent evolution. The general contention that International Civil Service is nothing but an extension of national civil service, has been examined and the characteristics of International Civil Service enlisted.

The second chapter entitled "Personnel Policies at the UN" takes into account the ingredients of personnel management at the UN, viz., classification, recruitment,, terms of employment

etc. On this framework, the major inconsistencies in the way of developing an uniform personnel policy has been discussed. This chapter also contains an introductory discription of various efforts made towards developing a common system till the birth of International Civil Service Commission.

The third chapter titled "International Civil Service Commission" deals with the birth, powers and functions, rules of procedures, membership etc. of the Commission.

In the fourth chapter titled, "International Civil Service Commission at Work" an effort has been made to enlist the major recommendations of the Commission upto 1989. It includes the review of salary structure of the U.N. by the Commission.

The last and final chapter attempts some concluding observations and an overall assessment of the International Civil Service Commission.

International Organization, which has its beginning in 19th century, has become the most characteristic phenomenon of our times. The League of Nations with its Permanent Secretariat was the first international organization in the true sense of the terms. Since then there have been a proliferation and the post War period has led to the establishment of International organization, covering every aspect of human life.

The diversity in the development of international civil service makes a clear definition of international officials difficult. Suzanne Basdevant defined international officials in the following terms:

"International officials are persons who on the basis of an international treaty constituting a particular international community are appointed by this international community, or by an organ of it, and are under its control to exercise, in a continuous way, functions in the interest of this particular international community, and who are subject to a particular personnel status."¹

A broad legal definition of an international "agent" has been given by the International Court of Justice in its Advisory opinion of 1949'. "The Court understands the word "agent" in the most liberal sense, that is to say, any person who whether a paid official or not, has been charged by an organ of the

1. Suzanne Besdevant, "Les Fonctionnaires Internationaux, p.29, "Cited in T.C. Young, "International Civil Service - Principles and Problems, (Brussels, 1956) p.15.

organization with carrying out, or helping to carry out, one of its functions - in short any person through whom it acts."²

Thus for general understanding the International Civil Service may be considered as a body of persons employed by intergovernmental organizations to fulfil international functions. The service therefore includes both temporary and permanent employees, local or international recruits, professional and general service (support) staff, and officials seconded from national civil services or other public or private organization, under the condition that they declare their allegiance to the international organization for the duration of their international employment;

The concept and practices of the International Civil Service can be made more easily understood by comparing it with national civil service and focussing on its salient features. "The Primary concern of an international civil servant is with international negotiations between nations for settlement of international disputes and for the development of friendly relations among nations within the terms of policy established by appropriate organs. Whereas a national civil service deals with laws enacted of its own national legislature.

Secondly, an international civil service is designed primarily to serve the community of Nations, whereas national civil service is to serve the community of its own people.

2.

Advisory opinion of 11 April 1949, "Reparation for injuries suffered in the services of the UN: ICJ Reports 1949, p.177.

Thirdly, an international civil service is built on the basis of contractual relations, rather than on "obligatory" basis as in the case of a national civil service. The legal relationship between national civil servants and their employer, the state, stands on a completely different basis i.e. subject to sovereignty - as compared with the co-contracting position in international employment."³

These differentiating factors attributes the following characteristic to an international civil service.

Firstly, personnel of an international civil service owe international responsibility. The League of Nations Staff Regulations stipulated that the officials of the Secretariat of the League of Nations were exclusively international officials."⁴ Similarly the United Nations Staffs Regulations lays down, "Members of the Secretariat are international civil servants, their responsibilities are not national but exclusively international. By accepting appointment, they pledge themselves to discharge their functions and to regulate their conduct with the interests of the UN only in view."⁵

3. Tien - Cheng Young, "International Civil Service - Principles and Problems," (Brussels, 1956) pp 10-14.

4. League of Nations, Staff Regulations, Article I.

5. United Nations, Staff Regulations, Regulation 1.1

The second characteristics of the International Civil Servants is independence otherwise they cannot be loyal to the international organization. To safeguard the independence of the international civil servants, the United Nations Charter provides - "In the performance of their duties the Secretary-General and the staff shall not seek or receive instructions from any government or from any other authority external to the organization. They shall refrain from any action which might reflect on their position as international officials responsible only to the organization."⁶

Thirdly, the international civil servants are required to observe neutrality and reticence in controversial political questions, although they are not altogether deprived of their essential political right to vote in national elections.

Fourthly, an international civil servant, like his national counterparts is required to observe a high degree of probity and moral behaviour.

Fifthly, International civil servants are recruited on the dual criteria of merit and geographical dispersion.

Thus the concept of an International civil service is a novel one. And, as this concept is, however, firmly established under the UN system consisting of personnel of the UN Secretariat, Secretariats of its specialized agencies, and other

6.

United Nations Charter, Article 100, Clause I.

UN organizations engaged in the promotion of peace and welfare activities, it is therefore worth recalling the main issues of its development. And it can be best done by dividing it under three broad periods, i.e., prior to the League of Nations - then the League rules and records - followed by the UN experience.

BEFORE THE LEAGUE OF NATIONS:-

The notion of international civil service, in relation to international secretariats, international conferences and institutions dates back to the 19th century.

International political conferences and congresses held in Europe, the then political centre, had secretariats during their sessions, directed by national diplomats. The secretariats were initially composed of national civil servants of the host country, while some became multinational.

A Prussian diplomat in the service Austria assumed all the tasks of the Secretariat of a multilateral diplomatic meeting at the 1814-15 congress of Vienna. The Secretary of the 1856 Congress of Paris was a French diplomat, the Secretaries of the London Conferences of 1867 and 1871 were British diplomats. The Chief and members of the Secretariat of the Congress of Berlin were all German, except for the assistance of one French diplomat. It was customary to entrust the Secretariat of an international conference to the Foreign Affairs of the host country.

The multinational process began with the Hague conferences of 1899. When the President of the Conference, the Russian ambassador to London, appointed a Dutch Secretary General, a Russian Assistant Secretary-General and six Secretaries chosen among Dutch, French and Belgian diplomats. The 1907 Conference extended the number of nationalities to 9.

The practice of appointing secretaries among diplomats of all participating countries was applied at the Bucharest Conference of 1913, at the Naval Conference of 1908-09, and the Conference of 1912-13 for the Settlement of the Balkan problems.

The peace conference of 1919 confirmed the principle and practice of multinational secretariats; it was composed of one representative each from the United States, the British empire, France, Italy and Japan.

INTERNATIONAL INSTITUTIONS

Conferences and Congresses are time limited events: one of the key elements of the future international civil service, permanency, also occurred in the 19th century, mainly in Europe, but also in the Americas. Permanency and multinationality were then progressively combined and evolved towards the international secretariats.

Between 1865-1914, 39 inter-governmental and 182 non governmental organizations were created. Commissions were formed to regulate travel by river in the European continent; in 1804, the Convention de l'octroi concluded between France and German

empire created the first administration common to states bordering on the Rhine. Initially a centralized, supra-national administration, the central commission" for the Navigation of the Rhine was later converted into a periodical diplomatic conference, with controlling, administrative, judicial and legislative functions. In 1856, the European Commission of the Danube was created by the Treaty of Paris. The Commission was composed of representatives of Great Britain, France, Austria, Russia, Sardinia and the Ottoman Empire. Its staff was recruited from the administration of member states. Their international character was recognized only in 1878. Its officials were grapped varying immunities and privileges, as the commission had an extra-territorial status.

International Unions were the direct predecessors of the contemporary intergovernmental organization. In view of increase of trade exchanges and wider communications, nations felt the need for international regulatiokns and cooperation in various economic, technical and social fields. Among these

- 1) In the field of communication, the International Telegraph Union (renamed the International Telecommunication Union in 1934) was founded in 1865 and the Universal Postal Union in 1874. Both are now specialized agencies of the UN.
- 2) In the cultural field, the International Union for the protection of Intellectual Property and the Union for the Proportion of Literacy and Artistic works were founded in 1883 and 1856. These were later integrated in the World

Intellectual Property Organization, another UN Specialized Agency.

- 3) In the health field, the International Office of Health, created in 1907 was one of the predecessors of the World Health Organization.

The staff of these international administrative union was usually composed of civil servants, loaned by the host country and sometimes by several member states: staff members were therefore all national civil servants or secondment to the Union. For example, the staff of the Universal Postal Union was administered by the Swiss Federal Council and had the status of Swiss Civil Servants. However, the staff gave evidence of exemplery, impartiality in its action. For seventy-three years, its personnel had no immunity or privileges: it required an international status only in 1947.

The International Institution of Agriculture founded in 1905 in Rome, the predecessor of the Food and Agriculture Organization of the United Nations (FAO) obtained an international status for itself and for its staff. Independent from the member states, its staff and the staff of the European Commission of the Danube, were the first international civil servants.

The organization of American States (OAS) is the oldest regional society of nation in the world. It dates back to the first international conference of American States, held in Washington E.C. on 14th April 1890 established the International

Union of American Republic. When the UN was created the OAS joined it as a regional organization. Founded for economic purposes, it became a union with multiple aims, with an international secretariat in Washington".⁷

"But thing like an international civil service had never existed".⁸ As "the Secretariats of the Pre War-international offices were either supplied by the country in which they were established or consisted of national officials temporarily lent for a special purpose. During the war a number of inter-Allied organs had been set up to deal with common problems of transport or supply. These bodies acquirerd a certain esprit de corps and their traditions were carried or into the creative stage of the League, but they consisted of national representatives each accompanied by experts and secretaries."⁹

Thus, no doubt the experiences of these organizations provided useful guidance in the development of an international civil service, but only with the advent of the League of Nations did it acquire a true doctrinal authority.

7.

Henri Reymond and Sidney Maillic, "International Personnels Policies and Practices, (New York: 1985) pp.14-17.

8.

Francis P. Walters, "A History of the League of Nations, (London, 1952) Vol.I, p.75.

9.

Ibid.

THE LEAGUE EXPERIENCE:

The slow transformation from national to multinational to international secretariats, finally mattered into the latter concept with the League of Nations.

While the UN organizations basic texts refer explicitly to the staff members' international obligations, the League Covenant makes no such reference. It refers to a permanent secretariat, comprised of a Secretary General and such Secretaries and staff as may be required. The Secretary General is appointed by the Council with the approval of the majority of the Assembly. The Secretaries and staff are appointed by the Secretary-General with the approval of the Council. Officials of the League (presumably senior staff) when engaged in the business of the League inquiry diplomatic privileges and immunities. Secretariat positions are to be open equally to men and women.

Lacking a clear mandate, the newly appointed Secretary General, Sir Eric Drummond was facing a dilemma. Should the Secretariat work of the Assembly, the Council and the other League organs be entrusted to a staff composed of national delegations or was an international secretariat a realistic possibility.

The post of Secretary General had first been offered to Sir Maurice Hankey, who had been the first Secretary of the British War Cabinet; he refused the post. Many observers felt that Hankey would have appointed 9 national secretaries with

their own staff. the League Secretariat would then have operated according to traditional methods of international conferences with delegations representing national interests. It would also have followed the pattern of the successful inter-Allied War effort, also based on national representation, admittedly of only a few countries".¹⁰

The French and the British then offered the post to the prestigious Greek politician Eleutherios Venizelos. The post would have been that of a Chancellor with wider political powers as a quasi-independent institution to be filled by an international statesman. When he refused the nature of the post was modified and assigned to that of the permanent and non-political Under Secretary of a British Government office.

Sir Eric Drummond, a former British diplomat, boldly decided, from the first, to organize his staff as an international civil service, each official being supposed to act only on the instruction of the Secretary General and in the interest of the League without regard to the policy of his own government.

This was a quite resolution, the passage from national, bilateral and multinational diplomacy to an internationalism embodied into a human and administrative structure.

10.

George Langrod, "The International Civil Service, Dobbs Ferry (New York, Oceana, 1963) p.42.

This momentous individual decision was later confirmed by the League bodies. The 1920 Baffour Report identified the essential principles of an international civil service:

"by the terms of the Treaty, the duty of selecting the staff falls upon the Secretary General In making his appointments, he has primarily to secure the best available men and women for the particular duties which have to be performed, but in doing so, it is necessary to have regard to the great importance of selecting the officials from various nations. Evidently no one nation or group of nations ought to have a monopoly in providing the material for this international institution. I emphasize the world international, because the members of the Secretariat once appointed are no longer the servants of the country of which they are citizens, but become for the time being, the servants only of the League of Nations. Their duties are not national but international".

These principles include

- (1) The prerogative of the head of the Secretariat to select and appoint his staff
- (2) the identification of competence as the first selection criterion
- (3) as a complement, "the need to recruit from various nations
- (4) as a corollary no staff monopoly or domination by any nation or group of nations
- (5) the staff's allegiance to the organization, not to their country
- (6) their international duties

In 1924, the Noblesmaire Report defined the principles of the Secretariat's administrative and budgetary organization. The report and the Fourth Committee expressed their high opinion for the work of the Secretariat. The individual quality and high standard of culture of the staff, their unbounded faith in the great ideas of the League, their unremitting zeal and their unshaken confidence in its ultimate success. At the same time they recommended that the secretariat should not extend the sphere of its activities, that in the preparation of the work and the decisions of the various organizations of the League, it should confine itself to collecting the relevant documents, and the preparation of decisions without hazarding suggestions; finally, that once these decision had been taken by the bodies solely responsible for them, it should confine itself to excluding them in the letter and in the spirit, and should refrain as far as possible from interpreting them.

The concept of the international secretariat as a purely administrative neutral organ, avoiding political judgements and actions, had been adopted by Dummond on the basis of his own experience of the British Civil Service.

The Noblemaire Report is better known for having formulated the so-called Noblemaire Principle: the League official's salaries can only be calculated on the basis of salaries granted to the highest paid officials in the various member states of the League: otherwise, the League Secretariat would be deprived of the services of Civil servants of these countries, which would have been unacceptable. the British

administration's salary scale was then chosen as the comparator, the scale to be supplemented by an expatriation factor. League emoluments would be exonerated from income taxation by member states.

Recruitment should be effected by competitive selection, on the basis of a review of the applications or by an examination, candidates should be recruited, as much as possible in a equitable proportion - from the various member-states. The Noblemaire Commission envisaged a mix between short term and long term contracts.

The League had, therefore, opted for a mainly, but not exclusively career service with a relatively high level of remuneration. The career trend was reinforced by the creation in 1923 of a Pension and Retirement Fund with Compulsory participation and in 1927 the institution of an Administrative Tribunal to review complaints of officials against the League.

The staff's international obligation were embodied in Article 1.1 of the Leagues' Staff Regulation of 1922. The officials of the Secretariat of the League of Nations are exclusive international officials and their duties are not national but international.

In 1930 the Committee of the Thirteen Confirmed the principles concerning the staff's international obligations and the duration of appointments.

Thus, notwithstanding the League's Weaknesses, errors and failures as a peace-keeping organization, observers agree that the concept of an international civil service responsible only to organization as created and appointed by the League was workable and efficient.

With the establishment of the United Nations organization International Civil Service got maturity and since then, has become a vital mechanism of International Relations. The framers of the UN Charter dealt in detail the question as to whether the Secretariat should be multinational or international in character and composition. According to the first pattern, there would be seconded officials of member States with fixed term contracts, paid for by their respective governments; or international officials on the pattern of the officials of the League Secretariat. Most of the members of the Preparatory Commission recommended the continuation of the League's practices, thereby supporting the principle of international composition of the Secretariat.

Thus, the Preparatory Commission's report works an important step in the evolution of the International Civil Service. Its broad recommendations can be put under 4 parts.¹¹

The first part dealt with the general position of the Secretariat in the UN organization. The key position of the

11.
Rumki Basu, "Personnel Administration in the United Nations (New Delhi, 1989) pp.22-28.

Secretariat in the United Nations is recognised in the Charter in Article 7, which provides that it shall be one of the principle organs of the United Nations. Although the responsibility for the framing and adoption of agreed international policies rests with the organisation's member representatives. The report clearly lays down that "the essential talks of preparing the ground for these decisions and of executing them in cooperation with the members will denote largely upon the Secretariat. The manner in which the Secretariat performs these tasks would largely determine the degree in which the objectives of the Charter would be realized".¹²

The second part of the Report dealt with the Secretary General. The Principal functions assigned to the Secretary General explicitly or by inference by the charter were grouped by the Preparatory Commission, under six headings.

- 1) General, administrative and executive
- 2) Technical
- 3) Financial
- 4) Organisation and Administration of the Secretariat
- 5) Publicity and
- 6) Representational

This enumeration of the Secretary General's powers shows that the Preparatory Commission fully realized the extent to

12.

Chapter VIII of the PC Report on the Organisation of the Secretariat PC/20 section 2-B, p.86.

which his role would be emphasized by virtue of the letter and spirit of the Charter. Leaving to the future data a more detailed definition of his actual and potential powers by international regulations, the Commission emphasised the varied responsibilities of the Secretary General and made clear the true nature of his post, which was envisaged as being very different from the post of the Secretary General of the League.

The Third part of the report dealt with the administrative organisation of the Secretariat and emphasised the need for interchangeability of staff, the existence of common, as well as distinctive functions, the responsibilities of each section of the Secretariat and above, all the indispensable unity of the Secretariat as a whole.

The fourth part of the report dealt with recruitment, grading, promotion and the terms of employment. The report again stressed the paramount role of the Secretary General in setting up the administration, and the importance of a wide and adaptable system of recruitment. The report then dealt with questions such as entrance examinations, appraisal of temperament, character and general capacity of candidates, other methods of selection for candidates to whom the examination is inapplicable and the staff participation on questions concerning them.

The commission recommended that provision be made for in service training for members of the staff, particularly those whose earlier education has been inadequate and for those who

are on probation. Training in the working and official languages, and the more technical aspects of administration work, to improve the functional capacity of UN officers, should also be provided.

The need to offer a permanent career to the majority of the staff was also considered essential in order to attract the best men to the UN, and to insulate them from national pressures.

Provision was also to be made for fix term appointments in special cases. Among other things mentioned in the fourth part are provisions for disciplinary measures, and rules for the termination of appointments.

In Resolution 13(1) of 13th February, 1946, the General Assembly adopted the Preparatory Commission's proposals without significant changes.

The Preparatory commission preferred to talk of inadequately represented 'regions' rather than particular 'states'. The Commission was of the opinion that the Principle of Merit in recruitment with can in large measure be reconciled. With that of recruiting staff on as wide a geographical basis as possible. According to the Preparatory Commission, every staff member should have adequate promotional avenues to earn the highest posts. When candidates of equal merit were available, and subject to the requirements of services and to the maintenace of equitable geographical distribution, it expressed preference for filling vacancies for

long term appointments by promotion, rather than by appointment from outside. By vacancies for long term appointments, the Preparatory Commission probably meant posts requiring considerable experience and continuity.

The preparatory Commission also purposed the establishment of an International Civil Service Commission.¹³

The original signatories of the Charter explicitly recognized that supra-national loyalty, impartiality and independence for International Civil Servants were essential for the services of the United Nations.¹⁴ Article 101 of the Charter prescribes the requirements of the service, the principle of competence and of geographical distribution. Article 104 guaranteed the extra territorial freedom necessary for an international administration: and Article 105 further specified that the meaning of "legal capacity" was to be interpreted by the General Assembly in the formulation of specific operational principles. In 1947, the General Assembly acted on this authority in passing a resolution that recommended all member States to adopt national legislations - including provision such as freedom from tax and diplomatic immunity - that would permit international officials a fair degree of autonomy in a host country.

13. Report of the Preparatory Commission of the UN-1945, PC/20, p.91.

14. Article 100, UN charter

The United Nation has codified all the principles of the International Civil Service in the Staff Regulation.¹⁵

Thus, the realization of a well organized International Civil Service has taken more than 100 years. It has been supplemented and strengthened by individual initiatives as well as the need of the time. A number of problems has always found this group of services and still so many problem persists, ranging from the procedure and method of recruitment to the salary rules and benefits.

But under the United Nation a number of efforts have been made to sort out their problems and develop this service on - purely scientific line.

15.

(ST/SGB) Staff Regulation/Rev.7, 1971.

CHAPTER - 2


TITLE: PERSONNEL POLICIES AT THE UN

Over the years the United Nations has grown both in size and functions. The Original membership of 51 states has now grown to 51 states. The membership of the specialized Agencies, too, have varied with the UN expanding its concerns to cover virtually the entire spectrum of human affairs.

Besides the increase in staff and volume of work, the nature of job at the UN has become more varified. The United Nations is employing more and more specilists and technical experts to implement its socio-economic development programmes. Another important development has been the greater geographical dispersion of the United Nations activities.

TH-3846
The growth in functions of the UN system has meant increase in the responsibilities of the UN staff, which calls for greater capability and effeiciency. The tempo of challanging and orderous tasks to be undertaken by the UN agencies for the promotion of peace and human welfare can be accelerated, only if there are the right number of employees with the right level of talent and skills, in the right jobs at the right time, performing the right activities and to achieve the right objectives.

The UN personnel policies, which has been under criticism from the very begining, are more in the product of evolution since the League days than on the spot inventions.

DISS
341.233
T3268 In-

TH3846

14



The main ingredients in the personnel set up is as follows:

(1) CLASSIFICATION : STRUCTURE OF CATEGORIES AND GRADES.

Systematic classification of jobs and standardization of all staff are two of the most essential features of the Personnel system. Classification of personnel can be done either on the basis of pay and allowances, qualifications, type of amount of experience required to perform the work or on the basis of the duties and responsibilities.

The staff of the secretariat was grouped in three distinct divisions in the League of Nations reflecting the nature of the officials duties.¹

The first division consisted of the principal officers, e.g., Secretary-General, Deputy Secretaries, General, Under-Secretaries-General and Directors and other categories, e.g., Chiefs of Section, Members of Sections, Language Service staff.

The Second Division included the personnel performing strictly secretarial and routine administrative duties.

The Third Division comprised of the personnel engaged in manual or chiefly manual work.

1. League of Nations, Staff Regulations, Article 5.

This division into three main classes not only reflected responsibility, rank and salary, but also pointed to a difference in recruitment procedure and standards of qualifications ².

The UN secretariat has based its classification on the structure of categories and grades which broadly fall into three groups.

- (a) Those in unclassified posts- Under Secretaries, Assistant Directors-General or officers of higher rank- which are strictly political appointments.
- (b) Those in posts in the professional category and the principal officer and Director category. The professional and higher categories comprises the posts of policy making, managerial and specialized functions and posts of administrative, economic, information, legal, linguistic, political and scientific functions normally requiring University training (p-1 to p-5).
- (c) The General Service category, on the other hand, consists of posts of Clerical, Custodial, secretarial, service professional and administrative functions.

The classification system in professional and general service categories in the UN secretariat which is still in continuation is as follows:

2.
Annex 1 to the League of Nations Staff Regulations, p.56.

- a) Principal Officer and Director Category - With 3 levels.
Principal Director (P-0) with 2 steps
Director (D-2) with 5 steps
Principal Officer (D-1) with 6 steps.
- b) Professional Category, with 5 levels,
Senior Officer (P-5) with 9 steps;
First officer (P-4) with 10 steps:
Second Officer (P-3) with 10 steps;
Associate Officer (P-2) with 9 steps;
Assistant Officer (P-1) with 8 steps;
- c) General Service Category with 5 levels;
Principal level with 7 steps;
Senior level with 8 steps;
Intermediate level with 9 steps;
Junior level with 8 steps;
Messesnger level with 9 steps;

(2). TERMS OF EMPLOYMENT :

The importance of pay or compensation is very great for every employee. Pay and perquisites are the main sources of motivation in our society. The level of talent and skill which is expected from an international civil servant cannot be available unless the UN agencies establish their image of Model Employers. Suffice is to say that, an adequate and sound salary structure together with other working conditions is the sine quo non for the organizational efficiency and effectiveness.

In the League of Nations, the salary policy for internationally recruited officials was mainly designed on the model of the British Civil and Diplomatic Services. The Noblemaire committee in 1920 set up by the council of the League had recommended a scale of salaries" based on those of the highest paid civil service in the world.". The report of the Committee of thirteen justified these scales".³

The Preparatory Commission of the United Nations accepted the League salary policy which was later confirmed by the first session of the General Assembly, which laid down the basic factors which should be taken into account in designing salary scales for all other staff, i.e., the Salary scale of International Civil Services should be based not only on the prevailing rate of remuneration in the national service for comparable work and responsibility but also on the expatriation factors involved in a world service.

Thus the following factors are generally taken into account for the determination of salary scales to UN personnel.⁴

- (1) The UN agencies should act as a model employer
- (2) The structure of emoluments should be so designed as to ensure recruitment at different levels of persons with

3.
Report of the Committee of Thirteen, p.17.

4.
Tien cheng Young, International Civil Service: Principles and Problems (Brussels, 1956) pp.127-43.

requisite qualifications and abilities and to keep them efficient.

- (3) The minimum salary should not be determined only on economic consideration but should also satisfy social tests.
- (4) Variation in compensation should take into consideration the degree of experience, skills, duties and responsibilities involved in the performance of the work, if the work is more hazardous, the pay scale should be higher.
- (5) It should cover the entire UN system so that it can be applied by all the agencies of the UN systems without major divergenices.

(3) . RECRUITMENT -

A sound recruitment policy strives to maximize the mobilization of skills and talents so as to place the right man on the right jobs. These are two basic criterion employed in the selection of the International staffs. The first is efficiency, competence and integrity and the second is wide geographical distributions of the staff.

The idea that the staff of an international secretarial be recruited on a wide geographical basis received a great impetus with the establishment of the Secretariat of the League of Nations.

Sir Eric Drummond realized, from the very inception, the need of having a staff from different nationalities. This view

was supported by various reports afterwards such as (1) the Balfour Report adopted by the council in 1920 (ii) Sir James Allen's Reports on staff and organizations of the secretariat of 1921, (iii) the Noblemaire Report of 1921, (iv) the Report of the Committee of thirteen of 1930.

The same principles were included in the UN Charter by the framers. Article 101 of the UN Charter reads - The permanent consideration of the condition of service shall be the necessity of saving the highest standards of efficiency competence, and integrity. Due regard shall be paid to the importance of reuniting the staff on an wide a geographical basis as possible.

But on raporice of the working of these criterions for last 10 years, brings to us the conclusion, that everything is not well with them. A number of problems have cropped up marring the very efficiency of the personnel and thus the organization.

Major problem and inconsistencies can be listed as follows :

- (1) Recruitment - the problem of recruitment has two aspects. The first concerns methods, the second concerns the nature of the career that is being offered. Many reports - including the Report of the Committee of Eighteen in 1986 have highlighted this lacunae.
- (2) Career Development - The key to successful recruitment is career development. In 1955 the Salary Review Committee

identified for features that were crucial for efficiency and job satisfaction.

- a) The need to give staff a 'sense of belonging' to their organization.
- b) the opportunity to do constructive work on important problems
- c) recognition of work well done
- d) a sense of security.

(3) The question of equitable geographical distribution - complaints are constantly being made about under and over representation especially at the higher and policy making levels.

4) The question of spirit. The Charter states that the paramount consideration in the employment of the staff. . . shall be the necessity of sensing the highest standards of efficiency, competence and integrity". But, this has become a secondary criterion, the primary being geographical distribution.

5) Promotion - one of the benefits of career in the UN Secretariat is that the chances of promotion to higher promotion to higher positions are much less than they are in national civil service⁵.

⁵.
Bartrand's Report - A/8454 (Part-I) pp.57-76, cited in Rumki Basu, pp.65-66.

6) Classification - The disparities in classification result in inequalities in the pay structure for the same position. This inequality is one of the serious factors responsible for inter-service tensions, indifference to home, poor performance levels, frustration and low morale of the employees.

7) The problem of remuneration. The severe economic crisis in the UN have brought criticism from different quarters against the high UN salaries - government pressures have curtailed the benefits of the personnel at the UN, which may damage the moral and effectiveness of serving staff.

Thus a set of problems have been surrounding the working of international personnel at the UN. Various efforts have been made, from time to time to know the exact nature of the problems and recommendations made. The development of a uniform personnel policy in the UN system has been considered as a panacea. Even the UN Charter provides for the growth of a common system. The charter provides that "the various specialized agencies established by inter-governmental agreement and having wide international responsibilities, as defined in their basic instruments, in economic, social, cultural, educational, health and related fields shall be brought into relationship with the United Nations⁶.

6.
Article 57, UN Charter.

The coordination function of the United Nation encompasses not only the activities of the specialized agencies but also of their policies⁷ and administrative budgets⁸.

It was with this aim in view that the establishment of an international public service commission was recommended by the Preparatory Commission of the UN in September 1975. Its role would be to advise the Secretary General on recruitment methods, including the adoption of recruitment standards common to all the organization. This proposal was adopted by the General Assembly, but instead of a commission, what came into existence was the International Civil Service Advisory Board. And subsequently many more such agencies were brought into existence to promote the common system. A brief introduction of all such efforts till the setting up of the ICSC, is being attempted here.

(1) The Advisory Committee of Administrative and Budgetary questions (ACABU). The ACABU was established under Part A of General Assembly Resolution 14(1) of 13 February, 1976, which reads as follows:

"To facilitate the consideration of administrative and budgetary questions by the General Assembly and its Administrative and Budgetary Committee, these be appointed at

7. Article 58, Ibid.

8. Article 17, Ibid.

the beginning of a second part of the first session of the General Assembly, an Advisory Committee on Administrative and Budgetary questions of nine members".

The membership of the Committee was increased to 12.⁹ Out of these 12, there must be financial experts. No two members of the Advisory Committee are to be the nationals of the same State. They are elected on the basis of biased geographical representation, personal qualifications and experience. They are appointed for a term of three years. Members retire by rotation and are eligible for reappointment.

FUNCTIONS:

- (i) To examine and report on the budget submitted by the Secretary General to the General Assembly.
- (ii) to advise the General Assembly concerning any administrative and budgetary matters referred to it.
- (iii) to examine on behalf of the General Assembly the administrative budgets of specialized agencies and proposals for financial arrangements with such agencies.
- (iv) to consider and report the General Assembly on the auditor's report on the account of the United Nations and of the Specialized Agencies.

In course of time, the ACABU has been entrusted with additional functions by the General Assembly resolutions.

9.
General Assembly Resolution No.1659 (XVI) of 29 Nov.1961.

Besides it submits to the General Assembly a detailed report on the budget for the next financial year at the commencement of each regular session.

(2) Administrative Committee on Coordination (ACC). This Committee was originally called the coordination committee. It was set up under the Economic and Social Council Resolution 13(iii) of 21 Sept 1946. It consists of the Secretary General and the Executive Heads of the UN and Specialized agencies. The Secretary-General is the Chairman of this Committee.

It is entrusted at the inter-organizational level, with all aspects of coordination, including those relating to the common salary system and personnel policies. It is to ensure the fullest and most effective implementation of the agreements entered into between the UN and the specialized agencies.

It meets twice a year to consider matters of mutual concerns to its members.

(3) Consultative Committee on Administrative questions - It consists of senior officers responsible for administrative and personnel matters in the United Nations and its specialized agencies. It ordinarily meets once a year to study question referred to it by the ACC or undertaken at its own initiative, and reports to the ACC periodically.

(4) Joint Pension Fund. The common system maintains a single pension scheme, the United Nations joint staff Pension Fund, which provides retirement, death and disability benefits for all

officials of the participating organizations. The regulations of the Fund are approved by the General Assembly on the recommendation of the Board.

(5) International Civil Service Advisory Board - It was set up in 1948 to advise the UN organization on personnel practices.¹⁰

Composition - the International Civil Service Advisory Board was composed of a Chairman and ten other members appointed by the Secretary-General of the United Nations, with the advice and consent of the Administrative Committee on Coordination.

Role of the Board: From 1949 to 1973, the Board held 21 sessions, in New York or in Geneva, prior to its thirteenth session held in Geneva in May 1965, the Chairman convened a special panel to give preliminary consideration to the question of the criteria used for the determination of salary levels for the General service category, which was on the agenda of the Board.

In the course of these sessions, the Board approved a total of 30 reports. Some of these documents were preliminary in character, others concerned working arrangements. The substantive recommendations made by the Board have ranged in scope from general personnel policy matters to specific salary scales.

10.

UN Doc. CCAQ/S33/R10(PER), 9 Feb.1971, "Possibilities of establishing an International Civil Service Commission.

The Board's reports relating to the general principles and standards of the international civil services had dealt with such subjects are:

Recruitment Methods and Standards (1950)

In-service Training (1951),

Standard of Conduct (1954) and

Common Grading Standards (1960)

The General Assembly, in broadening its functions in 1963, described it as a strongly constituted, independent, inter-organizational body to deal with pay and personnel problems which arise in the administration of the common system.¹¹

However, ICSAB's independence and competence were rebuffed when the General Assembly created in 1970 the Special Committee (of Government Experts) for the Review of the UN Salary system. The General Assembly concerned with 'anomalies and imperfection' in the salary-setting mechanisms, expressed its distrust of ICSAB. ICSAB was considered too close to the secretariats, as its members were appointed by the Secretary-General with the advice and consent of ACC, and as ICSAB reported to ACC and not to the General Assembly. In 1972 the General Assembly approved the Salary Review Committee's proposal to establish the International Civil Service Commission. The ICSAB was wound up after the establishment of the International Civil Service Commission.

11.

UN Doc. ICSAB/INF-3, 1 Jan. 1968, "A summary description of the UN Common System.

The above analysis shows that right since its inception efforts have been made to do away with the inconsistencies of the personnel management. The setting up of the ICSC in 1974 had been an important change on the road toward developing a unified international civil service based on common personnel standards, methods and arrangements.

CHAPTER - 3

INTERNATIONAL CIVIL SERVICE COMMISSION

The General Assembly in 1972 decided to establish in principle an International Civil Service Commission.¹ At its twenty eighth Session, the General Assembly established the International Civil Service Commission.² The Commission started functioning with effect from 1 April, 1975.

COMPOSITION - It consists of 15 members appointed by the General Assembly including Chairman and Vice-Chairman who serve as permanent members.³ The members are appointed in their personal capacity as individuals of recognised competence who have had substantial experience of executive responsibility in public administration or related fields, particularly in personnel management. The members are to be elected with due regard for geographical distribution. There cannot be two members from the same state. The members are appointed for a term of four years and may be reappointed.

FUNCTIONS:

- (A) Personnel co-ordination among the UN system - Article I of Statute of International Civil Service Commission provides that

1. Resolution 3042 (XXVII) of 19 Dec. 1972

2. Resolution 3557 (XXIX) of 18 Dec. 1974

3. Article 2. Statute and Rules of Procedures, ICSC, UN, New York, 1975.

"The Commission shall perform its functions in respect of the United Nations and of those specialized agencies and other International Organizations which participate in the United Nations Common System and which accept the present Statute".

Till 1989, there were 12 organizations who have accepted its statute.

(B) Conditions of Service: The commission shall make recommendations to the General Assembly on:

- 1) The broad principles for the determination of the conditions of service of the staff;
- 2) The scales of salaries and post-adjustments for staff in the professional and higher categories;
- 3) Allowances and benefits of staff which are determined by the General Assembly, viz., Dependency allowances and language incentives for staff in the Professional and higher categories, education grant, home leave, repatriation grant and terminal indemnity.

(c) Aspects of Personnel Administration.⁴

The Commission shall make recommendations to the organization on

- 1) Standards of recruitment

4. Article 14, ICSC Statute and Rules of Procedures, UN, New York, 1975.

- 2) The development of recruitment sources, including the establishment of central roster of qualified candidates particularly at junior entrance levels;
 - 3) The organization of competitive examinations or alternative selection procedures
 - 4) Career development, staff training programme, including inter organization programmes, and evaluation of staff.
- (d) Common Staff Regulations⁵ - The Commission shall make recommendations to the organizations on the development of common staff regulations.

The Commission may, after appropriate consultations, make such recommendations to the organizations on other matters as it may consider necessary to achieve the purpose of the present statute.

(e) Submission of Annual Report.⁶ - The Commission shall submit an annual report to the General Assembly including information on the implementation of its tensions and recommendations. The report shall be transmitted to the governing organs of the other organisations through their executive heads, and to staff representatives.

MANDATE - The Commission is independent in its functioning. Article 6 of its statute states that:

5. Article 15, Ibid.

6. Article 17, Ibid.

"1. The commission shall be responsible as a body to the General Assembly. Its members shall perform their functions in full independence and with impartiality; they shall not seek or receive instructions from any Government, or from any secretariat or staff association of an organization in the United Nation's Common System".

"2. No member of the Commission may participate in the deliberations of any organ of the organization on any matter within the competence of the Commission unless the Commission has requested him or her to do so as its representative. Nor shall a member of the Commission serve as an official or consultant of any such organization during his or her term of office or within three years of ceasing to be a member of the Commission.

Agenda for the Commission - The provisional agenda for each regular session shall include items required by the Rules and Procedure adopted by the ICSC or proposed, not later than six weeks before the commencement of the session, by

- (a) the General Assembly or any other governing organ;
- (b) the Commission;
- (c) the Chairman or any other member of the Commission;
- (d) the Administrative Committee on Coordination;
- (e) any executive head;
- (f) the Federation of International Civil Servants, Association

- (g) the staff representative of any participating organization
- (h) the United Nation's joint Special Pension Board

The Provisional agenda for a special session shall consist only of those items proposed for consideration in the decision or request for the holding of the Session.⁷

Rules of Procedure - As regards its rules and procedures, the Commission was concerned that the rules it adopted should reflect fully the spirit of the Commission's statute calling for the fullest possible consultation with both the executive heads of the participating organizations and the staff, and the desire expressed by the commission for the widest participation in its work. The text adopted regarding right to include items in the provisional agenda of the Commission's session⁸ to present written statements to it⁹ and to participate in its meetings¹⁰ reflect this concern. At the same time, in the interest of organizing the Commission's proceedings with the maximum efficiency, the two latter rules also provide that as far as possible both written statements

7. UN, ICSC, Statute and Rules of Procedures, Rule 6.

8. Ibid.

9. Rule 36, Ibid.

10. Rule 37, Ibid.

and oral presentation in meetings should be made collectively by ACC on behalf of the executive heads and by PICSA on behalf of the staff, while preserving the right of an executive head or staff representatives to have individual access to the commission. It further decided that for the purpose of these three rules, the term 'executive head' should include also the Administration of UNDP, in view of UNDP's special experience of concern for the conditions of service of staff in field duty stations.

ICSC AT WORK

The Commission was established as stated in article I of its statute, "for the regulation and coordination of the conditions of service of the United Nations Common System". With the ultimate aim, referred to in article 9 of the statute, of developing "a single unified international civil service" through the application of common personnel standards, methods and arrangements. As is confirmed by the wide range of responsibilities entrusted to it by other articles of the statutes it is thus concerned with all the aspects of conditions service which, taken together, determine whether the organization of the United Nations system are able to attract and retain staff with the high qualities called for by Article 101 of the United Nations Charter and corresponding provisions in the constitutions of the other organizations, and to utilize their services in such a way as to obtain the utmost affectiveness.

The level of remuneration offered to the staff is one of these conditions and not the least, it is also one to which Commission's particular attention has been called, on account of the evidence of anomalies in it found by special committee. There are, however, other aspects, equally important, where it is the Commission's task to look for improvements, such as the relationship between the different elements of remuneration, the structure within which staff are organized, the grading pattern and grading standards, the policies and methods employed in

recruiting staff, the policy and practice in relation to the duration of employment, the nature of the career offered to staff members and the arrangement made for the orderly development of their careers, the provisions for social security, the possibilities offered to staff for professional and personal improvement and, in general the way in which relations between management and staff are conducted.

When the General Assembly, in resolution 3042 (XXVII) of 19 December 1972, decided to establish in principle the International Civil Service Commission, it also decided to transmit to the Commission, once established, the report of the Special Committee for the Review of the United Nations Salary System, together with related reports and comments, for its consideration and the submission of recommendations for action at the earlier possible date. Under the terms of resolution 3357 (XXIX) of 18 December 1974 by which it approved the statute of the Commission, the Assembly requested the Commission to review, as a matter of priority, the United Nations salary system in accordance with its earlier decision in resolution 3042 (XXVII), and to submit a progress report to the Assembly at its thirteenth session.

THE 1971-1972 SPECIAL COMMITTEE

The Special Committee for the Review of the United Nations Salary System was the latest in a series of bodies which, since 1945, has reviewed, in whole or in part, the United Nations salary system. Established by the General Assembly by resolution

2743 (XXV) of 17 December 1970 and composed of experts nominated by the Governments of 11 Member States, the Special Committee's terms of reference were to make "a thorough review of the long-term principles and criteria which should govern the whole United Nations common system of salaries, allowances, grants, superannuation and other benefits". Among specific matters referred to it were: the structure of categories and grades; the base of the system; the principles which should govern the establishment of the salary scales and other conditions of service for the various categories; the level of salaries and allowances and the fringe benefits for the various grades. The Committee held two sessions in 1971 and 1972, totalling 217 meetings. Following an interim report submitted to the General Assembly in 1971, it presented its full report, in three volumes, in 1972. That report covered practically all major aspects of the salary systems for both the Professional and higher categories and the General Service category and contained conclusions and recommendations on most of them. It was considered by the General Assembly, together with comments by the International Civil Service Advisory Board, by the Secretary-General as Chairman of the Administrative Committee on Co-ordination (ACC) (A/8839 and Corr.1 and Addl.1), by the Federation of International Civil Servants' Associations (FISCS) (A/C.5/1466) and by the Advisory Committee on Administrative and Budgetary Questions (A/8914). The Assembly, however, decided to take no action on the recommendations of the Special Committee regarding the salary system and to refer its report to the International Civil Service Commission.

The International Civil Service Commission took up the review of the salary structure of the United Nations as a matter of priority. In its Report Submitted to the General Assembly¹ the Commission has given the following recommendations:

STRUCTURE OF CATEGORIES

No change should be made in the existing structure of categories². The Commission notes for further study:

- (a) Policy regarding promotions from General Service Category to Professional category;
- (b) Optimum ratio of General Service posts to Professional posts;
- (c) "Local (or national) professionals" and other special categories;
- (d) Criteria for differentiating between Senior General Service and Junior Professional posts.

STRUCTURE OF GRADES

No change should be made in the number of grades in the Professional and higher categories³. The Commission notes for further study:

1. General Assembly official Records: Thirty Ninth Session, Supplement No.30 (A/39/30).

2. Para 110, Ibid.

3. Paras 116,117, Ibid.

- (a) Possible extension of the use of a P-6 grade;
- (b) Number of steps in grades and periodicity of steps;

PROFESSIONAL AND HIGHER CATEGORIES

THE BROAD PRINCIPLE

No acceptable alternative can be found to the existing practice of establishing the level of United Nations remuneration by comparison with that of the national civil service whose levels are found to be highest and which otherwise lends itself to significant comparison ("Noblemaire Principle")⁴.

HIGHEST-PAID NATIONAL CIVIL SERVICE Conclusion

There is currently no evidence which would justify a conclusion that the Federal Civil Service of the United States of America, which for the past 30 years has been taken as the guide in establishing the level of United Nations remuneration, should no longer be used for that purpose. The Commission will keep the question of the highest-paid national civil service under review and pursue studies with a view to arriving at a methodology for comparison of "total compensation"⁵.

EQUIVALENCIES OF GRADES BETWEEN THE UNITED NATIONS SYSTEM AND THE UNITED STATES FEDERAL CIVIL SERVICE

- (a) The Commission agreed to use for this review the following equivalencies:⁶

4. Paras 120,121, Ibid.

5. Para 131, Ibid.

6. Para 147, , Ibid.

United Nations grade P-3 = United States grade GS-12/GS-13

United Nations grade P-4 = United States grade GS-14

United Nations grade P-5 = United States grade GS-15

it being understood that a comprehensive job evaluation between the two systems will be carried out as soon as possible, with the participation of external experts in order to obtain as complete as possible a comparison between the two systems; and that the matching points established cannot be considered permanent or immutable and will have to be verified periodically, for example, each time changes in the level of United Nations remuneration are envisaged or changes in the level of United States Civil Service remuneration justify such verification.

- (b) The Commission noted for further study the level of remuneration and the accommodation in the grading pattern and salary scale of certain specialist occupational groups⁷.

ELEMENTS OF REMUNERATION TO BE COMPARED

Comparison should be made between the remuneration of the comparator civil service at its headquarters (that is, in the case of the United States of America, Washington, D.C.) and the remuneration of the United Nations at its Headquarters (that is, New York), the difference in cost of living between the two

⁷.
Para 148, Ibid.

cities (as shown by the United Nations post adjustment index) being taken into account. The comparison should be expressed as the average ratio over a 12 month period from 1 October to 30 September. The ratio between United States remuneration in Washington (= 100) and United Nations remuneration in New York, averaged over the period 1 October 1975-30 September 1976, was 122.4:100. Of the margin of 22.4 points, 9 are attributable to the difference in cost of living between New York and Washington and 13.4 represent the real margin of United Nations remuneration over that of the United States at a uniform level of cost of living.⁸

MARGIN BETWEEN UNITED NATIONS AND UNITED STATES REMUNERATION

In fixing the level of United Nations remuneration in relation to that of the United States Civil Service, due regard should be had to the difference between the two services, in particular the predominantly expatriate character of United Nations Service. In the opinion of the majority of the members of the Commission, it would be inappropriate to define a precise optimum margin between United Nations remuneration and that of the United States; the appropriate level should be determined pragmatically, taking into account all relevant factors. Some advisability of fixing upper and lower limits to the margin and, as far as possible, should consider this matter in 1977.⁹

8. Para 167, Ibid.

9. Para 184, Ibid.

The existing level of United Nations remuneration in relation to that of the United States Civil Service is satisfactory.¹⁰

RECOMMENDATION

The General Assembly should instruct the Commission, as a standing body, to keep under continual review the relationship between the levels of remuneration of the United States Federal Civil Service and the United Nations system, having due regard to all relevant factors, including the differences between the two services and recruitment experience. At any time when the Commission considers corrective action is necessary, it should either recommend such action to the General Assembly or, if urgent conservatory action is necessary between sessions of the Assembly to prevent an undue widening of the margin of United Nations remuneration over that of the United States, take appropriate measures itself within the operation of the post adjustment system.¹¹

ELEMENTS OF REMUNERATION

(a) Staff Assessment

A staff assessment scheme should be maintained for the time being.¹²

12.
Para 203, Ibid.

(b) Differentiation between Remuneration of Staff with dependants and staff without dependants

Differentiation between the over-all net remuneration of staff members without dependants and that of those with dependants should be effected through differentiated rates of staff assessment applied to a uniform gross salary and producing differentiated rates of net salary (rather than through the post adjustment system, as at present).¹³

In the interest of greater comparability between United Nations remuneration and that of the United States, the extent of differentiation between remuneration of staff without dependants and that of staff with dependants should approximately 94:100 at P-1 level to 91:100 at Under-Secretary-General level.¹⁴

(c) Post adjustment

The desired degree of differentiation having been achieved through the application of differentiated rates of staff assessment, equality of purchasing power should henceforth be maintained at all classes of post adjustment through post adjustment rates which should be, at each grade and step, a uniform percentage of net salary for staff with and those without dependants at all classes of post adjustment.¹⁵

13. Para 207, Ibid.

14. Para 205, 214, Ibid.

15. Para 211, Ibid.

The rate of post adjustment to be applied in minus classes (deductions) should be 4 per cent of net salary per class at all salary levels.

The Commission will study further, with the assistance of its Advisory Committee on Post Adjustment Questions:

- (a) The possible modification of the post adjustment system to substitute for the existing movement of 5 index points which justifies a change in the class of post adjustment a movement of 5 per centage points:
- (b) The justification for the making of exceptions to the four-month waiting period rule in special circumstances, e.g., of exceptionally rapid inflation.

The Commission finds no convincing grounds for a general reduction of the four month waiting period.

PENSIONABLE REMUNERATION

The provision, approved by the General Assembly by resolution 1561 (XV) of 18 December 1960, for the periodic adjustment of the level of pensionable remuneration of the Professional and higher categories by the movement of the weighted average of post adjustments (WAPA) should remain in force pending further study.¹⁶

16.
Para 225, Ibid.

(e) **TERMINAL PAYMENTS**

In order to reduce the need in future for consolidation of classes of post adjustment into base salary, those terminal payments (repatriation grant, payment in lieu of accumulated annual leave, termination indemnities etc.) which are at present expressed in terms of base pay should be expressed in terms of pensionable remuneration less staff assessment.

Consolidation

RECOMMENDATION:

In conjunction with the other changes in the salary system recommended by the Commission in this report, several classes of post adjustment should be consolidated into base salary; the number of classes to be consolidated should be the number required to restore pensionable remuneration to its normal par relationship to gross salary on 1 January 1977 (that is, four classes according to the level of pensionable remuneration in 1976, as adjusted by the movement of the WAPA index, but five classes if the WAPA index continues to stand at 125 or above in September 1976, thereby justifying in terms of General Assembly resolution 1561 (XV), a further 5 per cent increase in pensionable remuneration with effect from 1 January 1977).¹⁷

17.
Paras 234, 235, 247, Ibid.

(g) **SCALES OF STAFF ASSESSMENT, SALARIES AND POST ADJUSTMENT**

RECOMMENDATION:

The revised scales of staff assessment rates, post adjustment rates and gross and net salaries, as set out in annex VII (or VIII, as appropriate) should enter into effect from 1 January, 1977.

(h) **TRANSITIONAL MEASURES**

RECOMMENDATION

Staff members whose remuneration under the revised scales would be less than under the existing scales should be paid the difference as a temporary transitional measure; Commission should be authorised to determine the modalities for the gradual absorption and ultimate elimination of such transitional payments.

RECOMMENDATION

In order to avoid reductions in pensionable remuneration, the existing scale of pensionable remuneration should be maintained temporarily where it is higher than the revised level of pensionable remuneration until such time as it is overtaken by the new level following an adjustment by the movement of the WAPA index.

(i) **DEPENDENCY ALLOWANCE**

RECOMMENDATION

The existing separate allowance for a dependent spouse should be abolished (the amount of the prevailing allowance, \$

400 per year, being incorporated into the revised base salary).¹⁸

No increase in the existing amount of the children's allowance is recommended at this time, nor any system of automatic indexing of the allowance. The commission will review the amount of the allowance periodically and make appropriate recommendations to the General Assembly whenever necessary.

RECOMMENDATION

The amount of the allowance for a secondary dependant should be increased from \$ 200 to \$ 300 per year with effect from 1 January 1977.¹⁹

(J) EXPATRIATION BENEFITS

RECOMMENDATION

The scales of amounts of the repatriation grant for staff members with and those without dependants in the Professional and higher categories should be revised with effect from 1 January 1977.²⁰

No changes are recommended as regards the provision for home leave or travel to visit dependants.

18.
Para 248, Ibid.

19.
Para 263, Ibid.

20.
Para 270, Ibid.

(k) EDUCATION GRANT

RECOMMENDATION

- (a) The conditions of eligibility for the education grant should be revised so as to enable an expatriate staff member to claim in respect of expenses of education of a child at a university in the country of the staff member's duty station.
- (b) The percentage of approved costs reimbursable under the provisions of the grant should be revised as follows:
- | | |
|--|----------------|
| Expenses upto \$ 2,000 | .. 75 per cent |
| Expenses between \$ 2,001 and \$ 3,000 | .. 50 per cent |
| Expenses between \$ 3,001 and \$ 4,000 | .. 25 per cent |
- (c) The flat amount allowable for boarding expenses in case of attendance at an educational institution outside the duty station where the institution does not provide board should be increased from \$ 650 to \$ 750.

The Commission does not recommend any change in the existing age limit of eligibility for the education grant but may re-examine the question at some appropriate future date. It will revert to the special needs of field staff in relation to the education of their children in connexion with its study of conditions of service in the field, and will also re-examine the special case of handicapped children.²¹

21.
Paras 282,270, 291 Ibid.

Entitlements on appointment, change of duty station or separation

No change is recommended as regards class of travel, installation grant or removal expenses. No change is recommended in the amounts or conditions of the assignment allowance, but the Commission will review the rates whenever necessary.²²

RECOMMENDATION

The conditions and rates of the termination indemnity should be revised with effect from 1 January 1977.

RECOMMENDATION

An "end-of-service grant", payable to a staff member holding a fixed-term appointment whose appointment is not renewed after he has completed six years' continuous service, provided that he has not received and declined an offer of renewal, should be introduced in the amounts and conditions.

(m) **LANGUAGE INCENTIVES**

The commission will review at the earliest opportunity the question of the language incentives provided in the United Nations Secretariat in pursuance of General Assembly resolution 2480 B (XXIII) of 21 December 1968.²³

22.
Para 300, Ibid.

23.
Para 320, Ibid.

(n) **CONDITIONS OF SERVICE IN THE FIELD**

The Commission will make at the earliest opportunity a comprehensive study of the conditions appropriate to field service.

GENERAL SERVICE CATEGORY

The Commission, not having yet examined the problems which arise in the application of the principle that the remuneration of the General Service category should be established by comparison with best prevailing conditions at each duty station, is not in a position to express any judgement on the principle itself. It will examine the question in detail in 1977 in pursuance of its functions under article 12 of its statute and reserves the possibility to submit later recommendations to the General Assembly about the broad principle should at deem appropriate to do so in the light of further experience in this area.

The allowances and other entitlements of the General Service category (which are part of the remuneration) should continue to be established by comparison with local conditions in each duty station. The Commission will therefore define the methods for application of this principle, in conjunction with those for salaries, under article 11 of its statute, and will consider and determine the rates of General Service allowances in particular duty stations when it recommends (or , upon

request, determines) General Service salary scales under article 12 of its statute in those duty stations.²⁴

RECOMMENDATION

Pending the results of the Commission's further study of the remuneration of the General Service category and to avoid in the meanwhile any reduction in the level of General Service pensionable remuneration which might result from the application to General Service salaries of the revised staff assessment rates recommended for the Professional and higher categories, the existing rates of staff assessment should continue, as a temporary measure, to apply to the General Service category.

RECRUITMENT POLICY

1. Equitable Geographical Distribution -

The commission considered the question of equitable geographical distribution in the context of recruitment policy at its twenty-third and twenty-fifth session. The Commission had before it data on unrepresented, underrepresented and overrepresented countries, particularly as they applied to the five largest organization of the common system, the United Nations, ILO, FAO, UNESCO and WHO and provided the basis for its recommendations on improving recruitment sources from unrepresented and underrepresented countries.

24.
Paras 337, 338, 344, Ibid.

In response to the representative of FICSA, who had stressed that in the recruitment of staff geographical distribution was not the principal criterion, the view was expressed that, which standards of efficiency, competence and integrity was a sine quo non in the recruitment of staff, geographical distribution was an extremely important criterion that it imparted to the organization their universality..

The Commission concluded that²⁵

- a) The criteria used to define equitable geographical distribution could be established by the larger organization of the common system, but for the smaller organization such distribution should be set in accordance with their individual programmes and mandates;
- b) The majority of unrepresented countries tended to fall into several main categories, new states; small island states; oil producing states mainly in the Middle East but also elsewhere, and countries defined as least developed.

The Commission recommended that the organization should engage in closer co-operation to develop a concerted prospection programme for unrepresented countries that would consist of the following steps:²⁶

25.
General Assembly official Records: Forty-second session, Supplement No.30 (A/42/30) Para-286.

26.
Para 287, Ibid.

- a) The launching of a publicity campaign to present current common system employment opportunities and stress of the same time the ongoing nature of the recruitment programme to potential candidates;
- b) Being in mind the recruitment constraints faced by several of the organizations, to the extent possible, the organizing of inter-agency recruitment missions to unrepresented countries potential of a given country and to identify candidate, particularly young people who could be further proposed for international service. The mission would be based on vacancies projected for the medium term and composed of recruitment specialists.
- c) The creation of internship and fellowships that would provide on the job training and experience for promising, but not yet fully qualified, young candidates.
- d) Encouraging organizations that did not already have such schemes to establish junior professional officer, associate expert and youth programmes for young professionals.
- e) Arrangements for the recruitment of professional staff on a secondmost basis for countries that could not spare their proud cadres to international organizations for more than a four years at a time.

The commission also recommended that organization which did not already done so should consider giving priority in their recruitment efforts to unrepresented and underrepresented countries along the lines established by the United Nations and WHO.

The Selection Interview

At its nineteenth session, the Commission considered a document prepared by its secretariat. In its discussion, the Commission stressed the importance of a selection process that took full account of all provisions of Article 101 of the Charter of the United Nations, including the "necessity of securing the highest standards of efficiency, competence integrity". In that context, the Commission noted that communication skills, empathy towards other cultures and an institution-building orientation were qualities that could contribute measurably to the success of international civil servants, and it concluded that the use of interviews was an effective means of establishing the presence of such qualities in candidates for employment. Moreover, several members of the Commission pointed out that, in dealing with the various topics identified for study in the area of recruitment policy, due attention should be paid to their interrelated nature.²⁷

The Commission decided²⁸

- (a) To recommend that the organizations conduct employment interviews as a desirable component of their selection

27.
Para 214, Ibid.

28.
Para 215, Ibid.

process and choose, to the extent possible, a structured, evaluative approach, preferably involving a series of interviews;

- (b) To recommend that organizations provide adequate training in interviewing techniques to all staff directly involved in the selection process, in order to ensure and maximize the reliability and validity of their recruitment decisions;
- (c) To request the organizations to take note of the detailed considerations contained in the secretariat's document relating to the theory and practice of interviewing;
- (d) To request its secretariat to make the relevant sections available in an appropriate format to enable the organizations to further acquaint staff directly involved in the selection process with the issues pertaining to interviewing for an intercultural work environment;
- (e) To recommend that the organizations use reference checks in their recruitment process, taking into account the considerations outlined by the secretariat as well as the use of, to the extent possible, the sample form proposed;
- (f) To request the secretariat to organize, within existing budgetary resources and with the assistance of the organizations, a pilot workshop on interviewing techniques, to be held during the latter half of 1984 in New York, which would, among other things, draw upon the

experience of recruitment specialists from the organizations of the common system, while providing them with an opportunity to exchange views.

SELECTION MECHANISMS AND PROCESSES

At its twentieth session, the Commission considered a document prepared at its request by CCAQ. It noted that the role of selection bodies in the recruitment and promotion of staff, *inter alia*, was to provide a balance between the filling of posts from internal and external sources, taking into account both the broad interests of the organizations as well as the career interests of staff. The existence of selection bodies would enable executive heads to benefit from the judgements and experience of persons who enjoyed the confidence of both management and staff. It recommended that staff representatives be empowered to nominate a reasonable and proportionate number of members of organizations' selection bodies. It further recommended that every organization rely upon selection bodies to advise its executive head on the appointment and promotion of staff at all levels normally considered to be part of the career service in that organisation.²⁹

Use of tests in the recruitment of non-professional and language staff; language testing for Professional staff

At its twentieth session, the Commission discussed the use of tests for recruitment purposes on the basis of a paper

29.

Para 217, Ibid.

prepared by its secretariat. After taking into account the views of the representatives of the organizations and the staff, the Commission decided to recommend that the organizations:

- (a) Conduct formal examinations for the recruitment of all interpreters, translators, editors and proof-readers against continuing established language-related posts, department concerned, and retain a selection interview as an integral part of such examinations;
- (b) Pursue, on an inter-agency basis, their efforts to harmonize and standardize further such official recruitment examinations for professional language staff, with due regard for the staffing needs and the language and technical requirements of the organization;
- (c) Standardize further the examinations for the recruitment of accounting or finance clerks, statistical clerks and editorial assistants, so that the testing materials developed could be used on an inter-organizational basis;
- (d) Further standardize their examinations for shorthand-typists and typists and review periodically, on an inter-agency basis, the relevance of the existing standards to ascertain that these continue to meet the actual needs of the newly developing office technology;
- (e) Devise and introduce a clerical test for the recruitment of staff for general clerical posts based on the New York model and adapted to local conditions;

- (f) Consider, through the Language Training Group of the CCAQ Sub-Committee on Staff Training, the feasibility of an inter-agency proficiency examination and report their findings to the Commission at its twenty-second session;
- (g) Apply more fully the functional definitions of language proficiency levels as adopted by the CCAQ Sub-Committee on Staff Training in determining the recruitment standards for specific posts and keep these definitions under review on an ongoing basis;
- (h) Examine closely, through the Language Training Group of the CCAQ Sub-Committee on Staff Training, the FAO language ability test, in order to ascertain, inter alia, whether this test could be utilized by other organizations for recruitment purposes;
- (i) Reappraise the objectives of the language proficiency examination in the light of their functional requirements, bearing in mind that draft examinations are submitted to them by the United Nations for review;
- (j) Assess, prior to recruitment, the drafting abilities of candidates for professional posts, if the specific requirements of the post so warrant.³⁰

30.

Para 218 Ibid.

Use of competitive examinations in promotion from the General Service to the Professional category and for Junior professional posts

At its twentieth session, the Commission considered a document submitted by the United Nations Secretariat on competitive examinations and stressed in that context that it considered competitive examinations to provide a valuable method of objective selection, which deserved a thorough review. The Commission noted that the document did not assess the effectiveness of this selection method. It decided, therefore, to request the United Nations to submit a full evaluation of its experience with competitive examinations for both selection and promotion at the twenty-first session, and to address, in particular, the following issues:

- (a) How are the examinations validated; that is, how it can be shown that they specifically screen for those qualities and qualifications that are most likely to predict success in the posts for which they are intended to screen? How are the examinations developed? What kind of job analysis lies at the base? How are the examiners selected?
- (b) What are the costs of organizing these examinations? What are the implications in terms of consultancy fees, travel costs and staff time?

With regard to the competitive for promotion to the Professional category, the Commission decided to request the United Nations to provide in its report specific replies to the

following questions:

- (a) What weight, if any, is given to such elements as general culture, professional experience, knowledge of the United Nations, personality and ability to work as a member of a team?
- (b) What weight, furthermore, is given to administrative and organizational skills, especially in the selection for vacancies where such skills are identified as an important job requirement?
- (c) How are the competitive examinations integrated into other elements of career development? What training opportunities exist? To what extent can accrued experience and seniority help staff to advance?
- (d) To what extent are managers satisfied with the qualities of the candidates placed through this process? Has any evaluation taken place comparing the performance of the staff promoted through this process with that of the staff recruited from outside at the P-1 and P-2 levels?
- (e) How is the issue of "working languages" addressed, taking into account that these differ according to duty station?
- (f) How are the vacancies that become available under the 30 per cent distribution plan allocated over the various occupations? Are 30 per cent of the vacancies in every occupation made available, or is emphasis placed on

designating posts in those occupations that have traditionally provided the most ample opportunities for advancement and which are mainly in the area of general services, administration and finance³¹.

Promotion Policy

At its nineteenth session, the Commission considered documents submitted by CCAQ and PICSA which dealt with the overall promotion policies of the organizations.

The Commission decided to recommend that:

- (a) Organizations announce all vacancies open for internal advancement and allow staff to compete for posts at a higher level without restrictive pre-screening;
- (b) The fullest regard be given within the framework of the organisations' overall staffing needs and without prejudice to the need for equitable geographic distribution to internal candidates, whenever a vacancy occurs, taking into account requests for lateral moves as well as aspirants for promotion;
- (c) Organizations develop specific guidelines concerning the criteria for promotion to supervisory and managerial positions; such criteria might include:
 - (i) An understanding of the organization's work programmes, policies and procedures;

31.

Para 219, Ibid.

- (ii) The ability to plan work programmes effectively and to make full use of available staff resources by appropriate delegation of responsibility, by furthering staff development;
- (iii) The ability to negotiate successfully and carry out sensitive assignments;
- (iv) The capacity to communicate successfully;
- (v) The readiness to innovate and to take decisions;
- (d) Organizations adopt procedures providing the opportunity for selection and promotion bodies to invite supervisors, when necessary, to their meetings, in order to obtain additional pertinent information about the potential of staff to assume more responsibility and perform at a higher grade;
- (e) Each organization individually clearly define the impact that mobility, experience gained in lateral assignments and language skills would have on promotion opportunities for its staff;
- (f) The organizations distinguish between those posts which were being upgraded by deliberate managerial design and were therefore to be treated as new vacancies and those posts where there had been a gradual accrual of new responsibilities, so that the incumbent, if fully qualified, might be promoted without a competitive process;

- (g) "Promotion to full performance level" be given after a transition period of up to one year to staff who were assigned to a position at a level higher than their personal grade with the understanding that they did not yet meet all the requirements of the post and would have to fulfill certain conditions before being given the full responsibilities of the post and promotion to that higher level;
- (h) "Personal promotions" be considered to recognize exceptional situations where the personal value of certain staff members in the organization exceeded the value of the job they performed and where conditions such as the following prevail:
- (i) The organization wished to keep a staff member in a certain field duty station for a protracted period, in the interest of the organization's opportunity to progress to functions at a higher level;
- (ii) The organization wished to temporarily keep a staff member in a certain narrow field of specialization, in order to retain a certain expertise that had become crucial to the programme, while the staff member had the potential to take up broader responsibilities at a higher level;
- (iii) A staff member had shown truly exceptional merit and was expected to be assigned to a higher-level post in the foreseeable future;

- (iv) A staff member had served the organization well for many years in an occupational group that had a low "career ceiling" (e.g. translators and editors) and had developed an "institutional memory" that the organization could tap for exceptional purposes (e.g. research);
- (v) The use of "personal promotions" be restricted wherever possible to either 5 per cent of the established posts at a given level or to the percentage of the average vacancy rate at that level, whichever was less.

At its twentieth session, the Commission continued its discussion of promotion policy on the basis of a document submitted at its request by CCAQ. The Commission reiterated its position that promotions should be based primarily on the merit and competence of the staff. The Commission recommended that organizations give adequate weight to seniority in the promotion process, all other conditions being equal; it further recommended that special strict criteria be developed for accelerated promotions based on outstanding performance to counteract a situation where part of the staff stagnated while others ascended rapidly on the career ladder. In all other cases, the Commission recommended that the organizations be guided by the following minimum time-in-grade requirements: five years for promotions to levels D-1 and P-5, two years to level P-2 and three years to all, other levels.³²

32.

Para 223, Ibid.

TRAINING: ASSESSMENT OF TRAINING NEEDS.

At its twentieth session, the Commission considered the assessment of training needs by organizations of the common system on the basis of a paper prepared by its secretariat. After taking into account the views of the representatives of the organizations and the staff, the Commission decided:³³

- (a) To affirm that the determination of staff training needs is an important part of the human resources planning process;
- (b) To stress that, in order to justify the possible expenditures for training in an organization, the cost-effectiveness of proposed training activities should be demonstrated in the light of their expected impact on the organization's work programme in comparison with other possible administrative decisions, paying special attention to the necessity of recruiting staff who fully meet the basic criteria of efficiency, competence and integrity;
- (c) To note that the assessment of training needs linked to overall organizational objectives is a prerequisite for the evaluation of training since it provides the yardstick against which the effectiveness of training can be measured;

33.

Para 226, Ibid.

- (d) To reaffirm that the determination of training needs lies within the competence of management;
- (e) To request the organizations to consider the approach to the assessment of training needs outlined in the secretariat's document in the light of their individual requirements and to report to the Commission at its twenty-second session on the methods that they now use to identify their training needs and on the feasibility of following the guidelines developed by its secretariat;
- (f) To request its secretariat;
- (i) To pursue its work on the development of training policies by elaborating an approach to the evaluation of training programmes in the context of the assessment of training needs, taking into account the views of the Commission set out in (a) to (d) above, in close consultation with the organizations and staff representatives;
- (ii) To assess areas where inter-agency co-operation in training could be expanded, again in close consultation with the organizations and staff representatives;
- (iii) To report to the Commission at its twenty-second session on the progress made on (i) and (ii) above.

STRUCTURE OF CATEGORIES

The existing division of the staff of the organization of the United Nations common system into two categories dates formally from 1951, although previous to that date the principle had already been established that staff for the clerical and manual goods should be recruited locally and paid according to local standards, while those of the Professional grades should be recruited internationally and paid according to a global international scale. The two categories (the Professional and higher categories, general service category) which differentiated by the nature of their duties and responsibilities, were conceived essentially on the basis of the criterion of international or local recruitment and hence, of payment by international or local scales. That structure was confirmed by the 1956 Salary Review Committee; the possibility of including in an extended general service category on a special service category posts that were essentially of a servicing character and for which recruitment was mostly on a local or semi local bases was considered but no action was taken".³⁴

The 1971-1972 Special Committee hoped that the distinction between categories related to

- a) The nature of posts they contained

34.

General Assembly Official Records: Thirty-First Session, Supplement No. 30 (A/31/30), para 99.

- b) The manner of recruitment
- c) The method of determining conditions of services

It concluded that the division into two main categories was sound and that no change in that structure would better enable the organizations to meet their current and expected manpower requirements.³⁵

During the ICSC's consideration of the question, it was generally agreed that while there might be certain conceptual advantages in the merging of the present two categories (Professional and higher categories; general service categories) into a single category, the difference in duties and responsibilities between them, which were reflected in different recruitment policies and methods of salary determination, were so significant as to preclude such a merger as a practical possibility.

The Commission therefore concluded that "no change should be made in the existing structure of categories".³⁶ The commission noted for further study.

- a) Policy regarding promotion from general service categories to professional categories.
- b) Optimum ratio of general service posts to professional posts

35.
Para 100, Ibid.

36.
Para 48, Ibid.

- c) Local (or national) professionals and other special categories
- d) criteria for differentiating between senior general service and junior professional posts.

PROFESSIONAL AND HIGHER CATEGORIES

Broad Principles for the determination of the conditions of service.

The Preparatory Commission of the United Nations in 1975 recommended that the salary and allowance scales for the staffs of the United Nations and the various specialized agencies... should compare favourably with those of the most highly paid home and foreign services, due account being taken for the special factors affecting service in the United Nations. These factors were defined by the 1979 Committee of Experts on salary, allowance and leave systems, bearing itself on the report of the Preparatory Commission, in the following terms:

- a) The recruitment of the Charter that the staff of the United Nations be characterized by the 'highest standard of efficiency, competence, and integrity; due regard being paid to its recruitment' or as wide a geographical basis as per list.
- b) The wide range of remuneration for comparable work prevailing in the government services of the Members of the United Nations and the need, therefore to ensure that conditions of employment for internationally recruited

staff compare favourably with those of the most highly paid home and foreign services.

- c) The relatively better position of national; as compared with international services, to guarantee stability and security of employment.
- d) The more limited prospects of promotion to the highest posts in an international secretariat compared with such prospects in most national services.
- e) The fact that a large proportion of any international staff is required to incur additional expense and to make certain sacrifices by living away from their own country.

The principle so stated was based on the experience of the League of Nations and of the ILO before the second World War. As early as 1920 a Committee of Experts (which became known as the Noblemaire Committee) established by the Committee of League had proposed a scale of salaries "based on those of the highest paid civil services in the world and justified that by saying that, if lower salaries were offered, it would be impossible to obtain the services of nationals of the country with the highest paid civil service or of other countries with high salary levels, while "on the other hand, it would be difficult to pay lower salaries for the same work to Members of other nationalities.³⁷

37.

League of Nations, Record of the Second Assembly. Fourth, Fifth and Sixth Committee, p.175 et seq.

From those considerations was deduced the principle, whom the Noblemaire principle, which was reaffirmed throughout the existence of League of Nations. The Commonly accepted formulation of it is that reproduced in the report of the 1971-72 Special Committee for the Review of the United Nations Salary system.

"This principle says in effect that, since there should be no difference in salary on the grounds of nationality, the condition of service of the international staff must be such as to attract citizens of the country with the highest pay levels".

STRUCTURE OF REMUNERATION

The remuneration of the professional and higher categories of the United Nations common system at present comprises.

a) Two generally payable elements:

i) Base salary, established on a global scale, irrespective of nationality of the staff member, duty station or family status, the base salary is expressed as

a) Gross Salary - which is also the basis for the establishment of the level of pensionable remuneration, and

b) Net Salary - that is, the amount actually received by the staff member, being gross salary less staff assessment, which is a kind of internal income tax. Net base salary is subject

to compulsory deduction of the staff member's contribution to the United Nations Joint Staff Pension fund (7 per cent of Pensionable remuneration).

- ii) Post adjustment, variable according to the duty station (plus or minus) and to the family status of the staff member, the purpose of which is to maintain equality of purchasing power of a given salary at all duty stations by making allowance for differences in cost of living and in the exchange value of the United States dollar (in which all salaries are expressed) to the local currency (in which most of the staff member's expenses are incurred).
- b. Selective allowances, payable only to staff who satisfy the prescribed conditions that is:
- i) Dependency allowance (Spouse allowance, for a dependant spouse; children's allowance, for dependant children; Secondary dependant's allowance, for a dependant parent, brother or sister, where there is no dependent spouse.
 - ii) Expatriation benefits, educational grant; home leave and travel to visit dependents, repatriation grant.
- c. Adhoc Entitlement:
- i) On appointment change of duty station or separation (payment of travel expenses, removal of household effects, installation grant, assignment allowance.

ii) On termination (termination in duty)

a) Gross and Net Salaries, Staff assessment:

United Nations Salaries were originally expressed only in net form, on the assumption that they would be exempt from national income tax, in accordance with the provision of the convention on the privileges and immunities of the UN and the convention of the privileges and Immunities and the specialized agencies. However certain member states which had not ratified from conversions (or did so with reservation) paid income tax on the United Nations, earnings of their nationals. In order to maintain the equality of remuneration of all staff members irrespective of their nationality, the United Nations reimbursed to the staff members concerned the amount taxes they had paid; but that practice gave rise to objections on the part of member states which were not levying income tax on their nations in the Secretariat.

The General Assembly, in its resolution 239 (111) of 18 Nov 1948, recognized, "the inequalities of the present system" and desired "to impose a direct assessment on United Nations Staff members which is compensable to national income taxes". A system of gross salaries was therefore introduced in 1948, the existing net salaries being maintained and an equivalent gross established by means of progressive scale of staff assessment rates similar to that commonly found in national tax schemes.

The system was confined by subsequent review bodies and the rates of the staff assessment were revised from time to time.

The inequalities to which the General Assembly had referred were eventually eliminated in so far as they related to Member states by the Staff assessment plan, and by the establishment by resolution of 973(X) of 15 Dec. 1955 of a Tax Equalization Fund. This fund is credited with the income from staff assessment, credits proportional to their contribution to the budget use provided out of it to those member states (the vast majority) which do not levy national income tax on the UN earnings of their nationals: the amounts reimbursed by the United Nations staff members who have had to pay national income tax are deducted from the credits due from the Fund to the member states concerned.

JOB CLASSIFICATION

At this fifth session the Commission considered a plan for the assumption of its functions in relation to job classification under article 13 of its statute. It reaffirmed that proper job classification was a key factor in creating a full unified international civil service and remunerating staff on the basis of equal pay for equal work.

The Commission noted that the absence of a single method commonly applied by the organization of the common system for classifying or categorizing the different occupations that existed among their staff divided the meaningful exchange of

information and compilation of personnel statistics that was necessary for the Commission and other interorganizational bodies in carrying out their function.

It recognized that common classification was a necessary prerequisite for the establishment of career development. As it would provide information on the types and number of jobs that existed, help to identify career paths within and deliver occupations, identify occupations having more or less promising career potential and consequently provide the information necessary for any meaningful career counselling.

The Commission recognized that a common classification of occupational groups should:

- (a) set out a listing of all or most of the individual occupations that now exist within the organization of the common system.
- (b) Group these occupations and suboccupations into categories of work - on the basis of similarity of function.
- (c) provide detailed definitions for each of the groups, subgroups and occupation;
- (d) provide a numerical coding for each entry in the system for electronic data processing purposes.
- (e) Be applied by all the organizations and bodies within the common system as regards interorganization personnel matters.

The Commission then gave its preliminary approval to a global scheme or framework for the common classification of

occupational groups to be applied within the common system. The global scheme is existence of the occupation within the organization of the common system grouped by categories of work on the basis of similarity of function. The global scheme provides for the following four levels of categorization.

- (a) The occupational group (e.g. "Professional, Managerial, Technical and related works")
- (b) The family (e.g. Architects, (and related technicians))
- (c) The field of work (e.g. Civil Engineer)
- (d) The occupation and speciality (e.g. Sanitary Engineers)

The Commission considered that given the different types of job classification systems already existing or being developed within the organizations of the common system. It would be logical, when developing a common system job classification standards to attempt to incorporate, as far as possible, existing approaches.

The plan before the Commission which called for the development of a three-tiered system was considered to meet these objectives.

Tier I - Master Standard

- 1) The first tier of the common system grading standard would be a master standard, that is, one which would apply to all professional and higher category (P-1 to D-2 inclusive) jobs at headquarters and established field offices.

- 2) Tier II - Grade level standards for specific fields of work - The Second tier of the common system standards would be composed of grade level standard for specific fields of work. These would be developed for professional and higher categories (P-1 to D-2) inclusive of jobs at headquarters and established offices only within those fields of work in which two or more organizations have offices.

Tier III Benchmark jobs: The third tier of standards would consist of benchmark jobs. These would be developed for professional and higher category (P-1 to D-2 inclusive) jobs at headquarters and established offices, unlike the master standard, which would be applied to all jobs in all organizations and the grade level standards which would be applied within all the organizations to all those jobs which fall in fields of work designated as common fields of work (i.e. those shared by two or more organizations), the benchmark jobs would be developed separately within each organization and would be applied only to the jobs in their organizations which fall in those fields of work in which grade level standard have been established.

The Commission recommended to organizations the adoption of the following procedures to assist in the implementation of the master standard.

- 1) The development of job description on a format that ensures that all of the information necessary to apply all the factors is obtained.

- 2) The development of clear criteria to be used in deciding when a review of the grade of a position is justified in order to ensure that the classification system is administered in an economic, efficient and equitable manner.
- 3) the establishment of a policy of conducting jobs audits whenever possible within resource limits in order to obtain sufficient information to undertake a proper evaluation of the elements of the past under review.

POST ADJUSTMENT

Before 1957, non-pensionable cost of living adjustments were applied to salaries in New York and other duty stations and salary differentials (plus or minus) were established between New York and other stations. Within the expansion of the United Nations system, that arrangement became exclusively unwieldy to administer. The 1955 Committee of Experts on Salary Differentials, Cost of Living Adjustments and Dependency Allowances was established primarily to study an alternative system. It became apparent, however that the problem needed to be considered in a wider context and the General Assembly, by resolution 975 (X) of 15 Dec. 1955 established in 1956 the "Salary Review Committee" to undertake a comprehensive review of the United Nations Salary, allowances and benefits system.

The 1956 Salary Review Committee recommended that "the present system of differentiation and cost-of-living allowances intended to preserve equivalent standards of living at different

offices should be replaced by a system of post adjustment (that is, adjustments for the duty stations) which should be fixed in flat net non-pensionable amounts for each grade and varying as between staff with primary departments and those without".³⁸

The 1971-1972 Special Committee expressed the opinion that "there are a number of flaws in the workings of the present post adjustment system which provide apparently unjustified increases in emoluments".

At its Second Session in August 1975 the Commission's attention was drawn by ACC to certain defects which had become apparent in the working of the post adjustment system and which, in the opinion of the ACC, called for urgent action in advance of the completion of the salary review. Faced with increase in the cost of living and with fluctuation in exchange rates, particularly in relation to the United States dollar of a magnitude never envisaged when it had been conceived, the system had not been capable of maintaining the real value of emoluments in situations where the local currency appreciated in relation to the dollar.

In its first annual report to the General Assembly,³⁹ the Commission reported on its consideration of the problem and

38.

Official Records of the General Assembly, Thirtieth Session, Supplement No.30 (A/100/30) para 194.

39.

Paras 37-65, Ibid.

recommended, as temporary extensive measure that in respect of post adjustment classes 8 and above, the proportion of the "without dependants" rate of post adjustment be increased from two third to 85 per cent of the full rate. That would ensure that the total remuneration (salary plus post adjustment) of staff without dependants would not fall below about 90 per cent of that of staff with dependants.

In 1976, the Commission considered in conjunction the related question of log differentiation should be made in the salary system between the remuneration of staff with dependants and those without; what the extent of differentiation should be at different salary levels and possibly at different levels of cost of living. What effect any changes made in those respects would have on the scales of staff assessment, the ratio of post adjustment and existing dependency allowances; whether those changes should be accompanied by the consolidation into base salary of one or more classes of post-adjustment and what effect those changes would have in pensionable remuneration. It also considered incidentally other changes in the post adjustment system.⁴⁰

Major Recommendations:

- 1) At its eleventh session, the Commission was informed that in the course of the debate on the commission's fifth annual report in the Fifth Committee of the General

40.

Paras 241-46, Ibid.

Assembly a question had been asked whether the term had not come to consolidate post of the existing level of post adjustment into basic salary.⁴¹

It was further pointed out that a sufficient labour of consolidation would redress the balance of the resources in the Tax Equalization funds which the United Nations and some other organizations maintained as a means of providing funds from which income tax paid by staff members on their United Nations earnings (including post adjustment, which however, was not subject to staff assessment) could be reimbursed without bring a financial change on those member states which did not impose such changes.⁴²

In this background the Commission made the following recommendations:⁴³

- a) Thirty points of post adjustment should be consolidated into base salary on the basis of no loss and no gain:
- b) For the purposes of calculations, post adjustment indices at all duty status as at 1 March 1980 and pensionable remuneration as at 1 July 1980 should be used.

41. Official Records of the General Assembly, Thirty Fifth Session, Supplement No.30 (A/35/30), para-94.

42. Para 95, Ibid.

43. Para 101, Ibid.

- c) The post adjustment index effective 1 January 1981 for each duty station obtained following consolidation of 30 points of post adjustment should be used for the determination of post adjustment classification of that duty station as at 1 January 1981.
- d) Resulting salary scales should become effective on 1 January 1981.
- e) Pensionable remuneration, effective at 1 January 1981, should be calculated based on post-consolidation gross salary.

At the Commission's twenty fifth session, the representative of the United Nations requested that an item on the consolidation of post adjustment into base salary for staff in the Professional and higher categories should be placed on the agenda for the Commission's twenty sixth session.⁴⁴

At its twenty-sixth session, along with the consolidation of 20 points of post adjustment proposed by the UN, the Commission considered an alternative suggested by its Secretariat that would deal with the projected imbalance in the Tax Equalization Fund without resorting to consolidation:

In the light of detail considerations the Commission concluded⁴⁵ that the proposal put forward by the working group would be the least disruptive under the present circumstances.

44. Official Records of the General Assembly, Forty Second Session, supplement No.30 (A/42/30) para-105.

45. Para 119, Ibid.

It therefore recommended to the General Assembly that it should

- a) maintain the current scale of staff assessment for staff members with a dependent spouse on a dependent child for purposes of pensionable remuneration and pension.
- b) approve revised rates of staff assessment to be used in conjunction with gross base salaries and the gross amounts of separation payments, with one set of rates applying to staff members with a dependent spouse or a dependent child and another set of rates for staff members with neither a dependent spouse nor a dependent child.

EDUCATION GRANT

The principle that the organization should help expatriate staff to meet the extra costs and other problems. Which they face in providing for their dependent children an education that will enable them eventually to be assimilated in their own country when they return to it, either for further education or to find employment, has been recognized since 1946. The 1971-1972 Special Committee reaffirmed that the basic principle underlying the education grant was not the relief the parent of the normal expenditure incurred in educating his children but to assist the expatriate staff member, in both professional and general service categories, in making the extra expenses arising solely out of his expatriation in the service of the organization.

At first restricted to education in the home country, eligibility for the grant was successively extended, in 1947, to a special national school or an international school in the area of the duty station and, in 1961, to a school or university in any country, except that universities in the country of the duty stations were excluded. The amount of grant rose from the 1946 level of \$144 a child to 75 per cent of the approved costs subject to a maximum of \$11000 in 1969.

The 1971-1972 Special Committee recommended that the maximum be raised to \$1,500 and that, whose the grant was payable for more than one child of a staff member, the costs could be aggregated.

At its Second Session, in August 1975, the Commission was asked by ACC to consider, on an urgent matter requiring action in advance of the completion of the salary review, an increase in the maximum amount of the education grant. The Commission's report on the question was continued in paragraphs 66 to 72 of its first annual report to the General Assembly.

Its consensus was that "the case for increasing the grant in 1975 as a matter of urgency had not been fully made. It decided therefore so to inform the General Assembly, on the understanding that it would revert to the matter in the context of its general review of the salary system, as the basis of most complete data, in conjunction with the other changes in the condition of the education grant recommended by the Special Committee.

In 1976, the Commission recommended that

- (a) The condition of eligibility for the education grant should be modified so as to enable an expatriate staff member to claim in respect of expenses of education of a child at a university in the country of the staff members duty station.
- (b) The percentage of approved costs reimbursable under the provision of the grant should be 75 per cent up to the first US \$2,000, 50 per cent for costs between \$2,001 and \$3,000 and 25 per cent for costs between \$3,001 and \$4,000.
- (c) The flat amount payable for boarding costs should be increased from \$650 to \$750.

In 1978 the Commission recommended that expenses incurred by expatriate staff members for the post secondary education of their children should continue to be eligible for reimbursement under the education grant and the costing exclusion for that purpose of studies in the country of the parents duty station should be removed.

The value of the grant in the convents in which the expenses are incurred and the reimbursement made should be protected by a 'floor' provision.

Special provision for the education of disabled children - educational expenses for disabled children to be eligible for

reimbursement under the education grant subject to the special condition laid down.

In 1980 the Commission reviewed the education grant. The Commission recalled that when it had last addressed itself to the question of the scale of reimbursement of educational expenses to eligible staff members under the provision of the education grant its recommendations above were based, inter alia, on the consideration that system wide reimbursment would amount to some 73 per cent of total costs incurred by eligible staff.⁴⁶

Considering the issue in detail and examining the different proposals, the Commission then decided on the following recommendations to the General Assembly at its thirty fifth Session.

- (a) The percentages of approved costs remibursed under the provisions of the grant should be 75 per cent up to the first \$3000, 50 per cent for costs between \$3,001 and \$4,001 and \$5,000. Subject to the provision that in respect of disabled children 75 per cent of approved costs upto \$5,000 should be reimbursable.
- (b) The flat amount payable for boarding costs should be increased from \$750 to \$1,100.

46.

Official Records of the General Assembly, Thirty-first Session, Supplement No.30 (A/31/30), Para-292.

- (c) The currency floor as established in 1977 to be maintained without change.

In 1982, the Commission concluded that the education grant should remain solely on expatriate benefit to be granted to all United Nations expatriate officials and that it should not be extended further in its application to non-expatriate staff. It decided however, to recommend to the General Assembly that application of the grant to nations referring to their home country following an assignment elsewhere should be allowed for the balance of a school year; not exceeding one full school-year after their return from overseas service.

In 1988 the Commission decided to recommend that

- (a) At all locations except those decided under sub-paragraph (b) below, the amounts should be established in United States dollars, as follows:

- 1) The maximum amount of admissible educational expenses should be set \$9,000, thus providing for a maximum grant of \$6,750.
 - i) With the maximum grant of \$6,750, the ceiling for boarding costs should be increased from \$1,500 to \$2,000.
 - ii) The amount of additional reimbursement of boarding costs over and above the maximum grant payable to staff members at designated duty status should be maintained at \$1,500 per year.

- iii) The amount of the grant for each disabled child should be equal to 100 per cent of the admissible educational expenses actually incurred, upto a maximum of \$9,000;
- (b) When the educational expenses were incurred in a country where the Commission had decided that RCF was applicable, all amounts should be established in local currency as set out below using for purposes of converting the relevant amounts in United States dollars the rate of exchange applicable as at 1 April 1988 for the education grant.
- i) The maximum amount of admissible educational expenses should be raised to a level 50 per cent above the current maximum of \$6,000, converted into local currency.
 - ii) The maximum amount of the grant should be set at 75 per cent of the revised maximum amount as admissible expenditure, expressed in local currency.
 - iii) The ceiling for boarding costs should be raised to a level one third above the current ceiling of \$1,500 converted into local currency.
 - iv) The amount of additional reimbursement of boarding costs over and above the maximum gross, payable to staff members at designated duty station should be set at the equivalent in local currency of the current amount of \$1,500.
 - v) The amount of the grant for each disabled child should be equal to 100 per cent of the revised maximum amount

of admissible educational expenses expressed in local currency.

These measures should be applicable as from the school year in program on 1 January 1989.

The commission decided that the next review of the level of the education grant should take place in 1991.

MOTIVATION AND PRODUCTIVITY

The General Assembly's guidance on motivation and productivity in resolution 43/226 read as follows:

"Consideration should be given to enhancing productivity through the introduction of incentive for merit and rewards on promotion - payable on a one time basis, coupled with less financial reward for longevity, which should be linked to a most rigorous performance appraisal system. Consideration should also be given to the introduction of administrative arrangements and of other non-monetary awards for meritorian service. The Commission should review and report on the current practice of automatic advancement to the next step without rigorous performance appraisal as well as on existing and low possible non-monetary awards for meritorious performance!!

In its report to the Commission, the working group focused on structural problems within the existing salary scale as they related to the area identified for study by the General Assembly, on a number of other factors that affected the motivation of staff as well as on the specific work environment of individual staff members. The report dealt with (a) the structure of the salary scale and the related difficulties of recognizing staff at the top of their grade and rewarding promotions most appropriately; and (b) the difficulties associated with recognizing performance and enhancing motivation.

In the context of enhancing motivation the Commission first addressed the question of recognition of performance through promotion. In this regard, it's hoped that under the current promotion policy of the organization, in general staff members received the monetary equivalent of one step in the new grade. The Commission was of the view that promotion policy should be modified to ensure that, upon promotion, the staff member was placed at a step in the higher grade representing not less in monetary terms.

In the light of its discussion, the Commission decided to recommend to the General Assembly that the following structural improvements to the salary scale for staff in the professional and higher categories be introduced at the earliest possible opportunity,

- (a) The value of annual increments (stel values) should be reduced.
- (b) The point in the salary grade at which overlap occurred with the next higher grade should be raised.
- (c) A number of steps should be added at the top of each grade at the P-2 to D-2 levels, but these should be granted every two years.
- (d) The step 1 values of the grades should be increased, especially those at grades P-1 to P-3 to render the United Nations System more competitive on recruitment.

- (e) Aberrations in the existing scale should be eliminated by
 - i) Making the average value of step in each grade at least higher than the value of the step in the next lower grade.
 - ii) making inter-grade differentials descend as the grade increased.
 - iii) Establishing salary spans that widened from grades P-1 to P-4 to reflect the distribution of staff at those levels, then decreased from levels P-4 to P-2 to reflect staff pattern at those levels;
- (f) If step values were changed, care should be taken to ensure that the last step of the new scale was never less than the last step of the present scale.

The Commission further decided to recommend that the organization:

- (a) modify their promotion policies to ensure that upon promotion the staff member was placed at a step in the higher grade representing no less in monetary terms than the value of two steps in the staff member's present grade.
- (b) Follow the previous recommendation of the Commission on cash awards as stated below. These may be considered for staff whose performance over a single appraisal period on all the important element of the job exceeds expectation, organization may exceptionally grant a cash award to a staff member who exceeds expectation on one or a few tasks

that are particularly critical which performing at the expected level on the other elements of the job. Cash awards allowance over their performance to be given a single reward that has no permanent costs. Organization that cannot provide more permanent rewards for sustained performance exceeding expectation, such as accelerated within grade salary increments, may wish to use repeated cash awards to achieve the same purpose.

- (c) In connection with (b) above, ensure that groups, as well as individuals, were equally eligible to receive such rewards.
- (d) Introduce, as appropriate, non-monetary awards such as service pins, plaques and certificates of achievement in line with the earlier recommendation of the Commission.
- (e) Introduce to the extent possible, the environmental motivators described above in the area of security, health, education, and briefing, and other work related conditions.

CONCLUDING OBSERVATIONS

From the analysis presented in the preceding chapters it is clear that although International Civil Service has come a long way since the League days, dichotomy still prevail. The various Committees which have given their recommendations from time to time culminating in the creation of the International Civil Service Commission, have succeeded in giving a unified character to the personnel employed in the United Nations Secretariat as well as in specialised agencies and bodies related to the UN. The various problems of recruitment, remuneration and other benefits have been elaborately discussed by the Commission and an attempt has been made to evolve such a system towards which the national talents are attracted. The controversies of geographical representation vs. merit in the recruitment policy has been to a considerable extent successfully evolved by the Commission striking a balance between the two.

Since its creation in 1974, ICSC has been very productive and many of its technical recommendations and decisions have had an impact on UN staff employment conditions. Most of the Commission's work has been concerned with salaries and allowances.

Regarding professional and higher categories, ICSC has reaffirmed the validity of the Noblemaire principle and confirmed the selection of the United States Federal Civil

Service as the comparator. In 1976, the General Assembly asked ICSC to review continually the 'margin' between the UN remuneration and that of the United States Civil Service and vested it with the authority to prevent any undue widening of the margin. The Commission subsequently developed a methodology for the comparison of total compensation (non-expatriate elements) between the two services.

The Commission implements the post adjustment system and has improved the methodology for cost-of-living measurements. It has revised scales of staff assessments (the UN salaries' internal tax system), it has introduced a rental subsidy scheme, increased the rates of the education grant, children's and assignment allowances and installation grant. In 1981, ICSC improved the service conditions of field staff, including the classification of duty stations according to conditions of life and work: under this scheme, international staff and their families may qualify for accelerated home leave and other benefits.

For general service staff, ICSC has promulgated a methodology for surveys of best prevailing local conditions of service. It has conducted surveys and proposed salary scales for the Geneva, Paris, London, Montreal, New York, Rome and Vienna duty stations, in consultation with the administration and staff representatives concerned.

The Commission has made the organizations adopt job

classification as a major tenet of their personnel management. It adopted a job-classification system in 1979 for professional and higher categories, based on a common classification of occupational groups and common system grading standards. It provided detailed criteria for the development of classification structures for general service and related categories and defined general service classification standards for several duty stations. Work on other personnel management aspects has been more limited and more theoretical.

Concerning career development, ICSC has recommended that the organizations link their job classification activities with their budgetary processes, their programmes of recruitment, training, human resources planning, career planning and promotion. It agreed that core career staff were required although varying in number from one organization to another. It instituted a central Vacancy Announcement Bulletin in 1981, in order to facilitate inter-agency mobility. It recommended that, after five-years' service, each staff member be given reasonable consideration for a career (permanent) appointment. Also in 1981, ICSC identified the major objectives of a performance appraisal system for staff development and prepared a performance appraisal form suitable for common use within the UN System.

On recruitment, the Commission was less active and specific than the Joint Inspection Unit (JIU). It recommended basic steps, such as: announcing all vacancies to all staff; conducting employment interviews, and providing training in

interviewing techniques; relying on selection bodies with staff participation to advise executive heads on appointments and promotions; conducting examinations for the recruitment of interpreters, translators, editors and proof-readers, and applying a recruitment test to clerical candidates; using national recruitment services; applying special measures for the recruitment of women.

Unlike JIU, ICSC has reported, since 1983, on the implementation of its recommendations and decisions. Based on a questionnaire to all organizations, the Commission found in 1983 a high degree of implementation on compensation aspects, that is salary, allowances and benefits. On career development and personnel policy, including post classification, proportions of career and fixed-term staff, selection criteria, interviews, prospection procedures, exchange of personnel, training and merit awards, there was a 'lesser but still commendable adherence' to the Commission's positions; in these areas, ICSC can only advise. 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. In its 1985 report, the Commission also noted 'less adherence' in human resources, planning, development of skills inventories and types of appointment. In particular, the small organizations had regretted the lack of financial and human resources to implement recommendations in these areas.

In summary, the organizations generally applied salary and benefits provisions, the hard core of the common system. They applied only in part, somewhat reluctantly, the other provisions related to personnel policy, on the grounds of their particular programme needs. This raises the problem of the limits of the UN common system.

Another issue is the alleged politicization of ICSC and the related problem of the independence and competence of its members.

The organizations and their member states agree that a common system is needed, particularly in the personnel field. The reasons for aiming at the 'development of a single unified international civil service through the application of common personnel standards, methods and arrangements' are found in the agreements between the UN and the other organizations: to avoid serious discrepancies or unjustified differences in terms and conditions of employment; to avoid competition in recruitment of personnel; to facilitate inter-agency transfers.

Governments favour the centralization of technical studies and decision-making in staff salaries' and allowances' questions with ICSC and the Fifth Committee. They do not want to have to determine salary conditions separately, and perhaps differently, in each of the many UN organizations. Organizations also find an advantage in 'having to' accept Fifth Committee decisions, thus cutting short potentially lengthy and difficult negotiations with their staff.

The need for some diversity and autonomy is equally obvious. The specialized agencies recognize that New York and the General Assembly represent the strongest centre of power for the system, but it is also true that these organizations - their governing bodies, their executive heads, their secretaries, their staff associations - are jealous of their autonomy. They tend to protect their independence which they consider necessary for carrying their varied programmes. However small, they are concerned that their voice should be heard in any common system body and that these bodies should not be overly influenced by the UN.

Deviations from the common system have occurred. In 1977, ICSC recommended a new salary scale for the general service category in Geneva. This was implemented by the Geneva organizations, except the ILO. The ILO's Governing Body, on the basis of an advisory opinion of the judges of the ILO Administrative Tribunal, decided that the salary scales should be negotiated between the Director-General and the staff. These negotiations resulted in two different levels of remuneration for general service staff in Geneva. The unilateral ILO decision to grant most of its staff a 3 per cent increase was severely criticized by ICSC ('a deplorable situation which could and should have been avoided') and by the Fifth Committee.

In 1978, ICSC recommended an end-of-service grant for fixed-term staff members whose contract was not being renewed. The Fifth Committee rejected the proposal; the WHO Executive

Board approved it, considering that this measure was needed when WHO faced with staff reductions.

In 1983, ICSC criticized the ILO's proposal to establish for its professional staff a pension scheme complementary to the common system pension fund. This proposal was part of another agreement negotiated between the ILO Director-General and the Staff Union. The UN General Assembly supported the Commission in drawing the attention of the ILO to its strong concern about the need to maintain the unity, cohesion and integrity of the UN Joint Staff Pension system and to avoid any action which might have an adverse effect on the system.

While the relative importance of these actual or proposed deviations is debatable, their occurrence raises the question of what should be common and what could be uncommon. ACC has taken a reasonable stand on this issue: for ACC, 'the interests of all parties of the common system are better served by seeking a common course of action on those conditions of service deemed essential by the organizations, rather than attempting a rigid uniformity in respect of every detail'. Essential conditions of service include salaries, the main allowances and grants, and job classification standards. By defining this core, ACC offers to the organizations an area of freedom where they can use latitude and flexibility, take initiatives in personnel management practices in consultation or negotiation with their staff representatives, to respond to their particular problems and needs. The position of ACC is supported by FICSA, which favours flexibility in the common system and promotes

negotiations within each organization between the executive head and the staff representatives.

According to FICSA, the Commission has, in 1985, fallen completely under the spell of the General Assembly concerning professional salaries, the margin and post adjustments. In other words, the staff representatives allege that ICSC has submitted to the political advice or instructions of the Fifth Committee to limit or reduce staff costs, thus setting aside any technical considerations.

The pressures and decisions of the General Assembly have necessarily influenced the Commission's positions with respect to the level and costs of salary and allowances proposals. They have conveyed the same message to the organizations, as noted by the Consultative Committee on Administrative Questions (CCAQ) in 1985:

Considering that the action of the General Assembly reflected, inter alia, the policies of austerity and financial restraint being pursued by a number of Member States, especially as regards the emoluments of public servants, the organizations should be responsible to these preoccupations. The appropriate course of action would be to exercise restraint in examining any proposals to improve the conditions of service of staff in the professional and higher categories, and to concentrate on preventing any further erosion of the fundamental principles and objectives which had long governed the salary system.¹

The staff representatives' criticisms of politicization of the Commission imply that its members, or some of its members, do not perform their functions in full independence and with

1.

U.N. Doc, ACC/1985/6.27 March 1985, para 8.

impartiality, and that some may seek or receive instructions from their government in contravention of Article 6.1 of the Statute of ICSC.

The Special Committee for the Review of the UN Salary System had recommended that the members of the future Commission should be responsible to their own individual governments. ACC's position was that the Commissioners should be independent of executive heads, staff associations and governments: they should be accountable as a body to the General Assembly and exercise their judgement in the interests of the organizations as a whole.

This latter position won, but according to observers, the Commission is now operating like an intergovernmental body. While most members are independent and take positions on the basis of their own judgements, a few members openly represent their own governments and present their governments' views. Whatever the real independence of the commissioners, ICSC, as a collective body, like any national commission, has to be sensitive to, and take into account the political, economic and financial context, which, in the UN administrative world, is represented by the Fifth Committee.

Are the commissioners 'individuals of recognized competence who have had substantial experience of executive responsibility in public administration or related fields, particularly in personnel management', as required under Article 3 of the Commission's Statute?

According to Renninger,² the Commission is no longer a genuinely expert body. The first commissioners, in 1975, included six specialists in public administration, the other nine being diplomats or former diplomats; six had served in diplomatic missions to the UN. The 1984 membership consists mainly of diplomats: all its members are active or retired government office holders.

The procedure for the appointment of the commissioners, which involves the participation of member states, executive heads and staff representatives, has gradually shifted in favour of the General Assembly. For Renninger, again, the determining factor in the selection has been power politics as it is played in the UN arena. The qualifications of the candidates were almost universally recognized as being unimportant, and little or no credence was given to the opinions of the organizations or of the staff. All members chosen have been the selections of member states; in practice, it has been the prerogative of the regional groups in the General Assembly. No individual proposed by an organization or staff association has been appointed to the Commission.

This type of selection process is typical of UN 'expert' groups: the lack or limited extent of technical expertise in personnel management of the commissioners is most regrettable.

2.

J.P. Renninger "can the common system be maintained? The role of ICSC, UNITAR policy and Efficacy study, New York, No.10, 1986, pp 31-46.

It is also unfortunate that no member has private-sector experience in profit-making organizations which might provide the Commission with more dynamic and up-to-date skills. However, governments are not likely to nominate candidates outside the public sector for a commission dealing with intergovernmental organizations.

Formally, member states support the Commission in the General Assembly. Ritually, the Assembly re-affirms the 'central role of the Commission within the common system in the development of a single unified international civil service through the application of common personnel standards and arrangements'. The Assembly urges all organizations to implement the Commission's decisions. It requests ICSC to carry out specific studies and formulate recommendations. It requests all bodies (that is JIU) making proposals for action on personnel matters to co-ordinate those proposals closely with ICSC to avoid duplication of efforts. It has condemned deviations from the common system.

The Assembly has also expressed its concern in 1983 regarding the application of the post adjustment system and had to ask the Commission 'again' to pursue its mandate under Article 14 of its Statute concerning common training, recruitment and promotion policies. The Assembly's concern changed into anger during the 1984 post adjustment crisis. In the 1984-5 Fifth Committee debates, the Soviet representative was particularly critical: the ICSC continues to ignore the

opinion and the interests of member states; after ten years of existence, ICSC had progressively turned away from its role as a neutral body to become an instrument for continuous increase in the remuneration of UN personnel; for the future, a special committee of governmental experts should be appointed to advise the General Assembly and bring ICSC's activities back into line.

Subject to this stern reminder on staff costs, most governments support most of the Commission's studies and recommendations. The organizations appreciate the Commission's assumption of technical tasks, particularly concerning salary scales and allowances, but they are concerned over an apparent decline in competence of some of the commissioners. Specialized agencies and FICSA feel that ICSC is totally orientated towards New York, the General Assembly and the UN secretariat, that it demands uniformity and overstrict adherence to common rules and practices. The staff resent the 'political' positions taken by ICSC in staff costs issues, but they appreciate its work on career development, human resources planning and promotion policies.

In spite of its own weaknesses and in spite of a worsening political environment, the Commission has achieved a considerable amount of useful technical work in many personnel areas, in promoting more rationality (salary scales methodology and the job classification system) and an integrated human resources management system. It has served as a watchdog against deviations from the common system.

The Commission should expand its work on recruitment, following the JIU reports on competitive examinations, in order to improve the quality of recruitment and to protect the secretariat from government pressures. It should promote more staff training, including training in supervisory skills and personal management, in co-operation with UNITAR in order to combat staff obsolescence and update staff members' technical, professional and management skills. Finally, the Commission should act as a shield against governments' attempts to erode the independence and integrity of the international civil service.

The lack of specialized personnel management competence among a few members of the Commission is compensated in part by an effective chairman and a competent and experienced secretariat. However, the Commission should not be dominated by nor be dependent upon its secretariat. ACC should try to convince member states that a strong, competent and independent Commission would be a more useful adviser and decision maker than a weak body. Member states should be encouraged to select candidates having the required qualifications. More competent commissioners (and more competent Inspectors) could contribute more effectively to the continuing personnel reform which all organizations need.

SELECT BIBLIOGRAPHY

Primary Sources

United Nations Staff Rules and Regulations - ST/SGB/Staff Rules/1/Rev/6/Amend. 2. 23 September 1986 Official Records of the General Assembly (1947 to 1985).

Summary Records and Documents of the Fifth Committee (1947 to 1980).

Reports of the Advisory Committee on Administrative and Budgetary Questions, established under General Assembly Resolution 14(I)(A). (1947 to 1980).

Repertory of Practice of UN Organs, Judgements of the Administrative Tribunal (1977 onwards).

Administrative Instructions (which concern certain benefits, entitlements) (1980 onwards).

Information Circulars (relating to working hours, language examinations (1980 onwards).

Personnel Directives (concerning the applications of staff rules). (1980 onwards).

Reports of Inspection Unit on personnel problems in the United Nations, General Assembly Resolution 2150 (XXI) (1972 onwards).

Documents of the United Nations Conference of International Organisation (UNCIO), San Francisco, 1945 (16 vol.s)

Documents and Reports of the Consultative Committee on Administrative Questions and of the Administrative Committee, on Coordination consisting of the UN Secretary General and other executive heads of the Specialised Agencies.

Documents and Reports of the Special Committee for the Review of the United Nations Salary System (under General Assembly Resolution 2743 XXV 1970).

Reports of the Preparatory Commission of the UN (UN Document PC/20).

Reports of the International Civil Service Commission 1975 (1975 to 1989).

Reports of the Annual Conferences on United Nations Procedures
(1970 onwards).

FICSA Reports and Staff Association Bulletins

UN Monthly Chronicle (New York), 1980-88 UN Yearbooks (New York):1946-1985.

Secondary Sources

Books

Bailey, Sydney, The Secretariat of the UN (New York: Praeger, 1964).

Basu, Rumki, Personnel Administration in the UN (New Delhi 1989).

Behanan, Kavour Thomas, Realities and Make Believe: Personnel Policy in the United Nations Secretariat (New York: William Fredrick, 1952).

Beigbeder, Yves, Management Problems in United Nations Organisations (London:Pinter Publishers, 1988).

_____, Threats to the International Civil Service
(London: Pinter Publishers,1988).

Cardozo, Michael H. Diplomats in International Cooperation: Stepchildren of the Foreign Service (Ithaca, N.Y.: Cornell University Press, 1962).

Claude, Jr. Iris, L. Swords into Ploughshares: The Problems and Progress of International Organisation, 4th ed., (New York: Random House, 1971).

Cordier, Andrew and Foote, Wilder (eds.), The Public Papers of the Secretaries General of the United Nations, 3 Vols., (New York, London: Columbia University Press, 1969).

Cordier, Andrew., and Harrelson, Max (eds.), Public Papers of the Secretaries General of the United Nations, 3 vols. U Thant 1963-67 and Vol.VIII-U Thant 1968-1971 (New York: Columbia University Press, 1977).

Croswell, Carol McCormick, Protection of International Personnel Abroad: Law and Practice Affecting the Privileges and Immunities of International Organisation (New York: Oceana, 1952).

Goel, S.L., International Civil Service (New Delhi, Sterling, 1984).

- Graham, Norman A. and Jordan, Robert S. (eds.), The International Civil Service -- Changing Role and Concepts (New York, Pergamon Press, 1980).
- Gregg, Robert W., and Barkun, Michael (eds.) The United Nations and its Functions : (London : Van Nostrand Co., 1968)
- Hill, Norman L., International Administration (New York, McGraw Hill, 1931).
- James, Robert Rhodes, Staffing the United Nations Secretariat (Sussex, 1510, 1970).
- Henks, C. Wilfred, International Immunities (London : Stevens, 1961).
- Jordan, Robert S. International Administration - its Evolution and Contemporary application (New York, Oxford, 1971).
- Kapoor, Kanwar Jeet Singh R., Structure, Role, Functions and Jurisprudence of the United Nations Administrative Tribunal (New Delhi, 1979, Thesis (unpublished) submitted to SIS, JNU, 1979).
- King, John K., The Privileges and Immunities of the Personnel of International Organisations, (Odense, Denmark : Standberg, 1949).
- Loveday, A., Reflections on International Administration, (Oxford : Clarendon Press, 1956).
- Langrod, G., The International Civil Service (New York : Oceana Publications, 1963).
- McLaren, Robert I., Civil Servants and Public Policy : A Comparative Study of International Secretariats (Ontario : Wilfred Press, 1980).
- Meron, Theodore, The United Nations Secretariat : The Rules and the Practice (Lexington and Toronto : D.V.C. Health and Co., 1977).
- Pigters, Paul and Myers, Charles A. Personnel Administration (New York, McGraw Hill, 1969).
- Pitt, David and Weiss, Thomas G. (eds), The Nature of United Nations Bureaucratcies (London and Sydney, Croom and Helm, 1986).
- Purves, Chester, The International Administration of an International Secretariat (London, Royal Institute of International Affairs, 1945).

- Ranshofen, Wertheimer and Egon F., The International Secretariat : A Great Experiment in International Organisations (Washington : Carnegie Endowment, 1945).
- Rubinstein, Alvin, Z., The Soviets in International Organisations (Princeton University Press, 1964).
- Russel Ruth B. and Muther J.E., A History of the UN Charter (Washington : The Brookings Institution, 1958).
- Torre, Mottran, (ed), The Selection of Personnel for International Service (New York : World Federation of Mental Health, United States Committee, 1963).
- Tyagi, A.R. International Administration: An Indian Perspective (Delhi) : Metropolitan Book Co., 1969).
- Weiss, Thomas George, International Bureaucracy : An Analysis of the Operations of Functional and Global International Secretariat (Lexington Books, 1975).
- Wriggins, William Howard, and Bock, Edwin A., The Status of the United Nations Secretariat : Role of the Administrative Tribunal (New York : Woodrow Wilson foundation, 1954).
- Young, Tein Cheng: International Civil Service: Principles and Problems (Brussels: International Institute for Administration Sciences, 1956).

Articles

- Alagappan, Alagappa, "The Secretariat: A Staff Point of View", Annual Review, (New York), 1965/56), pp.85-111.
- Amerasinghe C.F. and Bellinger, D. "Non-confirmations of Probationary Appointments". The British Year of International Law, (London), 1983, pp.167-199.
- Bailey, Sydney, D., "The Troika and the Future of the United Nations". International Conciliation (New York), no.538, 1962, pp.3-64.
- Barnes, Roger, "Tenure and Independence in the United Nations". International Civil Service" Journal of International Law and Politics (New York) Vol. 14, no.4, 1982, pp.767-782.
- Chamberlain, Waldo, "Strengthening the Secretariat: Analysis and Proposition". Annuals of the American Academy of Political and Social Science (Philadelphia, Vol.296, November 1954, pp.131-39.
- Cohen, Maxwell, "The United nations Secretariat-Some Constitutional and Administrative Developments", American Journal of International Law (Washington D.C.), Vol.3, July 1955, pp.295-319.

- Cordier, Andrew W. "Motivations and Methods of Dag Hammarskjold" in Paths of World Order, Andrew W. Cordier and Kenneth Maxwell (eds.,) New York, Columbia University Press, 1967, pp.1-21.
- "The Role of the Secretary General", Annual Review (New York), 1960-61, pp.1-14.
- Cox, Robert W. "The Executive Head: An Essay on Leadership in International Organisation", International Organisation, (Boston), Vol.23, no.2, Spring 1969, pp.205-30.
- Crocker, Walter R., "Some Notes on the United Nations Secretariat" International Organisation (Boston), Vol.4, Nov.1950, pp.598-613.
- Dworks, Martin B., "Administrative Matters", Annual Review, (New York) 1954, pp. 174-208.
- Feld, Warner J. and Kilbourne, Lewis B., "UN Bureaucracy: Growth and Diversity", International Review of Administrative Sciences (Brussels), Vol.43, no.4, 1979, pp.321-33.
- Finger, Seymour Maxwell and Hanan, Nina, "United Nations Secretariat Revised", Orbis (Philadelphia) Vol.25, no.1 Spring 1981, pp.197-108.
- Ford, Alan, "The Secretariat in Wortley Ben Alkinson, The United Nations: The First Ten Years, (Manchester): Manchester, University Press, 1957, pp.81-108.
- Friedman, Wolfgana, and Arghyrics, A. Fatouros, "The United Nations Administrative Tribunal" International Organisation (Boston), Vol.2, no.1, Winter 1957, pp.13-29.
- Gadgil, Gangadhar, "The Prolifernation of International Bureaucracy" in Accountability in Development - National and International, Arvind A. Deshpande (cd.) (New Delhi: Vikas, 1982).
- Goodrich, Leyland M. "Geographical Distribution of the Staff of the UN Secretariat", International Organisation (Boston), Vol.16, no.3 Summer 1962, pp.465-82.
- Green, L.C., "The International Civil Servant, His Employer and His State", Transactions (Grotius Society), (London) Vol. 12, no.40, 1954, pp.147-74.
- Hill, Norman L., "The Personnel of International Administration", American Political Science Review (Washington), Vol. 16, no.3 Summer 1962, pp. 465-82.
- Hogg, R.D., "The Secretariat", Annual Review, (New York), 1953, pp.120-37.

- Hosch, L.E., "The Public Administration Division of the United Nations: A Brief History", International Review of Administration (Brussels), No.3, 1964, pp.231-42.
- Honig, F., "The International Civil Service; Basic Problems and Contemporary Difficulties", International Affairs (London), Vol.30, no.2, April 1954, pp.175-85.
- Howe, John M., "The Geographical Composition of International Secretariat", Journal of International Affairs (New York) Vol.2, Spring 1948, pp.46-56.
- Jackson, Willam D., "Political Role of the Secretary- General", Under U. Thant and Kurt Waldheim: Development or Decline? World Affairs (London) Vol.140, pp.3, Winter 1978, pp.230-44.
- Jackson, Elmore, "The Developing Role of the Secretary-General", International Organisation (Boston), no.3/71, Summer 1957, pp.431-45.
- Jenks, C. Wilfred, "Some Problems of an International Civil Service", Public Administration Review (Washington), Vol.3, Spring 1943, pp.93-105.
- Jessup, Philip C., "The International Civil Servant and his Loyalties" Journal of International Affairs (New York), Vol. pp.55-61.
- Jonah, James, O.G., "Independence and Integrity of the International Civil Service: The Role of the Executive Heads and the Role of States", Journal of International Law and Politics (New York), Vol.14, no.4, 1982, pp.841-859.
- Kaplan, Robert, "Some Problems in the Administration of an International Secretariat", Journal of International Affairs (New York), Vol.2 Spring 1948, pp.35-65.
- Kay, David A., "Secondment in the United Nations Secretariat: An Alternative View", International Organisation (Boston), Vol.20, no.1, Spring 1966, pp.35-65.
- Kennedy, Donalad B., "A Note on the Salary, Allowance and Leave System of the UN," Public Administration Review (Washington D.C.), Vol. XI, Summer 1951, pp.199-202.
- Lall, S., "The International Civil Servant", Indian Journal of Public Administration (New Delhi), Vol.2, January 1956, pp.12-19.
- Leuqyel, Peter, "Some Trends in the international Civil Service", International Organisation (Boston), Vol.13, no.4, 1959, pp.520-37.

- L.M., "Some Functions and Problems of the International Civil Servant", Indian Yearbook of International Affairs (Madras), Vol.V, 1956, pp.229-53.
- Masland, John W., "The Secretariat of the United Nations", Public Administration Review (Chicago), Vol.6, Autumn 1945, pp.364-72.
- Meron, Theodore, "the United Nations Common System of Salary, Allowance and Benefits: A Critical Appraisal of Coordination in Personnel Matters", International Organisation, (Boston), Vol.21, 1967, pp.284-73.
- Miron, David, "Tenure, Fixed-term Appointments and Secondments in the United Nations" Journal of International Law and Politics (New York), Vol.4, 1982, pp.783-798.
- Moore, Bernard, "The Secretariat: Role and Functions", Annual Review (New York), 1961, pp.21-31.
- Narasimhan, C.V., "Administrative Changes in the Secretariat", Annual Review (New York), 1961-62, pp.21-31.
- Parry, Clive, "The Secretariat of the United Nations", World Affairs, (London), Vol.4, July 1950, pp.350-64.
- Pelt, Adrian, "Peculiar Characteristics of an International Administration", Public Administration Review, (Washington D.C.), vol.VI, Spring 1946, pp.108-14.
- Preuss, Lawrence, "Immunity of Officers of Employees of the UN of Official Acts, The Ranallo Case", American Journal of International Law and Politics (Washington D.C.), vol.XLI, July 1947, pp.555-78.
- Price, Byron, "Administration: The Secretariat", Annual Review (New York), 1951, pp.104-17.
- Projansky, Somia, "The Internship Program of the UN Secretariat", Journal of International Affairs (New York), vol.2, Spring 1948, pp.24-34.
- Pyman, T.A., "The United Nations Secretary-Generalship: A Review of its Status, Functions and Role", Australian Outlook (Melbourne), vol.15, 15, no.3, December 1961, pp.240-59.
- Reymond, Henry, "The Staffing of the United Nations Secretariat: A Continuing Discussion", International Organisation (Boston), Autumn 1967, pp.751-67.
- _____ , "Salary Problem in the United Nations Service", International Review of Administrative Sciences (Brussels), vol.44, no.3, 1978, pp.243-58.

- _____, "The Coordination of Personnel Policies and Administration in the United Nations System", International Review of Administrative Sciences (Brussels), vol.XLVIII, no.1, 1982.
- Reymond, Henry and Mallick, Sidney, "The International Civil Service Revised", Public Administration Review (Washington), vol.46, no.2, 1986, pp.135-42.
- Schachter, Oscar, "Some Reflections on International Officialdom", International Organization: Law in Movement, Fawcett and Higgins (Eds.), (Oxford University Press, 1973).
- Schwebel, Stephen M., "The International Character of the Secretariat of the United Nations", British Yearbook of International Law (London), col.30, 1953, pp.71-115.
- Scott Frank R., "The World's Civil Service", International Conciliation (New York), pp.446, January 1954, pp.259-320.
- Senghor, J.C., "Administrative Machinery for Handling Staff Grievances regarding Allegations of Discrimination in the United Nations Secretariat", International Review of Administrative Sciences (Brussels), vol.XLVIII, no.1, 1982, pp.1-8.
- Sharp, Walter, R., "International Bureaucratics and Political Development", in Bureaucracy and Political Development Joseph La Palombara (ed.), (Princeton University Press 1963), pp.441-47.
- _____, "The Study of International Administration Retrospect and Prospect", World Politics (Princeton), vol.2, no.1, October 1958, pp/103-1/.
- _____, "Trends in United Nations Administration", International Organization, vol.15, no.3, 1961, pp.393-407.
- Sohn, Louts B., "Due Process in the United Nations", American Journal of International Law (Washington), vol.69, 1975, pp.620-22.
- Srivastava, A.K., "Geographical Distribution of Personnel in the United Nations", Indian Journal of Public Administration (Delhi), vol.3, October 1957, pp.357-70.
- _____, "The Problem of Loyalty in International Organisation", India Quarterly (New Delhi), vol.14, January-March 1958, pp.77-86.



- Stone, Donald C., "An Application of Scientific Management Principles to International Administration", American Political Science Review (Washington D.C.), vol.42, October 1948, pp.915-26.
- _____, "Administrative Achievement in World Organisation", in Perspectives of a Troubled Decade (Lyman Byson, Louis Finkelstein and R.M. Maclver (eds.)(New York: Harper, 1950), pp.423-34.
- Sweetzer, Arthur, "The World's Civil Service", Iowa Law Review, vol.30, May 1945, pp.4/8-83.
- Swift, Richard N. "Personnel Problems and United Nations", International Organisation (Boston), vol.2, no.2, February 1957, pp.228-47.
- Szalai, "The Situation of Women in the United Nations", Unitar News (New York), no.1, 1975.
- Tsien, "The Struggle for the Improvement of the Situation of Women in the United Nations Secretariat", 7 Unitar News (New York), vol.22, no.1, 1975.
- Turner, Bruce, "The Secretariat", Annual Review (New York), 1950, pp.159-77.
- Urquhart, Brian, "Problem of the Secretariat", Annual Review (New York), 1963-64, pp.105-43.
- Weiss, G., "Training an International Civil Services", World Affairs (London), vol.10, January 1945, pp.112-15.
- Whitelaw, Betty, K. "Recruiting Professional Staff for the Secretariat", Annual Review (New York), 1964/65, pp.112-15.
- Wilson, J.V., "Problem of an International Secretariat", International Affairs (London), vol.20, October 1944, pp.542-54.
- Winchmore, Charles, "The Secretariat: Retrospect and Prospect", International Organisation, (Boston), Vol.910, no.3, Summer, 1956, pp.622-39.
- Zacher, Mark, W. "The Secretary-General: Some Comments on Recent Research", International Organization, (Boston), Autumn 1959, pp.932-50.

ANNEXURE I

GLOSSARY OF TECHNICAL TERMS

- Accuracy** Denotes in the general statistical sense the closeness of computations or estimates to the true values.
- Circularity** In the present document, the word circularity is used in the same context as the words downward spiral (see below). In the context of price indices, in statistical terms, the term circularity has an entirely different meaning.
- Downward spiral** The progressive reduction in the standard of housing accommodation for international staff as a result of the use of net rents and housing cost comparisons in the post adjustment system. Under conditions of rising market rents, constraints on post adjustment (freeze) make remuneration levels insensitive to housing cost changes and, consequently, a downward spiral becomes inevitable and self-reinforcing.
- Housing costs** Rents a/ and other related costs paid by international civil servants. These include rent, apportioned costs, electricity, gas, water charges, heating, garbage collection, prorated cost of a cooking stove and refrigerator when not provided by landlord, mandatory taxes by tenants, repairs and repainting, improvements (when necessary to make the dwelling habitable (generally included in government provided housing), security guard, in places where necessary, according to codification of the United Nations security unit, domestic services, in developing countries when more than 70 per cent of eligible staff employ at least a full time maid.
- Housing prices** Rents paid in the local market for housing meeting the standards defined in the present report and taking into account varying durations of occupancy.
- Housing weights** Represents the proportion of the family income spent on rents, utilities and other housing related costs. In the context of the

proposal for the treatment of housing under the current remuneration structure, housing weights can be defined as either: (a) the percentage of total expenditure spent on rent and other housing costs; or (b) the average housing costs reported by staff expressed as a percentage of net base salary plus post adjustment of a staff member at P-4/Step VI with dependants.

Income replacement ratios This term is used in the context of pensionable remuneration and pension entitlements of the Professional and higher categories of staff. Income replacement ratio is defined as the gross pension received upon retirement expressed as a percentage of the net remuneration received while in service.

Indices:

Fisher: The geometric average, or square root of the product, of the Laspeyres and Paasche indices.

Laspeyres: The Laspeyres index is comprised of the average of price ratios of a basket of goods and services, weighted by the consumption pattern of the base city (New York). The average is a weighted arithmetic mean.

Paasche: The Paasche index is comprised of the average of price ratios of a basket of goods and services, weighted by the consumption pattern of the target duty station. The average is a weighted harmonic mean.

Market prices Rents paid in the local market for housing leased within the last six months' leases of for one year or more and meeting the standards defined in the present report. b/

Modified ECPA formula Under the modified ECPA formula, respondents in a present and preceding survey are grouped into four categories:

(a) Those in the same dwelling with unchanged rent;

(b) Those in the same dwelling with changed rent;

(c) Those who moved to another dwelling;

(d) Newcomers.

For those in category (b), the rent index was calculated as a simple arithmetic average of individual rent ratios. For those in category (c), the rent index was calculated by comparing the new rents with averages for the same dwelling sizes in the previous year.

For newcomers, defined as current respondents who arrived at the duty station within the 12 months from the survey date and who were renters at that date, rent ratios were calculated by dwelling size. These ratios were based on a comparison of average rents between current newcomers at the time of the preceding survey. Rent ratios were then average by a weighted arithmetic average using the distribution of newcomers at the date of the preceding survey as weights. First-time reporters, defined as those who reported in the current survey for the first time and who were not newcomers, were treated in the same manner as newcomers.

Non-respondents were assumed to have unchanged rents. However, staff on official mission and on leave for an extended period were excluded from the calculation.

Home-owners were excluded from the comparison when they returned the required questionnaires duly completed. Otherwise, they fell into category (a) above, i.e., they were considered as renters with unchanged rent.

The final rent index was calculated as a weighted arithmetic average of rent indices for the categories mentioned above.

Modified Walsh
index

The Walsh index is a multilateral index of a comparison of prices among several duty stations. One duty station is selected as a base. The original formula is a geometric average of price ratios between each duty station and the base, weighted by the average weights of all countries involved in the exercise. The modified Walsh index approved for calculation of new place-to-

place cost-of-living indices uses, for purpose of weights calculation, only weights of headquarters duty stations and Washington.

Out of area price

The out-of-area index represents the dollar-based average index inflation in a certain number of countries and is used to measure the price movement of goods and services purchased outside the country of assignment by international staff. The out-of-area index used for calculating post adjustment indices in all duty stations until August 1987 and up to September 1989 in New York and Washington, was based on cost-of-living and exchange rate changes in about 50 countries with convertible and non-convertible currencies. Since September 1987 an out-of-area index based on 21 countries with convertible currencies has been used for calculating post adjustment indices.

Place to place comparisons

A place-to-place survey provides the benchmark information for the calculation of post adjustment indices in each duty station. All place-to-place comparisons provide a weighted average of relative levels of prices of selected items after taking into account the expenditure pattern of international staff.

Random sample

A random sample is one drawn so that the probability of selection of every element in the population is known a prior.

Remuneration

The scales of salaries and post adjustment amounts for the Professional and higher categories of staff in effect through 30 June 1990 were such that when the local currency at a duty station outside the United States appreciated vis a vis the United States dollar, losses in take-home pay in local currency terms were experienced by staff. When the local currencies depreciated vis a vis the United States dollar, gains in take-home pay in local currencies resulted. In order to minimize these losses and gains the Commission had approved a system of remuneration correction factors. The system applied until 30 June 1990 at duty stations in Canada, Japan, CFA franc countries and in European duty stations with hard currencies. The application of RCFs was discontinued from 1

July 1990 with the introduction of the revised salary scale.

Rent:

Gross Actual rents paid by international civil servants without an adjustment for any rental subsidy received.

Net Actual rents paid by international civil servants less any element of rental subsidy received.

Rental subsidy Payment to a staff member of a portion of rent where rents are excessive according to established criteria. A portion of the difference between an established percentage of a staff member's take-home pay and a reasonable maximum rent for an apartment suitable to his family size is paid as a rental subsidy. At headquarters, the subsidy is currently limited to five years and the portion of the rent subsidized diminishes over time. There is no time limit in the field and the portion of rent subsidized does not decrease over time.

Sample design A set of rules or specifications, determined before any data are collected, for obtaining a sample from a given population.

Sampling error That part of the error of an estimator owing to the fact that the estimator is obtained from a sample rather than a 100 per cent enumeration using the same procedures. It is distinct from errors caused by imperfect selection, bias in response or estimation, errors of observation and recording, etc.

Sample size The sample size is determined by applying the rules defined in the sample design to some known characteristics of the population in order to achieve a desired level of reliability with a specified degree of confidence. In the case of expenditure surveys, the known characteristic is the income of the staff member according to the Professional level, step and dependency status.

Seasonal variation Relates to the effect on prices of sessional factors operating from the demand as well as from the supply side, such as change in seasons, special holidays, school vacations,

etc. It is an indication of any kind of variation of a periodic nature that occurs within a year.

Standard deviation It is a measure of the spread in a set of observations. For example, if all the values in a population were identical, each deviation from the mean (average) would be zero and the standard deviation would thus be equal to zero, its minimum value. If on the other hand the items were dispersed more and more widely from the mean, the standard deviation would become larger and larger.

Threshold The subsidy or supplement threshold is the average of gross rent to average income ratios at a duty station, increased by a margin.

STATUTE OF THE ICSC

CHAPTER I. ESTABLISHMENT

Article 1

1. The General Assembly of the United Nations establishes, in accordance with the present statute, an International Civil Service Commission (hereinafter referred to as the commission) for the regulation and coordination of the conditions of service of the United Nations common system.

2. The Commission shall perform its functions in respect of the United Nations and of those specialized agencies and other international organizations which participate in the United Nations common system and which accept the present statute (hereinafter referred to as the organization).

3. Acceptance of the statute by such an agency or organization shall be notified in writing by its executive head to the Secretary-General.

CHAPTER II. COMPOSITION AND APPOINTMENT

Article 2

The Commission shall consist of fifteen members appointed by the General Assembly, of whom two, who shall be designated Chairman and Vice-Chairman respectively, shall serve full-time.

Article 3

1. The members of the commission shall be appointed in their personal capacity as individuals of recognised competence who have had substantial experience of executive responsibility in public administration or related fields, particularly in personnel management.

2. The members of the commission, no two of whom shall be nationals of the same state, shall be selected with due regard for equitable geographical distribution.

Article 4

1. After appropriate consultations, with member states, with the executive heads of the other organizations and with staff representatives, the Secretary-General, in his capacity as Chairman of the Administrative Committee on Co-ordination, shall compile a list of candidates for appointment as Chairman, Vice-Chairman and members of the commission and shall consult with the advisory committee on Administrative and Budgetary Questions before consideration and decision by the General Assembly.

2. IN the same way, the names of candidates shall be submitted to the General Assembly to replace members whose terms of office have expired for who have resigned or otherwise ceased to be available.

Article 5

1. The members of the commission shall be appointed by the General Assembly for a term of four years and may be reappointed. Of the members initially appointed, however, the terms of five members shall expire at the end of three years, and the terms of five other members at the end of two years.

2. A member appointed to replace a member whose term of office has not expired shall hold office for the remainder of his or her predecessor's term.

3. A member of the commission may resign on giving three months notice to the Secretary-General.

Article 6

1. The Commission shall be responsible as a body to the General Assembly. Its members shall perform their functions in full independence and with impartiality; they shall not seek or receive instructions from any Government, or from any secretariat or staff association of an organization in the United Common System.

2. No member of the commission may participate in the deliberations of any organ of the organization on any matter within the competence of the Commission unless the Commission has requested him or her to do so as its representative. Nor shall a member of the commission serve as an official or consultant of any such organization during his or her term of office or within three years of ceasing to be a member of the commission.

Article 7

1. No appointment of a member of the commission can be terminated unless, in the unanimous opinion of the other members, he or she has ceased to discharge the duties in a manner consistent with the provisions of the present statute.

2. Notification thereof to the Secretary-General by the Commission shall make the place vacant.

Article 8

1. The Chairman shall direct the work of the Commission and its staff.

2. If the Chairman is unable to act, the Vice-Chairman shall act as Chairman.

3. For the purposes of the Convention on the privileges and Immunities of the United Nations, the Chairman and the Vice-Chairman of the Commission shall have the status of officials of the United Nations.

CHAPTER III. FUNCTIONS AND POWERS

Article 9

In the exercise of its functions, the commission shall be guided by the principle set out in the agreements between the United Nations and the other organizations, which aims at the developemnt of a single unified international civil service, through the application of common personnel standards, methods and arrangements.

Article 9

The commission shall make recommendations to the General Assembly on:

(a) The broad principles for the determination of the conditions of the service of the staff;

(b) The scales of salaries and post adjustments for staff in the Professional and higher categories;

(c) Allowances and benefits of staff which are determined by the General Assembly;¹

(d) Staff assessment.

Article 11

The Commission shall establish:

(a) The methods by which the principles for determining conditions of service should be applied;

(b) Rates of allowance and benefits, other than pensions and those referred to in article 10(c), the conditions of entitlement thereto and standards of travel;

(c) The classification of duty stations for the purpose of applying post adjustments.

Article 12

1. At the headquarters duty stations and such other duty stations as may for time be added at the request of the Administrative Committee on Co-ordination, the Commission shall establish the relevant facts for, and make recommendations as to, the salary scales of staff in the general Service and other locally recruited categories.

2. Notwithstanding the provisions of paragraph 1 above, the executive head or heads concerned, after consultation with the staff representatives, may request the commission to determine the salary scales at a particular duty station instead of making a recommendation. The salary scales so determined shall apply to all staff in the same category at the duty station.

3. In exercising its function under paragraph 1 and 2 above, the Commission shall, in accordance with article 28, consult executive heads and staff representatives.

4. The commission shall determine the date or dates on which it can assume the functions set out in this article.

Article 13

The Commission shall establish job classification standards for all categories of staff in fields of work common to several of the organizations. It shall advise the organizations on the development of consistent job classification plans in other fields of work.

Article 14

The Commission shall make recommendations to the organizations on:

- (a) Standards of recruitment;
- (b) The development of recruitment sources, including the establishment of central rosters of qualified candidates, particularly at junior entrance levels;
- (c) The organization of competitive examinations or alternative selection procedures;
- (d) Career development, staff training programmes, including inter-organization programmes, and evaluation of staff.

Article 15

The Commission shall make recommendations to the organizations on the development of common staff regulations.

Article 16

The Commission may, after appropriate consultations, make such recommendations to the organizations on other matters as it may consider necessary to achieve the purpose of the present statute.

Article 17

The Commission shall submit an annual report to the General Assembly, including information on the implementations 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.

Article 18

1. The Commission shall establish policies and shall formulate guidelines with respect to all matters for which it has responsibility under this statute. In particular, it shall formulate recommendations under article 10 concerning the system of salaries and allowances and conditions of service; adopt the annual report under article 17; propose its budget estimates under article 21; and adopt its rules of procedure under article 29.

2. Within the aforesaid policies and guidelines, the Commission may delegate to its Chairman, Vice-Chairman, or to any other member or members responsibility for carrying out specific functions under the statute other than those enumerated above. The Chairman, Vice-Chairman or the member or members concerned shall be responsible to the Commission for the discharge of the function delegated to them and shall report to the Commission thereon.

CHAPTER IV. ADMINISTRATIVE, BUDGETARY AND FINANCIAL ARRANGEMENTS

Article 19

1. The conditions of service of the chairman and the Vice-Chairman of the Commission shall be determined by the General Assembly.

2. Other members of the Commission shall be entitled only to travel and subsistence expenses in accordance with the rules established by the General Assembly for members of organs and subsidiary organs of the United Nations serving in their individual capacity.

Article 20

1. The Commission shall have a staff as provided in the budget approved by the General Assembly.

2. The staff, selected in accordance with the provisions of Article 101, paragraph 3, of the Charter of the United Nations, shall be appointed by the Secretary-General after consultation with the Chairman of the Commission and, as regards senior staff, with the Administrative Committee on Co-ordination. All staff shall be appointed after appropriate selection procedures. In carrying out their duties, they shall be responsible to the Chairman and shall be removable only after consultation with him or her.

3. Subject to paragraph 2 above, the staff of the Commission shall be regarded for administrative purposes as officials of the United Nations, which shall provide the necessary administrative facilities for them.

4. Within the relevant budgetary provisions, the Commission may employ such experts and auxiliary staff as it may deem necessary.

Article 21

1. The Secretary-General shall provide such office and conference facilities as the Commission may require.

2. The budget of the Commission shall be included in the regular budget of the United Nations. The budget estimates shall be established by the Secretary-General, after consultation with the Administrative Committee on Co-ordination on the basis of proposals by the Commission.

3. The expenditure on the Commission shall be shared by the organisations in a manner to be agreed by them.

Article 22

The seat of the Commission shall be New York, United States of America.

CHAPTER V, PROCEDURE

1. The Commission shall meet at least once every year.

2. The meetings of the Commission shall be held in private.

Article 24

1. Recommendations of the Commission under article 10 shall be communicated by the Secretary General of the United Nations to the executive heads of the other organization.

2. The decisions taken thereon by the General Assembly shall be communicated by the Secretary General to the executive heads of the other organizations for action under their constitutional procedures.

3. The executive head of each organization shall inform the Commission of all relevant decisions taken by governing organ of his organization.

4. The recommendations under paragraph I above shall be communicated to staff representatives.

Article 25

1. Decisions of the Commission shall be promulgated under the signature of the Chairman and transmitted to the executive heads of the organizations concerned. If they affect the interests of the staff, they shall also be transmitted to staff representatives.

2. The organization concerned shall be notified of the principal reasons for each decision.

3. The decisions shall be applied by each organization concerned with effect from a date to be determined by the Commission.

Article 26

The Commission, in making its decision and recommendations, and the executive heads, in applying them, shall do so without prejudice to the acquired rights of the staff under the staff regulations of the organizations concerned.

Article 27

The Commission may, with the approval of the General Assembly, establish subsidiary bodies for the purpose of carrying out particular tasks within its competence. The Commission may make arrangements with one or more of the organizations whereby they will carry out, on its behalf, functions of fact-finding and analysis.

Article 28

1. The Commission shall be given such information as it may require from the organizations for the consideration of any matter under examination by it. It may request from any organization or from staff representatives written information, estimates or suggestions in regard to such matters.

2. Executive heads of the organizations and staff representatives shall have the right, collectively or separately, to present facts and views on any matter within the competence of the Commission. The manner in which this right

shall be exercised shall be set out, after consultations with executive heads and staff representatives, in the rules of procedure established under article 29.

Article 29

Subject to the provisions of the present statute, the Commission shall establish its rules of procedure.

Article 30

The present statute may be amended by the General Assembly. Amendments shall be subject to the same acceptance procedure as the present statute.

Article 31

1. An organization may not withdraw its acceptance of the statute unless it has given to the Secretary-General of the United Nations two years' notice of its intention to do so.

2. The Secretary-General shall bring any such notice to the attention of the General Assembly and, through the executive heads concerned, to that of the legislative organs of the other participating organizations.



1605