



**Administrative Committee
on Co-ordination**

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**REPORT OF THE SEVENTY-SEVENTH SESSION
OF THE CONSULTATIVE COMMITTEE ON ADMINISTRATIVE QUESTIONS
(PERSONNEL AND GENERAL ADMINISTRATIVE QUESTIONS)**

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REPORT OF CCAQ(PER) ON ITS SEVENTY-SEVENTH SESSION

INTRODUCTION

1. The Consultative Committee on Administrative Questions (Personnel and General Administrative Questions) held its seventy-seventh session from 6 to 23 July 1992 at the Headquarters of the International Maritime Organization (IMO), in London. Members of the Committee also attended the thirty-sixth session of the International Civil Service Commission (ICSC), which took place from 13 July to 7 August 1992.

2. The session was attended by representatives of member organizations, the ICSC secretariat, the United Nations Joint Staff Pension Board (UNJSPB), the Federation of International Civil Servants' Associations (FICSA) and the Co-ordinating Committee for Independent Staff Unions and Associations (CCISUA). The list of participants is attached in annex I.

3. Mr. Paul Rolian (GATT), Chairman of the Committee, presided over the meeting.

4. Mr. Roger Jones, Director, IMO Administrative Division, welcomed members to London on behalf of the Secretary General of the IMO and briefly described the work of the organization.

5. The agenda as adopted by the Committee is contained in annex II.

6. The attention of the Administrative Committee on Co-ordination and of the Organizational Committee is drawn to the issues listed hereunder; these are discussed in more detail in the report. The purpose here is to provide a short review of CCAQ's discussion, together with ICSC's conclusions on each issue, as appropriate:

- (a) *The common system: ACC decision 1991/19 on new approaches to conditions of employment of staff in the Professional and higher categories (paras.7-17)*

Pursuant to ACC's decision at its April 1992 session, CCAQ proposed that ICSC recommend to the General Assembly increases of 3 and 5 per cent at the D.1 and D.2 levels, respectively. ICSC did not endorse the proposal at this stage. In April, ACC had also endorsed a proposal to study further the introduction of special pay systems. CCAQ considered the report of an informal working group of five organizations which had been constituted for this purpose. CCAQ noted in this connection that two approaches were being used by the comparator to combat the inadequacy of the remuneration levels of

the US General Schedule - agency-wide pay rates and occupational rates. The working group concluded that a scheme which allowed for agency differentials had less drawbacks than the introduction of occupational differentials or rates, but could support either approach which would take some account of the competition with other international organizations. Some organizations remained opposed to either alternative. ICSC decided to inform the General Assembly that it was of the view that special occupational rates could be introduced in the common system as a means of addressing recruitment and retention problems for some technical fields. It invited the General Assembly to endorse this approach in principle.

(b) *Base/floor salary scale (paras. 18-19)*

In furtherance of ACC's decisions in 1990 and 1991, CCAQ again impressed upon the Commission the importance of updating the base/floor scale on an annual basis. ICSC was informed by its secretariat that an increase of 6.9 per cent in the base/floor salary level was justified and agreed to present this recommendation to the General Assembly. If approved, the increase would be effective from 1 March 1993.

(c) *Procedure for the determination of the cost-of-living differential between New York and Washington, D.C. (paras. 25-27)*

The measurement of the difference in cost of living between New York and Washington is a key element in the calculation of the net remuneration margin between the United States and the United Nations civil services. CCAQ has on numerous occasions expressed reservations about the representativeness of the housing comparison in the cost-of-living measurement. It therefore welcomed the results of a study by an authoritative US consultant, which developed a new methodology for all aspects of this cost-of-living comparison. ICSC has accepted the new methodology subject to further refinements to the parameters used. The consequences of the results of the new methodology could significantly reduce the margin.

(d) *Use of special rates as an integral part of compensation for the comparator civil service (paras. 28-31)*

Additional material presented by the ICSC secretariat reinforced ACC's position that the special rates applied in 11 US agencies should be included in the computation of the margin. ACC had asked ICSC to review whether it was appropriate to average these rates into the margin calculation or rather to view them in the light of the overall Noblemaire comparison and use them as the points of comparison with the comparator service. CCAQ urged the

Commission to take action in this regard at its current session. ICSC decided not to include these special pay rates in any form in the margin computation at the present time.

- (e) *Review of the methodology for surveys of best prevailing conditions of employment at headquarters' duty stations* (paras. 32-39)

In reaffirming the Flemming Principle, CCAQ also confirmed its satisfaction with the current methodology for the surveys of best prevailing conditions of employment at headquarters' duty stations. It acknowledged, however, that within the framework of the Flemming Principle there could be room for refinements. ICSC also reaffirmed the Flemming Principle and approved some 50 separate decisions for changes in the methodology. Possibly the most important of the changes are those which increase the minimum number of clerical and support employees for each comparator from 50 to 100 and which discontinue the inclusion of the language factor (currently applied in Vienna and Rome) in the quantification of comparator employers' remuneration.

- (f) *Comprehensive review of the pensionable remuneration for the General Service and related categories* (paras. 42-47)

In considering the report of the tripartite working group established to review various approaches to the determination of pensionable remuneration for the General Service and related categories, CCAQ acknowledged that there were some problems with the current methodology. It further concurred with the general thrust of the guidelines put forward on this subject by the representatives of the executive heads at the Pension Board meeting. ICSC decided to make two changes to the methodology, which are to be introduced with effect from 1 January 1994 and, in the interim, to study both the non-pensionable elements of General Service salaries and the possibilities of moving towards a single scale of staff assessment for both the General Service and Professional categories.

- (g) *Pension arrangements outside the Pension Fund for ungraded officials* (paras. 48-51)

CCAQ considered that the proposals put forward by a group of three former executive heads could constitute one alternative among others for the determination of pension arrangements for elected ungraded officials who were not participants in the Pension Fund. ICSC concluded that consideration might be given (i) to an approach which would add a percentage to the pension benefit which would have accrued had the official been a participant in the Fund or (ii) to a procedure which would enable the officials in question to

make their own pension arrangements. ICSC also concluded that "such arrangements should be made in such a manner that there would be comparability among this group of officials and, at the same time, there should be a measure of comparability between the pension benefits of these officials and those of similarly situated officials who are participants in the Pension Fund".

(h) *Review of the level of the education grant (paras. 54-66)*

The Commission formally approved the revised methodology designed by CCAQ for biennial reviews of the adequacy of the education grant levels and for their adjustment. On the basis of this methodology, which differentiates the amount of the grant according to 17 separate currency areas, CCAQ proposed to ICSC increases in the maximum admissible reimbursement levels of 18.18 per cent for the US dollar, 25.3 per cent for the Pound sterling, 13.21 per cent for the Dutch guilder, 11.11 per cent for the Finnish markka and 16.9 per cent for the Italian lire. ICSC accepted CCAQ's proposals as presented and decided to forward them to the General Assembly.

(i) *Note for ACC on remuneration levels of other international organizations*

In response to ACC's request, the ICSC secretariat provided ICSC with a document similar in content to that which had been presented to CCAQ's seventy-sixth session (ACC/1992/PER/R.4 and Add.1) which compared UN remuneration levels with those of the World Bank, the EC and the Co-ordinated Organisations. The Commission considered that comparisons with other international organizations were outside the scope of the Noblemaire Principle. It noted, however, that its secretariat had concluded that some international organizations paid higher net remuneration levels than those of the common system.

REMUNERATION OF THE PROFESSIONAL AND HIGHER CATEGORIES

(a) The common system: ACC decision 1991/19 on new approaches to conditions of employment of staff in the Professional and higher categories

7. At its second session in 1991, ACC had addressed a statement on personnel matters to the General Assembly (ACC 1991/18) and had decided on procedures for the further development of new approaches to the conditions of employment of staff in the Professional and higher categories (ACC 1991/19). Both the decision and the statement had called on CCAQ to carry out further work in the area of (a) the effective margin between United Nations and United States remuneration at the D-1 and D-2 levels; (b) a comparative study

(jointly with ICSC) of the employment conditions prevailing for staff at equivalent levels in the World Bank group, the IMF, OECD, EC and similar institutions; and (c) the development of the concepts and technical aspects of implementation of the new approaches to the conditions of employment of staff in the Professional and higher categories. At ACC's session in April 1992 it had further invited "CCAQ to pursue its studies of the introduction of an additional grade in the salary scale (and) in the meantime, to propose to the General Assembly, through ICSC, increases of 3 and 5 per cent at the "D" levels of the salary scale ..." (ACC/1992/2/Add.1).

(i) *Structure of the salary scale*

8. Pursuant to ACC's decision at the April 1992 session, and based on the report of a working group to the Committee's seventy-sixth session, document ACC/1992/PER/R.14 was presented to the Committee for submission to the ICSC at its current session in response to the ACC decision to propose adjustments in the scale at the D.1 and D.2 levels of 3 and 5 per cent, respectively.

9. The Committee agreed to put forward the proposals to ICSC at its current session. The January 1992 margins at levels P.1 through P.5 (calculated on the basis of regressed salary data and after adjustment for cost-of-living between Washington and New York) ranged from 52.6 to 12.2 per cent, at levels D.1 and D.2 they dropped to 9.1 and 6.7 per cent, respectively. It was noted that if unregressed salary data were used, the margin differences were even more marked - 3.7 per cent at D.1 and 5.0 per cent at D.2. When the measurement was first made for the period October 1978 to September 1979, the D.1/I margin - before adjustment of the cost-of-living ratio - was 119.2 as compared with 118.4 at P.1/I, 118.7 at P.2/I, 119.6 at P.3/I, 121.7 at P.4/I and 122.6 at P.5/I. It was supposed that this change in the margin at the top of the scale was largely due to a trend in the comparator's service to give relatively larger annual increases to SES positions than to staff in the General Schedule. At a time when increased emphasis was being placed on the need for strengthening managerial responsibilities, it was important that their remuneration should be at an appropriate level.

10. It was also noted that increasing the differentials at the top of the scale provided long-term advantages both for the eventual over-all improvement of the salary scale and for the introduction of an additional grade into the scale.

11. The Committee agreed to include these arguments in putting forward proposals for increases of 3 and 5 per cent at the D.1 and D.2 levels,

respectively, before ICSC at its current session. The estimated cost of the proposals was US\$ 5,869,110. While, in this context, no other changes to the scale would be suggested at this stage, it would return to the matter of an additional grade in the scale in 1993.

(ii) *Report of the informal working group on special pay systems*

12. In document ACC/1992/PER/R.14/Add.1, the Committee considered a report of the informal working group constituted in accordance with a decision at its March 1992 session, endorsed by ACC, to study further the option of special pay systems, including the consequences of such an option in terms of margin computation. Comprised of organizations favouring the introduction of special pay systems in some form, the working group had met in Vienna on 3 and 4 June 1992. The working group's deliberations had followed the Committee's review of (a) a number of documents dealing with developments in the comparator civil service;¹ (b) submissions made to ACC by a group of six organizations concerned to find new approaches to the conditions of employment of staff in the Professional and higher categories;² and (c) a report to IAEA's Board of Governors in 1991.³

13. The working group had concentrated on two approaches which were being made use of by the comparator to combat the inadequacy of the remuneration levels of the General Schedule: special pay scales applicable at the level of agencies and special pay rates applicable to certain occupational groups. Special pay scales had been introduced by a number of US federal agencies which had been allowed to depart from the General Schedule because of their specificity and need to be more responsive to the labour market. Special occupational rates had been applied for many years by the comparator for particular occupational groups where it considered it was indispensable to compensate some professions more than others in the light of local labour market conditions. The working group had underlined the need to preserve a balance between a salary system which was still common whilst enabling that system to respond to the specific needs of organizations as reflected in the General Assembly's resolution 46/191. As organizations were required to

¹ ACC/1991/PER/R.15, ACC/1992/PER/R.3 and R.3/Add.1, ICSC/34/CRP.6 and ICSC/35/R.4.

² see CCAQ(PER)/76/INF.1.

³ GOV/INF/608 of 16 April 1991.

perform ever-increasing technical, specialized tasks, their situation was analogous to that of the comparator which had prompted the introduction of such "new approaches". Furthermore, specialized agencies often competed for expertise with other international and regional organizations for highly skilled staff. The basic characteristics of the salary scale should be retained by enabling individual agencies to grant non-pensionable net remuneration differentials. The group had examined the pros and cons of two options, agency differentials and occupational differentials, and had concluded that, in general, agency differentials offered the least drawbacks. The introduction of either approach would affect the UN/US margin level; the agency differential or the occupational differential would have to be included in full or totally excluded from the margin computation. In either event, the margin would increase.

14. The need for such solutions was supported by some organizations; others felt, however, that they undermined the principle of equal pay for work of equal value. While under the agency differential, this principle would be applicable within an individual organization, it would be breached at the intra-organizational level for those occupations which were common to all agencies and could spur competition within the common system. Moreover, as increasing demands were being placed on all organizations, such approaches risked attenuating the efforts directed at global improvements to the salary system. It could undermine the cohesiveness of the common system. Some organizations who preferred occupational differentials over agency differentials, considered it premature to put forward a formal position to ICSC before further study.

15. Organizations supporting the new approaches considered they were an appropriate response to their needs and fully in keeping with practices of the comparator, especially where those needs were analogous to those of the comparator. They were experiencing significant recruitment and retention problems in areas requiring specialized and high-level technical expertise, and their executive heads, and in some instances their governing bodies, had issued instructions to pursue the matter. ACC had also given its endorsement to the development of these new approaches.

16. A paper of the ICSC secretariat (ICSC/36/CRP.10) which dealt with the possible introduction of occupational rates in the common system was also examined. The Committee recalled that a number of organizations remained opposed to the introduction of occupational rates and whatever comments it made to ICSC had to be seen in that context. The Committee doubted the validity of using the common classification of occupational groups for

identifying occupations for the purpose of paying occupational rates. Rather, the occupational rates should be applied to all jobs which required qualifications and experience in the given occupational field. Concerning the criteria for determining the occupations to which special rates might apply, the Committee felt that these should be based on comparison with the relevant labour markets both in the comparator country and in regional or other international organizations with which the United Nations system competed for expertise. In terms of the structure of special pay, the comparator's system of utilizing extra steps was not favoured. Furthermore, the maintenance, increase or elimination of such special pay should be based on regular monitoring by the Commission. The Committee felt that such special pay would not constitute an acquired right.

17. The Committee decided that it should present to the current session of ICSC the report of the informal working group while noting that it did not represent the position of all organizations in CCAQ.

(b) Base/floor salary scale

18. In its note ICSC/36/R.9, the Commission secretariat reviewed the current level of the base/floor salary in the light of changes in the level of remuneration of the comparator system which became effective on 1 January 1992. It was recalled that, following the Commission's reviews of the base/floor salary levels in both 1990 and 1991, the General Assembly had revised its level effective 1 March 1991 and 1 March 1992, respectively. A shortfall between the UN and US base/floor salaries which had existed since 1990 when the initial base/floor had been established had nonetheless not been completely overtaken. Thus, the current difference of 6.9 per cent comprised a 4.2 per cent increase granted to the US federal civil service in January 1992 and a balance of 2.7 per cent representing the residual shortfall.

19. In conformity with the position it had repeatedly put forward for the systematic updating of the base/floor, which had been forcefully upheld by ACC, the Committee expressed its full support for the proposals to increase the base/floor salary scale by 6.9 per cent with effect from 1 March 1993. The importance of maintaining the linkage between the base/floor salary and the mobility and hardship scheme, and therefore the regular updating of the former was emphasized.

(c) Evolution of the margin between the net remuneration of the United States federal civil service and that of the United Nations system

20. In document ICSC/36/R.3, the ICSC secretariat provided an updated report on the level of the US/UN net remuneration margin. As a result of a faster than anticipated movement of the out-of area component, post adjustment multiplier 51.6 rather than 49.0 (as had been reported in March 1992), was projected for New York effective 1 November 1992. An updated figure of 10.5 per cent for the average New York/Washington cost-of living differential had also been applied. On this basis, the margin forecast for 1992 was 117.6 and the average margin for the period 1990-92 was 117.8. No particular action appeared to be called for at this stage in management of the margin.

21. Taking note of the estimate, the Committee concurred that no action was called for at this stage in respect of the management of the margin. The Committee also observed that the forecast did not take account of any potential change which could result from the inclusion of the eleven additional pay systems referred to in document ICSC/36/R.7; nor did the estimate take account of the possible inclusion of bonuses and performance awards which had become significant elements in the comparator's pay structure. Together, these two elements - if approved - could lead to a decrease in the margin of approximately two percentage points. A further element that would need to be considered in the context of the margin computation was the consultant's report on the cost-of-living differential between New York and Washington, which was contained in document ICSC/36/R.6.

(d) Operation of the rental subsidy scheme:
review of eligibility criteria

22. In document ICSC/36/R.5, the ICSC secretariat re-examined proposals for the revision of the conditions governing eligibility for rental subsidy payments which the Commission had partially considered at its thirty-fifth session as part of its review of the functioning of the rental subsidy scheme. The Commission had deferred decision on the revision of the eligibility criteria pending receipt of further information.

23. The proposals for the revision of the eligibility criteria were in fact largely based on recommendations brought forward to the thirty-second session of ICSC by a working group in which CCAQ had participated. The latest ICSC document reflected the views expressed at the last session of the Commission and the views which the ICSC secretariat had obtained from organizations and staff thereon. The Committee, at its last session, had supported the general

intent of the expanded eligibility criteria, but had suggested that they should be framed with special care to avoid any ambiguity. Four issues were specifically highlighted in the latest document: (a) change in accommodation owing to change in family size; (b) change in accommodation as a result of deterioration of security in the current location; (c) moving to housing of an acceptable standard from sub-standard accommodation; and (d) force majeure situations to take account of rental subsidy in cases where unreasonable rent increases resulted in rent to income ratios above the threshold levels.

24. The Committee agreed with the general thrust of the ICSC paper and confirmed that, for the present, the organizations, as a whole, did not favour the extension of the seven-year limit on the payment of rental subsidies to allow for changes in family size. The United Nations reserved its position with respect to the Committee's current conclusions on the eligibility criteria on the basis that they reversed the Committee's previous recommendations on the matter. On the other hand, the organizations favoured a liberalization in the provisions for force majeure, namely that there should be a possibility of receiving rental subsidy in those cases where unreasonable rent increases result in rent to income ratios above threshold levels. As for cases where staff members were forced to change their accommodation as a result of deteriorating security, the Committee reiterated what it had said at its last session, namely that in the absence of agreed standards, difficulties of application might arise. Organizations would, if this measure were approved, work together in those locations which might be affected to determine appropriate administrative arrangements to deal with such cases as might arise.

(e) Procedure for the determination of the COL differential between New York and Washington, D.C.

25. Document ICSC/36/R.6 provided the outcome of the study undertaken by an outside consultant, Runzheimer International, to measure the cost of living between New York and Washington, D.C. The consultant was recognised as expert in this area and had been retained by a number of United States government agencies to carry out similar studies. Based on the conceptual framework and data collected and analysed, the consultant found the cost-of-living differential to be significantly higher at 116.1 than the 110.5 as determined under the current methodology.

26. The inherent weakness in the approved methodology was the utilization of the post adjustment index in the determination of the cost-of-living differential. Specifically, the measurement of rents was the main problem; there were very few renters (31) among the international staff in Washington,

D.C. To the extent that the cost-of-living differential, as currently applied, was designed to "bring to New York" United States federal civil service net salaries, it was appropriate to use the expenditure patterns of the United States federal civil servants for the measurement of the differential. The conceptual framework applied by the consultant was therefore designed to measure the cost of living of a United States federal civil service staff member in Washington (before recruitment to New York) and in New York (after recruitment). The methodology developed by the consultant: (a) related to domestic expenditure patterns; and (b) provided a measurement of housing related to nearly 1,000 observations in Washington, D.C. and over 1,300 in New York. As it reflected external data, it avoided any common system bias (eg. the "circularity syndrome").

27. The Committee welcomed this study. It also recalled that on numerous occasions it had expressed reservations concerning the representativeness of the Washington sample which formed the basis for the housing comparison. The consequences of the results of this study, if adopted, were considerable, and included a significant reduction in the margin. The Committee considered that this aspect of the study should be clearly brought before the Commission. In view of its highly technical nature, CCAQ considered it desirable that the consultant be invited to the Commission's current session in order to respond to any queries.

(f) Use of special rates as an integral part of compensation for the comparator civil service (For related issues see also under Report of the informal working group on special pay systems, paras 12-17)

28. In document ICSC/36/R.7, the ICSC secretariat provided additional information on the supplemental grade equivalency study between the comparator and the United Nations system and the net remuneration margin comparisons based thereon. This additional information related specifically to the 11 United States government agencies and pay systems proposed for inclusion in comparisons, together with the Washington area differentials paid by some of these agencies; the document also provided further information on the use of bonuses and performance awards in all US pay systems.

29. At the Commission's thirty-fifth (March 1992) session, the Committee had fully supported the inclusion in the computation of the margin of the special rates applied in the 11 US agencies, together with the Washington, D.C. differentials. Whilst the new material amplified that which had been made available and reinforced the proposals which had been made at that time, it did not change them. The Committee regretted, therefore, that it had proved

necessary to reconsider this issue at the Commission's current session.

30. The Committee went on to question, as ACC had done, whether it was appropriate to average these rates into the margin calculation or rather to view them in the light of the overall Noblemaire comparison and use them as the points of comparison with the comparator service. ACC had specifically requested ICSC to review this aspect of the matter and the Committee would ask the Commission to take action in this regard at its current session.

31. As to the question of the inclusion of bonuses and performance awards in the margin computation, the Committee reiterated the conclusions reached at its last session that these payments were a normal feature of both the General Schedule and the other pay systems of the comparator and that they should therefore properly be included in the margin comparison.

REMUNERATION OF THE GENERAL SERVICE AND RELATED CATEGORIES

- (a) Review of the methodology for surveys of best prevailing conditions of employment at headquarters' duty stations

32. Following a decision of ICSC at its thirty-fifth session, three members of CCAQ had participated in a working group that was mandated to report to the Commission at its current session its views on the Flemming Principle, the modalities for its application and the survey methodology. Where revisions were required, these were to be presented to the Commission in the form of options for consideration. The working group had come forward with a report, ICSC/36/R.11, which contained the views of the different parties. In a number of instances, the group had been unable to reach a consensus and had therefore submitted their views on each of the issues for decision by the Commission.

33. The Committee reiterated its general satisfaction with the current methodology which over the years had served the organizations well in enabling them to recruit and retain qualified staff in an effective manner and at reasonable cost. As for those issues which remained in contention, CCAQ, in its reaffirmation of the Flemming Principle, stated that the methodology had to be such as to assure that the Principle was not emptied of its intent. In practice, Flemming meant that organizations had to be competitive in the labour market of the duty station. Therefore, comparisons of pay practices had to be made for the jobs which were significant in the United Nations common system with jobs in outside employers who were in competition on the local market for staff with the same skills and experience. This practical aspect of the Principle held equally well for the selection of employers as

to their size. While attempts should be made to seek larger employers wherever possible, some flexibility should remain in order to take account of duty stations with a limited labour market so as not to impose an unrealistic methodology. In view of the variety of situations in the various headquarters' duty stations which must be reflected in the methodology, care must be taken in the establishment of any minimum limits on the size of employers. In this regard, it was noted that the United States for its embassies around the world applied lower thresholds than the United Nations. Although every effort should be made to ensure that a minimum threshold was respected when selecting employers, it was not so much a question of the employer's activity/sector but rather the number and comparability of jobs found that should prevail in the selection. Furthermore, there was always the difficulty in obtaining the collaboration of employers in the surveys. The Committee also strongly reaffirmed the need to maintain continuity in the inclusion of employers from one survey to the next.

34. Regarding the issue of the establishment of global salary survey benchmark job descriptions, it was recalled that CCAQ had not supported this approach. While as a part of a training manual, common benchmark job descriptions were a useful tool, those utilized in surveys might require some adjustment to the local situation.

35. Addressing the matter of the procedure for handling disagreements among the survey team, CCAQ felt in the first instance every effort should be deployed to strive for an agreement. However, if this proved impossible, it was preferable to have the matter brought before the Chairman of the Commission so as to avoid the delays which would ensue if the matter were referred to the full Commission.

36. As to the quantification of subsidized meals, the Committee felt that the proper application of the methodology required the element of subsidy to be included on both sides (comparator employers and UN agencies). Although the assessment of fringe benefits was problematic, the ruling of the Administrative Tribunal of the ILO on the Vienna commissary issue had provided clear guidance that such assessment was to be based upon the cost to the employer and not to a privilege extended by a government or a third party. CCAQ concluded that the present methodology was reasonable. The present methodology was also found adequate concerning the treatment of tax-free salaries. As to the extent that survey teams could be relied upon to deal with unusual or exceptional circumstances, there was no need to legislate in this area.

37. The retention of the language factor in the methodology had also been questioned by some members in the working group who had reasoned that it was no longer necessary in view of the large percentage of non-nationals on the staff at two duty stations (i.e. Vienna and Rome). The Committee considered that it should be maintained.

38. The representatives of the Commission on the working group had advanced the position that the Commissioners should be apprised of the results, specifically the cost implications, before it deliberated and reached decisions upon various aspects of the data collection and analysis process. As the construction of the salary scale only took place after the Commission had reached decisions on these aspects, they had considered this situation placed the Commission at a disadvantage. While some members of CCAQ noted that there was the risk that cost implications could prevail over technical considerations, the Committee considered that estimates to satisfy rule 33.2 of the rules of the procedure of the Commission should be made available.

39. In respect of the question of periodic adjustments between surveys, CCAQ was alert to the difficulties which could arise in respect of granting interim adjustments shortly before undertaking surveys. Rather than proposing a rigid approach in terms of granting or withholding interim adjustments, it was felt that an assessment should be made on each occasion as to the reasonableness of an interim adjustment close to a full salary survey, it being understood that interim adjustments should not be made if they fell due after the data collection phase of the survey had begun.

(b) Conditions of service of internationally recruited General Service staff: non-resident's allowance and rental subsidies

40. CCAQ was informed in document ICSC/36/R.13 by the ICSC secretariat of its intention to carry out a comprehensive review of the conditions of service of internationally recruited General Service staff for consideration by the Commission at its March 1993 session. At its thirty-fifth session the Commission had deferred a decision on CCAQ's proposals on the elimination of the non-resident's allowance and the revision of the rental subsidy scheme applicable to internationally recruited General Service staff and had called for a more comprehensive review of the matter.

41. In the discussion of the ICSC paper, it was recalled that the issue was pending since 1990. Several members expressed concern that the global review proposed by the ICSC secretariat could lead to ICSC approving a rigid common system approach. This was inappropriate, given the diversity of the

organizations' needs. There were very few situations where organizations experienced recruitment and retention difficulties with internationally recruited General Service staff. Other critical areas were more deserving of the resources which this review would require. The Committee would have preferred that its earlier proposals be adopted. However, if such a study were to be pursued, all attempts should be made to avoid implicitly establishing a new category of staff. Moreover, such a study should be carried out expeditiously so that the issue could be resolved in 1993.

PENSIONS AND PENSION-RELATED MATTERS

(a) Comprehensive review of the pensionable remuneration for the General Service and related categories

42. The Committee considered under this item document ICSC/36/R.12 and Addenda detailing the deliberations of the Working Group which the Commission had established at its thirty-fifth session. The Committee was also provided in CCAQ(PER)/77/CRP.10 with extracts from the Pension Board report on the same subject. Members who had represented CCAQ and the executive heads in the deliberations of the two meetings also briefed the Committee.

43. The Working Group which had met in New York from 18 to 23 May 1992 had considered the rationale for, and the advantages and disadvantages of the various approaches to the determination of pensionable remuneration for the General Service and related categories. The question had been considered against the backdrop of the current methodology for establishing and adjusting salaries of the General Service category.

44. The Pension Board which had met in Montreal from 25 June to 3 July 1992 had considered the two basic methodological approaches: (a) determining General Service pensions in accordance with the local practices of employers used in salary surveys; and (b) relating General Service pensionable remuneration and pensions to their salaries while in service. Based on a report from the consulting Actuary, the Board had concluded that a "totally local" approach would be unworkable and costly. The Board had therefore decided that it would be preferable to pursue the second of the broad methodological approaches. Nonetheless, views had differed in the Board on the desirability and implications of various aspects of this approach. Participants' representatives had expressed the view that the current practice was globally satisfactory in that it had provided sound and stable results over the years. They were opposed to the income replacement approach, as it would extend to General Service staff the deficient procedure used to derive the pensionable remuneration of staff in the Professional and higher category

and would not be consistent with the advocated local approach. Most representatives of the governing bodies had taken the position that the present arrangements for determining General Service pensionable remuneration were not fully satisfactory and that they had given rise to anomalies and inconsistencies which had to be removed. They had identified the "income inversion"⁴ problem as the most serious issue to be addressed. Most representatives of governing bodies and, in particular, the representatives of the General Assembly, had expressed the view that the income replacement approach to determining the pensionable remuneration from net pensionable salary would best address the "income inversion" anomaly.

45. The representatives of the executive heads, in an effort to provide a framework for resolving the impasse which had arisen had submitted a list of basic principles which should guide any further consideration of the matter. These were: (1) General Service staff should continue to be part of the Fund; (2) all regular elements of salary should be pensionable; (3) pensionable remuneration should never be less than net salary; (4) existing minima should be maintained, as adjusted, in pensions; (5) movement should be toward a local approach, but a totally local approach was rejected. Two guidelines on the method of implementing any modifications had also been put forward by the representatives of the executive heads. These were that any change should be prospective with transitional measures and that there should be no reduction or freeze in pensionable remuneration, but rather that there should be reduced interim increases between comprehensive surveys (i.e. a "soft-landing" approach).

46. In the discussion, it was recalled that CCAQ had confirmed that there were problems with the current methodology and therefore had acknowledged the need for the review. The scepticism that CCAQ had expressed in the past with respect to the fully local approach had been borne out. The collection of information in this connection had revealed that the concern that UN pensions were too high in relation to local conditions in a number of instances was unfounded. The Committee concurred with the general thrust of the guidelines set forth by the representatives of the executive heads at the Pension Board meeting, whilst acknowledging the need for clarification of some points, including the elements of salary to be considered pensionable. Within this overall framework, four alternatives for the determination of pensionable

⁴ For like amounts of net salaries in the Professional and General Service categories, the corresponding pensionable remuneration of the General Service category is different from and usually higher than for the Professional category.

remuneration levels remained: (a) the continued use of some form of updated staff assessment rates, (b) the use of local taxes, (c) the band approach which CCAQ had initially developed and (d) the use of the same staff assessment rates for both categories. The Committee was not, however, for the time-being, in a position to reach an agreement on exactly which of these approaches to pursue.

47. As a general position, it could subscribe to the following methodological approaches:

- (i) All regular elements of salary (100 per cent) should be used as the starting point for grossing up purposes.
 - (ii) The proportion of net pensionable salary to which the tax element should be applied should be 66.25 per cent corresponding to the maximum benefit accumulation after 35 years of contributory service. (The Committee noted that in terms of the pensionable remuneration levels attained, the results of the application of the different alternatives under review at the Pension Board - 46.25 per cent, 56.25 per cent and 66.25 per cent - differed by only 2 to 3 per cent, i.e. using 66.25 per cent of net pay for grossing up purposes provided a pensionable remuneration level only 1.4 to 1.9 per cent less than if 100 per cent of net pay were used; 56.25 per cent provided a level 2 to 2.6 per cent less, etc.).
 - (iii) Current staff assessment should be used until the implications of the band and local tax approaches had been further analysed.
 - (iv) Interim adjustments should be made on a one-to-one basis.
- (b) Pension arrangements outside the Pension Fund for ungraded officials

48. The Committee reviewed in this connection document ICSC/36/R.10 which presented in annex a report of the group of three former executive heads chaired by Mr. F. Blanchard. Parallel to the General Assembly's request to the Commission to recommend guidelines for determining the pension arrangements of ungraded officials not participating in the Pension Fund (resolution 46/192), ACC at its October 1991 session had adopted decision 1991/20 which had included inter alia the appointment of the group of former executive heads to make concrete proposals for consideration by relevant organizations regarding the matter. The note by the ICSC secretariat

forwarding the report contained a comparison of pension benefits (a) as they would accrue from participation in the Pension Fund, (b) resulting from the application of the procedure which had been outlined already in document ICSC/35/R.9 for those elected ungraded officials not participating in the Pension Fund and (c) resulting from the proposal of the group chaired by Mr. Blanchard. The Commission was expected to complete its consideration of the issue at its current session in order to submit its recommendations to the General Assembly at its forty-seventh session and to the governing bodies of other organizations of the common system.

49. Under ICSC's alternative, (b) above, such officials would receive annually on retirement, without contributions on their part, an amount equal to 15, 25 or 30 per cent of New York-based net remuneration, according to whether they had served five years (considered as one term of office), 10 years (two terms) or 15 years (three terms). The proposals put forward by the group of three former executive heads, (c) above, linked pension arrangements to the mandate of an ungraded official, fixed on a pro-rata basis per mandate, rather than to the number of years of service. The pension benefit was based on a percentage of the net remuneration in New York. The arrangement was contributory and the benefit took the form of a full pension payment amounting to 40 per cent of base net pay after two terms and 50 per cent after three terms or more.

50. A number of organizations expressed general support for the approach proposed in the report by the former executive heads. Others considered that it was up to the governing bodies of each organization to determine the pension arrangements for their executive heads. This authority could not be pre-empted by supporting one approach over another. The proposals of the former executive heads should be considered along with other alternatives by their respective governing bodies. Some reserve was also expressed regarding the inequities of an approach which failed to take due account of longer years of service while contributions were continuing to be made.

51. CCAQ noted that the proposals of the former executive heads could constitute one possible arrangement for their organizations to follow, though not all organizations were in a position to support this alternative unreservedly before their governing bodies had considered all alternatives. ICAO intended to continue its current arrangements.

(c) Monitoring of pensionable remuneration

52. In document ICSC/36/R.4, the ICSC secretariat provided a report on the projected evolution of pensionable remuneration in 1992 in accordance with the procedure approved by the General Assembly in resolution 45/242. It was anticipated that the scale of pensionable remuneration for the Professional and higher categories of staff would be revised on 1 November 1992 when post adjustment multiplier 51.6 was expected to be implemented in New York. The projected pensionable remuneration margin of 117.7 had been established on the basis of the scale of pensionable remuneration applicable for the United Nations system since 1 November 1991 and the anticipated revised scale applicable on 1 November 1992. The average income replacement ratios were estimated as 55 per cent for the United Nations and 57 per cent for the comparator civil service based on the average pensionable remuneration amounts applicable over the period 1 January 1990 through 31 December 1992 and corresponding to 25 years of service.

53. CCAQ took note of these estimates and, as in the past, continued to note that the income replacement ratio was higher for the United States federal civil service than for the international civil service. This should be reviewed at the time of the next comprehensive review of pensionable remuneration for Professional and higher category staff.

ALLOWANCES

(a) Review of the level of the education grant

54. In ACC/1992/PER/R.15, the Committee considered the results of the first review of the level of the education grant under the revised methodology that ICSC had approved in principle at its thirty-fifth session (ICSC/35/R.17, paras. 104-105). While the basic principles of the process of data collection had been preserved from previous reviews, information had been sought for all cases of reimbursement at all educational levels rather than for a sample of cases as in the past. The United Nations had prepared a computerized application to facilitate data treatment and analysis which had been utilized by a number of organizations.

55. Data on a total of 9,314 claims for reimbursement had been received which was significantly greater than in 1990 (6,851). A large number of organizations had provided data for 100 per cent of their claims. Others had provided data for a representative sample at all levels. A modest estimate was that the data represented at least 60 per cent of total claims. Steps had

also been taken to separate expenditure in the United States and Canada from those in the rest of the United States dollar area.

56. Fee data for secondary level tuition had also been significantly expanded from at least two and up to six schools in all headquarters locations and in a range of key regional and other field duty stations. Under the revised methodology, two triggers had to be met. Expenditure data from the 17 currency areas were reviewed to determine those that had 5 per cent or more cases with expenditure exceeding the maximum admissible reimbursement level. The amount of adjustment for the currency areas identified was to be determined pragmatically where fee data had moved a minimum of 5 per cent.

57. Expenditure and fee data showed that both triggers had been met in five currencies: Dutch guilder, Finnish markka, Italian lire, Pound sterling and US dollar. The movement of fees had in fact been on average 10 per cent per year everywhere in the world. The segregated expenditure data for the US dollar areas allowed the Committee to consider whether separate grant maxima should be set for each of the dollar area components. The small absolute number of claims above the maximum for the Finnish markka and the Dutch guilder also had raised the question of whether adjustments were appropriate in these currencies.

58. In its analysis, the secretariat had noted that while the separate 17 local currencies for designated locations had been established for the determination of entitlements and the reimbursement of expenses, some organizations continued either to apply one currency or automatically to convert payments to a single currency. This defeated the purpose of the establishment of the separate currency areas. The present exercise had also helped to pin-point areas for improvements in the future. Some organizations had not yet purchased the software necessary for running the computer application or had experienced problems making use of it. Moreover, some peculiarities in the application itself required correction. The secretariat's analyses had also demonstrated the need for training in various aspects of the administration of the grant in addition to training in the utilization of the software application for reporting purposes. The CCAQ secretariat would launch efforts to assist organizations in these areas in good time before the next review. For data analysis to be fully reliable and efficient, the need for one compatible computerized approach to data collection and recording was underlined. The Committee therefore supported the use of the necessary resources from the CCAQ budget for the upgrading of the secretariat's computer hardware and software for this and other applications. If necessary, this should be done through redeployment from

other objects of expenditure where savings could be realized.

59. The Committee concluded that the revised methodology was working well and that it provided adequately for the collection and analysis of education grant data. Even though in absolute terms the number of claims analysed was limited, the Committee agreed to go forward with recommendations to adjust the Finnish markka and the Dutch guilder maxima.

60. Concerning the approach for determining revised maxima, fear was expressed that a structural deficit might be built into the levels if sufficient weight were not given in the determination to the increase in cost data. Because the analysis of expenditure related to the 1990-91 school-year and inflation in school fees ran well above the average in most countries, there was the strong probability that other currencies currently exceeded the maxima. Members recognized, however, the need to exercise restraint and realism, especially in view of the fact that the trigger had been set at a low level in recognition of the historical nature of the data utilized under the methodology.

61. Some organizations favoured segregating the US dollar areas (United States and Canada; other) for reimbursement purposes as considered at the Commission's thirty-fifth session; others felt that this would unduly complicate an already complex system. Those favouring a split did so largely on the grounds of their concern for the automatic, corresponding increase to the flat rate for boarding costs that would be generated.

62. Members supporting the maintenance of a single dollar maximum pointed out that (a) a large proportion of the overall cases related to expenditures incurred in the United States itself; (b) an appropriate basis for monitoring claims in each country/currency not subject to a separate local currency arrangement would have to be developed which would undoubtedly increase the complexity of the system; and (c) the administration of two or three separate US dollar levels would be complex and costly. It was also argued that as the education grant represented a reimbursement of actual expenses incurred, there were no significant financial implications in maintaining a unique dollar maximum.

63. As to the establishment of the level of the increase for the US dollar area, it was generally considered that the fee and cost data in the United States should be the basis. Any other alternative was inconsistent with the methodology used in each of the other 16 currencies. Moreover, as mentioned in connection with the maintenance of the single dollar area, a large

proportion of the US dollar claims related to expenditures in the United States itself.

64. On the basis of the analysis and views put forward during the discussion, the Committee decided to recommend the maintenance of the single dollar maximum. It also decided to propose the following increases in percentage terms: Dutch guilder - 13.21 per cent; Finnish markka - 11.11 per cent; Italian lire - 16.9 per cent; Pound sterling - 25.3 per cent; and US dollar - 18.18 per cent. It decided to propose that the new levels be applicable as from the school year in progress on 1 January 1993. At the same time, CCAQ observed that the proposed increases were modest because they were based on expenses incurred by staff members for the 1990-91 school year. By the time the measures were approved, staff members would be committed to expenses for the 1992-1993 school year. If current trends persisted, expenditures for the forthcoming year would be up to 20 per cent higher than those analysed in the current review.

65. Turning specifically to the question of the flat rate for boarding, the Committee decided to recommend that while the normal flat rate for the five currencies should be adjusted by the corresponding percentage increase, the additional reimbursement of boarding costs applicable for designated duty stations should remain unchanged. As the additional boarding costs had been the subject of review during the comprehensive review in the context of the hardship package, its further adjustment should form part of a larger investigation into the methodology for adjustment of the lump sum for boarding to be undertaken before 1995.

66. Regarding the special education grant for disabled children, the Committee confirmed that the amount for each disabled child should be equal to 100 per cent of the revised amounts of maximum admissible educational expenses for the regular education grant.

(b) Geographic and cost limitations of education grant travel

67. The Committee considered a note by its secretariat (ACC/1992/PER/R.16) in which it was recalled that at its seventy-fourth and seventy-sixth sessions UNDP had drawn the Committee's attention to the difficulties faced by mobile staff by the cost limitation on the education grant travel entitlement. UNDP had presented options for broadening the normal cost limits in cases where staff members were transferred from one duty station to another closer to the home country, while the children remained studying in the original location. The Committee had deferred decision on UNDP's proposals to its current

session, pending further study.⁵ This matter had also been raised at the sixty-fourth session by UNESCO, which had suggested examining the possibility of organizations authorizing education grant without such cost limitations on a discretionary basis.⁶ At that time the Committee had concluded that the proposal could not be endorsed on a common system basis, and that each case should be judged on its merits by those organizations for which this matter was within the discretionary competence of the executive heads.⁷

68. While the provisions of the education grant had been gradually broadened over the years, education grant travel had remained more tightly linked to the original concept that staff members should be able to send their children to the home country for their education. Increased staff mobility and changing social patterns, however, had led some staff members to choose to educate their children in a country other than the home or duty station. Broadening the provision governing education grant travel was logical in terms of the freedom of choice which was now a key element in the education grant entitlement and could further enhance efforts aimed to increase staff mobility. Rather than eliminating altogether the cost limitation, a number of options based on UNDP's original proposals for broadening the cost limits were put before the Committee. At the same time, it was pointed out that the additional cost of travel represented a relatively small proportion of the total expenses associated with education and the number of staff members who would benefit from a change was probably small. The Committee was therefore asked to consider whether the benefit of a change would outweigh the risk of reopening the sensitive issue of the education grant entitlement in the Commission and the Fifth Committee.

69. The Committee recalled the repeated requests in past years of the General Assembly to re-examine the scope of the education grant. As much as it recognized the problem created by the limitation on travel costs for those organizations whose staff were required to be mobile, it decided that it would not be timely at this stage to pursue the issue.

⁵ CCAQ(PER)/74/CRP.11 and ACC/1992/6, para. 96.

⁶ ACC/1986/PER/R.19.

⁷ ACC/1986/3, para. 71.

(c) Review of the operation of the mobility and hardship scheme

70. In document ICSC/36/R.15, the ICSC secretariat evaluated the functioning of the mobility and hardship scheme and the assignment grant on the basis of the General Assembly's request in resolution 44/198. As part of its review, the ICSC secretariat had obtained information on each of the organizations' structures and requirements in terms of mobility and hardship assignment and their views on the benefits derived from the introduction of the scheme as well as possible improvements. In response to a request of the General Assembly at its forty-sixth session (resolution 46/191), the secretariat also presented a cost-benefit analysis of the operation of the mobility and hardship allowance. The current cost of the scheme was estimated at around US\$ 62 million per year which was within the cost structure foreseen at the time of its introduction. The ICSC secretariat reached a number of conclusions - generally favourable - on the scheme, but at the same time put forward various concerns expressed by organizations with regard to the effectiveness of the allowance's response to certain specific operational needs. Although no modifications were being put forward at this stage, it intended to keep these concerns under review, in consultation with the organizations, in the period leading up to the next review of the scheme.

71. The ICSC secretariat informed the Committee that in general the scheme worked better for those organizations with a more developed staff mobility policy. Application of the allowance to project personnel would be further reviewed in the context of the future discussion on conditions of service of short-term staff. The study of non-monetary issues related to mobility such as spouse employment, improvement of local facilities, the question of separate households also needed to be pursued. The CCAQ secretariat was asked to look further into the difficulties encountered with the processing and extraction of data from the inter-organization personnel data base.

72. The Committee expressed its appreciation for the comprehensive review undertaken by the ICSC secretariat. It supported the conclusions and recommendations contained in the report. The importance of maintaining the scheme's linkage with the base/floor salary scale was re-emphasized. In view of the relatively limited experience with the scheme, the Committee felt that it would be inappropriate to make any changes at this stage in its operation.

73. Organizations' experience had shown that the scheme had helped to encourage mobility where it was necessary and stability where it was required. For example, some organizations had been able to extend the periods of assignments at specific duty stations. Benefits had been both tangible and

intangible. The scheme was also not considered overly-generous especially by comparison with the field remuneration packages of the comparator.

74. Finally, the Committee suggested for the future that a number of issues be addressed such as rendering the administration of the scheme less complex and handling of cases not reflected on the list of duty stations. There was also the growing need for flexibility in respect to the maintenance of separate households. Concerning this issue, UNDP underlined the need to review the combined rental subsidy arrangements. The situation whereby a staff member's family resided outside the duty station was often related to hardship conditions or to the staff member's frequent rotation. This matter should be reviewed carefully at the next session.

CONDITIONS OF EMPLOYMENT

(a) Shipping/removal entitlements

75. The Committee considered a note by its secretariat providing information for CCAQ's review of the adequacy of current shipping/removal entitlements in conjunction with appointment, transfer and separation. In the course of the comprehensive review and particularly in connection with the introduction of the mobility and hardship allowance and the assignment grant, CCAQ had agreed to review the matter (ACC/1990/4, para.59) in 1991. While it had not proven feasible at that time, a number of specific proposals were now submitted for endorsement which in general were intended to make current limits more relevant to modern transportation techniques and to offer a larger degree of choice and flexibility to staff members. Within this framework, the Committee considered a number of specific issues which are dealt with seriatim hereafter. In general, the Committee welcomed the recommendations put forward which, it was agreed, were not binding, but should be reviewed further within each organization on the basis of the Committee's discussion and initial conclusions. The issues could be taken up again at a future session on the basis of information presented to the secretariat about the revision of organizations' practices.

(i) *Removal and Non-Removal Entitlements*

76. The secretariat had noted that the principles which governed whether organizations granted full removal entitlements or provided for the shipment of personnel effects (non-removals) had in many instances been established over many years, usually on the basis of the organizations' needs for mobility and rotation in its field programmes. As organizations' mandates had

developed and changed, it was relevant for each organization to reconsider the manner in which these entitlements were set, also with a view to introducing greater flexibility and, in some cases, an element of choice to the staff member.

77. The Committee noted that a wide variety of practices had developed in response to the different needs of the organizations. Some had already introduced a large degree of flexibility in the administration of these entitlements, others did not feel that any change in their current practices was required, but would maintain the matter under review in the light of future organizational needs. Legislation at the common system level was not required.

(ii) *Revision of Removal and Shipping Entitlements*

78. On the whole, the Committee expressed support for the revision of removal entitlements to:

D rate = 1 times 40 ft container or up to 64 cubic metres

S rate = 1 times 20 ft container or up to 32 cubic metres

For the present, the current kilogram weight entitlements established by each organization would remain unchanged in instances where containerization was not applicable.

79. There was also a large measure of support for the proposal to allow the advance shipment in conjunction with a removal to be an addition to the removal rather than deductible therefrom. There was very limited backing however for the proposal to consider the transportation of automobiles, boats, motor cycles and other power-assisted conveyances in removal shipments.

(iii) *Non-removal entitlements*

80. There was a mixed reaction to the proposal to increase the current non-removal allowance from 1,000 to 1,250 kg in respect of the staff member only or, alternatively, to add an additional entitlement of 250 kg in those cases where staff members were required to ship major appliances. Some members considered that even a basic entitlement of 1,250 kg would be inadequate and suggested a larger increase. Others felt that no change in the current levels was required especially in view of the financial implications. The Committee decided that the granting of an additional weight allowance in cases where the shipment of heavy appliances was required should be treated on a case-by-case basis. Organizations would look again at this issue and report their findings to the secretariat.

(iv) *Length of assignment/airfreight*

81. Several organizations already provided on a regular basis for the conversion from surface to air on a one-to-one ratio under established pre-conditions, while others exercised a great deal of flexibility in this regard. The Committee therefore favoured the proposal to make such arrangements a standard rather than an exceptional practice. Most members also supported the liberalization of the authorization of air shipments in cases of short assignments and where airfreight costs were equal to or less than surface shipments. The introduction of competitive bidding for airfreight was a logical extension of such arrangements.

(v) *Lump sum approach*

82. A number of organizations had introduced a lump-sum approach to home leave and education grant travel entitlements. Several organizations expressed interest in exploring such an approach also in respect of shipping entitlements. The Committee decided therefore that the matter should be reviewed in all its aspects within each organization and information provided to the secretariat for review at a later date, either in the Committee or in CCAQ(FB).

(vi) *Storage allowances*

83. The Committee could not endorse the proposal to allow for the commutation of a removal entitlement in part or in whole to a storage allowance.

(vii) *Split shipments*

84. There was general support for the proposal to provide in non-removal cases for up to two shipments to the same location. A majority of organizations in fact already had this provision. In the case of removals, split shipments would be dealt with on a case-by-case basis because of "containerization".

(viii) *Linking entitlements to length of service*

85. Consideration of the proposal to increase shipping entitlements in relation to length of service had first been suggested by UNDP at the Committee's fifty-seventh session (June-July 1982). CCAQ had not at that time agreed with the proposal. The majority of the members were still not in

favour of this approach, though some considered that the approach warranted further investigation in each organization.

(b) Dependants "acquired" subsequent to appointment/reassignment

86. Under this item the Committee considered a note by the CCAQ secretariat (ACC/1992/PER/R.18) recalling the previous discussion which had taken place at its sixty-sixth session in the context of a review of organizations' practices regarding travel and related entitlements in connection with the birth of children outside the duty station. The matter had also been raised in the context of reviewing the modalities for implementation of the assignment grant, at the Committee's seventy-second session. At that time the field working group had reviewed the question of withholding or granting the assignment grant in respect of a person whose recognition as a dependant transpired after the staff member had taken up assignment. As no common position had been reached, the Committee had decided to revert to the matter at a later time. Information on organizations' practices from previous, related surveys was presented, and the Committee was requested to determine the need for another systematic survey.

87. The Committee did not believe that a comprehensive study of this matter should be undertaken. Nor did it judge the matter to be of common interest at this time. Nonetheless, a compendium of organizations' practices in the area would be a useful and the secretariat was requested to draw up this compendium in the course of which organizations could be polled to ascertain the level of interest in pursuing the matter further on a common system basis.

REPORT OF THE SUB-COMMITTEE ON STAFF TRAINING

88. The Committee had before it in document ACC/1992/PER/R.19 the report on the sixteenth session of the Sub-Committee on Staff Training which had met in Geneva from 16-21 May 1992. In introducing the report, attention was drawn to the positive response the Sub-Committee had made to some of the concerns expressed at the Committee's previous session. The Sub-Committee had, in the course of its May meeting, developed a programme of action with specific terms of reference and time-tables for the coming year. The Sub-Committee would concentrate first on four substantive areas: management development, evaluation of training, inter-agency cooperation for the development of training programmes and training for performance evaluation. Working groups under the lead of an individual agency had been constituted which were committed to ensuring progress was achieved in each of the areas. The Sub-Committee had benefited from a panel discussion organized around the theme

"Staff development in the United Nations system" in which five Directors of Personnel and the Chairman of the CCAQ Sub-Committee on Job Classification had participated. The panellists views had also been sought on the relationship between the Sub-Committee and CCAQ. The discussion had provided a valuable focus for the Sub-Committee's review of the substantive issues and for the orientation of its future work programme. In light of the work programme and in view of the fact that ICSC intended to take up training issues and in particular the evaluation of training in 1993, the Sub-Committee had considered it necessary to meet before that time so as to ensure its full association with ICSC's work. Otherwise, for the future, it had concluded that its meetings should be convened only when work-items were ripe for deliberation.

89. The Sub-Committee had also been briefed on initiatives which had been undertaken on training in operational activities by CCSQ(OPS) and the Office of the Director of the Department for Development and International Economic Co-operation. It had concluded that any confusion in the roles of various inter-agency bodies with regard to training could be alleviated by developing the relationship between CCAQ/SCST and CCSQ(OPS). It had therefore requested the CCAQ secretariat to take steps to organize a joint meeting of the Sub-Committee with the advisory panel established by CCSQ(OPS).

90. CCAQ noted the Sub-Committee's report with satisfaction. It was particularly appreciative of the Sub-Committee's positive response to CCAQ's observations as reflected through its work programme for the coming year. It also agreed that there was the need for SCST to relate better with similar work undertaken by other inter-agency groups. In view of ICSC's intention to place training issues and the evaluation of training on its agenda for 1993, it endorsed the Sub-Committee's proposal to meet in Vienna in 1993.

REPORT ON THE STATUS OF WOMEN, INCLUDING THE SPECIAL MEASURES FOR THEIR RECRUITMENT: FORMULATION OF THE REPORT TO THE GENERAL ASSEMBLY

91. In document ICSC/36/R.16, the Committee reviewed a note by the ICSC secretariat presenting the report of the Working Group on the Status of Women in the United Nations System in a format suitable for inclusion in the Commission's report to the General Assembly. The Committee welcomed the report.

92. It was recalled that the Committee had undertaken an extensive review of the report in its earlier format at its seventy-sixth session. While the report provided useful guidance in many areas, some organizations were handicapped by budgetary, geographical distribution and other constraints.

There was the need to determine the financial implications of many of the proposals as stipulated in rule 33.2 of the Commission's statute. Organizations would therefore give due consideration to the Commission's conclusions and recommendations within these constraints.

CCAQ WORKSHOP

93. The Committee held on 10 July 1992 a management briefing on the subject of total quality management which was presented by Dr. A. Mileham and Mr. A. Jeffries of the Department of Mechanical Engineering, University of Bath, United Kingdom.

SECURITY-RELATED ISSUES: ALL RISKS INSURANCE OF PERSONAL EFFECTS

94. In ACC/1992/PER/R.20 the Committee considered a note by its secretariat in which it was recalled that it had considered an initial proposal at its last session for a global policy covering the insurance of personal effects under all risks. Further discussions had taken place with the brokers who had provided additional details pertaining to such a policy, including premia.

95. A group of concerned members met with the broker and underwriter during the course of the session. It was decided that organizations would provide the CCAQ secretariat with relevant data on the nature and level of past claims. On the basis of this information, the secretariat would pursue the matter further with the broker.

NON-FORMAL "MARRIAGE"

96. In ACC/1992/PER/R.21, the Committee considered a note by its secretariat presenting a review of current thinking in respect of non-formal "marriage". This issue had first been touched on at the Committee's seventy-fourth session in the context of granting dependency status in respect of situations other than a marriage formally recognized under the relevant national practice. At its seventy-fifth session, a review of practices had revealed that only in the United Nations and its associated programmes was the concept of "common law" marriage (as defined in a legal sense) recognized for dependency purposes. At that time, it had been decided that the secretariat should continue to study the matter. The current review was intended to provide further discussion based on a series of arguments of whether or not the organizations should adopt personnel management policies which explicitly or implicitly recognized non-formal "marriages" for dependency status.

97. The Committee observed that in the light of contemporary realities there was merit in seeking to come to terms with new social patterns such as non-formal "marriage". Yet, recognizing non-formal "marriage" for dependency status gave rise to a vast array of legal and administrative considerations which had to be investigated. Some feared that organizations would implicitly be involved in legislating family law in such cases, and pointed out that those countries which had recognized non-formal "marriages" had done so post facto after recourse to legal process. It was recalled that in the course of the comprehensive review, it had been suggested that the distinction between the single and dependency rate would help to resolve the matter.

98. Whilst appreciating the helpful analysis brought forward in the document, the Committee was not in a position to reach a positive conclusion with regard to recognition of non-formal "marriage". Before returning to the subject, the Committee considered that it would be useful to attempt to undertake an elaboration of the criteria which might be used to recognize non-formal "marriages", without pre-judging the outcome of any future review.

PROGRAMME OF WORK OF ICSC

99. The Committee reviewed document ICSC/36/R.2 prepared by the ICSC secretariat on the impact of the biennialization of the Fifth Committee's work on ICSC's statutory obligations, sessions and work programme. The document contained an analysis of the way in which ICSC's work would be affected by the General Assembly's decision. The document also contained a review of a number of aspects of the way in which the Commission worked and its work programme for 1993-94.

100. CCAQ welcomed the comprehensive document prepared by the ICSC secretariat and expressed its support for its general thrust. Organizations were concerned that the General Assembly's arrangements would delay the work of other organizations' governing bodies. One of the most crucial issues was that of the annual review of the base/floor salary scale. The Committee emphasized forcefully the need to maintain the regular, annual updating of the base/floor salary scale underlining that increases in the scale already took place 15 months after the commensurate increase in the comparator service. CCAQ could therefore only accept proposals which would allow for an annual revision of the base/floor scale. As a result of revisions to the COL differential between New York and Washington, D.C., it was possible that there would be a significant reduction in the level of the margin. If circumstances were such that the lower level of the margin range were breached in an odd-numbered year, CCAQ decided it would insist that the Commission take action

to request the General Assembly for an across-the-board increase under the terms of operative paragraph 1 of resolution 46/220.

101. Regarding the work programme of the ICSC secretariat, the Committee underlined the importance it attached to general personnel management and performance evaluation issues.

102. Concerning the Commission's working methods, the view was generally held that greater effort should be made to put the time of the Commission to more efficient use. For example, it would be useful to have issues/outline papers circulated in advance, to have more matters delegated to the Chairman, and to identify items which could be dealt with on a time-limited basis. The long duration of meetings represented a significant cost to organizations so the use of time had to be maximized. Using sub-groups of Commission members was not, however, effective as it only created an additional layer to the process. Recent experience with the working group on the General Service salary survey methodology tended to bear out this viewpoint.

FIELD-RELATED ISSUES

103. The Committee discussed the following matters on the basis of a report of its Field Working Group.

(a) Designated agencies

104. In the secretariat's view, organizations had to be kept abreast of organizations' responsibilities in respect of General Service salary surveys, hardship questionnaires, the establishment of DSA rates and the like. This was particularly important in the light of burgeoning programmes in the newly-formed countries in Eastern Europe. The New York Steering Committee for General Service Salary Surveys had also expressed this view.

105. The more fundamental issue was the need for a more appropriate mechanism for the determination of designated agencies. Moreover, the role of a designated agency should be more precisely defined.

106. The Committee took note of the working group's conclusion that UN and UNDP would undertake the development of a delineation of the role of designated agencies and the division of responsibilities at the duty station level. ICAO also endorsed the proposal that its secretariat act as a clearing house on information and decisions of the New York Steering Committee.

(b) Funeral allowance for General Service staff at certain field locations

107. WHO had raised the matter of the payment of funeral allowances to General Service staff based on local practice. It was agreed that WHO would, in the first instance, seek the views of the New York Steering Committee on the matter.

(c) Administration of home leave and annual leave during evacuation

108. This matter had been reviewed on the basis of a paper by the United Nations (CCAQ(PER)/77/CRP.8) presenting proposals concerning the administration of home leave and the accrual of service credits towards home and annual leave whilst in evacuation status. In the discussion, a variety of views were expressed. The majority of the members were opposed to the proposal that staff members who remained in their home/third country for more than one month in connection with evacuation travel should be considered as having exercised their home leave entitlement for the year or as having taken advance home leave travel if evacuation travel took place in a year when home leave travel was not due.

109. Most members of the Committee agreed, however, to the two other proposals: (a) service credits towards home leave and annual leave should not accrue after the first month spent in the home/third country on evacuation status; and (b) non-accrual of service credits towards annual leave should also apply to locally recruited staff who were not required to report to work during prolonged evacuation. WHO reserved its position.

OTHER BUSINESS

(a) Preparation of a statement for ACC to the forty-seventh session of the General Assembly

110. In the light of ACC's decision to meet in October 1992 in the normal way, the secretariat, after consultations with the organizations, would prepare a draft statement from ACC to the General Assembly, taking into account the conclusions reached at ICSC's thirty-sixth session.

(b) Follow up on the establishment of rental thresholds for the purposes of determining evacuation allowances

111. On the basis of document CCAQ(PER)/77/CRP.4, the Committee reviewed an approach put forward by its secretariat in order to establish "percentage" rental thresholds for those countries for which no threshold had been established, but for which it might be necessary to determine an extended evacuation allowance. WHO had asked at its last session that CCAQ provide guidance on the matter.

112. The Committee agreed that, pending the completion of a cost-of-living survey, the threshold could be based on an interim rate of 15 per cent.

(c) Report of the Working Group of the WIPO Coordination Committee (WG/PREM/III/3) and exchange of correspondence between the WIPO secretariat and ICSC arising out of the meeting of the Working Group

113. CCAQ(PER)/77/CRP.5 contained the report of the WIPO Working Group on Professional Remuneration which had met in February, April and June 1992. The report was to be presented to the WIPO Coordination Committee in September 1992. The report was also being submitted by the Director General of WIPO to the current session of ICSC. Arising out of the discussions in the Working Group, an exchange of correspondence between the secretariat of WIPO and the Chairman of ICSC had arisen largely concerned with the results of the 1990 Geneva cost-of-living survey. This exchange was also provided to the Committee.

114. Introducing the report, the representative of WIPO noted that although some aspects of the Group's deliberations were specific to WIPO, others were of more general interest for the whole of the common system. The greater loss in purchasing power in Geneva as opposed to that at the base of the system (New York) was highlighted. No satisfactory explanation for this difference had been provided. Meanwhile, the Working Group had concluded that there was for the time being no substantive evidence to support a conclusion that the results of the 1990 Geneva place-to-place survey were defective; nor was it in a position to pass judgement on the methodology or results of past surveys. The WIPO secretariat had pointed out that the difference of working hours between New York and Geneva should be justified or compensated for. At the centre of the WIPO secretariat's submission was the concern that the conditions of employment of competitor employers, including the European Patent Office, were now superior to those in the United Nations common system. This had created recruitment and retention problems.

115. The Committee took note of the WIPO report.

116. Arising from the discussion of the relatively greater loss of purchasing power in Geneva, the Committee was informed that the WIPO secretariat had also recently contacted the ICSC secretariat to seek clarification concerning the July 1992 post adjustment multiplier for Geneva. While the new multiplier represented an increase of 1.95 per cent over the period since July 1991, the Geneva cost-of-living index for the same period had increased by almost 5 per cent over the same period. It was recalled that similar queries had recently been raised in respect of the post adjustment index in Vienna. Initial responses from the ICSC secretariat were circulated.

117. In the wider context of the operation of the post adjustment system, a series of concerns remained. The whole process was opaque; there was a need to make its operation clearer to everyone. The Committee therefore decided to request the ICSC secretariat to develop a comprehensive briefing package on the system. It also requested that a manual be put together for the benefit of personnel specialists, providing a structured explanation of the operation of the post adjustment system and including practical examples. The CCAQ secretariat was also requested to prepare a list of issues and questions which remained outstanding and to follow these up with the ICSC secretariat in order to obtain satisfactory responses. The secretariat of ICSC indicated that it would prepare such a manual which would be in the hands of Committee members by October 1992. This would then serve as a basis for a collaborative effort by the ICSC secretariat and CCAQ to seek approaches for resolving the problems identified.

(d) Requests for observer status from the Common Fund for Commodities and the International Organization for Migration

118. The Committee was informed in a note by its secretariat (CCAQ(PER)/77/CRP.6) of two requests for observer status received from the International Organization for Migration and the Common Fund for Commodities. It was recalled that although the World Bank and the IMF did not apply the common system of salaries and allowances they both had observer status in CCAQ in view of their membership in ACC. While the two petitioning organizations were not members of ACC, they did apply the common system of salaries and allowances. To allow the organizations to gain a more complete understanding of common system policies and practices as they evolved, there was merit in considering favourably their request.

119. The Committee agreed that before making a determination, its secretariat should ensure that a study of all the ramifications of the matter - including

the potential for further requests - was undertaken expeditiously.

(e) Action requested of CCAQ by the Meeting of Senior Fellowship Officers of the UN system

120. In a note by its secretariat (CCAQ(PER)/77/CRP.7), the Committee was invited to consider several fellowship issues arising from the Senior Fellowship Officers' Meeting which had taken place from 24 to 26 March. Specifically, the Committee was requested to take note of the administrative issues raised in the report and to consider a recommendation arising out of the meeting for a increase in the book allowance from the current US\$ 60 per month to US\$ 70 to take effect on 1 September 1992.

121. While noting that the proposed increase in the book allowance was modest, the Committee was not able to give its endorsement to this recommendation at the present juncture. Responsibility for fellowships rested outside the personnel departments in most organizations. Members therefore needed to undertake internal consultations before concluding on the matter. Moreover, it was noted that chapter II of the report of the Senior Fellowship Officers' meeting also made mention of other entitlements such as home leave in paragraph 53 which required further investigation. It was therefore decided that the matter should be resolved by correspondence once the necessary consultations had been undertaken.

(f) Standards of travel

122. It was recalled that the Medical Directors had recommended that because of health risks involved on long flights in economy class, all air travel of five hours or more should be in business class. The Committee decided that, in order to review the extent to which the report of the Medical Directors had been implemented, the CCAQ secretariat might compile a compendium of current practices.

(f) Matters relating to the CCAQ secretariat

123. Considering an initiative taken by CCAQ(FB), and in the light of commonly held personnel policies, the Committee concluded that the current grading pattern of the CCAQ secretariat should remain unchanged.

Annex I

LIST OF PARTICIPANTS

Chairperson: Mr. P. Rolian (GATT)
Vice-Chairperson: Mr. C. Juge (FAO)

Representatives of member organizations

United Nations: Ms. A. King, Director,
Staff Administration & Training Division,
Office of Human Resources Management

Mr. A. Barabanov, Deputy Chief,
Compensation and Classification Service,
SATD/OHRM

UNDP: Mr. E. Eriksen, Deputy Director,
Division of Personnel

Ms. K.K. Morvan, Chief,
Administration Section,
Policy, Compensation and Administration,
Division of Personnel

UNICEF: Mr. F. Kronfol, Director,
Division of Personnel

Mr. R. Tucker, Personnel Officer,
Division of Personnel

UNHCR: Mr. M. Baquerot, Director,
Division of Human Resources Management

Mr. A. Henning, Chief,
Personnel Administration Section
Division of Human Resources Management

UNRWA: Mr. J. Acar, Director,
Personnel Department

ILO: Ms. H. Schebesta, Head,
Salaries and Allowances Unit

FAO: Mr. A.T. Slater, Director,
Personnel Division

Mr. C.F. Juge, Chief,
Personnel Policy and Entitlements Service,
Personnel Division

Ms. A. Wolf, Personnel Officer

UNESCO: Ms. H. Hirose, Director,
Bureau of Personnel

Mr. J. Atta Kusi, Chief,
Division of Staff Policy and Procedures

UNESCO (cont'd): Ms. Y. de Silva,
Salary and Policy Officer

ICAO: Mr. D.J. Goossen, Chief,
Personnel Branch

UPU: Mr. C. Langheld, Head,
Personnel Section

WHO: Ms. R. Lopez, Chief,
Employment Policy and Administration

ITU: Mr. J.-P. Baré, Head,
Personnel and Social Protection Department

WMO: Mr. E. Renlund, Chief,
Personnel Division

IMO: Mr. R. Jones, Director,
Administrative Division

Mr. C. Montin, Deputy Director,
Administrative Division

Dr. G. Barnard, Head,
Personnel Section

Ms. B. Harris, Administrative Officer,
Administrative Division

WIPO: Mr. B. Machado, Director,
Personnel Division

IFAD: Mr. A. Prien, Director of Personnel

UNIDO: Mr. S. Seraydarian, Director,
Personnel Services Division

GATT: Mr. P. Rolian, Chief of Personnel

Observers

ICSC: Mr. P. Ranadive, Executive Secretary
and members of the secretariat

UNJSPF: Mr. R. Gieri, Secretary

FICSA: Mr. E.J. Freeman, President

Mr. B.P. Cross, General Secretary

Ms. V. Pedersen, Research Officer

CCISUA: Mr. O. Abou Zahr, President

Mr. F. Siegenthaler, First Vice-President

Ms. C. Mercader-Steele, Res. Officer

CCAO secretariat

Secretary: Mr. R. Eggleston

Assistant Secretary: Ms. M.-J. Peters

Annex II

AGENDA AS ADOPTED BY THE COMMITTEE ON 6 JULY 1992
[* Items relevant to the agenda of the thirty-fifth
session of ICSC]

	<u>Item</u>	<u>Document</u>
1.	<u>Adoption of the agenda</u>	ACC/1992/PER/R.13/Rev.1
2.	<u>Remuneration of the Professional and higher categories</u>	
2.1	The common system: ACC decision 1991/19 on new approaches to conditions of employment of staff in the Professional and higher categories	
(a)	Structure of the salary scale	ACC/1992/PER/R.14 (ICSC/36/R.8)
(b)	Report of the informal working group on special pay systems	ACC/1992/PER/R.14/Add.1 (ICSC/36/R.8)
*	2.2 Base/floor salary scale	ICSC/36/R.9
*	2.3 Evolution of the margin between the net remuneration of the United States federal civil service and that of the United Nations system	ICSC/36/R.3
*	2.4 Operation of the rental subsidy scheme: review of eligibility criteria	ICSC/36/R.5
*	2.5 Procedure for the determination of the COL differential between New York and Washington D.C.	ICSC/36/R.6
*	2.6 Use of special rates as an integral part of compensation for the comparator civil service	ICSC/36/R.7
3.	<u>Remuneration of the General Service and related categories</u>	
*	3.1 Review of the methodology for surveys of best prevailing conditions of employment at headquarters duty stations	ICSC/36/R.11
*	3.2 Conditions of service of internationally recruited General Service staff: non-resident's allowance and rental subsidies	ICSC/36/R.13

	<u>Item</u>	<u>Document</u>
4.	<u>Pensions and pension-related matters</u>	
*	4.1 Comprehensive review of the pensionable remuneration for the General Service and related categories	ICSC/36/R.12 and addenda
*	4.2 Pension arrangements outside the Pension Fund for ungraded officials	ICSC/36/R.10
*	4.3 Monitoring of pensionable remuneration	ICSC/36/R.4
5.	<u>Allowances</u>	
*	5.1 Review of the level of the education grant	ACC/1992/PER/R.15 ICSC/36/R.14
	5.2 Geographic and cost limitations on education grant travel	ACC/1992/PER/R.16
*	5.3 Review of the operation of the mobility and hardship scheme	ICSC/36/R.15
6.	<u>Conditions of employment</u>	
	6.1 Shipping/removal entitlements	ACC/1992/PER/R.17
	6.2 Dependants "acquired" subsequent to appointment/reassignment	ACC/1992/PER/R.18
7.	<u>Report of the Sub-Committee on Staff Training</u>	ACC/1992/PER/R.19
8. *	<u>Report on the status of women, including the special measures for their recruitment: formulation of the report to the General Assembly</u>	ICSC/36/R.16
9.	<u>CCAQ workshop</u>	
10.	<u>Security-related issues:</u> All risks insurance of personal effects	ACC/1992/PER/R.20
11.	<u>Non-formal marriage</u>	ACC/1992/PER/R.21

<u>Item</u>	<u>Document</u>
12.* <u>Programme of work of ICSC</u> General Assembly resolution 46/200 on the biennialization of the programme of work of the Committee: programme of work of ICSC for 1993-1994	ICSC/36/R.2
13. <u>Other business</u>	
(a) Preparation of a statement for ACC to the forty-seventh session of the General Assembly	
(b) Follow up on the establishment of rental thresholds for the purposes of determining evacuation allowances	CCAQ(PER)/77/CRP.4
(c) Report of the Working Group of the WIPO Coordination Committee (WG/PREM/III/3) and exchange of correspondence between the WIPO secretariat and ICSC arising out of the meeting of the working group	CCAQ(PER)/77/CRP.5
(d) Requests for observer status from the Common Fund for Commodities and the International Organization for Migration	CCAQ(PER)/77/CRP.6
(e) Action requested of CCAQ by the Meeting of Senior Fellowship Officers of the UN system	CCAQ(PER)/77/CRP.7
(f) Standards of travel	
(g) Matters relating to the CCAQ secretariat	