

**Administrative Committee
on Co-ordination**ACC/1982/FB/58
25 August 1982Consultative Committee on
Administrative Questions
(Financial and Budgetary Questions)

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Fifty-seventh session
New York, 30 August-3 September 1982

SEP 24 1982

Item 4.1.1 of the provisional agenda

UN/JA COLLECTION

CURRENCY OF SALARY PAYMENTS:
CCAQ COUNTRY-WIDE EXCEPTIONS TO THE STANDARD FORMULANote by the United Nations and UNDP

1. At the fifty-sixth session, in March 1982, the United Nations and UNDP informed the Committee of their intention to report on the currency of salary payments situation in Uganda and Viet Nam. Furthermore, the Committee requested the United Nations and UNDP to examine conditions in Bolivia, Guinea and Mozambique. A review of these cases follows, together with information received on Afghanistan, Israel and Madagascar.
2. Uganda - The latest ICSC place-to-place survey on Uganda, conducted in October 1981, revealed in-area expenditures in local currency amounting to 41 per cent of average monthly expenditures. The survey also noted that rents are payable in local currency. In view of these findings the United Nations and UNDP recommend returning Uganda to the standard 30/70 payment formula from its present 100 per cent exemption. The Resident Representative has been informed accordingly.
3. Viet Nam - The recent ICSC place-to-place survey on Viet Nam, undertaken in September 1981, showed in-area expenditures in dong of 10 per cent of average monthly expenditures. In view of this fact, the United Nations and UNDP would recommend amending the current 100 per cent exception to a 10/90 distribution.

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4. Guinea - The Committee, as noted in paragraph 1 above, had requested at its last regular session an examination of conditions in Guinea. The United Nations and UNDP have received no recent request for a review of the currency of salary payments in Guinea, which at present is under a 20 per cent country-wide exception. The issue in Guinea, according to earlier exchanges of communications with the Resident Representative, involved some difficulty in the collection of rent in sylis from experts who had been on individual 100 per cent exceptions. These individual exceptions have since been rescinded and arrangements have been made to conform with the CCAQ agreement. Nevertheless, information has been requested from the Resident Representative on the pattern of average monthly expenditures. Any substantive report received will be presented orally to the Committee.

5. Mozambique - Following inquiries from WMO and ILO on currency payment conditions in Mozambique, UNDP requested information from the Resident Representative, whose office conducted a review of local expenditures. The review indicates that expenditures in local currency amount to some 12.5 per cent of total average monthly expenditures. Rent as a component of average monthly expenditures is shown at 3.8 per cent, which is consistent with the relatively low rental threshold level of 5 per cent (at the dependent rate) established for the duty station. Therefore, although rents are payable in local currency, they do not provide for ample utilization of that currency. The Resident Representative adds that most basic commodities, including food, clothing and other items, have to be obtained in convertible currency outside the duty station, notably from Swaziland. Given the above considerations, the United Nations and UNDP recommend a change to payment of only 10 per cent in local currency from the present 20 per cent. A copy of the cable received from the Resident Representative a.i. in Maputo is appended as annex I.

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6. Afghanistan - The Resident Representative in Afghanistan has submitted information based on a local expenditure survey covering a one-year period (April 1981 - April 1982). The survey shows in-area expenditures in local currency of approximately 34 per cent of reported average monthly expenditures. It points out, however, that the average amount of local currency spent represents only 15 per cent of average net emoluments. It also points out that one reason for a larger requirement for hard currency has to do with education costs (tuition, fees, related travel and other expenses) outside the duty station for a large number of dependents. The United Nations and UNDP would appreciate the Committee's views on this case. Copies of letters dated 1 March 1982 and 13 June 1982 from the Resident Representative a.i. in Afghanistan are attached as annex II.

7. Israel - The Chief Administrative Officer of the United Nations in Jerusalem has submitted information to the effect that 60 per cent of local expenditures are made in US dollars. Rents are payable in US dollars, and so are purchases from the duty-free shop. Doctors' fees and medicines are paid for in US dollars. A number of food items, clothing and utilities are obtainable in local currency, but these tend to be priced in US dollars. The United Nations has at the moment four staff members in the Professional category (two of whom are subject to the currency formula), and UNRWA has 8-10 staff members. There are also some 100 Field Service personnel, to whom the currency of salary payment does not apply, as they receive the totality of their monthly mission allowance in local currency. However, it is intended to make such provisions applicable to them as from 1 September 1982. No recent information on Israel is available from the ICSC. However, it is gathered from the last ICSC place-to-place survey in 1977 that in-area expenditures amounted to approximately 55 per cent of total monthly expenditures. Taking 60 per cent of that percentage gives an in-area dollar requirement of 33 per cent, or a total dollar requirement of 78 per cent (33 per cent plus 45 per cent of out-of-area expenditures in dollars) of total average monthly expenditures. On this basis, the United Nations and UNDP would recommend a change to payment of 20 per cent in local currency. Copies of a letter dated 9 July 1982 to the United Nations from the Chief Administrative Officer of UNTSO, and of a cable (UNTSO 1358) to the United Nations are appended in annex III.

8. Madagascar - The Resident Representative in Madagascar has provided information supporting a request for an increase in the payment of the convertible portion of net emoluments. It is stated that staff members who sell their cars upon departure are required to pay customs duty by cheque in convertible local currency. UNDP notes, however, that it has a facility which provides for converting up to the local currency equivalent of \$4,500 for the sale of an automobile by a departing staff member, and the customs duty in question would be an element considered within that limit. The information provided also points to shortages of basic food and other items for which permission has been obtained from the Government to import bulk orders of such commodities from outside the duty station. Further, such bulk orders require initial deposits of \$700 and monthly bills averaging \$300, all payable in convertible currency. Expenditure data on Madagascar derived from the May 1981 ICSC place-to-place survey show in-area expenditures in local currency amounting to 63 per cent of average monthly expenditures. However, recent information suggests that this pattern has been substantially modified. Further communications expected from the Resident Representative will be presented orally during the session, at which time a recommendation will also be made as to whether a change in the present distribution is warranted. A copy of the letter dated 11 June 1982 from the Resident Representative is attached as annex IV.

9. Bolivia - UNDP has received information from the Resident Representative in Bolivia regarding payment to international staff by PAHO/WHO of 100 per cent of salary in US dollars. A copy of the cable from the Resident Representative in Bolivia is attached as annex V. During its sessions in June and October 1975, the Committee discussed the situation regarding PAHO/WHO, and reported as follows (CCAQ/SEC/356(FB), paras. 24-27):

24. WHO circulated copies of a cable and letter from its Regional Director for the Americas explaining the situation in that Region. The Director-General of WHO had proposed the participation of the Pan-American Health Organization (PAHO) in the application of the new formula, but the Regional Director had pointed out that although the Pan-American Sanitary Bureau, the Secretariat of PAHO, is a regional office of WHO, PAHO itself is a specialized agency of the

Organization of American States (OAS), which is not part of the UN system. Almost two-thirds of the funds expended by PASB emanate from Inter-American sources and one third are from WHO or United Nations sources. Considering that practically all of its revenues were in United States dollars, the PASB felt that it would be necessarily complicated and costly to pay its internationally-recruited staff in anything but dollars. It was also felt that an anomaly would be created if staff members paid from WHO funds were payrolled differently from the majority of their colleagues in the Americas who were paid from funds of the Inter-American system.

25. WHO felt that it could not resist the logic of the latter point, since staff financed from both sources of funds were working in a fully integrated manner on the same activities and might be switched at any time from one source of financing to the other depending upon various circumstances. WHO stressed that PASB was willing to implement the new formula for currency of salary payments provided that CCAQ would agree to exceptions for all those countries in the Americas in respect of whose currencies UNDP did not have significant surpluses. It was PASB's understanding that at the present time the only such currency was Cuban pesos.

26. The other organizations recognized the difficulty facing WHO, but felt that in the interests of ensuring a world-wide system WHO should continue to press for uniform application of the new formula. All organizations had accepted that in order to achieve major economies in salary administration by adopting a system-wide formula, ensuring uniform treatment of staff, the possibility existed that for one reason or another there might be some cases of negative administrative savings, of which PAHO appeared to be one. Organizations could expect complaints from their own staff in Latin America if they felt that WHO staff were being treated more generously, and while CCAQ had agreed to make certain exceptions on a country-wide basis, there was no justification for exempting a whole continent.

27. The Committee accepted, nevertheless, an offer by UNDP to undertake a review of the Latin American countries to see whether any further country-wide exceptions could be justified, but expressed the hope that if the results of this study were negative WHO would continue its representations to the PAHO management in the hope of ensuring a less rigid approach that would fit in better with the spirit and intent of the CCAQ formula. It would then be possible for the other organizations to tell their staff in Latin America that WHO was continuing its efforts to bring the PAHO staff into the new system.

Further, the report of the Committee at its October 1975 session on the subject reads as follows (CO-ORDINATION/R.1114, para.27):

.../

27. As a follow-up of a discussion which had taken place at the Special Session, WHO made a verbal report to the Committee on its efforts to bring staff of the Pan-American Sanitary Bureau, the Secretariat of PAHO, had informed WHO that it was willing to accept the results of any survey of Latin America which showed that other currencies beside the Cuban peso were creating difficulties for UNDP, and would be prepared to ask PAHO staff to accept local currency in those countries in order to help UNDP. Since no such evidence had been produced at the present session for some Latin American countries, CCAQ noted that the situation in PAHO had so far not materially changed. While awaiting the complete results of the survey, CCAQ reiterated its hope that PAHO would nevertheless find it possible to apply the new formula, in the interest of uniform treatment of staff throughout the world.

UNDP wishes to bring it to the attention of the Committee that over the past several years UNDP has purchased local currencies from PAHO in more than 10 Latin American countries. Although PAHO has indicated that practically all of its revenues are in US dollars, it would appear that it does have an availability of local currency which would enable it, at least in some countries, to adhere to the CCAQ formula for the currency of salary payments. The United Nations and UNDP would appreciate any report from the secretariat on the progress made to date in getting PAHO to apply the CCAQ currency payment formula. ^{1/}

^{1/} Note by the secretariat: It is suggested that the problem brought up by the United Nations and UNDP in this paragraph should be handled under item 4.1.3 of the provisional agenda: (Currency of salary payments: Local-currency payments). WHO has indicated that it will be prepared to report under that item on the general position regarding PAHO salary payments in Latin America.

ZZC UDP 0341 LUM 0021

SS UDP

MAPUTO (UNDP) 04 0812Z

H/W RPT CURTELX AS REQUESTED

DP 179 STAFFORD/SMITH YOUR 157. CURRENCY PAYMENT DISTRIBUTION.
RESULTS SURVEY CONDUCTED MAY OFFICE AS REQUESTED: MONTHLY AVERAGE
EXPENDITURE LOCAL CURRENCY/PERCENTAGE: RENT 3.81 UTILITY ONE,
DOMESTIC HELP 2.72. FOOD 2.17. CLOTHING/EDUCATION NIL, MISCELLANEOUS
2.76 TOTAL 12.46 PERCENT. OBLIGATORY PAYMENT LOCAL CURRENCY INCLUDE
RENT UTILITY, DOMESTIC SERVANT, TELEPHONE AND VERY LIMITED RATIONED
FOOD ONLY. BASIC COMMODITIES INCLUDING FOOD, CLOTHING, CLEANING
MATERIAL, MISCELLANEOUS ITEMS AVAILABLE LOJA FRANCA/MAPUTO OR SWAZI
LAND WHERE ONLY CONVERTIBLE CURRENCY ACCEPTED. GRATEFUL REVISE PER
CENTAGE TO FIFTEEN AS AGREED BY AGENCY REPRESENTATIVES REOUR 101.
CABLED DECISION APPRECIATE. CHEINCACERES RESREP AI UNDEVPRO MAPUTO)
CCL LUM 0021 179 157 3.81 2.72. 2.17 2.76 12.46

UNITED NATIONS
DEVELOPMENT PROGRAMME



پروگرام انکشافی ملل متحد

Cable address: UNDEVPRO, Kabul
Telephone: 26051, 26052, 26053, 26054, 26055

P. O. Box 5
Kabul, Afghanistan

Reference :

CONFIDENTIAL
ORG/130/1-UNDP
No. 1749

13 June 1982

Dear Mr. Stafford,

Reference is made to your cable DP-95 of 14 April 1982 concerning the currency of salary payments. I regret the delay in replying but as you will appreciate it is a complicated exercise to provide information on the pattern of staff monthly expenditure and expenditure categories under convertible and non-convertible currencies. No place-to-place survey has been carried out in Afghanistan at least since 1973, the earliest date for which records are available, and hence no information on the pattern of expenditure was to be found in the files. The matter was, therefore, referred to the Professional Affairs Committee of the United Nations Community Association, which issued a circular to all experts. Despite reminders, however, only 14 replies were received. Based upon these, the UNCA prepared two charts, copies of which are attached. The information, I realize, is not as comprehensive as it could have been. It would have also been better to ask for percentage of total expenditures in dollars and in local currency instead of the amounts spent by each expert, since the expenses vary from person to person, depending upon family situation, etc. However, one fact emerges clearly from the chart, viz that average monthly expenditure in local currency amounts to about \$560 as compared to the average monthly duty station salary allocation of over \$1,000. (A copy of the latest MPO is attached in this connection for your information). This amount (\$560) represented roughly 15% of the average salary of the surveyed group.

As mentioned earlier, one reason for the above state of affairs is that due to the situation here and lack of

Mr. M. Douglas Stafford
Director
Division of Finance
Bureau for Finance & Administration
UNDP, New York

.../

ORG/130/1-UNDP
No. 1749

educational facilities, many of the experts are obliged to keep their dependents abroad. Out of a total of 48 experts and international staff, excluding volunteers and sub-contractor personnel, 20 had some of their dependents abroad. To put it in another way, as compared to 57 dependents in the duty station, 47 dependents were abroad.

It may be mentioned that a place-to-place survey is scheduled to be carried out in September 1982 when reliable and detailed information on the pattern of expenditures will become available. In the meantime, it would be a fair conclusion that Afghanistan should be included in the list of country-wide exceptions from the 30% standard formula and only (15%) of the salary should be paid in local currency to personnel stationed here.

I may add also that within the last week there has again been a sudden drop in the value of the Afghani and the present market rate is Afs. 78 to a dollar, as compared to the UN operations rate of 65.

An early and favourable decision on the matter will therefore be appreciated.

Yours sincerely,



Ingolf Schuetz-Mueller
Resident Representative, a.i.

Annual and monthly expenditure of the UN members (April 1981-
April 1982).

Item No.	Annual for 14 members		Monthly for 14 members		Monthly per member	
	Afs.	\$	Afs.	\$	Afs.	\$
6.	3,047,700	2770*	253,975		18,141	
7.	1,158,000	1800*	96,500		6,893	
8.	452,000	3444	36,667	287	2,690	20
9.	289,000	52700	24,083	4392	1,720	314
10.	256,000	-	21,333	-	1,524	-
11.	-	28996	-	2416	-	173
12.	-	28700	-	2392	-	171
13.	-	10320	-	860	-	61
14.	-	61350	-	5112	-	365
			-	Total	30,968	1104

* One member only

Remarks: Estimations made on 14 UN membered who sent their survey's forms.

Average exchange rate of U.S.\$ for the period - 55.0 Afs. per 1 \$

PATTERN OF AVERAGE MONTHLY EXPENDITURE OF UN MEMBERS LIVING IN
 KABUL FOR THE PERIOD APRIL 1981-APRIL 1982.

S. N.	Expenditure	Afs.	U. S.
1.	Rent, electricity, water, telephone, fuel, others	18141	-
2.	Purchase of foodstuff from the market	6893	-
3.	Entertainments	2690	20
4.	Education of children	1720	314
5.	Miscellaneous expenditure	1524	-
6.	Purchase from Commissary in hard currency	-	173
7.	Importation of appliances from abroad	-	171
8.	Importation of article of daily use from abroad	-	61
9.	Hose leave, family visits, travel of dependents, etc.	-	365
Total		30968	1104
		An equivalent of \$563	66% of total expenditure
		34% of the total expenditure	

Average exchange rate of US \$ for the period - 55.0 Afs. per 1\$

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P. O. Box 5
Kabul, Afghanistan

Reference: ORG/130/1-UNDP
No. 495

1 March 1982

Dear Mr. Vinde,

Subject: Currency of Payment of Salaries and Allowances - Exceptions to the Standard Formula

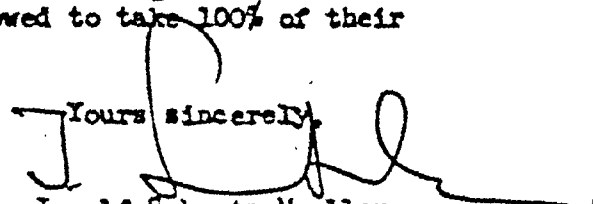
Please refer to Mr. Halliday's letter dated 5 February 1982 on the above mentioned subject.

It would not be true to say that house rents in Kabul (which are relatively low anyway) have to be paid in US Dollars. The main problem arises from the fact, as stated in my letter of 19 January, that due to the situation in Afghanistan and the lack of educational facilities a large number of experts have to leave their dependents abroad and are thus obliged to maintain two establishments. This coupled with the fact that most of the purchases are done in the Commissary, for which payment is made in US Dollars, and many other requirements have to be imported from abroad, substantially reduces the necessity for local currency. And while, as mentioned in my previous letter, the money bazaar is used for buying local currency, especially in the early stages of one's assignment to make major purchases, the bazaar is also (and more often) used to purchase dollars or dollar cheques (of course at very high costs) for payment to the Commissary or just simply to convert the superfluous local currency into convertible currency, which can normally not be done through the official banks.

I hope that in light of the above, it will be possible for the CCAQ to approve an exception to the country-wide formula in the case of Afghanistan, to assist the UN personnel who work in these difficult conditions.

It may also be mentioned that according to our information the principle of a minimum of 30 per cent of salary to be paid in the duty station is not being applied uniformly by all UN Agencies and that UNICEF personnel in Afghanistan are already allowed to take 100% of their emoluments in US Dollars.

Yours sincerely,


Ingolf Schuetz-Mueller
Resident Representative a.i.

Mr. Pierre Vinde
Assistant Administrator
Bureau for Finance & Administration
UNDP, New York

cc: Mr. Denis J. Halliday, Chief
Programme Support Division
RBAP, UNDP, New York

ZCZC DAL2370 HAL5412 JRS0983

RR NYK HQS

JERUSALEM (UNTSO) 270 131233

UNTSO T358. ~~BAQUEROT~~ OFS YOUR 1610.

AS STATED MY ~~LET~~ 9 JULY TO HUSA, ONLY TWO REPEAT TWO PROFESSIONAL STAFF (CHIEF OF STAFF AND MYSELF) ON UNTSO PAYROLL AFFECTED BY PROVISIONS ST/A1/230/REV.1. MY WIFE WILL JOIN ME END OCTOBER BUT DAUGHTER WILL CONTINUE STUDIES IN GREECE. GENERAL ERKINE'S FAMILY AT PRESENT IN JERUSALEM BUT WILL LEAVE MISSION AREA END SEPTEMBER FOR INDEFINITE PERIOD DUE CHILDREN'S SCHOOLING. AT LEAST SIXTY PERCENT LOCAL EXPENDITURES IN DOLLARS. EXPENDITURE PATTERN AS FOLLOWS:

AAA PAYABLE IN DOLLARS RENT AND PX PURCHASES (LIQUOR, CIGARETTES, BEER, SOFT DRINKS, CANNED FOOD, CEREALS, CLEANING MATERIALS, FROZEN MEAT, DAIRY PRODUCTS AND ATTRACTIVE ITEMS). ALSO DOCTOR'S FEES AND COST OF MEDICINES. IN ADDITION, CLOTHING IN DEPARTMENT STORES PRICED IN UUUSSS DOLLARS TO AVOID CONTINUOUS PRICE CHANGES RESULTING FROM DAILY MOVEMENT IN RATE OF EXCHANGE.

BBB PAYABLE IN LOCAL CURRENCY UTILITIES (WATER, ELECTRICITY, TELEPHONE) FRESH FRUITS AND VEGETABLES, FRESH MEAT, FISH AND POULTRY PRODUCTS, ALSO SOME GROCERY ITEMS NOT AVAILABLE IN PX. HOWEVER, COST OF ALL ITEMS AND UTILITY RATES CHANGE CONSTANTLY SINCE THEY ARE PEGGED ON DOLLAR.

COL CKD

;08131559

Government House
Jerusalem

Dear Mel,

9 July 1982

You will recollect that on 4 May 1982 I submitted a request to Mr. Husa for an exemption from the currency of salary payment defined in ST/AI/230/Rev. 1. My memo, a copy of which is attached for easy reference, was submitted to Ray Gieri for review and, in subsequent discussions, it was agreed that I would re-submit my request after my arrival in UNTSO with concrete proposals. Incidentally he had also received a request from the COS of UNTSO, through Mr. Urquhart's office, on the same subject.

Having given careful consideration to the matter, I wish to make a formal request that a country-wide exception to the normal salary distribution formula be approved, based on the following facts:

- (a) 99 per cent of both professional and GS staff assigned to Jerusalem pay their rents in US dollars. I could, of course, provide copies of the relevant lease agreements, but I hope it will not be necessary;
- b) the bulk of purchases from the Service Institute must be made in US dollars. The same applies to many department stores in town, which price their goods in US dollars due to the daily depreciation of the local currency.

On the basis of the above, I recommend that only 10 per cent of emoluments be paid in local currency and the remainder in one other currency, as an exception to the formula in ST/AI/230/Rev. 1. Please ensure that this change is reflected in the July payroll. Since the only professional staff in UNTSO payroll is the COS and myself, I do not think it would be necessary for Ray Gieri to submit the matter to CCAQ(FB) for formal approval.

I have tried to convince our GS colleagues that they should adopt the currency of salary payment formula defined in the above quoted Administrative Instruction. Although they have not reached a definitive conclusion to-date, the matter is under active consideration and I hope I will be able to write to you positively on this issue in the near future.

Yours sincerely,

A. Constantinidis
Chief Administrative Officer

Mr. M. Silverman
Officer in Charge
Office for field Operational
and Cultural Support Activities
UNDP New York

**PROGRAMME DES NATIONS UNIES
POUR LE DEVELOPPEMENT**



**UNITED NATIONS
DEVELOPMENT PROGRAMME**

26, RUE MAZAFIMAHANDRY
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TANANARIVE-MADAGASCAR

ADDRESS TELEGRAPHIQUE : UNDEVPRO-TANANARIVE
CABLE ADDRESS:

893/ADM/FER/261/5

11 June 1982

To : Mr. Pierre Vinde
Assistant Administrator
Bureau for Finance and Administration
UNDP - New York

From : Gerardus Teunissen
Resident Representative

Subject : Currency of Payment of salaries and allowances.

Reference is made to your circular UNDP/ADM/FIELD/374/Rev.1/-Amend.1 reminding the decision taken by the Consultative Committee on Administrative Questions (CCAQ) to pay the local portion of field salaries in non-convertible local currency in countries where the local currency is available in both non-convertible and convertible forms.

I have reviewed the situation and the implications of the CCAQ decision with the Representatives of UN Agencies in Madagascar (FAO, WHO, ILO) on the basis of our earlier explanations to Headquarters (copies attached for your easy reference).

The joint conclusion is that it is essential for international staff members to maintain a convertible local currency account while keeping the amount of the local currency payable at the duty station to reasonable limits. The reasons for this are as follows :

- On departure, when selling their private cars, staff members have to pay the customs duty by cheque in convertible local currency certified by the local bank.

- Moreover as has been pointed out in my letters of 19 July 1981 and 24 May 1982 (copies enclosed)⁴ of very great importance is the fact that, due to continuing economic problems there are now severe shortages of even basic necessities on the local market.

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Rice, sugar, oil, flour, butter, soap of any kind, cheese, toothpaste, matches, salt, are just a few articles on the long list of which there are continuing shortages. Since this began to impose hardship, the Government have recently agreed that I arrange under my personal responsibility, bulk-orders of basic commodities for the UN international families.

This necessitates on the part of each of them, payment of an initial deposit of \$ 700, and settlement of monthly bills average \$ 300, all payable in convertible currency. Therefore international staff members in Madagascar are compelled, because of the extraordinary circumstances, to make increasing outlays of convertible local currency for local household expenditures. Transfers from home countries to Madagascar may take long delays (up to three months).

Under these circumstances, a restriction to non-convertible currency would impose undue financial hardship. The dual local currency system should therefore be maintained with a distribution scheme similar to the one applicable to Algeria according to your circular. This distribution scheme should be as follows :

70% home or other currency

30% local currency, of which half in non-convertible and half either in convertible or in the other currency, by choice of staff members.

This arrangement would reduce the inequity created by some Agencies (ILO experts are paid by direct transfers from their headquarters to their convertible local currency account), and would in no way create any problems as far as the utilization of non-convertible money is concerned : the total amount of non-convertible currency received by the office (conversion of money on departure of experts, Government contributions) do not cover the total amount of our needs in this currency (local invoices, DSA, local staff salaries); page 2 of my letter of 29 July 1981 refers.

I would appreciate your reconsidering the matter in the light of the above.