



**REPORT
OF THE
INTERNATIONAL CIVIL SERVICE
COMMISSION**

**GENERAL ASSEMBLY
OFFICIAL RECORDS: THIRTY-SECOND SESSION
SUPPLEMENT No. 30 (A/32/30)**

UNITED NATIONS



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New York, 1977

NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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LETTER OF TRANSMITTAL

30 September 1977

Sir,

I have the honour to transmit herewith the third annual report of the International Civil Service Commission, prepared in accordance with article 17 of the statute of the Commission which the General Assembly approved by its resolution 3357 (XXIX).

The major part of the Commission's activity in 1977 has been devoted to the beginning of its study of the conditions of service of the General Service category and, in particular, to the survey of best prevailing conditions which it has carried out in Geneva, in response to the General Assembly's request in its resolution 31/193 B. The Commission's report on that survey, including the recommendation it had made under article 12, paragraph 1, of its statute regarding the salary scale for the General Service category in Geneva, has been presented separately to the executive heads of the seven organizations having their headquarters or major offices there. In accordance with the request in paragraph 1 of the General Assembly's resolution that the Commission "inform the Assembly at its thirty-second session of the actions taken in this regard," that report is reproduced in chapter IV.B of the present document; the salary scale recommended by the Commission will be found in annexes III.L and III.M.

The other sections of the report contain information on the Commission's continuing study of a number of subjects, dealt with either in the course of the Commission's progressive assumption of the full range of functions entrusted to it by its statute or in response to the General Assembly's resolution 31/141; on most of these matters the Commission expects to submit recommendations to the General Assembly at its thirty-third session. Only one recommendation calling for action by the General Assembly is submitted at the present session: that relating to a change in the post adjustment system, contained in paragraph 57.

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

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

(Signed) Raúl A. QUIJANO
Chairman of the
International Civil Service Commission

His Excellency
Mr. Kurt Waldheim
Secretary-General of the United Nations
New York

CHAPTER I

ORGANIZATIONAL QUESTIONS

A. Acceptances of the statute

1. Since the preparation of the second annual report of the International Civil Service Commission (ICSC), 1/ there has been no change in the situation as regards acceptance of the statute of the Commission by organizations which participate in the United Nations common system. In addition to the United Nations itself, 10 organizations have thus accepted the statute to date. 2/ The two remaining organizations, 3/ although still not having formally accepted the statute, have continued to participate actively in the Commission's work.

B. Membership

2. The terms of office of five members of the Commission who had been appointed in 1974 for a term, determined by the drawing of lots, of two years being due to expire on 31 December 1976, the General Assembly, at its thirty-first session, proceeded to the appointment of five members to replace those whose term of office expired. Having been informed by the Secretary-General that he had carried out the consultations prescribed by article 4 of the statute with Member States, the executive heads of the other organizations and staff representatives and had further consulted the Advisory Committee on Administrative and Budgetary Questions, the Fifth Committee decided on 10 December 1976, without a vote, to recommend to the General Assembly that it reappoint for terms of office of four years beginning 1 January 1977 the five outgoing members, viz. Mr. Amjad Ali (Pakistan), Chief Michael O. Ani (Nigeria), Mr. A. S. Chistyakov (Union of Soviet Socialist Republics), Mr. P. N. Haksar (India) and Mrs. Halima Warzazi (Morocco). That recommendation was approved without a vote by the General Assembly at its 107th plenary meeting, on 22 December 1976 (resolution 31/200). The membership of the Commission in 1977 was thus as follows:

1/ Official Records of the General Assembly, Thirty-first Session, Supplement No. 30 (A/31/30). See also the Commission's first annual report, ibid., Thirtieth Session, Supplement No. 30 (A/10030).

2/ International Labour Organisation; Food and Agriculture Organization of the United Nations; United Nations Educational, Scientific and Cultural Organization; International Civil Aviation Organization; World Health Organization, Universal Postal Union; International Telecommunication Union; World Meteorological Organization; Inter-Governmental Maritime Consultative Organization; World Intellectual Property Organization.

3/ International Atomic Energy Agency, General Agreement on Tariffs and Trade.

A. L. Adu (Ghana) (Vice-Chairman)**
(deceased, 2 September 1977)
Amjad Ali (Pakistan)***
Chief Michael O. Ani (Nigeria)***
A. S. Chistyakov (USSR)***
Pascal Frochoux (Switzerland)**
Toru Haguiwara (Japan)*
P. N. Haksar (India)***

Robert E. Hampton (United States)*
A. H. M. Hillis (United Kingdom)*
Jiří Nosek (Czechoslovakia)**
A. Fonseca Pimentel (Brazil)*
Jean-Louis Plihon (France)*
Raúl A. Quijano (Argentina) (Chairman)**
D. Thiam (Senegal)**
Halima Warzazi (Morocco)***

* Term of office expiring 31 December 1977.

** Term of office expiring 31 December 1978.

*** Term of office expiring 31 December 1980.

3. The Commission learnt with deep regret of the death, on 2 September 1977, of its Vice-Chairman, Mr. A. L. Adu (Ghana).

C. Sessions

4. The Commission held two sessions in 1977: the fifth at the United Nations Headquarters, from 22 February to 11 March; and the sixth, at the headquarters of the International Atomic Energy Agency at Vienna, by invitation of the Director-General of the Agency, from 16 August to 2 September.

5. At its fifth session the Commission took note of the decisions of concern to it adopted by the General Assembly at its thirty-first session and considered their implications for its own programme of work (see chap. II below); began its consideration of the principle and methodology for determination of the conditions of service of the General Service category and decided on arrangements for the conduct of the survey of local conditions to be made in Geneva (see chap. IV); and established guidelines for a number of other studies to be made in 1977 and 1978 (see chaps. III.D, VI and VII). At its sixth session, the Commission examined the results of the survey in Geneva and prepared its recommendations regarding the level of General Service salaries there; decided on arrangements for a further similar survey to be carried out in Paris (see chap. IV); examined various questions relating to the conditions of service of the Professional and higher categories (see chap. III) and of both categories (see chap. V); and continued the study of questions relating to its functions under article 14 of its statute (see chap. VII).

6. In addition to those two sessions, a working party composed of the Chairman, the Vice-Chairman and four members of the Commission met at Geneva from 16 to 20 May in connexion with the survey of General Service salaries there.

D. Subsidiary body

7. The Advisory Committee on Post Adjustment Questions (ACPAQ) was established in 1976, pursuant to the authorization given by the General Assembly in resolution 3418 A (XXX) and its members appointed provisionally for a one-year period, as recorded in paragraph 10 of the Commission's second annual report. Subsequent to the preparation of that report, the vacancy for a member from the Latin American region was filled by the appointment of Mr. Bernardo Ferran (Venezuela).

8. At its fifth session the Commission, having noted the report on the work of the Advisory Committee's first session, approved arrangements for the appointment

of members on a regular basis bearing in mind, on the one hand, the desirability of a measure of rotation in the membership and on the other hand, the necessity that the members have adequate experience with the post adjustment system. It is decided that members should be appointed by the Chairman of the Commission after consultation with the Chairman of ACPAQ appointed by the Commission and after receiving the views and proposals of the executive heads and the staff representatives. The normal term of office should be four years, with the possibility of reappointment for a second term. Of the five members who served in 1976, one should be reappointed for four years, one for three years, one for two years, one for one year and one should be replaced, their terms of office being determined in inverse ratio to the number of years they had served on ACPAQ and its predecessor bodies. Accordingly, Mr. Bernardo Ferran (Venezuela) was reappointed for four years, Mr. Y. N. Batovrin (Union of Soviet Socialist Republics) for three years, Mr. G. H. Moore (United States of America) for two years, Mr. E. N. Omaboe (Ghana) for one year; and Mr. Y. Miura (Japan) was appointed for four years to replace the outgoing member, Mr. B. Ramamurti (India). Mr. Batovrin subsequently resigned from the Committee and Mr. A. F. Revenko (Union of Soviet Socialist Republics) was appointed to serve for the unexpired portion of his term of office. Mr. Pascal Frochoux, member of ICSC, continued to serve as Chairman of ACPAQ.

9. The second session of ACPAQ was held from 13 to 19 July at the headquarters of the International Civil Aviation Organization in Montreal. The action taken by the Commission on the recommendations of ACPAQ is described in chapter III.C below.

E. Methods of work

10. The Commission has maintained regular and fruitful relationships with both the executive heads of the participating organizations and their administrative officers and with the representatives of the staff, that is to say, the two parties which are given by its statute the right to present facts and views to it on any matter within its competence. It has also continued to co-operate with various other bodies within the United Nations system.

11. The co-operation of the executive heads in the Commission's work has been ensured through collective statements of their views - and, in some cases, proposals - formally approved by the Administrative Committee on Co-ordination (ACC), through studies, proposals and statements presented under the authority of ACC by the Consultative Committee on Administrative Questions (CCAQ) and by the active participation in its discussions of the senior administrators responsible for personnel matters acting both as representatives of their executive heads and as members of CCAQ. These working relations have been furthered by the attendance of the Chairman at a meeting of ACC and by contacts which he has had with a number of the executive heads individually, as well as by participation of the Executive Secretary in meetings of CCAQ. The Commission is conscious that its programme of work makes heavy demands on the administrations of the organizations, and most of all on CCAQ, in preparing collective presentations of facts, views and proposals for it. Contrary to some expectations, the establishment of the Commission has not resulted in a diminution of the workload of CCAQ; that situation seems likely to continue for some years at least and calls for a flexible division of the responsibility for preparing studies between CCAQ and the Commission's own secretariat.

12. The views of the staff have been effectively presented to the Commission on all matters of common, system-wide concern by the Federation of International Civil Servants' Associations (FICSA). Again, the Commission is conscious of the difficulties which the presentation of concerted views on a great number of questions entails for the staff representatives and is particularly appreciative of the quality of their submissions and of their defence of their viewpoints. On matters of local concern, such as the survey of best prevailing conditions in Geneva, the Commission has given full recognition to the principle embodied in its rules of procedure that the staff directly concerned should be consulted. It has, however, observed with concern, as remarked by the Chairman in presenting the second annual report to the Fifth Committee of the General Assembly, a tendency for groups of staff to seek to present views separately from the collective presentations made both on questions of general concern through FICSA and on questions of local concern through the joint representatives designated by the staff affected. It has accepted written statements from such dissident staff groups, by extension of rule 36.2 of its rules of procedure (which states that "these provisions /for collective presentation of views/ shall not prejudice the right of the executive head or the staff representatives of any participating organization to submit written statements individually"). It has noted, however, that the views so submitted often differ little from those presented collectively, which suggests that the chief motive of the groups concerned is to achieve separate recognition, rather than to represent a bona fide separate interest. The Commission considers that for it to lend itself to such attempts would constitute an intervention on its part in internal disagreements between staff members of a single organization which should be resolved through the democratic processes of staff representation existing in each organization. It has therefore held that the participation of staff representatives in its work (other than possibly by the submission of written statements) must be governed by the definition contained in rule 1 of its rules of procedure that "'staff representatives' means representatives of the staff of a participating organization recognized in accordance with the staff regulations and rules of the organization or, as the context may require, such representatives from several or from all participating organizations." It is convinced that to do otherwise would be detrimental both to the organized democratic procedures for the representation of the staff and to the effective participation of the staff representatives in its work, to which it attaches great importance.

13. The Commission has welcomed the contribution made to its work both by the United Nations Institute for Training and Research (UNITAR) which is preparing for it a study on career development and the career concept in the United Nations system and by the Joint Inspection Unit which similarly has assisted the Commission's work by a study of recruitment practices, policies and standards. The Commission's preliminary conclusions on these subjects are recorded in sections B and C of chapter VII below.

CHAPTER II

ACTION BY THE GENERAL ASSEMBLY AND OTHER LEGISLATIVE BODIES AND FOLLOW-UP

14. The action taken by the General Assembly at its thirty-first session relevant to the work of the Commission (apart from the reappointment of members of the Commission, dealt with in para. 2 above) concerned:

(a) The review of the United Nations salary system (resolution 31/141 of 17 December 1976);

(b) The functions of the Commission with respect to the salaries of the General Service category (resolution 31/193 B of 22 December 1976);

(c) References, in the resolution adopted on the United Nations pension system (resolution 31/196 of 22 December 1976) to the Commission's concern with pensions as an element of the total package of remuneration.

A. Review of the United Nations salary system

15. In resolution 31/141 B the General Assembly noted with satisfaction the timely completion by the Commission of the major part of the review which it had been requested to undertake as a matter of priority by resolutions 3042 (XXVII), 3357 (XXIX) and 3418 (XXX); noted the Commission's conclusions and approved the measures recommended by it ^{4/} with the exception of two: the proposal for the introduction of an "end-of-service" grant for staff members holding a fixed-term appointment whose appointment was not renewed after at least six years' service, and the extension of eligibility for the education grant to university studies in the country of the staff member's duty station.

16. The Commission having presented the measures it recommended as being designed to correct the most serious anomalies in the system and to adapt it to changed circumstances, rather than as a fundamental reform of the system, the General Assembly, by section II of resolution 31/141 B, recommended that the Commission should carry forward its study of possible further reforms in the salary system and identified a number of aspects for particular attention. Those were:

(a) The feasibility of modifying the post adjustment system with reference to the possibility that the automatic application of the system might lead to divergence between the levels of remuneration of the United Nations and of the comparator national civil service;

(b) The development of a methodology for comparison of "total compensation" between the United Nations system and the comparator civil service and the extension of the comparison between those two systems to all levels;

^{4/} See Official Records of the General Assembly, Thirty-first Session, Supplement No. 30 (A/31/30), part two, chap. II.

(c) The conditions for the provision of terminal payments, in particular on retirement, and the possibility of establishing a ceiling for the maximum aggregate entitlements to such-payments;

(d) The re-examination of the possible introduction of an "end-of-service" grant;

(e) The conditions for the education grant, in particular for post-secondary education and for education in countries other than the home country of the staff member;

(f) The alignment on the revised scale for termination indemnities of the amount payable to the dependent spouse or dependent child of a staff member who died in service.

17. The General Assembly further adopted amendments to the Staff Regulations of the United Nations to give effect to the changes in the salary system which it had approved, and authorized the Secretary-General to make such consequential changes as were necessary in the Staff Rules. The Assembly's decisions thus took effect for the United Nations on 1 January 1977. Similar action has been taken by the competent authorities of the other organizations of the common system to apply them each to its own staff, except that one organization (the ILO) in implementing the revised measures concerning termination indemnities maintained certain provisions already existing in its rules which were more favourable than those recommended by the Commission and approved by the General Assembly. 5/

18. The Commission noted at its fifth session that, although the General Assembly had referred back to the Commission for further study the proposal to introduce an "end-of-service" grant, the Executive Board of WHO, at its fifty-ninth session in January 1977, had approved a proposal by the Director-General of WHO to introduce a new staff rule which "establishes an end-of-service grant as an interim measure, pending a re-examination by the International Civil Service Commission of its proposal concerning such a grant and a decision thereon by the General Assembly of the United Nations." 6/ It noted the provisional character of the measure and the special circumstances in which it had been taken, i.e., the decision of WHO to abolish over 300 posts in the next four years, entailing in many cases the non-renewal of the appointments of staff members who had served WHO for a number of years on a fixed-term basis.

19. At its fifth session the Commission approved a plan for the incorporation into its work programme of the consequential action required of it by the General Assembly's decisions. It agreed to give priority to the request made in section II, paragraph 1, of resolution 31/141 B, that it report to the General Assembly on the feasibility of establishing a modified system of post adjustments and invited ACPAQ to study the technical aspects of the problem at its 1977 session; the Commission's conclusions will be found in chapter III.C of this report. As regards the revision of the amount of the death grant, on which the Commission was requested to submit

5/ Action in one other organization (WIPO) was expected to be taken shortly after this report was prepared.

6/ WHO resolution EB59.R35.

proposals to the General Assembly at its thirty-second session, the Commission examined the question at its sixth session on the basis of a report from CCAQ. It noted that there were variations between the existing practices in different organizations and that it was not certain that the rationale for the entitlement was the same as that for the termination indemnity. The Commission therefore concluded that further study was required, on the basis of more complete information to be provided by the organizations; it would consequently report on it to the General Assembly at the thirty-third session along with the study to be presented then on all other forms of entitlement on cessation of service. As for the other matters, on some of which a report was requested for the thirty-third session while for others no time-limit was specified, the Commission has put their study in hand with the intention of reporting on them also to the General Assembly in 1978.

20. The Commission reaffirmed its view that, with the changes already made in the salary system and when the further matters referred to above would have been disposed of, no further major review of the salary system for the Professional and higher categories would be needed for several years. It has not overlooked its own statement that a more fundamental reform "may perhaps be desirable in the future, to carry even further the adaptation of the system to changing needs of the organizations resulting from a redefinition by the Governments of Member States of the services they look to the organizations to provide," ^{7/} nor the General Assembly's invitation to it to "carry forward its study of possible further reforms". However, as was recognized in the discussions in the Fifth Committee of the General Assembly, it would be desirable that policy guidance be given by the political organs of the United Nations system before such further, possibly fundamental, reforms are elaborated. The Commission was conscious that it was its responsibility to pose to the legislative bodies the issues on which it believed such policy guidance to be needed, possibly suggesting alternative orientations. It believed that it would be better equipped to do so when it had advanced further in its own consideration of some of the basic questions involved, such as the relative places of permanent (or career) employment and short-term employment in the international civil service and the particular requirements for service away from headquarters duty stations, including service in development assistance projects. The progress made by the Commission in considering those questions (which is recorded in chaps. VI and VII.C of this report) had been limited by the priority which it had been obliged, since its establishment, to give to urgent salary questions; it remained none the less convinced of their importance and expected to be able to present its views on them in due course, as elements in the consideration of possible fundamental reforms in the system.

B. Conditions of service of the General Service category

21. The resolution (31/193 B) adopted by the General Assembly as the result of its consideration of the report of the Joint Inspection Unit on some aspects of the strike at the United Nations Office at Geneva from 25 February to 3 March 1976

^{7/} Official Records of the General Assembly, Thirty-first Session, Supplement No. 30 (A/31/30), para. 46.

referred to "the need to re-examine the methodology for salary surveys and the system of job classification of the General Service category at Geneva," noted the requests made to ICSC by WHO and the ILO to assume as soon as possible its functions under article 12.1 of its statute in relation to Geneva and noted with satisfaction the Commission's decision to advance its assumption of those functions. By the operative paragraphs of the resolution the Commission was requested:

(a) To establish, under the authority of article 11 (a) of its statute, as a matter of urgency, the methods by which the principles for determining conditions of service in the General Service category at Geneva should be applied;

(b) On the basis of that methodology, and under the authority of article 12.1 of its statute, "to cause a survey of local employment conditions at Geneva to be made, to make recommendations as to the salary scales deemed appropriate in the circumstances and to inform the General Assembly at its thirty-second session of the action taken";

(c) To examine the basis on which recent substantial salary adjustments of the General Service category in Geneva had been determined and to take them fully into account in its consideration both of the salaries and of the methodology for future adjustments;

(d) To take into account all aspects (and especially para. 29) of the Joint Inspection Unit's report and of the comments made by ACC and the Secretary-General on that report.

22. At its fifth session, the Commission considered the way in which it should respond to the General Assembly's request and recognized that, given the time-limit imposed on its action by the request that it report thereon to the Assembly at its thirty-second session, it would have to accord priority in its programme of work to the general problems of methodology for determining General Service salaries and the specific problem of Geneva. It further noted that that time-limit inevitably necessitated a change in the approach to the subject which the Commission had envisaged, as set out in paragraphs 27 to 31 of its second annual report. It had planned to study first the principle and the methodology for application of the principle in general terms, leading probably to the establishment of a set of directives or guidelines which would revise or replace the existing "Guiding Principles" - and only then to begin to apply that methodology to particular duty stations in performing its functions under article 12 of the statute. The urgency of dealing with the situation which had arisen in Geneva, already recognized by the Commission and confirmed in the General Assembly's resolution, and the consequent obligation to put in hand a survey in Geneva as soon as possible after the close of the fifth session so that the Commission could consider the results at its sixth session and formulate its recommendations before the opening of the thirty-second session of the General Assembly, obliged it to adopt a different approach. It therefore decided to make, at its fifth session, a preliminary examination in general terms of the issues involved; it would reach tentative conclusions wherever possible about the questions of general principle or methodology applicable to all duty stations. At the same time, it would take decisions, applicable to the 1977

Geneva survey, upon those points of the methodology which were required in order to enable the first, data-collecting, phase of the operation to be carried out in Geneva between the fifth and sixth sessions. When it had the data collected in Geneva before it at its sixth session, the Commission would take decisions, again applicable to Geneva, on the remaining points of the methodology (i.e., the interpretation of the data and their translation into recommendations as to the salary scales and other conditions of service appropriate to Geneva). When it had completed its immediate task in relation to Geneva, the Commission would continue to give consideration to the broad principle and the general methodology, with the benefit of the experience acquired in Geneva and possibly in other duty stations where surveys might have been conducted in the meantime.

23. An account of the progress made by the Commission in its consideration of the general methodology and its findings as a result of the survey in Geneva will be found in chapter IV below.

C. Pensions

24. It will be recalled that the Commission's competence with respect to the United Nations pension system is limited by article 11 of the statute, which provides that "the Commission shall establish ... (b) Rates of allowances and benefits, other than pensions ...". The Commission is thus not concerned with the details of pension benefits (which are the responsibility of the United Nations Joint Staff Pension Board). It is, however, concerned with the over-all value of pension benefits as an element in the total package of remuneration which determines whether the financial conditions offered by the United Nations system will be adequate to attract and retain staff members of all nationalities and of the calibre required; and, as part of its responsibility under articles 10 and 12 of its statute for recommending salary scales, it is responsible for recommending what the level of pensionable remuneration should be in relation to gross and net salary.

25. In the resolution which it adopted at its thirty-first session on the United Nations pension system (resolution 31/196), the General Assembly invited the United Nations Joint Staff Pension Board to take into account in its continuing study of the problem of adjustment of pension benefits "all relevant findings of the International Civil Service Commission, as referred to in paragraph 22 of the report of the Advisory Committee on Administrative and Budgetary Questions" (A/31/409). That paragraph of the report of the Advisory Committee referred to the study to be made by the Commission on the value of pension benefits as an element of remuneration and also to its comments on the pensionable remuneration of the General Service category (paras. 238 and 343 respectively of the Commission's second annual report).

26. The action being taken by the Commission on these two points is described in chapters III.D and IV.C of this report. Its findings will be made available to the Joint Staff Pension Board - indeed, the study on value of pension benefits is being made in collaboration with the Board. However, as the Commission noted at its fifth session, the primary purpose of that study is to compare United Nations

pension benefits with those of the United States civil service, as a further step in the comparison of total compensation between the two services. It would be premature to surmise to what extent its findings might be relevant to the question of adjustment of pensions. A conclusion that the pension benefits available to a United Nations staff member are superior, equal or inferior to those available to a United States civil servant would not, in itself, provide any indication as to whether the same United Nations pension benefits respond adequately and equitably to the needs of pensioners resident in countries other than the United States. However, it is conceivable, that as a result of its study the Commission might find it appropriate to re-examine the level of pensionable remuneration and the way in which it is established; and that, in this connexion, some possibility might be considered of differentiating the pensionable remuneration of staff members in relation to an anticipated differentiation in the level of benefits ultimately to be paid to the staff member after retirement.

CHAPTER III

CONDITIONS OF SERVICE OF THE PROFESSIONAL AND HIGHER CATEGORIES

A. Implementation of General Assembly decisions

27. As mentioned in paragraph 16 above, the General Assembly adopted amendments to the staff regulations of the United Nations to give effect to the changes in the salary system which it had approved on the recommendation of the Commission and invited the Secretary-General to make consequential changes in the staff rules; and similar action has been taken by the other organizations participating in the common system. A note was circulated by the Commission's secretariat suggesting a common approach on various points of technical detail of the application of the revised provisions.

28. Accordingly, the following changes have been introduced into the salary system:

(a) New scales of staff assessment for the Professional and higher categories (the previous scale remaining temporarily in effect for the General Service category) introducing a differentiation in net salary as between staff members with a dependent spouse or dependent child and those without either;

(b) Elimination of the former spouse allowance;

(c) New scales of post adjustment eliminating the previous differentiation in percentage rates between staff with and those without dependants, and representing at all classes a uniform percentage of net salary at each grade and step;

(d) Consolidation of five classes of post adjustment into base salary, so restoring the level of pensionable remuneration (which previously was the equivalent of gross salary plus 25 per cent) to parity with gross salary;

(e) Change of the definition of terminal payments, which were expressed previously in terms of "base salary", to "pensionable remuneration less staff assessment";

(f) Increase in the amount of the allowance for a secondary dependant;

(g) Revised scales of repatriation grant;

(h) Revised scales of termination indemnity;

(i) Revision of the scale of reimbursement of costs under the education grant and of the flat amount for boarding expenses incurred elsewhere than in an educational institution.

29. In accordance with the authorization given to it by the General Assembly in section I, paragraph 4, of resolution 31/141 B, the Commission promulgated the conditions for temporary transitional payments to be made to staff members whose

remuneration under the revised scales would have been less than under the existing scales, including provision for the gradual reduction and ultimate elimination of those payments. Those measures consisted of tables of initial and maximum payments authorized at each grade and step at each new class of post adjustment in force after consolidation; such payments concerned mostly staff members without dependants in the higher grades and at lower classes of post adjustment and the amounts ranged from \$11 a year to \$2,985 a year (at Under-Secretary-General level). The transitional payments are gradually reduced as the duty station moves, for whatever reason, into higher classes of post adjustment; they are not increased in case of a reduction in the class of post adjustment nor in the event of an increase in the salary level of a staff member through promotion or within-grade increment. A special transitional payment of \$50 a year, effective for one year only, was authorized for staff members with a dependent child but no dependent spouse, to compensate for the difference between the children's allowance of \$450 previously received by such staff members and the amount of \$400, corresponding to the previous spouse allowance, incorporated into base salary. The Commission decided that the situation of all transitional payments still in force should be reviewed at the end of 1977.

B. Evolution of the margin between remuneration of the United Nations common system and that of the comparator national civil service

30. In section I, paragraph 1, of its resolution 31/141 B, the General Assembly decided that the Commission, "as a standing body, should keep under continual review the relationship between the levels of remuneration of the comparator civil service, at present the United States Civil Service, and the United Nations system, having due regard to all relevant factors, including the differences between the two services". The General Assembly also endorsed the Commission's conclusion that the comparison between United Nations and United States remuneration should continue to be made in terms of net remuneration of a married official without children and should be made between the remuneration existing at the headquarters of the two services, i.e. New York and Washington, the difference in cost of living between the two cities (as shown by the United Nations post adjustment index) being taken into account. To discount temporary fluctuations due to changes occurring in the remuneration of one or the other service at different times, the margin would be expressed as the average existing over the 12-month period from October to September.

31. The Commission has accordingly decided to review at each of its sessions the evolution of the relationship between the remuneration of the two services. That relationship can be modified by several factors:

(a) Any change in the absolute level of United Nations remuneration which might be decided by the General Assembly;

(b) Changes in the level of United Nations remuneration in New York resulting from the operation of the post adjustment system;

(c) Changes in the level of remuneration of the United States Civil Service;

(d) Changes in the relative costs of living in Washington and New York.

32. The Commission noted that the General Assembly had requested it "to pursue

studies with a view to arriving at a methodology permitting comparison of 'total compensation' between the comparator civil service and the United Nations salary system" and "to carry out this comparison at all levels". The action being taken by the Commission in response to the first of these requests is recorded in chapter III.D of this report. The Commission has also put in hand a study of grading equivalencies between the United States Civil Service and the United Nations system with a view to reporting to the Assembly, as requested, at its thirty-third session on the feasibility of extending the existing grading equivalencies "to all levels". Pending the conclusion of those two studies, the comparison continued perforce to be made on the basis of net remuneration and of the grading equivalencies adopted by the Commission for the purposes of the 1975-1976 review, namely: United Nations grade P-3 = United States grades GS-12/GS-13; P-4 = GS-14; P-5 = GS-15.

33. The Commission noted that the relationship which it had established for the 12-month period October 1975 to September 1976 as: United States (Washington) = 100 United Nations (New York) = 112.7, had been modified subsequently by:

(a) The increase in the gross salaries of the General Schedule salaries of the United States Civil Service which entered into effect on 1 October 1976 and represented an average of 6.89 per cent at the matching grades; 8/

(b) Changes in United Nations remuneration in New York resulting from the application of the post adjustment system (the post adjustment class of New York was increased from class 10 to class 11 in January 1977, which became class 4 4/5 after consolidation; it increased to class 5 on 1 April 1977; no further increase was anticipated during the 12-month period October 1976 to September 1977;

(c) A change in the cost-of-living relationship (as shown by the post adjustment index) between New York and Washington (that relationship, which stood at 108.6 for the period October 1975-September 1976, had dropped to approximately 107 for the current period.

34. Accordingly the Commission noted at its sixth session that the relationship between remuneration of the two services had evolved as shown in the following table:

8/ Increases were granted in the salaries of the Executive Levels of the United States Civil Service effective 27 February 1977, which were accompanied by an increase from \$39,600 to \$47,500 in the ceiling which had been imposed on the upper levels of the General Schedule of salaries for the civil service. However, that measure had no effect on the highest level (GS-15/1) entering into the United Nations/United States comparison.

Comparison of average net remuneration of
United Nations officials in New York and
United States officials in Washington

October 1976 to September 1977

Grades	United Nations New York <u>a/</u>	United States Washington	Ratio (US/Wash. = 100)
GS-12/1) GS-13/1) Avg = P-3/1	21,967	18,031	121.8
GS-14/1 = P-4/1	26,253	22,426	117.1
GS-15/1 = P-5/1	31,675	25,675	123.4

Average ratio for three matching grades 120.8

Est. cost of living ratio New York/Washington 106.6

Average ratio, adjusted for cost of living 113.3

The comparable figures for the period October 1975 to September 1976 were as follows:

Average ratio 122.4

Cost of living ratio 108.6

Average ratio, adjusted for cost of living 112.7

a/ Includes post adjustment of: 3 months at class 10
3 months at class 4 4/5
6 months at class 5.

35. The average net remuneration of United States officials in Washington had increased at a somewhat greater rate during the period than had the remuneration of United Nations officials in New York, but that increase had been more than offset by a narrowing of the difference in the cost of living between New York and Washington, the over-all result being a very slight widening of the margin, compared with the previous period. Further information on the cost-of-living relationship would be available in 1978, when the Commission intended to make an up-to-date comparison of the cost of living for international civil servants in the two cities. Together with the further study being made on the equivalence of grades between the

two systems, additional elements would thus be available next year for a further review of the margin. In the meantime the slight change in the margin was not, in the opinion of the Commission, such as to call for any immediate action. By the time the Commission's report was considered by the General Assembly, information should be available on the adjustment in salaries of the General Schedule of the United States Civil Service which would normally be put into effect on 1 October 1977 and which would affect the evaluation of the margin for the following period October 1977-September 1978; the Commission authorized its Chairman to present that information orally to the General Assembly.

36. The representatives of FICSA had recalled that before the 1976 review both FICSA and the representatives of the executive heads had suggested that a margin of some 25 per cent of United Nations remuneration over that of the United States Civil Service would be appropriate. FICSA considered that there was strong evidence that the existing level of remuneration was not adequate to recruit and retain qualified staff; its representatives cited evidence that it was sometimes found necessary to offer a higher step or even a higher grade to attract particular recruits and that some member States supplemented the United Nations salary of certain of their nationals in order to induce them to accept service in the organizations. Furthermore, they considered that the data in the study of the Joint Inspection Unit showing that recruitment at the P-1 level was practically non-existent and that at P-2 limited were an indication of the inadequacy of salaries. FICSA therefore urged the Commission to consider whether an increase in the level of professional remuneration was not justified and, at the same time, to re-examine the question of the losses which had resulted from the way consolidation was effected, both as regards the value of the classes consolidated 9/ and the subsequent realigning of the level of the weighted average of post adjustments (WAPA).

37. The Commission was not convinced that the evidence cited proved conclusively that the existing level of remuneration was not adequate for the purposes of recruitment and retention of staff generally. On the contrary, many governments had expressed the view that the level was too high. The Commission would keep the situation under constant review, as it had been requested to by the General Assembly, and would make recommendations at any future time when it might consider the situation to call for action by the Assembly. Before recommending any further consolidation of classes of post adjustment into base salary, it would re-examine the question of the procedure for effecting consolidation, which would be studied in the first instance by the Advisory Committee on Post Adjustment Questions.

C. Operation of the post adjustment system and study of possible changes in the system

38. In accordance with article 11 (c) of its statute the Commission has continued to keep up to date the schedule of classification of duty stations for the purpose of applying post adjustments. Changes which have occurred in the period 1 April 1975 to 1 August 1977 in the post adjustment classification of the headquarters duty stations and in the weighted average of post adjustments (WAPA)

9/ cf. Official Records of the General Assembly, Thirty-first Session, Supplement No. 30 (A/31/30), paras. 231-233.

of major duty stations are shown in annex I. The criterion for inclusion of duty stations for the calculation of WAPA was broadened at the beginning of 1977 to include any locality having either 35 or more staff members of the Professional and higher category of one organization or 60 or more staff members of the Professional and higher category from all organizations combined. The WAPA after consolidation of five classes of post adjustment into base salary stood at 126.0 on 1 January 1977. On 1 August 1977 it had risen to 130.6, an increase of 3.6 per cent.

Possible means of correcting divergencies between remuneration of the United Nations and that of the comparator country

39. As already stated, the Commission decided to give priority to the request of the General Assembly (in section II, para. 1, of resolution 31/141 B) that the Commission report to it on "the feasibility of establishing a modified system of post adjustments, taking into account the views expressed in paragraph 229 of its report", and invited its Advisory Committee on Post Adjustment Questions to study the technical aspects of the question at its 1977 session. In making that request the General Assembly, basing itself on the Commission's own remarks, had in mind the possibility that the relationship between the remuneration of the United Nations system and that of the United States Civil Service might be modified by the fact that, while United Nations remuneration in New York could increase as a result of increases in the cost of living, through the application of the post adjustment system, the annual increase in the remuneration of the United States Civil Service decided by the President, on the basis of the movement of private sector salaries in the United States for comparable work, might compensate for any increase in the cost of living but equally might either exceed or fall short of such increase.

40. In its report, considered by the Commission at its sixth session, ACPAQ noted that, since the majority of the members of the Commission had agreed in 1976 that it would not be appropriate to define a precise optimum margin, any modification in the post adjustment system which might be recommended need not be designed to maintain a rigid margin. It noted further that over a period of a number of years, with the exception of the years of high inflation 1973-1975, the annual increases in salaries of the United States Civil Service had equalled or exceeded the rise in the cost of living. Thus the risk of a major widening of the margin as a result of the application of the post adjustment system seemed rather remote. In the circumstances, it did not appear essential to introduce major modifications in the post adjustment system, if some simpler alternative solution could be found.

41. The Committee had examined the possibility of a system whereby the post adjustment index for New York would be provisionally "frozen"; as would simultaneously that of every other duty station except in cases where the rise in the local cost of living exceeded that in New York; the indexes would only be "unfrozen" when the annual increase in United States Civil Service salaries was announced. While feasible in New York, such a system would present serious administrative complications for all duty stations other than New York; the Committee could see no reason why staff in New York should be treated differently from those elsewhere.

42. The Committee had therefore considered an alternative arrangement which it believed would provide an adequate safeguard against any substantial widening of the margin. The post adjustment system would be applied in the normal manner at all

duty stations throughout the year, subject to the proviso that all indexes might be adjusted downwards at the end of the year should that prove necessary in order to avoid undue widening of the margin. Under that system no reduction would be made in post adjustment payments, but each duty station would have to make up the lost index points before beginning to accrue credit towards any further increase in post adjustment.

43. When the Commission considered the report of ACPAQ at its sixth session, the representatives of the executive heads and of FICSA recognized the need for keeping the margin under review but emphasized that attention should be given to undue narrowing as well as to undue widening of the margin. The Commission recognized that it would be possible for the margin to narrow (if, for example, United States Civil Service salaries were increased by an amount greater than the increase in the cost of living) but observed that in that case a correction, if deemed justified, could only be made by means of a revision of the base salary scale, which was within the sole competence of the General Assembly. An undue widening of the margin, on the other hand, might be corrected through the post adjustment system.

44. In conclusion, the Commission recalled that it had been requested by the General Assembly, in section I, paragraph 1, of resolution 31/141 B, to keep under continual review the relationship between the levels of remuneration of the comparator civil service, that of the United States, and the United Nations system and to take such urgent corrective action as it might deem necessary or, alternatively, to recommend action to the General Assembly. The Commission was of the opinion, therefore, that it already had the necessary authority and means to deal with any divergency which might appear.

Basing of changes in classes of post adjustment on 5 per cent rather than 5-point movements

45. In continuation of its study of possible further reforms in the salary system, the Commission requested its Advisory Committee on Post Adjustment Questions to submit a full report in 1977 on the implications of basing changes in post adjustment on index movements of 5 per cent in relation to the preceding class rather than, as currently, on movements of 5 points in relation to the base 100. Such a change had been recommended by the Special Committee for the Review of the United Nations Salary System whose report 10/ had been referred to the Commission by the General Assembly. The Commission itself, in its second annual report 11/ had stated the opinion that "the proposal offered definite advantages, particularly in reducing the frequency of changes of class at high index levels".

46. In its report, considered by the Commission at its sixth session, ACPAQ expressed the opinion that the main advantage of the existing "five-point rule" was that it had been familiar to the staffs and administrations for many years and was, by its nature, easy to understand and apply. The intervals between classes of post adjustment were in multiples of five index points (100, 105, 110, etc.) and the dollar amount of each class for a given grade and step was the same (corresponding

10/ Official Records of the General Assembly, Twenty-seventh Session, Supplement No. 28 (A/8728), para. 17 (b).

11/ Ibid., Thirty-first Session, Supplement No. 30 (A/31/30), para. 244.

to a constant percentage of the base salary in relation to the base index of 100). The system also made it easy to apply the system of fractional classes of post adjustment (fifths) used to reflect changes in the exchange rate. For that purpose, the post adjustment index was seen in terms of multiples of one index point, each point representing one fifth of a class; each fifth added or subtracted had a constant dollar value at a given grade and step. The advantage of the system was thus its uniform and repetitive nature.

47. On the other hand, the main criticism of the "five-point" system was that, the higher the class, the smaller the percentage movement in the cost of living required to trigger a change of class. While at the lower classes of post adjustment, a movement of 5 per cent or nearly 5 per cent in the cost of living was required before a change in class of post adjustment became due, at the higher levels a much smaller movement produced a change of class. Thus the movement of five points of the index from, say, class 15 (index 175) to class 16 (index 180) corresponded to a movement of only 2.86 per cent of the cost of living. Changes in class occurred with increasing frequency as the level rose higher. The very high classes of post adjustment for some duty stations produced by the existing system, even though due in most cases to currency revaluations, had led to distortions in the functioning of the system and to pressure for consolidation of classes of post adjustment into base salary. The frequency of changes of class had furthermore given rise to criticism that the post adjustment system was excessively sensitive in compensating for cost-of-living increases. If, instead, as would be the case if a 5 per cent rule were adopted, a uniform movement of cost of living was required to justify a change of class at all post adjustment levels, whether low or high, the spiralling effect of the existing method would be avoided.

48. ACPAQ had concluded that, from a statistical standpoint, either method was equally operable and both would maintain the principle of the post adjustment system, of equalizing purchasing power at different duty stations, although the time cycles and frequency of changes of class of post adjustment would differ. The convenience of a system based on whole index points, as was the existing system, need not be lost under a 5 per cent rule, provided that the 5 per cent differences in relation to the previous class continued to be expressed in terms of an index related to a base, such as the present base: New York in November 1973 = 100. The value of a whole index point, which would be one fifth of the value of the present class, would be the same as under the existing system.

49. To avoid having classes corresponding to a fraction of an index point, the index corresponding to each class should be rounded to the nearest whole index number (for example, the indexes corresponding to classes 2 and 3 would be 110 and 116 respectively instead of 110.25 and 115.76, as shown in annex II.A). The waiting time for movement to the next higher class would be longer at class 2 and above than under the existing system; but the value of each succeeding class would as a rule also be greater. The value would be, in fact, the amount of post adjustment corresponding to one index point multiplied by the number of index points constituting the interval between any two classes; and the total amount of post adjustment payable at a given class would be the value of one point multiplied by the number of index points above 100 corresponding to that class. For practical purposes, tables could be prepared showing the amount of post adjustment for each grade and step at each class or, more simply, the unit value of one index point at

each grade and step could be used directly for all calculations of post adjustment amounts (including fractional classes to reflect changes in exchange rates). In any case, the total amount of post adjustment would be the same at an index level which corresponds to a full class under both methods; for example, using the present post adjustment rate for P-4/VI with dependants:

5-point system: 155 corresponding to class 11 = \$1,065 (value of one class)
x 11 = \$11,715.

5 per cent system: 155 corresponding to class 9 = $\frac{\$1,065}{5}$ (value of one index point) x 55 = \$11,715.

50. FICSA had stated to ACPAQ (and subsequently reiterated to the Commission) its opposition to a change to the 5 per cent method and to abandoning the method that had been in use and accepted as fair by the administrations and the staff for 20 years. It considered that the new system would introduce an extension of the waiting period in qualifying for a new class and that the differential treatment imposed on staff at different duty stations would be disadvantageous to those in high post adjustment areas. The change would come at a time when there was already a crisis of confidence in the post adjustment system in certain duty stations and would only aggravate the situation, especially if it were thought to be in response to non-technical and non-specific criticism of "high" post adjustment classes per se. As ACPAQ had pointed out, high classes of post adjustment were due in large part to currency exchange rates.

51. CCAQ had recognized that the change to the 5 per cent method was feasible, but believed that any basic change in the post adjustment system should be considered with caution. It had therefore concluded that it would be preferable to retain the existing method.

52. The conclusion of ACPAQ was that the change from the existing 5-point method to a 5 per cent method was technically feasible and did not present undue administrative difficulties. Both methods achieved the objective of equalizing purchasing power at different duty stations. From a technical standpoint, the differences between the two methods concerned essentially the breakpoints between classes, on the one hand, and the dollar amounts corresponding to each class, on the other. Any difficulties that might result from the change would not be of a technical nature.

53. Having noted the report of ACPAQ on the technical feasibility of the change of the method and heard again the views of the representatives of the executive heads and of FICSA, the Commission considered the advisability of making the change in terms of the advantages and disadvantages of either method. It noted that the average post adjustment payments under the 5 per cent method could be expected to be marginally lower over a period of years than under the existing 5-point method. While the longer waiting periods for changes of class based on a 5 per cent movement would be offset by the higher amounts of post adjustment per class, the lesser frequency of class changes would result in lower average payments, particularly at high post adjustment index levels. A hypothetical projection of the working of the two methods over a period of years at a given duty station, assuming a constant rate of increase of cost of living (but no change in currency values) showed that over eight years the total remuneration (salary plus post adjustment) of a staff member at P-4/VI with dependants would be in aggregate 0.7 per cent lower under the 5 per cent method than under the 5-point method. The

actual result would, however, of course depend on the evolution of the cost of living and of currency exchange rates - and so of the post adjustment index - in all the different duty stations.

54. The main argument in favour of the change to the 5 per cent method was not, however, the slight economy which it might produce, but the effect it would have of ensuring that an equal amount of movement in the cost of living would be required to produce a change of class at all levels of post adjustment (movements of the index due to changes in currency exchange rates continuing to be reflected immediately by fractional classes as hitherto). That would avoid the spiralling feature of the existing method, whereby changes of class were triggered off by ever-diminishing amounts of movement of cost of living as the index rose higher and so occurred with ever-increasing frequency. The very high classes reached in some duty stations which, rightly or wrongly, had been a subject of criticism would thereby also be reduced, but without any significant change in the compensation afforded to staff members or any impairment of the basic objective of ensuring equality of purchasing power between different duty stations. The slowing-down of class changes would also facilitate the control over the evolution of the margin between United Nations remuneration and that of the comparator country, to which the Commission had referred in the preceding section of its report. While it was true that the waiting period before an increase in cost of living was reflected by a change in post adjustment would be longer than under the existing method and that effect would be felt most in high-cost areas, the Commission believed that the post adjustment system was already, and would continue to be, at least as sensitive in compensating for cost-of-living increases as the systems in force in most national civil services.

55. Bearing in mind the advice that had been received from ACPAQ and after considering the advantages and disadvantages of the two systems, as well as the comments of the representatives of the executive heads and of the staff, the Commission reached the conclusion that the 5 per cent system of post adjustments should be introduced. The existing method having been part of the proposals approved by the General Assembly when it established the post adjustment system on the recommendation of the 1956 Salary Review Committee, the Commission considered that the change called for a decision of principle by the General Assembly and so decided to submit a recommendation to that effect under article 10 of its statute. In addition, the implementation of the change would require amendment of the existing scales of post adjustment approved by the General Assembly in its resolution 31/141 as an annex to the Staff Regulations of the United Nations (and similarly approved by the legislative organs of the other participating organizations). The Commission recommends that the existing scales be replaced by a table showing the amount of post adjustment for one index point at each grade and step, as set out in annex II.B to this report (the amounts being identical with those at present in force); the amount of post adjustment for a new class consisting for example of 5 points would be five times those amounts, for a class of 6 points, six times those amounts, and so on.

56. Finally, the Commission decided to recommend that, in order to allow adequate time for the implementation of the change, it be made effective from 1 July 1978.

RECOMMENDATION

57. The Commission recommends that the General Assembly should:

(a) Decide that, with effect from 1 July 1978, the system of post adjustments be revised to provide that changes in classes of post adjustment be based on index movements of 5 per cent rather than of 5 points:

(b) Amend the Staff Regulations of the United Nations, with effect from the same date, by replacing the schedule of post adjustments provided for in paragraph 9 of annex I of the Regulations by the schedule reproduced as annex II.B to the present report:

(c) Authorize the Commission, acting under article 11 of its statute, to take all measures necessary for the implementation of the change.

D. Methodology for evaluation of "total compensation" and comparison of pension benefits

58. The Commission had indicated in its second annual report 12/ its intention of pursuing studies:

(a) On the methodology for evaluating "total compensation" (i.e., all financial benefits provided by the employer to employees), for use primarily in a broader comparison of the remuneration of the United Nations and that of the comparator national civil service, but with possible applications also to the comparison of remuneration of the General Service category with best prevailing conditions offered by other employers in the different duty stations;

(b) On the comparison of the value of United Nations pension benefits with those of United States civil servants.

59. At its fifth session, the Commission recognized the advantage of combining those two studies, pension benefits being the second largest element in "total compensation" after net remuneration (in terms of which the comparison was already made). It commissioned a firm of consultants having wide experience in total benefit comparisons and having in particular made such comparisons involving the United States Civil Service and other international organizations, to assist it in the study. With the participation and collaboration of the United Nations Joint Staff Pension Board, the comparison of pension benefits was immediately put in hand.

60. It considered further at its sixth session, on the basis of proposals by the consultants, the methodology to be adopted for the evaluation of other elements of compensation, in particular, the elements to be included and excluded, the treatment of the expatriation factor and the actuarial assumptions to be used. It recognized that in the present state of knowledge about the concept of total compensation and the methodology for assessing it, the present study would have to be limited to some of the more readily identifiable elements. It would therefore be regarded as an experimental approach to a possible methodology. The Commission would in no way be committed to that particular methodology, still less to any conclusions which might result from it. When it had examined the results of the study at its seventh

12/ Ibid., paras. 51 and 238.

session and heard the comments on it of the organizations and the staff, it would decide whether that methodology should be pursued or not and, possibly, the way in which further studies could be expanded to cover additional elements of compensation and to reflect more fully the expatriation elements in United Nations remuneration and the situation of staff members and former staff members resident elsewhere than in the United States. The Commission expects to report to the General Assembly on the combined study, as requested, at its thirty-third session.

E. Children's allowance

61. At the sixth session, the Commission considered a recommendation from FICSA that it propose to the General Assembly at the thirty-second session measures to restore the value of the children's allowance for the Professional and higher categories. FICSA submitted evidence showing that the allowance (expressed as a fixed sum in dollars and last established at \$450 from 1 January 1975) had declined seriously in many duty stations over a period of years, but in real value (e.g. by 58.5 per cent in Geneva, 58.4 per cent in Vienna, 28.8 per cent in New York, over the period 1957-1975) and as a percentage of net salary; in some duty stations the nominal value of the allowance in local currency was now less than it had been in 1957. The losses affected different duty stations unequally, so that equality of remuneration was no longer ensured. FICSA urged that the basic level of the allowance be increased, its level determined as a percentage of base salary and some mechanism (such as that earlier recommended by the 1971-1972 Special Committee, by ACC and by ICSAB) be introduced to take account of variations in cost of living and exchange rates.

62. The representatives of the executive heads recognized the logic of FICSA's proposal but questioned whether action was appropriate in 1977. They believed that further study of the basic concept of the children's allowance in the Professional category was needed, as well as examination of the administrative and financial implications of the measures proposed.

63. The Commission recognized that the existing situation resulted in inequalities of treatment of staff in different duty stations. It believed, however, that before either the existing amount of the allowance was changed or any mechanism introduced for its adjustment to changes in cost of living or currency values, further study should be made of the rationale for the allowance and possible other methods of determining its amount. The Commission consequently included the question in its programme of work for 1978.

CHAPTER IV

CONDITIONS OF SERVICE OF THE GENERAL SERVICE CATEGORY

A. Consideration of the broad principle and the methodology for its application

64. As the Commission recalled in its second annual report, 13/ its responsibilities in relation to the conditions of service of the General Service category are situated at three levels:

(a) The broad principle governing the determination of those conditions on which the Commission is called to make recommendations under article 10 (a) of its statute (as well as upon those allowances and benefits determined by the General Assembly which apply to the General Service category);

(b) The methods by which the principles for determining conditions of service should be applied, which the Commission is empowered to establish under article 11 (a), together with the other allowances and benefits for the General Service category;

(c) The salary scales to be applied in particular duty stations (at present only headquarters duty stations) which the Commission is required by article 12 (1) to recommend (unless requested to establish them itself under article 12 (2)).

65. As explained in paragraph 22 above, the General Assembly's request to the Commission to carry out a survey and to recommend salary scales for Geneva before the thirty-second session of the Assembly obliged it to give priority to that specific task before completing consideration of the general principle and methodology. It was able, however, at its fifth session to make a preliminary study of the general problem.

Composition and characteristics of the General Service category

66. It began by a review of the composition and characteristics of the General Service category. It noted that there were considerable variations between the situations in different duty stations, resulting from the existing principle that conditions of service of the category should be determined in relation to local conditions, as well as to the degree of autonomy enjoyed by organizations in General Service matters, which was greater than in respect of the Professional category. It shared the hope of ACC that ultimately a greater degree of uniformity could be attained, approaching that existing as regards the Professional category. It noted for further study, in connexion with its functions in relation to job classification, the definition of the scope of the General Service category in relation to the Professional category, in particular the possibility that certain

13/ Ibid., paras. 333-335.

posts now included in the General Service category belonged properly, by the nature of their functions, to the Professional category and, conversely, the possible inclusion in an extended General Service category of some posts now in the Professional category for which recruitment was more local than international..

67. The Commission noted also that the number of grades into which the General Service category was divided varied from duty station to duty station. It recognized that such variations reflected both differing organizational needs and differing practices in the local labour markets, and concluded that standardization of the number of grades in the scale at all duty stations should not be an absolute requirement. The aim should be to ensure that equal work was equally remunerated, whether or not the number of grades was the same. Within a single duty station (such as Geneva) it was, however, essential that there be a common grading structure and grading standards. The establishment of common job descriptions for a number of occupations at different levels in the General Service category in Geneva for the purposes of the survey of best prevailing conditions there threw some light on disparities which exist from one organization to another in the grading of comparable jobs; the appropriate salary levels for those jobs having been determined in relation to outside rates, the Commission expressed the hope that the organizations in Geneva would take steps to bring their own grading for those jobs into line with the grades which have been found appropriate by reference to outside salaries and so achieve the desired uniformity in grading and remuneration.

68. The Commission also noted that the number of steps provided in each grade varied, both from duty station to duty station and from grade to grade. It recalled that steps within a grade did not reflect different levels of responsibility but were intended to provide staff members with a regular increment in remuneration reflecting increasing seniority, independently of such improvement as they might obtain through promotion to a higher grade. Advancement from step to step was normally annual, subject only to certification that the staff member's performance and conduct had been satisfactory. The number of steps per grade was thus determined largely in light of the promotion policies and prospects in different organizations, for different occupations and at different levels, the aim being to ensure that throughout the number of years a staff member could normally be expected to remain in a given grade before receiving a promotion, he or she would receive an annual increment. The number of steps in each grade should therefore not be artificially standardized for the sake of uniformity. However, appropriate overlaps between the spans of successive grades should be maintained.

69. The Commission further noted that there were variations in the proportions of the staff holding permanent appointments and fixed-term appointments respectively (although the latter were not necessarily staff who served only for a short period, some of them having served for many years on a succession of fixed-term appointments). Those variations were explained, on the one hand, by local practice (in some duty stations, such as Montreal and Paris, security of tenure being the rule in employment equivalent to the General Service category) and, on the other hand, by the policy of some organizations (which reflected the directives given by legislative bodies) of restricting permanent appointments so as to preserve greater flexibility. The representatives of FICSA pointed out that those directives concerned more the Professional category than the General Service and saw no justification for General Service staff members being retained for a number of years on a fixed-term basis.

70. It was noted that Article 101 of the Charter of the United Nations (and corresponding provisions in the constitutions of the other organizations) referred, on the one hand, to the highest standards of efficiency, competence and integrity and, on the other hand, to the recruitment of the staff on as wide a geographical basis as possible. In deciding that the staff of the General Service category should be recruited locally to the fullest extent possible, the General Assembly had, in effect, removed the General Service category from the scope of the second requirement (or at least indicated that it should be applied in a different way with respect to them, the multiplicity of duty stations where local staff are employed ensuring that they included staff of many different nationalities). No indication had ever been given that the requirement of the highest standards of efficiency, competence and integrity should not apply to the staff as a whole; in practice, the organizations sought to obtain, through the principle of best prevailing conditions and through their recruitment practices, staff of the highest quality in the General Service category, while avoiding the appointment of persons who were over-qualified for the functions they would perform or in terms of the promotion prospects available to them. In that connexion, the division of the staff into two categories and the restrictions placed on promotion from the General Service category to the Professional category constituted a career barrier which was not generally to be found in outside employment and which had in some cases influenced the number of grades in the General Service category and the levels of pay at the top of the category. The Commission had already noted the question of promotions from the General Service category to the Professional category as requiring further study; 14/ when that study was made account would have to be taken of all the consequences which such promotions could have on the recruitment of staff to the Professional category and their career prospects.

71. Finally, in response to a question whether the organizations found difficulties in recruiting staff for the General Service category under the existing system and at the existing salary levels, the representatives of the organizations replied that difficulties were encountered at certain places, at certain times in relation to the state of the local market, and for certain occupations but that, in general, recruitment of qualified staff for the General Service category presented no great problem.

General principle and methodology for establishing the conditions of service of the General Service category

72. The Commission considered the general principle and methodology for establishing the conditions of service of the General Service category according to the following plan:

(a) The basic principle, i.e., whether General Service remuneration should continue to be established in relation to local conditions or by some other criterion;

(b) If local conditions continued to be the basis, which local conditions should be used (best prevailing conditions, or some other);

14/ Ibid., para. 106.

- (c) The methodology for determining local conditions;
- (d) The translation of the data obtained concerning local conditions into internal salary scales;
- (e) The other benefits and allowances of the General Service category.

73. The Administrative Committee on Co-ordination (ACC) in the views it presented to the Commission, reaffirmed the need for the organizations to offer salaries comparing favourably with the rates offered by other employers in each locality, in order to be able to attract and retain staff of the calibre required. ACC had rejected a global approach, similar to the Noblemaire principle applied to the Professional category, because, as a general principle applicable in all duty stations, it would lead to over-payment in most duty stations. It considered that the definition of rates which would compare favourably with those offered by other employers in each locality was best expressed by the formula "best prevailing local conditions", but it suggested that that formula could best be interpreted in practical and quantitative terms, rather than literally.

74. The representatives of FICSA, presenting views unanimously adopted at an extraordinary session of FICSA's Council, emphasized that those views related only to the headquarters duty stations; FICSA would present its views concerning field duty stations at the appropriate time. FICSA considered that, while certain principles might be established for general application, the detailed methodology for application of those principles in each duty station should be determined locally with the full participation of the local staff representatives. As regards the detailed application of the principles in Geneva, it therefore considered that the Commission should hold full consultations with the Geneva staff representatives before reaching any conclusions.

(a) Basic principle

75. The Commission noted that since 1946 the General Assembly had adopted the principle that General Service salaries should be established by reference to local conditions, at first in New York and subsequently in each other duty station. It considered the possibility of an international scale, similar to the Noblemaire principle for the Professional category, or regional scales, but observed that in either case the scale which was adequate for the country with the highest salary levels would be too high for other countries. In order to correct a single standard scale to take into account differences between national levels, it would be necessary to establish a system of adjustments similar to but distinct from the post adjustment index used for Professional salaries, which would be prohibitively complicated. The Commission therefore concluded that there was no feasible alternative to the determination of salaries of the General Service category by reference to local conditions in each duty station.

(b) Which local conditions should be used

76. The Commission noted that the principle of comparison with "best prevailing" local conditions had been enunciated by the 1949 (Flemming) Committee of Experts and confirmed in its essence (if not in its precise formulation) by all subsequent review bodies. Its rationale was that the organizations, in order to obtain staff of the standard required, should be able to compete with other employers of staff of equivalent qualifications, i.e. those offering the best prevailing conditions

of employment in the locality. ICSAB, in confirming that principle in 1965, had interpreted it as meaning that "the best prevailing rates should be understood as those in force among the best employers, but not necessarily the absolute best". The Commission noted also that the earlier formulation "best prevailing rates" had been replaced by "best prevailing conditions", which implied that the comparison should rest not only on the rates of pay but, more broadly, on all the other conditions of employment, such as security of tenure, promotion prospects, retirement and health insurance schemes and fringe benefits. The extent to which those could be taken into account in the comparison was considered in more detail at a later stage in the discussion (see paras. 155 and 156).

77. The Commission inquired whether the principle of "best prevailing conditions" remained valid and whether the organizations could not obtain the staff they required by offering conditions not necessarily comparable with those of the best employers. In particular, it considered whether the conditions offered by the local public service in each country would not be adequate, in other words, something like a country-by-country application of the Noblemaire principle. It was provided with information on the existing relationship between General Service salaries and local public service salaries in certain headquarters countries and noted that (after making allowance for the fact that precise grading equivalencies with each of those services had not been established) there were wide variations between the margins existing for example, in New York, Geneva and Paris. Such variations were likely to be even more marked if the comparisons were made in other, non-headquarters, countries. It concluded that there was no uniform relationship between public service salaries and those of other employers (whether the best or the average) in each country. It was pointed out by the representative of the organizations and of the staff that the requirements of the organizations were in many countries quite different from those of the local public service; the fact of working in a mixed international milieu imposed extra demands on the staff, going beyond mere linguistic requirements. Consequently, there could be no guarantee that if the organizations offered salaries equal to those of the local public service they would be able to compete with other employers for better qualified staff. The representatives of the organizations gave their opinion that in many duty stations that would not be so and the organizations would not be able to provide the services expected of them if they were able to offer no more than local public service rates. The Commission concluded that, while the principle of comparison with local public salaries might prove satisfactory in some duty stations, it might not be satisfactory in others. To take local public salaries as the base and to add on to them a margin, the proportion of which would have to vary from place to place, according to the relationship of local public service rates to those offered by other employers in the locality, would avoid none of the disadvantages of comparison with best prevailing conditions and might be open to other objections. The Commission therefore concluded that a comparison based solely on local public service rates was not feasible as a general principle applicable to all duty stations.

78. Pending possible further examination of the principle in the light of the experience it would acquire in various duty stations, the Commission saw no alternative to comparison with best prevailing conditions. In the meantime that principle remained in force until such time as it might be amended by the General Assembly and would therefore be applied for the survey to be carried out in Geneva in 1977.

79. The real problem lay in how that principle was to be interpreted and applied. The task before the Commission was therefore to devise a precise methodology and, once it was established, to ensure that (unlike the 1965 "Guiding Principles") it was adhered to and uniformly applied. It would therefore be necessary to define carefully the methodology by which "best prevailing conditions" should be ascertained. It would be in that practical way that the Commission would best be able to define what should be understood by a formula which had been criticized as ambiguous or even contradictory, in particular as regards the relative weights to be given to the terms "best" and "prevailing". In any case, it was clear that the sample of employers to be surveyed should be sufficiently large to ensure that the rates found were not only the absolute best and could be said to be prevailing.

(c) The methodology for determining local conditions

80. The Commission noted that the 1965 "Guiding Principles" provided for three different methods:

(a) For large cities, where there were reliable published data on outside salaries (e.g., New York), those data might be used, supplemented by spot checks of rates paid in key jobs by a small number of reputedly good employers;

(b) For other large cities, where there were no published data (e.g., Geneva, Paris, Rome), surveys should be made, either of the whole labour market, using statistical sampling techniques, or of a fairly large number of outside firms reputed to be among the best employers;

(c) For cities where there were smaller numbers of United Nations staff (e.g., field duty stations) limited surveys should be made or use made of the results of surveys made by other employers.

81. The representatives of the organizations stated that they believed each of those three methods could be used in appropriate circumstances. Method (a) had proved satisfactory in New York, and method (c) in London and in field duty stations. As regards method (b), the organizations believed that the alternative of statistical sampling of the total market involved excessive complications and preferred the method of a pre-selected group of presumed best employers.

82. The representatives of FICSA also found any of the three methods acceptable in principle. The decision as to which method to use in a particular case should, in their view, be taken with the full participation of the local staff representatives.

83. The Commission concluded that, while the methodology it established should be sufficiently precise to ensure that the best information was obtained, some flexibility for adaptation to local circumstances was desirable. As regards the point under discussion, any of the three methods was acceptable in appropriate circumstances. It noted that consultation with the staff representatives would take place in accordance with the provisions of the status and rules of procedure.

84. The Commission noted that henceforth, whichever of the methods for ascertaining best prevailing local conditions was adopted in a particular case, it was the Commission itself which was responsible for deciding on the method and the details of its application and for analysing the results, drawing conclusions from

them and recommending a salary scale in every duty station for which it assumed responsibility under article 12 of its statute (at present, only headquarters duty stations). When a survey was to be made to collect data, that survey would necessarily be made under the responsibility of the Commission. There was thus a fundamental change in the responsibilities of the organizations and in the role of the staff representatives in relation to those surveys.

85. It was also noted that, where data were not published, the only way of obtaining them was to seek them from the employers, who could not be constrained to co-operate in what was a time-consuming and unrewarding task for them. There was a risk that, if all or some employers declined to co-operate, the carrying out of the survey might be obstructed or its results partially invalidated. The readiness of local employers to co-operate could be a limiting factor, in particular as to the frequency with which surveys could be conducted. The number of similar surveys being conducted by other bodies was one reason for the refusal of some employers to co-operate, and the possibility of participating in such surveys should be explored. The support of national or local authorities might be of assistance in some cases. The administrations of the organizations should also be encouraged to establish ongoing relations with local professional groups of employers or personnel associations, which would both help them to keep informed of local conditions and facilitate contacts on the occasion of surveys.

86. Three possible ways of collecting data were considered: by the Commission's own secretariat; by a firm of consultants working on behalf of the Commission; or by the organization(s) in the duty station acting on behalf of the Commission under article 27 of the statute. The representatives of the organizations informed the Commission that their preference varied according to the duty station considered. In Geneva they preferred that the survey be made directly by the Commission and were not in favour of repeating the use of outside consultants; in other duty stations, where there were only one or two organizations, they believed that those organizations should be entrusted with the collection of data. In any case, they stood ready to provide such assistance as the Commission might request of them. The representatives of FICSA found any of the three methods acceptable, the choice being subject to local circumstances and made with the full participation of the staff representatives concerned.

87. The Commission concluded that whatever method was chosen should satisfy accepted statistical principles of validity to achieve the desired result of indicating conditions which were representative of "best prevailing conditions". Changes in method from one survey to another should be avoided as far as possible, although the Commission, in assuming its responsibilities for surveys, could obviously not be bound by the practices adopted hitherto by other bodies.

88. As to the method of choosing the employers to be surveyed, the Commission noted that two methods had hitherto been employed:

(a) In all duty stations other than Geneva, a group of employers presumed to be among the best had been pre-selected;

(b) In the last three surveys in Geneva, a stratified random sample of all employers in the locality satisfying certain criteria (minimum number of employees, etc.) had been established.

89. While not excluding in general the second method, the Commission noted that the results produced by it in Geneva, particularly in the 1975 survey, had been of doubtful statistical validity (see paras. 145-147). It drew up criteria to guide it in the selection of lists of employers to be surveyed who would be representative of those reputed to offer the best conditions of employment and with whom the organizations were likely to be in competition in recruiting and retaining staff. It agreed that in that connexion, "conditions of employment" should be interpreted in the widest sense to include not only remuneration but other conditions, such as: stability of employment; the existence of an established salary policy based on levels of responsibility and seniority; hours of work; pensions and health insurance; other advantages offered by the employer. A preliminary list should be drawn up on the basis of information obtained from local sources (e.g., public authorities, chambers of commerce, associations of employers or employees) or from previous surveys, including also any names proposed by members of the Commission, the administrations or the staff representatives. The final choice should be made by the Commission, after consultations with the representatives of the administrations and the staff. As a general rule only enterprises employing at least 50 office workers at levels comparable to those of the General Service category should be included. Without prejudice to the principle of retaining the presumed best employers, the employers chosen should constitute a reasonable and representative sample of different sectors of activity and no one such sector should be allowed to dominate the sample. Each employer should have been established in the locality at least four years. In headquarters duty stations where large number of comparable United Nations staff were stationed, the number of employers finally selected should not be less than 20; in smaller duty stations they might be fewer provided that they constituted a sufficiently representative sample of local employment conditions. A reasonable degree of stability in the sample should be ensured from one survey to the next.

90. The Commission also considered the question whether local public services should always be included among the employers to be surveyed. Some members felt that the United Nations, as an intergovernmental organization, could not disregard the salaries paid by the local public services. ACC had recommended that they should be included if they had jobs comparable to those of the organizations and "salary rates not substantially below those of the other employers". It was agreed that there was no doubt that local public services should be included if they were among the best employers (and it was recalled that they had been included in many surveys, including some of those in Geneva). Some members and the representatives of FICSA considered that to include public service rates in the final analysis if they were found to be not among the best would be a derogation from the principle of "best prevailing conditions". It was also pointed out that in some duty stations, such as New York, it would be difficult to define which was the local public service to be taken into account (federal, state or city).

91. The consensus of the Commission was that, provided satisfactory job matches could be found, the conditions of employment of the local public services should in any case be surveyed. If they were found to be among the best, they would automatically be included in the analysis of the result. If they were found to be not comparable to those of the good employers surveyed, to include them nevertheless would constitute a change in the principle of best prevailing conditions; the Commission could therefore not include them as long as that principle remained in effect but might reconsider the question when it re-examined the basic principle.

92. The Commission next considered which jobs, inside the organizations and in the

outside enterprises should be compared. It noted that the number of jobs selected had varied greatly from place to place and from time to time and had tended generally to decrease. The organizations had attributed that decrease to difficulty in finding outside jobs corresponding sufficiently closely in content to the higher level jobs of the General Service category. The decision in Geneva to take only two jobs in recent surveys had also been motivated by the concern not to reflect the discrimination said to be practised by some Swiss employers in rates for men and women performing the same job; consequently, only jobs in which male employees could be found outside had been included and so jobs such as typist and secretary (which constituted the majority of the General Service category) had been eliminated.

93. The Commission recognized that the final choice of jobs would have to be made in each duty station after the appropriate consultations but considered it should nevertheless lay down certain general principles. The jobs chosen should be representative of the General Service category in the duty station concerned; those occupations in which the largest numbers of staff were to be found should be included, together with a number of other jobs typical of the category and for which good outside matches could be found. Jobs at several levels (e.g., beginner, intermediate, senior) should be chosen in each of the larger occupations, the beginner level being particularly useful in providing clearer matches. Ideally, jobs at each of the grades in the category should be included but it was recognized that it might not be possible to find jobs, particularly in the lowest and highest grades, in which sufficient numbers of staff members were employed or which could be described in terms which would enable comparable jobs in outside employment to be identified by the employers. Provided the need for extrapolation could be kept to a minimum, it was more important that at least two jobs be surveyed at each grade, so as to permit comparison of the rates paid outside for jobs which, inside the organization, were graded equally. The number of jobs to be surveyed should thus be at least twice the number of grades at which matches were to be sought. Where manual and custodial workers were included in the General Service scale, some jobs of manual workers, craftsmen and technicians should be included, although, if the local conditions for remuneration of such categories were markedly different from those prevailing for office workers, the rates found should not play a dominant role in determining the salaries of the category as a whole; they would then be used to determine at which level to incorporate those jobs in the general scale on the basis of remuneration rather than of classification.

94. The job descriptions to be used for comparison should be sufficiently precise to enable the type of functions and, in particular, the level at which they were exercised to be clearly defined but they should not be so specific as to make it impossible to find equivalent jobs outside. They should emphasize job content and be based on classification standards. Linguistic requirements should be defined in terms of the skills in different languages required for the job (which, it was noted, were usually reflected also in the grading of the job). In duty stations where there was a single organization which had a sound classification system, classification standards or actual job descriptions of that organization might be suitable. In the case of Geneva, composite descriptions would have to be established reflecting as far as possible the mean of the situations found among the different organizations although that operation would be complicated by the fact that the United Nations office had as yet no job classification system; the situations found in those organizations which did have classification systems would therefore have to be relied on mainly. Where discrepancies in the grading of equivalent jobs were found, it would ultimately be for the organizations concerned

to correct their grading to bring it into line with the description used by the Commission and the rate established for the job.

95. It was agreed that data should be collected on salaries and on all bonuses or allowances generally paid to all relevant staff of the outside employer, such as "thirteenth month", vacation or end-of-the-year bonuses, transportation allowances, etc. Until such time as the Commission might possibly be in a position to make a comparison on the basis of "total compensation", all data which might prove useful should be collected; the Commission would decide later which elements should be used for direct comparison, which taken into account in a general, non-mathematical comparison and which disregarded. Significant differences in hours of work should be taken into account; on the other hand, the entitlement to annual leave represented an aspect of the organizations' social policy which was common to both categories of staff and which, not having been taken into account in the comparison or remuneration of the Professional category with that of the United States Civil Service, should not be used for direct comparison for the General Service category, although it might be relevant to a general comparison of over-all conditions of employment. In general, account should be taken of any benefits or facilities available to staff of the organizations in the same way as of those granted to outside employees. Data should be collected from each employer and for each job on the basis of rates paid to staff actually employed, in addition to maximum and minimum scales where such existed. The age of the employee, length of service with the employer and length of service in the function should also be collected, together with the sex (in order to ascertain whether there was any discrimination in pay rates on the basis of sex).

96. Since the internal rates with which comparison is to be made are the net rates, the outside gross earnings found by the survey should be converted to net by applying average income tax paid by a single person (tax benefits available to tax-payers with dependants being taken into account in determining the level of the internal dependency allowances). However, benefits in cash and kind which were not taxable should be added in at net value after the net remuneration had been arrived at.

(d) Translation of the data obtained concerning local conditions into internal salary scales

97. The Commission noted that various methods of interpreting the outside salary data obtained had been used, in order to determine the appropriate level by comparison with which internal salary levels should be established; those included: the arithmetical average of the six (or eight, or some other number) best employers; the 75th percentile of minimum and maximum rates obtained for each job; the 75th percentile of all individual rates obtained for each job. In Geneva the 92nd percentile (top of the third quartile of the upper third) of the rates found by a so-called total market survey had been used, as being equivalent to the 75th percentile of a survey of presumed best employers. Objections could be raised against each method: against that of retention of a small number of the best employers, that the choice of the number to be retained (six, eight, etc.) was arbitrary; against the use of minima and maxima, that they did not reflect the actual distribution of employees between the minimum and maximum limits; and against the use of individual rates, that it might be difficult and laborious to obtain them. Some preference was expressed, however, for the last method, as being the most accurate, should it prove feasible.

98. Having considered various possibilities, the Commission concluded that it would not be able to decide on a generally applicable methodology until it had examined the data obtained in several surveys in different duty stations. Its conclusion regarding the interpretation of the data obtained in Geneva will be found in the following section of this report (paras. 165-170).

99. As regards the internal matching point (step of the relevant grade) to which the external salary, once established, should be compared, the Commission considered various possibilities: the mid-point of the grade, a step determined by comparison of the average ages and/or lengths of service of staff outside and inside in the matching jobs, the average step of staff in the grade in the organizations or a graduated scale from step 1 for entry grades to the top step for senior positions. The methods using age and/or seniority or the average step of staff in the grade were criticized on the ground that they depended too much on the composition of the staff at the moment of the survey and might vary from survey to survey. The consensus of the Commission was that the step to be used as the internal matching point should be determined by the job descriptions used for the match. Thus a job defined as a beginner's job should be matched with beginners outside and equated to step 1 of the grade inside (and such matches would be particularly valuable because more easily identifiable); a senior job should be defined in terms of the amount of seniority required and equated to a corresponding step (near or at the top of the grade) inside. Between those extremes the step corresponding to the average step of staff members in the grade might be used.

100. It was recognized that the salary scale could not be constructed solely on the basis of the rates found by outside comparison for the different grades. The scale must have a certain internal balance in the intervals between grades, the span of grades and the points of overlap between them, and those relationships must not fluctuate unduly as a consequence of differing results found outside by each successive survey. The construction of the scale must therefore be a matter of judgement, reflecting trends observed outside in the relativities between pay levels for different jobs, but preserving internal harmony and avoiding the distortions which might be produced by too rigid application of the survey results. The basis for construction of the scale should be the classification structure derived from organizational and management needs as well as from the market situation; consequently, the number of grades and the number of steps in each grade might vary from duty station to duty station.

101. The Commission had noted in its second annual report the extreme disparities which existed, from one duty station to another, in the extents to which the top of the General Service scale overlapped with the Professional scale and, even more, the disparities between the overlaps which existed in terms of net remuneration and those in terms of pensionable remuneration.

102. It recognized, in the first place, that some overlap could be justified, the level of responsibilities of some senior General Service posts being equivalent to those of junior Professional posts. As regards net remuneration, it also recognized that, the principles according to which the remuneration of the two categories were established being different, no artificial linkage between their scales could be imposed; the scales for each category should be determined by rigorous application of the respective principle.

103. As regards the overlap in pensionable remuneration, the Commission noted that it resulted mainly from the difference in the ways in which the pensionable

remunerations of the two categories were established. That of the Professional category was derived from the base salary and normally took no account of the part (very considerable in some duty stations) of total net remuneration paid in the form of post adjustment. That of the General Service category, on the other hand, was derived from total net remuneration, periodic salary adjustments being incorporated into base salary and becoming immediately pensionable and various allowances (language allowance, non-resident allowance) also being pensionable. In comparisons between the two categories and between duty stations a further distortion resulted from fluctuations in the exchange rate of the dollar.

104. The representatives of FICSA pointed out the double standard implicit in the proposition that corrective action was deemed necessary only when General Service remuneration was judged to be too high in relation to Professional; no such action was considered when, as in many duty stations, there was a very large gap between the top of the General Service category and the bottom of the Professional.

105. The Commission's further consideration of the question of staff assessment, gross salary and pensionable remuneration for the General Service category and the solution it was obliged to adopt with respect to Geneva are described in the following section of this report (paras. 185-188).

106. Finally, the Commission considered how frequently General Service salaries should be reviewed and on what basis adjustments should be made between surveys. It noted that major surveys had been made in headquarters duty stations on an average every four years, in accordance with the recommendation of the "Guiding Principles". The need then arose for some procedure by which interim adjustments could be made to salaries between surveys. Various methods had been used: published indices of movements of salaries, or of prices, or a combination of both; "mini-surveys" or spot-checks in which employers included in the previous major survey were asked by what percentage the salaries obtained then had been increased in the meantime. Indices corresponding to the movement of salaries of the precise group of outside employees covered by the survey existed practically nowhere; in some countries the only official salary indices available were of very doubtful suitability. On the other hand, the "mini-survey" method had worked well in some places but in others (e.g., Montreal) it had been found impossible to obtain the required information from the employers.

107. The Commission recognized that, although major surveys were costly and time-consuming, an economy might sometimes be realized by conducting them more frequently; it would be better able to take a position on the desirable frequency when it had completed a number of surveys. However, as regards both major surveys and "mini-surveys", there was a risk of exhausting the goodwill of employers by too frequent requests for information.

108. Where a suitable index existed, that was the simplest and least contentious method; in some cases, a cost-of-living index might be acceptable in the absence of a suitable wage index. Care had to be taken, however, in applying an index of outside gross earnings to an inside net salary; different results would be obtained according to whether outside tax rates were applied to the outside gross and the inside net then adjusted by the movement of outside net, or the inside gross adjusted by the movement of the outside gross and reduced to net by the application of staff assessment, since the United Nations staff assessment rates did not necessarily produce the progression of national tax rates (except in New York, where they corresponded fairly closely).

109. The possibility of using the movement of outside public service salaries for making adjustments was also considered.

(e) The other benefits and allowances of the General Service category

110. As regards dependency allowance the Commission noted that it had already stated its view in its second annual report 15/ that the amounts of allowances for a dependent spouse and dependent children should be determined in each duty station having regard to the benefits provided to outside workers in the form of tax abatements and social security benefits.

111. As regards both language allowance and non-resident's allowance, the Commission noted that both the rationale of those allowances and the conditions for their granting called for further study. Having been unable to pursue the matter in 1977, it will revert to it in 1978, on the basis of further information which it has requested the organizations to provide.

Conclusion

112. The considerations set out above regarding the basic principle and the methodology for establishing the remuneration of the General Service category represent only the Commission's preliminary findings. Having been obliged by circumstances to assume its responsibility under article 12 of its statute for recommending salary scales for particular duty stations before it had been able to complete consideration in general terms of the principles and methodology involved, the Commission had no choice but to proceed empirically. It decided therefore that it would reach its final conclusions on the general issues involved in the light of the experience it would acquire in conducting surveys in a number of headquarters duty stations. It expected that those findings would take the form of a text (or texts) to replace the 1965 "Guiding Principles".

15/ Ibid., para. 338.

B. Salary scales of staff in the General Service category in Geneva 16/

Introduction

113. It is appropriate to recall the statutory provisions and legislative decisions under which the International Civil Service Commission has carried out in 1977 a survey of the best prevailing conditions offered by other employers in Geneva to their employees comparable to the staff of the General Service category of the seven organizations of the United Nations common system having their headquarters or major offices there, 17/ with a view to making recommendations about the appropriate level of remuneration for those staff.

114. Article 12 of the Commission's statute states:

"Article 12

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

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

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

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

16/ This section of the report reproduces, with only minor changes, the report adopted by the Commission at the close of its sixth session (Vienna, 16 August-2 September 1977) and addressed to the Secretary-General, and the executive heads and staff representatives of the other organizations in Geneva on 20 September 1977.

17/ United Nations Office at Geneva; International Labour Organisation (ILO); World Health Organization (WHO); International Telecommunication Union (ITU); World Meteorological Organization (WMO); World Intellectual Property Organization (WIPO); General Agreement on Tariffs and Trade (GATT); Universal Postal Union (UPU), whose headquarters are at Berne, also applies, by decision of its legislative bodies, the salary scales for the Geneva Service category established for Geneva.

115. At its fourth session (Rome, July 1976), the Commission took note of requests from the Governing Body of the International Labour Organisation and from the World Health Assembly 18/ that it assume its functions under paragraph 1 of article 12 as soon as possible, particularly with respect to Geneva. It decided, in accordance with paragraph 4 of the same article, to assume those functions in respect of headquarters duty stations from the close of its fourth session. The executive heads of the participating organizations and staff representatives were apprised of this decision, which was reported to the General Assembly and the other legislative bodies in the Commission's second annual report. 19/ The General Assembly, in paragraph 2 of resolution 141 A, approved the intention of the Commission to assume forthwith those functions and requested it "to submit its conclusions and recommendations in time to be considered by the General Assembly at its thirty-second session"; and, in its resolution 31/193 B on salaries and conditions of service for members of the Secretariat, after noting with satisfaction the Commission's decision to advance the assumption of its functions under article 12, paragraph 1, of its statute in response to the requests made by the World Health Organization and the International Labour Organisation, addressed the following requests to the Commission:

"1. Requests the International Civil Service Commission, as a matter of urgency, to establish, under the authority of article 11 (a) of its statute, the methods by which the principles for determining conditions of service in the General Service category at Geneva should be applied and, on the basis of such methodology and under the authority of article 12, paragraph 1, of its statute, to have a survey made of local employment conditions at Geneva, to make recommendations as to the salary scales deemed appropriate in the circumstances and to inform the Assembly at its thirty-second session of the actions taken in this regard;

"2. Further requests the International Civil Service Commission, in its examination of conditions of service of the General Service category at Geneva, to examine the basis on which recent substantial salary adjustments of staff in that category were determined and to take them fully into account in its consideration of the salaries of that category of staff and the methodology for future salary adjustments, in so far as they affect General Service staff at Geneva;

"3. Urges the International Civil Service Commission, in carrying out these tasks, to take into account all aspects and especially paragraph 29 of the report of the Joint Inspection Unit on some aspects of the strike at the United Nations Office at Geneva from 25 February to 3 March 1976, the joint comments on the report received from the Administrative Committee on Co-ordination and the comments of the Secretary-General on recommendations 3 and 4 of the report of the Joint Inspection Unit, and invites its comments."

116. No request having been made to the Commission under paragraph 2 of article 12 to "determine the salary scales at a particular duty station instead of making a

18/ Decisions of the two hundredth session of the ILO Governing Body, para. 40; World Health Assembly resolution 29.25.

19/ Official Records of the General Assembly, Thirty-first Session, Supplement No. 30 (A/31/30), paras. 28-30.

recommendation", the Commission's action in respect of Geneva has been taken under paragraph 1 of that article by which it is required to "establish the relevant facts for, and make recommendations as to, the salary scales of staff in the General Service and other locally recruited categories". The Commission has communicated its findings and recommendations to the executive heads concerned, for action by the appropriate organs of each organization in accordance with its own rules and procedures. ^{20/} The Commission nevertheless assumes that, in accordance with the standing practice and having regard to the General Assembly's recognition, in the fifth preambular paragraph of resolution 31/193 B, of "the importance of maintaining harmony with the agencies and organizations located at Geneva in the management of personnel services", its findings and recommendations will be considered collectively by the organizations concerned and a common position taken on them.

117. The present report is also submitted to the General Assembly (as well as to the legislative bodies of the other organizations) in accordance with the Assembly's request that the Commission "inform it at its thirty-second session of the actions taken in this regard".

Organization of the survey

118. The Commission has recorded in the preceding section of this report its preliminary considerations and conclusions about the principle and methodology for the determination of conditions of service of the General Service category, by which it was of necessity guided in conducting the survey in Geneva (the priority accorded to the survey having prevented it from completing its general consideration of the principles and methodology involved before assuming its functions in respect of particular duty stations under article 12, para. 1 of the statute). In considering the general issues, the views of the participating organizations were presented to it by ACC and those of the staff by FICSA, in accordance with the provisions of rules 36 and 37 of the Commission's rules of procedure relating to "matters that concern the common system as a whole". In considering matters relating specifically to the survey in Geneva, however, the Commission was concerned to respect fully the provisions of the same rules relating to "matters of local interest" and so to receive on those matters the views, both written (under rule 36) and oral (under rule 37), of the executive heads concerned and of the representatives of the staff concerned.

119. At its fifth session, the Commission noted with regret that, although due notice had been given that matters of local interest to the Geneva duty station would be discussed, the representatives of the staff associations of the seven organizations in Geneva had not availed themselves of the opportunity to present their views at the Commission's session in New York. It decided therefore that, in keeping with its established policy, before any general conclusions it reached were applied to the specific situation in Geneva, an opportunity would be given to the representatives of the executive heads and of the staff at Geneva to present their views. The Commission established a working party of its

^{20/} In some organizations the power to take decisions concerning the salaries of the General Service category is reserved to the governing body; in others (including the United Nations itself) it belongs, under the Staff Regulations, to the executive head.

Chairman, Vice-Chairman and four other members, to meet in Geneva and to take cognizance of those views before taking on behalf of the Commission decisions required for the setting up and conduct of the survey (responsibility for such decisions being delegated to the Chairman and the working party under article 18.2 of the statute). As described below, that working party gave every opportunity to the representatives both of the Geneva executive heads and of the Geneva staff to present fully their views on all matters concerning the Geneva survey; and their representatives furthermore participated fully in consultations on matters of technical detail with the Commission's secretariat, as well as in the actual collection of data. When at its sixth session (Vienna, August-September 1977), the Commission considered the data collected and before it formulated its findings and recommendations, the representatives of the executive heads and of the staffs concerned were again enabled to present their views, which are recorded below (see also annex III.A). The Commission is thus satisfied that it has complied to the full with the requirement of paragraph 3 of article 12 of its statute that "in exercising its functions under paragraphs 1 and 2 above, the Commission shall, in accordance with article 28, consult executive heads and staff representatives".

120. The preliminary conclusions reached by the Commission at its fifth session regarding the principle and methodology, as well as the detailed plan and time-table established by the Commission for the conduct of the survey, were communicated by the Chairman to the executive heads and staff representatives, who were invited to attend a meeting in Geneva on 12 April 1977. At that meeting, the Chairman recalled the Commission's responsibilities in relation to the conditions of service of the General Service category, the origin of the survey, the preliminary conclusions reached at the fifth session and the plan of operations approved by the Commission for the survey. He assured the administrations and the staff of the Commission's intention to facilitate their fullest participation in the survey and invited their co-operation. Spokesmen for the executive heads welcomed the survey and pledged their co-operation. The spokesman for the staff representatives emphasized the staff's views that:

"(a) Best prevailing local conditions represented only the minimum basis for the organizations to be assured of having a staff meeting the requirements of the Charter;

"(b) The Commission should not pronounce on any part of the survey until it was ready to decide on the methodology as a whole; it was not required to settle the whole problem before the next session of the General Assembly but was called upon merely to report progress to the Assembly;

"(c) Full participation by staff representatives was essential; there had so far been no real consultations;

"(d) The Commission's role was only to make recommendations, the acceptance and implementation of which would ultimately be the subject of negotiation between the staff and the executive heads;

"(e) The Commission's time-table was unrealistic and did not take into account either the needs of the staff representatives for time for consultation with their members /nor their practical possibility to participate in the survey in light of their other commitments/;

"(f) The Commission should hold the session at which it would consider the results of the survey in Geneva rather than in Vienna."

121. In subsequent meetings with the Chairman, the staff representatives requested a postponement of the meeting of the Commission's working party since, at the dates foreseen, many of them would be attending a meeting of FICSA in New Delhi; that request was acceded to by the Chairman. They further urged that the Commission revise its decision of principle that the survey be made by pre-selection of a group of presumed best employers and revert to the method of the previous survey, i.e., a random sampling of all employers having the requisite minimum number of office workers. That issue was referred to the Commission's working party.

122. Meanwhile, technical preparations were continued in consultations between the Commission's secretariat and the administration and staff representatives, covering the selection of the sample of employers to be surveyed by either of the two methods mentioned in the previous paragraph; the preparation of descriptions of jobs to be surveyed; definition of the data to be collected and preparation of a questionnaire; the method for conversion of outside gross salaries into net.

123. Concurrently, contacts were established by the Chairman, accompanied by Mr. Pascal Frochaux, and the secretariat with a large number of public authorities and representatives of employers and workers in Geneva with a view to informing them about the survey and enlisting their co-operation, obtaining background information about the Geneva economy and labour market and seeking information on specific matters. Among those contacts were: the Président du Conseil d'Etat de la République et Canton de Genève; the Mayor of Geneva; the Director of Personnel of the Cantonal Administration; the Secretary-General of the principal association of employers, the Fédération des Syndicats patronaux; officials of two labour unions of office workers; a group of representatives of the "private banks" and the personnel manager of one of the large banks; officials of the Battelle Research Institute; officials of the Office fédéral de l'industrie, des arts et métiers et du travail (OFIAMT), the Cantonal fiscal administration, the Cantonal statistical department and the Federal insurance system.

124. The Commission's working party, composed of the Chairman, the Vice-Chairman and the four members living closest to Geneva (Messrs. Frochaux, Hillis, Nosek and Plihon), met in Geneva from 16 to 20 May 1977. It considered the following points:

(a) The type of survey to be made (by random sampling or by pre-selection of sample of presumed best employers);

(b) Practical modalities for the carrying out of the type of survey decided upon (method of classification and stratification of employers, method of sampling and size of sample; or establishment of list of presumed best employers);

(c) Choice of jobs to be surveyed and approval of descriptions;

(d) Choice of data to be collected and approval of questionnaire and covering letter to employers;

- (e) Establishment of survey teams and directives for them;
- (f) Method for conversion of outside gross salary to net;
- (g) Request of the staff representatives regarding the place of the sixth session.

Its report was submitted to the Commission at its sixth session.

125. As regards the type of survey (pre-selection or random sampling), in view of the strong representations made both orally and in writing by the staff representatives in favour of the method of random sampling, the working party re-examined the whole question in depth. After having examined carefully the considerations put forward by the staff representatives, it concluded that, given the purpose of the survey (i.e. to ascertain the conditions offered by the best employers in the locality), the pre-selection method was more appropriate and a better means of obtaining the relevant information than the random sample method. The staff representatives thereupon made a declaration contesting the decision taken by the working party on behalf of the Commission, concluding in the following terms:

"The staff representatives do not accept the method of pre-selection. They consider that this method is technically far less valid than the method of sample survey. They consider also that the use of this method will seriously weaken the reliability of the results and will damage the credibility of the survey. For their part, they cannot in any way be committed to the use of this method or to any result that will be obtained by the use of this method."

The representatives of the staffs of two organizations withdrew from further participation in the survey, those of the staff of WIPO definitively, while those of the staff of the United Nations Office at Geneva subsequently resumed their participation.

126. The arguments in favour of one or the other type of survey, which were set out in full in the working party's report, having been re-examined by the Commission itself at its sixth session, are summarized in a later section of this report (see paras. 145-147 below).

127. In the light of its decision that the survey should be conducted by the method of pre-selection of a sample of presumed best employers, the working party proceeded to establish the list of employers to be included in that sample. It based itself on a list provided by the Secretary-General of the Fédération des Syndicats patronaux of Geneva, which organization, from its daily contacts with all the main corporate employers in Geneva and the knowledge of their salary levels which it possessed by virtue of centralizing insurance payments for them, was considered particularly well-placed to express an opinion as to which were the best employers. The list was, however, cross-checked with officials of the two employees' unions which count the largest numbers of office workers among their members (Association des Commis de Genève; Société suisse des Employés de Banque et de Commerce), who suggested certain additions to it and deletions from it. Furthermore, the representatives of the administrations and of the staff were repeatedly invited to comment on the list or to suggest additions to it. The

representatives of the administrations stated that they accepted the list; those of the staff stated that they were not in a position to comment on the list or to propose additions, having no objective data on the basis of which to do so.

128. The list containing all names suggested from whatever source consisted of 54 names. The working party had intended to make a further selection from it, in view of the Commission's preliminary conclusion that not less than 20 or more than 40 employers should be surveyed. However, having regard to the preference of the staff for a wider sample and to the possibility that some of the employers approached might not co-operate, it decided to retain all the names suggested with the exception only of five which, upon verification, had been found not to have the required minimum of 50 office workers, one which had declined to give that information and three about which doubts had been expressed by the Geneva employees' unions. The list finally established thus consisted of 45 names. The composition of the list by sectors of activity was as follows:

Banks: 18 ("grandes banques": 3; "banques privées": 5; other Swiss banks: 3; foreign banks: 7).

Insurance: 4.

Private sector, other than financial: 18 (industrial and commercial: 12; informatics: 3; transport: 3).

Local public administrations: 3 (cantonal and municipal).

Others: 2 (one permanent mission of a Member State; one scientific research institute).

In addition to the seven foreign banks, over half of the 18 employers in the industrial and commercial and informatics sectors were multinational corporations.

129. As regards the choice of jobs to be surveyed, the working party noted that in the previous Geneva survey only two jobs had been surveyed and the descriptions used to define them had been of doubtful validity. In previous consultations between the Commission's secretariat and the representatives of the administrations and staff, draft descriptions had been prepared for 15 jobs. Given the differences which existed in the ways in which work was organized in the different organizations (and in some cases in the grading of similar jobs), those descriptions represented a common denominator of the jobs to be found in the organizations, rather than actual descriptions of specific jobs; the working party was assured by the representatives of the administrations that each job was nevertheless recognizable in terms of their own structures and classification systems. At the same time, care had been taken to ensure that the descriptions would be intelligible to outside employers by eliminating references to specific internal procedures or practices and defining functions and levels of responsibility in terms of commonly-recognized skills and organizational situations. The 15 jobs covered by the descriptions which had been prepared and accepted by the representatives of the administrations and of the staff were as follows (see also annex III.C):

Grade	(Typing, shorthand secretarial family)	(Clerical family)	(Others)
G-1	-	-	-
G-2	Typist A	-	-
G-3	Typist B	Stores clerk	Driver
	Clerk-stenographer		Data key-punch operator
G-4	Clerk-stenographer/ secretary	Accounts clerk A	Offset press operator Electrician
G-5	Secretary	Accounts clerk B	Computer console operator
G-6	Principal secretary	Accounts clerk C	
G-7	-	-	-

130. The working party noted that, although the Commission had emphasized the importance of including jobs at the lowest and highest grades of the General Service category, it had not been found possible to identify jobs at either grade G-1 or G-7 which would be representative of jobs actually existing in sufficient numbers within the organizations and at the same time could be defined in terms which would be comprehensible to outside employers. It accepted that the salaries obtained for the 15 jobs at grades G-2 to G-6 would provide a sufficient basis for extrapolating salaries for grades G-1 and G-7.

131. The staff representatives, while accepting the increase in the number of jobs to be surveyed from 2 to 15, questioned as a matter of principle the inclusion of jobs which were performed mainly or exclusively by women, in view of evidence that some Swiss employers paid lower rates to women than to men for identical work and that jobs which were stereotyped as "female jobs" (e.g. typist, secretary) were generally paid less than "male jobs" of equal work content. The working party recognized the legitimacy of the staff's concern that such discrimination on grounds of sex, if found to exist in outside employment in Geneva, should not be reflected in the United Nations salary scales. It considered, however, that it was not possible to exclude from the survey all jobs performed mostly by women (as had been done in previous surveys in Geneva), since those jobs represented the majority of the General Service category; if such discrimination was found to exist, necessary corrections should be made in interpreting the data and translating them into internal salary scales.

132. The working party thus approved the list of 15 jobs to be surveyed (with the inclusion of a variant intended to obtain beginner's rates for one of them) and the corresponding descriptions.

133. A draft questionnaire had been prepared, which was designed to obtain, firstly, general information about each enterprise, its work-force, its methods of establishing and adjusting salaries, the different components of the cash remuneration provided to its employees, its pension, unemployment, accident and health insurance arrangements, other cash allowances, hours of work and holidays and fringe benefits in cash and kind; and secondly, the remuneration paid to individual employees corresponding to as many as possible of the 15 job descriptions.

The representatives of the staff objected to the inclusion of certain questions, either because they related to matters which the staff considered to be outside the scope of the survey or because the replies they elicited were considered likely to be misleading.

134. The working party confirmed that, in line with the indications given by the Commission, its aim was to obtain information on the conditions of service interpreted in the broadest sense. It recalled however that the Commission had reserved its decision on how the different elements of data should be used and had made it clear that not all would be used for direct mathematical comparison. After taking into account observations made by the representatives of the administrations and of the staff, the working party approved the list of items on which data should be collected and the text of the questionnaire. While there would have been advantage in collecting data of salaries for the month in which the survey was conducted, it was agreed that data should be collected of remuneration paid for the calendar year 1976, so that end-of-the-year gratuities and other one-time payments would be accounted for in a uniform manner.

135. The working party confirmed the intention of the Commission that two survey teams should be established to collect data, each composed of three members, one (the team leader) from the secretariat of the Commission, one nominated by the administrations and one by the staff representatives. The working party recalled the Commission's decision that "those members of the survey teams whom the administrations and the staff associations would be invited to propose would, once approved by the Chairman, be acting on behalf of the Commission in the conduct of the survey; they would be bound by the provisions of staff regulation 1.5 of the United Nations and corresponding texts of the other organizations". In their work and in particular in their visits to employers the members of the teams would not be identified as nominees of the administrations or of the staff; they would all uniformly be acting on behalf of the Commission. They would be bound to confidentiality vis-à-vis their own administration or staff association with regard to all the information which had come to their knowledge in the course of the survey (and, in particular, as regards the identity of particular employers); they would be entitled to make use in their subsequent duties or staff activities only of such information as would be contained in the report on the survey to be submitted to the Commission.

136. The internal salary scales being established in terms of net salary, the working party noted that it would be necessary to convert the amounts of gross earnings obtained outside into net by deducting the average amount of income tax (federal, cantonal and communal) payable on such incomes by employees without dependants. It agreed that for that purpose the calculation of average tax deductions established by the cantonal tax authorities for the purposes of the system of "imposition à la source" was the most authoritative basis and that consequently the conversion of gross to net should be made by use of the cantonal "barème d'imposition à la source". The salaries to be collected being those of 1976, the tax scale in force in that year should be used.

137. The staff representatives had asked that the meetings at which the Commission considered the report on the Geneva survey should be held in Geneva, rather than in Vienna, so as to facilitate their representation and their contacts with their constituents. The Chairman, after consulting the members of the working party, informed them that the Commission was bound by the invitation from the

International Atomic Energy Agency which it had accepted two years previously and by the arrangements already made for the holding of the session in Vienna. The holding of the session in Vienna was also part of the Commission's planned series of visits to the headquarters of the different participating organizations.

Collection of data

138. The questionnaires and job descriptions were sent to the 45 enterprises selected on 27 May 1977, under the cover of a letter from the Chairman. Visits to those enterprises which accepted to co-operate were made by the survey teams between 1 and 29 June; in cases where the employer had already completed the questionnaire, the replies were verified (in particular as regards the validity of the job-matches proposed and the elements of remuneration reported) and supplemented by the survey teams, in other cases the questionnaire was completed during the visit. All decisions regarding the inclusion or exclusion of particular elements of data and the way in which they should be recorded were made jointly by the members of the survey teams together with the Commission's secretariat.

139. Of the 45 employers invited to co-operate in the survey, 27 responded positively. The reasons given by the employers who declined to co-operate were various and several different reasons were often given by the same employer; they could be roughly classified into the following categories:

(a) Practical reasons (too busy; person responsible on holiday; own salary system being revised);

(b) Technical reasons (do not have corresponding posts);

(c) Unwillingness to co-operate (have recently provided data for other similar surveys; "no reciprocity", i.e., neither the results of the survey nor the United Nations rates would be useful to them in determining their own salary levels; not prepared to divulge information about their conditions of service, in particular in some cases about some of the elements of remuneration other than salary; and, in one case, an explicit refusal to assist the United Nations). Several banks said that since they applied substantially the same conditions as other members of their group, they saw no need for more than one member of the group to provide data.

140. Of the 27 employers who accepted to co-operate, it was subsequently found that the data which could be provided by five would not be usable, for the following reasons:

(a) Two, because they were found to have too few relevant employees;

(b) Two, because they were able to provide salary scales but not individual data about their employees;

(c) One, because too few satisfactory job matches could be found.

141. Usable data were thus obtained from 22 employers. Those data were made available to the representatives of the administrations and of the staff at the end of the data-collection phase; no questions were raised as to the accuracy of the recording of the data. Extracts from the data were also provided to the employers who had participated.

Documentation before the Commission at its sixth session and hearing of views of administrations and staff

142. At its sixth session, the Commission had before it:

(a) The report of its working party and additional information on the preparatory stages of the survey;

(b) A report on the data collected, supplemented by computer print-outs of all the salary data obtained together with details of the sex, age and length of service of the employees concerned (in most cases, individually, but in a few cases by averages for groups of similar employees);

(c) Analyses of the data from various standpoints and illustrations of the effects of applying different methods of interpretation of the data;

(d) The views of the staff associations of six of the organizations, together with separate views presented by the staff association of the seventh organization (WIPO).

143. Further examples of the effects of applying different methods of interpretation were prepared during the session, including one proposal presented by the administrations of the Geneva organizations.

144. In accordance with articles 12 (3) and 28 (2) of its statute and with rules 36 and 37 of its rules of procedure regarding the right of executive heads and staff representatives to present their views in writing and orally on matters of local interest of concern to several organizations, the Commission gave full opportunities to the representatives of both the administrations and the staff associations of the Geneva organizations to present or supplement orally their views. The views presented are summarized in annex III.A and are referred to in the relevant sections below.

Type of survey

145. The representatives of the staff reiterated their objections to the type of survey, by pre-selection of a sample of presumed best employers, carried out in accordance with the decision taken on the Commission's behalf by its working party. They maintained that the method of random sampling used in the three previous surveys in Geneva was scientifically more valid, in that it avoided the element of judgement involved in selecting a group of presumed best employers, and provided a broader picture of the total labour market. They contended that in the particular conditions of Geneva only the random sampling method could produce valid results.

146. The Commission noted, firstly, that it was in no way bound by the methods used in previous surveys. The entry into force of the Commission's statute had created an entirely new situation in relation to the establishment of General Service salaries. Under article 11 of its statute the Commission was empowered to determine methodology. Without prejudging the position it might take later on the "guiding principles" previously adopted by ICSAB and ACC (which it had noted required revision), both of the methods in question were provided for in that text. As regards the relative merits of the two methods from the point of view of

statistical methodology, the Commission had sought professional advice which indicated that either method was statistically acceptable. The random sampling method could be appropriate in certain conditions for determining average salaries; but for determining the best prevailing salaries, as in the present survey, the pre-selection method had distinct advantages provided that the sample chosen was effectively representative of the best employers. On that point, the Commission was satisfied that the means by which the list of presumed best employers had been drawn up, as described in paragraphs 127 and 128 above, did provide an adequate guarantee that the list was representative of the probable best employers in Geneva.

147. In addition to the relative merits of the two methods in terms of statistical theory, the Commission had also to take into account the practical experience which had been obtained with them in previous surveys conducted within the United Nations common system. In that respect, it noted that the pre-selection method was that used in all other headquarters duty stations where surveys had been carried out by the organizations (in New York and London the results of surveys carried out by other bodies were used); and, as a method, it had given rise to no problems, such difficulties as had sometimes occurred being due to the method of interpretation or other factors but not to the use of the pre-selection method itself. On the other hand, the random sample method had been used only in the 1966, 1969 and 1975 surveys in Geneva; of those three occasions, the results which it had produced had been contested by the staff in 1966 and by the executive heads in 1975; when they had been found acceptable to both parties in 1969, it had been decided simultaneously to use the 92nd percentile of the results as the matching point instead of the 75th percentile used previously. 21/

Coverage of the survey

148. The Commission had noted from the outset that the method of determining salaries by means of surveys entailed certain risks, in that the coverage obtained in all such surveys depended entirely on the willingness to co-operate of outside employers over whom the United Nations system had only powers of persuasion and to whom it could offer little in return for the considerable effort required of them in providing a substantial volume of detailed information. Nevertheless, that risk applied equally to any type of survey and there was no reason whatsoever to believe that a better response rate would have been obtained if the same questions had been asked of employers chosen by random sampling than when they were asked of those selected as being the best. If a better response rate was obtained in the previous survey conducted by the Battelle Institute, it was doubtless because salary data were requested concerning two jobs only and practically no questions were posed concerning other conditions of employment; as regards both the number of jobs surveyed and the information sought regarding other conditions of employment, the Commission had no doubt that it was indispensable, given the unsatisfactory results of previous surveys in Geneva, that it seek much fuller and more detailed information for its survey, even though the response rate might be adversely affected thereby.

149. The staff representatives contended that, usable data having been obtained

21/ In that connexion, the Commission recalled that ICSAB had expressed reservations about the use of the 92nd percentile as the outside matching point in conjunction with the use as internal matching point of an intermediate step in each grade.

from only 22 employers out of the 45 to whom the questionnaire was addressed, the resulting data did not provide a valid basis for drawing conclusions as to the level of salaries in Geneva. They claimed in particular that the resulting sample was too small, that it did not reflect adequately the balance between different sectors of activity in Geneva (and, in particular, gave too much weight to the public administrations) and that it gave too much weight to large employers and to female employees.

150. As regards the size of the usable sample of 22 employers finally obtained, the Commission noted firstly that it was in keeping with the general criterion which the Commission had had in mind, namely, that between 20 and 40 employers should be surveyed. Secondly, it compared favourably with the samples used in surveys in other headquarters duty stations (e.g. 27 in Paris, 26 in Vienna, 12 in Montreal, the average for 10 recent surveys being 18) and with 12 used in the 1957 Geneva survey. Thirdly, the number of job matches obtained (i.e. outside employees judged to correspond to the descriptions of the jobs being surveyed and about whom salary data were obtained) was more than double that obtained in the previous Geneva survey using the random sampling method (1,970 compared with 957). In so far as the final analysis was based on individual salary figures obtained, it was that which was the significant figure, rather than the number of employers; obviously the greater number of job matches was influenced by the greater number of jobs surveyed but, if the data obtained for all the jobs surveyed were used in the final analysis, a result based on 1,970 elements of salary data could not but be more soundly based than one based on half that number.

151. As regards the balance between different sectors of activity, the response obtained in the private sector (17 out of 40 = 42 per cent) paralleled approximately the over-all response rate (22 out of 45 = 49 per cent). ^{22/} Within that sector, of the banks surveyed, 39 per cent provided usable data and these included 33 per cent of the "grandes banques", 40 per cent of the private banks, 33 per cent of other Swiss banks and 43 per cent of foreign banks. Of insurance companies, only 25 per cent responded. Of private sector individual and commercial enterprises, 50 per cent responded, out of which approximately half were Swiss concerns and half multinational or foreign enterprises. The fact that a 100 per cent response was received from the three public administrations and two other non-profit making institutions (one government mission and one research institute) could indeed have distorted the balance of the sample. However, the data showed that those employers ranked around the middle of the sample in terms of over-all average salaries, so that they did not in fact exercise an undue bias either upwards or downwards. Furthermore, the method of interpretation of the data

^{22/} The weights corresponding to the different sectors in the original sample of 45 employers and in the final sample of 22 were as follows:

	Original sample (45)	Final sample (22)
Banks	40 %	31.82 %
Insurance	8.89	4.55
Industrial or commercial	40	40.91
Total, private sector	88.89	77.27
Public administrations	6.67	13.64
Others	4.44	9.09
	100.00	100.00

adopted made the size of particular employers irrelevant, since individual salary rates were used, each counting for its own weight irrespective of which employer, or the size of the employer, from which it was drawn.

152. The Commission found no merit in the contention that the sample discriminated against medium and small employers. It confirmed that, as in previous surveys, very small employers should not be included. The criterion it had applied to that end, namely that each employer should have at least 50 office workers of either sex, probably differed little in effect from that previously used, that is, a minimum of 10 male office workers, since, given the numerical predominance of women among office workers it was unlikely that an enterprise having 10 or more male office workers would not have 50 of both sexes. The Commission noted furthermore that the random sampling method previously accepted by the staff gave twice as much weight to the largest employers as it did to smaller employers.

153. The Commission could not accept either the contention that the sample was unbalanced because it contained 74 per cent of female employees to 26 per cent of males. That was the proportion actually found among the outside employers in the jobs surveyed and the proportion of females in the population for whom salaries were to be determined, i.e. the General Service category in the organizations in Geneva, was even higher (see annex III.F). There would have been no justification for designing a sample so that the proportions of men and women would have been different from that prevailing either among outside employers or in the organizations or for adjusting the results to that end.

154. To sum up, the Commission, after having carefully considered all the objections raised regarding both the type of the survey and the validity of the data obtained, concluded that the type of survey made was appropriate and that the data obtained an adequate and valid basis for reaching conclusions regarding the appropriate level of salaries for the General Service category in Geneva.

Conditions of service other than remuneration

155. The Commission recalled that the principle approved by the General Assembly since 1950 for the determination of the salaries of the General Service category referred to "best prevailing conditions" of employment and not merely to best prevailing salaries. It was for that reason that it sought to collect very detailed information about conditions of employment other than cash remuneration. The information collected is summarized in annex III.B. The Commission examined the possibility of relating that information, much of which was qualitative and non-numerical, to the quantitative data about remuneration, in the absence of an accepted technique for evaluating total compensation. It considered in particular whether certain elements which were quantifiable, such as differences in the number of hours worked per week or the annual leave entitlements, should be taken into account in a mathematical comparison.

156. The Commission concluded that, while there were considerable variations from employer to employer in the non-cash benefits which they provided to their employees, the general level of other conditions of employment offered by the best employers in Geneva was high. When those conditions were compared with those offered by the organizations of the United Nations system, although no precise mathematical comparison was possible in most cases, it could be said that United Nations conditions were better in some respects (e.g. hours of work and annual

leave), while those of some outside employers were better in others (e.g. unemployment insurance, various bonuses). If a method of interpretation of the results had been adopted which entailed the identification of a more restricted group of best employers and the use in the final analysis of salaries of only those employers, it would have been possible to make a case-by-case comparison of the other conditions offered by those employers with those offered by the organizations. Given the method finally adopted by the Commission, it was obliged on this occasion to limit itself to a general judgement that the other conditions of employment existing among the whole group of 22 employers were broadly comparable to those provided by the organizations; in consequence, it decided that it would not be appropriate to single out those conditions which did lend themselves to mathematical comparison, such as hours of work, and to use them to make adjustments to the salary data obtained. The Commission intends, however, to give further study to this question in the light of its experience with subsequent surveys and to deal with it when in due course it establishes a general methodology for the determination of General Service salaries under article 11 of its statute.

Differences in remuneration of men and women

157. The Commission had been informed that earlier surveys in Geneva had revealed considerable differences in the amounts paid to men and to women respectively for equivalent work. At one time a corrective factor of 15 per cent had been applied to the outside salaries found for women on that account; subsequently, only salaries paid to male employees had been surveyed, which, in the Commission's view, had resulted in undue restriction of the variety of jobs surveyed, those (corresponding to the vast majority of the General Service category) in which only women or predominantly women were employed being completely excluded from the surveys. The Commission had decided that a wider range of jobs must be surveyed than the two covered in the previous survey, with the inevitable consequence that a number of "female" jobs would have to be included. At the same time, it reaffirmed its determination that any discrimination against women which might be found in the salaries paid to women in outside employment in relation to the criteria by which jobs were classified as equivalent within the organizations should in no way be reflected in the salary scales of the organizations of the United Nations system, having regard to the prohibition of any form of discrimination based on sex enunciated in the Charter and constitution of the organizations, in resolutions of legislative bodies and in conventions adopted by the International Labour Organisation. It therefore examined very carefully the data obtained to ascertain whether such discrimination existed and its extent.

158. One particular form of differentiation between men and women was readily identified in the practice reported by seven of the 22 employers of granting increases of salary to employees who married while in their service, but only to male employees. Those increases ranged from 1,200 Swiss francs a year to 3,584 Swiss francs a year. The practical effects of that measure were difficult to identify since the data did not show which male employees whose salaries were recorded had received such increases. In any case, the Commission was of the unequivocal view that a correction should be made to ensure that that practice was not reflected in the salaries to be used for establishing those of the General Service category.

159. Two other possible forms of differentiation between the rates paid to men and those paid to women were investigated:

(a) As between men and women performing the same work, i.e., those in the "mixed" jobs Nos. 7, 8 and 9, of accounts clerks, where men and women are found in roughly equal proportions:

(b) As between jobs which in the organizations are considered to be of approximately equal job content and so for the purposes of the survey had been assigned the same grades, but which are stereotyped as "male" and "female" jobs (for example, as between a typist and a chauffeur, both graded at G-3, or between a secretary and an electrician, both graded at G-4).

160. In making such comparisons, it was also necessary to take into account differences in age and in length of service of individuals whose salaries were being compared. While the correlation between salary, on the one hand, and age/length of service, on the other, was not found to be uniform or without exception, there was nevertheless a general correlation between those factors; consequently, if the average salaries of men in a given group were found to be higher than the average salaries of women in the same group, it could not be assumed that the difference was due to a discrimination in pay based on sex, until the relative ages and lengths of service of the two sexes had been compared. (Hence the irrelevance for this purpose of certain statistics which were cited by the staff representatives, relating to average salaries of all men and all women workers in Switzerland or in certain occupations, which showed differences as high as 25 per cent, but which took no account of differences in age, length of service nor, still less, in the job-levels of the two groups.)

161. After examining a number of analyses of the data by different methods, the Commission concluded that the data available to it did not permit it to determine beyond doubt whether such differences in pay as were found to exist were or were not based on grounds of sex, nor the precise extent of such differentiation. However, in order to protect against any risk that such differences should be reflected in the General Service salary scales, the Commission decided that it would be appropriate, for the "mixed" jobs, to use only the data obtained for men and, for the "female" jobs, to apply to the female salaries a corrective factor based on the differences found in pay of men and women in the "mixed" jobs by a method of analysis which took into account differences in age and which showed an average difference over the three jobs concerned of 8 per cent. In preferring that method of correction to another proposed by the representatives of the executive heads, the Commission considered that the data were not sufficient to support the fixing of different degrees of correction at different grades: the 8 per cent correction factor which it used provided a higher degree of protection than that proposed by the administrations, which would have averaged less than 6 per cent over-all. Having applied those corrective measures, the Commission was satisfied that it had effectively offset any discrimination which might exist among some of the employers in remuneration of men and of women.

Jobs to be retained for final analysis

162. Of the 15 jobs for which salary data were obtained, 10 belonged to the two main occupational groups in the General Service category, i.e., the typing-shorthand-secretarial "family" and the clerical "family" and an eleventh (data key-punch operator) was closely related to those families. The four remaining jobs, however, were of a technical nature (driver, offset press operator, electrician, computer console operator). The Commission had expressed the view that rates for such jobs should not play a dominant role in determining salaries

for the whole General Service category, particularly if the local conditions of remuneration of such workers were markedly different from those prevailing for office workers. However, in the present case, it did not find any such marked differences and it noted that in Geneva (unlike some other duty stations) such occupations were included in the over-all General Service salary scale. The Commission therefore decided in principle to retain for further analysis the data obtained for all 15 jobs (see, however, para. 175 below).

163. Staff members in the organizations in Geneva working in posts corresponding to the 15 jobs surveyed total 1,304, or 32.3 per cent of the whole staff of the General Service category.

164. The Commission confirmed the general practice that, in deriving a single external matching salary for each internal grade from the salaries found for different jobs corresponding to that grade, the salaries for the different jobs should be weighted according to the numbers of staff employed in each job inside the organizations.

Interpretation of the data

165. Having thus decided to use the data obtained for all 15 jobs surveyed but to use only the data relating to men in the "mixed" jobs and to apply a correction factor of 8 per cent to the salaries found for women in "female" jobs, the Commission next considered the method to be employed for translating the external salary data into internal salary scales in the light of its earlier general consideration of that question (see paras. 97-100). It noted that in the present case the differences between the results obtained by the various possible methods it had envisaged would not be great, given the coherence and compactness of the data. 23/

166. The choice before the Commission was essentially between two approaches. The first would consist in selecting from among the 22 employers a smaller number who could be considered to be the best among them and then using only the rates found within that smaller group to determine the outside matching salaries for each job. The second, on the other hand, would make no further selection among the group of 22 employers and would use the rates found within any of them to determine the matching salaries. The measurement used to determine the matching point within the range of salaries for the job would be different in the two cases: in the first, the group of employers retained being smaller and in principle closer to the absolute best, an average would be appropriate, whereas in the second, based on a larger group, some point above the average would be justified.

167. The first approach would correspond more closely to the concept that the best prevailing conditions were those applied by a small group of the best employers.

23/ Cf. annex III.H. It will be noted that the span between the lowest rate and the highest rate found for each job rarely exceeded a ratio of 1:2 (compared with a ratio of 1:4 found in the previous survey). The Commission concluded: (a) that the job descriptions used were satisfactorily precise and corresponded to readily identifiable jobs outside as well as inside the organizations; and (b) that a very considerable degree of homogeneity in respect of pay levels existed in the group of employers surveyed.

It would permit the conditions of service other than salaries offered by those employers to be taken into account; and, if any of the very large employers fell into the group retained, it would permit a correction to be applied to ensure that they did not unduly influence the result by their size. It would also result in the elimination of any employers whose data showed that they were not in fact comparable with the other "best" employers. On the other hand, that method entailed first ranking all the employers in some way to determine which should be retained in the leading group; it had been suggested that that be done by taking for each employer an over-all average of the average salaries found in that employer for the various jobs, weighted by the number of employees per job. Doubts were expressed as to the reliability of this process and as to the way in which allowance would be made in the over-all averaging for the fact that matches were not found in every employer for each job. Furthermore, the choice of the criterion to be used to determine how many employers should be retained would be a matter of judgement. Various possibilities were considered; that envisaged at the fifth session, of retaining those employers whose over-all average salary did not fall more than 25 per cent below the highest over-all average salary, would be inoperative in the present case, all the averages falling within that range; another possibility was to select more or less arbitrarily a certain number of employers, for example, 8, 12 or 16. In any case, for some jobs, matches for which had not been found in all of the employers who would be retained, the result would be based on a relatively small number of elements of data.

168. The second approach would be tantamount to considering that all of the 22 employers belonged to the group of "best" employers, and using the best rates found among them for each job. There was a risk that, at least with one of the two methods envisaged under that approach, the result might be influenced by an exceptionally high rate found for one job in an employer whose rates for other jobs were not among the best. On the other hand, it would make the fullest use of all the data obtained, which had already been criticized as being limited.

169. Some of the results which would have been obtained by the alternative approaches are illustrated in annex III.H, which also shows the relativities between the salary ranges obtained for each job and the average rates. After careful consideration of the relative merits of the different approaches, the Commission concluded that, for the present survey and in light of the data obtained, the second approach would be more appropriate. It emphasized, however, that that choice would not prejudice the method to be used for other surveys having regard to the characteristics of each survey; only after the Commission had carried out several surveys would it formulate a general methodology.

External matching points

170. The Commission then examined two alternative methods under the second approach for determining the external matching point within the range of all the individual salaries recorded for each job. One would consist in applying a measurement similar to that envisaged under one of the methods mentioned in paragraph 166 above, namely, retaining all salaries which did not fall more than 25 per cent below the absolute highest salary for the job and using as the matching point the arithmetical average of the salaries retained. The other would be to use as the matching point the 75th percentile of all the salaries, i.e., the point at which the salaries of 25 per cent of all the employees would be higher than that used and those of 75 per cent of them would be lower. Applied to the

present data, the two methods gave results which varied only to a small degree. The first involved the risk that, if the top salary found for the job was abnormally high, that abnormal salary would unduly influence the result, since the measurement of the salaries to be used would be based on it; that risk did not occur with the second method. Furthermore, the use of the 75th percentile as a measure was recommended in the "Guiding Principles" and had been used in most other surveys. The Commission therefore decided, again for the present survey and without prejudice to the decision it would take on future occasions, to adopt the method of the 75th percentile.

Construction of the salary scale

171. Having thus obtained the outside matching salaries for each of the grades covered by the survey, the Commission next considered how those salaries should be related to the internal salary scale. The first question was that of the internal matching point, i.e., the step in the corresponding grade to which the outside salary should be related. In previous Geneva surveys step 6, the median step, had been used for that purpose uniformly at all grades; the Joint Inspection Unit had pointed out in its report that there were considerable differences in age between the outside employees corresponding to the matching salaries and the staff members inside the organizations at step 6. Although that observation related to matching points obtained using the 92nd percentile of outside rates, the Commission considered that in general terms some account should be taken of the relationship between the ages and lengths of service of the outside and inside employees whose salaries were to be compared. It had been calculated that, by job, the staff members inside the organizations were on average about one year older and had two more years of service than outside employees in the same job. A further element to be taken into account was the average step of all the staff members in the grade concerned, so that the outside matching point taken as representative of the outside employees would be related to the average salary of the corresponding group of staff members.

172. The Commission related its consideration of the question of internal matching points to that of the over-all profile of the Geneva General Service salary scale. It had been noted that over the years the salary scale had developed certain structural defects compared with the pattern generally considered desirable in such salary scales. Thus, the intervals between grades and the values of steps at the different grades were irregular. Above all, the scale was unusually compressed in the span from bottom to top, with the undesirable result that the overlap between grades was too great, so that a staff member promoted from the top step of one grade to the next higher grade was placed immediately in a very high step of the new grade and within two or three years had again reached the ceiling of his or her grade. That was illustrated by the high concentration of staff members in the upper steps of the grades, particularly of the higher grades.

173. The Commission recognized that the small span between lowest and highest salaries in the scale reflected the similar very compact span found among the outside employers. Little improvement could thus be made in that respect, without departing unduly from correspondence with outside salaries. One could only hope to introduce major improvements gradually over a period of years; one possible way of doing so might be to reduce the number of grades, but that question would have to be looked at primarily in the light of classification requirements rather than of desiderata relating to the salary scale. Nevertheless, the Commission did believe that such improvements in the profile of the scale should be made as were

not incompatible with the relativities between the outside matching points for the different grades. Consequently, it accepted that the choice of the step to be used as the internal matching point might be influenced by the consideration of improving the harmony of the scale, as well as by differences in the average step of staff members serving in the jobs surveyed.

174. After examining various possibilities, the Commission adopted the solution which, in its judgement, best reconciled the various, sometimes conflicting, concerns. It sought to introduce some improvement into the patterns of intervals between grades and of step values (expressed as a percentage of the salary at step I of each grade); compared with the existing erratic relations between intervals from grade to grade and in step values, it developed a scale, which, as shown in annex III.J, while still not fully regular, increased consistently from the lowest grade to the highest. On the other hand, it found that it was not possible to make any great improvement in the overlap between grades, since if the same number of grades were retained it would only be possible to do so by lowering the salaries at the bottom of the scale or increasing those at the top (or a combination of both), which would entail too great a departure from the outside data obtained.

175. Further examination of the data showed that, while the outside salaries obtained for grades G-3, G-4, G-5 and G-6 showed a normal progression, that for the only job (Job No. 1) surveyed at grade G-2 bore an anomalous relationship to the others, in that it was almost equal to those of the jobs at G-3 (and even higher than one of them) and only 200 francs lower than the average for G-3 (cf. annex III.H). The Commission observed that the 75th percentile salary for Job No.1 and all the salaries above the 75th percentile were drawn from a single employer; that employer, while being the largest and having provided data for all the other secretarial jobs, had provided none for the next higher job in the typist family, Job No. 2, explaining that it did not distinguish between the typist functions defined for Jobs Nos. 1 and 2. There were thus grounds for concluding that the data provided by that employer for Job No. 1 were equally relevant to Job No. 2. The Commission therefore concluded that it would not be justified in basing the 75th percentile rate for Job No. 1 and for grade G-2 solely on that employer's data. It decided therefore not to use them to establish a matching point for G-2 and to base the salary for G-2 on extrapolation.

176. It thus used outside matching-point salary data corresponding to grades G-3, G-4, G-5 and G-6, taking as its starting point that the outside salary corresponding to grade G-4 should be related to step 6 of that grade, considering that G-4 was the central grade of the salary scale and the grade in which the greatest number of staff were to be found and step 6 the mid-step of the grade (and so of the whole scale) and also the average step of all the staff inside the organizations in the jobs surveyed at G-4. Beginning from the fixed starting point and the proposed intervals between grades and steps, the matching points for the other grades were then established, ranging in progressive manner from step 4 at G-3 to step 6.5 at G-6. Some rounding-off and smoothing was required in order to establish a balanced scale and to provide a consistent overlap between grades. The following table shows the relation of the matching points adopted to the average step of serving staff members in the grade as a whole and in the matching jobs:

Grade	Average step of staff members		Step chosen	Outside matching salary	Salary of step
	in the grade as a whole	in the matching jobs			
G-3	5.1	5.0	4	31,162	31,200
G-4	6.5	6.0	6	36,137	36,100
G-5	7.9	8.5	6	39,404	39,456
G-6	8.8	8.7	(6.5)	43,853	(6: 43,186 (7: 44,651)

(The salaries for grades G-1 and G-7, at which levels no jobs had been surveyed, were extrapolated.)

177. The staff representatives contended that lower steps should have been chosen in each grade in order to reflect more fully the difference in age between the employees compared inside and outside, which they estimated to be on average three years, on the basis of all staff in the grades concerned, rather than one year as found from comparison of staff in the jobs surveyed only with the outside employees in the same jobs. The Commission considered that the comparison between like populations inside and outside was more valid than comparison between the total population inside and a restricted population outside. In any case, it considered that in adopting as matching steps at all grades except G-4 steps below those which corresponded to the average step of serving staff, as shown by the table above, it had already compensated adequately for the difference in age.

178. The data obtained from the outside employers were those in effect in 1976. The Commission believed it would be most useful if the salary scale it recommended be that which would be appropriate on 1 January 1978. Consequently, it was necessary to adjust the outside rates by projecting them to that date. The OFIAMT index for that period not yet being available, the Commission based itself on the

movement of the consumer price index and on the increases for 1977 already reported by some of the employers and concluded that an adjustment of 3 per cent would be appropriate. The outside rates used are thus those obtained from the survey increased by 3 per cent gross (the corresponding factor by which net salaries were updated being of the order of 2.6 per cent).

179. Annexes III.J and III.K show the structure of the scale recommended by the Commission (intervals between grades, values of steps and spans per grade and over-all) and also the comparison with the existing salary scale (which is reproduced in annex III.I). The scale of net salaries recommended by the Commission with effect from 1 January 1978 is shown at annex III.L.

180. It will be seen that the recommended scale represents reductions from the existing scale ranging from 15.9 per cent to 19.5 per cent, the over-all average (unweighted) being 17.1 per cent and (weighted by the number of staff per grade) 17.4 per cent. Care was taken in the construction of the scale to ensure that the proportions of reduction would be as nearly equal as possible at all grades and, in particular, would not affect the lowest grades more adversely than others. Some adjustment was also made to protect the upper steps of grade G-7, considering that, being the highest grade of the category, staff reaching that level have little prospect of further promotion.

181. The Commission recognized that some explanations were in order as to why the salaries it had found appropriate were below those already in effect and below those found appropriate as a result of the 1975 survey. Those explanations will be found in paragraphs 198 to 204 below, where the Commission examines the events which produced the present level of salaries in Geneva and the validity of the 1975 survey.

Statement by the staff representatives

182. When the Commission had completed its recommendation regarding the salary scale it deemed appropriate for the General Service category in Geneva, the representatives of the staff made the following statement:

"Despite the arguments put forward by the Commission in its report, the representatives of the staff remain convinced that the method used for the survey was not valid; they are moreover convinced that the method used, apart from its questionable character, could have produced much better data if it had not suffered from certain limitations, which the Commission recognizes to have existed but which it does not admit to have had any effect. Consequently, the staff representatives cannot subscribe to the Commission's conclusions and recommendations."

Implementation of the recommended net salary scale

183. The Commission's mandate under article 12 (1) of its statute and General Assembly resolution 31/193 B was to recommend the salary scale it deemed appropriate. The Commission has carried out its mandate. It is now for the executive heads, to whom its recommendation is addressed, to determine the modalities and administrative measures to be taken for its implementation. However, the Commission expects that appropriate transitional arrangements would be worked out for the new scale to come into force with effect from 1 January 1978.

Method of future adjustments

184. In order to calculate the amount of future adjustments to the new salary scale, the Commission considered that in present circumstances and having regard to the practice of most outside employers in Geneva, it would be appropriate to use the movement of the Geneva consumer price index from 1 January 1978, subject to a check being made every year or two years against the movement of the OFIANT wage index. If, for the corresponding period, the OFIANT index showed a significantly higher rate of increase than the consumer price index, the Commission would consider whether a further adjustment would be justified. In light of the current rate of movement of both indexes, the Commission was of the opinion that it would be sufficient to grant such increase as might be due once a year, as was done by most of the outside employers. That arrangement could be reviewed if necessary in two or three years' time or when the next survey was carried out in Geneva. Unless the economic situation in Geneva should change markedly, the Commission was of the opinion that the next survey should be carried out in four or five years' time.

Staff assessment, gross salary and pensionable remuneration

185. Having recommended the appropriate scale of net salary, the Commission turned its attention to the gross salaries (which, it recalled, also constituted the level of pensionable remuneration for the General Service category) and to the scale of staff assessments which determined the difference between net and gross. When the Commission recommended in 1976 revised scales of staff assessment for the Professional and higher categories, designed to effect a differentiation in net salary between staff members with and those without dependants, it recommended that the previous (uniform) scale of staff assessment should continue, as a temporary measure, to apply to the General Service category pending further study by the Commission of the remuneration of that category and that recommendation was approved by the General Assembly in section I, paragraph 12, of its resolution 31/141 B.

186. In its general consideration of the methodology for determining salaries of the General Service category the Commission once again noted the anomalous situation existing in some duty stations where the pensionable remuneration of the General Service category overlapped to an excessive extent that of the Professional category (for example, in Geneva, the pensionable remuneration at G-7 step 11 was equivalent in August 1977, at the rate of exchange then in effect of \$1 = SF 2.39, to that at P-5 step 6.8). That overlap was due in part to the overlap in net remuneration and would be reduced by the lower net salary scale recommended by the Commission (to P-4 step 6.7, the average reduction in gross salary being around 20 per cent). But it was also explained in part by the fact that the pensionable remuneration of Professional staff was a fixed dollar amount, for all duty stations, while that of the General Service staff was based on local salaries, converted to dollars at the local rate of exchange. Thus, the strengthening of the Swiss franc from \$1 = SF 4.32 to the present \$1 = SF 2.39 had resulted in an equivalent increase in the dollar amount of the pensionable remuneration and had increased the overlap with the Professional category. It was due also in part to the fact that gross salary for the General Service category (which was equivalent to pensionable remuneration) was based on total net remuneration, whereas for the Professional category it did not take into account (or only to a limited degree) post adjustment which in duty stations with high post

adjustment classes represented an important proportion of total remuneration. The use of the same (or a similar) scale of staff assessment for the two categories but applied to base amounts defined in different ways resulted in a distortion of the relationship between Professional and General Service gross salaries (and hence pensionable remuneration) which in some duty stations led to an anomalous overlap while in others there was a gap between them.

187. At its fifth session the Commission had noted the statement of the representatives of the executive heads that "CCAQ was studying the scales of staff assessment for the General Service category and would be reporting thereon to it at its next session" and their "hope that revised scales could be introduced at the same time as a new salary scale for Geneva". At the sixth session CCAQ reported to the Commission that it had studied various possible changes in the staff assessment scale for the General Service category, one of which would be to establish scales based on local tax rates in different duty stations, another a "modified uniform scale" based on weighted averages of local tax rates at headquarters duty stations. It had however come to no conclusion and suggested that the matter be further studied in the light of results of "current and projected surveys of General Service salaries at the headquarters duty stations", pending which time the existing temporary arrangement should remain in force. The representative of FICSA also urged that no change be made at present, pending further study both of the concept of gross salary and pensionable remuneration and of the consequences of applying any new system; in particular, he urged that the general conclusion to be reached be not unduly influenced by the particular case of Geneva and that no new system be introduced which would be applicable immediately only in Geneva.

188. The Commission deplored that CCAQ had not been able to present to it any recommendation, worked out after consultation with the representatives of the staff, for the solution of what it had itself, in its previous report to the General Assembly noted as a serious problem. In the absence of such a recommendation on so complex a matter it did not feel able to propose a course of action without first having heard the positions of the executive heads and of the staff. The Commission however requested CCAQ to complete its study of the matter in time to present its views to it at its next session, so that the Commission may make its recommendation to the General Assembly at the thirty-third session. In the meantime, the Commission had no alternative other than the prolongation of the existing temporary arrangements. The table in annex III.M therefore shows the amounts of gross salary corresponding to the net scale recommended by the Commission, using that temporary scale of staff assessment (and at the rate of exchange of \$1 = SF 2.39 in force in August 1977).

Allowances

189. The Commission reaffirmed the conclusion stated in its previous report to the General Assembly that the amounts of dependency allowances for the General Service category should continue to be determined in the light of local conditions. The elements to be taken into account in the case of Geneva were:

(a) The amounts of allowances for dependent children provided by Swiss legislation (no allowances being provided for a dependent spouse);

(b) The tax abatements allowed on account of a dependent spouse and/or of dependent children.

190. The relevant entitlements found in Geneva were as follows (in Swiss francs):

Gross salary level	Dependent spouse		Dependent child		Aggregate benefit
	Legal allowances	Tax benefit	Legal allowances ^{a/}	Tax benefit ^{b/}	
25,000	-	1,013	1,020	344	1,364
30,000	-	1,215	1,020	420	1,440
40,000	-	1,520	1,020	540	1,560
50,000	-	1,800	1,020	550	1,570
60,000	-	2,160	1,020	630	1,650

^{a/} Amounts shown are for a child over age of 10; amount for a child under 10 is SF 840.

^{b/} Average per child for two children.

191. The Commission accordingly considered that there were no grounds for modifying the existing amounts of the spouse allowance (SF 1,750 per annum) or of the children's allowance (SF 1,800 per annum, except for the first child of a widowed or divorced staff member, for whom the allowance is SF 3,000). It similarly recommended no change in the existing amount of the allowance for a secondary dependant (SF 1,080 per annum).

192. As regards non-resident's allowance and language allowance, the Commission had decided to review the principles and conditions governing generally those two allowances and therefore recommended no change in the meantime as regards Geneva.

Conclusion

193. The General Assembly, in addition to requesting the Commission to carry out as a matter of urgency its functions under article 12, paragraph 1, of its statute by recommending appropriate salary scales for the General Service category in Geneva, also requested it, by paragraphs 2 and 3 of resolution 31/193 B, to "examine the basis on which recent substantial salary adjustments of staff in /the General Service category at Geneva/ were determined" and "to take into account all aspects, especially paragraph 29 of the report of the Joint Inspection Unit on some aspects of the strike at the United Nations Office at Geneva from 25 February to 3 March 1976" and related documents and to comment thereon.

194. In its preliminary consideration of the methodology to be used in general in determining salaries of the General Service category and, more particularly, in its consideration of the methodology to be used in the Geneva survey, the Commission took fully into account the various comments and suggestions made by the Joint Inspection Unit regarding the methodology of the 1975 Geneva survey, i.e., those contained in paragraphs 31, 32, 34, 35 and 80 of document A/31/137. The methodology adopted by the Commission rectified all the points which had been the subject of criticism by the Joint Inspection Unit.

195. As regards recommendation 1 of the Joint Inspection Unit, that a draft regulation on the method of applying the principles of the "best prevailing conditions of employment" should be submitted to the General Assembly for approval, the Commission noted that responsibility for the establishment of such a regulation had already been delegated to it by the General Assembly under article 11 of its statute; that "regulation" would be the revision of the 1965 "Guiding Principles" which the Commission had already decided to make. When the Commission had completed the preparation of that text, it would decide on the way in which it should be brought to the attention of the General Assembly and other legislative bodies.

196. As regards recommendation 2, that consideration be given to "using the facilities offered by article 12, paragraph 2, of the statute" (by which the Commission would determine salaries, instead of recommending them), the Commission noted that the General Assembly, in requesting the Commission to take action in Geneva under paragraph 1 of article 12 of its statute, i.e., to recommend salaries had in effect not endorsed that recommendation. The recommendation that a sole negotiator should be appointed to act on behalf of all the executive heads in Geneva (A/31/137, paras. 42-48), could not modify the Commission's relations, under its statute and rules of procedure, with the executive heads but was for them to consider in so far as they might have negotiations with the staff after the Commission had presented its recommendation.

197. Recommendations 3 and 4 were within the competence of the Secretary-General and called for no comment on the part of the Commission. However, as regards the suggestion (A/31/137, para. 58) that studies be undertaken, either by ICSC or by an ad hoc committee, on the question of the right of international civil servants to strike and the limits of strike action, the Commission considered that a study of the right to strike, being essentially juridical in character, was not within its competence. It was for the executive heads, after consultation with the staff, to make arrangements with a view to avoiding, in so far as possible, unauthorized work stoppages, as well as practical arrangements as to measures to be taken should such stoppages nevertheless occur, having regard, inter alia, to section II of General Assembly resolution 31/193 B.

198. The Commission, having recommended a salary scale which represented a substantial reduction compared with the existing scale, devoted special attention to examining the way in which the level of salaries of the General Service category in Geneva had reached a level higher than that which the Commission had found appropriate and, in particular, as requested by paragraphs 2 and 3 of resolution 31/193 B, the basis on which the settlement made after the strike in 1976 had been arrived at and two interim adjustments applied to the scale which had then been introduced retroactively to August 1975.

199. Having examined the history of the determination of General Service salaries in Geneva in the past 25 years, the Commission concluded that the excesses in the levels which those salaries had reached could be attributed essentially to two factors: (a) the initial fixing of salaries, on various occasions described below, at levels which could be deemed excessive in relation to local conditions, perpetrated by: (b) the regular application of across-the-board percentage increases to those relatively high levels. More specifically, the Commission was of the opinion that:

(a) The high level of General Service salaries in Geneva could be traced back to the original decision in 1951, when the General Service category was introduced to establish a salary scale which reflected more the previously existing scale (which had been based on that in force in New York) than the results of a survey of best prevailing local conditions; the margin over best prevailing local conditions so established had tended at least to subsist in subsequent revisions;

(b) On the occasion of a number of subsequent surveys, the findings, if not acceptable to either the administrations or the staff, were not implemented and ad hoc decisions were taken to increase salaries on other bases (e.g., 1956, 1957, 1961). When in 1961 the organizations and staff could not agree on the interpretation of the results produced by a survey, an expert committee, appointed to review the matter, had recommended a different method. Though that method itself was not adopted, the system of adjustment, based on the OFIAMT index, also recommended by the expert committee, was adopted and applied to salaries which had in the meantime been increased. In other words, only that part of the committee's report which gave favourable results was retained;

(c) In 1966, a new survey was conducted, the first by the random sampling method, which concluded that United Nations salaries exceeded the then best prevailing local conditions by a margin which was variously interpreted but was agreed to be of the order of at least 10 per cent. It had been recommended by ACABQ that that excess be absorbed by a slowing-down in the rate of application of further adjustments over a period of four years. Yet, under staff pressure, no action was taken to absorb the excess. Instead, a joint working party was set up to review the methodology with a view to carrying out a new survey based on a revised methodology;

(d) The new methodology, applied in the 1969 survey and again in 1975, could be challenged on several grounds, including: the restriction of the survey to only two jobs; the fact that female employees, which constituted the majority of General Service staff, were excluded from the survey; the stratification of employers by size rather than by a criterion which could be expected to produce salary data which would be more homogeneous within each stratum than over the population surveyed as a whole (e.g. by sectors of activity); the choice of sampling fractions which weighted the results heavily in favour of larger employers; and, mostly, as ICSAB had pointed out, the doubtful validity of equating the third quartile of the upper third (i.e. the 92nd percentile) of outside rates to step 6 of the internal grades;

(e) The application of that methodology in 1975 was further vitiated by the fact that the job descriptions, already imprecise in 1969, no longer corresponded by 1975 to the reality of work in the occupations concerned (particularly the use of computers in accounting operations) and by possible errors in data-collection (the choice by the employers of jobs which they considered to be matches for the descriptions apparently not having been verified by the surveyors, who may not have had the necessary knowledge to make such verifications).

200. As a result of the defects inherent in the 1969 methodology, compounded by further short-comings of the 1975 survey, the conclusions of that survey purported to justify salary increases as high as 25 per cent. Considering that salaries had already been updated by the movement of the OFIAMT index since they were last fixed in 1969, that figure appeared too high to the administrations of the Geneva

organizations, which were not prepared to accept it without further verification. The settlement finally reached on 23 April 1976, after the strike in February/March 1976, whereby increases were granted ranging from 15 per cent at grade G-1 to 11 per cent at grade G-7, was the outcome of extensive negotiations between the staff representatives and the sole negotiator appointed to act on behalf of the executive heads.

201. In paragraph 28 of its report (A/31/137) on "some aspects of the strike at the United Nations Office at Geneva from 25 February to 3 March 1976", the Joint Inspection Unit stated that "the agreement of 23 April 1976 reflected not the extreme results of the Battelle survey for 1973 but rather a correction in the lag of the OFIAMT index. As a consequence the current salary scale derives from the scale which resulted from the Battelle survey for 1968 adjusted by the application of the real OFIAMT index." The Joint Inspection Unit concluded (in para. 29) that "The departure in Geneva from the guiding principles and in particular from the principle of best prevailing local conditions of employment does not conform to decisions of the General Assembly ... and casts considerable doubt on the validity of the current level of General Service salaries".

202. The representatives of both the administrations and the staff, in statements to the Commission, challenged the accuracy of the Joint Inspection Unit's statement. They stated that, while it was true that the increases eventually granted were considerably less than the extreme results of the 1975 Battelle survey (the increases ranged from 11 to 15 per cent rather than the 18 to 25 per cent figures derived from the Battelle results), the assertion that the results of the survey were discarded and that the settlement was based on correcting the lag of the OFIAMT index was not correct. The Commission was told that, in accordance with the commitments made to the staff representatives, the negotiator on behalf of the administrations sought to reach an agreement based on both the findings of the Battelle survey and consideration of some of the criticisms made of the survey. For that purpose, the negotiator had arranged for a statistical study to be made by an outside expert of the compatibility of the findings of the 1969 and 1975 Battelle surveys, considering that the survey procedures and the two jobs being surveyed were the same on both occasions. On the basis of the study and the results obtained after certain suggested correctives were applied to the 1975 Battelle findings, the negotiator had advanced an across-the-board salary increase figure which was also intended to take into account other factors such as the claimed lag of the OFIAMT adjustments and allowance for a slight margin of error in the statistical correctives. The final range of increases corresponded very closely to the initial figure advanced by the administrations' negotiator.

203. Two increases to the scale thus approved with retroactive effect to August 1975 were granted subsequently. The first, with effect from February 1976 and of approximately 4.4 per cent net, was based on the long-standing practice of using the three-year average movement of the OFIAMT index; the second, in January 1977, of approximately 4.7 per cent net, was derived by application of a new procedure agreed by the administrations and the staff representatives in September 1976 which involved the use of the movement reflected in the latest OFIAMT index, which was less than the three-year average movement.

204. While the Commission could not help but notice the seeming correspondence between the sum of the last three increases and the extent by which it had found the existing level of salaries to be too high, it recognized at the same time that

it would be difficult for it to attempt to arrive at conclusions on the matter of the appropriateness of the salary increases approved in 1976, bearing in mind its observations regarding the way in which General Service salary scales had initially been adopted for Geneva in 1951 and the continuous changes made in the survey procedures and methodology in subsequent years. Therefore, the Commission believed it best to limit itself to recommending new salary scales based on its best judgement of what was appropriate in the light of the findings of the survey it had itself conducted.

C. Further action under article 12, paragraph 1, of statute

205. The General Conference of UNESCO having called for a survey of best prevailing local conditions to be made in Paris in 1978, the Commission decided at its sixth session to undertake such a survey. In accordance with the possibility envisaged in paragraph 83 above, the Commission requested the Director-General of UNESCO to accept responsibility for the collection of data and laid down guidelines as to the type of survey, number and choice of employers and of jobs to be surveyed and data to be collected. The Commission intends to consider the data and formulate its recommendation at its eighth session, to be held in Paris in July 1978.

CHAPTER V

CONDITIONS OF SERVICE CONCERNING BOTH CATEGORIES

A. End-of-service grant for fixed-term staff in case of non-renewal of appointment

206. At its sixth session the representatives of FICSA submitted to the Commission a recommendation that it resubmit to the General Assembly at the thirty-second session the proposal which it had made in paragraph 314 of its report on the review of the salary system, for introduction of an end-of-service grant payable to staff of either category serving on a fixed-term appointment whose appointment was not renewed after a certain number of years of service; that proposal had been referred back to the Commission by the General Assembly. The staff representatives considered that the reasons which had led the Commission to make that proposal in 1976 not only remained fully valid but had acquired additional urgency at a time when several organizations were contemplating reductions in their staff which were likely to affect in the first place staff serving on fixed-term appointments. They recalled that one organization had already introduced such measures unilaterally (cf. para. 18 above).

207. The representatives of the executive heads fully supported FICSA's position and considered that the new circumstances referred to by FICSA justified the resubmission of the question to the General Assembly.

208. The Commission maintained that the reasons of equity which had led the majority of its members to making the recommendation for an end-of-service grant in 1976 remained valid. However, it noted that the General Assembly had clearly wished it to re-examine the proposal in the context of all other entitlements on cessation of service, which study could not be made before 1978. Furthermore, no up-to-date estimate of its budgetary implications was available. The Commission therefore was obliged to conclude that it should not resubmit it to the General Assembly at the thirty-second session but confirmed its intention to re-examine it in 1978.

B. Grant for the special education of disabled children

209. At its fourth session the Commission had noted with sympathy, in connexion with its examination of the education grant, the special case of handicapped children and had invited the organizations and the staff to provide it with additional information on this problem. ^{24/} At its sixth session, FICSA presented to it a study based on replies it had received to a questionnaire which it had addressed to all staff members and on examination of the practices of some other international organizations and referring to relevant decisions of the General Assembly and of WHO. The study concluded that the care of disabled children placed heavy burdens on parents and that many disabled children did not receive the appropriate special education due to lack of financial resources. Thus:

^{24/} Official Records of the General Assembly, Thirty-first Session, Supplement No. 30 (A/31/30), para. 291.

(a) Staff members serving away from their home country often could not take advantage of the special educational facilities provided free of charge or at low cost either in their home country or at the duty station;

(b) Staff members often could not take advantage of social benefits or special tax relief for disabled children;

(c) Special expenses were in some cases incurred for reasons of language (education in the mother tongue being often unavailable or prohibitively expensive at the duty station and a change in the language of education often inadvisable if not totally impossible);

(d) The existing education grant was in many cases inadequate: it excluded expenses which were not considered to be related to education in the traditional meaning (for example, certain kinds of institutional care or vocational training); moreover, Professional staff in their home country and locally recruited General Service staff were not eligible for it;

(e) Staff in field duty stations often did not find the special facilities needed for the education of disabled children; many locally recruited field staff could not afford to give their disabled child an appropriate education.

210. FICSA therefore proposed the introduction of a separate grant for the special education of disabled children together with provision for the determination of eligibility and scales of reimbursement.

211. The representatives of the organizations warmly supported the humanitarian aims of FICSA's proposal and expressed the hope that it would be pursued actively. They had not, however, studied its details or administrative and budgetary implications and therefore recommended that further study be made of the question with a view to the possible submission of a recommendation to the General Assembly in 1978.

212. The Commission noted that the question was particularly timely in light of the General Assembly's decisions in resolution 31/169 to proclaim 1979 as International Year of the Child, which resolution called special attention to the improvement of the well-being of children "in the most vulnerable and particularly disadvantaged groups", and in resolution 31/123 to proclaim 1981 as International Year for Disabled Persons, which referred specifically to "helping disabled persons in their physical and psychological adjustment to society" and to "promoting all national and international efforts to provide disabled persons with proper assistance, training, care and guidance, to make available opportunities for suitable work and to ensure their full integration in society".

213. After a preliminary exchange of views, during which general support for the purposes of FICSA's proposal was expressed, the Commission noted that the details of its implementation called for further study, in particular by the organizations. That study not having been made, the Commission was consequently not in a position to submit a detailed proposal to the General Assembly at the current session. It would actively pursue the question and, to that end, requested the organizations to present their comments on FICSA's proposal or possible alternative proposals, together with detailed information on the administrative and budgetary implications. It would be its intention to submit a recommendation to the General Assembly at its thirty-third session, at which time it hoped it would receive the Assembly's sympathetic consideration.

CHAPTER VI

CONDITIONS OF SERVICE AWAY FROM HEADQUARTERS

214. In its second annual report, the Commission described some of the special considerations which apply to staff members serving in duty stations away from the main headquarters of the organizations. It recognized that some of those considerations might call for conditions of service different from those deemed appropriate for headquarters staff, although in some cases it might be found that the criterion for differentiating conditions of service was not the administrative location of the duty stations ("headquarters" or "field" - which was in any case an imprecise distinction, since it did not adequately deal with the intermediate situation of large established offices away from headquarters), but perhaps other factors such as the duration and continuing nature of service. In any case, the Commission concluded that it should make, at the earliest opportunity, a comprehensive study of the conditions appropriate to what is commonly called "field service". 25/

215. At its fifth session, the Commission considered a plan for such a study which, it was proposed, should cover all staff members, of both the Professional and higher and the General Service categories, in duty stations other than headquarters duty stations (with the exception of the United Nations Field Service and the so-called "national professionals", both of which groups would be studied separately); it would be necessary, however, to take into account the real differences which existed between service in large established offices, where functions and conditions were in most respects little different from those in headquarters offices, and other service in the field, in smaller offices or projects; the main emphasis would be on the latter. The purpose of the study would be to identify what changes, if any, should be made in the existing conditions of service of staff in the field in order to enhance the quality of their performance. "Conditions of service" would be interpreted broadly, to include not only financial and material conditions needed to attract suitable personnel and to enable them to perform their duties without being unnecessarily distracted by concern about their financial situation, their family life, their health and the education of their children, but also other measures which might, for example, facilitate the recruitment of the best qualified personnel, facilitate their adaptation to the conditions of their mission and their environment, strengthen their motivation, facilitate their material installation so as to avoid loss of time, enable them to participate constructively in the planning and management of their work and feed back to their headquarters the benefit of their experience and, in general, optimize the use of the human resources represented by the field staff through professional development, through planned mobility and through better definition of policy regarding their prospects of continued employment. At the same time, in determining their conditions of service, regard should be had to the desirability of not setting the staff unjustifiably apart from the national officials with whom they co-operated and the people of the country in which they were living.

25/ Ibid., paras. 322-327.

216. The Commission also noted that the Governing Council of UNDP had, in January 1977, authorized a study to be made (with the assistance of the Joint Inspection Unit) on the future role of experts in the provision of technical assistance and had invited the Commission to co-operate with that study in assessing the most appropriate conditions of service for experts. It was assured by the representative of UNDP that no duplication between the UNDP study and that of the Commission would occur, because UNDP's study would be concentrating on the policy and methodological aspects of technical assistance. The Commission recognized that the UNDP study would relate only to part of the group of staff members with which its own study would be concerned, which included regular staff of the organizations in established offices and projects away from headquarters, as well as experts in UNDP-financed projects. As regards the latter group, however, it would be important for the Commission to be apprised of the views of UNDP regarding the future evolution of the type of expert assistance required in assistance projects, before formulating proposals regarding the conditions of service of such staff. The Commission had been in consultation with UNDP and with the Joint Inspection Unit regarding the plan for the UNDP study and had made arrangements for the mutual exchange of information. It had particularly welcomed the recognition that major changes in the conditions of service for experts (such as the proposal urged by the UNDP Governing Council, that experts be paid a lump sum replacing the salary and different allowances which they currently received) would concern the common system as a whole and so would fall within the Commission's competence.

217. The Commission requested the organizations and the staff representatives to prepare for it their comments, information and possible proposals, relating them to the framework which it had established. The Commission expects to receive at least part of that material in time for its seventh session (27 February-17 March 1978). It will report on the question to the General Assembly and other legislative bodies in 1978.

CHAPTER VII

ACTION UNDER OTHER ARTICLES OF THE COMMISSION'S STATUTE

A. Job classification (article 13)

218. At its fifth session the Commission considered a plan for the assumption of its functions in relation to job classification under article 13 of its statute. It reaffirmed that proper job classification was a key factor in creating a fully unified international civil service and remunerating staff on the basis of equal pay for equal work. Its importance to other aspects of the Commission's work had also become increasingly evident, for example, in relation to recruitment standards and to career development, as well as in comparisons of United Nations remuneration with outside remuneration for both the Professional and the General Service categories. The Commission therefore agreed on measures to accelerate its assumption of its responsibilities under article 13. It emphasized that its role under the first part of the article was to establish standards in fields of work which were common to several of the organizations; it would have to monitor the application of those standards once established, under article 17 of its statute, but it would always be the responsibility of each organization to apply the standards in classifying its own posts. The secondary function, of advising organizations on the development of consistent job classification plans in other fields of work (i.e., those particular to one organization) could not be undertaken until some progress had been made in the primary function.

219. Noting the work already being done by the organizations, through CCAQ and its Standing Committee on Job Classification, in preparing common classification standards, the Commission approved a division of labour between itself and CCAQ, whereby CCAQ would continue to co-ordinate the presentation to the Commission of information on the existing situation in the organizations, their needs and their views and proposals, as it did in all other matters, and to that end would prepare a report on present practices and prospects for greater co-ordination, as well as continuing to elaborate, for submission to the Commission, guidelines for common classification standards, particularly in the main occupations of the General Service category. Meanwhile the Commission's secretariat would attempt to develop a common classification of occupational groups in both categories (which was urgently needed for statistical as well as job classification purposes). It would also study the mechanisms through which the Commission would be able to make inter-organization grading comparisons and, later, to monitor the application of the standards established by it.

220. The representatives of the organizations stated that a determined effort would be required to achieve harmonization of grading standards among the organizations and CCAQ would give priority to that task; to that end, the role of CCAQ's Standing Committee on Job Classification would be strengthened. The staff representatives stated that they had some reservations as regards the manner in which article 13 had been interpreted and the eventual transfer of certain responsibilities with

respect to job classification from the organizations to the Commission. They also expressed concern as regards possible lack of consultations with the staff representatives during the stage when standards were being developed. In response to that latter remark, the Commission gave an assurance that staff representatives would be given every opportunity to present their views before any common standards were established by the Commission.

B. Recruitment (article 14 (a), (b) and (c))

221. At its sixth session the Commission had before it a study prepared by the Joint Inspection Unit, as a basis for its consideration of the action it should undertake in performance of its functions under paragraphs (a), (b) and (c) of article 14.

222. The Commission noted with interest the information provided regarding existing recruitment practices, the numbers of appointments made annually to posts belonging to different occupational groups, the status of geographical distribution in the largest organizations, etc. It also heard with interest the suggestion made by Inspector Bertrand for the organization of system-wide competitive examinations to select qualified candidates for inclusion on a "reserve list", from which appointments would be made to vacancies occurring in the different organizations in generalist posts at grades P-1, P-2 and, possibly, P-3. In response to questions, Inspector Bertrand advanced the view that such a system could contribute to the improvement of geographical distribution of the staff, if examinations were organized only in geographical or linguistic groups of countries which were under-represented in the secretariats.

223. The Commission's consideration of the question at its sixth session was of a preliminary character only. It recognized the key importance of improved methods of recruitment as a factor in enhancing the quality of the staff and its conformity with the high standards of competence and integrity called for by the Charter and constitutions. At the same time, it emphasized that recruitment should be seen in the context of the other elements of a comprehensive personnel policy, such as the desirable proportions of permanent and fixed-term staff, the implementation of the principle of equitable geographical distribution, uniform job classification standards, etc.

224. The Commission noted that, when it resumed consideration of the question at its seventh session, it would also have before it the study being prepared by UNITAR on the career concept and career development in the United Nations common system, which would provide, inter alia, detailed information on the past and current policies and practices of the organizations regarding the use of permanent or fixed-term appointments, relevant policy directives established by the various legislative bodies and forecasts of likely future developments. As a result of its consideration of that study the Commission would be able to view the question of the most appropriate modalities for recruitment of staff in relation with information as to the types of staff needed by the organizations.

225. The Commission further requested that in preparation for its resumed consideration of the question an outline be prepared of the different elements of personnel policy which should be taken into account in relation with recruitment. That outline should also recall particular problems noted by the Commission, such

as: the definition of occupational groups; special situations relating to the career possibilities of some occupational groups, e.g. linguists; mobility between groups; the grades at which recruitment should be made; the relationship between external recruitment and internal promotions; the particular question of recruitment from the General Service category to the Professional and its effect on outside recruitment of junior professionals; the equivalencies between different university degrees to be applied in evaluating candidatures.

226. The Commission further requested that a compendium of the different decisions taken by legislative bodies and policy studies prepared by the organizations on those questions be made available to it.

C. Career development, staff training and
evaluation of staff (article 14 (b))

227. At its fifth session the Commission had before it a preliminary report on a study being prepared for it by UNITAR. That report recalled that when the organizations of the United Nations system had been set up, it had been expected that the secretariats would be primarily a career service, on the pattern of the pre-war League of Nations and International Labour Office. However, a genuine career system had in practice never existed in the organizations of the United Nations family, it being accepted that high-level positions would for the most part be filled by non-career officials and some posts being always reserved for staff serving on a short-term basis. In recent years various factors had reinforced that trend, such as the increasingly specialized and technical nature of the activities of many of the organizations, the admission of a large number of new Member States which sought representation in the secretariats and the unwillingness of some Member States to allow their nationals to serve on a permanent basis. A decreasing proportion of staff was serving on permanent appointments; and the concept of true career development was further limited, for example, by the tendency for entry into the secretariats to be made increasingly at the middle, rather than the lower, levels and for outside appointments to be made not only at the highest levels but increasingly at the next-lower levels.

228. The purpose of the study would not be to suggest specific career development policies, but rather to give the Commission sufficient background to enable it to make any policy recommendations it might deem appropriate. To that end, the study would, firstly, describe the existing situation, including career development policies and practices; secondly, analyse trends that had become apparent over the years; and, thirdly, suggest projections of present trends and explore alternative futures that could come about with various changes in existing policies and practices.

229. During the Commission's discussion, it was stressed that career development was a very complex problem because of the fundamentally different approaches to tenure in the organizations. A more recent trend, which placed in doubt the concept of a career solely in the international civil service, was the interest shown by several Member States in the possibility of "interchangeability" between the national and international services. Members suggested that in order that the UNITAR study be as realistic as possible the views of some Member States on that and other aspects of "careers" in the international service be reflected in it. The representatives of the staff expressed fears that the concept of a career alternating between national and international service would seriously jeopardize

the integrity and independence of the international civil service. In their view, what was required was a systematic plan for development of staff and steps to ensure that staff members were given a definite opportunity to move into more senior posts.

230. The Commission expects to receive the completed study from UNITAR in time for its seventh session (27 February-17 March 1978) and to report on it to the General Assembly at the thirty-third session.

D. Common staff regulations (article 15)

231. The Commission considered at its fifth session the way in which it should implement article 15 of its statute. It noted that "the development of a single unified international civil service through the application of common personal standards, methods and arrangements" was one of the basic purposes of the Commission (article 9 of the statute). While article 15 referred only to staff regulations, it was in fact necessary, in order to achieve real uniformity of conditions of service, to go beyond the staff regulations and examine also the staff rules, the more so as the distribution of subjects between staff regulations (usually established by legislative bodies) and staff rules (usually established by executive heads) was not the same in all organizations. Any recommendations the Commission might make in respect of rules would be fully covered by article 16 of its statute.

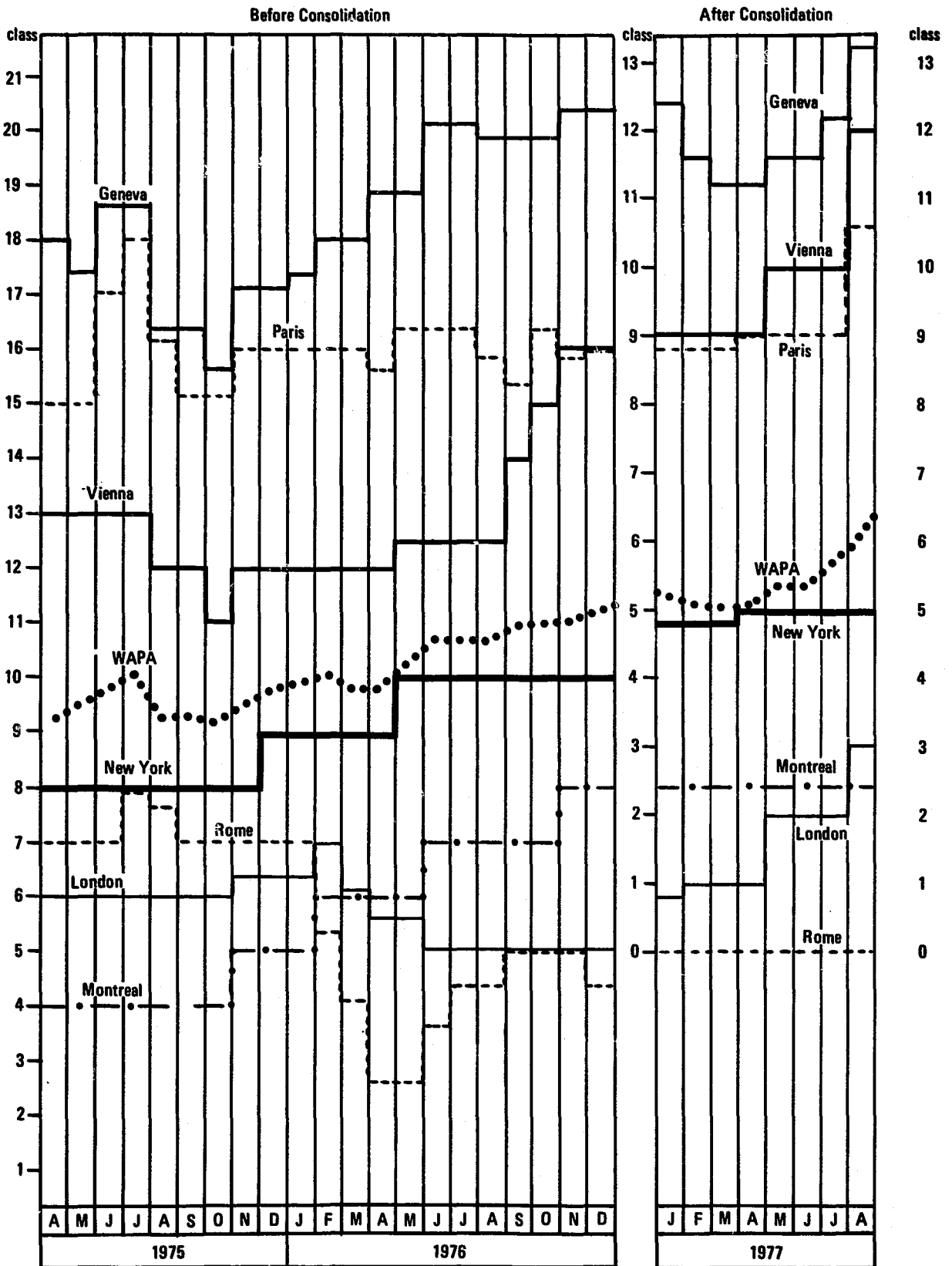
232. On the basis of a preliminary study of divergencies existing in the regulations and rules of the various organizations, the Commission decided that, as a first step, CCAQ should examine the divergencies of substance and endeavour to reach agreement on a common solution for as many as possible of them. When CCAQ reported to the Commission on the results of that exercise, it should be possible to proceed with the drafting of common texts.

233. In agreeing to perform that task, the representatives of the executive heads stated that they were aware of the importance of uniformity in conditions of service and of the existing divergencies in regulations, rules and administrative organizations; absolute uniformity in a multipurpose system might not be necessary. Moreover, given the time that had elapsed since some of the divergent practices had been in existence, complete uniformity would be difficult to achieve. Nevertheless, the aim should be to achieve uniformity to the fullest extent possible.

234. The representatives of the staff supported the aim of harmonization of the conditions of service, while pointing out that some differences might be justified and complete uniformity might not be desirable in all cases. They remarked that article 15 required the Commission to make recommendations on the development of common staff regulations; the right of each organization to take final decisions about its staff regulations and rules should not be impaired.

ANNEX I

Post adjustment classifications
 established by ICSC for headquarters duty stations
 and weighted average of post adjustments (WAPA)
 April 1975 - August 1977



ANNEX II

A. System of post adjustment classes under the 5 point system and under the 5 per cent system

Present 5 point system			Revised 5 per cent system			
Index	Class	Percentage movement class to class	Index - 5 per cent movements	Rounded index	Class	Points over preceding class
100	0	-	100.00	100 <u>a/</u>	0 <u>a/</u>	-
105	1	5.0	105.00	105	1	5
110	2	4.8	110.25	110	2	5
115	3	4.5	115.76	116	3	6
120	4	4.3	121.55	122	4	6
125	5	4.2	127.63	128	5	6
130	6	4.0	134.00	134	6	6
135	7	3.8	140.71	141	7	7
140	8	3.7	147.74	148	8	7
145	9	3.6	155.13	155	9	7
150	10	3.4	162.89	163	10	8
155	11	3.3	171.03	171	11	8
160	12	3.2	179.59	180	12	9
165	13	3.1	188.56	189	13	9
170	14	3.0	197.99	198	14	9
175	15	2.9	207.88	208	15	10
180	16	2.8				
185	17	2.8				
190	18	2.7				
195	19	2.6				
200	20	2.5				
205	21	2.5				

a/ For minus post adjustment purposes, the indexes corresponding to classes A to D would remain at 95, 90, 85 and 80, respectively.

B. Schedules of post adjustments (amount per index point in United States dollars)
 (Effective 1 July 1978)

(i) Additions (where cost of living is higher than at the base)

Level	S T E P S													
	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII	
USG D	362.0													
S	328.4													
ASG D	332.2													
S	302.4													
D-2 D	276.8	282.2	288.8	294.8										
S	253.8	259.0	264.4	269.6										
D-1 D	249.8	254.4	258.8	263.4	267.8	272.4	276.8							
S	230.0	234.2	238.0	242.0	245.8	249.8	253.8							
P-5 D	228.8	232.6	236.2	239.8	243.8	247.2	251.2	255.0	258.8	262.4				
S	211.4	214.8	218.0	221.2	224.8	227.6	231.2	234.6	237.8	241.2				
P-4 D	191.4	195.8	200.2	204.4	209.2	213.0	216.8	220.6	224.6	229.4	234.0			
S	177.8	181.8	185.8	189.6	193.8	197.2	200.6	204.0	207.6	211.8	216.0	220.0		
P-3 D	160.6	165.2	169.4	173.4	177.8	182.2	186.8	191.2	195.0	198.6	202.4	206.0	210.0	
S	149.8	154.0	157.8	161.4	165.4	169.4	173.6	177.6	181.0	184.2	187.8	191.0	194.6	
P-2 D	133.4	137.4	141.0	144.8	148.6	152.4	156.2	159.8	163.6	167.4	171.0			
S	125.2	128.6	132.0	135.4	139.0	142.4	145.8	149.2	152.6	156.0	159.4			
P-1 D	106.2	109.8	113.4	117.0	120.6	124.2	128.0	131.2	134.6	138.0				
S	99.8	103.2	106.6	110.0	113.4	116.6	120.0	123.0	126.2	129.2				

D = Rate of post adjustment applicable to staff members with a dependent spouse or child.

S = Rate of post adjustment applicable to staff members with no dependent spouse or child.

B. Schedules of post adjustments (amount per index point in United States dollars) (continued)
 (Effective 1 July 1978)

(ii) Deductions (where cost of living is lower than at the base)

Level	S T E P S												
	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII
USG D	351.0												
S	318.4												
ASG D	322.2												
S	293.2												
D-2 D	268.4	274.2	280.0	286.0									
S	246.0	251.2	256.4	261.4									
D-1 D	234.0	239.6	245.4	251.2	256.8	262.4	267.6						
S	215.4	220.6	225.6	230.8	235.8	240.6	245.4						
P-5 D	210.4	215.2	219.8	224.2	228.8	233.2	237.6	242.0	246.4	250.8			
S	194.4	198.6	202.8	206.8	210.8	214.8	218.6	222.6	226.6	230.4			
P-4 D	174.0	178.4	182.8	187.4	191.8	196.0	200.4	204.6	209.0	213.4	217.8	222.0	
S	161.6	165.6	169.6	173.8	177.6	181.4	185.4	189.2	193.2	197.2	201.0	204.8	
P-3 D	145.6	149.6	153.8	157.8	161.8	166.0	170.0	174.0	177.8	181.6	185.2	189.0	192.6
S	135.8	139.6	143.4	147.0	150.6	154.4	158.0	161.6	165.0	168.4	171.8	175.2	178.4
P-2 D	120.8	124.4	127.8	131.2	134.8	138.2	141.6	145.0	148.6	152.0	155.4		
S	113.2	116.4	119.6	122.8	126.0	129.0	132.2	135.4	138.6	141.6			
P-1 D	95.4	98.6	102.0	105.4	108.6	112.0	115.4	118.6	122.0	125.2			
S	89.8	92.8	96.0	99.0	102.2	105.2	108.2	111.2	114.2	117.2			

D = Rate of post adjustment applicable to staff members with a dependent spouse or child.

S = Rate of post adjustment applicable to staff members with no dependent spouse or child.

ANNEX III

Scale of salaries of the General Service category at Geneva

A. Summary of views expressed by the representatives of the executive heads and of the staff of the organizations at Geneva a/

1. Representatives of the executive heads

General statement

1. While the survey (which had its origin in requests made by the Governments in various legislative organs) was limited to one duty station, it had implications for the whole of the system. It had been an encouraging first experience of the participation in such an exercise of the three parties: the Commission, the organizations and the staff. The quantity and variety of information collected was unprecedented. The executive heads, who had pronounced themselves firmly in favour of the type of survey adopted (i.e., by pre-selection of presumed best employers), were convinced of the validity of the data collected. Those data were coherent with respect to the different salaries found for different jobs. The executive heads were satisfied that they were representative of the conditions offered by the best employers in Geneva and provided a valid basis for decisions which should be acceptable, both to the Governments which financed the budgets and to the staff who were entitled to be equitably remunerated. It should be recalled that the salaries of the General Service category were frozen by decision of the General Assembly; but in any case there was little likelihood of any increase becoming due, since the Swiss cost-of-living index had risen by only 1.6 per cent in the last 12 months. The survey had shown that, while many posts were classified uniformly by the Geneva organizations, there were divergencies which the organizations would have to eliminate, with the help of ICSC. Apart from the internal problem of job classification, the results of the survey also pointed to the need for improvements in the structure of the salary scale.

Coverage of the survey

2. The executive heads had agreed to the criterion that enterprises having less than 50 office workers of either sex should be excluded from the survey. They also agreed that the method by which the original list of 45 employers had been constituted was the best possible and so were prepared to assume that the best employers were to be found in that list of 45. Other bodies which conducted surveys, including the United States Government, met with refusals by some employers to co-operate. The decision not to retain the data of five employers had been taken in common by all the members of the survey teams. The representation of different branches of the private sector (e.g. banks) in the final sample of 22 was substantially the same as it had been in the original sample.

a/ These summaries were communicated to the representatives of the executive heads and of the staff respectively to enable them to verify that their views were accurately reflected. Certain amendments were made consequently to the summary of views of representatives of the executive heads. The staff representatives, while accepting the summary of their views as stated before the Commission, expressed the desire that a further statement of their views after having seen the final text of the Commission's report should be circulated to the General Assembly.

Other conditions of employment

3. While the Commission had reserved its decision as to whether the data obtained about other conditions should be taken into account in a numerical comparison, one could wonder whether in the event the differences between the outside conditions and those of the organizations were sufficient to warrant taking them into account. In the absence of a methodology for evaluating total comparison, the executive heads believed that the result would not be markedly affected if the other conditions were left out of account on the present occasion.

Differentiation between rates of pay for men and women

4. The executive heads accepted the fact that the majority of the salary data obtained related to female employees, given the proportion of male and female staff within the organizations. While one discriminatory practice was clearly established, the analyses of the data which had been made did not prove conclusively whether other types of differentiation based on sex existed. Since one could not be certain they did not exist, the executive heads would favour using only the data relating to men in the mixed jobs and applying a corrective factor to the salaries found in "female" jobs.

Jobs to be retained for analysis

5. The salary scale to be established would apply also to manual and technical staff, so there were strong grounds for retaining the rates found for those jobs in determining of the scale. They were also "male" jobs and among the best paid, so that eliminating them might be seen as manipulation of the results.

Interpretation of the data

6. The method used should be compatible with those in other surveys, and the Commission's prudence in not establishing a general methodology until it had conducted further surveys was thus wise. For the Geneva survey, the data actually obtained should be used without recourse to extrapolation or construction of data which had not been obtained. Two of the methods suggested might be adversely affected by the fact that employers rated the relative importance of different occupations differently. To determine salaries which would be fairly competitive, it was more significant to ascertain the best rates paid per job than to rank the best employers over-all. Data for all 15 jobs surveyed should be used. Female rates for Job 1 should be used (possibly with some extrapolation, given the anomalous relationship of rates for that job to those at the next level). Male rates only should be used for the mixed jobs. The rates for female jobs at G-3 should be increased by 11 per cent and at G-4 by 5 per cent, those at G-5 and G-6 used without adjustment. The 75th percentile rates for each job should be used and weighted to obtain rates for the different grades by the numbers of staff members in the jobs. The rates so obtained should be taken to be effective for 1 July 1976 and updated to 1 January 1977, on the basis of the movement of the OFIAMI index, by 1.45 per cent. In selecting internal matching points account should be taken of the degree of experience called for in the job descriptions; however, the top salary for each grade should not exceed the 100th percentile of the outside rates. Some adjustment of the matching points and of the rates would be needed to smooth out the relativities between grades and between minima and maxima.

7. Further comments and points of technical detail involved in the choice of internal matching points and the construction of the salary scale were made in the course of the discussion. The views of the Consultative Committee on Administrative Questions and of the Geneva organizations on the question of staff assessment and pensionable remuneration are referred to in paragraphs 185 to 188 of the report.

2. Representatives of the staff

- (a) Written statements: representatives of the staff of GATT, ILO, ITU, United Nations Office at Geneva, WHO-Geneva and WMO

Coverage of the survey

8. The high rate of refusal of outside employers to co-operate in providing data introduced an unknown but undoubtedly large bias into the results, there was considerable evidence that that bias was downward. Because the rate of refusal differed very greatly by sector of activity, the aim of achieving a good balance by sectors had not been attained, which further increased the degree of bias of the results. The staff representatives believed the high rate of refusal to be attributable to the type of survey (by pre-selection of presumed best employers), to the timing of the survey (in relation both to the previous survey and to the holiday period), to the amount of data requested, to the collection of data by officials of the organizations and to the fact that the survey provided no reciprocal advantage for the Geneva employers. Given the limited value of average data provided by some employers and to the reservations placed by the Commission on the use of data from public administrations, the result did not meet the Commission's criterion that the number of employers finally selected should not be less than 20. No steps had been taken to introduce additional enterprises from a reserve list to replace those which dropped out. The comparison with coverage of other surveys was misleading; in order to cover an average number of employees per job equivalent to that covered by the 1975 survey, over 7,000 employees should have been included instead of 1,970.

Validity of the data

9. Seven of the enterprises provided for certain jobs average data for groups of employees rather than individual data, which concerned 31 per cent of all employees covered by the survey, and affected 10 out of 15 jobs. Those average data could not be used for calculating the third quartile, nor for analyses of frequency distributions or of age/salary or sex/salary relationships. The enterprises concerned should be treated as cases of partial refusal to reply. In the previous survey all the participating enterprises provided individual data for all their employees. The staff representatives, while not making any judgement as to the intrinsic value of the data, rejected the affirmation that "the replies given by the employers were verified by the survey teams during their visits to the enterprises".

Size of the sample surveyed

10. The universe from which the 45 enterprises to be surveyed were selected was much smaller than in earlier surveys because the minimum size of enterprises to be selected was arbitrarily fixed at an unduly high level (50 office employees of both

sexes, compared with 10 male office employees previously). Analysis of the results of the previous survey showed that many of the enterprises which paid the highest average salaries were in the lowest size strata, virtually all of which had been excluded from the scope of the 1977 survey. The rates so obtained could not be considered "prevailing" in view of the number of medium-sized enterprises in Geneva; the criterion adopted had gone beyond the stated objective of excluding "very small enterprises".

Discrimination against female employees

11. The Commission had refused to take account of the objections of the staff representatives to the inclusion of female employees. Notwithstanding their many inadequacies, the data provided evidence to confirm the fact that women were generally not as well remunerated as men for work of equal value in the Geneva area. Analyses were made of particular cases in individual employers where men were found to be better remunerated than women in the same jobs, and of rates for men and women in the mixed jobs. The latter analysis, using an average salary increment per year of age found by a regression analysis to estimate the average salaries of men and women in each job at an age halfway between the average ages of men and women in the over-all distributions, showed the male salary to be 107.3 per cent of the female salary in Job 7, 106.8 in Job 8 and 113.6 in Job 9. Another analysis showed that, as between jobs predominantly occupied by men and those predominantly occupied by women which were classified at the same grades in the organizations, those in which men predominated consistently exceed those in which women predominated by a considerable margin (with the single exception of female secretaries, explained by the shortage of bilingual secretaries in the Geneva area). Aggregating the data for jobs which were classified at the same grades, the average salaries received by men were considerably higher than those received by women for work of equal value, except at grades G-2 and G-5; it would seem from the analysis made of the "mixed" jobs that only a small part of the differential could be explained by differences in age. Those analyses, confirmed by differences in rates for male and female employees in Switzerland as a whole shown by statistics published by OFIAMT, showed that the unequal treatment of women was sufficiently prevalent to justify fully the position of the staff representatives that only data for men should be utilized for the purpose of determining the outside matching points; correction of the data based on regression methods would be of doubtful validity because of the limited data available for analysis and the poor correlation between salaries and age/length of service revealed by previous surveys.

Balance of data between male and female jobs

12. The finding of the OFIAMT survey of October 1976 that, in Switzerland as a whole and in all occupations grouped under the heading "commercial", male employees represented a little over half of the total, was in marked contrast with the proportion of male employees found in the 15 jobs surveyed in the Geneva area (26 per cent, or 21 per cent if two non-office jobs in which only men were employed were excluded). The pronounced under-representation of male office workers in the survey was all the more serious because it was not legitimate, in the conditions of Geneva, to use the data collected for women for the purpose of determining the outside matching points.

Dominance of large employers

13. The results of the survey were dominated by the data of two or three large enterprises (the two largest accounting for 46 per cent of the total matches found and the three largest for 55 per cent). That fact confirmed that the number of employers surveyed was much too small and that, in the conditions of Geneva, a sample of at least 70 to 80 enterprises was essential to avoid dominance of the results by a few large employers. The problem of dominance was aggravated by the fact that the dominant enterprises were public administrations. The method proposed for correcting against dominance was artificial and complicated and led to results of dubious validity.

Selection of the best employers

14. The objective of the survey had been to find out what were the conditions offered by the best employers. However, the data showed a wide range of variations paid by different enterprises for different jobs. While some employers paid rates above the average for all or nearly all jobs, others were below the average for all or most jobs; those latter employers clearly did not belong in any list of best-employers, and the fact that they had been included in the list of presumed best employers illustrated the difficulty of drawing up any such list. Moreover, the fact that some employers who paid the highest rate for one job paid below-average rates for other jobs was considered to demonstrate that the concept of a group of best employers which paid best prevailing rates to employees in all or nearly all jobs was largely a mirage. In each job the international organizations were competing for staff with a group of good employers and the composition of that group varied considerably from one job to another; the employers which offered the best conditions should therefore be identified separately for each job. Comparisons with data drawn from two independent surveys provided strong evidence of the extent of the downward bias in the data collected in the present survey; for three jobs for which comparisons could be made the average salaries obtained were lower than the averages found by those surveys to be paid by all enterprises in Geneva or the country as a whole.

(b) Representatives of the staff of WIPO

Composition of the total sample

15. The composition of the sample in terms of different branches of economic activity did not reflect those branches in which average salaries of male employees were shown by OFIAMT statistics to be higher than the national average; thus service enterprises, where average salaries were below the national average, and financial enterprises, where they were only slightly above it, constituted two thirds of the sample, whereas industries such as cigarette manufacturing or cement manufacturing, where salaries were above the average, were excluded. Both in terms of number of employers and number of employees the sample represented less than 2 per cent of the total Geneva labour force; and the sample was dominated by a few large employers. The sample therefore did not truly reflect the structure of the population. The distribution of job matches between the employers was also unbalanced.

Adequacy of the total sample

16. The high proportion of females in the sample meant that it could not possibly produce an equitable salary structure for the United Nations, given the "enormous" differential well known to exist between male and female salaries in Switzerland, estimated conservatively to be between 25 and 40 per cent.

Interpretation of the data

17. One of the methods suggested would exclude those employers which on average paid the lowest salaries; but if the objective was to include in the sample the best paid 75 per cent of jobs, one should exclude the 25 per cent of jobs that are the poorest paid. The choice of 25 per cent as the cut-off point appeared to be entirely arbitrary.

18. In comparison to the over-all index of average gross salaries (both real and nominal) paid to employees in Switzerland, United Nations salaries from 1969 to 1975 had not shown a relative increase but were in fact falling. Only in the last 18 months were United Nations salaries above the average salaries paid in Switzerland and at the most the increase could be said to be very modest.

- (c) Oral statements (only points additional to those made in the written statements are summarized)

Introductory remarks

19. The staff representatives recalled the reservations they had expressed at earlier stages (cf. paras. 120 and 125 of report). It was only at the sixth session that the staff representatives had the opportunity to present their views to the Commission as a whole. They hoped for a full debate on the whole conception of the survey as well as on its results. The staff of the six organizations would speak with a common voice. The staff of WIPO regretted that the Commission's working party had ignored the key elements which they had laid before the working party and which, in their opinion, would have led to a satisfactory solution.

Other conditions of employment

20. The method of comparison of certain elements, in particular pensions, should be looked at more carefully and the Commission should avoid a too hasty approach to the subject of total compensation. No reference was made to factors such as security of employment, work environment, staff/management relations. The great number of questions asked about other conditions had made the survey heavier and possibly been responsible in part for the poor response rate, without leading to any significant conclusion.

Validity of the data

21. The fact that the public administrations ranked high among the employers surveyed was, for the staff representatives, conclusive proof that the employers surveyed were not the best; they were in fact below the average. The best employers had been excluded by the criterion that only those with more than 50 office workers of both sexes should be surveyed. If the staff had not participated in the choice of the list of presumed best employers it was because they were practically unable to do so, inter alia, not having been given a list of all employers in Geneva with more than 50 office employees.

Choice of internal matching points

22. The staff's main concern was the relationship of the new scale to the existing one. On previous occasions, a percentage of general increase had been agreed upon first and the salary scale constructed to produce that increase. The staff could not pronounce themselves on the restructuring of the scale (for example, on the internal matching points) without knowing first what the over-all percentage adjustment would be. The poor response rate and consequent weakness of the data should be taken into account to correct the results obtained. In view of the impossibility of measuring scientifically the amount of differentiation in rates of pay for men and for women, the maximum correction should be made for this factor, e.g. the 11 per cent correction proposed by the administrations. In selecting internal matching points, full weight should be given to the difference in average ages of outside and inside employees; calculating that difference to be three years, the staff representatives believed the internal matching point at G-4 should be step 1.

23. The final statement of the staff representatives to the Commission is reproduced in paragraph 182 of the report.

B. Summary of the general conditions of employment of outside employees surveyed and comparison with conditions provided by the organizations

1. SOCIAL SECURITY

(a) Pension

The Swiss federal social security system, known as AVS, provides economic protection against the effects of old-age, death and disability. In addition to this mandatory plan, all of the employers surveyed have their own pension plans which supplement the protection provided under AVS. The supplementary plans differ from one employer to the other but each employer co-ordinates the benefits provided under the supplementary plan with those provided under AVS. The Commission has, therefore, been interested in seeing how the combined coverage under these two plans compared with the coverage provided by the United Nations pension scheme.

Although the comparison between the United Nations pension scheme and those of outside employers, which are not homogeneous, is no simple matter and cannot lead to absolute conclusions, an analysis was made, for illustrative purpose, of the pension schemes provided by nine employers about which full details were obtained. The results of this analysis are summarized below.

Under the United Nations scheme the employer's contribution is 14 per cent of pensionable remuneration and the employee's contribution is 7 per cent. For the nine outside employers, for a pensionable remuneration of 60,000 Sw. frs., the employer's contributions range from 10.3 per cent to 20.8 per cent, averaging 13.3 per cent, while the employee's contributions range from 8.5 per cent to 10.3 per cent, averaging 9.4 per cent.

In the United Nations, the mandatory retirement age is 60, subject to extension at the discretion of the executive head. Given the rate of accumulation of 2 per cent per annum over a maximum period of 30 years plus 1 per cent per annum for an additional two years, the maximum benefit upon retirement with 32 years of service is 62 per cent of pensionable remuneration. Outside the United Nations, the mandatory retirement age is, as a rule, 62 for women and 65 for men. The maximum benefits payable vary from employer to employer. The lowest benefits found amongst the nine employers amount to 47 and 53 per cent of pensionable remuneration for employees who retire respectively at ages 62 and 65. The highest maximum benefits found amongst the nine employers amount to 61 and 70 per cent of pensionable remuneration for employees retiring respectively at ages 62 and 65.

(b) Unemployment insurance and separation payments

The United Nations does not provide unemployment insurance but its staff are entitled to termination indemnities ranging from one week per unexpired month of contract (fixed-term) to 12 months (permanent or fixed-term). Unemployment insurance is compulsory for all outside employees, but separation indemnities are paid by only four employers out of 22.

(c) Accident insurance

United Nations staff are covered against service-incurred accident or illness. Outside: provided by 17 employers out of 22.

(d) Family allowances

- (i) spouse allowance: United Nations: Frs. 1,750 per year. Outside, no spouse allowance under Cantonal system of family allowances, though some employers provide small amounts; tax benefits for married persons at the relevant salary brackets range from Frs. 1,215 on a gross salary of Frs. 30,000 to Frs. 2,160 on a gross salary of Frs. 60,000. Some employers pay a one-time lump sum upon marriage.
- (ii) children's allowance: United Nations: Frs. 1,800 per year up to age 18 or age 21 if child in full-time education. Outside benefits under Cantonal system are Frs. 840 per year up to the age of 10 years, Frs. 1,020 per year above that age (and some employers provide small additional amounts), up to age 18 or age 25, if child in full-time education, plus additional tax benefits ranging at the relevant salary brackets from Frs. 420 a/ at gross salary of Frs. 30,000 to Frs. 630 a/ at gross salary of Frs. 60,000. Some employers pay a one-time lump sum upon the birth of an employee's child.

(e) Increase of salary upon marriage

United Nations: none. Outside (seven employers only and for male employees only): amounts ranging from Frs. 1,200 to Frs. 3,584 per year.

(f) Health insurance

United Nations organizations pay 50 per cent of contribution to schemes providing a wide range of benefits. Outside, 15 employers out of 22 pay approximately 50 per cent of premium for more limited coverage.

2. HOURS OF WORK AND HOLIDAYS

(a) Hours of work

United Nations: 40; outside: weighted average of 42.

(b) Overtime

United Nations: 150 per cent for ordinary overtime, 200 per cent for night, Saturday afternoons, Sundays and holidays. Outside rates range from 125 per cent to 200 per cent.

(c) Vacation

United Nations: 6 weeks. Outside: from 3 to 5 weeks according to age, length of service, etc.

a/ Average per child for two children.

(d) Official holidays

United Nations: 8-10 days. Outside: from 6 to 11 (except one, who gives 17): average 9.

(e) Special days off

United Nations: no special provision, normally chargeable to annual leave. Outside: from 0 to 3 days, depending on special circumstances of individual.

3. OTHER BENEFITS

(a) Long-service bonus

United Nations: one organization provides an increase in salary through additional increments, the others nothing. Outside: one-time gratuities ranging from nothing to Frs. 4,000.

(b) Free transport

Generally none, inside or outside.

(c) Subsidized meals

United Nations: some staff canteens partly subsidized (free premises, electricity, etc.). Outside: some subsidy given by 14 employers out of 22.

(d) Staff shop or purchase facilities

United Nations: none (staff co-operative with only limited assistance by employer). Outside: 4 employers out of 22.

(e) Housing loans

United Nations: none, but staff credit union (with no employer contribution but some assistance). Outside: 11 employers out of 22.

(f) Banking privileges

United Nations: none. Outside: 7 employers out of 22.

(g) Work clothes

Both United Nations and outside, some categories of staff only.

(h) Vocational training

United Nations: staff training programmes in work-related subjects. Outside: some facilities given by 20 employers out of 22.

(i) Holiday camps, children's camps, sports clubs

United Nations: no contributions by employer. Outside: some facilities provided by 7 employers.

C. List of jobs surveyed and corresponding grades

Job No.	Title	Corresponding grade
1	Typist A (clerk-typist)	G-2
2	Typist B (clerk-typist)	G-3
3	Clerk-stenographer	G-3
4	Clerk-stenographer/Secretary	G-4
5	Secretary	G-5
6	Principal secretary/Administrative assistant	G-6
7	Accounts clerk A	G-4
8	Accounts clerk B	G-5
9	Accounts clerk C	G-6
10	Stores clerk	G-3
11	Driver	G-3
12	Data key-punch operator	G-3
13	Offset press operator	G-4
14	Electrician	G-4
15	Computer console operator	G-5

D. Number of job matches (employees corresponding to job description for which salary data were obtained) by employer and by job

Employer	Total Office Workers	JOB															Total Matches
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
		24	94	-	-	-	-	11	18	26	14	1	-	2	-	-	
31	200	20	-	20	-	9	-	3	1	1	2	3	-	2	2	75	
32	330	-	-	-	1	6	4	5	3	3	2	-	-	2	-	29	
35	1 400	6	6	5	5	7	4	3	3	5	5	5	5	5	8	77	
38	196	-	26	-	24	5	3	3	4	-	1	8	5	-	2	83	
39	200	-	-	-	10	6	8	5	4	1	2	-	1	-	-	44	
40	267	1	-	3	-	4	63	-	26	12	-	4	-	44	164		
43	90	6	-	-	2	2	-	-	2	1	-	3	1	-	2	21	
44	6 000	48	-	149	188	111	29	53	-	24	2	30	-	26	11	708	
45	82	-	19	-	25	-	9	3	2	2	1	1	3	2	1	73	
47	221	-	-	8	6	8	2	9	-	9	4	3	-	3	3	61	
49	205	-	1	-	1	2	1	-	-	1	1	4	-	1	3	16	
51	276	-	8	-	-	4	-	15	18	1	1	5	1	-	5	71	
53	184	-	-	6	9	4	1	1	2	2	1	2	2	3	2	40	
54	53	-	2	-	4	-	1	2	3	-	9	-	-	-	-	21	
56	187	3	10	-	31	42	2	1	1	2	1	3	1	-	1	115	
57	410	-	3	77	57	22	11	7	4	3	4	5	5	-	-	206	
60	70	2	-	3	-	-	-	1	1	-	-	-	-	-	-	7	
62	128	-	-	-	-	6	9	9	2	1	-	1	-	1	3	34	
64	34	-	-	-	3	8	-	2	-	-	-	-	-	-	-	18	
66	59	1	1	-	2	-	1	1	1	2	1	-	-	1	1	12	
67	142	2	-	2	-	3	-	3	1	2	1	4	-	-	2	20	
Total	10 828	89	76	273	368	255	166	152	92	73	38	83	24	90	53	1 970	

E. 1. Comparison of numbers of outside employees and of staff of the organizations in the jobs surveyed (and weighting of staff of the organizations by job)

Grade	Job number	Outside employees in job	Staff of the organizations in job	Weighting by number of staff of the organizations in job
G-2	1	89	54	4.14
G-3	2	76	53	4.06
	3	273	271	20.78
	10	73	11	0.84
	11	38	9	0.69
	12	<u>83</u>	<u>21</u>	<u>1.61</u>
	Total	543	365	27.98
G-4	4	368	422	32.37
	7	166	25	1.92
	13	24	21	1.61
	14	<u>90</u>	<u>12</u>	<u>0.92</u>
	Total	648	480	36.82
G-5	5	255	197	15.11
	8	152	43	3.30
	15	<u>53</u>	<u>8</u>	<u>0.61</u>
	Total	460	248	19.02
G-6	6	138	128	9.82
	9	<u>92</u>	<u>29</u>	<u>2.22</u>
	Total	230	157	12.04
Total staff in jobs surveyed		1 970	1 304	100.00

E. 2. Total staff of the organizations in the General Service category at Geneva at 31 December 1976 (and over-all weighting by grade)

Grade	Number of staff	Weight
G-1	94	2.3
G-2	326	8.1
G-3	871	21.6
G-4	1 080	26.7
G-5	811	20.1
G-6	544	13.5
G-7	<u>311</u>	<u>7.7</u>
Total	4 037	100.0

F. Percentage distribution by sex of staff members of the organizations and of outside employees in the jobs surveyed

Job number	United Nations organizations		Outside employers	
	Female	Male	Female	Male
	%	%	%	%
<u>A</u>				
1	100.0	-	96.6	3.4
2	96.2	3.8	98.7	1.3
3	97.4	2.6	99.3	0.7
4	98.3	1.7	99.6	0.4
5	100.0	-	99.6	0.4
6	96.9	3.1	94.9	5.1
12	100.0	-	100.0	-
<u>B</u>				
7	40.0	60.0	52.4	47.6
8	48.8	51.2	46.0	54.0
9	51.7	48.3	25.0	75.0
<u>C</u>				
10	9.1	90.9	2.7	97.3
11	-	100.0	-	100.0
13	-	100.0	4.2	95.8
14	-	100.0	-	100.0
15	12.5	87.5	13.2	86.8
Average	90.0	10.0	73.9	26.1

"A" Predominantly "female" jobs.

"B" "Mixed" jobs.

"C" Predominantly "male" jobs.

G. Average age and years of service of staff of the organizations and of outside employees in the jobs surveyed

Grade	Job number	Average age		Average years of service	
		United Nations organizations	Outside	United Nations organizations	Outside
G-2	1	31	32	2	6
G-3	2	34	29	4	2
	3	34	32	3	5
	10	40	47	9	10
	11	40	44	9	7
	12	34	33	7	4
G-4	4	35	35	7	5
	7	37	33	5	7
	13	39	41	9	8
	14	34	33	12	7
G-5	5	41	38	10	7
	8	40	37	10	8
	15	37	31	11	5
G-6	6	43	41	13	10
	9	45	38	14	13
Average		37	36	8	6

H. Outside salaries a/ per job and per corresponding grade including adjustment for differentiation in rates paid to men and women updated to 1 January 1978

(in Swiss francs, net)

Corresponding grade	Job Nos.	Rates used for each job b/	(A) Average of 12 best employers	(B) For all 22 employers surveyed			
				Range of rates reported lowest to highest		Average of rates reported	75th percentile
G-2	1	F+8%	28 800	19 900	37 700	27 900	31 000
G-3	2	F+8%	30 400	21 300	32 400	28 500	31 100
	3	F+8%	32 500	21 800	38 100	29 700	31 000
	10	M	32 300	24 800	42 600	31 300	32 800
	11	M	30 300	25 300	35 000	29 500	31 800
	12	F+8%	30 700	23 000	41 300	30 100	29 000
	Weighted average c/		32 000	22 000	37 500	29 600	31 200
G-4	4	F+8%	35 000	23 300	41 100	32 800	36 400
	7	M	32 300	23 300	40 600	32 200	34 400
	13	M	31 800	27 900	35 600	31 900	33 500
	14	M	33 000	21 700	37 100	32 300	33 600
	Weighted average c/		34 700	23 400	40 800	32 700	36 100
G-5	5	F+8%	38 200	23 500	47 000	36 100	39 900
	8	M	34 100	25 500	49 200	34 200	37 900
	15	M	35 300	23 100	46 300	32 800	35 600
	Weighted average c/		37 400	23 800	47 400	35 700	39 400
G-6	6	F+8%	42 700	30 500	53 000	40 300	43 600
	9	M	42 300	32 300	55 000	41 500	45 200
	Weighted average c/		42 600	30 800	53 400	40 500	43 900

a/ Rounded to the nearest 100 Swiss francs for purposes of illustration.

b/ F = rates paid to female employees; M = rates paid to male employees.

c/ Weighted by the number of staff of the organizations in the jobs surveyed (cf. annex V.A).

I. Present salary scale for the General Service category at Geneva

I Annual gross and net a/
(in Swiss francs)

Effective 1 January 1977

S T E P S

Level	I	II	III	IV	V	VI	VII	VIII	IX	X	XI
G-1	Gross 39 010 Net 29 747	40 398 30 651	41 789 31 555	43 180 32 459	44 571 33 363	45 962 34 267	47 352 35 171	48 743 36 075	50 134 36 979	51 525 37 883	52 915 38 787
G-2	42 155 31 793	43 718 32 809	45 282 33 825	46 845 34 841	48 408 35 857	49 971 36 873	51 534 37 889	53 097 38 905	54 660 39 921	56 223 40 937	57 786 41 953
G-3	45 431 33 922	47 366 35 180	49 301 36 438	51 237 37 696	53 172 38 954	55 108 40 212	57 043 41 470	59 013 42 728	61 110 43 986	63 207 45 244	65 303 46 502
G-4	50 725 37 363	52 958 38 815	55 192 40 267	57 426 41 719	59 752 43 171	62 172 44 623	64 592 46 075	67 012 47 527	69 432 48 979	71 852 50 431	74 272 51 883
G-5	54 377 39 737	56 794 41 308	59 265 42 879	61 883 44 450	64 502 46 021	67 120 47 592	69 738 49 163	72 357 50 734	74 975 52 305	77 593 53 876	80 405 55 447
G-6	59 415 42 969	62 295 44 697	65 175 46 425	68 055 48 153	70 935 49 881	73 815 51 609	76 695 53 337	79 711 55 065	82 853 56 793	85 995 58 521	89 136 60 249
G-7	67 650 47 910	71 227 50 056	74 803 52 202	78 407 54 348	82 309 56 494	86 211 58 640	90 113 60 786	94 015 62 932	97 948 65 078	102 240 67 224	106 532 69 370

a/ At 2.44 Swiss francs to \$US 1.00.

J. Recommended salary scale showing matching points, overlaps and reductions from the present scale

(in Swiss francs, net)

Grade	S T E P S											Reduction from present scale	
	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	Step I	Step XI
												Percentage	Percentage
G-1	24 511										32 631	17.6	15.9
G-2	26 226							32 631 c/			35 376	17.5	15.7
G-3	28 068		31 200 (31 162) a/					35 376 c/			38 508	17.3	17.2
G-4	30 080				36 100 (36 137) a/			38 508 c/			42 120	19.5	18.8
G-5	32 796				39 456 (39 404) a/			42 120 c/			46 116	17.5	16.8
G-6	35 861				43 186 (43 853) a/	44 651		46 116 c/			50 511	16.5	16.2
G-7	39 771						50 511 c/				57 671	17.0	16.9

Over-all average reduction

Weighted b/ 17.4
Unweighted 17.1

a/ Outside matching point salary rate.

b/ Weighted by the total number of staff of the organizations in each grade (cf. annex V.B).

c/ Overlap, i.e. step corresponding to salary of step XI of previous grade.

K. Internal relationships of salaries - present scale and recommended scale

Grade	Present scale				Recommended scale			
	Grade intervals at step I	Step value		Span step I to step XI	Grade intervals at step I	Step value		Span step I to step XI
		Sw. Frs.	As % of step I			Sw. Frs.	As % of step I	
G-1	6.9	904	3.03	30.3	7.0	812	3.31	33.1
G-2		1 016	3.19	31.9		915	3.49	34.9
G-3	10.4	1 258	3.70	37.2	7.2	1 044	3.72	37.2
G-4	6.4	1 452	3.88	38.8		1 204	4.01	40.1
G-5	8.1	1 571	3.95	39.5	9.0	1 332	4.06	40.6
G-6	11.5	1 728	4.02	40.2		1 465	4.09	40.9
G-7		2 146	4.47	44.7	10.9	1 790	4.50	45.0

Spans:

- (a) from G-1 step I to G-7 step I:
- (b) from G-1 step XI to G-7 step XI:
- (c) from G-1 step I to G-7 step XI:

Present scale

- 100 to 161.1
- 100 to 178.8
- 100 to 233.2

Recommended scale

- 100 to 162.3
- 100 to 176.1
- 100 to 235.3

L. Salary scale recommended for the General Service category at Geneva

As at 1 January 1978

NET

(in Swiss francs)

Level	S T E P S										
	I	II	III	IV	V	VI	VII	VIII	IX	X	XI
G-1	24 511	25 323	26 135	26 947	27 759	28 571	29 383	30 195	31 007	31 819	32 631
G-2	26 226	27 141	28 056	28 971	29 886	30 801	31 716	32 631	33 546	34 461	35 376
G-3	28 068	29 112	30 156	31 200	32 244	33 288	34 332	35 376	36 420	37 464	38 508
G-4	30 080	31 284	32 488	33 692	34 896	36 100	37 304	38 508	39 712	40 916	42 120
G-5	32 796	34 128	35 460	36 792	38 124	39 456	40 788	42 120	43 452	44 784	46 116
G-6	35 861	37 326	38 791	40 256	41 721	43 186	44 651	46 116	47 581	49 046	50 511
G-7	39 771	41 561	43 351	45 141	46 931	48 721	50 511	52 301	54 091	55 881	57 671

M. Salary scale recommended for the General Service category at Geneva

As at 1 January 1978

Gross, using existing scale of staff assessment a/

(in Swiss francs)

Level	S T E P S										
	I	II	III	IV	V	VI	VII	VIII	IX	X	XI
G-1	31 601	32 761	33 921	35 081	36 241	37 401	38 586	39 835	41 085	42 334	43 583
G-2	34 051	35 359	36 666	37 973	39 360	40 768	42 175	43 583	44 991	46 398	47 806
G-3	36 683	38 174	39 775	41 382	42 988	44 594	46 200	47 806	49 412	51 018	52 625
G-4	39 658	41 511	43 363	45 215	47 068	48 920	50 772	52 625	54 477	56 329	58 250
G-5	43 837	45 886	47 935	49 985	52 034	54 083	56 132	58 250	60 470	62 690	64 910
G-6	48 552	50 806	53 060	55 314	57 585	60 027	62 468	64 910	67 352	69 793	72 235
G-7	54 568	57 322	60 302	63 285	66 268	69 252	72 235	75 218	78 358	81 613	84 867

a/ At 2.39 Swiss francs to \$US 1.00.

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