



*executive committee of
the directing council*

PAN AMERICAN
SANITARY
ORGANIZATION

*working party of
the regional committee*

WORLD
HEALTH
ORGANIZATION



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Antigua Guatemala
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Topic 7: CONDITIONS OF EMPLOYMENT OF REGULAR AND PROJECT PERSONNEL

I. Background Information

A. PASB/WHO Staff Regulations and Rules

Since 1949 the PASB Staff Regulations and Rules have been essentially uniform with those of WHO, thus ensuring uniformity in the conditions of employment of the entire staff of PASB/WHO, facilitating transfers of staff between PASB and WHO, and simplifying personnel administration within PASB/WHO.

In 1953 major changes were adopted by WHO, and subsequently by PASB, concerning special conditions of employment for project personnel. These changes resulted in double allowances to some but not all of the field staff of PASB/WHO because regular staff assigned to projects received both those allowances and benefits granted to regular staff and those granted to project staff. This was contrary to the intent of the changes which were basically designed to offset the advantages of a career appointment (pension fund participation, repatriation grant, transportation of household effects, etc.) with certain allowances and benefits (project service allowance, dependents allowance, field equipment allowance) payable to the short-term project staff. In the rapidly expanding programs of PASB/WHO, however, it was necessary to assign career (regular) staff to projects. The Director protested the payment of dual entitlements to regular staff assigned to projects, but was told by WHO that this was required under the Staff Regulations and Rules and by decision of the UN Technical Assistance Board.

B. Operating Problems Resulting from Differences in Benefits and Allowances

In the two years between 1953 and 1955 it was necessary to assign twenty regular staff members to projects. These people received both project and regular staff allowances and benefits. This created three major personnel problems:

First, those regular staff members assigned to projects in the same locality as other regular PASB/WHO staff were receiving an average of \$1,500 more per year for jobs graded at the same level.

Second, when it became necessary to reassign some of the regular staff on projects to established posts they, quite naturally, objected to taking an average loss of \$1,500 per year.

Third, project personnel who held only project staff appointments felt they were being discriminated against as they were not granted the benefits and allowances (pension fund participation, transportation of household effects, repatriation grant, etc.) held by regular staff on projects.

The injustice of double allowances to some but not all of the field staff inevitably led to a severe degeneration of morale, reduced the flexibility of staff by impeding movement between project and established posts, and enormously complicated administration of pay and other personnel actions.

These operating problems concerning staff are typical of the matters requiring determination and agreement between the Director-General of the WHO and the Director of the PASB, as established in Article 53 of the WHO Constitution and as reflected in the resolution concerning the Agreement between the WHO and PASB by the XII Pan American Sanitary Conference, 1947.

C. Elimination of Dual Entitlements in PASB

After appealing to the WHO for two years to correct this situation, without any results, the Director, on 5 July 1955, altered Staff Rule 1140.1 to end dual entitlements for all PASB regular staff henceforth assigned to projects. This action was confirmed by the Executive Committee in September 1955.

In June 1956 the Executive Committee reviewed the matter of dual entitlements and (1) reaffirmed its earlier action suspending dual entitlements for PASB staff; (2) recommended "that the project staff as well as the regular staff be retained in their specific functions, their transfer from one function to another being avoided as far as possible until such time as their rights are made uniform," (3) requested the Director to continue his efforts to resolve permanently the situation of dual entitlements for regular staff members, and (4) recommended "that the Director take the necessary steps to reach an agreement with the Director-General of the World Health Organization in order to achieve more uniform and favorable conditions of employment for personnel of the two organizations in the Region of the Americas."

II. WHO Proposals

In response to repeated protests, WHO recognized both the injustice of the situation and its inability to solve the problem promptly because of its connections with the United Nations. WHO expressed a hope of getting action through the United Nations Review Committee on Salaries, Allowances and Benefits. The statement submitted by WHO to this Committee proposed a single system of salaries, allowances and benefits for all staff. The WHO statement did not emphasize the injustice of the present situation, but did make certain suggestions which, if accepted, may largely solve the difficulty.

There is of course no certainty that these proposals will be accepted by the Review Committee or accepted and acted on by the General Assembly this year. WHO headquarters feels that no unilateral action should be taken to change WHO conditions of employment on the eve of anticipated recommendations of the Review Committee. The complete WHO proposal is contained in the publication entitled "Statement by the World Health Organization to the Committee of the United Nations General Assembly to review the system of salaries, allowances and benefits of the United Nations and the Specialized Agencies" (May 1956), which is distributed separately.

III. PASB Proposals

In order to resolve the problem of dual entitlements with dispatch, in equity, and with full regard for the necessities of program operations and the principles of good management, the Director proposed:

1. That the matter of different allowances and benefits be resolved within WHO.
2. That WHO Staff Rules should be amended to be identical with the revision of PASB Rule 11.40.1 effected in July 1955. This would end any dual benefits for regular WHO staff assigned to projects.
3. That salaries of regular staff be adjusted to compensate for project benefits and allowances. In this connection, the Director wrote the Director-General, WHO, on 24 August 1955: "I believe that immediate action on the matter of an adequate salary scale is equally as pressing as the elimination of inequities in the conditions of employment of project and regular staff. It is my feeling that unless we do something to raise our salary scale we may find ourselves in a most serious situation in failing to maintain the quality and numbers of our regular staff."

The complete PASB proposal is contained in Annex I.

In view of the above report, the Executive Committee may wish to adopt the following resolution:

Proposed Resolution

The Executive Committee,

Having studied the report of the Director on the conditions of employment of regular and project staff of the PASB and the WHO (Document CE29/5),

RESOLVES:

To recommend that the Directing Council of the Pan American Sanitary Organization at its IX Meeting approve the following

Draft Resolution

The Directing Council,

Noting the proposals presented by the Director to the Director-General of the WHO with a view to achieving more uniform and favorable conditions of employment for personnel of the two organizations in the Region of the Americas;

Considering the proposals submitted by the World Health Organization to the Committee of the United Nations General Assembly to Review the System of Salaries, Allowances and Benefits of the United Nations and the Specialized Agencies; and

Recognizing that the WHO recommendations, if adopted, would provide more uniform and favorable conditions of employment for regular and project staff, which is the objective the Pan American Sanitary Bureau is striving to attain,

RESOLVES:

1. To recommend to the Executive Board of the World Health Organization that in the event the United Nations fail to authorize a more favorable and a single system of salaries, allowances and benefits for all staff in all programs, it invoke its authority under Staff Regulation 3.2 so as to permit "any deviation from the U.N. scale of salaries and allowances which may be necessary for the requirements of the WHO...".

2. To authorize the Executive Committee at its 30th Meeting to appoint a subcommittee of three members who, in collaboration with the Director of the Bureau, will review the action taken by the U.N. Assembly; to authorize the Subcommittee, in the event the U.N. fails to authorize a single system of salaries, allowances and benefits for all staff in all programs and the WHO Executive Board does not authorize such a system of employment, to take such steps as necessary to effect a single set of conditions of employment for both regular and project staff.

3. To instruct the Director to undertake a comprehensive study of the salaries and other compensations offered to public health workers in the Americas and to present a report on this matter, together with recommendations.

22 June 1956

Dr. M. G. Candau
Director-General
World Health Organization
Geneva, Switzerland

Dear Dr. Candau:

We have just completed the 28th Meeting of the Executive Committee of the PASO which was held in Washington from 5 June to 13 June 1956. The meeting, which considered the 1957 program and budget, the financial report for 1955, the External Auditor's Report, and a number of other significant items, proved to be successful and was most encouraging both to the delegates and to the secretariat.

Among the items treated at this meeting was the matter of the conditions of employment of regular and project staff, with particular reference to the dual entitlements for regular staff serving on projects. You will recall that this matter was an order of business at the VIII Meeting of the Directing Council and the 27th Meeting of the Executive Committee held last fall. On that occasion the Executive Committee confirmed my action in changing Staff Rule 1140.1 in order that dual entitlements for regular staff serving on projects be eliminated. My purpose was a double one: (a) to remove inequity and (b) to prepare for improving conditions of regular employment.

At this 28th Meeting of the Executive Committee, Dr. Fred J. Brady of the United States, who had been designated by the last meeting of the Executive Committee as Rapporteur to report on the conditions of employment, submitted a summary factual paper on this subject, Dr. Brady's paper concluded with the recommendation that the Executive Committee should await the action of the U.N. Expert Committee on Salaries, Allowances, and Benefits in the hope that this Committee might offer a solution to the problem of dual entitlements.

The Executive Committee considered available information on whether the Expert Committee would review the matter of dual entitlements, based on conversations with persons participating in its work. These conversations indicated that the problem of dual entitlements, as we know it, is not a serious problem in the U.N., the UNTAA, or for that matter, in specialized agencies such as FAO, UNESCO, or ILO. Consideration also was given to your report to the Expert Committee and it was noted the problem of dual entitlements was not treated therein. It seems evident, therefore, that the Expert Committee will not review this problem in detail and that accordingly, there will be no resolution of this particular matter by this body.

I contributed a note to the Executive Committee on progress in the matter of the operation of Staff Rule 1140.1 since the September action of the Executive Committee and again called on the Executive Committee for instructions in resolving this inequity. I attach hereto copies of these documents for your information.

The Executive Committee reviewed the matter of dual entitlements in considerable detail, in both plenary session and meetings of a working party, and unavoidably discussed somewhat the relationships between WHO Headquarters and Regional Offices. At the conclusion of these discussions, in which the patent inequity of dual entitlements for regular staff on projects but not for regular staff at established offices was re-emphasized, the following resolution was passed:

"The Executive Committee,

Considering that the Directing Council, at its VIII Meeting, recommended that the Executive Committee give special attention and study to Document CDS/36, 'Conditions of Employment of Regular and Project Personnel in the PASO/WHO';

Considering that the Rapporteur designated by the Executive Committee at its 27th Meeting has rendered a report on this subject revealing that variations exist in the conditions of employment of regular and project personnel;

Considering that the Agreement between the World Health Organization and the Pan American Sanitary Organization provides that the Pan American Sanitary Bureau shall serve as the Regional Office of the WHO for the Western Hemisphere, within the provisions of the Constitution of the World Health Organization;

Considering that Article 53 of the Constitution of the World Health Organization provides that 'the staff of the Regional Office shall be appointed in a manner to be determined by agreement between the Director-General and the Regional Director'; and

Recognizing that the present system of dual allowances creates a situation of inequality between regular and project personnel, a situation that affects their morale to the detriment of the task they are called upon to carry out,

RESOLVES:

1. To take note of the report submitted by the Rapporteur.
2. To recommend that the project staff as well as the regular staff be retained in their specific functions, their transfer from one function to another being avoided as far as possible until such time as their rights are made uniform.

3. To request the Director to continue his efforts to resolve permanently the situation of dual entitlements for regular staff members.

4. To recommend that the Director take the necessary steps to reach an agreement with the Director-General of the World Health Organization in order to achieve more uniform and favorable conditions of employment for personnel of the two organizations in the Region of the Americas."

A copy of the minutes of the plenary sessions on this matter are attached.

The substance of this resolution is clear and from the debate on this matter it becomes apparent that the Executive Committee has evidenced its desire to see the conditions of employment in the Americas based on the following major points: (1) the establishment of a uniform condition of employment for regular and project staff; (2) the elimination of the present inequity of dual entitlements and the establishment of a uniform condition of employment for regular staff at established offices and regular staff on projects; (3) the improvement of the conditions of employment of all personnel in the Americas, and (4) regular WHO staff shall not be assigned to projects until such time as regular staff not on projects have the same rights as regular staff on projects.

In keeping with the recommendation of the Executive Committee, I am therefore reopening with you the matter of the conditions of employment for project and regular staff. I trust that an arrangement can be arrived at in the immediate future which will resolve the present difficulty in this Region and establish the basis for improved and equitable conditions of employment for WHO and PASB staff in the Americas.

I feel certain that you recall your own very strong opposition to the specific problem of dual entitlements during your service as Assistant Director of the Pan American Sanitary Bureau and will agree with me that the present situation does not make for an effective management of our personnel or financial resources nor does it inspire staff morale.

From my conversations with you and our previous exchange of communications on this matter, I believe that we are in agreement in principle that the dual entitlement, as it exists in the present WHO staff rules and formerly existed in the PASB rules, should be eliminated. It would seem that all that is necessary is a method which would bring to bear the results we both desire. I appreciate that on many points

the WHO is under a mandate to maintain a general pattern of staff rules and regulations similar to that maintained in the United Nations. I am informed, however, that the rule and procedures establishing the dual entitlements are not basic nor founded in any agreement that WHO has with the U.N. or any other organization and that the matter of dual entitlements rests purely on administrative arrangements we have made within our own organizations and accordingly can be altered by a subsequent administrative arrangement.

I think we can resolve the matter directly between the WHO and PASB and effect such a resolution with dispatch, in equity, and with full regard for the principles of good management. It is my belief that a regular staff member should be available for service anywhere he is needed in the organization on the conditions established for international staff at the place of work. The first step, I believe, is a revision of the WHO staff rule 1140.1 for the Americas, identical to the revision of the PASB rule effected in September 1955. The second step should be to adjust all regular staff salaries and allowances to an equitable base and determine the means of establishing pension privileges for project staff.

Such an action would lift the present obstacles to the ready transfer of regular staff of both WHO and PASB to projects of either organization. The present administrative impasse, created by the different staff rules 1140.1 for WHO and PASB will make for extreme difficulty in the ready transfer of personnel between the two organizations and accordingly will make more difficult the realization of the many important objectives of the two organizations. The elimination of the dual entitlements by the WHO will facilitate operations, establish a more equitable basis of employment and serve as a meaningful step forward in the realization of the uniform condition of employment we both believe necessary for the more effective operation of the WHO and PASB.

Sincerely yours,

(signed)

Fred L. Soper
Director