

WORLD HEALTH
ORGANIZATIONORGANISATION MONDIALE
DE LA SANTÉ

EXECUTIVE BOARD

EB7/AF/12 ✓
13 January 1951Seventh Session

ORIGINAL: ENGLISH

STANDING COMMITTEE ON
ADMINISTRATION AND FINANCEFIRST REPORT OF ADMINISTRATIVE WORKING PARTY CONSTITUTED BY
THE STANDING COMMITTEE ON ADMINISTRATION AND FINANCE AT ITS
MEETING HELD ON 8 JANUARY 1951

The administrative Working Party held six meetings on 9, 10 and 11 January 1951 at which the following members were present:

- Dr. van den Berg (representing Professor de Laet)
- Dr. Mackenzie, assisted by Mr. Lindsay
- Dr. Bernard and M. Toussaint (representing Professor Parisot)
- Mr. Roseman (representing Dr. Hyde)
- Dr. Lakshmanan

The Working Party elected Dr. van den Berg as its Chairman, and Mr. Lindsay as its Rapporteur.

The Working Party had as its terms of reference the following items on the Agenda of the Standing Committee on Administration and Finance:

Item

1. Salaries, allowances and leave system
2. Organizational structure and administrative efficiency
(including all sub-items)
8. Review of Staff Regulations
9. Staff Rules
10. Examination of Assembly procedures
11. Documentation.

I ORGANIZATIONAL STRUCTURE AND ADMINISTRATIVE EFFICIENCY

(a) Decentralization

The Working Party noted and approved the following measures taken by the Director-General during the past year for decentralization.

Regional Offices for the Americas, South-East Asia and the Eastern Mediterranean have become fully operative.

The Special Office for Europe is functioning at Headquarters where administrative facilities are readily available. It has been delegated the responsibility for planning and administering advisory services programmes similar to the fully established regional offices.

The Office for the Western Pacific has been in operation during the year and is gradually assuming the same duties and responsibilities as other regional offices. The Regional Committee meets for the first time in 1951.

A Special Office for Africa has also been established, for the present using the administrative facilities of Headquarters.

The Working Party noted that complete authority has been delegated to Regional Directors for the development and approval of projects with countries. It is evident that 1951 must see the development of regional staff to cope with these new responsibilities. Adequate and well qualified groups of professional advisers in the regions will be required, having a first hand knowledge of the countries in the region and of the policy and orientation of Headquarters. The development of Technical Assistance and of work with UNICEF will greatly increase this work in the Regions and the present staffs will probably be inadequate to deal with the increase.

The Working Party also noted and approved the measures taken by Headquarters to assist Regional Directors by the provision of standards, such as are set out in the Policy and Procedure Manual and the post classification system, showing job specifications and qualification requirements. Appointments of local staff are now made by regional directors and arrangements are being worked out for regional directors to appoint field staff recruited within the region for work in the region. The decentralization of accounting records and procurement proceeds in parallel with technical developments.

On the technical side Headquarters is providing all assistance requested in programme planning, undertakes the acquisition and dissemination of technical information and the provision of co-ordination and liaison services with other organizations.

On the Organization's direct relations with Governments, the Director-General suggested and the Working Party agrees that the functions of Headquarters will eventually be mainly co-ordination, liaison and diplomatic. It was noted that Regional Offices assist Headquarters materially in the collection of contributions and this might be further developed in the future.

(b) Structure and administrative efficiency of Headquarters

The Working Party considered the functional chart of Headquarters reproduced in Annex 8 to EB7/AF/2.

It considered that the structure approved by the Standing Committee and recommended to the fifth session of the Executive Board, in which a few minor changes have been made, had proved satisfactory.

It approved certain new titles to reflect more accurately the functions of the units concerned.

It noted the temporary suppression of the Co-ordination of Research Section in the Division of Therapeutic Substances and the establishment of an Antibiotics and Insecticides Section in the same Division, the costs of which would be met from Technical Assistance Funds.

The Working Party requested the Director-General to consider the following matters.

Office of the Director-General

In view of current developments, it was considered whether the Legal Office which is at present in the Department of Administration and Finance should now form a part of the Office of the Director-General. No decision was made, but the Director-General is keeping the question under review.

Division of Public Health Services

The Working Party noted with satisfaction that in spite of the large number of sections that it contains under its present direction the Division

operates in a very satisfactory manner. However, it felt that in view of current developments, the formation of a further division might in time prove to be necessary. This would certainly result in a more equal allocation of directional responsibilities.

Supply function in the Department of Administration and Finance

The procedure whereby orders for medical supplies are scrutinized by Headquarters medical staff is receiving the current attention of the Director-General. The three main points in this work are (i) advising governments on the purchase of supplies; (ii) securing proper liaison between technical advisers and those responsible for ordering and buying; and (iii) the complication introduced by different currencies, not all interchangeable. It was understood that all procurement is centralized under the Department of Administration and Finance.

(c) Liaison Activities - organization, efficiency and cost

The Working Party considered the information submitted by the Director-General on this subject set out in EB7/AF/2 ANNEX 6.

The Working Party wish to emphasize the importance of this activity in the greatly expanding programme of the Organization, in ensuring effective co-ordination of the programmes of the specialized agencies financed from various sources.

Great importance is attached to methods of reporting, not only matters accomplished by the Organization, but of projects being currently developed. The Working Party agreed that, pending the full development of United Nations machinery, it was specially important to devise techniques for keeping Member governments currently advised of the progress of World Health Organization activities. This would materially assist in co-ordinating bilateral and multilateral and technical assistance programmes. It is understood that the Director-General is in the process of establishing a small unit to devise methods for adequate reporting and also methods of effectively measuring achievements. It was recognized that it would be extremely difficult and perhaps not practical to attempt to devise any complex statistical index of evaluation, but it was felt that some attempt should be made to gauge in broad terms the effectiveness of the Organization's work.

(d) Regional Offices

The Working Party considered and approved the reports by Regional Directors summarized in EB7/AF/2 ANNEX 5; Add.1 and Corr.1.

(i) The Americas

The Working Party noted the success attained in co-ordinating the operations and administering of the programmes of the Pan American Sanitary Organization and the World Health Organization in this region and the advantage that has thereby accrued to both.

The Working Party also noted that the representatives of the United Kingdom, Netherlands and France participated with full voting privileges in the fourth meeting of the Directing Council of the Pan American Sanitary Organization and in the thirteenth Pan American Sanitary Conference which met in the Dominican Republic in September and October 1950.

The Working Party accepted that the organization shown is an intermediate step in the development of this Regional Office and that changes are to be expected after this year.

It was further noted that this Regional Office undertakes important services for other regions such as the procurement of supplies, recruitment of personnel and the supervision of fellowship training, all of which affect its staff requirements.

(ii) South-East Asia

The Working Party noted that the organization shown was expected to remain fairly stable for the next two years and that the Regional Committee felt that assistance for some time to come should be limited to the types of projects covered by the present organization. The structure is however flexible and adjustments can be readily made to cover expansions in programme.

The size of the Statistical Office is at present at a minimum as considerable assistance in the way of vital and epidemiological statistical data is given by the Singapore Epidemiological

Intelligence Station. This will always be so but the development of governmental statistical organizations and the necessity for special statistics for WHO projects will have to be reflected in an increased staff in the future.

(iii) Eastern Mediterranean

The Working Party accepted the structure as presented as being basically that on which the Region is expected to operate during the next two years. Experience will show the adequacy of this interim structure and on this experience the definite structure will be based.

(e) Level and composition of staff

The Working Party examined the statistics presented by the Director-General, as to the level of staffing on 1 January 1951, and noted that insofar as the Regular Budget is concerned the Organization was practically staffed up to the limit possible under the expenditure ceiling established by the Executive Board at its sixth session for 1951. It noted the principles elaborated by the Director-General with regard to the maximum use of local staff on field projects, and considered the Organization's position on this subject to be sound.

(f) Geographic Distribution

The geographic distribution of the staff has been progressively improving, but this improvement will probably not continue. The rapidly expanding programme and the increasing competition for technically trained people throughout the world as a result of various new programmes of technical assistance can be expected to reduce the availability of adequately qualified staff on a very wide geographical basis. It will probably not be possible to maintain the present standard of geographic distribution among staff employed under the Technical Assistance Programme.

The Working Party noted the suggestion of the Lebanese Government that the Organization should appoint at least one staff member from each country, so that there could be effective liaison between the Organization and the country. In the opinion of the Working Party this suggestion has arisen from a misunderstanding of the duties and responsibilities of international staff members who are international civil servants and not responsible to their

governments. The Working Party considered that the proper channel for liaison between governments and WHO is the existing liaison machinery of the Organization and not individual members of the staff. Apart from this, it would be impossible to employ a national of every member country since certain Member states could not provide technical staff without serious loss to their own national programmes.

(g) Necessity for travel and the cost thereof

The Working Party examined the table of travel costs presented by the Director-General, showing the purposes of the major travel expenditures during the first ten months of 1950. It noted particularly the large sum necessary for attendance at meetings of UN organizations, but realized that this was a necessary expenditure in order for the Organization to carry on its required liaison activities. The Working Party was informed by the Director-General that the Organization would necessarily have increasing expenditures for travel as a result of decentralization and the need for the Organization to carry on a greatly expanded programme with a very slightly expanded staff. Increased travel would also result from the many meetings of international organizations being planned for various parts of the world. Longer journeys would in consequence be necessary.

II STAFF MATTERS

(a) Changes in salary, allowances and leave systems

The Working Party examined the changes in the salary, allowance and leave systems as proposed by the Director-General following the changes adopted by the General Assembly of the United Nations in the UN salary, allowance and leave arrangements. The division of staff posts into two main categories - those filled by international recruitment, and those filled by local recruitment - was an extension of a policy adopted for WHO by the first session of the Executive Board. The new salary scales effecting a substantial reduction in the number of grades was considered a major improvement. The grounds on which this reduction was recommended are set out in the report of the Committee of Experts (Printed as Volume II of the Annex to the Summary Record of meetings of the Fifth Committee of the UN General Assembly for 1949). The new leave provisions give

better sick leave benefits to the staff, and at the same time effect some economies on annual and home leave. The change in the method of paying installation expenses was considered a substantial administrative improvement. The Working Party considered and approved of the proposal of the Director-General that the changes should take effect as from 1 January 1951. The Working Party understood that, while the reaction of the staff was favourable to some of the provisions of the new salary, allowance and leave system, and less favourable to certain of the others, it was not on the whole dissatisfied with the total new system.

It is estimated that the proposed changes would result in only a slight increase in expenditure in 1951 and would effect savings in future years. The Working Party therefore considered that the adoption of the changes would cause no financial problem in 1951, and would result in savings in future years. The Working Party therefore suggests to the Standing Committee that the following resolution be recommended to the Executive Board on this matter:

The Executive Board

On the recommendation of its Standing Committee on Administration and Finance

CONCURS in the decisions taken by the Director-General with regard to the application to WHO of the changes in salary, allowance and leave provisions adopted by the United Nations;

APPROVES the transitional arrangements proposed by the Director-General to give effect to these changes.

The Working Party considered the proposal of the Director-General that the salaries of the Deputy Director-General, the Assistant Directors-General and the Regional Directors should be increased by \$1500 in line with the increases approved by the General Assembly of the United Nations for Assistant Secretaries General and suggests for the consideration of the Standing Committee the following resolution:

The Executive Board

On the recommendation of its Standing Committee on Administration and Finance

CONCURS in the proposal of the Director-General to increase the salary of the Deputy Director-General from \$15,000 to \$16,500 and to increase the salaries of the Assistant Directors-General and Regional Directors from \$13,500 to \$15,000.

The Working Party considered at some length the question of the application of a minus differential of 5% to the salary of staff in Geneva who are recruited internationally. This is a question separate from the changes in the salary, allowance and leave systems recommended by the United Nations Committee of Experts and was an additional provision recommended by the Advisory Committee on Administrative and Budgetary Questions. The latest cost of living data were the result of a survey made in Geneva in 1949, which showed at that time that the cost of living in Geneva was not less than that in New York. The Working Party was concerned that WHO should act in accord with the United Nations on this matter, but felt that it was essential that any salary differentials should be based upon firm and objective evidence. It therefore suggests to the Standing Committee that the Executive Board should request the Director-General to make representations to the Secretary-General of the United Nations for an immediate joint survey in Geneva of cost of living of the persons concerned. It is desirable that sound information on this question should be available to the next meeting of the Executive Board.

The Working Party therefore suggests the following resolution for the consideration of the Standing Committee and the Executive Board:

The Executive Board

Desiring that WHO practices should, so far as possible, accord with those of the United Nations, but finding no sufficient evidence on the relative costs of living in New York and Geneva,

DECIDES that the minus 5% differential applied by the United Nations to its Geneva staff should not be applied to the staff of the World Health Organization, pending a joint survey by the United Nations and interested specialized agencies of the actual cost of living in Geneva to the staff concerned;

REQUESTS the Director-General to make representations to the Secretary-General of the United Nations that he should institute such a survey at the earliest possible moment so that the results may be available for consideration by the next session of the Executive Board.

(b) Staff Regulations

The Working Party examined and found satisfactory the proposed permanent Staff Regulations presented by the Director-General for the consideration of the Executive Board before presentation to the Fourth World Health Assembly. These regulations are based upon a joint study by the United Nations and specialized agencies designed to develop a uniform pattern of staff regulations for all the organizations. The Working Party noted that the United Nations General Assembly had postponed consideration of similar regulations presented by the Secretary-General, but felt that in the interest of early stabilization of the basic conditions of employment WHO should proceed to adopt its permanent regulations. The Working Party suggests, therefore, that the Standing Committee and the Executive Board should consider recommending the following resolution for adoption by the Fourth World Health Assembly;

The World Health Assembly

Reiterating the desirability of uniform Staff Regulations for the World Health Organization, United Nations and other specialized agencies,

NOTES that Staff Regulations, as developed by the Administrative Committee on Co-ordination, with such modifications as are necessary to meet the special requirements of the World Health Organization, have been recommended by the Executive Board;

DECIDES to adopt as the Staff Regulations of the World Health Organization the Regulations in the attached annex;

FURTHER DECIDES that, pending completion of negotiations for the use of the UN Administrative Tribunal, the World Health Organization shall continue to utilize the services of the Administrative Tribunal of the International Labour Office;

REQUESTS that in accordance with Article XV, paragraph 3(c) of the agreement between the United Nations and the World Health Organization, the Director-General be represented at meetings of the United Nations Advisory Committee on Administrative and Budgetary Questions when it studies the proposed UN Staff Regulations, in order to participate in the discussions and represent the views of the Organization.

(c) Staff Rules

The Working Party examined the changes to the Staff Rules presented by the Director-General. It noted that these changes fell into three groups: (1) those necessary to give effect to the changes in the salary, allowance and leave systems; (2) those necessary to define the status of staff in positions subject to local recruitment; (3) those resulting from the changes which had become necessary since the last meeting of the Executive Board. The Working Party suggests the following resolution for the consideration of the Standing Committee and the Executive Board:

The Executive Board

On the recommendation of its Standing Committee on Administration and Finance,

CONFIRMS the changes to the Staff Rules as reported by the Director-General.

III. EXAMINATION OF ASSEMBLY PROCEDURES AND DOCUMENTATION

(a) Since the examination of Assembly procedures is very closely connected with the procedure for consideration of the Programme and Budget, the Working Party included that subject in their discussions. Many suggestions have been made but in substance there appeared to be three possible solutions;

- (i) To continue the present arrangements; that the Committee on Programme and the Committee on Administration, Finance and Legal Matters consider separately the programme and the financial aspects and meet jointly to recommend appropriation of funds to each Part of the budget;
- (ii) To continue with the two Main Committees but establish a working party, composed of 12 Members jointly appointed by the Chairmen of the two main Committees to consider programme and budget and to report to a joint meeting of the two main Committees. Under this procedure the budget and the programme could be reconciled early at each level;
- (iii) To establish three main committees, one to discuss purely technical questions, one to consider administrative, financial and legal matters and the third to devote its attention to programme and budget considerations. The timetable could be arranged so that not more than two main Committees met at any one time.
- (iv) To establish two main committees, one to consider Programme and Budget and one on Administration, Financial and Legal Matters. The Programme and Budget Committee might establish a Sub-Committee specially charged with the examination of the details of the Budget

The Working Party was informed that the Secretariat could without an appreciable increase in cost or loss of efficiency service simultaneously two main committees and one working group. It noted also that the records of the Second and Third World Health Assemblies indicated that the number of delegates in each delegation tended to decrease so that the difficulty of finding quorums for three meetings would increase.

The Working Party decided to refer the four alternative procedures to the full meeting of the Standing Committee for decision.

(b) The Working Party concurred in a proposal that a Legal Sub-Committee be established, with membership to be provided by delegations which include persons competent to serve on this Sub-Committee. It was agreed that if simultaneous meetings of the Committee on Administration and Finance and the Legal Sub-Committee are planned, governments should be notified in advance so that they might arrange the membership of their delegations accordingly. A complete record would be made of the deliberations of the Legal Sub-Committee.

(c) Some of the Working Party doubted whether so long a period as four weeks would be necessary for the meeting of the Committee to consider the Sanitary Regulations immediately before the Fourth World Health Assembly. After discussion it was agreed that it would be better to allow four weeks. It was preferable to have a gap of a few days before the Assembly than to risk overlapping of this Committee with the Assembly. It was essential that the report should be completed and distributed before the start of the Fourth World Health Assembly as delegates might wish to consult their governments on it.

(d) The Working Party noted the plans proposed for technical discussions on the two topics selected by the Executive Board for the Fourth World Health Assembly. In view of the great interest shown by certain members of the Executive Board in this proposal, the Working Party thought it was for the Board to consider the method of presenting the proposed topics and their technical aspects. The Working Party considered the administrative arrangements for the discussions and agreed generally with the proposal that these discussions be held at the end of the first week of the Assembly. The first topic would be presented by visiting specialists at an informal evening session which interested members of the public should be able to attend. This publicity would be valuable. Discussions would be continued in groups during the following days and a summary of the results of discussions prepared for presentation and final discussion in combined groups at the beginning of the next week. The second topic would be presented at an evening session at the beginning of the second week, more in the form of a lecture, with subsequent discussion.

(e) The Working Party noted and approved a suggestion made that papers presented to the Board or Assembly should generally include a summary outlining the problems and indicating shortly the possible solutions. It was recognized that this might not be appropriate for certain types of documents.

(f) The Working Party suggested that normally members of the Secretariat, when introducing items for discussion in Committees need not do more than point out changes and new developments since the relevant document was issued.

(g) So that the work of the Assembly may proceed with the utmost expedition the Working Party wishes to suggest that Chairmen of Committees might be asked at the opening of their meetings to emphasize the need of avoiding repetitive discussion.

(h) The Working Party agreed that Reports of Expert Committees should normally be submitted to the Executive Board who should determine action to be taken on them, but the Assembly should be given an opportunity to raise on them any points it thought fit. It was not necessary that the Assembly should fully discuss all Expert Committee reports. The need for an ad hoc Committee to consider, before their presentation to the Assembly, reports of Expert Committees not considered by the full Board should be further considered by the Executive Board.

(i) It also requested that the establishment of working parties in the Assembly should be restricted to the following purposes:

- (i) To formulate a conclusion on which substantial agreement has been reached (whether unanimously or by an evident majority);
- (ii) To make clear and state the issues that are before the Committee for decision;
- (iii) To provide a Committee with an expert opinion relevant to its discussions.